

# AGENDA



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Email [service@gdc.govt.nz](mailto:service@gdc.govt.nz) Web [www.gdc.govt.nz](http://www.gdc.govt.nz)

MEMBERSHIP: Her Worship the Mayor Rehette Stoltz, Deputy Mayor Josh Wharehinga, Colin Alder, Andy Cranston, Larry Foster, Debbie Gregory, Ani Pahuru-Huriwai, Rawinia Parata, Aubrey Ria, Tony Robinson, Rob Telfer, Teddy Thompson, Rhonda Tibble and Nick Tupara

## COUNCIL/TE KAUNIHERA

DATE: Thursday 30 March 2023

TIME: 9:00AM

AT: Te Ruma Kaunihera (Council Meeting Room), Awarua, Fitzherbert Street, Gisborne

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# Council

<b>Chairperson:</b>	Mayor Foon
<b>Deputy Chairperson:</b>	Cr Stoltz
<b>Membership:</b>	The Mayor and all Councillors
<b>Quorum:</b>	Half of the members when the number is even and a majority when the number is uneven
<b>Meeting Frequency:</b>	Six weekly (or as required)

## Terms of Reference:

The Council is responsible for strategic leadership, through the creation of policies based on the legislative mandate. The Council's terms of reference include the following powers which cannot be delegated to committees, subcommittees, officers or any other subordinate decision-making body which includes:

- a. the power to make a rate; or
- b. the power to make a bylaw; or
- c. the power to borrow money, or purchase or dispose of assets, other than in accordance with the Long-term Plan; or
- d. the power to adopt a Long-term Plan, Annual Plan, or Annual Report; or
- e. the power to appoint a Chief Executive; or
- f. the power to adopt policies required to be adopted and consulted on under the (Local Government Act 2002) in association with the Long-Term Plan or developed for the purpose of the Local Governance Statement; or
- g. the power to adopt a remuneration and employment policy; or
- h. Terms of Reference and Delegations for the 2016-2019 Triennium; or
- i. the power to approve or change a plan (RMA); or
- j. the power to approve or amend the Council's Standing Orders; or
- k. the power to approve or amend the Code of Conduct for elected members; or
- l. the power to appoint and discharge members of committees or;
- m. the power to establish a joint committee with another local authority or other public body; or
- n. the power to make the final decision on a recommendation from the Ombudsman where it is proposed that Council not accept the recommendation.
- o. make those decisions which are required by legislation to be made by resolution of the local authority that are not listed in 1-14 above.
- p. carry out leadership functions including advocacy and facilitation on behalf of the community.
- q. exercise all non-delegatable and non-delegated functions and powers of the Council.
- r. consider any matters referred to it from any of the Committees.
- s. authorise all expenditure not delegated to staff or other Committees.

## **Financial**

1. To determine all financial matters not delegated.
2. To receive reports of the exercise of financial delegated authority pursuant to the Public Bodies Contracts Act 1959.
3. To approve Council's borrowing programme and treasury management strategy.
4. To undertake the statutory audit processes and to consider and approve the external audit arrangements, to receive the Auditor's reports and to approve the audited annual report.

Note: for 1-7 see clause 32(1) Schedule 7 Local Government Act 2002 and for 8-13 see clauses 15, 27, 30 Schedule 7 of Local Government Act 2002 and section 34A of Resource Management Act 1991.

### 3.1. Confirmation of non-confidential Minutes 26 January 2023

# MINUTES

## Draft & Unconfirmed



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## MINUTES of the GISBORNE DISTRICT COUNCIL/TE KAUNIHERA

Held in Te Ruma Kaunihera (Council Chambers), Awarua, Fitzherbert Street, Gisborne on Thursday 26 January 2023 at 9:00AM.

### PRESENT:

Her Worship the Mayor Rehette Stoltz, Deputy Mayor Josh Wharehinga, Colin Alder, Andy Cranston, Larry Foster, Debbie Gregory, Rawinia Parata, Rob Telfer, Daniel Thompson, Rhonda Tibble and Nick Tupara.

### IN ATTENDANCE:

Chief Executive Nedine Thatcher Swann, Director Lifelines David Wilson, Director Internal Partnerships James Baty, Director Liveable Communities Michele Frey, Director Engagement & Maori Responsiveness Anita Reedy-Holthausen, Chief Financial Officer Pauline Foreman, Chief of Strategy & Science Jo Noble, Democracy & Support Services Manager Heather Kohn and Committee Secretary Jill Simpson.

**Secretarial Note:** Cr Pahuru-Huriwai attended the meeting via audio visual link.

The meeting commenced with a prayer.

### 1. Apologies

MOVED by Cr Parata, seconded by Cr Foster

That the apologies from Cr Ria and Cr Robinson be sustained.

**CARRIED**

### 2. Declarations of Interest

There were no interests declared.

### **3. Confirmation of non-confidential Minutes**

#### **3.1 Confirmation of non-confidential Minutes 15 December 2022**

MOVED by Cr Cranston, seconded by Cr Thompson

That the Minutes of 15 December 2022 be accepted.

**CARRIED**

#### **3.2 Action Sheet**

**Item 12.1 - Township Upgrades:** There was a comprehensive report in November regarding township upgrades and an update again in December 2022. There will be a further update in the Chief Executive's Activity Report at the March Council meeting. A video will also be provided on some of the work being done in the townships. Councillors will also be visiting the townships during their hikoi early February 2023.

**Item 14.2 - Waka Ama Group:** Ensure there is ongoing support from Council regarding the Waka Ama facilities.

**Item 14.3 - Biodiversity:** Council's Compliance Team are taking a risk-based approach and visiting farms to identify if Farm Environmental Plans are in place. They will work through their compliance strategy to achieve compliance. New regulations will come into place later in 2023 and this will change the requirements for landowners.

### **4. Leave of Absence**

There were no leaves of absence.

### **5. Acknowledgements and Tributes**

Her Worship the Mayor extended aroha and love on behalf of our community to the family of the child who lost his life at Waikanae Beach on Wednesday evening. It is heartbreaking and an unimaginable loss to the whanau and Her Worship will reach out to the family to see how best we can support them.

### **6. Public Input and Petitions**

#### **6.1 Mana Taiao Tairāwhiti - Petition "Independent Inquiry and Rules Review"**

Mana Taiao Tairāwhiti attended and presented their Petition to Council - "Independent Inquiry and Rules Review".

A letter of support from Toitu Te Ora Tairāwhiti was tabled along with suggested recommendations.

Her Worship thanked the delegation for taking the time and supporting Council to walk and talk together to leave a better legacy for our children in Uawa and the whole of Tairāwhiti. She acknowledged the emotional impact the events have had on our communities.

### **7. Extraordinary Business**

MOVED by Cr Gregory, seconded by Cr Telfer

That the Council:

1. Accepts Report 23-24 Petition - Land Use Planning and Regulations as a Late Item.

**CARRIED**

## **8. Notices of Motion**

There were no notices of motion.

## **9. Adjourned Business**

There was no adjourned business.

## **10. Reports of the Chief Executive and Staff for DECISION**

### **10.1 23-24 Petition - Land Use Planning and Regulations**

**Secretarial Note:** Adam Hopkinson from Cooney Lees Morgan attended via audio visual link.

Mr Hopkinson explained that Enforcement Orders are an option and can be used to address complex issues, historical issues and prevent future issues. They are a flexible legal mechanism. A more difficult situation is that much of the slash is from historic harvesting (ie more than 2 years old), and this is more difficult to deal with in terms of prosecution or an abatement notice. An enforcement order could be used to require forestry companies, particularly if they own the land to remove residual slash and debris from properties.

The legality of an enforcement order in non-consented areas is more complex. There is a general duty under the Resource Management Act to avoid adverse environmental impacts and the complexity is where there is no active consent or there has never been a consent issued. The focus of an enforcement order would be on the landowner, and they are legally responsible for managing the risk on their property and ensuring there is no adverse environmental effects downstream of their property. Enforcement orders are the broadest and best mechanism and legal option available to the Council in addressing the more complex issues.

Questions of clarification included:

- The NES indicates that slash should be placed on stable ground or 'managed'. It is the 'managed' part that is up for interpretation.
- Council has increased its resourcing by nine additional monitoring and compliance roles and officers have been actively investigating and assessing high risk sites.
- The recommendations in the report are based on land use and not specific to a sector or an activity.
- On the consenting side there is the ability to require a bond but need to ensure the planning activities allow this.
- The Woody Debris Policy will include all the mechanisms available to Council and will be workshopped with Councillors on 16 February. Following the workshop there will be a period of community and stakeholder engagement. The Policy should be presented to Council mid-2023.
- Reprioritisation of work is an option for the Tairāwhiti Resource Management Plan.

Councillors thanked and acknowledged the whanau for the petition.

The Chief Executive advised that in terms of process the recommendations emailed to Council do not form part of Council's staff report. They are new items that have come in via public deputation and some are covered in the staff recommendations to Council. Other parts of the petition require more work and staff would need to analyse and make an informed decision on what that may mean and the outcomes it may achieve.

MOVED by Mayor Stoltz, seconded by Cr Wharehinga

That the Council/Te Kaunihera amends the recommendations as follows:

1. Reaffirms its support for an independent inquiry into the system for land use in Tairāwhiti with the focus of the inquiry and personnel conducting it being mutually agreed upon by Council and other key stakeholders.
2. Notes that central government is responsible for the primary forestry instrument being the National Environmental Standards for Plantation Forestry (NES-PF) and that staff have submitted to the Ministry for Primary Industries that a fundamental review of the NES-PF is required.
3. Investigates inclusion of a review of land use rules related to activities on the steep, erosion-prone land in Stage 1 of the Tairāwhiti Resource Management Plan review.
4. Notes that staff have been in discussion with officials from the Ministry for the Environment as to whether Council offers up our region as a model region as part of the RMA reforms, noting there are significant issues already identified with the current proposed legislation as outlined in report 23-7.
5. Directs staff to explore Tairāwhiti being a model region as part of piloting implementation of the RMA reforms if substantive issues can be resolved.
6. Notes that staff have been working with Trust Tairāwhiti and other agencies on a Just Transition Plan as part of our climate change response; however, the scope of this Plan differs from that envisaged in the petition. Strategic direction for sustainable land use falls within the ambit of the Tairāwhiti Resource Management Plan review and resource management reforms.
7. Directs staff to apply for an enforcement order to require removal of residual slash and woody debris and any other remediation required.
8. Directs staff to report back to Council on the recommendations submitted by Te Mana Taiao Tairāwhiti responses to the staff report.

**CARRIED**

**Secretarial Note:** The meeting adjourned at 10.30 for morning tea and reconvened at 10.45am.



## 10.2 23-4 Gisborne District Council Feedback on Proposed Changes to Class 4 Gambling Licensing System

Her worship the Mayor acknowledged Jo Noble and her team for the massive amount of work undertaken.

Questions of clarification included:

- There is no face-to-face support in Tairāwhiti for problem gambling, however online support is available.

MOVED by Cr Gregory, seconded by Cr Parata

That the Council/Te Kaunihera:

1. Approves the attached draft feedback to the Department of Internal Affairs on proposed changes to the Class 4 licensing system under the Gambling Act 2003.

**CARRIED**

## 10.3 23-20 Temporary Alcohol Ban – Summer Frequencies Update - February 2023

MOVED by Cr Foster, seconded by Cr Wharehinga

That the Council/Te Kaunihera Committee:

1. Exercises its power under clause 7.1 of the Gisborne District Alcohol Bylaw to prohibit the consumption, bringing into, or possession of alcohol:
  - a) From 8am on 3 February 2023 to 8am on 6 February 2023 in the areas shown on the map in Attachment 3 being the area bounded by Awapuni Road, Pacific Street, Centennial Marine Drive, Beacon Street, Salisbury Road and Midway Beach.

**CARRIED**

## 10.4 23-7 Resource Management Reforms – Submission on NBE and SP Bills

Senior Policy Advisor Paula Hansen and Chief of Strategy & Science attended and presented.

Questions of clarification included:

- It is the larger companies that have insurance for statutory non-compliance.
- There needs to be consistency in the use of the terms iwi and mana whenua.
- The Council appoints the regional members for the Regional Planning Committee. The regional bodies appoint the Maori representatives, and the Minister appoints the central government representative for the Regional Spatial Strategy. An Environment Court Judge is appointed to run the Independent Hearings Panel process.
- Ensure there is a balance with the financial modelling and ratepayers are not affected.

- There will be a Maori appointed body or bodies and iwi and hapu of the region will decide amongst themselves the structure of the body.
- Ministry for the Environment have been working with iwi across New Zealand on how to give effect to the current Treaty settlement via the Regional Planning Committees.
- The Prime Minister will be looking at the Work Programme that the current Government has in place and deciding on priorities.

MOVED by Cr Gregory, seconded by Cr Foster

That the Council/Te Kaunihera:

1. Agrees on the substantive matters highlighted within this report to be included in a submission on the Natural and Built Environment Bill and the Spatial Planning Bill, subject to any amendments and further contributions from Council.
2. Delegates the Mayor to sign off on the final submission to be submitted on the Natural and Built Environment Bill and the Spatial Planning Bill.

**CARRIED**

### **10.5 23-15 Proposed Submission on Water Services Legislation Bill 2022**

Special Project Manager Yvette Kinsella attended and presented.

Her Worship the Mayor on behalf of Councillors thanked Yvette for the large amount of work that has been completed.

Questions of clarification included:

- Councillors expressed concern at the process.
- Submission to be strong on how we can control affordability for our community.
- Concerns expressed about being responsible and accountable to our community even when central government has moved the responsibility away from us. Concerns expressed around the responsibility of the communities that are not connected to any town water supply, how are they being captured.
- In terms of volumetrics, whilst Council has it in their Long Term Plan, it will not be the responsibility of Council, it will be determined by the Water Services Entity in the future.
- The Water Services Legislation Bill sets out all the information around pricing and charging. This Bill is critical - it sets out a number of principals and sets out the process for setting the charges.
- The Economic Regulation Bill will ensure transparency for consumers in price setting. They will have powers to regulate the pricing in terms of ensuring there is a price quality pathway.

- The Commerce Commission will review all the Asset Management Plans etc to ensure value for money for consumers.
- The Water Services Entity will request that Council collects the money for water services on their behalf. Reasonable costs for performing this service can be charged back to the Water Services Entity.
- Request that Tina Porou Advisor to the Iwi Chairs be present at the Workshop on 15 February 2023 to hear their views.
- Concern around the pressure and added economic demise of families who are already suffering. The process is intensely bureaucratic and complex.

MOVED by Mayor Stoltz, seconded by Cr Cranston

That the Council/Te Kaunihera:

1. Instructs the Chief Executive to prepare a submission to the Finance and Expenditure Select Committee on the Water Services Legislation Bill, outlining the points raised in this report, by 17 February 2023.
2. Directs the Chief Executive to include any other matters in the submission that may impact negatively on Te Tairāwhiti and/or the Gisborne District Council's ability to deliver its functions.
3. Resolves that the Mayor (and/or her delegate) will present in-person to the Finance and Expenditure Select Committee on the points raised in the Gisborne District Council submission.

**CARRIED**

#### **10.6 23-16 Proposed Submission on Water Services Economic Regulation and Consumer Protection Bill 2022**

MOVED by Mayor Stoltz, seconded by Cr Cranston

That the Council/Te Kaunihera Committee:

1. Instructs the Chief Executive to prepare a submission to the Finance and Expenditure Select Committee on the Water Services Economic Efficiency and Consumer Protection Bill endorsing the relevant points from the LGNZ and Taituara draft submissions by 17 February 2023.
2. Directs the Chief Executive to include any other emergent matters in the submission that may impact negatively on Te Tairāwhiti and/or the Gisborne District Council's ability to deliver its functions.
3. Resolves that the Mayor (and/or her delegate) will present in-person to the Finance and Expenditure Select Committee on the points raised in the Gisborne District Council submission.

**CARRIED**

**11. Reports of the Chief Executive and Staff for INFORMATION**

**11.1 23-14 Water Services Entities Act 2022 - Summary and Implications**

MOVED by Mayor Stoltz, seconded by Cr Cranston

That the Council/Te Kaunihera:

1. Notes the contents of this report.

**CARRIED**

**12. Public Excluded Business**

**Secretarial Note:** These Minutes include a public excluded section. They have been separated for receipt in Section 12 Public Excluded Business of Council.

**13 READMITTANCE OF THE PUBLIC**

Moved by Mayor Stoltz, seconded by Cr Tupara

That the Council/Te Kaunihera

1. Readmits the public.

**CARRIED**

**14. Close of Meeting**

There being no further business, the meeting concluded at 12:37 pm.

Rehette Stoltz

**MAYOR**

### 3.2. Confirmation of Confidential Minutes 26 January 2023

# PUBLIC EXCLUDED MINUTES

## Draft & Unconfirmed



P O Box 747, Gisborne, Ph 867 2049 Fax 867 8076  
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## **PUBLIC EXCLUDED MINUTES** of the **GISBORNE DISTRICT COUNCIL/TE KAUNIHERA**

**Held in Te Ruma Kaunihera (Council Chambers), Awarua, Fitzherbert Street, Gisborne on Thursday 26 January 2023 at 9:00AM.**

#### PRESENT:

Her Worship the Mayor Rehette Stoltz, Deputy Mayor Josh Wharehinga, Colin Alder, Andy Cranston, Larry Foster, Debbie Gregory, Rawinia Parata, Rob Telfer, Daniel Thompson, Rhonda Tibble and Nick Tupara.

#### IN ATTENDANCE:

Chief Executive Nedine Thatcher Swann, Director Lifelines David Wilson, Director Internal Partnerships James Baty, Director Liveable Communities Michele Frey, Director Engagement & Maori Responsiveness Anita Reedy-Holthausen, Chief Financial Officer Pauline Foreman, Chief of Strategy & Science Jo Noble, Democracy & Support Services Manager Heather Kohn and Committee Secretary Jill Simpson.

**Secretarial Note:** Cr Pahuru-Huriwai attended the meeting via audio visual link.

#### **1. Resolution to Exclude the Public**

MOVED by Mayor Stoltz, seconded by Cr Parata

That:

1. The public be excluded from the following part of the proceedings of this meeting, namely:

#### **Confirmation of confidential Minutes**

Item 4.1 Confirmation of confidential Minutes 15 December 2022

2. This resolution is made in reliance on section 48(1)(a) of the Local Government Official Information & Meetings Act 1987 and the particular interest or interests protected by section 6 or section 7 of that Act which would be prejudiced by the holding of the whole of the relevant part of the proceedings of the meeting in public are as follows:

7(2)(a) Protect the privacy of natural persons, including that of a deceased person.

Item 4.1

7(2)(i) Enable any Council holding the information to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations).

**CARRIED**

## **2. Apologies**

MOVED by Cr Parata, seconded by Cr Foster

That the apologies from Cr Ria and Cr Robinson be sustained.

**CARRIED**

## **3. Declarations of Interest**

There were no interests declared.

## **4. Confirmation of Confidential Minutes**

### **4.1 Confirmation of Confidential Minutes 15 December 2022**

MOVED by Cr Stoltz, seconded by Cr Parata

That the Minutes of 15 December 2022 be accepted.

**CARRIED**

## **13. READMITTANCE OF THE PUBLIC**

MOVED by Cr Stoltz, seconded by Cr Tupara

That the Council:

1. Readmits the public.

**CARRIED**

## **14. Close of Meeting**

There being no further business, the meeting concluded at 12.37pm.

Rehette Stoltz

**MAYOR**

### 3.3. Confirmation of Extraordinary Council Minutes 2 March 2023

# MINUTES

## Draft & Unconfirmed



Te Kaunihera o Te Tairāwhiti  
**GISBORNE**  
DISTRICT COUNCIL

P O Box 747, Gisborne, Ph 867 2049 Fax 867 8076  
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MEMBERSHIP: Her Worship the Mayor Rehette Stoltz, Deputy Mayor Josh Wharehinga, Colin Alder, Andy Cranston, Larry Foster, Debbie Gregory, Ani Pahuru-Huriwai, Rawinia Parata, Aubrey Ria, Tony Robinson, Rob Telfer, Teddy Thompson, Rhonda Tibble and Nick Tupara

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## MINUTES of the GISBORNE DISTRICT COUNCIL/TE KAUNIHERA

Held in the Rose Room, Lawson Field Theatre, Fitzherbert Street, Gisborne on Thursday 2 March 2023 at 11.00AM.

### PRESENT:

Her Worship the Mayor Rehette Stoltz, Deputy Mayor Josh Wharehinga, Colin Alder, Andy Cranston, Larry Foster, Debbie Gregory, Ani Pahuru-Huriwai, Rawinia Parata, Aubrey Ria, Tony Robinson, Daniel Thompson, Rhonda Tibble, Nick Tupara and Josh Wharehinga.

### IN ATTENDANCE:

Chief Executive Nedine Thatcher Swann, Director Internal Partnerships James Baty, Acting Director Liveable Communities De-Arne Sutherland, Director Engagement & Maori Responsiveness Anita Reedy-Holthausen, Chief Financial Officer Pauline Foreman, Chief of Strategy & Science Jo Noble, Senior Legal Counsel Jacinta Bowe, Democracy & Support Services Manager Heather Kohn and Committee Secretary Jill Simpson.

**Secretarial Note:** Cr Pahuru-Huriwai and Cr Parata attended the meeting via audio visual link.

#### 1. Apologies

There were no apologies.

#### 2. Declarations of Interest

There were no interests declared.

#### 3. Leave of Absence

Cr Telfer was granted leave of absence.

#### 4. Acknowledgements and Tributes

There were no acknowledgements or tributes.

#### 5. Public Input and Petitions

There were no public input or petitions.

## **6. Extraordinary Business**

There was no extraordinary business.

## **7. Notices of Motion**

There were no notices of motion.

## **8. Adjourned Business**

There was no adjourned business.

## **9. Reports of the Chief Executive and Staff for DECISION**

### **9.1 23-58 Supplementary Report - Draft Annual Plan 2023 [23-10]**

Questions of clarification included:

- Some private industries have their own water supply and Council has been working with them to supplement the Waipaoa water supply for the purposes of municipal use.
- Some of the upper limit of the Four Waters Infrastructure Material Damage Policy can be used for costs associated with the repair of the water supply.
- The \$30m expenditure limit relates to accounts that need to be paid on any one day.
- There is no limitation in terms of expenditure relating to urgent circumstances.
- If an emergency event is declared it lasts for 7 days. The Mayor is closely involved throughout the emergency response.
- In terms of the emergency centre operations the Group Controller works closely with NEMA and 60% of the costs that are accrued through a civil defence emergency are covered by NEMA. NEMA has finance officers within the emergency centre ensuring that what is being signed off by the Controller or any requests from community groups are recoverable.
- In terms of the financial delegation the consideration around prioritisation is based on the 'impact on life' so water supply will always take priority over a bridge connection unless the connection means removing someone from a property immediately in which case they will be flown out.
- The Hikuwai Bridge is NZTA's responsibility.
- Some industries have been starting up with a minimum water use. There has also been collaboration with some of the industries that have their own water to share with industries that do not have private water supply.
- Water supply will not return to normal until the Waingake Water Treatment Plant pipes are repaired.
- The connection from the private industry bores has commenced.



MOVED by Cr Cranston, seconded by Cr Gregory

That the Council/Te Kaunihera Committee:

1. Agrees to make the delegations and revocations specified in the Instrument of Financial Delegation in Attachment 1 to this report.
2. Agrees the Mayor can sign the Instrument of Delegation in Attachment 1 of this report to confirm the delegations have been made.
3. Noting that:
  - a. Thresholds for National Emergency Funding Agency will be at least \$1.2m.
  - b. Council's insurance Policy for Below Ground Infrastructure Waters has a deductible amount of \$1.5m.
  - c. Based on 3a and 3b, Council costs will be at least \$1.5m and any other costs that are not covered from insurance policy and/or from NEMA.
4. Noting that:
  - a. Assessed total costs will be completed in coming weeks.
  - b. Once assessed costs are completed and timelines of when work will be phased, the new costs affected 2023/24 will be incorporated into the Final Annual Plan for 2023/24.
  - c. Costs incurred during the current financial year 2022/23 will be notified to Council through reports to Council Committees.

**CARRIED**

## **9.2 23-29 Governance Structure and Terms of Reference 2023**

Democracy & Support Services Manager Heather Kohn commented that the Terms of Reference for the Civil Defence Emergency Management Committee will be amended to include iwi partners once they are named.

Questions of clarification included:

- The wording in the Terms of Reference around 'non-voting tangata whenua members' is a statutory requirement. To be a voting or non-voting member is a decision of the Committee.
- Each Committee decides if it needs a sub-committee and what it will look like. The decision to appoint to Committees of Council was made during the Induction process.
- The Terms of Reference will be tidied up to have more consistent wording.
- The Appointments Committee sits alongside the Board Appointments and Remuneration Policy which contains a lot of detail.
- The Terms of Reference for the Tairāwhiti Resource Management Plan will be provided at a later date.

MOVED by Cr Wharehinga, seconded by Cr Parata

That the Council/Te Kaunihera Committee:

1. Revokes the Governance Structure and Terms of Reference (Delegations Manual) July 2020.
2. Approves and adopts the updated Governance Structure and Terms of Reference (Attachment 1), subject to any amendments.

**CARRIED**

### **9.3 23-37 Health and Safety Governance Charter**

Director Internal Partnerships James Baty attended and answered questions of clarification.

- Consideration will be given to cultural safety along with a connection linking back to fikanga and values.
- The decision stood in relation to staff who had lost their jobs because of Council's Vaccination Policy and staff did not return "as of right". Reversing the decision on this was not a consideration.
- In a Council context everything done in terms of health & safety is a reflection of the legislation in force since 2015.
- At a high level the Policy is designed to cover things like staff being mistreated by the public. There are guidelines which have been produced by Local Government New Zealand on how to keep yourself safe as an employee.

MOVED by Cr Stoltz, seconded by Cr Robinson

That the Council/Te Kaunihera:

1. Allows the report to lie on the table.

**CARRIED**

## **10. Close of Meeting**

There being no further business, the meeting concluded at 11:35 am with a karakia.

Rehette Stoltz  
**MAYOR**

### 3.4. Action Sheet

Meeting Date	Item No.	Item	Status	Action Required	Assignee/s	Action Taken	Due Date
17/11/22	14.4	Additional Action Items	In progress	<p><b>22-231 Chief Executive's Activity Report</b></p> <p>In future Activity Reports provide details on the outcome of the workstreams along with the impact of the work that is being carried out.</p>	Jade Lister-Baty		03/02/23
02/03/23	9.3	23-37 Health and Safety Governance Charter	In progress	Consideration to be given to cultural safety along with a connection linking back to tikanga and values.	Gene Takurua, Heather Kohn		24/04/23

## 10. Reports of the Chief Executive and Staff for DECISION



23-69

**Title:** 23-69 Resource Recovery Centre Study Outcomes  
**Section:** Solid Waste  
**Prepared by:** Phil Nickerson - Solid Waste Manager  
**Meeting Date:** Thursday 30 March 2023

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Legal: No

Financial: No

Significance: **Low**

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### Report to COUNCIL/TE KAUNIHERA for decision

#### PURPOSE - TE TAKE

The purpose of this report is to seek a decision from Council on the establishment of a region-wide resource recovery centre.

#### SUMMARY - HE WHAKARĀPOPOTOTANGA

The Ministry for the Environment (MfE) granted funding to the Gisborne District Council to complete a feasibility study into the development of a resource recovery centre for Tairāwhiti. Through a procurement process, Civil Assist were contracted to complete this study. Formal and informal channels were utilised to initiate and maintain communications with mana whenua, marae, hapu and local community. The study was completed in September 2022 with a final report provided, **Attachment 1**. From this report we have provided three options to consider:

- Option 1:** Status quo – do not proceed with the development of a region-wide resource recovery network.
- Option 2:** Proceed with the development stage of a region-wide resource recovery network as per the recommendation from the feasibility study provided by Civil Assist and apply to MfE for funding. Civil Assist recommended a three-staged approach:
- Stage 1: Establish a main/rural centre in Gisborne
  - Stage 2: Establish a satellite centre i.e., Ruatoria/Tolaga
  - Stage 3: Establish further satellite/community centres i.e., Te Karaka/Tokomaru

The decisions or matters in this report are considered to be of **Low** significance in accordance with the Council's Significance and Engagement Policy.

## RECOMMENDATIONS - NGĀ TŪTOHUNGA

That the Council/Te Kaunihera:

1. Approves proceeding with Option 2, the development stages of a region-wide resource recovery centre, which includes applying to MfE for funding and revisiting the suggested locations as per Civil Assists Study and their three staged approach.

*Authorised by:*

**David Wilson - Director Lifelines**

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**Keywords:** resource recovery centre, MfE funding, feasibility study for resource recovery centre

## BACKGROUND - HE WHAKAMĀRAMA

1. The Gisborne District Council's 2017 Waste Assessment found that 296kgs of waste per person is sent to Class 1 landfills, from the Gisborne District. The per-person total includes commercial sector waste entering the Resource Recovery Transfer Station. When including waste that is sent to Class 2 landfills (10,039T) the total waste disposal per person increased to 506kgs per year.
2. There is only one Class 1 landfill disposal facility in the Gisborne District, the Waiapu Landfill in Ruatoria. The consent for the Waiapu Landfill expires in 2025. This landfill receives waste from the rural transfers stations at Tokomaru Bay, Te Puia Springs, Ruatoria, Tikitiki, Te Araroa as well as Council's Ruatoria kerbside collection. All waste from the Gisborne Resource Recovery Transfer Station (RRTS) is transferred to a Class 1 landfill in Tirohia, 300km from the Tairāwhiti region.
3. The 2017 Waste Assessment shows that approximately 42% of waste in the Tairāwhiti region could theoretically be removed from the waste stream and nearly 6,000T of waste could be diverted from landfill. There is currently no resource recovery centre (RRC) in Tairāwhiti and in view of the indications from the 2017 Waste Assessment, it was something required to be investigated further.
4. Action 1 of the [Gisborne District Council's Waste Minimisation and Management Plan \(WMMP\)](#) states "to investigate and if feasible, develop a region-wide resource recovery/social enterprise to extract value from waste and provide employment."
5. In May 2019, Gisborne District Council applied to the Ministry for the Environment (MfE) for \$90,000 of funding to undertake a feasibility study to determine whether a region-wide resource recovery centre would be viable for Tairāwhiti. The funding was granted, and the study was made up of four milestones, a summary of the milestones is below:
  - Milestone 1: Confirm project team and tender evaluation process.
  - Milestone 2: Complete tender process and appoint consultant.  
Hold project workshops
  - Milestone 3: Decide on criteria for selecting a site for potential redevelopment.  
Complete options analysis of site locations
  - Milestone 4: Undertake impact assessment on the feasibility of a region-wide RRC.
6. In 2021, via the procurement process, Council commissioned Civil Assist to undertake the study, which was completed with a final recommendation report provided in September 2022, **Attachment 1**.

## DISCUSSION and OPTIONS - WHAKAWHITINGA KŌRERO me ngā KŌWHIRINGA

7. **Option 1:** Status quo – do not proceed with the development of a region-wide resource recovery network.

8. **Option 2:** Proceed with the development stage of a region-wide resource recovery network as per the recommendation from the feasibility study provided by Civil Assist, apply to MfE for funding and potentially revisit the locations as per Civil Assists recommended a three-staged approach:
- Stage 1: Establish a main/rural centre in Gisborne
  - Stage 2: Establish a satellite centre i.e., Ruatoria/Tolaga
  - Stage 3: Establish further satellite/community centres i.e., Te Karaka/Tokomaru.

## **ASSESSMENT of SIGNIFICANCE - AROTAKENGA o NGĀ HIRANGA**

Consideration of consistency with and impact on the Regional Land Transport Plan and its implementation

**Overall Process:** **Low** Significance

**This Report:** **Low** Significance

Impacts on Council's delivery of its Financial Strategy and Long Term Plan

**Overall Process:** **Medium** Significance

**This Report:** **Low** Significance

Inconsistency with Council's current strategy and policy

**Overall Process:** **Low** Significance

**This Report:** **Low** Significance

The effects on all or a large part of the Gisborne district

**Overall Process:** **Medium** Significance

**This Report:** **Low** Significance

The effects on individuals or specific communities

**Overall Process:** **Medium** Significance

**This Report:** **Low** Significance

The level or history of public interest in the matter or issue

**Overall Process:** **Medium** Significance

**This Report:** **Medium** Significance

9. The decisions or matters in this report are considered to be of **Low** significance in accordance with Council's Significance and Engagement Policy.
10. This report is part of a process to arrive at a decision that will/may be of **Low** level in accordance with the Council's Significance and Engagement Policy.

## **TANGATA WHENUA/MĀORI ENGAGEMENT - TŪTAKITANGA TANGATA WHENUA**

11. Council's Engagement and Māori Responsiveness Team attended the initial hui with Council and Civil Assist project representatives. Formal and informal channels were utilised to initiate and maintain communications with mana whenua, marae, hapu, Te Rūnanga o Ngāti Porou (TRONP) and Te Rūnanga o Tūrangānui-a-Kiwa (TROTAK). TROTAK represent the interest of Rongowhakaata, Ngāi Tāmanuhiri and Te Aitangi a Māhaki.

## COMMUNITY ENGAGEMENT - TŪTAKITANGA HAPORI

12. The project publicly launched 1 February 2022 in partnership with Civil Assist and Council's communications team. This included delivery of content for the project page on Council's website, an advertising campaign to raise awareness of the project, video production, promotion, access to the online community survey and attendance at upcoming workshops. Engagement included online and hardcopy survey completion, online workshop participation and korero with individuals via email, phone and kanohi ki te kanohi. Due to Covid restrictions, all community workshops were restricted to online. Advertising for the online community workshops occurred via Council's Facebook page, The Gisborne Herald, posters, radio, and word of mouth.

## CLIMATE CHANGE – Impacts / Implications - NGĀ REREKĒTANGA ĀHUARANGI – ngā whakaaweawe / ngā ritenga

13. Implementing an effective programme like a region-wide resource recovery centre for Tairāwhiti would create an opportunity to mitigate climate change on a regional level.

