



**I, Matthew Lawson, Tumu Whakarae | Chief Executive, hereby give notice that
an Ordinary Meeting of Council will be held on:**

Date: Tuesday, 22 July 2025
Time: 1:30 pm
Location: Council Chamber, Wairoa District Council,
Coronation Square, Wairoa

AGENDA

Ordinary Council Meeting

22 July 2025

MEMBERSHIP: His Worship the Mayor Craig Little, Cr Denise Eaglesome-Karekare, Cr Jeremy Harker, Cr Melissa Kaimoana, Cr Chaans Tumataroa-Clarke, Cr Benita Cairns, Cr Roslyn Thomas

The agenda and associated papers are also available on our website: www.wairoadc.govt.nz

For further information please contact us 06 838 7309 or by email info@wairoadc.govt.nz

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- 1 KARAKIA**
- 2 APOLOGIES FOR ABSENCE**
- 3 DECLARATIONS OF CONFLICT OF INTEREST**
- 4 CHAIRPERSON'S ANNOUNCEMENTS**
- 5 LATE ITEMS OF URGENT BUSINESS**
- 6 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 15.1 requests to speak must be made to the Chief Executive Officer at least one clear day before the meeting; however this requirement may be waived by the Chairperson.

7 MINUTES OF THE PREVIOUS MEETING

Ordinary Meeting - 24 June 2025

**MINUTES OF WAIROA DISTRICT COUNCIL
ORDINARY COUNCIL MEETING
HELD AT THE COUNCIL CHAMBER, WAIROA DISTRICT COUNCIL, CORONATION SQUARE, WAIROA
ON TUESDAY, 24 JUNE 2025 AT 1:30 PM**

PRESENT: His Worship the Mayor Craig Little, Cr Denise Eaglesome-Karekare, Cr Jeremy Harker, Cr Chaans Tumataroa-Clarke, Cr Benita Cairns, Cr Roslyn Thomas

IN ATTENDANCE: **Malcolm Alexander** (Interim Chief Executive), **Gary Borg** (Tumu Whakarae Tuarua | Deputy Chief Executive & Pouwhakarae – Pūtea/Tautāwhi Rangapū | Group Manager - Finance and Corporate Support), **Hinetaakoha Viriaere** (Pouwhakarae Whakamahere me te Waeture | Group Manager Planning and Regulatory), **Langley Cavers** (Pouwhakarae – Hua Pūmau | Acting Group Manager - Assets and Infrastructure), **Juanita Savage** (Chief of Operations) **Te Aroha Cook** (Kaiarataki Whakaoranga | Recovery Manager & Group Manager - Community Services and Development), **Hinemoa Hubbard** (Kaiurungi Mana Ārahi | Governance Officer), **David Doole** (Senior Rates Officer), **Kate Standing** (Executive Principal), **Matthew Lawson** (Incoming Chief Executive)

1 KARAKIA

A karakia was held before the meeting.

2 APOLOGY FOR ABSENCE

APOLOGY

RESOLUTION 2025/42

Moved: Cr Denise Eaglesome-Karekare

Seconded: Cr Benita Cairns

That the apology received from Cr Kaimoana be accepted and leave of absence granted.

CARRIED

3 DECLARATIONS OF CONFLICT OF INTEREST

Nil.

4 CHAIRPERSON'S ANNOUNCEMENTS

The Chair welcomed incoming Chief Executive Matthew Lawson and thanked Interim Chief Executive Malcolm Alexander for his leadership and the foundation he has laid. Councillors echoed their appreciation, particularly for his contributions to Local Water Done Well.

The Chair also acknowledged the recent bull sale at Tahaenui, noting it achieved a national record with a bull sold for \$156,000.

5 LATE ITEMS OF URGENT BUSINESS**LATE ITEMS****RESOLUTION 2025/43**

Moved: His Worship the Mayor Craig Little

Seconded: Cr Jeremy Harker

That the following reports be received as late items:

- Item 8.2 – *Resolution to set rates for the year commencing 1 July 2025*
- Item 8.3 – *Dog Pound*
- Item 10.2 – *QRS Board Director – Reappointment*

CARRIED

6 PUBLIC PARTICIPATION

Nil.

7 MINUTES OF THE PREVIOUS MEETING**RESOLUTION 2025/44**

Moved: Cr Denise Eaglesome-Karekare

Seconded: Cr Jeremy Harker

That the minutes and confidential minutes of the Ordinary Meeting held on 27 May 2025 be confirmed.

CARRIED

8 GENERAL ITEMS**8.1 REALLOCATION OF BETTER OFF FUNDING****RESOLUTION 2025/45**

Moved: Cr Jeremy Harker

Seconded: Cr Roslyn Thomas

That Council reallocate Better Off Funding to meet some of the costs of the Local Waters Done Well programme and adopt Option B, \$310,000 will be allocated to Local Waters Done Well.

CARRIED

The Interim Chief Executive introduced the report:

- Outlining the background of the Better Off funding. This funding originated under the previous government but was discontinued by the new government, with the exception that councils could retain it for use on Local Waters Done Well (LWDW), infrastructure, or

existing projects.

- Council has incurred legal and modelling costs related to LWDW.
- The report outlines eligible uses of the funding. Additional costs are expected for preparing and certifying the Water Services Delivery Plan, including any further requirements from the Crown.

The Acting Group Manager of Assets & Infrastructure clarified that the total in the second column from the right in the table should \$1.676 million, not \$2.405 million.

Council supported eventually progressing the Tuai Recreational Facilities project, sought clarity on existing allocations in the Long Term Plan and Annual Plan, and discussed reinvesting part of a Tuai iwi contribution to the Mayoral Relief Fund into the project.

8.2 RESOLUTION TO SET RATES FOR THE YEAR COMMENCING 1 JULY 2025

RESOLUTION 2025/46

Moved: Cr Benita Cairns

Seconded: Cr Denise Eaglesome-Karekare

That Council set the rates under the Local Government (Rating) Act 2002 for the financial year commencing 1st July 2025 in accordance with the resolution attached as **Appendix 1**

CARRIED

The Group Manager of Finance and Corporate Support introduced the report and noted a typographical error at section 4.1C, which should read 2025 instead of 2024.

Council queried how the rates increase compared to other councils nationally. The Group Manager of Finance and Corporate Support advised it was one of the lowest in the country.

8.3 DOG POUND

RESOLUTION 2025/47

Moved: Cr Denise Eaglesome-Karekare

Seconded: Cr Chaans Tumataroa-Clarke

That Council:

- (i) Approve the construction of a new dog pound facility as outlined in the LTP 2024-2027
- (ii) That a proposed budget be brought back to Council prior to tender
- (iii) That Council be provided with regular updates of the project against the budget once initiated.

CARRIED

The Group Manager of Community Services and Development introduced the report and noted the following:

- Costs for roading and car parks around the building have been accounted for in the cost estimate.

- In discussions with the Roding Manager, it was advised that the airport access road would be covered by the existing maintenance budget, and the recommendation was to retain a metal surface for now, with sealing considered when budgets allow.
- If Council prefers the primary access to the the pound via Railway road, this cost has not been budgeted for. The Roding Manager advised that there are alternative options exist which could result in significantly lower costs.
- If we have to build at the location off Paeroa Stock Road, the maintenance of Paeroa Stock road would be covered under the existing roading maintenance budget. The Roding Manager recommends metal over sealing the road. Costs for building an access road to the pound from Paeroa Stock Road have not been included in the cost estimate, but alternative lower-cost options could be explored.
- In relation to governance oversight, if Council wishes this to be managed internally, Assets and Infrastructure would appoint a project manager to oversee the project and provide regular updates to Council.

Council discussed the risks associated with inaction, including potential health and safety issues for staff, legislative non-compliance, and the need to relocate animals. The importance of having a clear schedule of costs was also noted.

9 RECEIPT OF MINUTES FROM COMMITTEES/ACTION SHEETS

Nil

10 PUBLIC EXCLUDED ITEMS

RESOLUTION TO EXCLUDE THE PUBLIC

RESOLUTION 2025/48

Moved: His Worship the Mayor Craig Little

Seconded: Cr Roslyn Thomas

That the public be excluded from the following parts of the proceedings of this meeting at 2:17pm.

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:

General subject of each matter to be considered	Reason for passing this resolution in relation to each matter	Ground(s) under section 48 for the passing of this resolution
10.1 - Statute Barred Rate Arrears Write-off 2017-18	s7(2)(b)(ii) - the withholding of the information is necessary to protect information where the making available of the information would be likely	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

	unreasonably to prejudice the commercial position of the person who supplied or who is the subject of the information	information for which good reason for withholding would exist under section 6 or section 7
10.2 - QRS Board Director - Reappointment	s7(2)(i) - the withholding of the information is necessary to enable Council to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations)	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
CARRIED		

RESOLUTION 2025/49

Moved: Cr Denise Eaglesome-Karekare

Seconded: Cr Chaans Tumataroa-Clarke

That Council moves out of Closed Council into Open Council at 2:37pm.

CARRIED

The Meeting closed with a closing karakia by His Worship the Mayor at 2:38pm.

The minutes of this meeting were confirmed at the Ordinary Council Meeting held on 22 July 2025.