## CONSIDERATIONS - HEI WHAKAARO

### Financial/Budget

14. No capital expenditure is currently budgeted to develop a region-wide resource recovery centre. Funding may be available from MfE via the Waste Minimisation Fund. Rough order costs have been calculated for the recommended three stages of establishment; further financial details are included within the final recommendation report.

- **Stage 1**

Main Centre (Gisborne – assumes access and hard-stand in place)

- \$2.4 - 3.2m

Rural Centre (Gisborne)

- \$1.3 - \$1.7m

- **Stage 2**

Satellite Centre (i.e., Ruatoria/Tolaga - transfer station conversion)

- \$0.6 - \$0.8m

- **Stage 3**

Satellite Centre (i.e., Te Karaka/Tokomaru) - transfer station conversion

- \$0.3 - \$0.5m

Community Centres

- Not costed

### Legal

15. There are no legal implications.



## **POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me ngā RITENGA WHAKAMAHERE**

16. Waste management is identified in the Tairāwhiti Regional Policy Statement as a significant resource management issue for the region. Section B5.2 (Waste Management and Hazardous Substances) notes: “The community wish to see more efficient use of resources, reduction in the cost of handling waste and the need for disposal sites, minimal contamination of the district’s natural resources from the disposal of waste and culturally inoffensive methods of waste disposal to be adopted.”
17. Under the list of Green Infrastructure in the Infrastructure Strategy of the Gisborne District Council 2021 – 2031 Long Term Plan, a region-wide resource recovery network is listed to have several positive effects. These include, reducing waste sent to landfill, reducing the cost of waste disposal, contributing to local economic development, and providing much needed employment and training opportunities for youth and those that are currently unemployed.
18. There are various aspects of the Tairāwhiti Resource Management Plan that would apply to the resource recovery centre(s), these have been identified within the final recommendation report.

## **RISKS - NGĀ TŪRARU**

19. There is a risk that funding is not available or granted for development and establishment of a resource recovery centre.
20. There is risk that recent weather events may change the scope of requirements for resource recovery.

## **NEXT STEPS - NGĀ MAHI E WHAI AKE**

<b>Date</b>	<b>Action/Milestone</b>	<b>Comments</b>
30 March 2023	Council agrees to progress or not progress.	If agreed to not progress, no further action will be taken at this stage.
3 April	Begin applications for funding.	
1 May	Revisit sites and site requirements.	

## **ATTACHMENTS - NGĀ TĀPIRITANGA**

1. Attachment 1 - Final Resource Recovery Centre Recommendation Report [23-69.1 - 116 pages]



# RESOURCE RECOVERY CENTRE (RRC) FEASIBILITY STUDY FINAL REPORT AND RECOMMENDATIONS

15 Fitzherbert Street, GISBORNE  
GISBORNE DISTRICT COUNCIL



## Resource Recovery Centre Feasibility Study – Final Report and Recommendations

PROJECT NUMBER: RRC.001

DOCUMENT TITLE: RRC Feasibility Study – Final Report and Recommendations

DOCUMENT NUMBER: CA 2022-RRC.001-R0

REVISION: 2

DATE: 29 July 2022

CLIENT NAME: GISBORNE DISTRICT COUNCIL

PROJECT MANAGER: NIKKI HORSMAN

FILE NAME: RRC.001 – RRC Feasibility Study – Final Report and Recommendations R0

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## 2 INTRODUCTION

Gisborne District Council (GDC) commissioned a feasibility study to determine the potential to develop a viable and sustainable community Resource Recovery Centre (RRC) or a wider Resource Recovery Centre Network for the Tairāwhiti (Gisborne) region. Civil Assist Limited has been engaged by GDC to undertake this study.

This report presents the results of the feasibility study for the purpose of developing a business case to the Ministry for the Environment (MfE).



Figure 2-1: Location Plan



## 2.1 EXECUTIVE SUMMARY

### 2.1.1 STUDY MILESTONES

Background investigations into existing, successful RRC's and their Council's with similar demographics and regional challenges were undertaken to inform this report. We found that each RRC is tailor made to its community's needs; waste streams, services delivered, motivations, social needs, initiatives and community demographics. Also, overseas examples demonstrate innovative international models. The study comprised of three key milestones:

#### Iwi and Community Engagement

Formal and informal communications were conducted with the community (including tangata whenua). A media campaign was developed and launched in partnership with GDC to introduce and inform the community about the study, and invite participation in a survey and workshops. Information gathered helped to inform the final recommendations.

The results of the surveys conducted strongly support the need for and the community's willingness to support the establishment of multiple Resource Recovery Centres in Tairāwhiti.

The research into non-recyclable waste streams and current waste practices across businesses, households, and other groups (see 3.2.4 to 3.2.6 in particular) corresponds directly with the scope of a Resource Recovery Centre – dealing with materials that cannot currently be recycled.

Workshops were planned as kanohi ki te kanohi (face to face), unfortunately Covid necessitated these to be delivered online. Key themes identified throughout the series of 5 workshops were:

- Not repeating past mistakes, such as setting up sites in areas with environmental hazards (e.g., flooding and erosion);
- Ensuring the sites catered for rural, poorer communities;
- Siting the locations to maximise waste diversion; providing a one-stop-shop for recovery and general waste;
- Involvement of tangata whenua throughout;
- Educating people; incorporating mātauranga Māori and community groups;
- Consideration of product stewardship schemes.

This collated Feedback from the Funding Supporters and Iwi should be considered at the next stages of developing a RRC for Tairāwhiti post this Feasibility Study. Given the pressures of Covid and frequent flood events on Community Groups and Iwi, more feedback may be received post submission of this Report. Should this occur, this will be forwarded to GDC for consideration with next steps to developing a RRC network for Tairāwhiti.

#### Site Assessment

An Investment Logic Map (ILM) was developed to identify two key problems (reduction of waste to landfill and meeting local and national Government commitments and responsibilities) and opportunities to ensure alignment with GDC's objectives. Creation of a Multi Criteria Analysis (MC) assessed the performance of individual sites which showed the strongest alignment to the final ILM measures.

## Impact Assessment

Consideration of cultural impacts identified meaningful assessment could not be achieved on a broad range of sites given impacts are very specific to the particular whenua, Iwi and hapū. It was determined that such in depth assessment is best completed post this Study's identification of recommended sites – but prior to any detailed design occurring in the next stages of developing a RRC network for Tairāwhiti.

Education in the context of RRCs is a critical aspect that can be broadly divided into two streams; Community (younger generations and wider community for effective utilisation of RRCs) and upskilling/training as a potential key social opportunity.

Environmental impacts were assessed from a planning perspective and Greenhouse Gas (GHG) emissions addressed as a separate topic given the national and global focus.

A high view economic assessment provided indicative rough order costs. The staged approach to the development of a RRC network allows for achievable, flexible implementation.

## 2.1.2 RECOMMENDATIONS

### 2.1.2.1 SITES

Areas suitable for the development of centres for resource recovery have been identified across the region. Some are suited to act as a primary facility for the general population, some for commercial users and others to act as satellite feeders. To provide for a maximum level of coverage and access across the region, allow for flexibility and a diverse range of uses, the recommendations are staged and incorporate backup sites. In addition, staging allows financial commitment to be spread whilst still moving the project forward and allowing flexibility to accommodate the fluctuating economy and changing legislative landscape.

#### Stage 1

- Gisborne and Tairāwhiti (Option 1: 25 – 27 Banks St, Gisborne);
- Main facility (most waste streams) and an Industrial facility (to receive large materials including construction and demolition waste).

#### Stage 2

- Ruatoria, Tolaga, Te Karaka Transfer Stations;
  - o Accepting all waste streams for their catchment areas.

#### Stage 3

- Conversion of remaining Transfer Stations;
- Willing Marae;
  - o Accepting all waste streams for their catchment areas (or practical and suitable in the case of Marae).

### **2.1.2.2 CHANGING LEGISLATIVE WASTE MANAGEMENT LANDSCAPE**

During the detailed design phase considerations will need to incorporate and prepare for changes to legislation and national priorities. The key ones being:

Transforming Recycling Consultation Document – 3 proposals

1. Container Return Scheme;
2. Improvements to household kerbside recycling;
3. Separation of business food waste.

Regulated Product Stewardship – 6 priority products

1. Plastic packaging;
2. Tyres;
3. Electrical and electronic products (e-waste including large batteries);
4. Agrichemicals and their containers;
5. Refrigerants;
6. Farm plastics.

### **2.1.2.3 CLIMATE CHANGE – IMPLICATIONS FOR ASSETS AND INFRASTRUCTURE**

Both climate change mitigation and adaption need to be factored into the implementation and operation of the RRC network. This will include involve modelling carbon emissions for each proposal and ensuing that natural hazard risks are considered for a changing climate. Both of these factors are to be considered during detailed design.

### **2.1.2.4 TANGATA WHENUA AND TE TIRITI O WAITANGI**

The relationship between the Crown, and hapū, Iwi and Māori citizens, is governed by Te Tiriti o Waitangi. The principles of Te Tiriti are nationally important, especially so in Tairāwhiti with Māori comprising 53% of the rohe's population – the highest proportion for all of Aotearoa's regions.

Partnership with tangata whenua needs to be genuine, meaningful and committed (as reflected in the community engagement). Many marae and whanau are already actively involved in sustainable practices and engaged with the kaupapa.

## 2.2 STRATEGIC IMPERATIVES

### 2.2.1 COUNCIL'S STRATEGIC DIRECTION

The Gisborne District Council (GDC) sees the need for multiple Resource Recovery Centre (RRC) networks across the Tairāwhiti Region, alternatively at least one centre up the East Coast and one in Gisborne City. Such centres would have different requirements, depending on the type of waste, the capacity of the proposed locations, feasibility, and other factors.

The ideal place for a RRC would need to be in a central location e.g., Gisborne and for the coast, in the general Te Puia area.

GDC's current vision is that the ideal RRC would:

- Have a learning and education space for the Community to involve the local kura, marae and whanau etc and the ability to hold workshops e.g., composting, micro green growing and recycling workshops – This is something currently delivered efficiently by the Tairāwhiti Environment Centre (TEC) in Gisborne and could be extended to encompass education in the context of a RRC/network. This may or may not be at the same site as the main RRC centre;
- Enable other organisations to run workshops and potentially be based at a centre;
- Enable GDC staff (i.e., a GDC educator) to run educational workshops when suitable, with an office space for meetings and training sessions;
- Have a training room that could be hired out to others or used by others including GDC partners, for initiatives that have previously been missed by rural communities. Learning and education spaces are important in this kaupapa.

Other aspects could be included to recycle and/or educate, such as:

- A composting site, where whanau can dispose of green waste at no charge. Larger branches could be set aside for firewood, and compost material sold to locals for home use or to other commercial users. This would need to be a larger operation, and potentially not part of the RRC, but can feed into this composting facility as a community resource;
- An outlet for reusable goods, materials, or products. Clothes, furniture, toys, electrical equipment, garden equipment etc. could be cleaned, fixed, and made presentable prior to selling on;
- A site where building waste can be cleaned for reuse.

It is common knowledge that there are “a lot of plastic farm chemical containers and tyres”, but more accurate data is needed in terms of type and amount of waste produced in the rural areas. Engagement through this study has given a clearer picture of what these rural communities are needing in terms of recycling abilities and green waste disposal.

### 2.2.2 OPERATIONAL BUDGET

Operational funding for the facility will be worked into the council long term plan, following detailed design. At this stage the project will also consider potential revenue streams that can be incorporated into the overall RRC process, which could subsidise operational costs.

## 3 BACKGROUND INVESTIGATIONS

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New Zealand is one of the highest generators of waste per person in the world.

Figures from the [2017 Waste Assessment](#)<sup>1</sup> (Appendix 1) showed that over 50% of landfill could have been diverted for reuse, recycling, or recovery. This doesn't include illegally dumped, burnt, or buried waste.

Keeping resources in use for as long as possible is better for people and the environment locally, nationally, and globally. Resource Recovery Centres (RRCs) have obvious environmental benefits diverting waste from landfill, but also potential additional benefits including education, training, enhancing sense of community and employment. These centres all look different depending on the communities they serve.

Plasback (soft plastic recycling collection), E-Waste and other nationwide recycling collection schemes have historically proven more difficult in our region; the remoteness of Tairāwhiti along with the cost of freight and general transport logistics have been among historical roadblocks the GDC has faced in this regard.

Individually focused solutions are regularly investigated and implemented by large food processing organisations and other significant waste producers, which often come at significant economic and environmental costs. Sustainable Is Attainable (SIA) is one initiative that has been proposed to the region through Trust Tairāwhiti, piggybacking on the success in Timaru and Hawkes Bay regions. The vision of SIA is to use a collaborative approach between large processors to utilise each other's resources in the valorisation of waste or by-products, or to use economies of scale to make large regional solutions more feasible. An example of this was shown in Timaru, where several waste streams from different processes were combined into a high value feedstock, which reduced the feedstock purchased in from outside the region.

Opportunities such as this position RRCs at the epicentre of this conversation, in keeping the waste or by-products in the region as a resource through establishing the appropriate technologies and processing facilities in the region. In parallel to this, combining and compacting resources like PP or LDPE plastics in a central RRC can provide an efficient pathway to export them to processing facilities outside the region as a profitable commodity that can cover costs of other facets of the RRC that may run at a loss. Additionally, open conversation with industry through a central point of contact and through data collection of internal or external waste audits allows a high-level perspective of what waste streams are being produced in the region that may need viable end-of-life options to be investigated or implemented.

Collaborative opportunities with neighbouring Councils need to be investigated. This may develop into shared waste processing assets/infrastructure, collection services and waste stream combination to optimise volumes for commercial viability.

Progress has been made with some collections by The Agrecovery Foundation and Plasback. Both businesses are keen to explore extending their services further in Tairāwhiti.

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<sup>1</sup> [https://gdc-web.squiz.cloud/\\_data/assets/pdf\\_file/0027/7299/2017-waste-assessment.pdf](https://gdc-web.squiz.cloud/_data/assets/pdf_file/0027/7299/2017-waste-assessment.pdf), carried out by the GDC

Also, a Ministry for Environment (MfE) funded E-waste pilot collection scheme at the Tairāwhiti Environment Centre (TEC) commenced in 2021 with Tech Collect. There is no local recycler for e-waste items, it is currently sent to Auckland for recycling.

Many of the opportunities are challenging to instigate in our region because of the unique difficulties suppliers face in making these profitable.

Figure 3-1: Rural Transfer Station locations

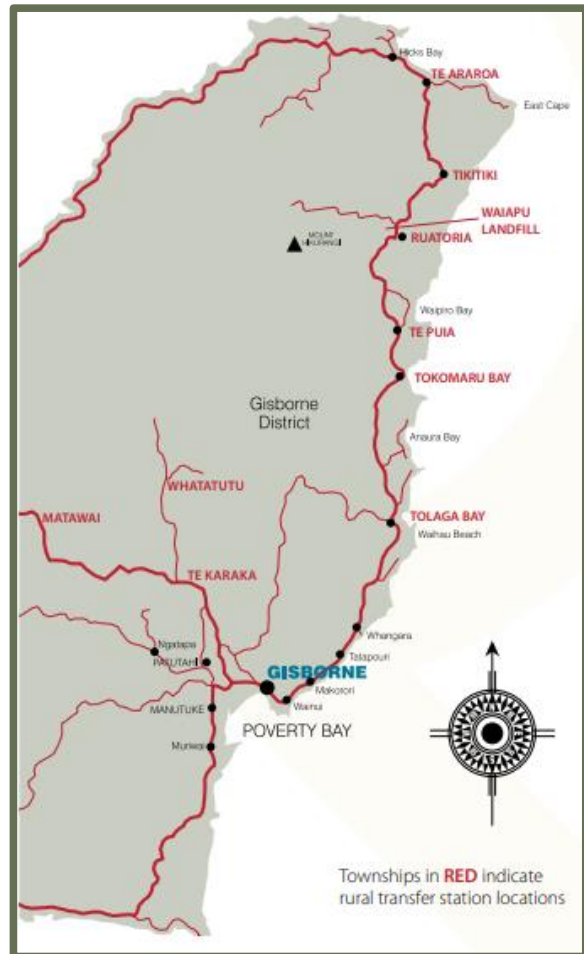
There is one Class 1<sup>2</sup> landfill in Tairāwhiti. The Waiapu landfill in Ruatoria provides a critical service for the rural community and receives waste from the five rural transfer stations (TS) north of Tolaga Bay. The waste from the remaining four rural TS gets transported to Tūranganui-a-Kiwa (Gisborne city).

Tairāwhiti has two Class 2<sup>3</sup> landfills - Tonlyn Restricted Waste Disposal Site, operated by M E Jukes & Son and the Matokitoki Restricted Waste Disposal Site, operated by Stoney Horse Ltd.

Waste Management NZ Ltd (WMNZ) hold the current waste collection contract for Tairāwhiti and operate the Resource Recovery Transfer Station (RRTS) in Innes Street, Tūranganui-a-Kiwa. They currently truck all unsorted waste out of the region to the Tirohia Landfill in Paeroa, a distance of more than 300km, on a daily basis.

GDC owns the land that the TS occupy (with the exception of Tikitiki<sup>4</sup>). The Te Karaka TS occupies a road reserve, also GDC land. Community Caretakers manage the operation of the TS under contract to GDC, GDC pay for the infrastructure on site. These caretakers also look after other operations/maintenance etc. around their townships.

General rubbish from Matawai, Whatatutu, Te Karaka and Tolaga Bay gets transported to WMNZ in town. General rubbish from the other five TS north of Tolaga Bay gets carted to Waiapu landfill (consent expires 2025). All recycling gets taken to Waste Management in



<sup>2</sup> Class 1 landfills: Municipal household waste disposal facility - highly engineered, includes putrescible waste.

<sup>3</sup> Class 2 landfills accept non-putrescible wastes such as construction and demolition wastes, managed fill material, and clean fill material. Class 2 landfills have significantly lower compliance and construction costs, compete with other landfill diversion options such as composting sites, product stewardship schemes and Class 1 landfills.

<sup>4</sup> The land is leased from a trust – The Māori Trustee

Tūranganui-a-Kiwa. K&M contracting have the cartage contract for cartage of rubbish from all nine TS.

All recycling from the regional TS is transported to Innes Street (scrap metal is collected by Metal Co on a relatively regular basis).

Waste Management Ltd NZ (WMNZ) are the owners of the waste streams, once at their site:

- Recycling is sent to their Materials Recovery Facility (MRF) for processing;
- Waste destined for landfill is sent to Tirohia Landfill in the Waikato Region.

### 3.1 NATIONAL CONTEXT

From a statutory perspective, a Resource Recovery Centre fits within the following legislative framework:

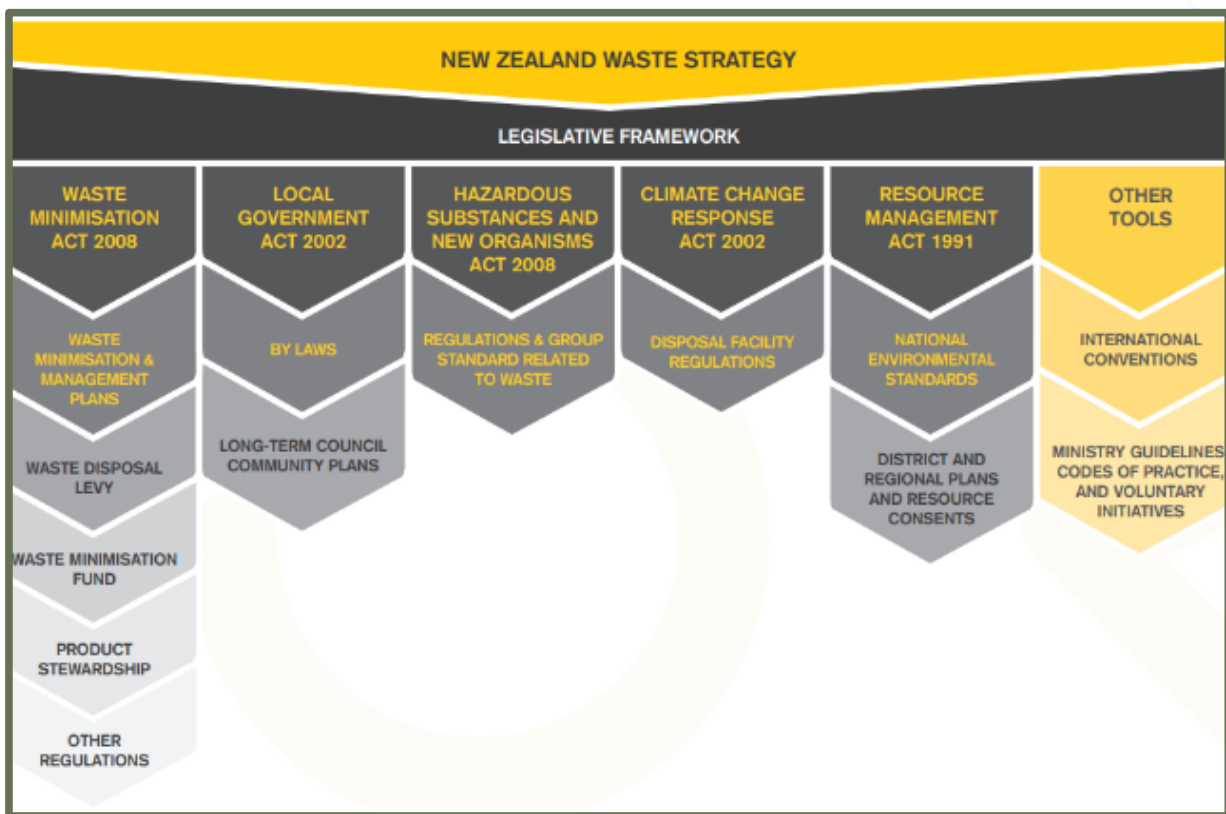


Figure 3-2: GDC Waste Management and Minimization Plan 2018 -2024 – Page 6 Legislative Framework

The New Zealand Waste Strategy (NZWS) is the Government’s core policy document concerning waste management and minimisation in New Zealand. The two goals of the NZWS are:

1. Reducing the harmful effects of waste;
2. Improving the efficiency of resource use.

### 3.1.1 WASTE MINIMISATION ACT 2008

The [Waste Minimisation Act](#) (WMA) is an Act of Parliament passed in New Zealand in 2008.

The stated purpose of the WMA 2008 is to: “encourage waste minimisation and a decrease in waste disposal in order to: a. protect the environment from harm; and b. provide environmental, social, economic, and cultural benefits.” The major provisions of the Act are a levy on landfill waste, promoting product stewardship schemes, some mandatory waste reporting, clarifying the role of territorial authorities with respect to waste minimisation, and sets up a Waste Advisory Board.

The Act has a provision where the Minister for the Environment can assign the status of priority product, which are those products that can cause a high degree of environmental harm.

The WMA 2008 requires councils to promote effective and efficient waste management and minimisation within their district. To achieve this, district councils are required to adopt a Waste Minimisation and Management Plan (WMMP) and review it every six years. The WMA also requires a ‘waste assessment’ to be prepared prior to reviewing its existing plan.

A Resource Recovery Centre is consistent with this mandate.

#### 3.1.1.1 TRANSFORMING RECYCLING CONSULTATION DOCUMENT

The [Transforming Recycling](#)<sup>5</sup> consultation sets out three proposals to transform recycling in Aotearoa New Zealand:

- 1) Container Return Scheme;
- 2) Improvements to household kerbside recycling;
- 3) Separation of business food waste.

These three proposals are part of a longer-term shift toward a circular economy, where packaging is made of materials that maintain their value, are easy to recycle sustainably and have a low impact on the environment. This has had high levels of interest, with the deadline for the consultation period being extended to 22<sup>nd</sup> May 2022.

If these proposals go forward, there will be significant changes to the recycling industry and public perception around the value of waste.

A Container Return Scheme is likely to result in an influx of plastic materials being recycled, needing additional regional storage and processing options. The scheme may provide revenue streams for plastic containers sorted from general waste at an RRC, or through profits being spread back into the recycling industry, dependant on the consultation outcomes.

Separation of business food waste and Improvements to household kerbside recycling both have an emphasis on diverting organic waste (food and green waste) from landfills to significantly reduce GHG emissions and leachate. Each of these proposals would likely require regional infrastructure to be established in the kerbside collection and diversion of organic waste to composting or vermiculture facilities.

<sup>5</sup> <https://environment.govt.nz/publications/transforming-recycling-consultation-document/>



The Improvements to household kerbside recycling in particular, if implemented, will solidify the need for new infrastructure (such as sorting facilities, processing facilities, storage, and logistical operations) to be established within remote regions such as Tairāwhiti.

### 3.1.1.2 REGULATED PRODUCT STEWARDSHIP

The Government has declared six priority products for [regulated product stewardship](#)<sup>67</sup> under the WMA. This is part of a wider plan to reduce the amount of rubbish ending up in landfills or polluting the environment.

Product stewardship will help New Zealand move from a linear to a circular economy. MfE consulted with the public in 2019 and then in July 2020, declared six priority products under the WMA 2008 to be part of a product stewardship scheme.

This will ensure that costs of sustainable waste management for these products are borne by the producers, not consumers. MfE is working with stakeholders to co-design product stewardship schemes for each priority product group.

The six priority products are:

- Plastic packaging;
- Tyres;
- Electrical and electronic products (e-waste including large batteries);
- Agrichemicals and their containers;
- Refrigerants;
- Farm plastics.

The product stewardship scheme may have a significant impact on a RRC for Tairāwhiti (e.g. the Agrecovery Foundation and agrichemicals and their containers), and will need to be considered during the next stages of its development.

### 3.1.2 LOCAL GOVERNMENT ACT 2002

The [Local Government Act 2002](#)<sup>8</sup> is an Act of New Zealand's Parliament that defines local government in New Zealand. There are 73 local districts or territorial authorities, each with an elected Mayor and elected Councillors. The districts are grouped under 12 regional authorities.

Currently, there is significant variation between the regions in how waste is dealt with. This has resulted in many recyclable materials being landfilled, rather than being collected and processed. There is a lack of infrastructure and policy in some regions. Through either societal drivers or regulation (i.e., Transforming Recycling), this will be pushed towards being upgraded.

<sup>6</sup> <https://environment.govt.nz/what-government-is-doing/areas-of-work/waste/product-stewardship/regulated-product-stewardship/>

<sup>7</sup> <https://gazette.govt.nz/notice/id/2020-go4533>

<sup>8</sup> <https://www.legislation.govt.nz/act/public/2002/0084/latest/DLM170873.html>

### 3.1.3 CLIMATE CHANGE RESPONSE ACT 2002

The [Climate Change Response Act 2002](#) created a legal framework for New Zealand to ratify the Kyoto Protocol and to meet obligations under the United Nations Framework Convention on Climate Change. It sets out powers for the Minister of Finance to manage New Zealand's holdings of assigned amount units and to trade Kyoto-compliant emission units (carbon credits) on the international market. It establishes a registry to record holdings and to transfer units of emissions. It establishes a national inventory agency to record and report greenhouse gas emissions.

The legislative purposes of the Climate Change Response Act 2002 are;

- To develop and implement clear and stable climate change policies that contribute to the global effort under the Paris Agreement to limit the global average temperature increase to 1.5° Celsius above pre-industrial levels; and to adapt to the effects of climate change;
- To enable New Zealand to meet its obligations under the United Nations Framework Convention on Climate Change and the Kyoto Protocol;
- To provide for the New Zealand Emissions Trading Scheme for greenhouse gases that reduces net emissions below business-as-usual levels.

The Climate Change Response (Emissions Trading) Amendment Act 2008 established the Fifth Labour Government of New Zealand's version of the New Zealand Emissions Trading Scheme in September 2008.[4]

Part 4 of the Climate Change Response Act sets out the New Zealand Emissions Trading Scheme. On 8 May 2019, the Government introduced the Climate Change Response (Zero Carbon) Amendment Bill to Parliament. The Climate Change Response (Zero Carbon) Amendment Bill received royal assent on 13 November 2019. In regards to waste management, the Climate Change Response Act 2002 indicates in Article 10 that “all parties shall: (b) formulate, implement, publish and regularly update national and, where appropriate regional programmes containing measures to mitigate climate change and measures to facilitate adequate adaptation to climate change: (i) such programmes would concern the energy, transport and industry sectors as well as agriculture, forestry and waste management.”

Implementing an effective programme like a Resource Recovery Centre in Tairāwhiti would create an opportunity to mitigate climate change on a regional level.

The effect of climate change needs to be considered at the next steps for developing a RRC/network for Tairāwhiti. Factors to consider would include design, maintenance of existing and new infrastructure and assets for the RRC (eg roading, buildings, equipment etc). The local effects of climate change have been demonstrated in recent years, in particular with severe flood events having an especially significant impact up the coast.

### 3.1.4 RESOURCE MANAGEMENT ACT 1991

The [Resource Management Act 1991 \(RMA\)](#) promotes the sustainable management of natural and physical resources such as land, air, and water. New Zealand's Ministry for the Environment describes the RMA as New Zealand's principal legislation for environmental management.

The RMA and the decisions made under it by district councils, regional councils, and in courts affect both individuals and businesses in large numbers, and often in very tangible ways. The RMA has variously been attacked for being ineffective in managing adverse environmental effects, or overly time-consuming and expensive and concerned with bureaucratic restrictions on legitimate economic activities.

In February 2021, the Government confirmed that the RMA is to be replaced by three separate acts. These will be the Natural and Built Environments Act (NBA), the Strategic Planning Act (SPA), and the Climate Change Adaptation Act (CAA). These new laws are to be drafted and implemented within the current term of Government.

#### **3.1.4.1 GDC REGIONAL POLICY STATEMENT**

A [Regional Policy Statement](#)<sup>9</sup> (RPS) is a requirement for councils under the Resource Management Act 1991. Essentially, it outlines the resource management issues for the region and sets the strategic direction on how to manage these issues under the RMA.

Waste management is identified in the Tairāwhiti Regional Policy Statement as a significant resource management issue for our region.

Section B5.2 (Waste Management and Hazardous Substances) notes:

*“The community wish to see more efficient use of resources, reduction in the cost of handling waste and the need for disposal sites, minimal contamination of the district’s natural resources from the disposal of waste and culturally inoffensive methods of waste disposal to be adopted.”*

An opportunity for GDC exists to improve on the extent and definition of the GDC Waste Bylaws to better align with the final RRC strategy and developing central government direction.

### **3.1.5 LITTER ACT 1979**

The [Litter Act 1979](#)<sup>10</sup> was established to make better provision for the abatement and control of litter. The Act is a basic mechanism for local government to prevent littering.

The functions of the Act include:

- Establishing enforcement officers and litter wardens who may issue fines and abatement notices for litter offences;
- Allowing territorial authorities to force the removal of litter;
- Allowing public authorities to make by-laws pursuant to the provisions of the Act.

This Act is administered by the Ministry for the Environment.

Many of the new policies around Transforming Recycling as well as updated WMMPs take into consideration the minimisation of litter.

The role of clearing litter from waterways, which often falls outside the scope and capabilities of councils which have limited resources, is taken on by Environment Hubs of

<sup>9</sup> <https://www.gdc.govt.nz/council/Tairāwhiti-plan/Tairāwhiti-plan-review/the-regional-policy-statement>

<sup>10</sup> <https://www.legislation.govt.nz/act/public/1979/0041/latest/DLM33082.html>

Aotearoa (EHA, e.g., Environment Network Manawatū) and organisations such as Sustainable Coastlines.

Having an effective and holistic RRC with strategies around community engagement and collaboration through environmental hubs and local businesses would have a significant impact on litter abatement and control. This substantiates the need to have education and community engagement as a cornerstone for an RRC.

## 3.2 REGIONAL CONTEXT

### 3.2.1 GDC WASTE MANAGEMENT & MINIMISATION PLAN

The [GDC Waste Management & Minimisation Plan 2018-2024](#)<sup>11</sup> (Appendix 2) was prepared by GDC to give effect to the WMA. The first WMMP was adopted in 2012. The 2018 WMMP sets the strategic direction for waste management within Tairāwhiti.



Figure 3-3: GDC Waste Management and Minimisation Plan 2018 -2024 – Page 4 Vision, Goals and Objectives

The WMMP identifies actions that will be carried forward into the Long Term and Annual Plans to ensure the resourcing is available to deliver the plan's goals and objectives. The RRC is identified within the action plans. In particular, it is recommended to investigate and, if feasible, develop a resource recovery network – including facilities for construction and demolition of waste, E-waste, food and/or other organic waste which create employment opportunities.

<sup>11</sup> [https://gdc-web.squiz.cloud/\\_data/assets/pdf\\_file/0016/6055/2018-2024-gdc-wmmp.pdf](https://gdc-web.squiz.cloud/_data/assets/pdf_file/0016/6055/2018-2024-gdc-wmmp.pdf)

The WMMP also includes specific targets that a RRC will contribute towards:

1. A 20% reduction in the total waste sent to Class 1 landfills by 2024;
2. A 40% decrease in organic waste by 2024 (kerbside collections);
3. A 20% increase in recycling by 2024.

The focus of the plan is on the avoidance, reduction, and minimisation of waste. The goal is to make the most of waste resources, foster innovation and maximise opportunities that can be created from resource recovery.

### 3.2.2 GDC WASTE ASSESSMENT – AUGUST 2017

A waste assessment was completed by GDC in 2017 in accordance with the requirements of the WMA and in preparation of the above WWMP. In terms of Future Demand and Gap Analysis, the following opportunity in relation to Community Recovery Centres had been identified:

*“With the pending closure of Waiapu Landfill, an opportunity exists to review the current level of waste disposal service it provides to the surrounding rural townships and to shift its focus towards the greater opportunities that recovery (rather than disposal) may return. This includes with the possible positive social benefits of a community recovery/recycling centre.*

*By 2020 half of the global workforce will be Generation Y or Millennials. That means fifty per cent of workers will be 36 or younger. Reducing waste to landfill by re-using, re-purposing, and recycling quality materials has the possibility to contribute to the creation of jobs, youth training opportunities and a number of other positive community benefits.*

*This revised model would assist GDC to build capacity as described in the Tairāwhiti Economic Action Plan (February 2017) and would also be eligible for Government Waste Levy funding.”<sup>12</sup>*

The assessment also provided a picture of the current waste and resource recovery situation in 2017:

<sup>12</sup> Page 23 of the 2017 waste assessment report, [https://gdc-web.squiz.cloud/\\_data/assets/pdf\\_file/0027/7299/2017-waste-assessment.pdf](https://gdc-web.squiz.cloud/_data/assets/pdf_file/0027/7299/2017-waste-assessment.pdf)

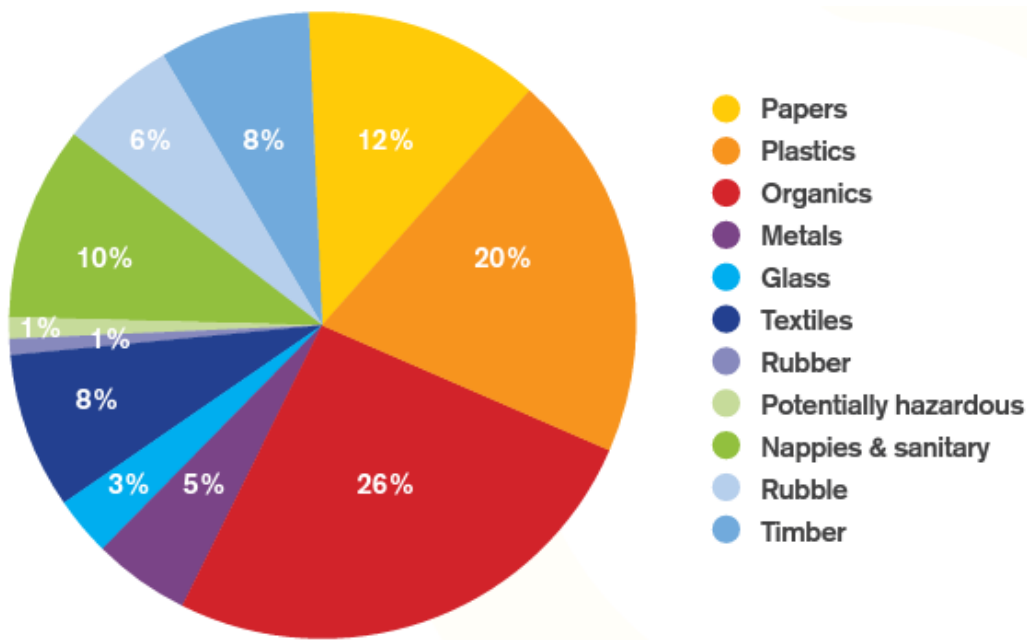


Figure 4: Primary composition of overall waste from Gisborne RRTS - SWAP 2017

The figure above shows the relative proportions of waste types. The key waste streams by weight in the Gisborne District are organic material, plastics, paper, and sanitary products.

While the overall waste to landfill tonnes per capita in Gisborne is one of the lowest in the country, the data suggests there are opportunities for additional recovery and recycling of materials.

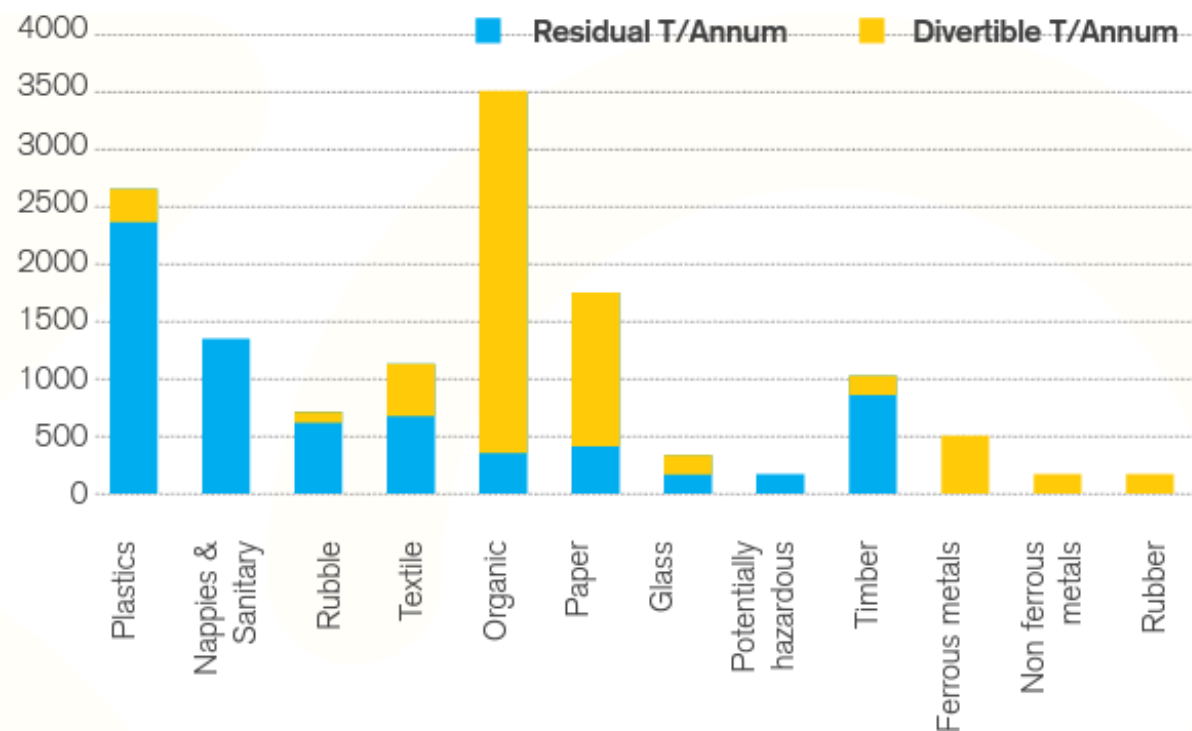


Figure 5 Primary composition of overall waste from Gisborne RRT

Plastic, metal, and glass recovery is at a reasonable level. So is paper/cardboard, but with the possibility to further increase their capture. Organic waste is under-estimated, but there is a significant amount of material that could be targeted. Other materials present in the waste stream require careful management and present challenges or opportunities for recovery:

- Hazardous waste (chemicals, e-waste, used oil, asbestos);
- Difficult or special waste (tyres, bulk waste, dead animals);
- General waste (household and commercial waste);
- Rural waste:
  - Agricultural plastics (wrap and chemical containers);
  - Unwanted chemicals;
  - Treated timber;
  - Machinery (including maintenance related waste like used oil);
  - Bird netting, wire, and organic based products from processing;
- Commercial/Processing site waste:
  - Waste treatment residuals (for example sludge);
  - Packaging (pallet wrap, broken pallets);
  - Containers (cleaners, ingredients, maintenance products).

### **3.2.2.1 TRENDS IN WASTE TYPE**

The most recent waste analysis was in 2017 (pre-covid), which may not be an accurate representation of the regions current waste situation. GDC is due for a waste audit next year to have accurate data for the 2024 WMMP. The data from three previous waste assessments (2004, 2010 and 2017) can be used to extrapolate the expected amounts of each waste type, assuming post-covid consumer trends have insignificant impact.

Comparison of Gisborne District overall waste composition – 2004, 2010, and 2017	May 2004	November 2010	March 2017
Paper	9.8%	10.6%	12.6%
Plastics	12.3%	15.0%	19.9%
<i>Kitchen waste</i>	21.6%	21.9%	20.9%
<i>Greenwaste &amp; other organics</i>	16.6%	9.2%	5.2%
Organics - subtotal	38.2%	31.1%	26.1%
Ferrous metals	5.4%	3.9%	3.8%
Non-ferrous metals	1.9%	0.7%	1.1%
Glass	2.3%	3.5%	2.7%
Textiles	4.2%	6.4%	8.2%
Sanitary paper	9.7%	8.1%	10.1%
Rubble	4.6%	8.4%	5.7%
Timber	9.3%	10.7%	7.6%
Rubber	1.0%	0.6%	1.1%
Potentially hazardous	1.3%	0.8%	1.2%
<b>TOTAL</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>
Tonnes per annum to landfill	14,444 T/annum	12,776 T/annum	13,409 T/annum

**Table 3:** Comparison of waste per capita by Council (SWAP2017 Waste Not Consulting Ltd)

Figure 6 Comparison of waste per capita by Council (SWAP 2017 Waste Not Consulting Ltd)  
source: 3R, GDC waste assessment 2017

The data was compared for each waste type over three sample years. Waste types with a R-value over 0.6 are shown in Figure 7 below, which show the most likely to change significantly in the next SWAP audit. The waste streams that appear to be increasing are plastics, paper and textiles. Paper and plastics all have existing options for recycling, though some plastics are more difficult to process than others. Textiles currently have limited options for recycling due to low consistency, but there are emerging technologies being developed by companies across New Zealand to recycle them, such as UsedFully. Green waste and other organics appear to have decreased significantly, which is likely attributed to increased composting facilities and public awareness around compost and vermiculture. However, kitchen waste is decreasing at a much lower rate, suggesting a need for kerbside food waste collection or increased education and advocacy in this space. Ferrous metals and timber also show a decrease, possibly due to increased recycling services available. As shown in Figure 8, there appears to be significant variation in rubble and sanitary/nappies which may be due to variations in sampled demographics or methodology, but additional data points are required to understand these trends further.



The remaining waste types (non-ferrous metals, glass, rubber and potentially hazardous) showed stable trends, so are likely to be consistent assuming consumer trends are stable.

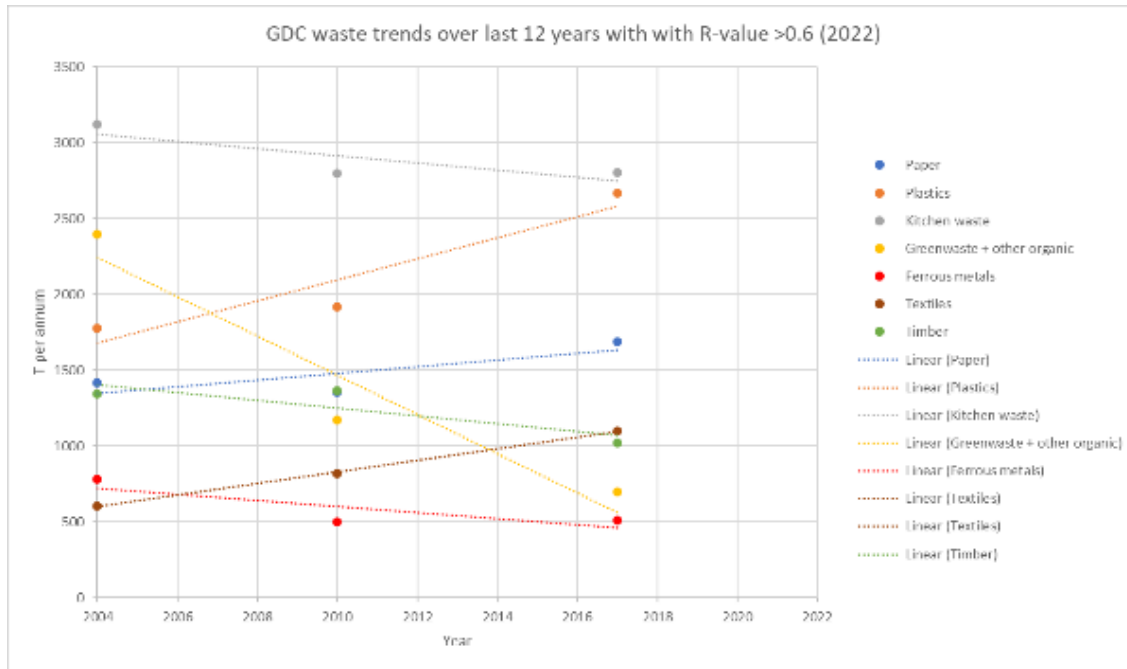


Figure 7 GDC waste trends from 2004 to 2014 with high correlation

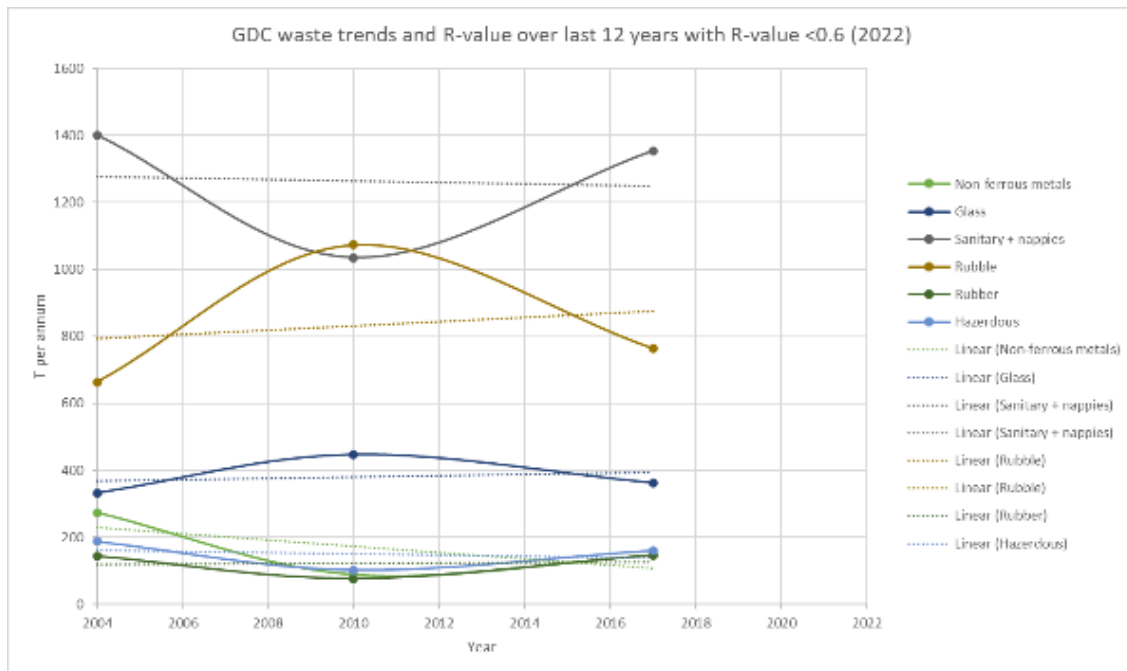


Figure 8 GDC waste trends from 2004 to 2014 with low correlation

### 3.2.3 GDC WASTE VOLUMES

Waste Management NZ Ltd (WMNZ) runs Gisborne’s Resource Recovery Transfer Station (RRTS). As part of the contract with WMNZ, GDC receives monthly updates on the waste collected in the RRTS in town as well as in the Transfer Stations (TS) in the rural areas. This forms valuable information for tracking both the source and the destination of waste within the region.

#### 3.2.3.1 WASTE MANAGEMENT NZ LTD

WMNZ handles more than 20,000 t of waste every year from its site in Innes Street. This includes public collection and centre drop-in, commercial waste, and a series of GDC wastes as per the figure below.

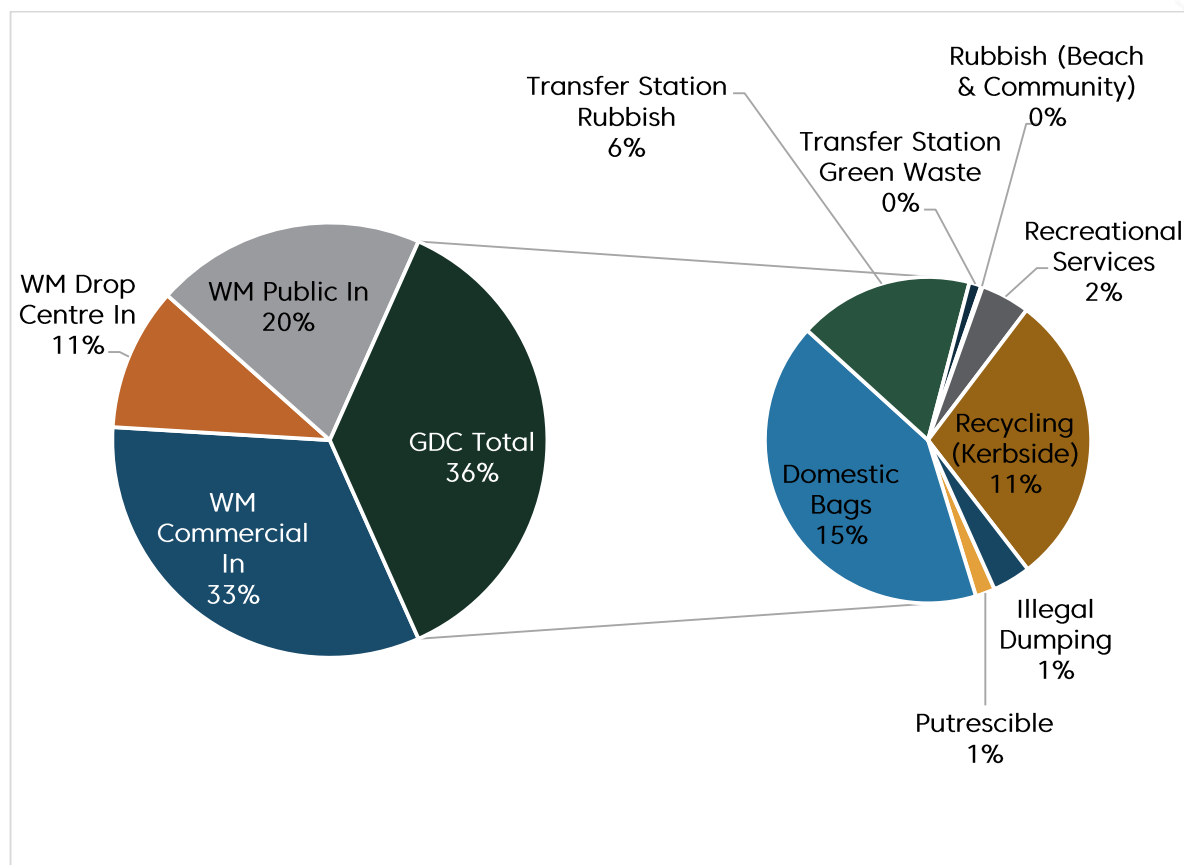


Figure 6 Waste as Received by Waste Management - Dec 2021

In the past five years, the annual volume of waste sent out of town has increased by about 10% in comparison to the initial volume assessed in 2016-17. Unfortunately, this trend is not consistent with the proposed targets for 2024 (-20% total waste sent to Class 1 landfill, +20% recycling, -40% organic waste in kerbside collection), but it is going in the opposite direction.

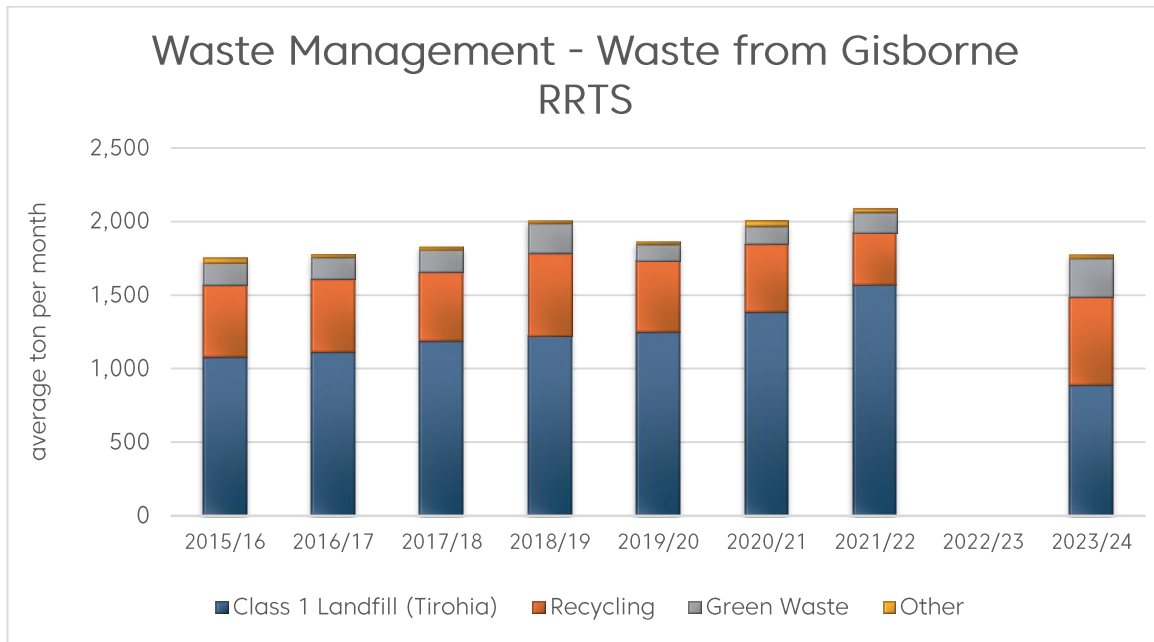


Figure 7 Monthly Waste Disposal - Waste Management Gisborne RRTS

**3.2.3.2 TRANSFER STATIONS**

In addition to the one in Gisborne, there are another nine Transfer Stations in Tairāwhiti. The biggest is in Te Karaka (200 ton per month), the smallest in Te Puia Springs (40 ton per month). Recycling rate varies from 15% in Te Puia Springs to 50% in Waiapu. Data on green waste separation is only available for Te Karaka, Tolaga, Whatatutu and Matawai.

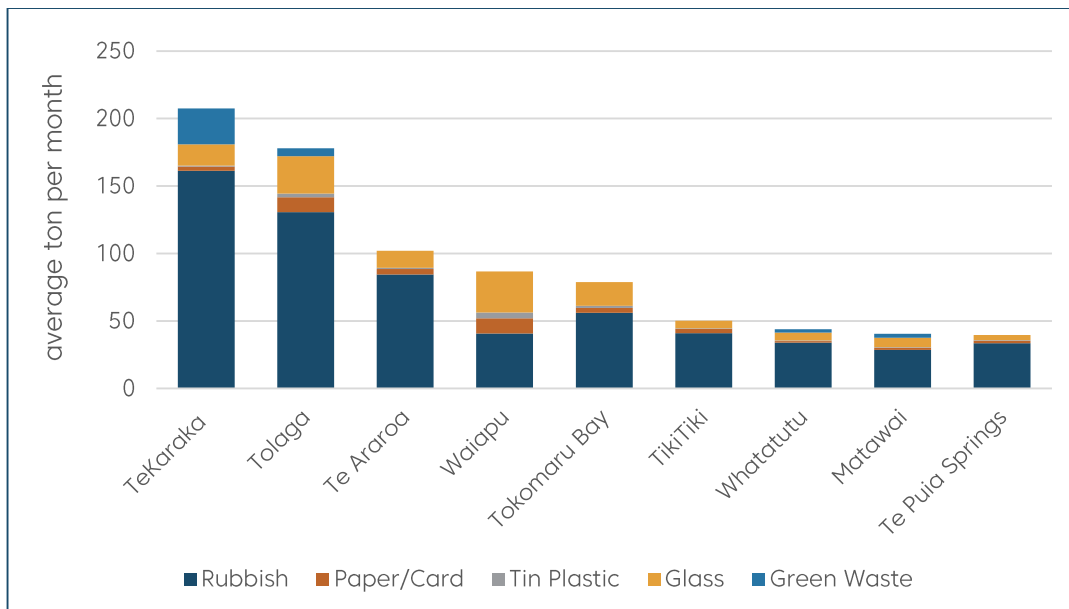


Figure 8 Transfer Stations Waste Composition - Average Jan/Mar 2022

### 3.2.4 A NEW GISBORNE LANDFILL

While this is not within the scope of this investigation, there has been considerable interest from the community on this. Gisborne hasn't had a local landfill since 2002, since the closure of Paokahu landfill. For the past 20 years the majority of solid waste from the region has been sent to Tirohia landfill, in the Hauraki District, 364 km from Gisborne. Tirohia landfill is expected to be full within the next five years. Waste Management NZ Ltd applied for a resource consent to extend the area of operations, but it was declined in October 2021. An alternative solution is needed for the disposal of non-recoverable waste.

Rock Products owns and operates a quarry at Patutahi, 646 Tiniroto Road. They have been preparing a resource consent application to continue quarrying beyond 2022/2027 when the existing consents expire. They have been looking at long-term rehabilitation options for the site, including turning it into a landfill. The site has been dug for more than 100 years and now has two big holes that have a good potential to be filled with waste. There are some environmental factors to be taken into consideration, like the presence of two streams, even though not in the proximity of the potential site. Access is through a winding gravel road that already receives traffic of 70 trucks and trailers per day. Most of the land around is owned by the same person, apart from a vineyard next to the site and some other marginal land. There are another two quarries in the same area, run by Downer and Fulton Hogan, the latter GDC owned. It is appropriate, we believe, to undertake some preliminary assessment for a potential location for a landfill site in the region.

Extreme care should be taken in selection of the site, considering geomorphology, hydrogeology, topography, soil type, confined/unconfined water tables, ground water quality and cultural impact of iwi/hapu to avoid historic mistakes such as seen at Roy's Hill landfill in Heretaunga Plains, or Fox River Landfill<sup>13</sup>.

### 3.2.5 COUNCIL WASTE INITIATIVES

Gisborne District Council has a strong commitment to reducing waste in the rohe. The Council's Solid Waste team have made significant progress with key waste streams not provided for in the current recycling system.

#### 3.2.5.1 TETRAPAK

Tetrapak NZ's Sustainability manager supports the idea of tetrapaks from Tairāwhiti being sent to a Hamilton base to be made into jib. Initial discussions were Tetrapak would cover the transport cost from Hawkes Bay, potentially from Gisborne and also provide the bailer. It is likely the tetrapaks would be bailed here, sent to be combined with Hawkes Bay's tetrapaks and transported to Hamilton.

However, a bailer is required for other waste streams i.e. cardboard so it is likely that GDC would purchase its own. One bail is made up of approximately 15,000 tetrapak containers. Containers need to be cut in half and rinsed well to avoid contamination - lids can stay on

<sup>13</sup> [Heretaunga-Plains-Groundwater-Study-1997.pdf \(hbrc.govt.nz\)](#)  
[Compromised landfills at risk during extreme weather | Office of the Prime Minister's Chief Science Advisor \(pmcsa.ac.nz\)](#)

(unlike lids for other containers such as milk, drink containers and jars). GDC is aiming to have this up and running within six months.

### **3.2.5.2 E-WASTE**

Tech Collect NZ's pilot scheme with Tairāwhiti Environment Centre and GDC has been running since November 2021 (TEC, see 4.5.1). During this time 10 tonnes of e-waste has been diverted from landfill. Tech Collect have been astounded by the amount of e-waste that the region has collected. The pilot scheme has just been extended through to September 2022 and GDC are working to confirm a pallet be set up at Te Puia Springs to provide for residents further up the coast, Tech Collect were supportive of this initiative.

Tech Collect do not accept certain types of waste such as old televisions, there are other collectors who do and whom have expressed interest in doing collections. GDC continues to work on developing these. Noel Leeming Gisborne has been approved as an e-waste collection site in the near future by the Warehouse Group.

### **3.2.5.3 SOFT PLASTICS**

GDC continue work to solve this problematic waste stream. Most other regions have collection points at their Countdown supermarkets, the Warehouse etc at no cost for the consumer. There is no collection point in Tairāwhiti at this time. The only way for residents to recycle their soft plastics currently is by purchasing a \$7.00 pre-paid Soft Plastic Recycle Courier bag from the Warehouse or NZ Post online (free delivery).

### **3.2.5.4 BIKE REPAIR**

Tairāwhiti Adventure Trust are in the process of setting up a bike repair spot, the repaired bikes would then be made available to the public to use at the recently opened, state of the art skate and bike track. They are currently trying to source a container as a base.

### **3.2.5.5 SALVATION ARMY**

The newly appointed manager is keen to reduce waste to landfill, with a focus on making improvements with clothes, e-waste, books and cardboard (upwards of six fadges of clothes are sent daily to landfill). There is space onsite to accommodate this and they are open to guidance. Tech Collect NZ was supportive of the idea to include their e-waste into the scheme.

### **3.2.5.6 AGRECOVERY**

GDC is working with Agrecovery and the independent driver (Te Puke based) who did the most recent collection for Plasbak to improve the service for the East Coast. Progressing towards a model for regular East Coast collections.

### **3.2.5.7 PLASBAK**

Developing a streamlined and user-friendly collection model is essential for getting farmers and horticulturalists on board for both Agrecovery and Plasback collections (see 4.4.5 and 4.4.6). GDC, Plasback and Agrecovery continue to work on this in the background. GDC will be continuing communications with Bay of Plenty and Hawkes Bay regarding collaboration.

### 3.3 NATIONAL RECOVERY CENTRE MODELS

At the commencement of the project, we undertook preliminary background investigations via brief desktop research, emails, and phone calls to WasteMINZ, councils and existing RRCs with similar demographics and regional challenges. We sought any learnings/information that the recipients we contacted were willing to share to support a more efficient assessment of viability for a RRC in Tairāwhiti.

The majority of all contacted individuals and organisations undertook an investigation such as this when commencing exploring a RRC for their own district.

#### 3.3.1 RAGLAN – XTREME ZERO WASTE

[Xtreme Zero Waste](#) (XZW) is contracted by Waikato District Council to operate the Raglan RRC. They are a community enterprise using business as a tool to meet community needs. XZW declined to volunteer information but would be willing to contribute under consultancy (which is outside of project budget). We hope there may be budget and opportunity for contracted, collaborative works with XZW in the stages following the final report of this feasibility study.



Services offered onsite are a reuse shop, retail wood and metal yards, a public recycling bay and a green waste drop off. They process green waste drop-offs and food waste collected in their kerbside collection service. Other services provided include education (e.g., site visits and workshops), consultancy, business collections, event recycling, construction, and demolition waste advisory.

#### 3.3.2 WHANGAREI – RE:SORT CENTRES

Northland Waste operates a number of [Re:Sort Centres](#) (RRCs) across Northland (Kaitaia, Mangawhai/Hakaru, Russel, Silverdale, Waipapa, Warkworth and Whangarei). They also operate a number of other Re:Sort Centres under contract to Whangarei District Council and Far North District Council.



Re:Sort Whangarei is owned and operated by a joint venture company *Northland Regional Landfill Ltd Partnership*, independent and under contract to Council. Re:Sort accepts recycling, waste by bag, trailer, or

truckload. It encourages community to save money by separating waste first, and recycling what they can.

Key points:

- RRC located in an Industrial estate, large and flat site, handy access for the community (offered site Layout Plan);
- Need functional area/size, compaction – is a working site for public and commercial, trucks etc, site has WTP nearby;
- Council is the trading organisation, i.e., no volunteers – is a commercial operation with low community involvement. Very good management, no requirement for subsidy;
- Was innovative for its time and is sustainable/viable. Not a community hub as many newer RRCs are;
- Location of charge gate is key;
- Suggested Tairāwhiti consider partnership to make our RRC financially viable (e.g., private and Iwi);
- Education component subcontracted;
- Second hand shop run as a business and is well supported by community;
- Free drop off for many recyclable items, charges not set by council;
- Monthly Free amnesty days for hazardous waste;
- Green waste charged at lower rate than general waste.

### 3.3.3 WHAKATANE – TRANSFER STATIONS AND CREW

Whakatane has two transfer stations operated by Waste Management NZ Ltd – Whakatane Recycling Park in the urban area and the more remote Murupara Transfer Station. The urban Recycling park location is not ideal due to urban considerations (e.g., concrete crusher would exceed acceptable urban noise levels).

They have a composting facility at a different site in Whakatane, council owned and operated. Contractor works with the RRC, kiwifruit farms/ industry pulp waste and biosolids (1st stage – shred onsite and transports, mixes with pulp etc). This is added to papermill waste. Inert seeds so can compost (avocado is the other horticulture potential).

There is a current joint application (WDC and CREW) with regards to the construction and demolition, waste education campaign, work with builders – potentially collect waste from sites.

In addition, they are investigating options e.g., hot composting unit (concrete trench takes green waste and food, inexpensive to build, as operated in Raglan and Ruapheu) and small composting stations.

Transfer stations<sup>14</sup> accept recyclable and many hazardous items for free (charge for refuse, tyres, green waste, and concrete disposal). Concrete rubble used for road construction where suitable, also offered to public but would be more valuable if could offer crushed.

<sup>14</sup> <https://www.whakatane.govt.nz/services/rubbish-and-recycling/recycling-park-and-transfer-stations>

### 3.3.3.1 CREW (COMMUNITY RESOURCES WHAKATANE)<sup>15</sup>

CRew Whakatane Key Points:

- Self-sufficient non-profit community reuse centre that opened nearly 10 years ago to recover, reuse, and resell waste materials in the Whakatane region – Pou Whakaaro is their parent non-profit organization – supports people with disabilities, mental health issues and or addictions to achieve their goals, gain independence and inclusion within their chosen community;
- Offers community education and engagement programmes;
- Free to drop off reusable items;
- Reliant on community donations, is self-supporting as an organization. All profits go back into retail operations, creating local employment and community waste minimisation education;
- Aims to maximise positive social, environmental, and economic benefits from reuse, repurposing and repair of materials that would otherwise go to landfill. Utilises volunteers and paid FTE to develop CRew into a thriving community enterprise with specific skills (e.g., bike & furniture repairs, electrical safety testing etc);
- Offer workshops promoting reuse, recycle and repair (e.g., composting);
- Strategically located a few hundred metres before the Whakatane transfer station. Community encouraged to stop in at CRew first where team selects items with reusable value. These may be reused, upcycled, resold in CRew's reuse shop or sent off to be recycled (only local e-waste recycling provider in the Easter Bay of Plenty, is a fee);
- The only reuse centre in Eastern Bay of Plenty.



### 3.3.4 WHANGANUI – RESOURCE RECOVERY CENTRE

Whanganui RRC<sup>16</sup> has a mobile Recycling centre, which includes a recycling trailer to hire for events. They have three partners in the RRC: Council 49% (RRC on Crown owned land), Iwi 49%, and Sustainable Whanganui Trust. This is a charitable Trust who suggested to Council to establish a RRC in 2011. They have an Annual Scheme contract with Council, with Council providing Funding and Governance.