.....
CHAIRPERSON

Council (Ordinary and Extraordinary) - Actions Sheet 2022 Triennium

<u>ACTION</u>	<u>MEETING THE ACTION WAS RAISED IN</u>	<u>DUE DATE</u>	<u>OFFICER RESPONSIBLE</u>	<u>COMMENTS</u>	<u>STATUS</u>	<u>PUBLIC EXCLUDED</u>
				<i>Update: 24/06/2025</i>		
Arrange a workshop to further consider the matters canvassed in the draft report (8.1 – <i>Wairoa Economic Development Plan 2025</i>)	27/05/2025		Austin King/Te Arohanui Cook	Awaiting finalisation of the Special Economic Development Zone document	In progress	No

8 GENERAL ITEMS

8.1 VERBAL UPDATE FROM HBREDA CHAIR

Author: Hinemoa Hubbard, Kaiurungi Mana Arahi | Governance Officer

Authoriser: Juanita Savage, Chief of Operations

Appendices: Nil

1. PURPOSE

- 1.1 To present the verbal update from the Chair of the Hawkes Bay Regional Economic Development Agency (HBREDA) Interim Board to Council

RECOMMENDATION

The Kaiurungi Mana Arahi | Governance Officer RECOMMENDS that Council receives the verbal update from the Chair of the HBREDA interim board.

2. BACKGROUND

- 2.1 The interim HBREDA board met for the first time on Monday 16 June 2025 and John Loughlin has been elected as Chair.
- 2.2 The HBREDA-local government funding agreement requires narrative and financial reporting to local authorities every six months- April/May and November/December.
- 2.3 As at June 18, the most recent in-person reports provided by HBREDA to councils were:
- Hastings District Council – November 2024
 - Hawkes Bay Regional Council – February 2025
 - Wairoa District Council – November 2024
 - Central Hawkes Bay District Council – November 2024
 - Napier City Council – October 2024
- 2.4 No in-person reporting occurred in April/May due to the transition to the new board.

3. REPORTING EXPECTATIONS

- 3.1 The letter of expectation (LOE) provided by REDA states:
- Narrative and financial reporting every six months on Regional Collaboration days to Local Authorities and the Matariki Governance Group (MGG).
 - Updates to individual councils upon request or at least twice a year, and other shareholders as agreed.

4. FUNDING AGREEMENT

- 4.1 The current funding agreement states:

- REDA shall provide narrative and financial reporting to Local Authorities six monthly- April/May for the half-year report and November/December for the annual report.
- This reporting should align with HBREDA's reporting to the MGG, and Local Authorities shall invite REDA to provide in-person reports and updates.

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.

8.2 SOLID WASTE MANAGEMENT ACTIVITY UPDATE

Author: Luke Knight, Kawhakaere Rawa me te Para Totoka | Property & Solid Waste Manager

Authoriser: Langley Cavers, Acting Group Manager Assets & Infrastructure

Appendices:

1. Introductory presentation 10th December 24 [↓](#)
2. Site visit notes - Wairoa Recycling Center and Landfill [↓](#)
3. Site visit notes - Tuai [↓](#)
4. Plastic bottle return scheme proposal [↓](#)
5. Proposed itinerary - zero waste study tour [↓](#)

1. PURPOSE

- 1.1. This report provides information for Council on the solid waste management activity, including the solid waste working group AND
- 1.2. Requests resolution from council to carry forward all capital funding for the Waste Management activity from 2024/25 in to this financial year 2025/26.

RECOMMENDATION

The Kawhakaere Rawa me te Para Totoka | Property & Solid Waste Manager RECOMMENDS that Council receive the report.

2. SOLID WASTE ACTIVITY

- 2.1. The 25-04 contract has been procured and awarded to Phoenix Contracting. This contract provides for the haulage of waste to Oamaru.
- 2.2. Through the silt and debris fund, a shredder machine was purchased. This has been trialled with a range of waste types in order to increase the volume of waste transported as well as providing a cost-effective processing option for waste streams on site such as green waste.
 - 2.2.1. By processing green waste on site into mulch, the material can then be used as landfill cover or diverted from site.
 - 2.2.2. Green waste processed in this manner is then not subject to the waste levy, presenting a financial saving to council.
- 2.3. Work is underway to install a second weighbridge. This will allow larger vehicles to weigh in more efficiently and safely. This work was funded through the silt and debris fund.
- 2.4. In order to facilitate the transport of waste to Oamaru, the load out area by the landfill pad is undergoing repairs and some upgrades to allow access for containers and processing. This work was funded through the silt and debris fund.
- 2.5. The onsite roads and receiving areas are scheduled to be resealed, when weather permits. This work has been funded through the silt and debris fund.

3. FUNDING

Resource Recovery Infrastructure

- 3.1. As reported to council in December 2024, Wairoa District Council was successful with its application for external funding via the Waste Minimisation Fund to support the planned Resource Recovery infrastructure improvements at the Fraser Street site.
- 3.2. Council have received confirmation of its successful application for external funding to support the development of its proposed concept design. The Ministry for the Environment have approved 75% of the capital cost through its Waste Minimisation Fund.
- 3.3. The Ministry has granted funding in the amount of \$1,875,000 over the duration of the project which is 75% of the total project cost up to a maximum project cost of \$2,500,000.
- 3.4. Staff are now in receipt of the deed of funding from the ministry for signing.
- 3.5. The upgrade will provide the Wairoa District with the facilities to divert organic and recoverable waste from landfill, also providing the necessary infrastructure to support the planned expanded kerbside collection system & support local recovery and utilisation of materials.
- 3.6. The date for completion of the project is 30th June 2027, including the works listed:
 - 3.6.1. Recycling drop-off area
 - New drop-off lane,
 - Covered structure for receipt of re-usable materials,
 - Relocation of current loadout area (freeing up critical space for recovered materials) and making site safer for the public,
 - Back of House areas connecting resource recovery centre to recycling operations building,
 - Stormwater management controls.
 - 3.6.2. Recycling Centre improvement, improvements to existing recycling shed:
 - Sealed Floor,
 - Enclose two sides of existing shed,
 - Add reinforced push wall for Kerbside materials,
 - Dangerous Goods storage,
 - Covered storage shed/shelter for recoverable waste streams,
 - New loading dock,
 - Additional bulk materials bays/storage,
 - Sealing of high traffic areas.
 - 3.6.3. Transfer Station, Resource Recovery Drop-off for diverted materials:
 - New sealed hardstand,
 - Covered drop-off pad for Organics and Construction and demolition waste,

- Back of House facilities for aggregation, preprocessing,
- Install new service and drainage connections

3.7. The project objectives are:

- 3.7.1. Develop and operationalize an enhanced Fraser Street resource recovery centre to divert 683 tonnes of construction and demolition waste from landfill by the end of project.
- 3.7.2. Develop and operationalize an enhanced Fraser Street resource recovery centre to divert 1,100 tonnes of organic waste (kerbside, operational, public drop-off and commercial materials) from landfill by the end of project (subject to establishment of a kerbside organics service).
- 3.7.3. Develop and operationalize an enhanced Fraser Street resource recovery centre to divert 4 tonnes of household hazardous waste from landfill by the end of project.

Kerbside expansion project

- 3.8. The funding request and proposed solution comprises a two-stage approach, delivered over two years.
 - 3.8.1. Scoping and Feasibility Study prior to any implementation of kerbside collections for food organics /green waste should the study demonstrate that this is feasible and;
 - 3.8.2. Purchase of bins to enable and support the implementation of kerbside collections for food organics/green waste, subject to public consultation and if feasible.
- 3.9. Council has already undertaken a preliminary assessment of the system requirements for an expanded kerbside collection, including the requirement to provide a service to approximately 3,250 residential properties. Council will use funding received to finalise these details, prior to public consultation and implementation.
- 3.10. The project is expected to divert mixed organics (FOGO) from landfill, with collected organics able to be processed locally, supporting development of local processing. The improvements provide opportunity to achieved potential increased diversion of up to 46% of total materials to landfill including approximately 1,250 tonnes of organics.
- 3.11. The project objectives are:
 - 3.11.1. Completion of Feasibility Study, to support roll out of new kerbside system to maximise the diversion of material from landfill including organics.
 - 3.11.2. Purchase of bins and support activities as stated in Project Milestones.
 - 3.11.3. Implementation of Kerbside Collection of household organics (food scraps).
- 3.12. Payment of the full funding amount is contingent on council establishing an organics collection.
- 3.13. The next steps are:
 - 3.13.1. Council to finalise its kerbside collection model, it is expected that the final service model will be confirmed through public consultation as part of the next

Waste Minimisation and Management Plan (WMMP), was due to be finalised in June 2025. We are currently revising the finalisation date for this.

3.13.2. Council staff to finalise the Deed of Variation and Project Plan and Contracts for delivery of the preferred kerbside service model.

3.13.3. Council staff to finalise procurement for the new kerbside service, including the purchase of collection containers and contracts for kerbside collection and processing.

4. SOLID WASTE WORKING GROUP

Following the LTP consultation period the Solid Waste Working Group was formed to have governance, community, and technical aspects. These would assist to pave the way forward for Solid Waste Management and Minimisation. It was decided that this group could work on key principles and items to help progress in the best interests of the community.

A summary of meetings held so far are below.