Key points:

- Communication and relationships with Client base (purchasers/business and private & community/Iwi). Keep customer base informed and up to date. Iwi part ownership ensures smoother, more efficient operation/management - as Iwi actively involved in decisions/planning and minimises negotiation time, increases efficiency etc;

<sup>15</sup> <https://www.pouwhakaaro.co.nz/crew>

<sup>16</sup> <https://wrrc.co.nz/>



- Education: Operational for 8 + years, good community awareness around what can be reused/repurposed but has taken eight years and is still ongoing (still advising people of system to this day when arrive);
- Balance between sustainability & operational costs;
- Recycle centre and pay as you use rubbish bag drops (i.e., one stop shop - convenient for community). Priced competitively against three other local waste management operators, Competition keeps everyone honest and ensures transparency;
- Green waste is biggest revenue ticket;
- Provide food scrap drop off service; local business of approx. two years 'Easy Earth Whanganui' provide buckets, that are dropped off full to RRC and swap for empty bucket, RRC clip the ticket for the service;
- Event waste/recycling station and gazebo;
- Mobile recycling trailer, free to hire (\$50 bond).



### 3.3.5 NEW PLYMOUTH – THE JUNCTION ZERO WASTE HUB

The Junction<sup>17</sup> is operated by the WISE Charitable Trust in partnership with 'Sustainable Taranaki' and New Plymouth District Council (NPDC). The concept arose in 2016, and opened in March 2020 beside the NPDC transfer station (purchased land RRC occupies next to transfer station). Currently it utilises a temporary tent, permanent building construction is to commence mid-2022. The Junction aims to assist New Plymouth achieve its Zero Waste 2040 vision.

#### Key Points:

- A community hub. Services include educational tours, workshops and events, online resources, reuse shop (stocked with donated items for sale, including upcycled and repurposed);
- Looked to Raglan and Auckland when setting up shared community templates (i.e., community group run);
- Developed bespoke contract with community group to operate, two years to finalise
- Iwi and hapu should have been involved from the beginning, more involved now (e.g., governance, branding development etc);
- Designed in contract steering group/governance. Three partners + other expertise including local hapu;
- Concurrent to community group contract development, activated civil design component, commissioned a detailed preliminary design and an architect. Quote excessive, pivoted to carpark, recycling area design and team building/tent

<sup>17</sup> <https://www.sustainabletaranaki.org.nz/the-junction>

(effective budget and concept testing wise). Long Term Plan (LTP) now approved budget for permanent building;

- Recommended tour of existing RRCs, paid Rick Thorpe of Xtreme Zero Waste for group mentoring at later stages of project;
- Thriving, increasing visitor numbers and sales;
- Brought everyone on journey including Councillors and Senior Management as they contributed to getting budget (road trip & councillors => concept design & community group partners);
- Use waste Levy, grants to support business plan and contract development, establishment grants;
- Community Groups are risk averse, setup and support for success – they are used to operating under Grant model. Takes work and good communication to maintain relationships and maximise different expertise i.e., education & behaviour change (Sustainable Taranaki) versus retail (WISE);
- Learned from other RRCs – pay community groups as a business, don't assume their goodwill, allow funds for that. NPDC provide operational fee (initially \$50k, now ~\$150k –75% for shop, 25% education; it is still not quite enough, has to supplement with other funding grants);
- 4.25 FTE staff - site supervisor, part time sales and marketing assistant, administrator, retail, and drop-off staff. Potential increase to 4.7 FTE this year. Have volunteers mostly involved in breaking down e-waste items. Looking to increase as site develops. Vision of majority of electrical items broken down on site through social platform of volunteers so could largely accept all electrical goods at no charge in an effort to maximise diversion;
- Operating community groups – base payment + performance bonus = incentive (minimise risk of losses due to lack of performance);
- Happy to share concept designs, contract templates etc.



### 3.3.6 SELWYN – THE RECONNECT PROJECT

The [Reconnect Project](https://www.selwyn.govt.nz/services/rubbish,-recycling-And-organics/recovery-park/reconnect-project)<sup>18</sup> in Rolleston (Canterbury) was initiated in a 2017/2018 LTP submission to Council.

Based at the existing Pines Recovery Park, this project aims to reconnect people with the environment and getting people to think differently about waste – including diverting waste from landfill, retail shop, salvage materials yard, education centre, garden hub and providing spaces where waste products and materials can be upcycled or repurposed as opposed to landfilled.

<sup>18</sup> <https://www.selwyn.govt.nz/services/rubbish,-recycling-And-organics/recovery-park/reconnect-project>

Selwyn is significantly different in demographics and geography to Tairāwhiti. However, there is much to be learned from the innovative approach, including enhanced social outcome of developing a community hub and ‘walking the walk’ with the use of innovative, sustainable products in construction. Both are supporting the change in mindset around waste as a valuable resource.

2021 saw the concept go out for public consultation, with a design and suggested services for feedback from the community<sup>19</sup>.



#### Key Points:

- Excellent Community engagement;
- Council already had large, grassed area;
- Extensive research and visits to other centres, cherry picked best ideas and incorporated with own ideas for layout/proposal;
- Took plan to Community (i.e., concept was PROVIDED), very diff community make up though, rural/urban split - only two marae;
- 1-2 years to develop and finalise plan. Had back up plans for use of space/centre if RRC failed – i.e., future proofing;
- Careful consideration of operation (including safety): public access/use in design
- Inhouse landscape architect converted sketch to CAD drawing to take to Tender for construction (considering all factors including prevailing wind directions etc);
- Was more cost effective to do road design & construction etc at same time as Build design/construction. Advantageous to have great and early engagement with build contractors for advice with design issues (is costly if issues arise POST building consent stage) KEY LESSON – get advice around design to avoid issues;
- Enviro friendly products (e.g., Fulton Hogan (FH) Asphalt substituted by recycled Oil barrels) & recycled glass in paths. Needed to really encourage FH to get them to champion and deliver with usual warranties etc. Was largest area of Plastishpalt installed by FH at the time;
- Intend to use increasing waste levy to help fund the cost of transporting people (children and adults) to the education centre, so that distance isn't so much of a barrier;
- Contract owned by Civil Works for Reuse/Transfer Station. No volunteers, FTE under contract;

<sup>19</sup> <https://yoursay.selwyn.govt.nz/reconnect-project-thinking-differently-about-waste>

- Council will be at table when comes to running Reuse shop/retail – want to have input regarding recruitment etc.

### 3.3.7 MANAWATU – ENVIRONMENT NETWORK MANAWATU

Environment Network Manawatu (ENM) is currently investigating a large EnviroHub and has been taking actions towards greater environmental outcomes for waste alongside PNCC. Palmerston North has infrastructure for several aspects of waste management, owned and operated by PNCC and privately but there are gaps in this which ENM is operating in.

There is a vision of a cofounded hub between PNCC, ENM and Zero Waste Action Group (ZWAG – runs out of Massey University) that caters to education, resource recovery, community initiatives and more in a similar aspect to XZW and others.

Current projects run by ENM include Palmerston’s Plastic Pollution Challenge (PPC) and small-scale stewardship programmes. PPC utilises paid staff and volunteers to clear litter out of streams and waterways and is expanding into supporting schools and local businesses to become kaitiaki of the streams. Sustainable Coastlines operates a similar project around Foxton Beach which are provided as a team bonding experience at a charge.

Stewardship programmes include collection of metal bottle lids for KidsKan, collection of certain plastics from local businesses that cannot be recycled through the MRF, and collection of bread tags which all provide small revenue streams through commodity sales to recycler, with proceeds used to support community projects. Sustainability Trust Wellington has started a similar project around the collection of small metal items, to sell as a commodity in bulk where individually as members of the public this would not be feasible. While these activities are not attributed directly to RRCs, they are examples of needs that can be met by a RRC in Tairāwhiti that could provide small revenue streams.

### 3.3.8 MANAWATU DISTRICT COUNCIL (FIELDING)

Manawatu District Council (MDC) RRC was opened in Nov 2021. The project was conceived to meet future needs, so it was built a first stage to primarily manage waste and process recycling. They built a 1,500 m<sup>2</sup> building at a cost of \$3.2M with additional siteworks and civil costing another \$1.2M (including weighbridge and access improvements). The next stage will involve the construction of a 300 m<sup>2</sup> building as a Community Recycling Centre, to focus on sustainability and waste minimisation activities. This has an estimated cost of \$700,000 and includes sustainability features like solar panels, rainwater collection, passive light and ventilation, community garden and beehives. The importance of a masterplan is to allow enough space for future developments, but also to have the civil infrastructure in place to start with.

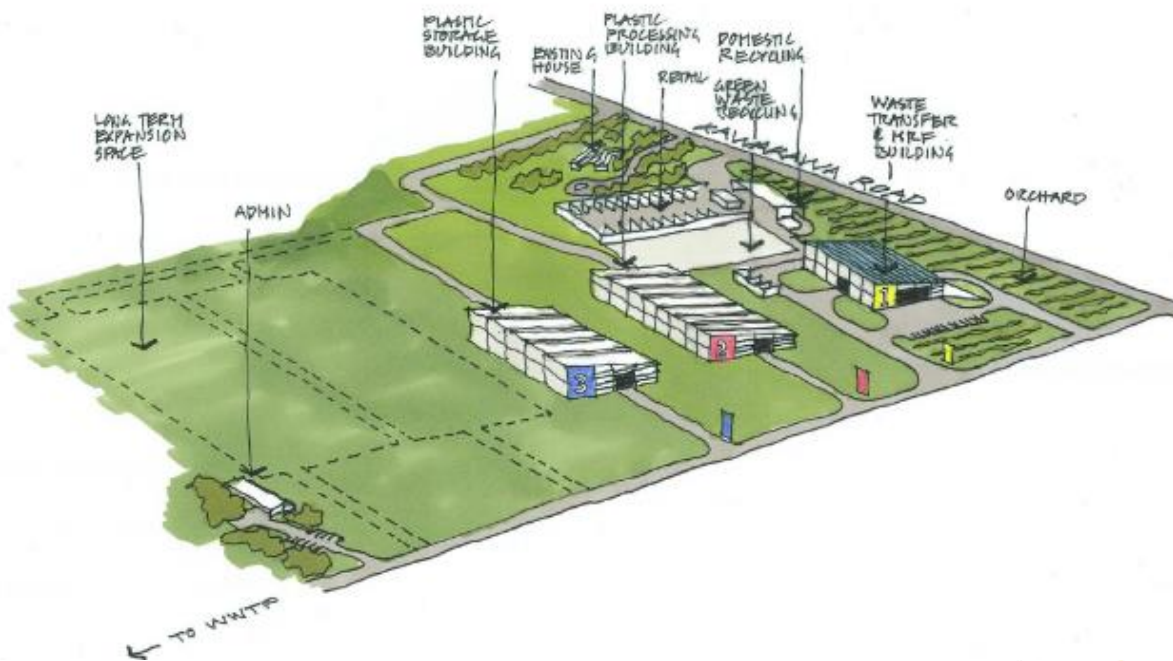


Figure 9 MDC Feilding RRC - Site Masterplan

This is a list of the proposed functions of the RRC site.

#### Commercial facility features

- Weighbridges suitable for high performance vehicles and large truck and trailer units. Available 24/7 to provide weighing facilities to all commercial activities on site;
- Refuse and recycling material kept under cover;
- No public access shared with commercial users;
- Commercial users only;
- Possible future plastic processing, construction and demolition waste, and pyrolysis activities to be allowed for in site design and layout.

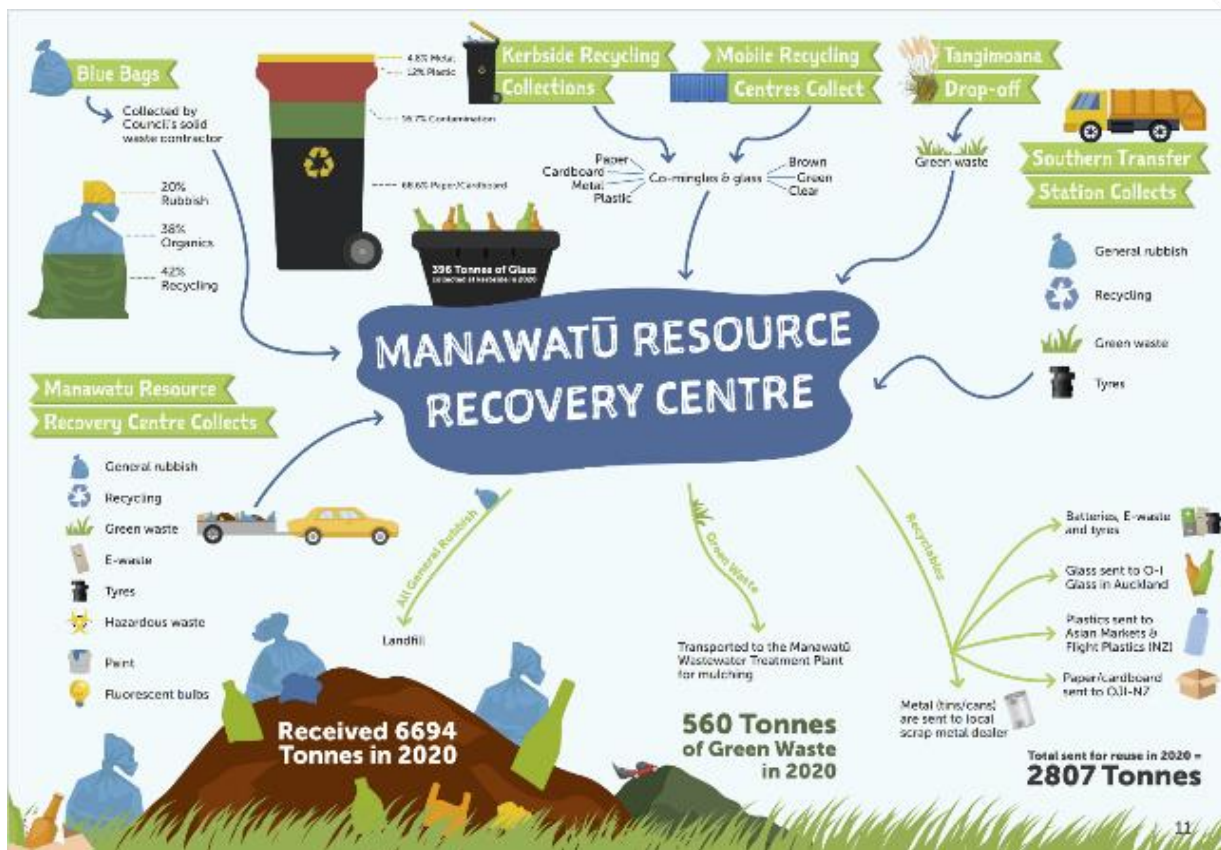
#### Public and community facility opportunities

- Manned kiosk to allow for paid activities (rubbish, paid recyclables and green waste) to be managed;
- Drive through or under cover recycling and waste drop off;
- Green waste drop-off;
- Waste diversion activities (dismantlement, repairs, upcycling, e-waste recovery);
- Education space;
- Shop;
- Innovation hub for plastics processing;
- Rural plastics drop-off (primarily bale wrap) for plastics processing.

Waste assessments in 2022 provided some outcomes, which would be helpful to be aware of when designing a new RRC. These are listed below:

- The largest contribution to waste streams across urban, rural, domestic and farms was organic waste (food and green waste). This has several negative impacts including taking up storage space, releasing methane in landfills and losing a resource that could have been processed into compost or energy.

- There was a high quantity of recyclable materials like plastic and paper in the waste, which in turn took up valuable space in the landfill instead of being recycled
- There is still a significant need to ensure measures are put in place to reduce the six priority waste streams identified by central government: plastic packaging, tyres, electrical and electronic products, agrichemicals and their containers, refrigerants, and farm plastics.
- Only half of the initiatives in the previous WMMP (2016) were actually implemented, as there was a lack of resources and support.
- A significant amount of single use Personal Protective Equipment products went to landfill due to COVID-19. During lockdown periods, a significant amount of recyclables also went to landfill due to Health and Safety protocols.
- Fly tipping is a significant and ongoing issue that needs to be managed.
- Climate change is becoming an increasingly important issue globally and in Central Government Strategy, Policy and Legislation.
- Engagement with the community by Council will help bring further improvements in waste issues through understanding, awareness, and changed behaviours



Source (Statement-of-Proposal.pdf (mdc.govt.nz))

### 3.4 EXPERIENCES FROM OVERSEAS

In New Zealand we discard more than 15 million tons of waste every year. It's estimated that nationally only 28 percent of materials are recycled, and the rest goes to landfill. In the EU, the overall recycling rate - the ratio between total waste generated excluding minerals and the quantities that were managed through recycling - was 48% in 2016. Countries like Germany, Austria and Wales have the highest recycling rates in the world, with over 50 percent of all waste being recycled.

This has been achieved over several years and through the implementation of specific waste minimisation strategies. A key principle of the EU waste policy is to move waste management up the 'waste hierarchy' and to follow the principles of a circular economy; namely, to maintain resource value in the economic cycle to prevent and reduce the negative effects of using primary resources on the environment and society.

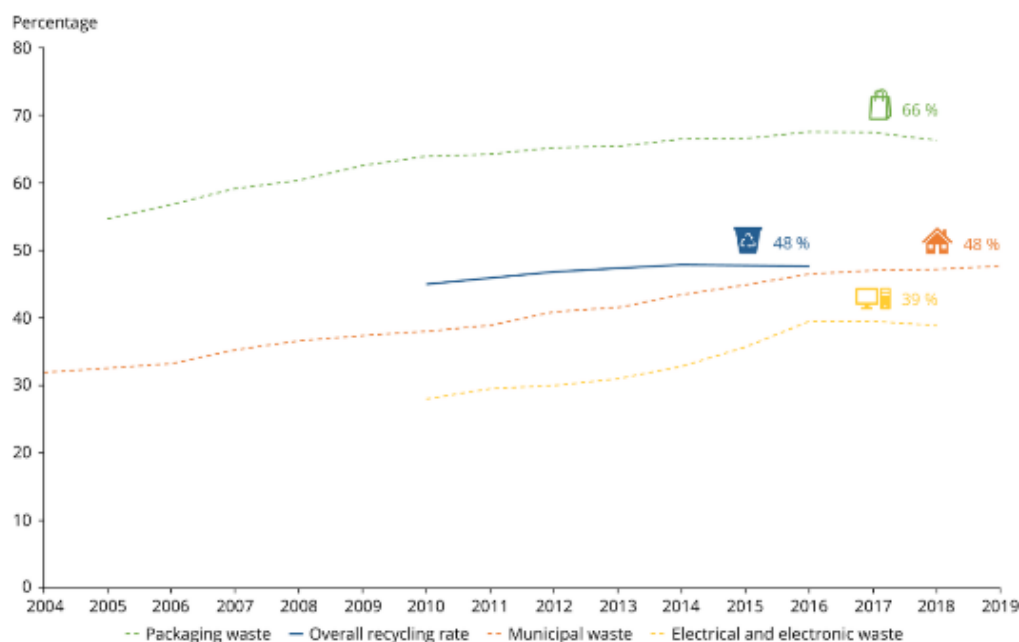


Figure 10 Recycling rates in Europe by waste stream (Source: [eea.europa.eu](http://eea.europa.eu))

#### 3.4.1 THE "SHARED RESPONSIBILITY" MODEL IN ITALY

Italy represents a world excellence model for the recycling of packaging material like bottles, jars, cans, paper bags or pallets. This is the result of a model put in place in 1997 with the creation of CONAI (National Consortium of Packaging). CONAI is a private non-profit organisation with about 760,000 members among producers and users of packaging. These members must pay an annual fee based on the amount of packaging material that they introduce in the market. This money becomes the fund that CONAI manages in activities that aim at prevention, recovery, and recycling of the seven most common packaging materials: steel, aluminum, paper/cardboard, wood, plastic, bioplastic and glass.

CONAI works at preventing the problem, trying to stimulate design of packaging that has a lower environmental impact and is realised to allow maximum recyclability at the end of life. Regarding recycling, the group is very active in engaging with the community and local councils with specific activities. For example, councils that have a higher rate of recycling receive higher funds. With this mechanism, high performing councils are recognised for their efforts and rewarded with higher funds that can be invested in waste related activities, such as Resource Recovery Centres, waste collection services, etc.

Packaging in Italy represents 50% in volume and 35% in weight of the daily waste production. When this system started back in 1998, only 3.3 million tons of packaging was recycled, about 30% of total packaging used. After 25 years, this now stands at more than 9.9 million tons, which represents about 70% of total packaging used.

A Product Stewardship system like this is an invaluable tool to reduce our environmental impact, specifically in relation to waste. A shared responsibilities model is the way to tackle the issue. This means a model where all the parties involved in packaging or waste in general, from producers to retailers, from local councils to communities, have their role to play to solve the problem.

### 3.4.2 WASTE COLLECTION IN ITALY

Waste management in Italy is managed at a municipal level in accordance with national legislation and differs widely from area to area. Typically, rubbish is collected by a waste disposal company contracted to the *comune* (municipal authority). In Italy it is common to differentiate waste at home and separate it in five different streams:

- Aluminium and plastic;
- Paper and cardboard;
- Glass;
- Organic Food;
- General Waste.

Each Household has a separate container for the disposal of each waste stream. They are usually collected on different days of the week or, more frequently, every fortnight. Urban areas have larger bins (200-400L) for buildings, while rural areas rely on small bins.



Figure 11 Waste collection bins in different sizes



Big items like fridges can be disposed of free of charge at a recovery centre or alternatively it is possible to book the collection directly from their home (or the nearest collection point), always free of charge. Particular waste streams like e-waste can be left at electronic shops, expired batteries have their dedicated point of collection, used oil (after frying) is also collected in dedicated containers (see photo below), etc.



Figure 12 Ecologic Island and expired oil collection bin in Ortona

Other collection points are located in certain common areas and, now more often than before, in parks or playgrounds. These collection points, referred to as “ecologic islands” are boxes the size of shipping containers. They are divided into different waste streams. Residents who have issues in disposing of their waste through the conventional channels are entitled to a card that allows for the opening of each slot. By using this service, depending on the amount of material recycled, the user is rewarded by delivery of filtered water that can be collected on the other side of the container.



Figure 13 Ecologic Island in a playground in the city centre

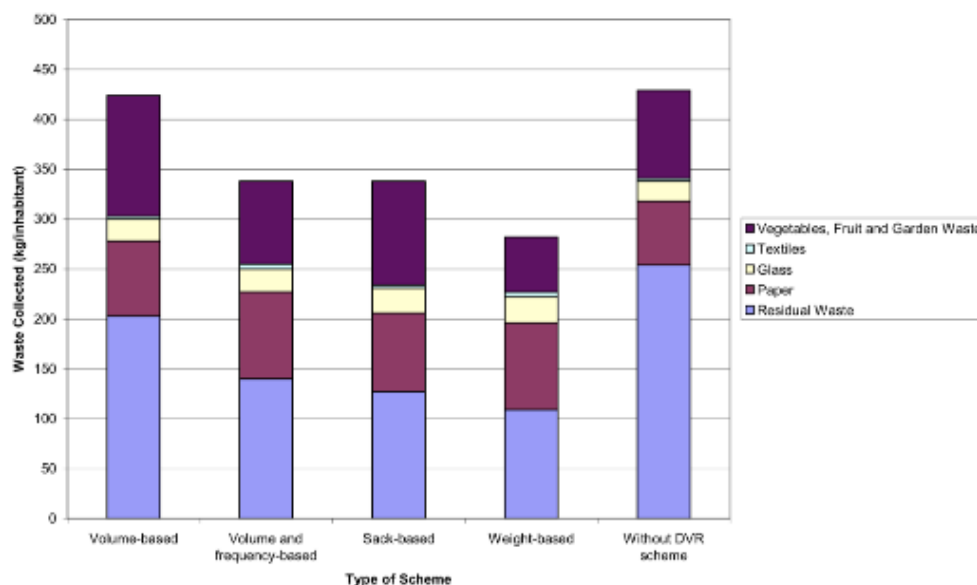
### 3.4.3 PAY-AS-YOU-THROW SCHEMES IN THE BENELUX COUNTRIES

A Pay-As-You-Throw (PAYT) scheme refers to an economic system in which residents of a municipality pay for waste that they send. This mechanism has been widely adopted in the municipalities of Belgium, Netherlands, and Luxembourg (Benelux) since the early 1990s to disincentivise residual waste. This is an application of the ‘polluter pays’ principle. The overall objective of these schemes is to incentivise waste producers to waste less and to be more resourceful in their consumption, in addition to help fund the local waste management services. These schemes get implemented at local or regional level. PAYT schemes can be implemented in a variety of ways. For example, fees can be linked to:

- The size of the containers that hold waste;
- The weight of the waste;
- The frequency with which waste is collected;
- Any combination of these factors, as well as others (IEEP).

PAYT schemes involve residents sorting their waste between residual, recyclable, and biowaste sacks or bins, and there is a different fee for each kind of sack that gets collected. The fees generated in PAYT schemes are used to offset the costs of waste management, although the variable charges generally do not cover the full cost of waste management. For example, in 2006, Dutch residents paid 240 Euros (~\$360) for their waste fees. Waste management providers are quite effective at ensuring residents pay their fees, as their vehicles can identify and reject containers of households that have not been up to date with their waste management bills.

Overall, research has shown that PAYT schemes are effective in reducing the overall amount of household waste, particularly residual waste. Of course, the effectiveness depends on the type of scheme implemented by each town or region. The figure below illustrates the effectiveness of different types of PAYT schemes in the Netherlands in 1999.



Source: AOO (2001)

Note: DVR scheme = differential and variable rates scheme

Figure 14 Quantities of separated waste and residual waste by charge system type, 1999

Weight-based schemes proved to incentivise the least amount of waste, while volume-based schemes generated almost the same amount of waste as areas without a scheme. However, one drawback to weight-based schemes is that they are more costly to implement because waste collection vehicles must have weighing equipment.

One unfortunate impact of PAYT schemes is that they effectively act as regressive taxes that disproportionately affect lower-income households since all residents within a locality pay the same fees. However, some towns such as Leuven, Belgium have attempted to combat this problem by providing low-income households with free sacks, which lowers the amount of fixed fees that poorer households pay. Another drawback of these schemes is the occurrence of illegal waste disposal, although the prevalence of this activity is disputed among researchers.

Ultimately, it can be complicated to decide upon a specific type of PAYT scheme, but research shows that any scheme is better than no scheme. In general, municipalities that adopt PAYT schemes must have the necessary infrastructure for residents to properly sort their waste and for service providers to properly dispose of it. Future reforms to PAYT schemes may involve a reduction in the capacity of residual waste collection and monetary incentives for residents who sort recyclables.

#### 3.4.4 NON-RECYCLABLE PLASTIC WASTE RECOVERY – A FRENCH SOLUTION

In 2014 a team of engineers, managers, and members of ‘Action Against Hunger’ joined forces to develop a solution for plastic pollution. They funded an association called ‘Earthwake’ and realised a first prototype in 2016. Now, after receiving funds from ‘SBM Offshore’ and from the ‘French Facility for Global Environment’, they have installed the first three Units of ‘Chrysalis Production’ in South America, Africa, and France.

The realisation of this equipment is based on the chemical process of Pyrolysis, which is a combustion with the absence of oxygen. Pyrolysis offers an environmentally sound alternative to incineration and inefficient landfilling. The process of Pyrolysis is a well-known thermal decomposition process that utilises organic materials, especially wood, for the production of biochar<sup>20</sup>.

Pyrolysis applied to plastic allows its transformation to its original state: petrol. After years of R&D, the team at Earthwake has developed a first low-tech, self-sufficient, and mobile unit able to transform plastic waste into fuel.

While the commercial development of this technology is at an early stage, it is worth noting that the pyrolysis of plastic waste has a significantly lower carbon footprint compared to incineration and that Pyrolysis enables the recycling of materials unsuitable for conventional recycling.

For more info refer to the website [Earthwake \(only in French\)](#) or Video on [YouTube](#).

<sup>20</sup> ‘The solid material obtained from the thermochemical conversion of biomass in an oxygen-limited environment’.

### 3.4.5 REDUCING THE PLASTIC FOOTPRINT IN AGRICULTURE – A CONCERN IN THE EU

Agriculture only accounts for 5% of European plastic waste, however the use of plastics in agriculture is putting great pressure on farmers, as more evidence of the environmental impacts of plastic residues on soils and water resources is being compiled. 20 organisations joined forces in 2021 and started the MINAGRIS project. It will assess the impact of plastic debris in agricultural soils on biodiversity, plant productivity and ecosystem services and their transport and degradation in the environment. It will provide tools and recommendations for sustainable use of plastic in agriculture at farm and field levels.

Another interesting piece of work had been published in 2021 by the EIP-AGRI Focus Group. Among the various tasks performed in the investigation, some of the outcomes were to:

- Explore opportunities to reduce the use of plastics while maintaining the economic and environmental performance of the farm;
- Identify innovative alternatives to plastic used in agriculture;
- Develop a set of good farm practices to reduce, reuse and recycle the plastic used in agriculture.

## 4 ENGAGEMENT METHODS

Tairāwhiti's population currently stands at 50,243. Of those, 72.7% live in Tūranga nui a Kiwa, Gisborne. Ethnicities are mixed; 58% of the population is European, 53% Māori, 5% Pacifica, 3% Asian and 1% Other. Please note that these figures are approximate, and due to multiple ethnicities, it totals more than 100%.

The Project Engagement and Environmental Leads initiated contact with the region's Key Stakeholders when the project commenced in October 2021, reaching out through formal and informal networks.

Before the project's public launch in February 2022, formal invitations to participate in the survey and workshops were sent to Iwi and representative organisations, including TRONP and TROTAK.

The project was publicly launched 01 February 2022 in partnership with GDC's Communications team (see Appendix 3). This included delivery of content for the Project page on GDC's website, an advertising campaign to raise awareness of the project, video production, promotion, access to the online community survey (see Appendix 4) and attendance at upcoming workshops. This occurred via the GDC Facebook page, Gisborne Herald newspaper, posters, and radio.

In addition, our Project Engagement Lead continued communications and korero with rural networks. Hard copies of the survey (in English and Te reo) were also distributed via networks to less accessible communities outside of Tūranga nui a Kiwa, Gisborne.

### 4.1 SURVEY AND INTERPRETATIONS

#### 4.1.1 PARTICIPATION

As of 8 April 2022, 668 surveys had been completed, with an additional 50 manual entries.

The majority of the surveys were completed in February 2022 with the survey being finally closed the 1<sup>st</sup> week of May 2022.

We acknowledge the challenges Covid-19

(ongoing) and Civil Defence flood emergencies (Nov 2021, March and April 2022) have presented to our rohe, which may have resulted in lower engagement than expected. This was mitigated by keeping the survey open for additional two months, whilst aiming to meet key delivery dates for the project.

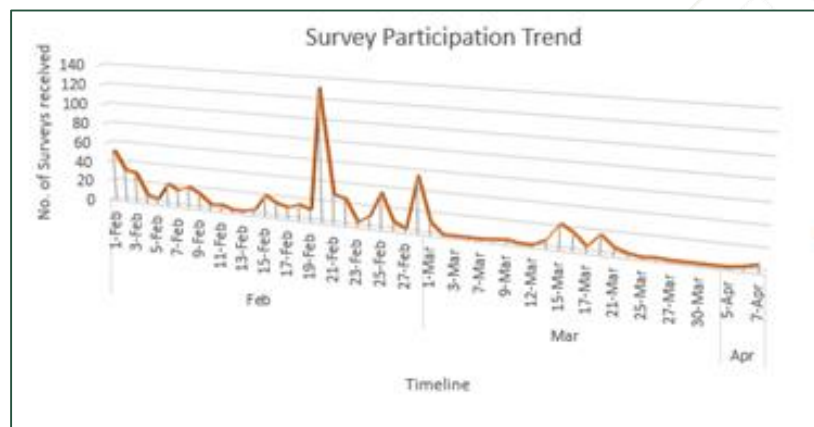


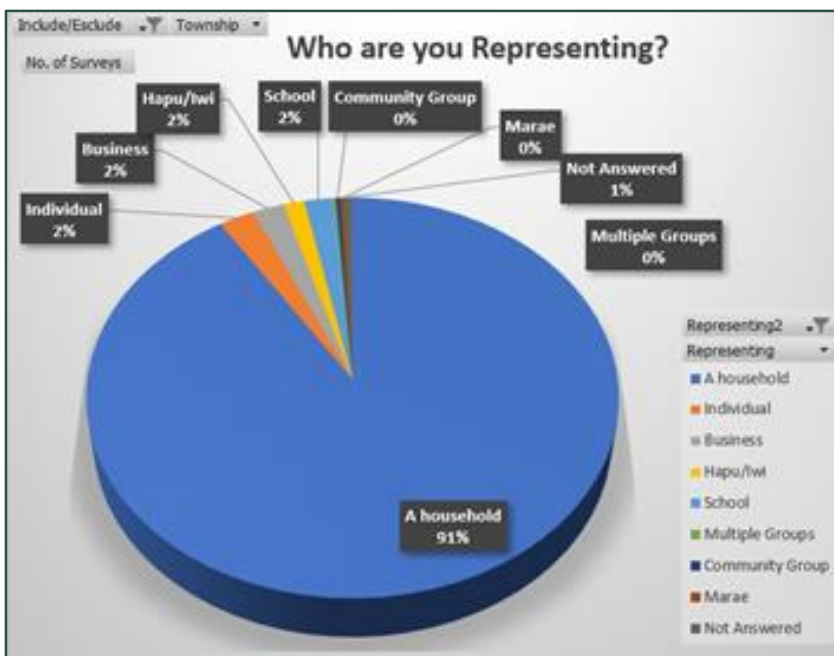
Figure 16: Survey Participation

#### 4.1.2 RESPONDENTS LOCATION OR AREA OF RESIDENCY

The first question of the survey aimed to identify the participants' areas of residency, in order to highlight the levels of interest in a particular area. 77% of participants are based in Tūranganui-a-Kiwa, Gisborne city, followed by Uawa (Tolaga Bay) with 3%, and Tokomaru Bay, Te Karaka, and Manutuke each making up 2% of the total.

This result (particularly that a slightly higher pro-ratio proportion of participants reside in Gisborne City) needs to be contextualised; internet accessibility and difficulties in reaching large groups kanohi ki te kanohi face-to-face due to the COVID-19 pandemic will have impacted on this.