Date	Activity/topics of discussion	Outcomes
19th November 2024 Steering group only	Adopt terms of reference, establish member list, identify top three priorities for group, set up first meeting.	The top three priorities were outlined as WMMP, Kerbside collection and Transfer station/Landfill. Discussion was around how the WG group could benefit the decisions going forward for the expansion of the kerbside service, diversion of waste that cannot be accepted at Omarunui, and education and engagement of the community in regard to waste and recycling.
10th December 2024	Our waste challenge, our waste journey, responsibilities and opportunities for change, working group priorities. Roundtable discussion – initiatives across Aotearoa for reference. Discussion around how we should be careful what we communicate / sell to the community and model from others in Aotearoa and learn from their mistakes.	It was mentioned the intention for the group is to activate change while driving good practices and engaging public opinion moving forward. Changing whānau and community mindset, and encouraging positive behaviours is challenging but vital. It was agreed to remain aware of the costs and the importance that whatever change we implement, the initiative or rollout has to sustain itself and not rely on external funding. Agreed that decision making should be informed by good quality data e.g. waste audit information. Distribute draft transfer station design.
26th February 2025	Site visit – Wairoa Recycling Centre and Landfill. Refer site visit notes Appendix 2.	Distribute collection data for Tuai and Raupunga. Discussion around key challenges as a group to support the council in moving forward with the waste space. It was mentioned that there are limited resources including the kerbside collection, educational materials and compliance. The group's mission to support council and provide a community approach perspective and achieving and maintaining transparency with waste and data in Wairoa.
20th March 2025	Discussion and recap of site visit. Discuss opportunities for kerbside	Tuai site visit organised for next meeting date. Ongoing conversations with Localised with regard to the transfer station

Date	Activity/topics of discussion	Outcomes
	<p>assessment and feasibility in Tuai.</p> <p>Two presentations from members – reverse vending machine concept and BioRegion financial architecture.</p> <p>Discussion of Localised project involvement: Whangaparaoa Community Recycling Centre, Kaicycle and Tāmaki Zero Waste Hub, opportunities for Wairoa.</p>	<p>improvement programme.</p> <p>Group support to explore reverse vending machine concept further.</p>
17th April 2025	<p>Site visit – Tuai</p> <p>Refer site visit notes Appendix 3</p>	<p>Proposal to have a community day including a waste analysis and take the local Tuai community for a reality check at the old landfill. There was discussion around including activities like composting. The idea of the community day is to gauge who will turn up and might be interested in waste, as we cannot do this trial without the Tuai community on board.</p> <p>Requirement to identify key people in the Tuai community to help this trial and to include the school where possible.</p>
22nd May 2025	<p>Discussion and recap of site visit.</p> <p>Presentation from member – Conceptual overview that can “achieve 100% recycling”. This includes composting, anaerobic digestion and pyrolysis.</p>	<p>Waste composition audit to be organised.</p> <p>Further information requested on concept including pyrolysis system.</p>
19th June 2025	<p>Further discussion of “100% recycling” proposal. Proposal for zero waste bus trip for interested members.</p>	<p>Tuai waste audit to be conducted in July.</p> <p>Draft trip itinerary at Appendix 5.</p>

1.

References (to or from other Committees)

Council 17th December 2024, Solid waste programme - confirmation of external funding



Wairoa solid waste working group

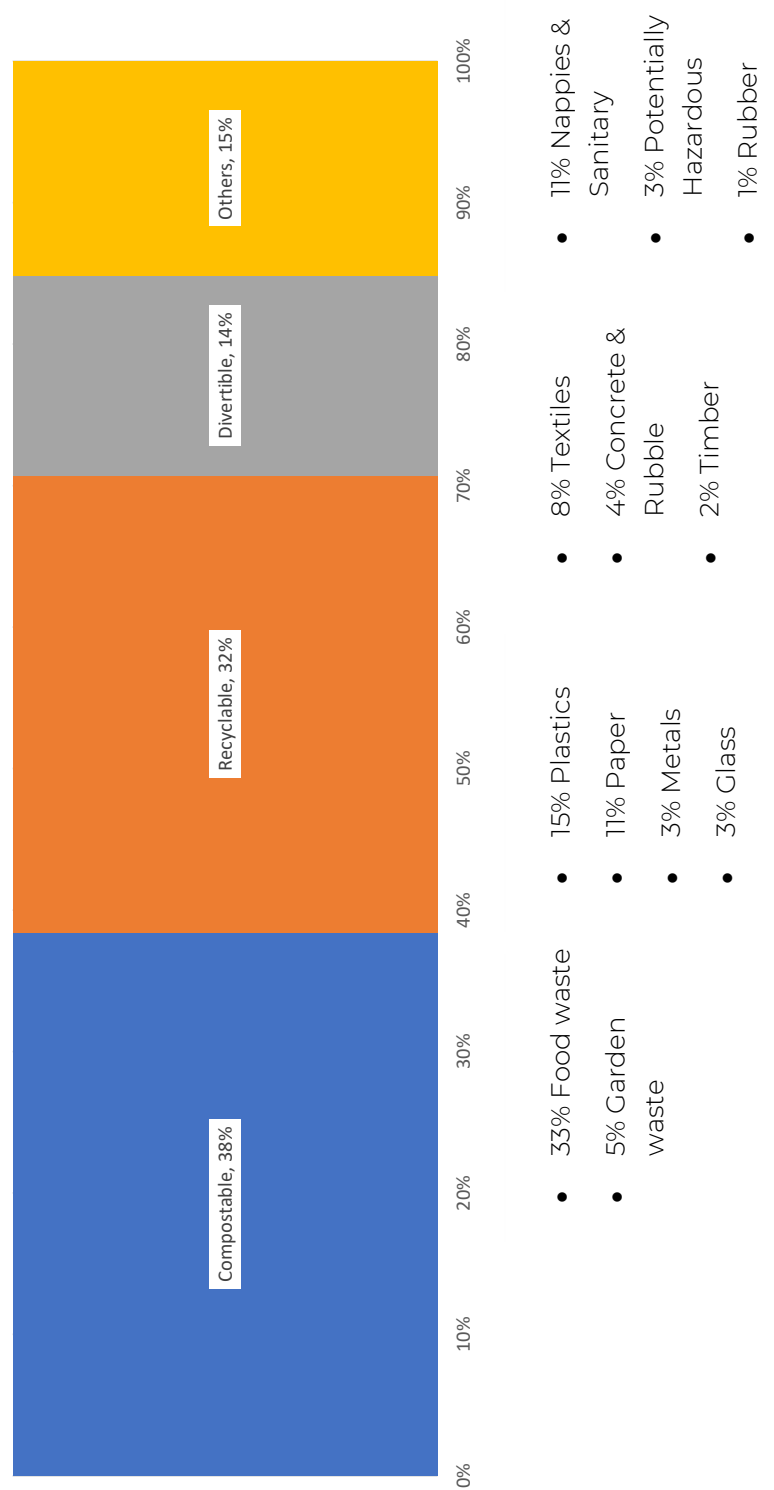
10th December 2024

Agenda

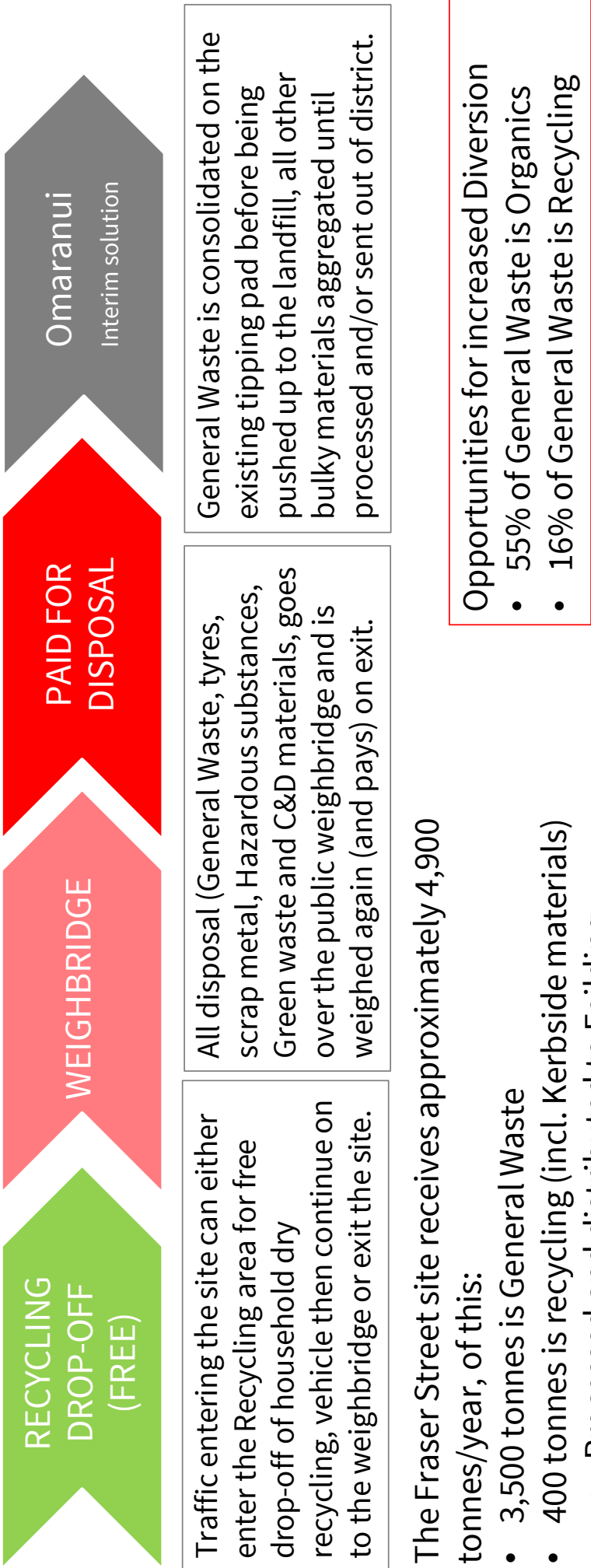
- Welcome and introductions
- Presentation
 - Our waste challenge
 - Waste journey
 - Our current situation
 - Who is responsible?
 - Opportunities for change
 - Working group priorities
- Roundtable discussion
 - Opportunities for change
 - Working group priorities
- Set timeline and meeting dates for 2025

Our waste challenge

What's in our waste?



Waste journey



The Fraser Street site receives approximately 4,900 tonnes/year, of this:

- 3,500 tonnes is General Waste
- 400 tonnes is recycling (incl. Kerbside materials)
 - Processed and distributed to Feilding
- 1,000 tonnes is Greenwaste (drop-off)
 - Chredded and used on site

Our current situation

- Landfill reaching capacity
- Affordability issues
- Scalability issues
- Limited opportunities for community buy-in
- Current facilities are inadequate to support change
- Rural needs v urban needs v seasonal needs
- Illegal dumping

Who is responsible?