#### 4.1.3 REPRESENTATION



Of the 718 total submissions, 91% represent a household.

Assuming an average household group of three, this corresponds to approx. 1,959 citizens.

There were an additional 17 individual surveys, this makes an estimated total of 1,976 people. Feedback from 15 businesses and eight schools has also been received.

A total of nine Hapu/Iwi, two Marae and two Community Groups

complete the count. Four participants did not answer this question.

Figure 17: Participants Representation

Based on the above it is assumed that overall survey participation represents approximately 2,500 individuals in total, which is equivalent to 5% of the population of the Tairāwhiti region<sup>21</sup>. This provides for a confidence level of 95%, with a margin of error of approximately 2%.

#### 4.1.4 KEY FINDINGS

The results of the surveys conducted strongly support the need for and the community's willingness to support the establishment of multiple Resource Recovery Centres in the Tairāwhiti region.

<sup>21</sup> 50,243 as per the 2021 projection of the Long-Term Plan 2021-31, Volume 1

The research into non-recyclable waste streams and current waste practices across businesses, households, and other groups (see 3.2.4 to 3.2.6 in particular) highlights this and corresponds seamlessly with the scope of a Resource Recovery Centre – dealing with materials that cannot currently be recycled.

The comprehensive survey results are included in Appendix 5.

## 4.1.5 INTERPRETATIONS

### 4.1.5.1 NON-RECYCLABLE WASTE STREAMS

We asked the respondents to list their top three waste items and how much of a standard size rubbish bag it fills each week - after any recycling. We received a variety of answers which have been grouped by material and item category. Overall, of the non-recyclable waste categories making up the most part of a rubbish bag, it can be broken down as follows:

WASTE TYPE	BREAKDOWN
Plastic packaging	36%
General packaging	11%
Organic material including food scraps	13%
General Plastic	8%
Soft plastic packaging	6%
Mixed material containers	5%

Condensing the categories further; Plastic (66%), Organic (19%), and Mixed Rubbish items (8%) are the three main waste categories making most of a rubbish bag, as displayed in the below graph.

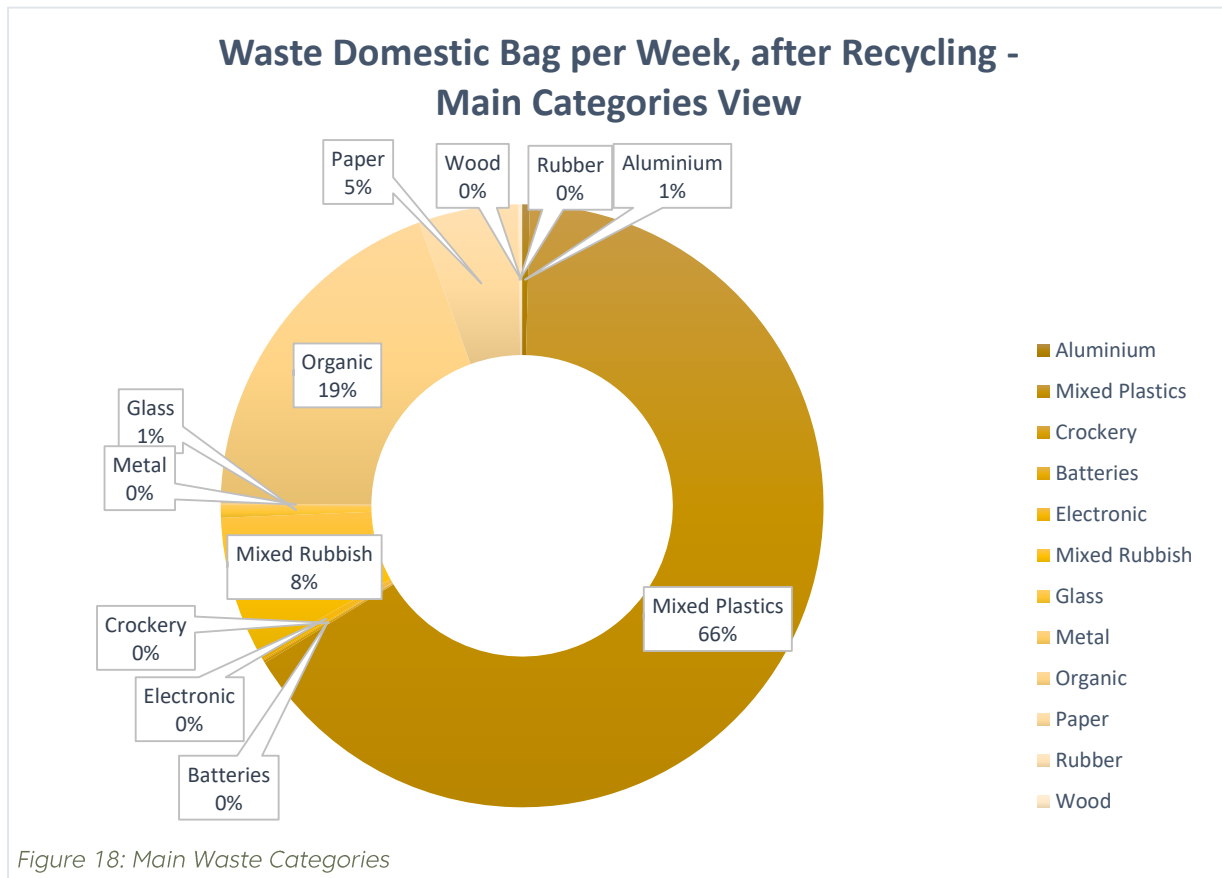


Figure 18: Main Waste Categories

Upon broken down main waste categories into their subcategories reflecting that plastic packaging (including soft and paper) along with general and containers plastics making most of the rubbish bags, as shown in the following graph.

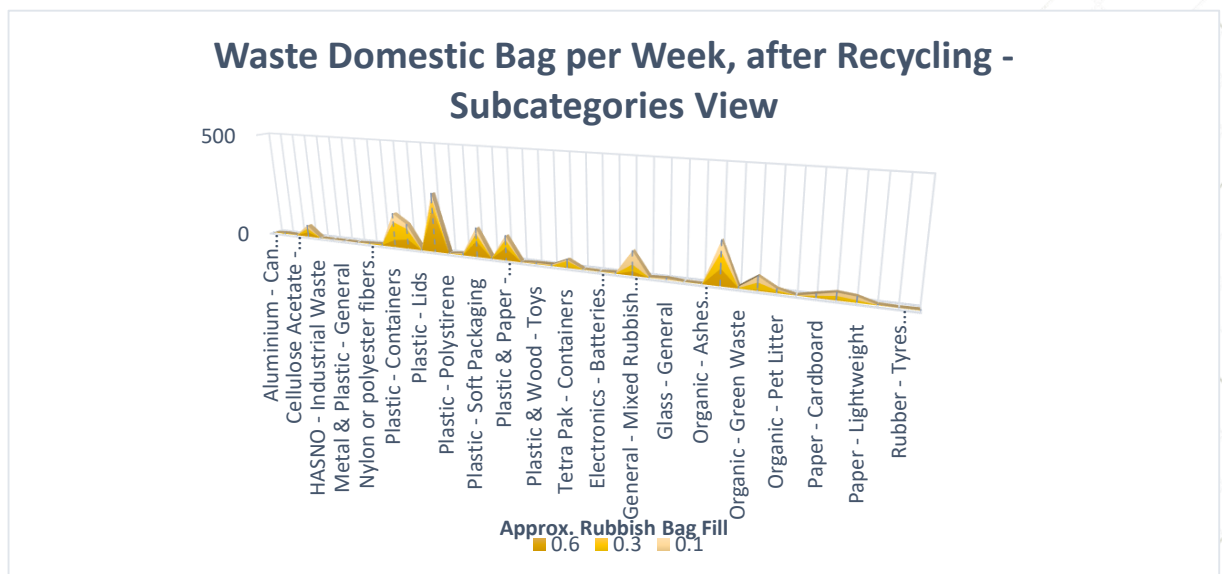


Figure 19: Waste Subcategories

Categorising this waste data into participants location or



area indicating that plastic, organic and mixed rubbish are the main waste items made up the most of rubbish bags for Turanganui-a-Kiwa and surrounding rural areas.

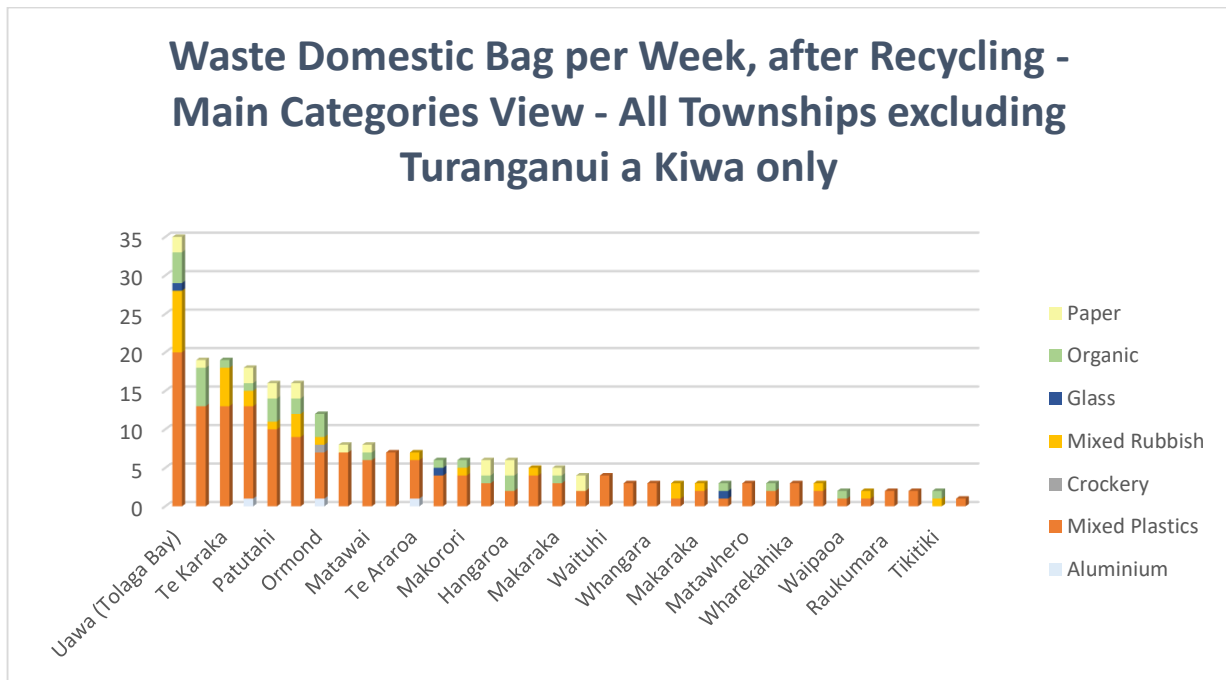


Figure 20: Waste Items for Rural Areas

Overall, this presents an immediate opportunity to recover materials that have the potential to be recycled, which are currently thrown out to waste.

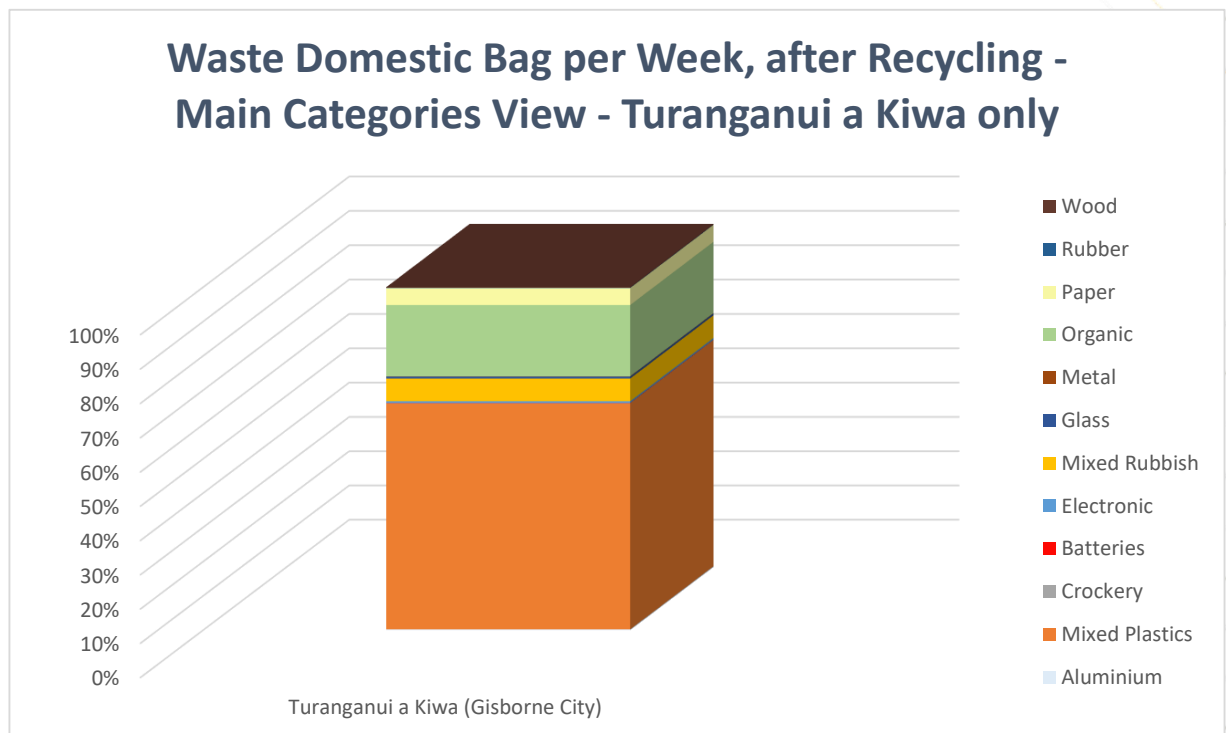


Figure 21: Waste Items for Turanganui a Kiwa (Gisborne City)

Post-consumer waste can be difficult or labour-intensive to separate, especially in mixed material containers and plastics which may not have easily identifiable labelling. These are easiest to separate as far up the chain as possible; i.e. providing special bins for organic materials. There will always be some degree of contaminations, so designing the appropriate processes that can tolerate these contaminations with minimal sorting is essential.

#### **4.1.5.2 NON-RECYCLABLE WASTE STREAMS FOR BUSINESSES**

Of the 15 businesses that provided their say, the largest waste streams were as follows:

<b>WASTE TYPE</b>	
Contaminated soil	Food waste
Plastic packaging	Demolition woody wastes
Paper	Pellets
Whiteware	

Targeting businesses to separate these waste streams onsite is an effective way to reduce the regions waste to landfill, as often the waste streams are consistent and all in one place. If well managed, businesses can separate waste streams with very low levels of contamination. This is of benefit to the business as the cost of recycling is often cheaper than the cost of landfilling. This will be more effective as a region, if infrastructure is in place to process these waste streams in a way that will return some revenue to the businesses. An example of this is whiteware, which could be dismantled at a local facility from scrap metal and e-waste. Pellets can be removed for free by a social enterprise or charity group that could split it into kindling/firewood as a fundraiser. Food waste could be upcycled, composted, anaerobically digested or otherwise converted into a resource. General packaging could be separated into categories to be compacted and sold as a commodity (eg. rolls of plastic PP packaging from deleted products could be sold to recyclers for \$400/T, LDPE pallet wrap could be compacted and sold to recyclers for \$400/T). Establishing local end-of-life options for the significant waste streams in the region is important, so working alongside large waste producers is essential in doing this. This has been illustrated through initiatives such as Sustainable is Attainable in Timaru and Hawkes Bay, which worked alongside local food producers to understand their waste streams and establish local, industry driven solutions.

#### **4.1.5.3 CURRENT WASTE PRACTICES**

On average, 42% of respondents stated that they throw out 1 bag of waste each week, in addition to any recycled materials. 15% of respondents dispose of 2 bags per week, and 2% produce three bags for landfill. And 24% of survey participants produce less than a bag per week.

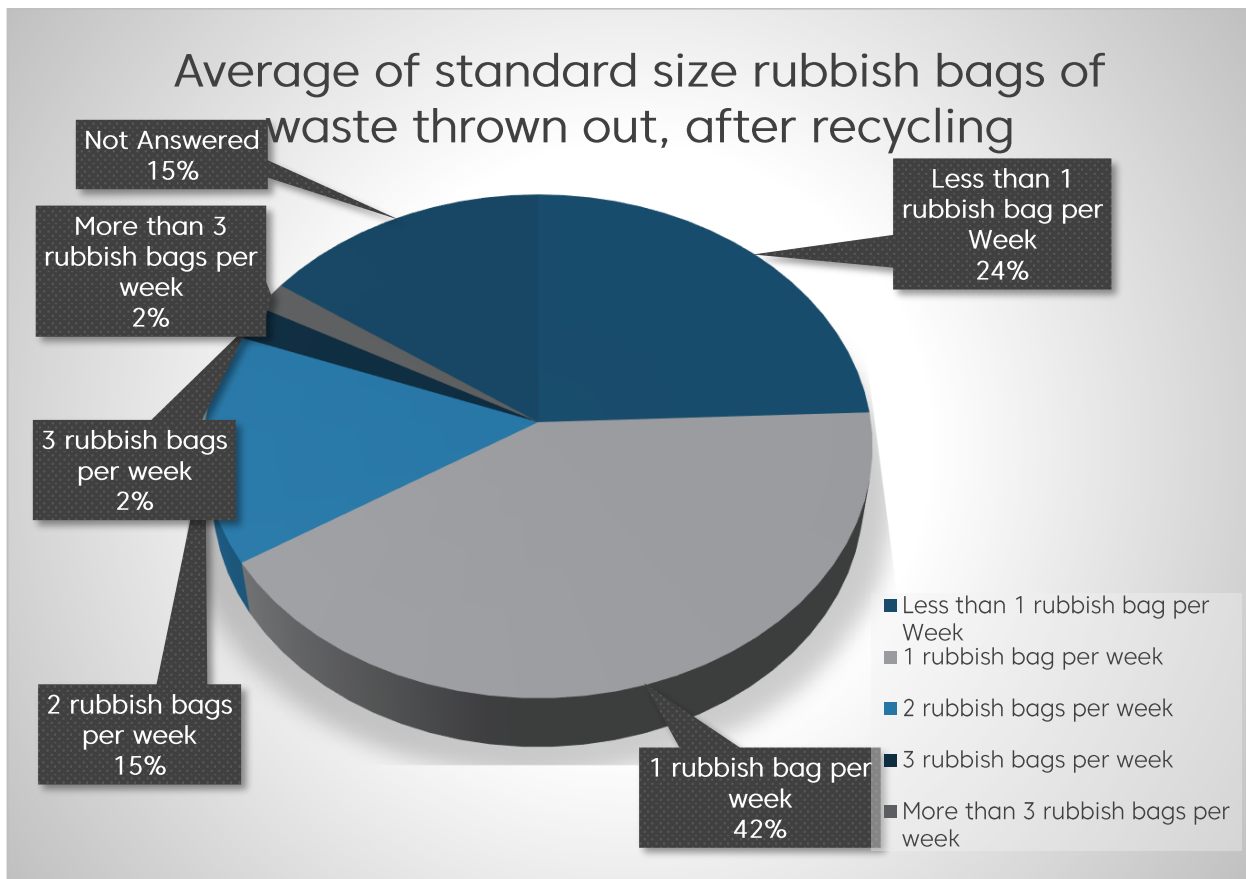


Figure 21: Average rubbish quantities

Broken down into the different areas, 41% of Gisborne City produce 1 rubbish bag per week. Results for the rural areas are Uawa with 32%, Wainui with 50%, Patutahi with 56% and Tikitiki with 60%.

50% of the Wainui Community are producing less than one rubbish bag per week, whereas Uawa, Manutuke, and Matawai produce two rubbish bags per week respectively with 24%, 37% and 40%.

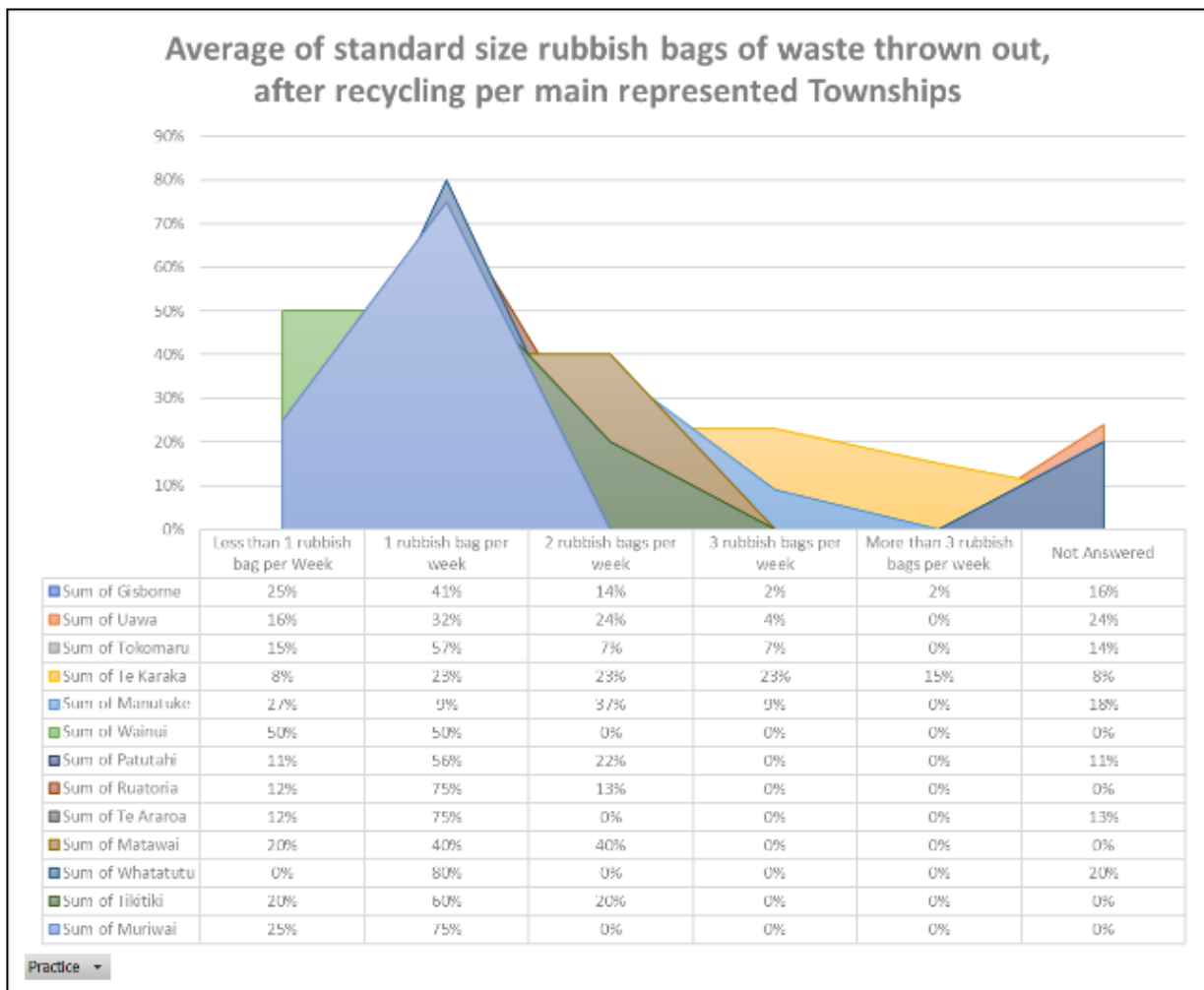


Figure 22: Average Rubbish Bag Sizes

#### 4.1.5.4 TRANSFER STATIONS

43% of all participants in townships stated that in the last year, they took waste to the nearest Transfer Station less than once per month, 15% never did, and only 13% used the Transfer Stations once per month,

This indicates a lower-than-expected frequency of use of the Transfer Stations, which also means that the volumes disposed of at each visit will be four times the weekly volume identified. This lower frequency is a significant discrepancy from the weekly pickup service that occurs in the city zones.

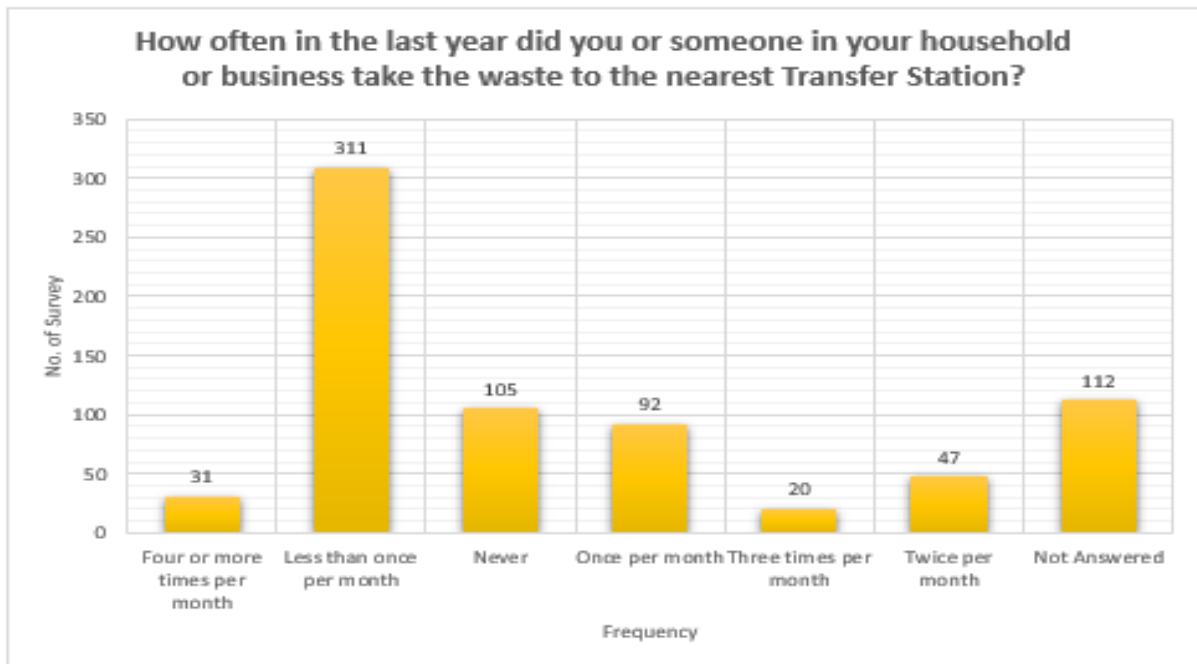
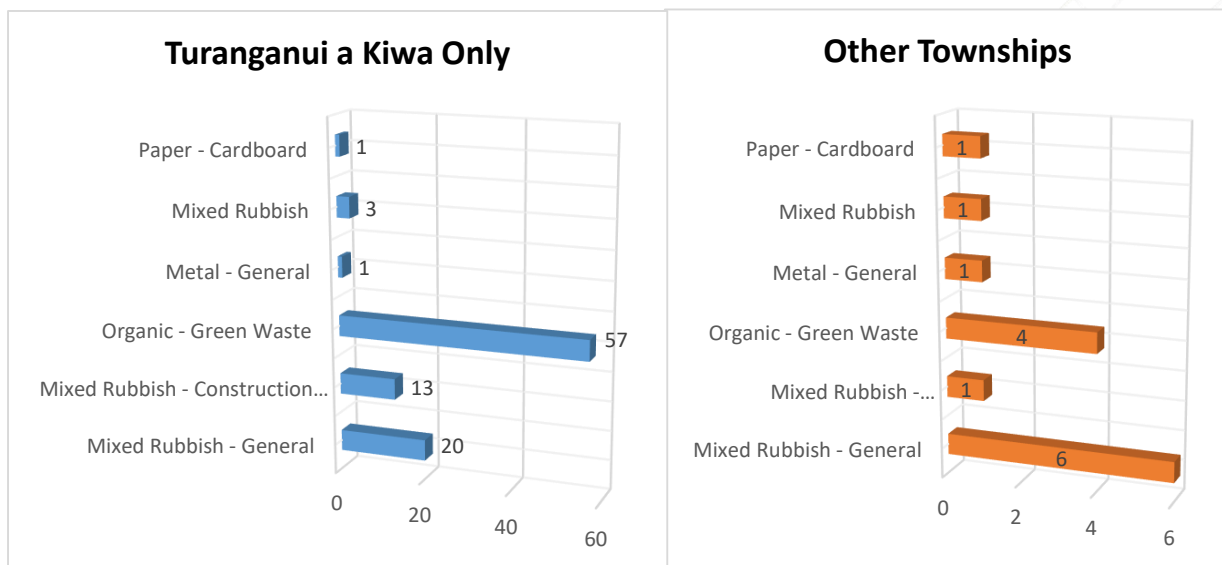


Figure 23: Use of existing Transfer Stations (TS)

**4.1.5.5 USE OF WASTE COMPANIES**

68% of respondents do not pay for a waste company to take away the waste, and 16% did not provide an answer.

From Turanganui-a-Kiwa (Gisborne city), the respondents who are having their waste removed, 60% of respondents did so for green waste, 21% for mixed household items, and 14% represent construction materials. From other townships, respondents removed 43% mixed household items and 29% green waste.



G Figure 25: Use of Waste Companies

#### 4.1.5.6 RECYCLING

75% of the participants stated that they regularly recycle everyday household items e.g., glass, accepted plastic, cardboard, and cans. This data seems to be slightly stronger for Gisborne City compared to the rest of the townships.

When asked about recycling items that are not everyday household items e.g., taking old furniture to the OP shop, oversized industrial cardboard etc., 49% answered 'Yes', 21% 'Sometimes', and 5% responded that they would - If it was easier/cheaper. 7% are not recycling such items, and 18% did not answer.

With regards to throwing out large items that cannot currently be recycled through the kerbside collection, 69% did not answer, 16% stated they would leave those large items on their property, 5% would repurpose the item or avoid buying it in the first instance, 6% said they would burn it, and 2% of the participants would dispose of the item.

With respect to smaller items that cannot currently be recycled (through kerbside collection or transfer stations), 68% stated they would put those in with the general rubbish; 4% would burn them, and 7% leave it on their property.

#### 4.1.5.7 COMPOSTING

55% of participants stated that they do compost food waste. The results are similar across the region (49% if excluding Gisborne City).

27% answered negatively.

69% of participants said that they would be prepared to separate food waste from general rubbish if it could be collected or if there was a disposal option at little or no additional cost.



Figure 26: Regional Composting of Food Waste

#### 4.1.5.8 REPURPOSING

45% of participants who answered 'yes' when asked if they repurposed items said they were finding alternative uses for items that might otherwise be thrown out, e.g., pallets into furniture, cardboards as weed mats, garden art etc.

The 55% that do not repurpose were mostly driven by time, or by not knowing how to.

#### 4.1.5.9 ELECTRONIC WASTE

When asked how far they would travel for electronic waste to be recycled, 36% said they would travel less than 10km, and 29% would travel between 10 to 50km.

### 4.1.6 BARRIERS



Figure 27: Barriers to Disposal

We asked if there are any barriers for participants in disposing of items that cannot currently be recycled through the kerbside collection or Transfer Stations.

29% stated they were uncertain where to go, or what goes into recycling – linked with a lack of facilities, particularly in rural areas. 12% expressed concerns around costs, and 19% about travel time. 30% did not answer.

### 4.1.7 SUPPORT FOR A RESOURCE RECOVERY CENTRE

Finally, we asked if participants would support a Resource Recovery Centre for the Tairāwhiti region, and how far would they be willing to travel to drop items, swap, or shop there. Positive response received from the respondents, where 43% and 30% of total respondents answered yes and willing to travel up to 10 and 50 km respectively, to drop items at Resource Recovery Centre for the Tairāwhiti region.

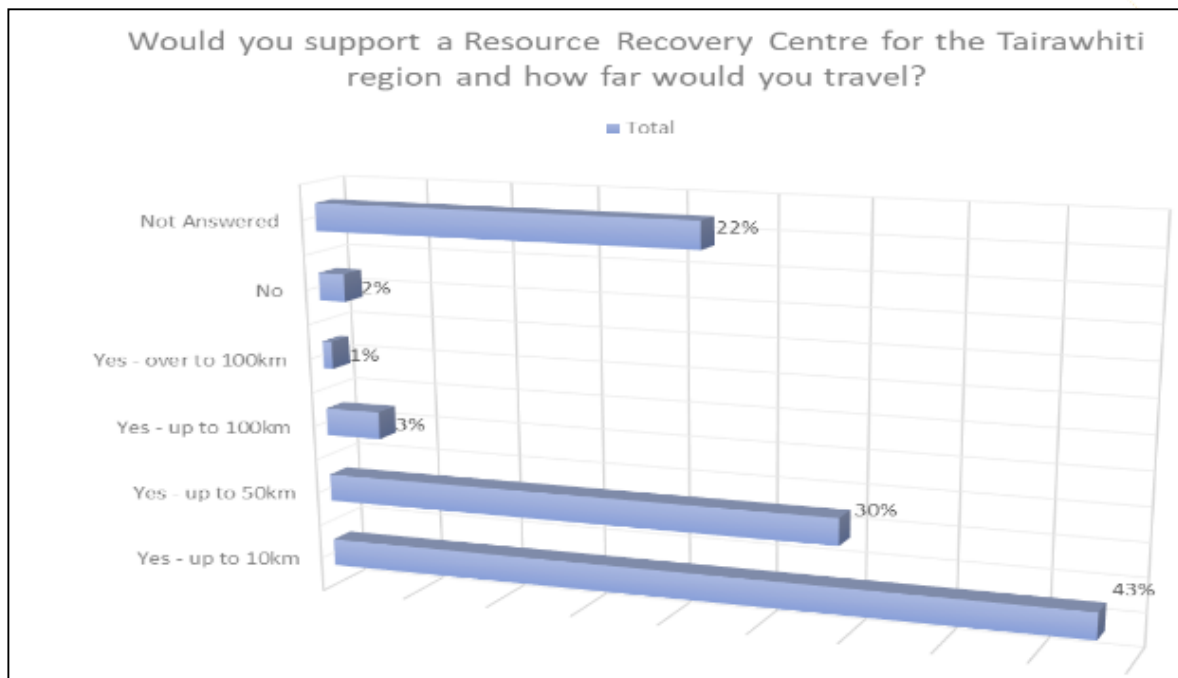


Figure 27: Support for Tairāwhiti RCC

## 4.2 WORKSHOPS AND OUTCOMES

### 4.2.1 KEY FINDINGS

The workshop engagement feedback received focused on key themes, as identified below:

- Not repeating past mistakes, such as setting up sites in areas with environmental hazards (e.g., flooding and erosion);
- Ensuring the sites catered for rural, poorer communities;
- Siting the locations to maximise waste diversion; providing a one-stop-shop for recovery and general waste;
- Educating people; incorporating mātauranga Māori, community groups etc;
- Importance of partnership with tangata whenua
- Consideration of product stewardship schemes.