Wairoa District Council

The Waste Minimisation Act 2008 (WMA) requires Council to promote and achieve effective and efficient waste management and minimisation.

To comply with the WMA the Council is required to develop and implement a Waste Management and Minimisation Plan (WMMP).

The WMMP is effective for a period of six years

The current WMMP expires (add in year)

The Wairoa Community

Waste management and minimisation requires a whole community response

It is vital that the community are involved in shaping local solutions to a local problem

Opportunities for change

- Residual waste disposal volumes and location
- Improve diversion and reduction opportunities
- local solutions which promote the circular economy and encourage community involvement.
- Organics processing opportunities
- community composting hubs
- Alternative processing options.
- Information and education for business and accommodation providers to share with visitors regarding waste management and disposal during the holiday period.
- Kerbside collection options
- Changes to infrastructure
- Enforcement options for illegal dumping

Working group priorities

- Kerbside feasibility study
 - Potential trial project to be championed by working group
 - Key themes: Education, Tautoko Wairoa, Data collection
 - Activate opportunities for change
- Upgrade and improvement of facilities
 - Fraser St transfer station and resource recovery centre
- Development of draft WMMP
- What are your ideas?
- How do we make it happen?
- How do we incorporate:
 - Education
 - Tautoko Wairoa
 - Data collection

Area A – Resource Recovery Centre

This area is the proposed expansion site that will have new drop-off lanes / carparks. There will also be a loadout area for items to be dropped off that can be recovered and resold.

Discussion was has around this area being critical to divert waste to be resold, repurposed or revalued.

Questions included if this is enough space for this section to be fully functional and smoothly operated for traffic.

Other questions included if this space will flow as well as expected.

It was also mentioned that Area A and Area H should be opened together as connected entities to operate properly and avoid stock piles of materials.



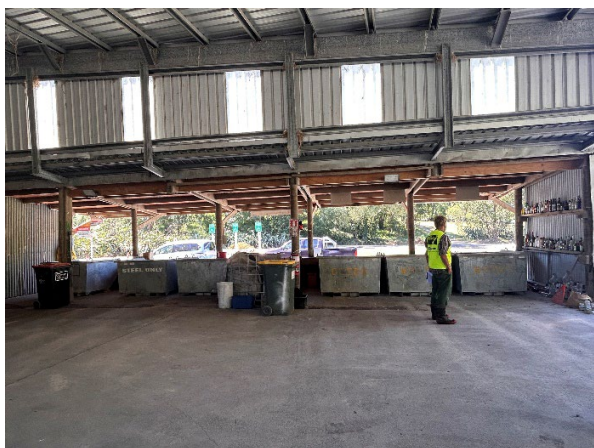
The green container is a temporary rural recycling option (i.e. Mahia collection). WDC only owns 1 container.

Area B – Recycling Operations



Discussion around what is not working in the current recycling drop-off included; Traffic management; **Poor signage**; It is **difficult for staff to empty bins** during opening days due to lack of space, and **Lack of education** from public causing contamination and poor sorting.

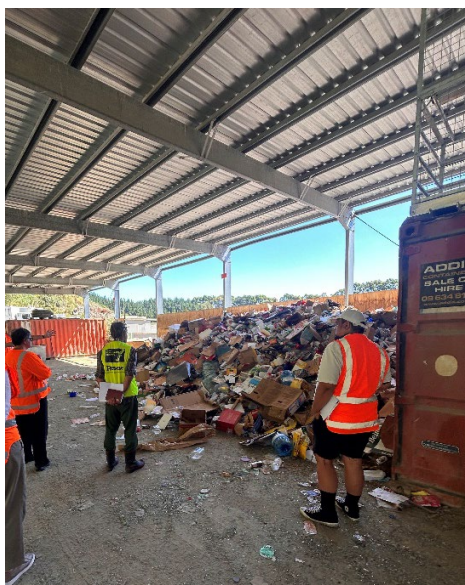
Key notes discussed to remember when making changes in this area include trying to make the site as user friendly as possible, and incorporate interaction with staff.



This area currently has no concrete flooring, making the ability to process waste more challenging.

Broken glass and waste is spread throughout the dirt creating a safety hazard.

Kerbside recycling is dumped here and taken to Fielding to be sorted, however when it gets wet (from inadequate storage), it is likely to be put into landfill instead of diverted.



Previous funding from the Glass Foundation enabled construction of bigger concrete pits for truck and trailer loads of glass. These are sorted accordingly to colour and transported off site when the pit becomes full.

Material in this area is stock piled until it becomes cost-efficient to process, as the price of materials fluctuate. However, this area has limited space to stockpile materials.

AgRecovery has a container here for collection of registered agricultural and horticultural product containers. This is not a well-known service and needs to be communicated to the appropriate audiences.

Discussion was held around the cost of optical sorters (very expensive and out of budget for a small community), or a horizontal baler, and what opportunities could be for a regional approach to sorting out kerbside and bulkier recycling.

Discussion was also around aiming to reduce the plastic use at the top (during consumption).



Area C – Bulky Recycling Drop-off

This area is the expansion to enable a new-drop off lane and dangerous goods specific drop-off areas.

There is also discussion around a new weighbridge or second weighbridge to enable a smoother operation for flow and handle heavier traffic.

Challenges include fitting the proposed plans into the tight space allocated.

Discussion was had around the importance of weighing our waste / recycling for data purposes to track progress and enhance development.



Area D – Resource Recovery Drop Off



There are inadequate facilities and lack of space to store bulky items. They are exposed to the elements making them less likely to be



able to process further down its lifecycle.

Greenwaste and construction waste are merged which is contaminating its potential to be further processed.

Discussion was had around the importance to separate these piles and process them accordingly. **Area E and F will expand this space,**

Wairoa does not have enough greenwaste to justify it's own shredder but it was mentioned that we could truck another material to

Omarunui and on its return fill it with green waste to shred onsite in the Fraser St Landfill.

The logistics of the public drop-off area was discussed to be improved. If material is stopped at the diversion area before reaching the landfill there will be less sorting through for staff.





In regards to the landfill area, there has been additional infrastructure to support the loading out material on the concrete pad.

The compactor compresses pockets of air in the landfill, to suppress any likely-hood of landfill fires and enables the breaking down process to occur effectively.

Different areas in the public access instruct public to leave the various items in piles. i.e. metal waste, tyres etc. This looks messy and unappealing to consumers, however is the only area due to lack of space for expanding into more appropriate dump sites for each material.

Discussion was had around the stormwater and leachate that occurs as a result of the landfill cells. The landfill has appropriate infrastructure to combat these from impeding the surrounding environments. There is also an alarm satellite system that monitors this and notifies if levels of leachate get to a certain, dangerous point.

Discussion was also had regarding the potential to erect a leachate retention pond (such as the one at Omarunui), to then spray over the landfill and evaporate, however Fraser St does not have space for this, and will require another variation of resource consent.

Area G – Organics Maturation Area

A proposed site that will allow onsite composting to occur. Currently no organic waste is collected in Wairoa but will be investigated to see if viable. AFFCO offal waste is the only

organic waste, this however is a significant proportion of waste that goes straight into landfill. Issues arise with this disposal of waste as it smells and often more liquid than viable is disposed in landfill creating a more challenging process. Discussion around the negative impact of this and how it is something to be reconsidered moving forward with a redeveloped landfill site.

Area H – Future Development Area

This area was first talked about when entering the Landfill site, as it is the first gate before you enter the landfill. There is already a small shed, flat land and a connecting road into the landfill. Area H is likely to hold a “shop” or station to offset material and goods diverted in the Resource Recycling Centre.

Discussion was also had about how this area would make a successful and fitting location for a “Waste Education Centre”, if appropriate funding is sourced. This would enable the chance to change behaviours of public and provide more information about waste in our community.

Tuai site visit**17th April 2025****1. OLD LANDFILL SITE**

- This site is Treasury owned land that used to be the Tuai specific landfill. When initially closed in 2004, gates were erected to block public access from dumping rubbish. However, for a number of years these have been knocked down/removed and a small group of Tuai locals continue to use this site as their rubbish dump. This has encouraged lazy behaviour that has been happening for a while and will be hard to change.
- The shock of this site was that Tuai already has a free recycling and refuse collection service, therefore why is this behaviour still occurring. Points around behaviour and lack of education and knowledge around waste and recycling was raised in discussion.
- In this site, all types of rubbish has been commingled together. This included, recycling, normal rubbish in bags, animal waste/carcasses, vehicles, whiteware, tools and green waste.
- Questions were raised regarding at what cost the clean-up of this site would be and discussing who may be responsible. E.g. Treasury, Wairoa District Council or HBRC
- With the commingled rubbish, there are opportunities to stop that behaviour and reuse, re-purpose and recycle before it ends up in landfill. E.g. green waste could be composted and used for the community gardens, whiteware and other appliances could be taken apart and various parts reused, and recycling to be made into recycled packaging.
- It was shared that the state of this site is probably unknown to many Tuai locals and should be shown to them, to help them understand that this behaviour is happening in their community. It also presents an opportunity for a community day. Although confronting, it would spark that initial conversation and open their minds to the problem.
- An example was raised regarding the Murupara Transfer Station which is manned by 1 person who is educated enough to educate the local community about their rubbish, recycling and what can be repurposed or reused.
- Going forward, it was discussed that this site is an ideal physical location to receive and recover waste materials due to it being out of sight. However, it will take significant time and cost to clean up the site as it is and communicating with Treasury which prove to be a slow entity to deal with in these circumstances.

2. WASTE WATER TREATMENT PLANT

- This site was sectioned off Treasury land and bought by the Wairoa District Council to hold the wastewater treatment plant. There is also a medium sized grass space around the site to hold opportunity for this trial.
- An advantage of the site is there is power, and contractors already come up here to monitor the wastewater site and could be helpful in the surveillance of the site.
- Different scenarios and options were discussed here, and to be explored further. One included having the recycling and recovery station at this site, and the green waste / composting site at the old landfill site (on Treasury land).
- It was mentioned that it would be relatively easy to establish a small collection centre here, but the challenge is the education and people component to run it correctly and

efficiently. This will require some thinking and researching for the group and may be helpful to consider a line of incentives to entice the community to participate and change behaviour. E.g. a smaller reward for general waste, yet a larger reward for sorting and recycling.

- Questions were raised about how you can incentivise people to take “bite-sized chunks” to move along the scale of waste education to get them more educated and efficient in their waste behaviours.
- The key to this site being a success was agreed upon was the education component. This is where a trained employee is to step in and run the site, however it can be difficult for council and contractors to find those specific people. If a not-for-profit is associated with this trial, there may be more success to attract volunteers / employees, instead of a council-operated business.
- Discussion around what a landscape for the Tuai community to be involved in this trial was discussed. Starting with working with the new local contractor to incentivise them to encourage the change with volunteers and behaviours.

3. COMMUNITY GARDEN

- The third site visited was the community vegetable garden that was initiated by the Pakeke community to provide fresh vegetables to the Tuai community.
- Discussion around the opportunity to create a green waste / composting site to provide compost for the community garden was raised. Benita has discussed this with the locals that run the garden who are open to incorporating it into their garden.
- The local garden has concern around the future generation who might not take on the community garden, as it is instigated by 2-3 prominent locals.
- Discussion around involvement from the local school was raised, and opportunities about to improve this with the community garden was considered by the group. E.g. having a day at the gardens to connect and learn about how to grow vegetables and fruits and reap the benefits when harvesting to take back to whanau.
- Also an opportunity to connect with Jade from EnviroSchools to help with this. The more we can include the future generation of the community within this project, the more behaviour change is likely to happen.

4. WESTERN EXTENSION – MOUNTAIN ROAD

- Old dump hole site that is now overgrown but covering a lot of waste.
- Discussion around how communities are becoming more disconnected with how products and food items are made.
- It was also noted to potentially include Genesis into this trial who have a prominent presence in the Tuai community.

Plastic Bottle Return Scheme Proposal

1. The motivation to try a bottle credit machine in Tuai (these are also being called reverse vending machines), is to see whether it'd increase community participation in sorting recycling: specifically, keeping plastic bottles and containers separate from the rest.
2. The machines that I imagine will just count bottles and containers, pushing them into suitable bins (ready for transport), and issuing a barcoded credit voucher. The machine will attempt to check that the bottles and containers are empty, that they are plastic and that the lids are off.
3. The logic is a small cash incentive (e.g. 10c per container), would cost council less overall than having to send recyclable waste to landfill contaminated in a comingled pile.
4. A decision is to be made whether to offer a cash credit or some other incentive, such as a landfill discount voucher. Or... a credit in a community currency. I think keeping it simple with a redeemable cash credit voucher to begin with makes sense and will encourage the greatest uptake.
5. The only reason to develop our own machine is if an affordable off the shelf solution cannot be procured.
6. The most popular solution in Australia seems to be by TOMRA: <https://mytomra.com.au/>



TOMRA example.

7. Having considered it, I think a workable Wairoa made prototype is a 95% certainty, but will take some time (6 months, not three).
8. If we do develop a custom solution, we'll license the design under a (free) Creative Commons license so other communities can benefit from the design. There'll be no charge for the prototype. Future production of the same unit will just be changed to meet the labour cost and part costs of the machine.
9. As referenced in my previous email to you, my contention is that in the long run a waste plastic to oil machine, or even a high heat waste to energy plant (which passes emissions regulations), would be a better way to handle plastic waste as we all know that the recycling options for plastic are energy intensive and lack in other ways. Why use fossil fuels trucking difficult to recycle polymers large distances when they can become an energy source locally?
10. Central government should be prodded into implementing a national bottle credit scheme. Wairoa implementing its own would be a bold baby step in this respect.



ZERO WASTE STUDY TOUR



OVERVIEW

Visit a various Community-led Resource Recovery (CRRC) initiatives with a focus on:

- Zero Waste Hubs/ Circular Economy initiatives within townships
- Localised recovery of organics
- Iwi/ Hapu leadership in Zero Waste

PURPOSE

How do we uphold our tikanga as kaitieki of our whenua, our awa, our taiao through responsible waste management?

Across Tairāwhiti there is momentum towards a different relationship with waste. Communities want to manage resources in a way that builds mana motuhake and resilience through kaitiekitanga, skills and enterprise.

The Zero Waste Study Tour aims to:

- Build foundational knowledge of various community-led resource recovery initiatives including:
 - operating models- partnership structures
 - site design and layout
 - different material streams for reuse and recycling
 - waste minimisation education and community engagement services
 - employment and skill development opportunities
 - involvement of hāpori/ hapu/ iwi

- Develop relationships for future collaboration across Tairāwhiti/ Wairoa
- Build the vision and partnerships towards zero-waste regions.

BACKGROUND

Te Tairāwhiti has extensive historical issues with waste management and disposal. Most waste from the region travels to Tirohia Landfill in Paeroa, which has consent to operate for approximately 3 more years. The region has limited infrastructure for recovery and re-purposing of materials, however, there are plans for a Resource Recovery Centre for Gisborne City and the gradual re-development of transfer stations into resource recovery centres or zero waste hubs in each township.

The Waiapu Landfill is at capacity; consent expires in June 2025 and there are no plans for the future of that site. The townships that contribute to the Waiapu Landfill have shown interest in community-led initiatives to manage waste differently. Every workshop from the [CRRC tour](#) (April 2024) had the question "Where do we start?". The response from visiting experts, (same as how Xtreme Zero Waste started), was to go and visit other centres and get a feel for how they look, what materials they are diverting and how community groups are involved.

In March 2025 Para Kore hosted community hui in Tokomaru Bay, Ruatoria and Te Araroa. Once again, there was overwhelming support for a tour to go and visit different CRRC/Zero Waste Hubs/Composting initiatives and see and feel how other communities are positively responding to waste and engagement challenges.

TOUR OUTCOMES

- Collective knowledge development- foundations for a stronger network and working group
- Experience a variety of initiatives, hubs, materials recovery, structures, populations and demographics.
- Networking and relationships as foundations for future collaboration and partnerships
- Rangatahi development- engaging the next generation of leadership
- Documentation- capturing key insights and sharing with others

APPROACH

Timing:

September or October 2025 (avoiding School Holidays: Saturday 20 September to Sunday 5 October)

Participants:

- Approximately 20-30 people (2-3 minivans)
- Community champions
- Rangatahi
- Waste contractors/ transfer station management
- Key waste and Māori partnerships staff from GDC/WDC
- Funders (e.g. Trust Tairāwhiti representatives)
- Iwi taiao or waste representatives
- Te Wairoa District Council Solid Waste Working Group representatives.

There is no cost to participate, however those interested will be required to fill an expression of interest form and will have their participation confirmed after a selection process.

Criteria for participation could be:

- Has clearly demonstrated an interest, passion for CRRC/Zero Waste Hubs/Para Kore
- Is committed to contribute time to further discussions and design meetings
- Is representing an organisation that would be involved in developing a resource recovery centre through land rights, recovery and reuse of materials, workforce development, funding or community development.

Itinerary:

Potential Tour Options: 3 days (2 nights)

Day 1: Tairāwhiti to Tuakau

Leave	Arrive	Destination	Duration
6:30am	9am	CReW Whakatane	9am-11am
11am	2:30pm	Seagull Centre-Thames	2.30pm-5pm
5pm	6pm	Stay Tuakau Ngaa Tai e Rua Paa (Para Kore/ Zero Waste Aotearoa Member)	

Day 2: Tuakau to Whaingaroa

Leave	Arrive	Destination	Duration
8am	8.30am	Waiuku Zero Waste	8.30am-11am
11am	11.45am	Onehunga Community Recycling Centre	11.45-2.30pm
2.30pm	3.30pm	Te Kauwhata Primary School or Matawhanui Trust	3.30pm-5pm
5pm	6pm	Stay Whaingaroa (Kokiri Centre)	
		Creation stories from Xtreme Zero Waste and Para Kore	7.45-9.30pm

Day 3: Whaingaroa to Tairāwhiti

Leave	Arrive	Destination	Duration
8.30am	8.30am	Xtreme Zero Waste	8.30am-11am
11am	11.15am	Raglan Refill (or Tool Library)	11.15-12pm
12pm	6pm	Gisborne	

Considerations:

- Accommodation at marae will need more time allocated for pōwhiri/ whakatau and respectful arrival times

- Kai and kai preparation will take time- could potentially eat while travelling and arrange catering.
- Winter tour will mean shorter daylight hours (Daylight savings ends beginning of October)
- Better to have less places to visit and have more time for tour, questions and relationship building
- With support and resource, the tour could extend for one more day. However, four days away will be more challenging for many participants. Some will find three days away challenging.