This feedback was taken from the workshops, with 40 people registered to attend the online workshops through GDC's project page (some additional attendees just 'showed up' without registration). To increase participation in phase two, direct emails with zoom links were sent to stakeholders. This needs to be taken in context with the total number of received online surveys which represents an estimated 718 people. As the themes and ideas presented in both sets of engagement are generally aligned, it is likely that all feedback can be integrated into the project where applicable.

### 4.2.2 WORKSHOP SCHEDULE

The online engagement schedule is listed below:

DATE	TIME
Tues 15th March	1:30 – 3:00pm
Wed 16th March	6:00 – 7:30pm
Thurs 22nd March	10:30 – 12:00pm
Tues 12th April	6:00 – 7:30pm
Wed 13th April	10:30 – 12:00am

#### Round 1 – March 2022:

The initial three online workshops in March 2022 were promoted to the wider community as outlined above and initial contact was made with key stakeholders including Iwi/hapu, representatives of business and agriculture, horticulture, and education sectors.

#### Round 2 – April 2022:

Underrepresented stakeholders were identified from survey data and previous workshops as above (Iwi/hapu, business, agriculture & horticulture sectors + community groups). Two



additional online workshops were then scheduled in April through direct invitation, including representative organisations and individuals.

#### 4.2.3 DETAILED WORKSHOP FEEDBACK

- Education is the key recurring theme. Community champions. Whanau connecting with whanau to connect back to the whenua. Supporting curriculum with better collaboration with education providers;
- Training opportunities;
- 'Kaitiakikitanga', not repeating past mistakes;
- Move waste sites away from rivers e.g., Awatere river, Te Araroa – river changed course and direction once landfill was closed;
- Whole rohe has been treated as a dumpsite. Mana whenua doesn't want revisit of Tūranga nui a Kiwa e.g., Awapuni landfill;
- Mana whenua/cultural concerns need protection, consideration of whanau and how to include Matauranga Māori;
- Engagement with local hapu/iwi important regarding site/s opportunities and potential impacts once sites are identified. Mana whenua need opportunity to conduct cultural monitoring and impact assessments;
- Moving away from RMA to new legislation, how will this affect the project?
- Involve community groups in project, lots of passion and expertise (*targeted in April zooms*);
- Sites – leasing land an option;
- Let's get on with it! Have been talking for too long;
- Need to consider growth of population and industries/businesses;
- Support young people creating waste minimisation businesses;
- Consideration of product stewardship schemes and pilots;
- Need more recent waste data (last Waste Assessment 2017). Waste Minimisation Management Plan (WMMP) due for renewal 2024. Ideal to complete Waste Assessment within next 12 months;
- Circular economy and resilience, bigger picture and product stewardship – communities need to advocate for this, apply pressure to government;
- Attention to product stewardship schemes and pilots;
- Consideration of rural versus urban waste, remember our rural communities and unique challenges (e.g., farm waste, poorer & more remote communities);
- Address Waiapu/Ruatoria problem (Waiapu landfill consent expires 2025);
- Challenge of privately run/owned Resource Recovery Centres shifting focus from the environment to profit (Belgium experience);
- Consider Resource Recovery Centre location for maximum diversion (including close to waste drop-off, i.e., one destination for diversion and disposal of remaining waste ideal);
- Agrecovery keen to increase services to the rohe, interested in collaboration to further the Kaupapa;
- Need satellite centre/s up the coast;
- Repair cafes should be considered;
- Duplication of efforts (*Zoom presentation adapted after first zoom to address queries on site analysis process, Stakeholders and inform about background investigations*).

Project funding application supporters: Identification of GDC's Resource Recovery Centre funding application supporters May 2019 (community groups and Wairoa District Council wrote letters of support). Supporters had also requested at that time to be kept up to date

and to review the draft application prior to submission. Unfortunately, this didn't occur - likely due to staff changes within Council. GDC have subsequently made a commitment to provide the draft Final Report for the supporters' review prior to presentation to Councillors. The supporters were:

- Te Puawaitanga o Ruatorea Trust;
- Te Araroa and Districts Progressive Association (TADPA);
- Toitu Ngati Porou;
- Tairāwhiti Environment Centre (TEC);
- Wairoa District Council;
- Activate Tairāwhiti (now Trust Tairāwhiti).

Contact was made with each of these groups via email, our communication outlined the invitation to preview the Final Report and provide feedback. With Ngati Porou already featuring in the group contacts, it was recommended and agreed by GDC, to include other Iwi in these communications and invitation. This was achieved with emails to TROTAK and the individual Iwi it represents (Rongowhakaata, Ngai Tamanuhiri and Te Aitanga a Mahaki).

Any feedback received by the cutoff date (25 July 2022) has been attached with this report (see Appendix 13).

This collated Feedback from the Funding Supporters and Iwi should be considered at the next stages of developing a RRC for Tairāwhiti post this Feasibility Study. Given the pressures of Covid and frequent flood events on Community Groups and Iwi, more feedback may be received post submission of this Report. Should this occur, this will be forwarded to GDC for consideration with next steps to developing a RRC network for Tairāwhiti.

See Appendix 6 and 7 for GDCs 2019 MfE Waste Minimisation Fund Application and Wairoa District Council letter of support.

#### 4.2.4 COMMUNITY ENGAGEMENT - COVID-19 CHALLENGES

As previously outlined, the project was publicly launched 01 February 2022 in partnership with GDC's Communications team. This included delivery of content for the Project page on GDC's website, an advertising campaign to raise awareness of the project, promotion and access to the online community survey and attendance at upcoming workshops. This occurred via the GDC Facebook page, Gisborne Herald newspaper, posters, and radio. In addition, our project engagement lead continued communications and korero with rural networks.

Hard copies of the survey (English and Te reo) were also distributed via networks to less accessible communities outside of Tūranga nui a Kiwa (city of Gisborne). The survey asked participants to indicate their interest to attend workshops, the stakeholders who did were then added to the stakeholder database.

Delivery of workshops within the community 'kanohi ki te kanohi' (face to face) was the preferred and planned workshop delivery model. However, because the project commencement in October 2021 coincided with high Covid-19 alert levels set for our region<sup>22</sup>, this was not possible given our vulnerable population.

<sup>22</sup> Tairāwhiti shifted to Orange on Wednesday 13 April 11:59pm

Delivery of these workshops had been deferred from the last quarter of 2021 to April 2022 due to the ongoing uncertainty of Covid, to avoid loss of momentum over Christmas and to provide further opportunity for underrepresented stakeholders to engage.

A media release in the Gisborne Herald newspaper 16 March 2022 invited participation in online workshops.

“Last Call” for input emails were sent out in May 2022 to stakeholders including Iwi, community groups, key sector representatives (i.e., Farming, horticultural, business, education), survey and workshop participants.

### 4.3 MANA WHENUA

The Project Engagement Lead utilised formal and informal channels and networks to initiate and maintain communications with mana whenua.

The GDC Engagement and Māori Responsiveness Team (EMRT) attended initial hui with GDC Project and Civil Assist Project representatives. The Project Engagement Lead then liaised directly with the EMRT and GDC’s Communications team, particularly with regards to making the initial contact with Iwi prior to the project’s public launch.

Formal and informal channels and networks were utilised to initiate and maintain communications with mana whenua, marae and hapu, e Runanga o Ngāti Porou (TRONP) and Te Runanga o Turanganui a Kiwa (TROTAK). TROTAK represents the interest of Rongowhakaata, Ngai Tāmanuhiri and Te Aitanga a Mahaki.

Nine Iwi/Hapu and two marae completed the survey. Some marae and Iwi representatives registered for and/or attended online workshops. Para Kore was approached and invited to engage when the project commenced during the last quarter of 2021.

“Ka para te whenua, ka hapa te tangata”

I tākohatia ēnei kupu e tētahi kaiako no Te Puna o Te Whare Āmai o Te Wānanga o Aotearoa. Koinei tāna ara hei whakaaturia ki ngā tamariki me pēwhea tātou e manaaki i a Papatuanuku me te taiao e noho ana tātou ki roto. He kaupapa whakahirahira tēnei ki te kaiako, otirā ki āna tamariki. Hei tūmahi mā ngā tamariki, ka whakapaipai, ka kohi para rātou i a rātou e hīkoi haere ana i ngā papa o te wānanga, i te pāka o Blackpool hoki. Ko ngā akonga o tēnei momo hei whakamōhio atu ki ngā tamariki ehara no Papatuanuku te hē, na ngā tangata kē tēnei mahi nanakia. Nō reira mēna ka kitea koe he para, me whakapaipai, me akiaki hoki i taua tangata na rātou anō i hapa.



He aromatawai tēnei hei whakataua i ngā āhuatanga ā-ahurea o roto o Te Tairāwhiti mō tētahi Pokapū Whakaora Rauemi. E pā ana tēnei āhuatanga ā-ahurea ki ngā tikanga o mana whenua, nga kaingākautanga, me ngā hononga ki ngā rohe katoa o Te Tairāwhiti. Ka aromatawai anō hoki ka pēwehea te pānga o te tono ki ngā uara ahurea kua tautuhia me te whai tikanga hei whakaiti i ngā pānga.

Ahakoia e wha ngā iwi rongonui i roto i Te Tairāwhiti, kua whakaarohia whānui e tēnei aromatawai mō ētahi atu o ngā whakaaro o ngā hapū/iwi kē e whakapapa ana ki a Ngāti Porou, Te Aitanga a Mahaki, Rongowhakaata, Ngai Tāmanuhiri hoki. Ko te take o tēnei ko te whakauru, te whakanui me te whakamana i te hunga e pirangi ana ki te whakarerekē i ngā nekehanga mō o rātou whānau, hapū, iwi me o rātou marae.

This is an assessment to determine the cultural characteristics of the East Coast for a Resource Recovery Center. This cultural aspect applies to the values of mana whenua, interests, and connections to all regions of the East Coast. It also assesses how the application impacts on identified cultural values and how to mitigate the effects.

Although there are four prominent iwi in the East Coast, this assessment has taken into account other perceptions of other hapū/iwi that are related to Ngāti Porou, Te Aitanga a Mahaki, Rongowhakaata and Ngai Tāmanuhiri. The purpose of this is to include, celebrate and empower those who want to make a difference for their whānau, hapū, iwi and marae.

## 4.3.1 HEI ARATOHU, HEI AROMATAWAI:

Ngā ahurea tikanga	Ngā pānga ki te ahurea	Te urunga ahurea me te taumata o te ahurea
	Ngā pānga ki te whakapuaki kōrero me te whai wāhi	Te whai waahi ki te whakapuaki kōrero, te whai wāhi, te whai wāhi hoki ki ngā tikanga
Ngā ahurea tuakiri	Ngā pānga ki ngā taonga tuku iho me ngā whenua ahurea	Te whakamarumaruru me te whakamahi i ngā taonga tuku iho me ngā whenua ahurea karekau, karekau hoki
	Ngā pānga ki te hapori	Te whakapaipai hapori me te hapori ahurea
Ngā whanaketanga ahurea	Ngā pānga ki te kanorau ahurea	Te kanorau o ngā momo ahurea me te whakaaturanga ahurea o ngā roopū iti

<p>Koinei te aratohu, te aromatawai i arahina e ngā mahi i waenganui i ngā iwi, hapū, marae, hapori o te katoa o Te Tairāwhiti. I whakatauria ngā āhuatanga hei aromatawai i ngā tikanga ahurea, tuakiri ahurea, me ngā whanaketanga ahurea hoki.</p> <p>I pēnei ai te tirohanga kia āhei ana te whakamana i ngā āhuatanga katoa o te kaenga.</p> <p>I ngana te kaupapa ki te tuku karere ki ngā pito katoa o Te Tairāwhiti. Mai Pōtikirua ki Te Toka a Taiau, whakawhiti mai ki Te Aitanga-a-Mahaki, ki Rongowhakaata, ki Ngai Tāmanuhiri hoki.</p> <p>Na runga i ngā take o te wā, ruarua noa iho te wā hei ea i te kaupapa, te mate urutā puta noa i ngā whānau, me ngā waipuke hoki.</p> <p>Heoi, i whakamana ngā iwi mā ngā kārere ki ngā rūnanga, ngā kaiarahi e whai mana i ō rātou tūranga hoki. Ēhara i te mea māmā no runga tā rātou pukumahi me ngā āhuatanga o te wā, heoi ko te mea nui i tuku mihi, i tuku karere ki a rātou hei whakamōhio atu he aha te kaupapa, he aha hoki ngā nekehanga. Whai muri tērā, i tuku mihi, i tuku karere ki ngā whanaunga, ngā hoa o roto i ngā wāhi mahi pēnā, hei āhei ana rātou te tukuna ki te marea.</p>	<p>This assessment was used as a guide whilst working with tribes, sub-tribes, meeting-houses and communities throughout the East Coast. Aspects were identified to assess all things cultural.</p> <p>This was done to ensure that all aspects of the kaenga could be validated. The project reached out to all parts of the East Coast. From Pōtikirua to Te Toka a Taiau, across the river to Te Aitanga-a-Mahaki, Rongowhakaata and Ngai Tāmanuhiri.</p> <p>Due to current issues, time was limited and sparse, covid amongst families and floods.</p> <p>However, tribes were acknowledged and empowered by direct messages to their authorities and leaders. It wasn't easy process due to their busy schedules and the current state of everything, however it was the right process to do, to let them know what the project was and what was going on. Following that were messages to relatives and friends in those workplaces so that they could share to their networks.</p> <p>In addition to tribes are meeting houses, sub-tribe leaders, communities, various</p>
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I tua atu i ngā iwi, ko ngā marae, ngā kaiārahi o roto i ngā hapū, ngā hapori, ngā roopū maha, ngā pakihi, ngā toa e ora ana i tēnei kaupapa ia te rā i roto i ō rātou ake whānau, roopū hoki.

He maha ngā momo whakaaro, kare-ā-roto i putaina i tēnei kaupapa, ko ngā mea pai, ko ngā mea kino hoki.

Ko ngā mea kino e hāngai ana ki ngā whakahaerenga, ngā whakatakotoranga, te wā, me te reo hoki. Mō te nuinga ko te reo māori te taonga akiaki i a rātou ki te whai whakaaro ki te kaupapa, ki te tokoiti pukuriri rawa rātou he reo māori tā te kaupapa nei.

I pēra hoki ngā whakahaerenga, ko te nuinga i whai pānga ki ngā mahi i whakataungia i runga te maramatanga he kaupapa whakahirahira, he taonga mō ngā mokopuna hoki. Katahi ko rātou te tokoiti, ko rātou tērā i ngana te kimi āputa hei ngau kino i te kaupapa.

Putā noa i te kaupapa kua ruarua noa iho te wā na runga i ngā take o te wā pērā ki te mate urutā, ngā waipuke, me te kohinga pūtea.

Pērā ki ērā o ngā kaupapa, kua ārahi te kaupapa e te pūtea, nō reira koina te kaitaraiwa o ngā nekehanga me ngā whakatakotoranga o te kaupapa.

Heoi, i te wā i ngau kinotia te mate urutā i ngā whānau katoa o Te Tairāwhiti i arotaketia te kaupapa anō i runga te mōhiotanga me haumarutia ngā whānau, otirā ngā hapū, ngā hapori puta noa. Whai ake te pakarutanga o te mate urutā, ko ngā waipuke. I raro te taiao e putu ana, i te tangi hotuhotu a Ranginui, i te hūnuku haere a Papatuanuku kia waipuketia ngā rohe, ngā kaenga, ngā kura hoki.

Na runga i ēnei take tonu, e tika ana i whai whakaaro tātou mō te toiora o rātou mā i riro e te mate urutā me ngā waipuke hoki.

I waenganui i ēnei marama i aue mai te taiao, i tū mīharo te hunga ora i runga te mōhiotanga e aha ana te taiao, he aha rā tēnei tohu.

groups, businesses, and champions who are living this lifestyle on the daily with their own whānau and groups.

Many different thoughts and emotions were expressed with this project, both positive and negative.

Negatives were addressing the administration, layout, timing and language. For many, te reo Māori is the tool that encourages them to think about the project, but there was a minority who were upset that the project was using te reo Māori.

It was the same outcome for the administrations of the project, most understood this project to be important and valuable for the future. Then their was the minority who tried to find gaps and challenge the processes.

Throughout the project time has been limited due to current issues such as epidemics, floods, and funding.

As with other projects, the project is guided by funding, which was the driver of the project.

However, when the epidemic hit East Coast families, the project was reviewed in the light of the need to keep families, sub-tribes and communities protected. The epidemic was followed by floods. The environment was in turmoil, as Ranginui roared, and Papatuanuku moved to flood areas, townships and schools.

Because of these issues, it was only right that we prioritised the well-being of those who were affected by the epidemics and floods.

During these months, the environment was in turmoil, and the living were wondering what is happening with the environment, and could this be a sign.

<p>Hei tirohanga whānui ki te kaupapa nei, ko ērā whānau i whai whakaaro ki te kaupapa i runga i te mōhiotanga ka noho pū rātou, heoi ka tohaina o rātou whakaaro mō te kaupapa:</p>	<p>To give an overview of the project, there were individuals, representatives, families who considered the project with the knowledge that they would be anonymous, but their views would be shared:</p>
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Below is a summary of feedback from individuals, representatives and whanau who considered the project with interest and in the knowledge that they would be anonymous, but their views would be shared.

<p>Whakahoki kōrero me he paku mārama mai i ngā tangata e ngākau nui ana ki te kaupapa, heoi e noho pū ana. Feedback with a little explanation from those interested in the project and wish to remain anonymous.</p>	
<p>We are already doing the mahi</p>	<p>This was a general response to RRC kaupapa</p>
<p>Let's just have a big cinerator that we can use for things that can't be repurposed or recycled</p>	<p>When I was growing up, the valley would have a burn off every now and then where my mum would take our junk (50's/60s)</p>
<p>There isn't enough time and all our medicine comes individually packed and so we have a lot of recycling that we just take to waste as that's the easiest thing for us</p>	<p>Time poor, working parents, school aged kids</p>
<p>We just put it in the rubbish</p>	<p>Working parents, on heaps of committee, kids do what they can but just easier to put it in the rubbish bag</p>
<p>We gotta whakapai Papatuanuku Mum and Dad don't so we don't</p>	<p>Because she looks after our kai', 'we walk on her', 'She is everywhere', 'he atua', 'he māmā' don't know/ maybe</p>
<p>We want our own centre</p>	<p>Give us the right resources so we can continue to look after our selves</p>
<p>Why should we help you</p>	<p>Things never happen our way, we give you the answers and nothing comes of it.</p>
<p>How would this work for us here (on the coast)</p>	<p>Gisborne is too far for us to travel with our kids and recycling)</p>
<p>Organic? Not all of us know what this is</p>	<p>Pigs love our scraps</p>
<p>I like the sound of this but I have no time to invest</p>	<p>Work life balance needs work</p>
<p>My kids know more than I</p>	<p>Kids learning at school</p>
<p>If they can, surely we can</p>	<p>Kura kids thinking about how their nannies and papa's did things back in their days</p>
<p>Marae could do this easy, they have space and could cater to their hapū. Would the council consider giving marae the resources to run this?</p>	<p>Empower the people to be self sufficient</p>

I want to recycle but then I just don't	Lack of education and time poor
He waka eke noa	Lets do this together
Whuuu kua whakamāoritia?	Will this be maintained throughout the steps
Where's it going to go, will the iwi be involved?	Mā te iwi e ārahi
Have you identified land? Is it general or Māori. Who decides?	
Will there be future employment, training or education?	
Who will run it? Council, Iwi or Waste Management?	
We currently waste a lot of food, school snacks come individually wrapped and our kids help themselves and just put stuff straight in the rubbish bag	
Whakahokia mai ki te marae, mā ngā hapū te kaupapa e arahi	
Tautoko	
He pai te kaupapa nei, kia kaha	
Who's doing this mahi first?	
Why are you doing it?	
Is it going to work, our community is hard to shift	
Mā wai e taurima, who will do it if we can't sort it now	
We are already doing it here, just keep doing it yourself	
Will you involve us in all the steps	
Organic food? What's this? What's wrong with plain language like plain food?	
Did we not learn anything from Covid lockdowns?	
There is a lack of education out there on reusing and repurposing and it just looks ugly	
Arghhh nan or uncle will sort	
There are already groups doing this isn't there?	
Oaf just improve the one in the industrial area	
What's your experience?	
What's wrong with what we're doing	
Nan use to drink milk at the mailbox (60/70's) when it arrived in glass bottles	
We pay enough rates, will we have to pay more if we get this centre	
How would this look?	
What's wrong with current system?	
Yes it'll be neat if I can take all my stuff to a central place and have others sort it	
Me whai whakaaro mō ngā rā o mua, i pēhea a kui mā, a koro mā?	
Is this for Gisborne or the coast? Where on the coast?	
Currently I travel out of Gisborne with my waste?	
hmmmm interesting	
Okay I'll just watch from the side line	
They can't even collect everything from the kerbside	
We already know, its everybody else who doesn't	
We are doing it already	

Hei tirohanga whānui ki te kaupapa, he maha ngā pūmanawa mō te kaupapa nei, heoi ko te mea matua e ngana ana te marea te mōhio ka noho tēnei pokapū ki whea. Ki te mōhio i taua whakautu, kāre e kore ka rite te marea mō te kōrero anō. Nā tēnei kōrero ka taea te	As an overview of the project, there are a lot of ideas, thoughts, and potential for this project. However the communities want to know the next steps and knowing that answer will inevitably make them want to talk again. This information allows the information
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<p>whakawhāiti i ngā kōrero kia hāngai atu ki te wāhi kotahi, ki ngā wāhi rānei.</p> <p>Hei tāpiritanga ki ēnei momo ahurea o runga ko ngā pakihī me ngā ahūone. Ko te katoa he wā rawakore, nō reira ka ahatia rātou. Ko te nuinga ka whiua hei para, heoi mēnā ka taea te kaupapa te whakamāmā i o rātou mahi kia āhei ana rātou te hangarua, tēnā kāre e kore ka taea.</p> <p>He pērā hoki ngā kaimahi e mahi ana i roto i te ahūone, i te nuinga o te wā i te kimi kaimahi nō reira ki te tāpiritia he kaupapa anō ki o rātou ake mahi kei raro kē rātou e putu ana. Nō reira mēna ka taea te pāho ki ngā toa, te taone, ngā karapu, ngā wāhi ka whakakotahi i te marea kāre e kore ka kitea e rātou. I a au e kōrerorero ana ki ngā whānau o roto i te ahūone, ko te wāhi pai hei whakamōhio atu ki a rātou kei te kura nō te mea ka kohikohi rātou i o rātou tamariki.</p> <p>Nā runga i ēnei mōhioatanga, āhūatanga o ngā whānau o Te Tairāwhiti, tērā pea e tika ana kia whakahokia, kia hoatu i ngā rauemi ki ngā marae kia āhei ana rātou te manaaki i o rātou whānau, hapū, iwi hoki. Ki te pērā tērā hoki pea ka purua i ngā rauemi i ngā taone hei maumahara, hei mōhioatanga mō rātou me aha rātou me o rātou para. Otirā tērā hoki pea ka whakahokia ki ngā iwi hei whakamana i a rātou kia taraiwa i te kaupapa hei kaitiaki o te whenua, hei manaaki i a Papatuanuku hoki.</p>	<p>to be narrowed down to a specific area or areas, and conversation.</p> <p>In addition to the above are businesses and those in horticulture. Everyone says they are time poor, therefore they dispose most of their stuff as waste, but if the project was able to make their work easier they could recycle.</p> <p>Similarly, workers who work in horticulture are often recruiting, so if they add more work to their own work, they are already overworked. So if it is promoted in the shops, townships, clubs, places that bring together the masses they will inevitably find it. Whilst talking with families in horticulture, the best place to let them know was that they were at school because they would be collecting their children.</p> <p>Based on the above knowledge and characteristics of East Coast families, it may be necessary to return and provide resources to meeting-houses to enable them to care for their families, sub-tribes and tribe. If that happens, resources may also be stored in the cities as a reminder and information for them to do with their waste. It may also be returned to iwi to enable them to drive the project as guardians of the land and caring for Papatuanuku.</p>
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As already reported (4.2.3), the four main Iwi of Tairāwhiti (Ngāti Porou, Rongowhakaata, Ngai Tamanuhiri and Te Aitanga a Mahaki) have also been invited to preview this Final Report and their feedback has been collated and attached along with feedback from the study funding supporters (see Appendix 13).

## 4.4 PRIVATE BUSINESSES AND NEIGHBOURING COUNCILS

Partnering with key existing waste stakeholders such as Waste Management NZ Ltd, Site Worx Civil Ltd and the Tairāwhiti Environment Centre (TEC) is important. There are existing and planned initiatives with such operators and avoiding duplication of services will streamline resources for both financial and time efficiencies. Good communications and relationships with operators are vital to encourage overall effective and sustainable waste management for Tairāwhiti (environmentally and economically).

Wairoa District Council had written a letter of support for this Feasibility study funding application in 2019 and are still keen to explore collaboration, including potential to work with other neighbouring councils in waste management, education, and waste reduction. The combination of recyclable waste streams for viable volumes is well worth further investigation to improve recyclable materials uptake, not only for our rohe, but for the wider region (e.g., plastic agricultural containers).

*“If the application is successful, Wairoa District Council is interested in considering any opportunity to partner that may arise in the areas of solid waste management, education, and waste reduction. As per our previous discussions around solid waste management and partnership opportunities around landfill, there are similar synergies and opportunities in the areas of resource recovery and minimisation that could prove beneficial to both of our communities.”* (Letter of support from WDC Property Manager 24 May 2019, Appendix 7).

Contact was made with Whakatāne and Ōpōtiki District Councils who both indicated interest in potential collaboration around waste minimisation, reducing waste to landfill and resource recovery. Both Councils referred to waiting for finalisation of the numerous national waste legislation changes in progress (product stewardship schemes, standardised recycling collections, Container Return Schemes etc). Ōpōtiki has also put its WMMP review process on hold pending these changes.

Gisborne District Council is already a part of the Central North Island Waste Liaison Group of Councils. We recommended every opportunity is seized to communicate and collaborate in more detail with willing neighbouring Councils (e.g., consolidation of currently unrecyclable waste streams to increase to viable recovery volumes, share extraction, transportation costs etc).

### 4.4.1 WASTE MANAGEMENT NZ LTD (WMNZ)

Waste Management NZ Ltd (WMNZ) runs the Gisborne Resource Recovery Transfer Station located at Innes Street. The current waste collection contract has recently been extended to June 2024. After which it is likely that a tender will be open for the new contract period. Hence, they are limited as to what commercial information they are able to share at this point. However, they are keen to stay engaged with and open to collaboration and partnership in the future once the upcoming contract has been finalised. WMNZ have access to more land by their existing site on Innes Street and are planning to develop this further. WMNZ are open to having a bespoke facilities on the site such as a re-use shop that can potentially be run by someone else, but it would need to be a self-sustained business.

Their business focus is collection, consolidation and in the future developing further ‘part processing’ e.g., potentially washing and initial shredding to raw product for sale to

manufacturers (i.e., not manufacturing from raw product). WMNZ are currently targeting most of the key waste streams, i.e., standard general waste, putrescible waste, plastic 1-2-5, soft LDPE, tin and aluminium, glass bottles, cardboard and paper, tyres, scrap metal, clean fill, green waste and possibly IT and batteries. The criteria for waste disposal in the company are as follows: to be safe, profitable and low carbon (hence close to the point of collection). They are open to explore and invest in Satellite centres in rural areas with suitable partners.

Existing and new recyclable waste streams need to provide consistent clean, quality product and volumes (for financial viability). WMNZ also see potential for part processing in rural locations/eg transfer stations (e.g., sorting and baling) if financially viable. The key benefits would be consolidated transport and having a commodity that has increased value.

Current WMNZ operations have insufficient space for a construction and demolition waste processing facility., but there is an opportunity for builders to utilise the green star certification<sup>[1]</sup> process, by sorting product on-site into agreed waste streams for further processing in the region or regionally. Selected Soft Plastics is another area of interest, however they note specific processing is required and some commercial purchasers already have capacity constraints and excess product.

Their technical department, *Waste Management Technical Services*, innovates around hazardous product management (e.g., batteries and tyres). Polystyrene will be legislated out soon by the Government - <https://www.beehive.govt.nz/release/government-takes-action-problem-plastics>. National legislation such as the Container Return schemes have potential to impact municipal collections and the financial viability (dependent on accessibility to return facility). WMNZ highlight that further understanding is required once National Legislation is reviewed and updated. This has the potential to be quite a disruptor.

WMNZ as a business recognise the importance of community education and engagement as an effective cost system to incentivise the separation of different waste streams. They stress these would need to be sustainable if included in any business model. They see education as a vital component of successful resource recovery, noting it needs to be consistent and regular otherwise change becomes forced and challenging. WMNZ has previous experience of collaboration with the community in other centres and are firm believers of the importance of education in terms of purchasing habits and conscious waste disposal methods - an education centre was located in their premises seven years ago.

WMNZ Gisborne District Council recently ran a community survey regarding wheelie bin options for their kerbside collections and are planning a survey of the waste streams coming from the current kerbside collection - the outcomes of which will need to be taken into account at the next stage of a RRC for Tairāwhiti.

#### 4.4.2 SITEWORX CIVIL LTD

Siteworx Civil Ltd purchased JUDD Ltd composting facility in 2021 and are building an aerobic vessel composting facility with capacity to receive 50,000t of organic waste per year. This includes all the green waste, business waste and food waste coming from the

<sup>[1]</sup> Green Star NZ is an Environmental rating system for buildings developed and operated by the New Zealand Green Building Council ([www.nzgbc.org.nz](http://www.nzgbc.org.nz)).

community. It will also be able to accept cardboard and biosolids. The facility should be operational by March 2023.

#### 4.4.3 JUKES

Jukes are very supportive of the concept of Modular Waste-to-Energy Plants for non-recyclables that are readily combustible. They maintain a record of combustible material currently landfilled that may possibly suit a waste to energy facility.

The owners are keen to engage with the project to identify potential gaps and would like to increase their service provision to the district for practical viable and sustainable recycling, but only if practical and cost efficient to undertake.

They would most definitely like to see better communication and consultation from all waste disposal and recycling facilitators with local waste service providers and business interests to enhance the recycling and reuse of specific trade waste residues<sup>23</sup>.

#### 4.4.4 METALCO RECYCLERS LTD

Metalco Recyclers Ltd are importers and exporters of metals and machinery. They offer services with purpose-built recycling facilities, covering Waikato and Bay of Plenty. They accept special metals (such as Tungsten Carbide, Zinc, 316 Stainless), aluminium products, red metals (copper, brass, gun metal) and steel products, and they deal with private, commercial and transfer metal recycling.

#### 4.4.5 AGRECOVERY

Agrecovery is run by a not-for-profit charitable trust, the Agrecovery Foundation. Agrecovery Containers and Chemicals are accredited Product Stewardship Schemes under the Waste Minimisation Act 2008. Horticulture Gisborne is the only container collection site in the district (and only a recent addition).

Agrecovery collections in Tairāwhiti have been steadily increasing in past years, and the trend is expected to continue. Tairāwhiti will have a lot of bird netting, shade cloth and ground cover waste which are difficult to recycle; they will be included within the next five years<sup>24</sup>.

Agrecovery are keen to extend services further in the district, they can collect:

- HDPE (No. 2) agrichemical containers and drums;
- PP (No. 5) Tubs and buckets;
- Small seed, feed and fertiliser bags (LDPE No.4 and Woven PP bags, 25kg and under);
- Bulk bags (1/2 – 1 tonne fert bags) Woven PP;
- Bailage and silage wrap.

To enable this, Agrecovery requires:

<sup>23</sup> Personal comms with Trevor Jukes, March, July 2022.

<sup>24</sup> Personal comms with Tony Wilson, Agrecovery, March 2022.

- Collection Sites, locations where farmers and growers can drop their recycling;
- Collection Staff, checking that the plastic collected meets acceptance criteria;
- Contractors who could collect from smaller transfer stations up the coast and deliver to the Resource Recovery Centre (RRC).

This might look like:

- Smaller collection sites up the east cape, plastic from these sites collected and transported to the main RRC in Gisborne. Consolidated here and then collected by Agrecovery;
- Hub and spoke model.<sup>25</sup>

#### 4.4.6 PLASBACK

Plasback was the first product stewardship scheme for agriculture to receive accreditation from the Ministry for the Environment in 2010. Their contractors cover New Zealand and collect silage wrap, silage covers, grain bags, polypropylene bags, twines, large drum recovery, vine nets and irrigation pipe for recycling. New products produced from the recycled plastics include Tuffboard, Tuffdeck and Plaswood.

Collections in Tairāwhiti have only been carried out roughly once a year to date, mostly silage wrap, whilst Agrecovery have focused on containers. Both organisations are keen to explore working together to improve transport and logistics to provide an improved service for the rohe.

Comments captured at the March 2022 Plasback silage wrap collection included:

- Huge support for programme, farmers see problem with amount of silage wrap;
- Farmers want reliable collection or drop off system (even if set number of collections per year);
- Better information /education is needed for farmers on what/how they can store and drop off, and on how to join recycling programs.

#### 4.4.7 MYNOKE

MyNoke runs New Zealand largest worm farm operations, with sites in Tokoroa, Ohakune, Taupo, Matata and Putaruru. They provide flexible and customised solutions including waste collection, community projects, support, and training. The vermicast produced by earthworms is an invaluable environmentally friendly soil amendment to restore soil health and productivity.