ESTIMATED BUDGET

EXPENSE	DETAILS	TOTAL	SUPPORTED BY
Minivans (10-12 pax)	\$750 each Hertz	\$1500	
Petrol	\$500 x 2 vans	\$1000	
Accommodation- 20pax Pukekohe Raglan	Kōkiri Centre	\$1250 \$1250	
Kai	\$200 per person for three days (\$65 p/d)	\$4000	
Koha for hosts (Including accom.)	9 x \$250	\$2,250	
Koha for presentations	3 x \$200	\$600	
Coordination- prior, during and reporting	60 hours @\$50p/h	\$3000	
Kaitautoko	\$600 per day	\$1800	
Documentation/ video recording		\$1000	
Contingency/ emergency		\$1000	
	EXPENSE TOTAL	\$18,650	

INCOME	DETAILS	TOTAL	SUPPORTED BY
Kura Taiao	Organics/Food Waste Study Tour	\$4000	ECX

8.3 TE WAIROA E WHANAKE - GEMMELLS DEVELOPMENT BUDGET REQUEST FOR CODE COMPLIANCE ITEMS

Author: Langley Cavers, Acting Group Manager Assets & Infrastructure

Authoriser: Juanita Savage, Chief of Operations

Appendices: Nil

1. PURPOSE

- 1.1 To seek additional funding for the provision of storage and waste management facilities, defect repair and final certification for the Winters building project

RECOMMENDATION

The Acting Group Manager Assets & Infrastructure RECOMMENDS that Council approves funding of \$70,000 for the Gemmell's building Waste Facility, Weather Screen, Defects repair and preparation of documentation to obtain the Code Compliance Certificate and that this be funded by debt.

BACKGROUND

- 1.2 While the Ahi Komau retail complex has been fully functional since December 2023 it still has not been issued with a Code Compliance Certificate (CCC). It has been operating under a Certificate for Public Use (CPU).
- 1.3 In May 2024 a report was presented to Council requesting additional funding. This was primarily to provide for the provision of a waste storage and management facility. This was not approved at the time with a site inspection to be carried out to consider alternative arrangements. While the site inspection was carried out the matter was not referred back to Council for a final decision.
- 1.4 Since the construction of the facility, it has been noted that there is water ingress at the end of the alleyway by the parking area during rain events. This water ingress is causing issues with weathertightness of the building and must be resolved. To prevent this water ingress a screen is proposed at the end of the alley way.
- 1.5 Both the Waste Management Facility and the Screen are required to obtain a Code Compliance Certificate (CCC).
- 1.6 There are some other minor details that need to be rectified including the replacement of carpet tiles that have water damage, the installation of a splashback in the Beauty Antix treatment rooms and some water leaks in the roof.
- 1.7 To get the CCC it is necessary to get various aspects signed off by a Chartered Engineer and this will incur regulatory, professional services and project management fees.

2. COST TO COMPLETE

- 2.1 An estimate has been made of the cost to complete and obtain the CCC and is presented in Table 1

Item	Amount (\$ Excluding GST)
------	---------------------------

Waste Compound	\$18,000
Weather Screen	\$25,000
Defect Rectification	\$10,000
CCC Documentation and Regulatory Fees	\$11,000
Contingency	\$10,000
Total	\$74,000

Table 1: Costs to Complete

2.2 The Waste Compound has been constructed and is ready to install. The Weather Screen frame has been constructed with a decision needing to be made on the panelling to be used on it.

3. OPTIONS

3.1 The options identified are:

- a. There are no alternative options as it is required to get the building completed, weathertight and have the CCC issued.

4. CORPORATE CONSIDERATIONS

What is the change?

4.1 There is no change.

Compliance with legislation and Council Policy

4.2 The proposed works are required to comply with the Building Act.

What is the cost?

4.3 The estimated cost for this works is \$70,000. It should be noted that a contingency of \$10,000 has been allowed in the estimate to ensure that any other defects that are identified as part of the final inspection for the CCC certificate can be addressed. Post the issue of the CCC certificate the building will move from the “construction” phase to “operational” phase and future issues will be handled under the ongoing maintenance budget.

Maori Standing Committee

4.4 This matter has not been referred to the Māori Standing Committee.

5. SIGNIFICANCE

5.1 The decision is not significant.

6. RISK MANAGEMENT

6.1 In accordance with the Council’s Risk Management Policy the inherent risks associated with this matter are: Regulatory Risk – failure to obtain a CCC may result in action being taken against council, Financial Risk – failure to prevent water ingress could result in damage to the asset.

Human	Financial	Regulatory
Low	Low	Considerable
Operations	Employees	Image & Reputation
Low	Low	Considerable

Who has been consulted?

There has been no consultation regarding this matter.

References (to or from other Committees)

Council Report – Winters Building Update – 7 May 2024.

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.

8.4 CHANGE TO FAR RATE SP38

Author: Hira Campbell, Kaiwhakahaere Hua Pūmau Huarahi | Transport Asset Manager

Authoriser: Langley Cavers, Acting Group Manager Assets & Infrastructure

Appendices: Nil

1. PURPOSE

- 1.1 This report provides information for Council regarding Special Purpose Road 38 (i.e. SP38), and the potential for the NZ Transport Agency to change the funding and/or management mechanism of this road as part of the 2027-30 National Land Transport Programme process. No decision is required by Council at this stage.

RECOMMENDATION

The Kaiwhakahaere Hua Pūmau Huarahi | Transport Asset Manager RECOMMENDS that Council receive the report.

SUMMARY

- 1.1 NZ Transport Agency (NZTA) staff have advised officers that the Financial Assistance Rate (FAR) for special purposes roads beyond the 2024-27 National Land Transport Programme (NLTP) is yet to be determined. This includes SP38, which is currently managed by Wairoa District Council but fully funded by NZTA via a 100% FAR.
- 1.2 It is likely that, as part of the 2027-30 NLTP, NZTA funding for SP38 will revert to normal FAR – reducing from 100% to 75%.
- 1.3 As part of the 2024-27 NLTP, NZTA approved \$1,800,000 for SP38 operation, maintenance and renewal. If this was at normal FAR Council's share would be \$450,000, or \$150,000 per year.
- 1.4 There is a possibility that the recent Nature's Road project, and associated treatment of unsealed sections of SP38 with Tall Oil Pitch, may increase future maintenance costs.
- 1.5 Officers need to confirm funding arrangements with NZTA for the 2027-30 NLTP, and allow for any changes (i.e. financial implications) as part of the 2027 Long Term Plan.

2. HISTORY

- 2.1 In 1990/91, Transit (now NZTA) undertook a State Highway and special purpose roads review and adopted criteria that at that time it considered a road should meet to qualify for consideration as a special purpose road. This included roads that:
- cater for a high proportion of tourist traffic
 - be of a standard below that currently deemed as being adequate for consideration of State Highway status
 - pass through an area where the rating potential of the surrounding land was significantly lower than the maintenance cost of the road
- 2.2 The power to create special purpose roads was repealed in 2003 on the basis that the Land Transport Management Act established a more flexible regime for assessment of

land transport activities, permitting different methods of allocation between activity classes. An example being the former SH38 between Minginui intersection and the bridge over the Rangitaiki River which was revoked in 1994 and given the same Financial Assistance Rate (FAR) as the adjoining special purposes roads.

- 2.3 The section of the former SH38 falling within Wairoa District was gazetted as a special purposes road on the 18th of June 1992 and was made effective from 30th June 1992.
- 2.4 In October 2014, NZTA agreed FARs for local roads should remain at previous levels for Council's to engage and develop individual plans to transition special purposes roads to normal FARs by 2023/24.
- 2.5 In September 2023, the NZTA board approved the continuation of the 100% FAR for SP38 in the 2024-27 NLTP.

3. NATURES ROAD PROJECT

- 3.1 NZTA's Nature's Road project was completed between June 2023 and April 2025, and resulted in approximately \$8M invested into State Highway 38 and Special Purposes Road 38 between Wairoa and Murupara to improve the safety and resilience.
- 3.2 A key component of the project was NZTA working in true partnership with Ngāi Tūhoe iwi, which saw an environmentally sustainable material used to treat the road to respect and care for nature in Te Urewera. Safety improvements were also made to the route.
- 3.3 The project included the installation of 2.8 kilometres of guardrail, and treatment of 18.5 kilometres of unsealed road pavement with Tall Oil Pitch.
- 3.4 Tall Oil Pitch has been developed by Ngāi Tūhoe as an environmentally sustainable, low impact alternative to petroleum-based bitumen, to improve Te Urewera roading while preserving the natural environment.
- 3.5 One of the treated sections of SP38 is the length between Tuai and the Mangapapa Bridge, in the Wairoa District. This section can no longer be maintained as an unsealed road (e.g. graded) but is deteriorating faster than a typical sealed road. The section of Natures Road will be maintained by Ngāi Tūhoe with costs met by Council.
- 3.6 The long-term performance, maintenance needs, treatment methodology, and whole-of-life cost for this treated section of SP38 is yet to be fully understood. The current 100% FAR means the risk to Council is negligible, however this could present significant financial implications if the FAR is reduced to 75% in future.

Further Information

- <https://nzta.govt.nz/projects/sh38-natures-road/>

References (to or from other Committees)

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.

8.5 HIGH COST SURFACE RENEWALS

Author: Hira Campbell, Kaiwhakahaere Hua Pūmau Huarahi | Transport Asset Manager

Authoriser: Langley Cavers, Acting Group Manager Assets & Infrastructure

Appendices: Nil

1. PURPOSE

The purpose of this report is to provide Council with information on planned road surface renewals at Marine Parade in Wairoa, and in the Blue Bay area, and to seeks a decision regarding the future level of service to be provided.

RECOMMENDATION

The Kaiwhakahaere Hua Pūmau Huarahi| Transport Asset Manager RECOMMENDS that Council receive the report and endorse officers to resurface Marine Parade with asphaltic concrete (subject to watermain being replaced prior to the works) and the Blue Bay area with a slurry seal

1. BACKGROUND

- 1.1 Officers have recently reviewed the local road network and have updated the 10-year forward works programme for sealed pavement resurfacing and sealed pavement rehabilitation projects.
- 1.2 Consideration of budgets / affordability has been a key priority when updating the programme, with treatments being deferred beyond ideal timeframes in order to align annual programmes within expected budgets.
- 1.3 Several sites that currently have high-cost surfaces have been identified as requiring resurfacing within the next 2 years. This includes:
 - 1.3.1. Marine Parade in Wairoa, which is currently surfaced with a slurry seal, and
 - 1.3.2. Roads in the Blue Bay area, which are currently surfaced with asphaltic concrete
- 1.4 There are three main types of surface used on New Zealand's roads and highways:
 - 1.4.1. Chipseal
 - 1.4.2. Slurry seal
 - 1.4.3. Asphaltic Concrete
- 1.5 Chipseal consists of a thin layer of stones set in bitumen. It has a rough appearance when in good condition, but may wear smooth with age and frequent use. Chip-sealing is the most common resurfacing treatment used in New Zealand. It is lower cost than asphalt and generally the default surfacing.
- 1.6 Wairoa District Council currently have approximately 320 kilometres of chipseal surface road (99.5% of the sealed roads).
- 1.7 Slurry seal is a thin micro-texture surfacing comprising a specially graded aggregate mixed with an emulsion binder. It has properties of both chipseal and asphalt, with a similar look to asphalt. There are four different types; based on aggregate size and each

are used in different situations. Slurry seal has a limited lifespan and is less expensive than asphaltic concrete.

- 1.8 Wairoa District Council currently have approximately 0.5 kilometres of slurry seal surface road (0.15% of the sealed roads).
- 1.9 Asphaltic concrete is a semi-rigid surfacing that has a smooth appearance and produces a low level of road noise when driven over. Asphalt provides a more robust and higher strength road surface. It is generally used on higher volume traffic roads, roads with high numbers of heavy vehicles, roads with frequent turning movements such as parking, or where smooth roads are desirable.
- 1.10 Wairoa District Council currently have approximately 1.1 kilometres of thin asphaltic concrete surface road (0.3% of the sealed roads).
- 1.11 Council's sealed pavement resurfacing budgets in the 2024-27 Long Term Plan are summarised below. This activity is by the NZ Transport Agency at the standard financial assistance rate (75%).

	2026/27	2027/28
Sealed Pavement Resurfacing	\$2.089M	\$2.438M

- 1.12 Council does not currently have an adopted level of service for road surface types, and typically follow a like-for-like approach for road surface renewals.
- 1.13 Officers have considered replacement options for the sites, to identify an optimal solution in terms of levels of service, cost, and risk.

2. MARINE PARADE

- 2.1 Marine Parade, between the state highway 2 roundabout and the crossing near the Ministry of Social Development Building (RP 794 – 1297) is showing signs of distress, predominantly cracking, which is expected to be a result of the aging, brittle binder. The current surface has been assessed to be at the end of its useful life. Resurfacing is recommended and, after considering budgets and network efficiencies, is being planned for 2026/27.
- 2.2 Council's asset records indicate that the road is currently surfaced with a 29-year-old slurry seal, and has an average annual daily traffic volume of 3,690 vehicles per day.
- 2.3 If left untreated, Council should expect further failures resulting in increased disruption, increased customer complaints, and increased reactive maintenance (repair) costs.
- 2.4 It is noted that an upgrade of Marine Parade has been planned, with \$338,000 budgeted under Transport Renewals for 'Marine Parade Upgrade' over the 2024-27 financial years. Replacement of the existing watermain in Marine Parade has also been planned, with \$1,900,000 budgeted for in 2024/25. These have not been started, and are not included in Council's 2025/26 Annual Plan but a request will be made to Council for this to be carried over.
- 2.5 The intention is to work with the waters team to get the installation of the new water main completed to allow the resurfacing of a AC cover instead of a slurry seal.

3. BLUE BAY

- 3.1 It is understood that roads in the Blue Bay area were constructed with asphaltic concrete as part of the subdivision process approximately 20 years ago. This roads include:
- 3.1.1. Blue Bay Road (~485 metres long)
 - 3.1.2. Maru Place (~30 metres long)
 - 3.1.3. Pukeko Place (~80 metres long)
 - 3.1.4. Torea Place (~76 metres long)
 - 3.1.5. Kereru Place (~38 metres long)
 - 3.1.6. Tarapuka Way (~68 metres long)
 - 3.1.7. Tarapunga Close (~68 metres long)
- 3.2 This 845 metres of asphaltic concrete represents approximately 78% of Wairoa District Council's asphaltic concrete roads.
- 3.3 Average daily traffic volumes are very low (i.e. less than 50 vehicles per day with minimal heavy commercial vehicles), however this is expected to fluctuate over the summer season.
- 3.4 As is expected for ~20-year-old asphaltic concrete, these roads are showing signs of fatigue (e.g. cracking) and are recommended for resurfacing in 2026/27.
- 3.5 If resurfacing is delayed, it is expected that the roads will deteriorate to a point that resurfacing with chipseal or slurry seal will no longer be an option without significant pre-resurface repairs. Removal and replacement of the existing asphaltic concrete surface would likely be needed, at a far higher cost.

4. OPTIONS FOR RESURFACING

- 4.1 The options identified are:
- 4.1.1. Option A - Do Nothing
 - 4.1.2. Option B - Resurface with fine grade chipseal
 - 4.1.3. Option C - Resurface with slurry seal
 - 4.1.4. Option D - Resurface with thin asphaltic concrete
- 4.2 Option A - Do Nothing
- For this option, Council would not resurface the sites. This would lead to increased deterioration, increased failures, increased customer complaints, increased maintenance and repair costs, and would accelerate the need for full pavement rehabilitation.
- 4.3 Option B - Resurface with fine grade chipseal
- For this option, Council would resurface the sites with a fine graded chipseal. This is the lowest cost resurfacing option and would mitigate the risk of increased deterioration, extending the life of the underlying pavement.
- However, this may be perceived by community members as a reduced level of service, resulting in customer complaints and reduced satisfaction.
- 4.4 Option C - Resurface with slurry seal

For this option, Council would resurface the sites with a slurry seal. This is more expensive than chipseal but less than thin asphaltic concrete, whilst having a similar visual appearance to thin asphaltic concrete. Resurfacing would mitigate the risk of increased deterioration, extending the life of the underlying pavement.

However, this may be perceived by community members as a reduced level of service, resulting in customer complaints and reduced satisfaction.

4.5 Option D - Resurface with thin asphaltic concrete

For this option, Council would resurface the sites with a thin asphaltic concrete. This is expected to require milling (removal) of the existing surface layers and is the most expensive resurfacing option, placing pressures on Council's budgets. It is expected that further deferral of resurfacing other roads/sites would be required to accommodate this option within Council's budgets.

This option provides the highest level of service, and maintains the existing surface type (and level of service) in the Blue Bay area. This option is also likely to enable Council to allow the existing surface to further deteriorate, and defer resurfacing for ~5 years.

5. PREFERRED OPTION

- 5.1 After considering the levels of service, costs and risks of the options for each site, alongside those of the wider network, officers recommend that Blue Bay is resurfaced with a slurry seal and Marine Parade water main be advanced to allow for a AC reseal.

8.6 LOCAL WATERS DONE WELL**Author:** Matthew Lawson, Tumu Whakarae | Chief Executive**Authoriser:** Matthew Lawson, Tumu Whakarae | Chief Executive

- Appendices:**
1. Buddle Findlay Terms Sheet - HB WSCCO (under separate cover - Vol 1)
 2. Buddle Findlay Terms Sheet - WDC WSCCO (under separate cover - Vol 1)
 3. Buddle Findlay Advice (under separate cover - Vol 1)
 4. RRA - Additional advice (under separate cover - Vol 1)
 5. RRA - Proposed LWDW Decision Paper (under separate cover - Vol 1)
 6. Castalia - Executive Summary (under separate cover - Vol 1)
 7. Castalia - Analysis of the Go-Alone Options (under separate cover - Vol 1)
 8. Regional WSCCO - Draft Heads of Agreement (under separate cover - Vol 1)

1. PURPOSE

- 1.1 Pursuant to the Local Government (Water Services Preliminary Arrangements) Act 2024, Council is required to adopt a Water Services Delivery Plan detailing the existing state of the water services and the commitment to meet regulatory standards in a manner that is financially sustainable. Council has two options to consider. A Regional Water Services CCO incorporating WDC, NCC, HDC and CHBDC or a Wairoa based CCO

RECOMMENDATION

The Tumu Whakarae | Chief Executive RECOMMENDS that Council:

- 1.2 receive the reports on the two options
- 1.3 Decide which is the preferred option to best provide water services to the community of Wairoa.
- 1.4 If option A is preferred Council should resolve as follows:
 - a) That Council notes that this matter and decision is recognised as of high significance in accordance with Council's Significance and Engagement policy.
 - b) Approves, as its future Water Service Delivery Model, a joint Water Services Organisation (in the form of a Water Service Council-Controlled Organisation) - with the other participating territorial authorities within the Hawke's Bay region.
 - c) Instructs officers to prepare a joint Water Service Delivery Plan in conjunction with the other participating Hawke's Bay territorial authorities, based on the decision to establish a joint WSCCO, for approval at the August Council meeting before submitting to Central Government by 3 September 2025.
 - d) Endorses the draft Heads of Agreement document (provided in PX) outlining key transition arrangements and agreed terms/commitments to achieve the

joint operating model and objectives.

- e) Authorises and delegates to the Chief Executive to execute the Heads of Agreement on behalf of Council, which begins the process to establish a joint WSCCO alongside the other participating territorial authorities.
- f) Notes that recommendations 3 – 6 above are contingent on the other three Hawke's Bay territorial authorities' substantive decisions on water service delivery.