Their Taupo-based site converts 160-thousand tonnes of organic waste into rich vermicast each year, which is then sold on to farmers, orchardists, and home gardeners. MyNoke can receive all types of organic waste, including food waste, bio-solids, sludge, and paper products. They are in the process of looking at new sites in the central North Island. Hawke's Bay is one of those sites, and Gisborne is in the pipeline, as they are launching a resource consent in the next few months.

<sup>25</sup> The spoke-hub distribution paradigm is a form of transport topology optimisation in which traffic planners organize routes as a series of "spokes" that connect outlying points to a central "hub". (Wikipedia)

MyNoke are very supportive of and make social contributions to the communities they operate in (e.g., with training and employment). They charge a typical gate fee of 70-195 \$/ton, depending on type of waste and its complexity to blend.

#### 4.4.8 EASTLAND NETWORK

Eastland Group inherited a feasibility study for an anaerobic digester that was delivered for Cedenco Foods in 2019. The assessment identified a volume of agricultural by-products of almost 50,000 t per year, coming from Gisborne's main food and beverage industries. While the project was not feasible for a single producer, it made sense to include all the organic waste from the Gisborne Area. Eastland Group had approached GDC and other stakeholders in the horticulture sector in order to go ahead with their plan. Their interest is in utilising the biogas produced by the anaerobic digester as a fuel source to generate electricity for the region. The site previously identified in McDonald Road is no longer available. Eastland will need to find an alternative site and are keen to create partnerships with industry and GDC to find a regional solution.

The main limiting factor is not having the assurance of receiving the estimated waste volume consistently over 12-month period to run the digester. In their updated feasibility study, they had allowed for municipal organic waste, estimated at 3,500t per year. Gate fee for the waste would be at minimum \$30/ton for horticulture waste, and higher for municipal waste depending on collection and sorting requirements. At this time Eastland have completed their feasibility work and have put the project on hold until further notice.

## 4.5 OTHER ORGANISATIONS

### 4.5.1 TAIRĀWHITI ENVIRONMENT CENTRE (TEC)

The TEC is a valued, not-for-profit environmental community hub established in 1990. It is partially funded by the MfE, with a small team of paid staff and passionate volunteers. The TEC advocates and facilitates environmental sustainability information and education, running outreach projects, workshops, and hosts networking functions.

GDC sees potential in working with the TEC to support an educational space for the community, similar to what currently exists - a dedicated space, fit for purpose. GDC's current space at TEC is a little outdated, meeting space is limited, and not fit for purpose. The shed is leased, and alterations are difficult to apply (the area is not properly insulated). Storage is also an issue. TEC has limited staff capacity and is unable to support commercial businesses, which are a big contributor to total waste production and often do not have the right knowledge on waste minimisation.

The TEC also serves as a drop-off point for the community to divert items from landfill that aren't covered by the current GDC recycling service:

- TechCollect
  - ICT computer equipment: *'The current collection is a MfE-funded 1-year pilot project for Noel Leeming stores to be collection-points nationwide. However, Gisborne's local store declined due to resource limits. GDC approached TEC to collect in its place. This arrangement was due to end in Dec 2021 but Tech*

*Collect successfully negotiated an extension with MfE, there is no clear end date at this point. There is no local e-waste recycler, approximately a pallet/fornight (sometimes more) is sent to TechCollect in Auckland for recycling.’<sup>26</sup>*

- Terracycle program
  - Gillette Razor: any brands of razor blades and packaging (disposable/non-disposable);
  - Garnier (all brands of skincare products: plastic packaging, tubes and caps);
  - Nescafe Nespresso capsules (aluminium) & Moccona l'Or coffee capsules (plastic);
  - Colgate (all brands of plastic toothbrushes and toothpaste);
  - GLAD (cling wrap, bags and containers).
- Metalco
  - Aluminium wine bottle caps;
  - Steel/Tin beer bottle caps etc.
- Interwaste
  - Compact fluorescent light bulbs;
  - Fluorescent tubes.
- E-cycle
  - Batteries (all household batteries, including hearing aid batteries).
- Swapkit
  - Mobile phones.
- Croxley Recycling
  - Ink cartridges and toners.

The local impact of waste diversion from local and national online sales via social media sites (e.g., Facebook, Preloved Gisborne, Trade me, Designer Wardrobe etc) is difficult to quantify. Anecdotally, it can be assumed to be increasing. GDC also runs ‘Secondhand Sunday’. On average, 25 households register each month (first Sunday of every month). The contents of what is put out in front of the registered houses is collected by members of the public. This is a popular and well known initiative which promotes reuse and diverts non-recyclable from landfill.

#### 4.5.2 TRUST TAIRĀWHITI

Trust Tairāwhiti (TT) is the regional economic development trust for Tairāwhiti. TT owns Eastland Group which operates Gisborne Airport, Eastland Port, Eastland Network and Eastland Generation.

<sup>26</sup> Taken from TEC’s survey entry ‘What we collect and recycle’

Like much of Aotearoa, Tairāwhiti has a housing crisis. There are a significant number of housing developments underway in the rohe including Kāinga Ora and various Iwi initiatives. These are challenged by building material supply costs and shortages, further exacerbated by the lack of skilled local workers in the sector.

TT have been working with a number of businesses, housing organisations, building sector training organisations (including Kainga Ora and BCITO) and interested building companies regarding a concentrated building and training model for Tairāwhiti. This has resulted in the development of a '1 to many' model – a concentrated cluster of offsite construction and trades training.

Eastland Port has industrial zoned land by Gisborne Airport available for long term lease, the 'Aerodrome Business Park'. Some of this land has already been leased by the ICONIQ Group for the Toirakau Paoa facility. Toitu Tairāwhiti Housing has also invested in a Tūranga facility with their building partner Builtsmart. These facilities will provide for the construction of offsite manufactured houses/relocatable homes and will be open August 2022. The Builtsmart Facility is a partnership between the Government and iwi collective Toitū Tairāwhiti Housing Ltd which has a housing goal of 500 kāinga (homes) over four years and 1000 kāinga in 10 years throughout Tairāwhiti. Initially, TT indicated interest in potential sites for a RRC and specifically opportunities for construction and demolition waste. GDC and TT also share a commitment to positive social outcomes and we see the opportunity for collaboration with regards to training, supporting and developing our local workforce with local solutions and supporting supplier diversification.

#### 1. Potential RRC site or for Construction & Demolition materials only

Some of Eastland Port's airport land might be available to lease as a RRC site in its entirety or as a receiving site for certain waste streams. The various sites were assessed in the MCA and shortlisting process of this study. This land has been identified and included in this Study's final recommendations as a receival site for Construction and Demolition materials (and potentially other large waste streams). TT has indicated interest in investigating the possibility of receiving construction and demolition waste to be sorted, reused where possible for building framing and other construction uses (and unrecoverable materials disposed of).

#### 2. Social

Earlier this year, Tumu timbers ceased operation of their local trussing services. This has resulted in all new trusses and frames requiring transport from Hawkes Bay or the Bay of Plenty.

TT has been working with Te Pae Hākari, a Tairāwhiti based construction company. Te Pae Hākari are working with Toitū Tairāwhiti and BuiltSmart Housing to supply 120 homes annually with Trusses by developing their own Frame and Truss Centre for the rohe. Te Pae Hākari have secured a lease in the near vicinity of Built Smart housing (minimising time and logistics for moving trusses to their housing plant).

Te Pae Hākari is also planning New Zealand's first Kura Kaupapa Māori (KKM) Trades Academy. This would have an operational base by their frame and truss facility providing apprentices with a broad base of experiences.

Trust Tairāwhiti and Te Pae Hākari are currently working on funding applications for the Truss and Frame Facility and the Kura Kaupapa Training programme. If funding is secured,

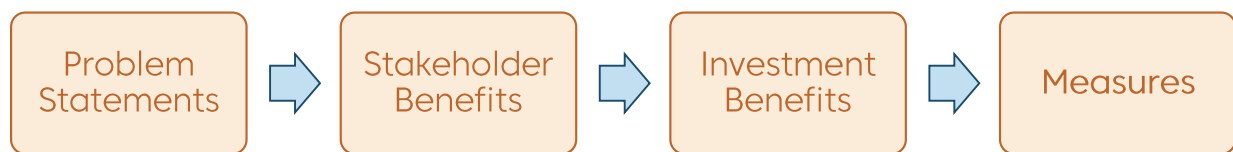


a small-scale Truss and Frame Facility could be stood up by January 2023. Outcomes include new Fulltime living wage employment, and ease on demand in housing, with eventual efficiencies and carbon emission reduction in footprint of homes in region. If their training funding is secured, stage 1 of the Kura Kaupapa training programme would be Term 4 2022.

## 5 SITE ASSESSMENT

### 5.1 SITE SELECTION

The site selection process links the initial problem statements to identified project and stakeholder benefits, investment benefits and then through to potential measures that will form the multi criteria analysis. This linkage is shown through an 'Investment Logic Map (ILM)', see Appendix 8. By assessing potential sites through the ILM lens the final proposed sites should be more aligned with the project objectives:



### 5.2 INVESTMENT LOGIC MAP

Problems and opportunities were identified by the project team to ensure alignment with GDC's objectives, resulting in a draft ILM. The Multi Criteria Analysis (MCA) was developed to assess the performance of individual sites which showed the strongest alignment to the final ILM measures.

One point that was reinforced by the consultation process was to ensure easy access to the recovery centre, by reducing travel times. This feedback was taken on board and aligned closely with a measure to ensure close proximity to population centres.

*"Considerations shall be made in terms of travelling time for our whanau up the coast, knowing that there needs to be a reason to travel, that there will be potentially some positive aspects to the reason to travel to an RRC – not just a cost to get somewhere to dump rubbish."*

The most significant and feasible measures have flowed through to the MCA measures outlined below.

#### 5.2.1 PROBLEM STATEMENTS

The final Problem Statements are shown below:

- Problem 1: Reduce the volume of waste to landfill: In 2017 42% of waste had the potential for diversion;
- Problem 2: Meet Local and National Government commitments and responsibilities.

## 5.2.2 INVESTMENT OBJECTIVES

The three investment objective statements listed in the ILM are shown below, along with the identified outcomes associated with each objective (note that some outcomes overlap across multiple investment objectives – these are only listed once under the primary objective):

- **Investment Objective 1:** Improve the customer perception, awareness, engagement /connection & sustainability of waste management:
  - Potential for material recovery (m<sup>3</sup>);
  - Type of material recovered;
  - Related (associated) projects;
  - Community engagement.
  
- **Investment Objective 2:** Encouraging environmental sustainability and help New Zealand meet climate change commitments alongside productive use of land, water, and other resources:
  - Proximity to Township;
  - Initial employment opportunities;
  - Current/potential costs;
  - Transport costs;
  - Increased biodiversity and reduced CO<sub>2</sub> emissions.
  
- **Investment Objective 3:** Improve connectivity and integration of waste management to provide environmental, social, economic, and cultural opportunities:
  - Initial employment opportunities;
  - Enduring employment opportunities;
  - Māori employment;
  - Great community connection with the land.

## 5.2.3 CONNECTION TO THE MCA

The potential measures available to develop the MCA (See 5.3 'Multi-Criteria-Analysis) are listed in the ILM and align directly with the identified outcomes listed in 5.2.2. Given the site selection process is a two-step 'Long-list to Shortlist' and 'Shortlist to Recommendations' process, the outcomes were split accordingly. Measures for the Long-list to Short-list were selected for their simplicity, applicability across the region and link to the investment objectives. Measures for the Short-list of Recommended sites will include the initial measures and also cover the balance of the measures not assessed already. The final recommended sites will also be influenced by other factors such as land availability, lease and commercial arrangements and the detailed Planning Assessments (Appendix 9).

To confirm the problems and establish tangible investment key performance indicators (KPIs), an evidence base and supporting benchmarks were established. The KPIs to determine future performance align with a number of the assessment criteria. This is to ensure simplicity and efficiency in the initial assessment and the subsequent KPI measures.

## 5.3 MULTI-CRITERIA ANALYSIS (MCA)

A Multi Criteria Analysis (MCA) process has been used to identify potential sites for Resource Recovery Centres. The MCA is based on the Investment Logic Map (ILM) described above and takes a two-stake approach where a long list of sites is identified, and through the MCA process these are filtered down to a short list for more detailed analysis.

### 5.3.1 OVERVIEW

The long-list of potential sites has been formed from primarily GDC owned land (including existing Transfer Stations), and some locations proposed by businesses – and has also been open to suggestions from the Community. From this list of sites, the MCA criteria have been assessed and scored, giving an overall final score for each site. The prioritised scores have been used to inform the Shortlist.

### 5.3.2 CRITERIA

The criteria for assessment have been developed to link to the ILM and to provide a pragmatic approach to filtering a large number of sites across the whole region (as discussed in section 5.2.3 'Connection to the MCA').

A summary is below:

KEY ILM TARGETS	MCA MEASURES (LONG-LIST TO SHORT-LIST)	TO	FURTHER MEASURES (SHORT-LIST TO RECOMMENDED SITES)	RATIONAL
Waste Recovery Potential	Proximity to Population Centre			Population centres align directly with the volumes of waste produced in a community, and situating a recovery centre closer to a population centre will maximise the opportunity of use.
Level of Community Interest			Survey statistics from each area.	
Social and Cultural	Kaitiakitanga / protection of Urupa and/or sites of significance			Utilising the listed Urupa and sites of significance in the GDC dataset provides a first filter.
Economic	Resilience			Ensuring the site is located in a non-hazardous zone reduces the initial cost of the site setup and also reduced any costs associated the potential hazards being realised. Hazards considered include slope stability,

			flooding, tsunami and sea level rise.
	Proximity to Population Centre		This measure inherently reduced the distance travelled to and from the centres and so reduces the travel time cost associated with all traffic movements.
Environmental	Proximity to Sensitive Land Uses and Land Areas		Maximising the distance between sensitive land uses and land areas reduces the direct effect the recovery centre will have on these areas.
	Resilience		The environmental footprint of having to design for hazards, construct solutions to hazards and remediate sites where hazards are realised is significant. Minimising the number of natural hazards at a site has a direct positive effect on the environment.
Planning Assessment		Planning zone and overlay review.	To confirm if such a development is likely to be approved in a consent application.
		Infrastructure review.	To consider what services are present to serve the site.
		Cultural overlays.	Identifying iwi interests.
		General planning standards.	To understand potential development restrictions.
Practicality		Alignment and interception of available waste streams.	Comparing the size and nature of each resource recovery centre with the waste streams present in that area.
		Cost	Consideration of consenting, consultation, development, and operational costs
		Land Availability	Consideration of the current land use and whether it can be transferred to a resource recovery use (ie lease agreements, land ownership etc).

Table 1 Problem Statements – Key Evidence

### 5.3.3 SCORING

Each of the MCA measures is given a Scoring between 1 (the lowest) and 5 (the highest), see Appendix 10. The scoring is customised for each measure and summarised in the 'Long-list to Short-list' section below.

Input from survey, workshops, Facebook posts, correspondence, and businesses will be used to then refine the Multi-Criteria Analysis and Report Recommendations, along with the planning assessment for each of the shortlisted sites. The number of short-listed sites will depend on the final recommendations and available budget. Planning and Environmental Feasibility aspects for the short-listed sites is expanded upon in section 6.

### 5.3.4 LONG-LIST TO SHORT-LIST

The potential sites were grouped by town location (i.e., Gisborne, Tokomaru Bay etc.) and assessed in a database with key identifiers being valuation numbers and legal descriptions.

The process used to score the sites is listed below:

- A. Proximity to population center:
  - a. Radii were measured from the center of each township;
  - b. Existing waste transfer facilities were given a score of 5;
  - c. Locations within 1.5km, 3.0km and 5.0km were given scores of 4, 3 and 2 respectively;
  - d. Sites beyond a 5.0km radius were not assessed as the number of sites would have become excessive and anecdotal evidence is that there will be limited use of sites above this distance, and this would limit the connection to Māori outcomes.
- B. Kaitiakitanga/protection of Urupa and/or sites of significance:
  - a. The GDC database layer, showing identified Wahi Tapu and Historic sites has been utilised;
  - b. No sites within 200m received a score of 5
  - c. Sites within 200m were considered as 1 site, and attracted a score of 4;
  - d. Greater than 1 site within 200m attracted a score of 3;
  - e. Sites with Regional significance within a 200m radius attracted a score of 2;
  - f. Sites with National significance attracted a score of 1.
- C. Resilience:
  - a. Natural hazard potential was considered, as identified in the GDC GIS layers;
  - b. Simple addition of number if potential issues was used, with no risks attracting a score of 5 and greater than 3 risks attracting a score of 1;
  - c. Natural hazards considered included Flooding, Tsunami, Erosion, Sea Level Rise and Slope Stability.
- D. Proximity to Sensitive Land Uses and Land Areas:
  - a. Considers land uses inside the site, adjacent, within 200m and within 500m or over 500m;
  - b. Sensitive land uses include CBD and shopping areas, housing, schools, marae, playgrounds etc;
  - c. Sensitive land areas include rivers, wetlands, native reserves etc.

See Appendix 11 for the MCA Site Summary.

The population centres used to measure the proximity zones are identified below:



The following assumptions were made:

- All coast sites and Matawai will be primarily domestic and fairly low volume, similar to the waste transfer stations, and so will likely be of a similar magnitude of size;
- Sites on the Poverty Bay flats and up the coast may be dual purpose in that they may also need to recover a lot of agricultural waste. Sites dealing with agricultural waste will need to be larger and further separated from population centers due to smells. In these cases, a second and smaller resource recovery center handling the cleaner and lower volume waste streams may be appropriate;
- For Gisborne an urban center to handle domestic clean waste streams may be appropriate; this could be under cover;
- Agricultural and horticultural waste streams may be catered for just on the outskirts of Gisborne, but also possibly at Ormond, Patutathi and Manutuke depending on volumes and interest.

The Tokomaru Bay Waste Transfer Station has a special case where GDC have already agreed by council decision to relocate the existing waste Transfer Station to the adjacent land. Available land is limited in Tokomaru Bay, and so the alignment of the development of this site as a dual-purpose Waste Transfer Station and Resource Recovery Centre is proposed.



## 6 IMPACT ASSESSMENT

### 6.1 CULTURAL IMPACT ASSESSMENT

During the development of the project, it was realised that completing site specific cultural impact assessments with an appropriate level of detail or engagement could not be done for such a broad range of sites. Given that cultural impact assessments are very specific to the particular whenua and iwi, it would be better to complete this initial phase of the project, determining recommended sites and then engaging with the relevant iwi and hapu for each specific site.

To make this approach feasible it is important to ensure we have a list of potential backup sites. This ensures that if a cultural impact assessment for a specific site results in a site being removed from consideration, a replacement site can be considered to take its place, with a cultural impact assessment completed on the proposed replacement site. This process will need to take place following the list of recommended sites, but before any detailed design takes place.

### 6.2 PLANNING & ENVIRONMENTAL FEASIBILITY

The assessment below considers the suitability of the short-listed sites under the Resource Management Act 1991 (RMA). It looks at the following aspects of each site:

- Site characteristics;
- Surrounding Environment;
- Planning Context;
- Planning Requirements.

The full assessment is attached at Appendix 12. A summary table of the assessment is provided at the end of this section. The summary identifies any planning constraints and the key issues that need to be managed and understood as early in the process as possible.

#### 6.2.1 TAIRĀWHITI RESOURCE MANAGEMENT PLAN

The Tairāwhiti Resource Management Plan (TRMP) contains the objectives, policies and rules that apply to development within the region. There are also national policy statements and national environmental standards that may apply but, for the most part, any RRC facilities will be regulated under the TRMP. The relevant national standards are discussed below.

There are various aspects of the TRMP that will apply to the RRC. These are identified for each site but as a brief overview:

##### 6.2.1.1 ZONING

The sites are located across various zones. The zoning rules usually address land use activities. The following zones are addressed in the assessment below:

- General Industrial;

- Fringe Commercial;
- Outer Commercial;
- General Residential;
- Rural General;
- Rural Residential;
- Rural Productive;
- Amenity Reserve;
- Neighbourhood Reserve;
- Recreation Reserve;
- Cemetery Reserve.

Each of these zones have their own set of rules and specify which activities require a consent and which don't.

#### **6.2.1.2 OVERLAYS**

In addition to the zones, the TRMP includes a series of overlays that apply to different parts of the region. They usually denote some aspect of the environment that requires management under the RMA. Overlays relevant to the short-list sites include:

- Coastal Environment Overlay;
- Land Management Overlays;
- Flood Hazard Overlays:
- Coastal hazard overlays;
- Heritage Alert Overlay.

These will be discussed where they have an implication for developing the site.

#### **6.2.1.3 DESIGNATIONS**

Some of the existing transfer stations are covered by a designation. This is essentially a special zoning that applies to public works undertaken by a network utility operator. It means the activity is not subject to (some) rules in the TRMP and allows for streamlined processes when developing the designated site. Some aspects of the RRC may be covered by the designation; others may not.

#### **6.2.1.4 DEFINITIONS**

There are some important definitions from the TRMP that apply to the RRC that help with applying the rules:

##### **6.2.1.4.1 INDUSTRY**

The carrying out of any industrial activity including cleaning, grading and packing of produce, processing, manufacturing, (including energy production) bulk storage, warehousing, energy transmission, service and repair activities. Also includes waste treatment and processing.

##### **6.2.1.4.2 TRANSFER STATION**

A facility for the temporary deposit, storage and collection of waste materials (which are to be transported to another site for disposal or recycling). A transfer station may include a facility for the safe temporary storage of hazardous waste.

### 6.2.1.4.3 RECYCLING DEPOT

A facility for the collection and temporary contained storage of inorganic waste materials (including paper and cardboard) which will be transferred to another site for recycling or reuse.

### 6.2.1.4.4 WAREHOUSE

For the purposes of the Plan buildings whose primary purpose is the storage of raw materials or manufactured/processed goods for distribution or wholesale sales, and shall exclude buildings used for retail purposes.

The RRC will include a range of different activities that do not fit neatly with the definitions and rules in the TRMP. For this reason, the RRC activities have been categorised as “industrial aspects” and “commercial and community aspects” in the assessment below. The industrial aspects would include waste disposal and storage facilities that are less compatible with sensitive land uses such as residential and health/care facilities. This would include aspects that are more similar to the functions of the existing transfer stations. The commercial and community aspects would include retail, education and other community facing requirements for the RRC. They would be more similar to existing facilities like the Tairāwhiti Environment Centre.

This distinction helps understand what rules may apply and which aspects of the RRC may not be compatible with the surrounding land uses. The site assessments below assume that both aspects will be required for each site. However, it is identified where a site may be more suited to one aspect than the other. Multiple sites may be required to achieve the overall objectives of the RRC.

## 6.3 NATIONAL STANDARDS

The only national environmental standard that is likely to apply to the RRC is the National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health (NESCS). The National Environmental Standards for Freshwater Management are unlikely to apply unless some specific water related infrastructure is required such as culverts or drains. This would need to be assessed when a final proposal is chosen.

The NESCS aims to manage contamination in soil to avoid adverse effects on human health. The NESCS applies if:

- The proposed activity is described in the NESCS;
- If the site has had previous activities listed on the Hazardous Activities and Industries List (HAIL).

For the RRC, the NESCS is likely to apply if there are earthworks or a change of use at the site. A search of council records or a Preliminary Site Investigation is required to determine if the HAIL applies.

If the NESCS applies, soil testing and reporting may be required. It should be noted that the contamination standards are less restrictive for commercial and industrial activities,

which the RRC would come under. For existing transfer stations with no or minor earthworks proposed, then the NESCS is likely not to apply.

SITE	PLANNING CONSTRAINTS	KEY ISSUES
<b>Gisborne</b>		
25 & 27 Banks St	No significant constraints	Stormwater, potential soil contamination
Bright St	Some constraints	Site and building design, stormwater
Cochrane St	Some constraints	Stormwater, potential soil contamination, amenity values
Gisborne Airport	Some constraints	Stormwater, access to state highway, airport operations, potential soil contamination
31 Banks St	No significant constraints	Stormwater, potential soil contamination
158 MacDonald Rd	No significant constraints	Stormwater, flooding, potential soil contamination
Grey St	No significant constraints	Stormwater, potential soil contamination
69 Innes St	No significant constraints	Stormwater, potential soil contamination
<b>Hicks Bay</b>		
Wharf Road	Significant constraints	Flooding, coastal hazards, stormwater, natural character, amenity values, reserve land
<b>Te Araroa</b>		
26 Te Arawapia Rd	No significant constraints	Stormwater, natural character
<b>Tikitiki</b>		
35 Awanui Rd	No significant constraints	Site stability, potential soil contamination
<b>Ruatoria</b>		
Racecourse Rd	Some constraints	Stormwater, amenity values, potential soil contamination

89 Thatcher Rd	No significant constraints	Site stability, stormwater
Waiomatatini Rd	Some constraints	Flooding, stormwater, potential soil contamination, amenity values
<b>Te Puia Springs</b>		
4855 Waiapu Rd	No significant constraints	Site stability, stormwater
Puia St	Some constraints	Stormwater, potential soil contamination
Waiapu Rd	No significant constraints	Site stability, potential soil contamination
<b>Tokomaru Bay</b>		
31 Paikea St	Some constraints	Site stability, flooding, stormwater
Mangahauini St	Significant constraints	Site stability, flooding, potential soil contamination, amenity values
<b>Tolaga Bay</b>		
146 Waiapu Rd	No significant constraints	Site stability, natural character
2 Solander St	Significant constraints	Stormwater, potential soil contamination, natural character, coastal hazards, amenity values
27 Monkhouse St	No significant constraints	Stormwater, potential soil contamination, amenity values
<b>Manutuke</b>		
Karaua Rd	Significant constraints	Site stability, coastal hazards, potential soil contamination, amenity values, productive soils
<b>Matawai</b>		
209 Motu Rd	No significant constraints	Stormwater, site stability
Kerei St	Some constraints	Stormwater, potential soil contamination, amenity values
<b>Ormond</b>		
Matawai Rd	Significant constraints	Site stability, flooding, productive soils
<b>Patutahi</b>		

Bilham Rd	Some constraints	Stormwater, potential soil contamination, amenity values
28 Atkins St	Some constraints	Amenity values, reserve land
Cemetery Rd	Some constraints	Amenity values, cemetery
<b>Te Karaka</b>		
Balfour Rd	Some constraints	Flooding, stormwater, potential soil contamination, amenity values
Cliff Rd	Some constraints	Flooding, stormwater, potential soil contamination, amenity values
229 Kanakanaia Rd	Some constraints	Flooding, stormwater
12 Ioapa St	Some constraints	Flooding, stormwater, potential soil contamination, amenity values
<b>Whatatutu</b>		
146 Tip Rd	No significant constraints	Stormwater, flooding

## 6.4 GHG EMISSIONS IMPLICATIONS

Greenhouse gas (GHG) emissions are a key contributor to changing climate. Continued increases in global GHG emissions are projected to cause further extreme weather events and their associated negative impacts on assets and the communities they support. Longer-term climate change includes higher than average temperature and sea-level rise.

Reducing GHG emissions into the atmosphere is a prime directive that nations, companies, and individuals have begun to address. Accordingly, the New Zealand Government has set unconditional national targets for reducing the country's emissions. These are:

- a 2030 target to reduce emissions to 30 percent below 2005 levels;
- a 2050 target of net zero emissions of all greenhouse gases other than biogenic methane.

To help NZ reach these targets, GDC has committed to becoming a net-zero organisation by 2030, through a strategy outlined in the Emissions Reduction Plan (ERP) 2022 (reference). The GDC ERP 2022 outlines the recommended actions to take in order to progressively reduce emissions at an organisational level, and how to achieve that target. GDC resolved to take a leadership position on climate change and the urgency and importance of a strong response to the threats posed by climate change is reflected in the 2021–2031 Long Term Plan (LTP). The 2021 LTP provides an opportunity for the prioritisation of climate change and the corresponding allocation of resources. The proposed RRC is a significant step in the right direction to reduce the carbon footprint of GDC, by sorting and utilising resources locally to reduce unnecessary freight of waste out of and resources into the region.

The resource recovery project is not excepted from GHG Emissions. Emissions from the construction of the sites are detailed below, with comparisons between traditional construction methods and low carbon alternatives. Before development begins, a life-cycle assessment of the proposed buildings needs to be completed. A life-cycle assessment accounts for emissions from cradle to grave and includes emissions throughout the use of the building such as heating and lighting.

The construction, and associated emissions, of new infrastructure can be minimised through utilising existing transfer stations. A staged approach will allow the region to transition into the new waste management and resource recovery system through de-risked pilot trials while the RRC is being designed and constructed. This will ensure the most effective outcome and identify any oversights or inaccurate assumptions made early enough to adjust where necessary. This staged implementation along with ongoing measurement of outcomes is pivotal to the success of this project, as the regions waste management and reduction needs will change as new initiatives are implemented within the RRC and across the region. To achieve the best outcomes, it is equally important to run social initiatives in parallel such as introducing and monitoring curb side food waste collections, empowering community group initiatives, and increased education and advocacy through schools and businesses.

The carbon emissions from freight have been detailed. Emissions from the freight of waste to Tirohia is the largest contributor to transport emissions, estimated to be 130,000 kg CO<sub>2</sub>

annually. Reducing the component of waste by recycling will avoid the emissions involved in transport to Tirohia and emissions involved in end-of-life scenarios.

#### **6.4.1.1 ALIGNING WITH THE GDC EMISSIONS REDUCTION PLAN 2022**

Waste is one of the six priority areas identified in the GDC ERP 2022, as it can be a leading contributor to GHG emissions. However, effective waste minimisation and management has the potential to significantly impact the other five priority areas positively. Diverting biological waste streams from landfill directly reduces the amount of GHG produced, since even landfills with gas recovery do not capture 100% of the methane. Waste can be converted into energy via anaerobic digestion, biomass burning, or pyrolysis, providing a green energy source and reducing fossil fuel use. Recovery of materials can reduce the embodied emissions of building & construction, while promoting a circular economy and preventing the emissions from manufacturing and freight associated with virgin materials.

Effective logistical management can reduce the impact from transport, by increasing the self-sufficiency of the Tairāwhiti region through resource recovery. For materials unable to be processed within the region, bulk sorting, preliminary processing and compaction of waste streams at an RRC will reduce the freight significantly. Through reducing the direct impact of waste, land and forestry can be better utilised to offset emissions that are less easily mitigated. The leadership built and displayed through the sustainable construction and implementation of the RRC and its respective waste minimisation and management strategy in Tairāwhiti has the potential to be the forefront on New Zealand innovation within this space.



Table 1 Summary of Actions proposed

	IMPACT	COST	2022	2024	2026	2028	2030
<b>WASTE</b>							
1. Methane destruction for the closed landfill of Paokahu (and Waiaapu)	HIGH	\$\$\$					
2. Kerbside collection and separating organic food	MED	\$\$					
3. Waste Minimisation and Resource Recovery Centre	LOW	\$					
4. Contestable funding for local waste reduction	MED	\$					
<b>ENERGY</b>							
5. 100% transition to LED streetlights	LOW	\$\$					
6. Perform an Energy Audit for Council's activities	LOW	\$					
7. Further decarbonise electricity use	LOW	\$\$					
<b>TRANSPORT</b>							
8. 100% conversion to Electric Vehicles (EVs), bikes and electric scooters	LOW	\$\$\$					
9. Align car park charging facilities for the projected increase in electric vehicles	LOW	\$					
10. Incentivise forms of flexible working and sustainable staff commuting	LOW	-					
<b>BUILDING &amp; CONSTRUCTION</b>							
11. Embed emissions from infrastructure and capital projects	LOW	\$					
12. Certification for new and existing buildings	LOW	\$					
13. Minimise embodied emissions and maximise circular design principles in design and construction	MED	-					
<b>LAND</b>							
14. Reforestation with Waingake Transformation Programme	MED	\$\$\$\$					
15. Improve the quality of forests on other reserve land	MED	\$\$					
<b>LEADERSHIP</b>							
16. Measure and report emissions more regularly and from significant supply chain categories	MED	\$					
17. Engage suppliers, contractors and sub-contractors to align with Council's emission reduction goals	MED	-					
18. Improve processes and framework for carbon neutral goods and services in the procurement policy, tenders, and related documents.	HIGH	-					
19. Set up internal funding system (insetting)	MED	\$					
20. Drive Tairāwhiti to a low carbon economy region	LOW	-					
<b>Cost Scale</b>							
Minor capital expenditure			Major investment				
\$			\$\$\$\$				

### 6.4.2 CONSTRUCTION OF THE SITE/S

Worldwide, the construction and operation of buildings accounted for 39% of emissions in 2017. In New Zealand, the emissions of buildings and homes are significant, and increasing. Emissions from the construction industry have increased by 66 percent in the decade from 2007 - 2017.

When constructing footpath and carpark areas, the type of construction can have a significant impact on carbon emissions. Table 2 provides estimates of the carbon emissions of each construction technique. The use of concrete contributes to emissions significantly, as reflected in Table 2. If concrete is required, using a product such as CarbonCure by Stevenson can reduce emissions of concrete production by about 15 kg CO<sub>2</sub> per m<sup>3</sup> concrete.

Description	Price per m2	Total kg CO2e per m2
Aggregate	\$107	1
Chip seal	\$132	14
Jakmat (Geocell)	\$104	8
Permconnz	\$225	30
Asphalt	\$207	27
Concrete	\$194	43

Table 2: Pricing and emissions estimates for different footpath and carpark options

The importance of building design can be seen in the emissions comparison of different foundation techniques below in figure 5. Concrete pads emit the most emissions out of any foundation construction technique.