1.5 If option B is preferred Council should resolve as follows:

- a) That Council notes that this matter and decision is recognised as of high significance in accordance with Council's Significance and Engagement policy.
- b) Approves, as its future Water Service Delivery Model, a Wairoa standalone CCO Water Services Organisation (in the form of a Water Service Council-Controlled Organisation)
- c) Instructs officers to prepare a Water Service Delivery Plan for approval at the August Council meeting before submitting to Central Government by 3 September 2025.
- d) Instructs forces to hear the necessary documentation for the establishment of a standalone Wairoa council -controlled organisation for approval at the August Council meeting.

EXECUTIVE SUMMARY

The reform of water services heralded by the Local Water Done Well policies represents a fundamental shift in how water services are delivered to communities.

Council has before it two valid options, each with their respective pros and cons. Option A brings with it the possibility of better regional collaboration and sharing of resources leading to potential cost savings compared to the current scenario with all four councils running standalone services. There is the potential to avoid duplication of effort, particularly in services that are geographically close together.

However as noted in the *Castalia* analysis, there are risks involved in the regional delivery model associated with requiring agreement from other councils on governance, pricing and debt allocation. This gives rise to risks that are generally outside Council's direct control. *Castalia* recommend weighing up potential savings against broader financial and strategic implications.

Option B is simpler to implement both in a structural and functional sense and retains control of decision-making within a single council -controlled organisation. The governance board would need to meet the expertise and qualification imperatives of the policy and the expectation that genuine commercial expertise will be brought to the delivery of water services. Option B retains

the ability to collaborate and cooperate with other water entities from other districts, even districts that are geographically not adjacent. This could provide the benefits of purchasing power and sharing of expertise that might be delivered by a regional CCO.

The potential downside of a standalone CCO is a loss of purchasing power, the inability to attract the necessary expertise both at a governance and delivery level and the concern that “nothing has changed” from a current delivery model which is considered to be unacceptable.

Council is in the fortunate position of having two viable options before it. Each option would be financially sustainable depending on the water tariffs to be charged to consumers. Those costs in each scenario are comparable but ultimately that comparison is only as robust as the information inputted to the analysis. A regional model bears the additional risk of unforeseen costs arising within any of the participating councils’ networks. A standalone CCO means that those risks are focused solely on Wairoa’s infrastructure.

The Council needs to make a decision based on what it considers is the best option for the Wairoa community.

2. BACKGROUND

- 2.1 Reform of how local authorities deliver water services comprising water supply, wastewater and stormwater utilities has been a focus of central government for some time with such focus being elevated following the Havelock North water contamination crisis.
- 2.2 The centralisation of control of water anticipated by the previous governments “3 waters” policy was widely opposed by local authorities due to the loss of public ownership of assets and the concerns of councils around local democratic decision-making.
- 2.3 The Local Water Done Well policy seeks to focus on the governance and administration of how water services are provided while retaining ownership of infrastructure assets in individual councils.
- 2.4 Within the new legislation framework, options exist for retaining the status quo with councils continuing to deliver water services “in House”, the establishment of council - controlled organisations or the establishment of collaborative arrangements between different territorial authorities which combine to submit a joint water services delivery plan.
- 2.5 WDC has, from the outset, engaged with Napier City Council, Hastings District Council and Central Hawke’s Bay District Council to investigate the possibility of a joint water services delivery plan across all four councils. That is the first of the two options open to Council.
- 2.6 At the commencement of the engagement with the other councils, WDC sought several assurances including about how the regional CCO governance and implementation would protect smaller councils from losing the community focus and a local voice for their small community, ensure that a depot capability was retained in Wairoa and ensuring that procurement processes followed appropriate procedures.

- 2.7 It was WDC's position that the parties needed to enter into a binding shareholders agreement to ensure that decisions continue to be made on an equitable basis for and on behalf of the Wairoa community.
- 2.8 The regional recovery agency which had been tasked with the role of leading this process and preparing a joint water services delivery plan engaged the Right Honourable Steven Joyce to advise on this matter. Mr Joyce agreed that a shareholder's agreement was essential and prepared a draft shareholders agreement for consideration. That draft has been through several iterations in the last two weeks. A copy of the latest version of the shareholder's agreement (as at 15 July 2025) is included in the public excluded documents for consideration.
- 2.9 In addition, the regional recovery agency has provided all four councils with potential agenda papers for the consideration of the regional CCO. Again, due to the content of those papers including legal advice and been the subject of commercial negotiations between the parties, the documents are included in the public excluded documentation.
- 2.10 As Wairoa district Council has two prospective options to consider, the agenda papers proposed by the RA for all councils are included in the public excluded documentation for your information and consideration of option A.
- 2.11 The form of the shareholders agreement contains details of the financial and commercial negotiations that are ongoing and are to be concluded as part of this and future council decision-making processes. As a result, that document is also included in the public excluded documentation for your consideration.
- 2.12 In discussions between the CEs for the respective Councils, we have been successful in entrenching the existence of a depot capability in Wairoa as a "reserved item" meaning that a 75% majority by shares and by shareholders (3 out of 4 Shareholders) must vote in favour of any resolution to close a depot capability in Wairoa.
- 2.13 A draft regional water services delivery plan has been prepared for a regional CCO delivery model and this draft document has been submitted to DIA for comment. The comments from DIA have now been received and they identify "work ons" before that WSDP would get the necessary approval from the DIA by 3 September 2025.
- 2.14 Given the uncertainties and the lack of a definitive shareholders agreement, Wairoa District Council, under the guidance of Malcolm Alexander prepared an alternative water services plan based on a Wairoa Council Controlled and wholly owned organisation, similar to QRS Ltd and potentially sharing some governance and administrative services with QRS.
- 2.15 The alternative of a standalone CCO for Wairoa has been analysed by *Castalia Advisory Group* and a copy of the report and executive summary is included in the publicly excluded agenda papers.
- 2.16 A draft WSDP for the Wairoa stand-alone option has been prepared but has not been submitted to the DIA for comment pending Council's decision as to which option is preferred. The Wairoa alone WSDP is simpler by virtue of only needing to consider one Council and is informed by the analysis undertaken by *Castalia*.

3. OPTIONS

- 3.1 The options identified are:

- a. Enter a regional water service council -controlled organisation for preparation of a joint water services delivery plan with Napier City Council, Hastings District Council and Central Hawke's Bay District council.
- b. Form a Wairoa council -controlled organisation and prepare a Wairoa water services delivery plan based on, and informed by, the analysis taken by *Castalia*.

4. CORPORATE CONSIDERATIONS

What is the change?

- 4.1 The LWDW represents a fundamental change to the way water supply, wastewater and stormwater services are supplied to communities in the governance of the delivery of the services. Either of the options presented to Council, while not representing a divestment of the water infrastructure assets or liabilities, will result in a shift of the obligations and responsibilities for delivering water services, from Council to an independently governed entity.

Compliance with legislation and Council Policy

- 4.2 The options presented are for the purposes of complying with the Local Government (Water Services Preliminary Arrangements) Act 2024.

What are the key benefits?

- 4.3 The benefits intended at the establishment of a framework for local government to manage and deliver water services, with increased emphasis and capability in governance

What is the cost?

The modelling identifies that the cost of delivering water services to meet the standards and imperatives set at a national level will require substantial works to be undertaken and will result in a substantial increase in the cost of those services over and above what is currently paid by residents connected to services by way of rates.

Māori Standing Committee

- 4.11 This matter was the subject of a workshop with the Māori Standing Committee

5. SIGNIFICANCE

- 5.1 The LWDW policy will have a significant impact on the way water services are provided within Wairoa District irrespective of which option is chosen. Having said that, failing to implement the LWDW policy and initiatives is not an option, and the legislation includes powers the Minister to appoint a Crown Water Services Specialist if any council fails to submit a water services delivery plan in accordance with section 18 of the Act.
- 5.2 Council currently delivers water services. The water services to be provided pursuant to and in accordance with the LWDW policy will be the same services but will be required to meet additional quality and environmental standards.
- 5.3 Council will continue to own the infrastructure assets. Should Council adopt the Regional CCO option, it will be a minority shareholder in a regional water services CCO. Should

Council adopt a Wairoa based CCO, Council will be the sole shareholder in a Wairoa based CCO.

6. RISK MANAGEMENT

6.1 In accordance with the Council's Risk Management Policy the inherent risks associated with this matter are:

Human	Financial	Regulatory
Low	Considerable	Considerable
Operations	Employees	Image & Reputation

Who has been consulted?

Consultation has occurred through the agency of the Regional Recovery Agency and by Council undertaking direct consultation with the community in the submissions process. In accordance with the policy prescribed by the Local Government (Water Services Preliminary Arrangements) Act 2024, the submissions were sought by each of the territorial authorities in the Hawke's Bay seeking preferences for options ranging from local in-house service delivery, a local CCO based service delivery and the regional water services CCO option.

In Wairoa district, a total of 12 submissions were received. Based on the information available at the time of submissions, six submissions favoured a regional CCO, four favoured a Wairoa based option and two appeared to favour both.

Further Information

Information regarding the LWDW policy is available from the Department of internal affairs website www.dia.govt.nz

Confirmation of statutory compliance

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

- containing sufficient information about the options and their benefits and costs, bearing in mind the significance of the decisions; and,
- 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.

9 RECEIPT OF MINUTES FROM COMMITTEES/ACTION SHEETS

Nil

10 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:

General subject of each matter to be considered	Reason for passing this resolution in relation to each matter	Ground(s) under section 48 for the passing of this resolution
10.1 - 3 Waters Maintenance Contract	s7(2)(h) - the withholding of the information is necessary to enable Council to carry out, without prejudice or disadvantage, commercial activities	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
10.2 - Road Maintenance contracts -sealed and unsealed roads	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 s7(2)(h) - the withholding of the information is necessary to enable Council to carry out, without prejudice or disadvantage, commercial activities	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