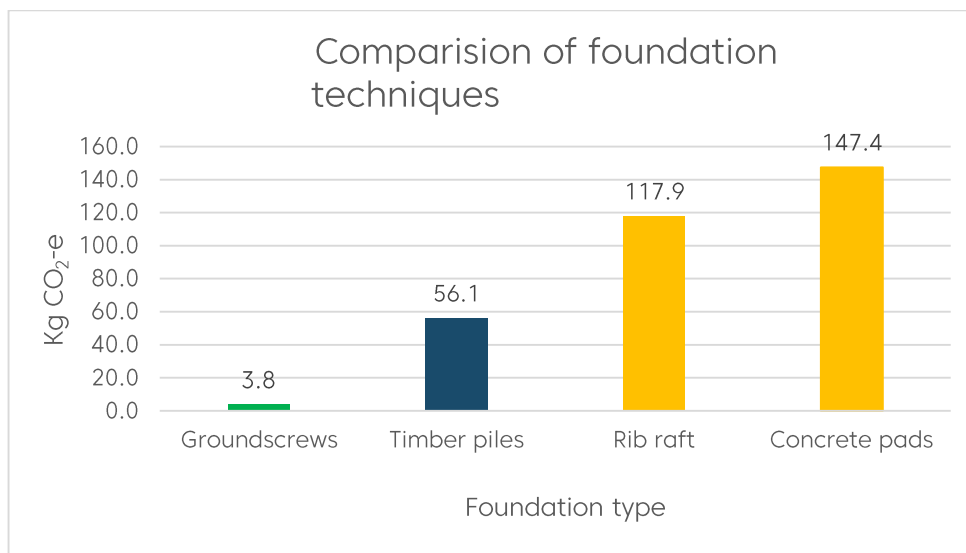


Figure 28: Emission comparison of different construction techniques

New Zealand's built environment is responsible for 20 percent of the country's carbon footprint. It is important to design and realise a project that has the ability to reduce emissions over its lifetime. Greener commercial buildings are more energy efficient. Older buildings generally use more energy than a new one built with more recent standards. Rather than realising a new building, retrofitting an existing building with proper insulation and more efficient equipment and devices can be a good compromise in terms of environmental impact.

Before the development of the site proceeds, a life-cycle assessment of the proposed buildings should be completed. A life-cycle assessment accounts for emissions from cradle to grave and includes emissions throughout the use of the building, such as heating and lighting.

### 6.4.3 RUNNING THE OPERATIONS

Emissions of a Resource Recovery Centre come from multiple sources, direct emissions from the combustion of fuel – scope 1, purchased electricity – scope 2, and indirect emissions from activities that happen throughout the resource recovery centres value chain – scope 3. In addition to the emissions related to the construction of the site, it is paramount to consider the emissions associated with the day-to-day operations, i.e., machinery, and fuel for transport of people and goods.

The location of the site plays an important role, as scope 3 emissions can be reduced if people must drive less to get to the site.

It is important to note that the activities performed in a RRC are reducing emissions by reducing the amount of waste that needs processing in landfill; and by the amount of new material that doesn't need to be manufactured.

Estimated emissions from the transport of waste are detailed in figure 6 below. The largest component of emissions from transport occurs when waste is sent from Gisborne to landfill in Tirohia, 130.000 kg CO<sub>2</sub>-e annually. Reducing the component of waste by recycling the resources avoids the emissions involved in transport and end of life scenarios.

A landfill in Gisborne would reduce emissions from the transport of waste significantly.

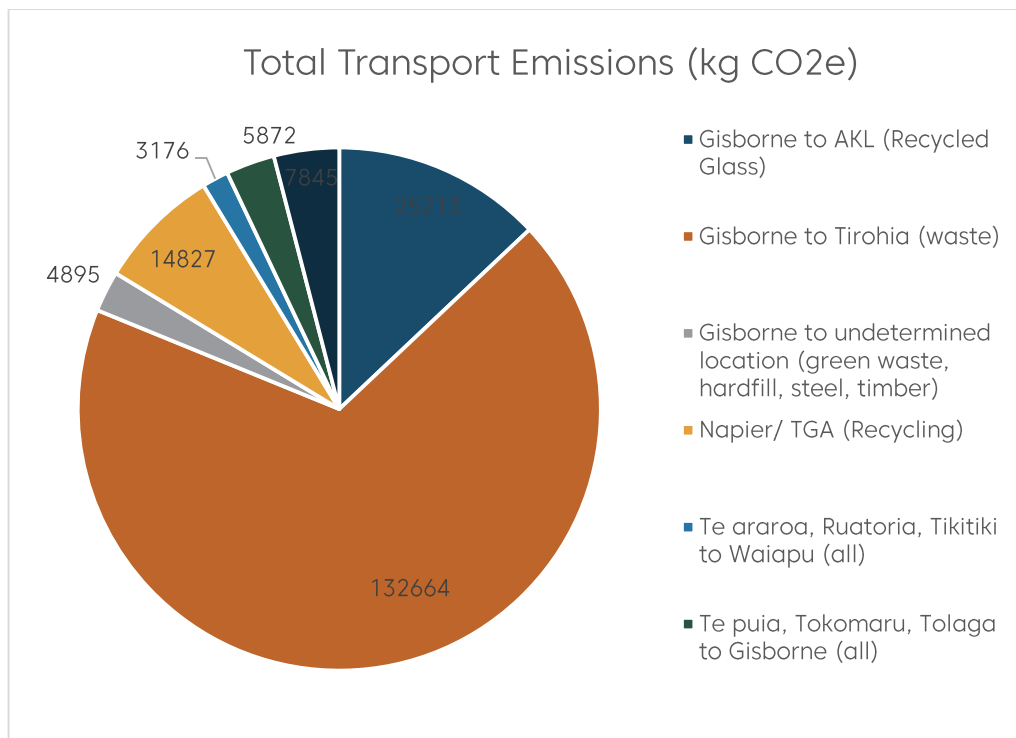


Figure 29: Emissions profile from the transport of waste

### 6.4.4 WASTE DECOMPOSITION: ORGANIC WASTE

Waste accounts for 4% of New Zealand's total emissions and is the only sector with overall reduction in gross emissions due to ongoing improvements in the management of landfills (MfE, 2022).

The most relevant source of emissions is from the breakdown of organic waste. Currently general waste includes food and organic waste, which is estimated to be 30% of the total waste stream (according to the Waste Minimisation Plan 2018-24). When organic waste decomposes, carbon dioxide and methane gas are created. Methane is created when there is no air present, while carbon dioxide is the natural product of anything rotting in air.

Landfilling organic waste is the most GHG intensive option. Open landfills have a very high carbon footprint (1.9 t CO<sub>2</sub>-e per ton of food waste received), while landfills with a gas recovery system (like Tirohia) only have one third (0.6 t CO<sub>2</sub>-e).

However, biologically treating food or any other organic waste is an even better low carbon solution. (Aerobic) Composting is an easy way to drop emissions (0.17 t CO<sub>2</sub>-e) and obtain a good soil by-product. Even better is the adoption of anaerobic digestion with only 0.02 t CO<sub>2</sub>-e, about 10 times less emissions than composting and 100 times less than landfills without gas recovery systems in place.

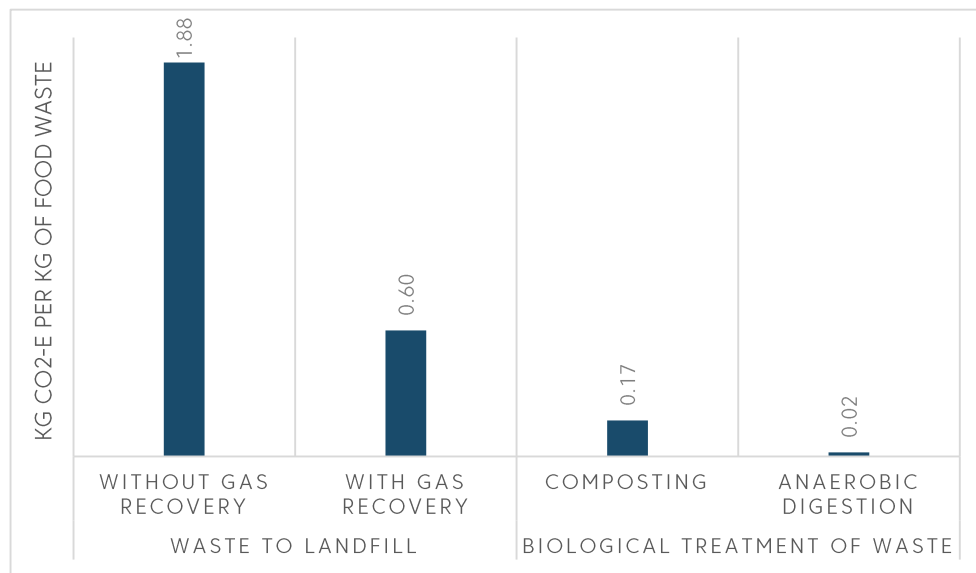


Figure 31 Carbon footprint of Food Waste depending on disposal method

It is also worth noting that all general waste from Gisborne RRTS is transferred to Tirohia landfill (near Paeroa, in the Bay of Plenty). Despite Tirohia being a state-of-art landfill in terms of gas recovery (90% of all methane gas is captured and destroyed), it is located 364 km from Gisborne. It follows that transport emissions are a high component of the emissions profile, and a local solution would further help in reducing the carbon footprint of waste.

The first immediate recommendation is to separate organic food waste and dispose of it in a different way. Biological treatment of organic waste with a local anaerobic digester is the preferred solution in terms of emissions reduction. However, aerobic composting or worm farms are also good alternatives.

## 7 EDUCATION

A commitment to providing effective education programmes is key for successful RRCs, waste diversion and ultimately the necessary move to a circular economy for optimal environmental outcomes. This has been a strong and recurring theme throughout the project from background investigations, communications with existing RRCs, community engagement (reflected in surveys and online hui), existing waste operators and sector representatives and other stakeholders.

Education in the context of RRCs can be broadly divided into two streams; Community and Upskilling/Training.

### 7.1 COMMUNITY – MAXIMISING DIVERSION FROM LANDFILL

#### 7.1.1 EDUCATION PROVIDERS

Education providers are at the forefront for connecting younger generations to the environment, inspiring and empowering positive environmental practices to carry with them into the future.

Supporting educators to deliver effective programmes that are culturally and age appropriate, engaging, and practical is therefore vital. Locally, educational and community organisations including Kōhanga Reo, Enviroschools, Tairāwhiti Environment Centre and Para Kore are already active in this area.

Further curriculum support, specific programmes and quality resources will see long term, inter-generational benefits and are key for long term success.

Partnering with Iwi and kura in the development and provision of school education resources (around resource recovery, waste minimisation, circular economy etc) would allow the coast residents to tailor make what will work in their communities. This may be based at a marae or school or the Ruatoria satellite RRC. It could also be a roadshow developed by locals for the locals. This could be developed in partnership with existing organisations already active in that space but who may be experiencing challenges due to already full programmes or distance to the TEC Environment Centre in Tūranganui a Kiwa (E.g., Enviro schools and TEC).

#### 7.1.2 WIDER COMMUNITY

Community education on what can be recycled, what services are available and how to use it/access it will maximise uptake of the full diversion opportunities available. It is essential that educational material is audience appropriate including language, level of detail and delivery. For example the survey revealed a lack of understanding from some of the community on what could be recycled, how and where.

The education of the wider community will require a range of options including the ongoing use of social media to keep the community updated and educated on an ongoing basis. National Government and local Council commitment to Te Tiriti should be extended to the

development of this material including the use of Te reo Māori (e.g., radio, on signage at Transfer Stations and RRC/s).

## 7.2 UPSKILLING/TRAINING – PROVISION OF OPPORTUNITY

RRCs can provide opportunities for upskilling and training within their communities. CReW in Whakatane and Earthlink in Lower Hutt are New Zealand not-for-profit charity organisations supporting those with barriers to work to upskill for employment (e.g., disabilities, addiction, mental illness). Participants gain valuable training and skills in waste diversion operations and retail, including in reuse shops.

Resource Recovery Australia (RRA) diverts waste from landfill whilst providing opportunities for people who have found it difficult to join the workforce for a variety of reasons. Their Rockhampton location has trained staff in forklift operation, test and tag, health and safety representative training, retail training and first aid.

Work experience, mentorship and wider training, and funding opportunities (other than core resource recovery skills) should also be investigated. These may include marketing/social media skills, upcycling, new product/technology development etc.

Given the current skills and supply shortages in the building sector opportunities to partner with trade, apprenticeship, and tertiary providers such as EIT, Universities, and Amotai, require further investigation.

The proposed Trades Training Academy at Aerodrome Business Park has the potential to be an excellent provider if their funding application is successful. Depending on Council's decisions on future waste service commitments and tenders, there could be other significant opportunities for training and employment (paid and voluntary). Funding sources and the governance structure - visions and decisions of the RRC/s will also contribute to the level of education and training options.

Initiatives such as a 'Recycling trailer' available hire for events in the rohe presents an excellent opportunity for upskilling volunteers, paid staff and educating the community (a service provided by Whanganui RRC for free, \$50 bond). A hireage fee could be charged for commercial events (eg music festivals) and invested back into operational costs or further education initiatives. Alternately it could be used to subsidise provision for other events such as school sports carnivals, local rugby games or other events with good community exposure opportunity.

Consultation with communities and groups for ideas and suggestions on how to extend education opportunities will likely yield many grassroots ideas – by the people for the people, and hence a much higher chance of success than traditional 'top down' initiatives.

## 8 OPTIONS AND FEASIBILITY

### 8.1 INFORMING THE OPTIONS

A number of key themes have surfaced from community engagement undertaken for the project. Engagement has included online and hardcopy survey completion, online workshop participation and korero with individuals via email, phone and kanohi ki te kanohi.

As addressed in the Multi-Criteria Analysis (MCA), the MCA is based on the ILM (Investment Logic Map) which identifies problems and opportunities and MCA weighting 'Measures'. These Measures are used to weight and rank potential sites from a longlist to a more refined shortlist.

Feedback has been considered in the MCA as below:

- Cultural considerations, Kaitiakitanga, protection of Te Taiao.  
Continued Iwi involvement will be a recommendation for the next phase of establishing a RRC/s for Tairāwhiti.  
MCA Measures: Sites of significance, proximity to sensitive land uses and land areas, cultural overlays;
- Consideration to rural communities and needs.  
MCA Measures: Proximity to population centre, level of community interest;
- Environmental protection.  
MCA Measures: Planning overlays, resilience e.g., rivers changing course over time;
- Consideration of bigger picture => move to circular economy including priority product stewardship schemes, container return schemes (education & communication is critical).  
MCA Measures: Practicality, alignment and interception of available waste streams.

### 8.2 COSTS/BENEFITS

Rough order costs have been calculated for the likely scenarios, these are detailed below along with indicative cost ranges. Refer to Appendix 12 for the cost breakdowns.

RESOURCE RECOVERY CENTRE	ROUGH ORDER COST RANGE
Stage 1	
Main Centre (Gisborne – assumes access and hard-stand in place)	\$2.4 – \$3.2M
Rural Centre (Gisborne)	\$1.3 – \$1.7M
Stage 2	

Satellite Centre (i.e. Ruatoria / Tologa – transfer station conversion)	\$0.8 - \$0.6M
Stage 3	
Satellite Centre (i.e. Te Karaka / Tokomaru) – transfer station conversion)	\$0.3 - \$0.5M
Community Centres	Not Costed

An overview of the region’s waste statistics is shown below, in addition to distances to centres and population information from the 2018 census. This information informs the decision-making process around the effectiveness of site positioning and also staging of the works.

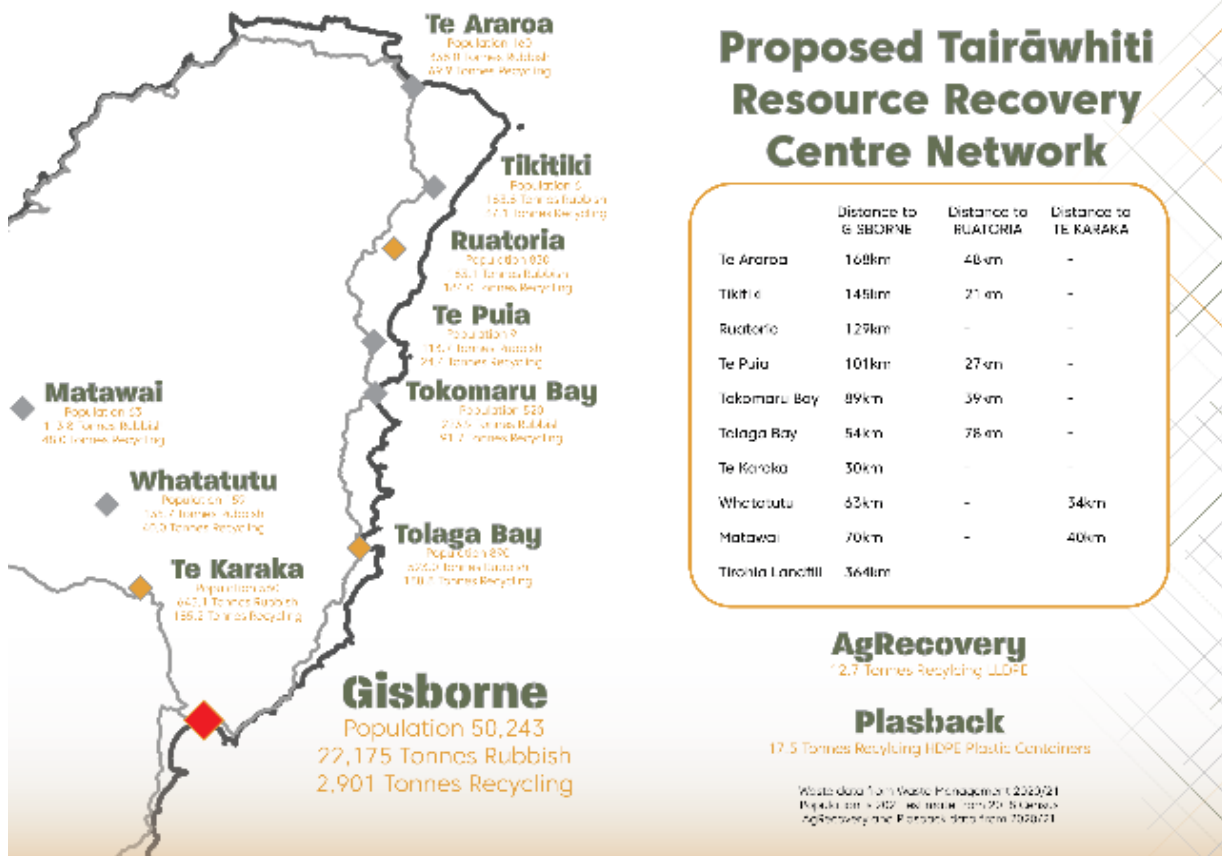


Figure 31: Tairawhiti Waste - Overview

The existing Ruatoria Transfer Station is shown below. This is an example of what facilities are present at the regions existing transfer stations, and how utilising these significant assets will make the creation of rural resource recovery centres at these sites much more economic, and also with a significantly reduced carbon footprint. Note that the central waste station and minor office building is not shown in the photos.





Figure 32: Ruatoaia Transfer Station – Image 1



Figure 33: Ruatoria Transfer Station – Image 2

## 9 RECOMMENDATIONS

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The outcomes of a Resource Recovery Centre are to divert waste that currently goes to landfill and stimulate a circular economy. The main activities to achieve this goal are the education of the community on waste minimisation and the actual recycling/repurposing of waste. Regardless of the site and the location of a RRC, these two services are the basis of its success. However, depending on the size of the community and the volume of waste, the potential services offered by each RRC will vary their extent.

Areas suitable for the development of centres for resource recovery have been identified across the region. Some are suited to act as a primary facility for the general population, some for commercial users and others to act as satellite feeders. To provide for a maximum level of coverage and access across the region, allow for flexibility and a diverse range of uses, the recommendations are staged and incorporate backup sites to allow for more detailed optioneering during the design phase. In addition, staging allows financial commitment to be spread whilst still moving the project forward and allowing flexibility to accommodate the fluctuating economy and changing legislative landscape (locally, nationally and globally).

It is important to consider, incorporate and prepare for all relevant existing and possible regulations, legislation and national priorities. The indication of upcoming legislative changes to waste management is something to be very aware of throughout the design and development of an RRC. While Transforming Recycling is still in the consultation phase, there is a strong possibility at least one of the 3 proposals will be implemented in some capacity. All plans and strategies should consider the likelihood of these going forward, and be designed as to allow some flexibility without complete redesign. If the proposals do not go forward, Tairāwhiti should show leadership through the underlying ideas still being worked into the RRC as there is strong evidence showing the need. In parallel, tangible outcomes satisfying the six priority products in the product stewardship scheme should be incorporated into the RRC (Plastic packaging, tyres, E-waste including large batteries, agrichemicals and their containers, refrigerants, and farm plastics). Analysis of the region's waste since 2004 have shown a significant increase in plastic waste in the region going to landfill.

The Climate Change Response Act 2002 and recent national and regional ERP should be a priority on decisions to minimise organic waste entering landfills. Waste audits have shown a reduction in significant green waste going to landfill, but a much slower decline in food waste. The other relevant trend was the increase in textiles to landfill, which has a high GHG potential from decomposition. One factor of waste management that can be managed to reduce waste related GHG emissions is to focus on logistics, and reducing the import/export of materials and waste to the region. Strategies to improve the emissions highlighted in this report include the construction of a new local landfill, sorting and compaction of waste within the region before freight, and the increased uptake of a circular economy within the region with constant consultation and collaboration between, tangata whenua industry and local government.

Climate change also needs to be factored into the implementation and operation of the RRC network. This will include existing, modified and new assets and infrastructure (eg roading, design, maintenance etc).

GDC has a commitment to Te Tiriti and working in partnership with tangata whenua. This important relationship along with collaboration with community groups, industry, education organisations and the wider Tairāwhiti community will be key to the success of a sustainable and enduring RRC network to benefit the environment and our community.

Feedback from Iwi (and funding supporters – including Community Groups) should be considered at the next stages of developing a RRC for Tairāwhiti, post this Feasibility Study (TRONP suggested further direct contact with marae in future stages of the project and can provide contact details, other Iwi may be willing to do the same).

Given the pressures of Covid and frequent flood events on Iwi and the Community Groups throughout this study, more feedback may be received post submission of this Report. Should this occur, this will be forwarded to GDC for consideration with next steps to establish an RRC in the rohe.

## 9.1 POTENTIAL DEVELOPMENT

### 9.2 STAGE 1

STAGE 1	
Option 1	Backup Option
<p>Main facility to serve Gisborne and Tairāwhiti</p> <ul style="list-style-type: none"> <li>- 25 &amp; 27 Banks St (Valuation No's 0858001000 &amp; 0858001003)</li> <li>- Main point for majority of waste streams</li> <li>- Receive waste streams from remote sites</li> <li>- High-use public site</li> </ul>	<p>Main facility to serve Gisborne and Tairāwhiti</p> <ul style="list-style-type: none"> <li>- Innes St/Waste Management (Valuation No. 858002602)</li> <li>- Main point for majority of waste streams</li> <li>- Receive waste streams from remote sites</li> <li>- High-use public site</li> </ul>
<p>Industrial facility to serve Gisborne and Tairāwhiti</p> <ul style="list-style-type: none"> <li>- Gisborne Airport (Site pending – TT/EG)</li> <li>- Large materials including construction &amp; demolition</li> <li>- Potential to Integrate with other construction/training activities</li> <li>- Ag waste (potential Ag Recovery &amp; Plasback collections)</li> <li>- Compostable waste potential</li> </ul>	<p>Industrial facility to serve Gisborne and Tairāwhiti</p> <ul style="list-style-type: none"> <li>- Long term lease agreement with potential providers in either Aerodrome Rd or MacDonald zone</li> <li>- Large materials including construction &amp; demolition</li> <li>- Potential to Integrate with other construction/training activities</li> <li>- Ag waste (potential Ag Recovery &amp; Plasback collections)</li> <li>- Compostable waste potential</li> </ul>

Stage one establishes a central recovery centre to serve both Gisborne and the wider community. The facility location is in close proximity to the main Gisborne population, but in an industrial zoned area – so provides for good access while minimising negative effects.

Also, in stage one is the recommendation to establish a site to cater for more industrial operations such as demolition, agricultural waste and potentially the processing of compostable material. Such a site is best situated further from built up areas due to it needing a larger footprint and having more HCV movements, smells and larger machinery. Compostable treatment may also be an option at such a site.

25-27 Banks St.: this site would be the central hub for all the other RRCs. It will be the main collection point for the public community (excluding green waste and other large volume waste, i.e., construction & demolition, medium & large size businesses). The centre will repurpose all those items that then will be sold in the in-house reuse shop (clothes, wood & metal, small items, etc..). Conventional recycling products will be transported to dedicated recycling providers (metal, plastic, etc..). It will be also the main contact point for current and future stewardship programmes of those hard-to-recycle items, similar to what TEC is currently doing (batteries, toothpaste, electronic components, etc..). Educational activities could be continued by TEC which already hosts and delivers a wide range of environment and sustainability programmes at its own premises – these could be extended to encompass education in the context of a RRC/network. Educational activities could be delivered between the RRC site and TEC premises – details of which to be developed in partnership with TEC and other educational providers.

Awapuni Rd: the site located in Awapuni will serve mainly for large volume waste and for commercial activities. Given the strategic position, it is ideal for the drop-off of large materials (including construction and demolition) and Agricultural and horticultural waste (including AgRecovery & Plasback collection). It will be integrated with specific consultancy tailored for business activities and with other construction/training services. This site also has the potential to receive and treat organic waste. However, we suggest incorporating this service depending on the outcome of the Gisborne Wastewater Treatment Plant Biosolids Management, as explained in the section below.

For stage 1 to effectively transition into stage 2 and stage 3, there must be an updated analysis of waste types disposed of within the region. This can be through SWAP audits, visual audits of kerbside waste and commercial waste surveys of key manufacturers and process plants in the region. Developing a fit-for-purpose RRC with ongoing monitoring and outcomes evaluation is key to effectively managing and minimizing Tairāwhiti's waste economically. The strategy developed through each stage should closely align with the GDC Emissions Reduction Plan 2022 to ensure the best possible environmental impacts.

### 9.2.1 GREEN WASTE AND BIOSOLIDS

It is not intended to give specific recommendations for a particular site dedicated to the recovery of organic material as it will be strictly related to the collection of biosolids from the WWTP. On the 16<sup>th</sup> June 2022, GDC published a tender for the collection, transportation and potentially additional processing of the biosolids produced by the upgraded WWTP, expected to commence on the 6<sup>th</sup> March 2023. It is estimated that Gisborne's WWTP will generate an average of 15 m<sup>3</sup> of biosolids per day, equivalent to 5,733 to 6,552 tons per year. This is almost double of the city estimated food waste volume (3,500 tons per year)

and only a fraction of the industrial green waste production (more than 30,000 tons per year). Given that a solution is being searched for biosolids, we feel that the same option should be pursued for other organic waste. It is strongly recommended to consider the green waste coming from commercial activities as it constitutes the majority of the regional organic waste and develop a solution after consultation with all the parties involved.

### 9.3 STAGE 2

STAGE 2	
Option 1	Backup Option
89 Thatcher Rd, Ruatoria (Valuation No. 782015606) - All waste	Racecourse Rd, Ruatoria (Valuation No. 0783030101) - All waste
146 Waiapu Rd, Tolaga Bay (Valuation No. 817062600) - All waste	27 Monkhouse St, Tolaga Bay (Valuation No. 817055100) - All waste
229 Kanakanaia Rd, Te Karaka (Road Reserve) - All waste	12 Ioapa Road Te Karaka (Valuation No. 0817055100) - All waste

Ruatoria, Tolaga Bay, Te Karaka: similar to Gisborne, these RRCs will be able to receive all waste streams and provide educational services relevant to their catchment area. Given the reduced waste volumes, and depending on the specific waste types, these centres will act as “satellites” to the main Gisborne centre. Those items that are likely to be needed/used by the same community will be available for purchase in a small reuse shop; other waste will be transported to Gisborne for further processing. As opposed to Gisborne, and for obvious reasons, it is suggested to keep the support to commercial businesses (if relevant) and collection of green waste in the same site. It is not feasible to run a commercial facility for compost (or similar) in townships with low waste volumes. Hence, a small composting center run by the community can be a good option to address green waste disposal. Anyway, the priority stays in the education of each group aiming at sorting the problem directly within the household (whenever possible), rather than at the final stage. Prevent, Reduce, Reuse, Recycle, Recover, Dispose.

## 9.4 STAGE 3

STAGE 3
Conversion of Remaining Transfer Stations (Whatatutu, Tokomaru Bay, Tikitiki, Te Puia, Te Araroa, Matawai) Marae, Sports Organisations, Other Large Organisations

The concept with Stage 3 is to create a wide network of smaller organisations which feed into the main RRC'. This concept came from discussions with local marae, who were interested to participate and lead RRC operations within their own community. The recommendation here is to create a system where various organisations can sign up to participate in the scheme. GDC would then provide support such as bins, material collection, training and networking. Such a scheme would require a high level of setup, trialling and tweaking, which is why this is recommended for Stage 3.

## ABBREVIATION AND ACRONYMS

CRew	Community Resources Whakatane
EHA	Environment Hubs of Aotearoa
EMRT	Engagement and Māori Responsiveness Team
ENM	Environment Network Manawatu
FH	Fulton Hogan
FTE	Full Time Equivalent
GDC	Gisborne District Council
GHG	Greenhouse Gas
HAIL	Hazardous Activities and Industries List
HCV	Heavy Commercial Vehicle
ILM	Investment Logic Map
KPI	Key Performance Indicator
LTP	Long Term Plan
MCA	Multi Criteria Analysis
MfE	Ministry for Environment
MRF	Materials Recovery Facility
NESCS	National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health
NLTP	National Land Transport Programme
NPDC	New Plymouth District Council
NLTP	National Land Transport Programme
NZS	New Zealand Standard
NZTA	New Zealand Transport Agency
NZWS	New Zealand Waste Strategy

## ABBREVIATION AND ACRONYMS

PNCC	Palmerston North City Council
RMA	Resource Management Act 1991
RRC	Resource Recovery Centre
RRTS	Resource Recovery Transfer Station
SIA	Sustainable Is Attainable
TEC	Tairāwhiti Environment Centre
TRMP	Tairāwhiti Resource Management Plan
TRONP	Te Runanga o Ngāti Porou
TROTAK	Te Runanga o Turanganui a Kiwa
WDC	Whangārei District Council
WMNZ	Waste Management NZ Ltd
WMMP	Waste Management and Minimisation Plan



# APPENDIX 1 GDC 2017 WASTE ASSESSMENT

APPENDIX 2  
GDC 2018 - 2024  
WASTE MANAGEMENT AND  
MINIMISATION PLAN

# APPENDIX 3 GDC COMMUNICATIONS PLAN

# APPENDIX 4 SURVEY FORM

# APPENDIX 5 SURVEY RESULTS

# APPENDIX 6 GDC 2019 WASTE MINIMISATION FUND APPLICATION

**APPENDIX 7  
WAIROA DISTRICT COUNCIL  
2019 WASTE MINIMISATION  
FUND APPLICATION  
LETTER OF SUPPORT**

# APPENDIX 8 INVESTMENT LOGIC MAP AND BENEFITS



# APPENDIX 9 PLANNING ASSESSMENT – SHORT LIST

# APPENDIX 10 MCA SCORING MATRIX

# APPENDIX 11 MCA SITE SUMMARY

# APPENDIX 12 ROUGH ORDER COSTS

# APPENDIX 13 FEEDBACK RECEIVED

**Title:** 23-47 Draft Submission on Three Waters Bills  
**Section:** Chief Executive's Office  
**Prepared by:** Yvette Kinsella - Special Projects Manager  
**Meeting Date:** Thursday 30 March 2023

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Legal: No

Financial: No

Significance: **High**

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## Report to COUNCIL/TE KAUNIHERA for decision

### PURPOSE - TE TAKE

The purpose of this report is to provide Councillors with a draft submission for discussion on the Three Waters Bills currently before Select Committee.

### SUMMARY - HE WHAKARĀPOPOTOTANGA

This report follows on from **Report 23-15** to provide the Councillors with a draft of a submission to the Finance and Expenditure Select Committee on the Water Services Legislation Bill and the Water Services Economic Regulation and Protection Bill (the Bills).

**Report 23-15** sets the context and should be read alongside.

The key sections in the draft submission are:

- snapshot of Te Tairāwhiti
- Council's bottom lines
- affordability as a key outcome
- pricing, charging, and costs
- subsidiaries
- integration with council planning functions
- stormwater
- regulatory powers
- enforcement and compliance
- asset and liability transfer
- economic regulation.

Staff provided Council with a summary of the Bills at the 26 January Council meeting (Reports **23-14**, **23-15** and **23-16**). Staff were due to present a draft submission on the two Bills for approval by Council on 15 February in time to meet the submission deadline of 17 February. That workshop was cancelled as Cyclone Gabrielle hit Te Tairāwhiti.

Staff submitted the draft submission to the Select Committee on 17 February with the intention of seeking retrospective approval (with any necessary amendments) from Council. The Select Committee has proceeded at pace with the process and scheduled hearings on the Bills for first week of March. Councils impacted by Cyclone Gabrielle were given the opportunity to be heard at a special Select Committee hearing on 13 March. Chief Executive, Nedine Thatcher-Swann presented on the draft submission.

**Attached** is a draft submission for Council consideration.

Any amendments will be forwarded to the Select Committee for their consideration.

The decisions or matters in this report are considered to be of **High** significance in accordance with the Council's Significance and Engagement Policy.

## **RECOMMENDATIONS - NGĀ TŪTOHUNGA**

**That the Council/Te Kaunihera:**

- 1. Endorses the submission to the Finance and Expenditure Select Committee on the Water Services Legislation Bill and Water Services Economic Efficiency and Consumer Protection Bill (as attached in Attachment 1)**
- 2. Instructs the Chief Executive to confirm the submission with the Select Committee as final.**

*Authorised by:*

**Nedine Thatcher Swann - Chief Executive**

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**Keywords:** draft submission, three waters bills, select committee, finance and select committee, water services legislation bill, water services economic regulation and protection bill

## **ATTACHMENTS - NGĀ TĀPIRITANGA**

1. Attachment 1 - SUBMISSION Water Services Legislation Bill v3 for Council 15 Fe (2) [23-47.1 - 22 pages]

Committee Secretariat  
 Finance and Expenditure Committee  
[fe@parliament.govt.nz](mailto:fe@parliament.govt.nz)



17 February 2023

### Submission on Water Services Bills

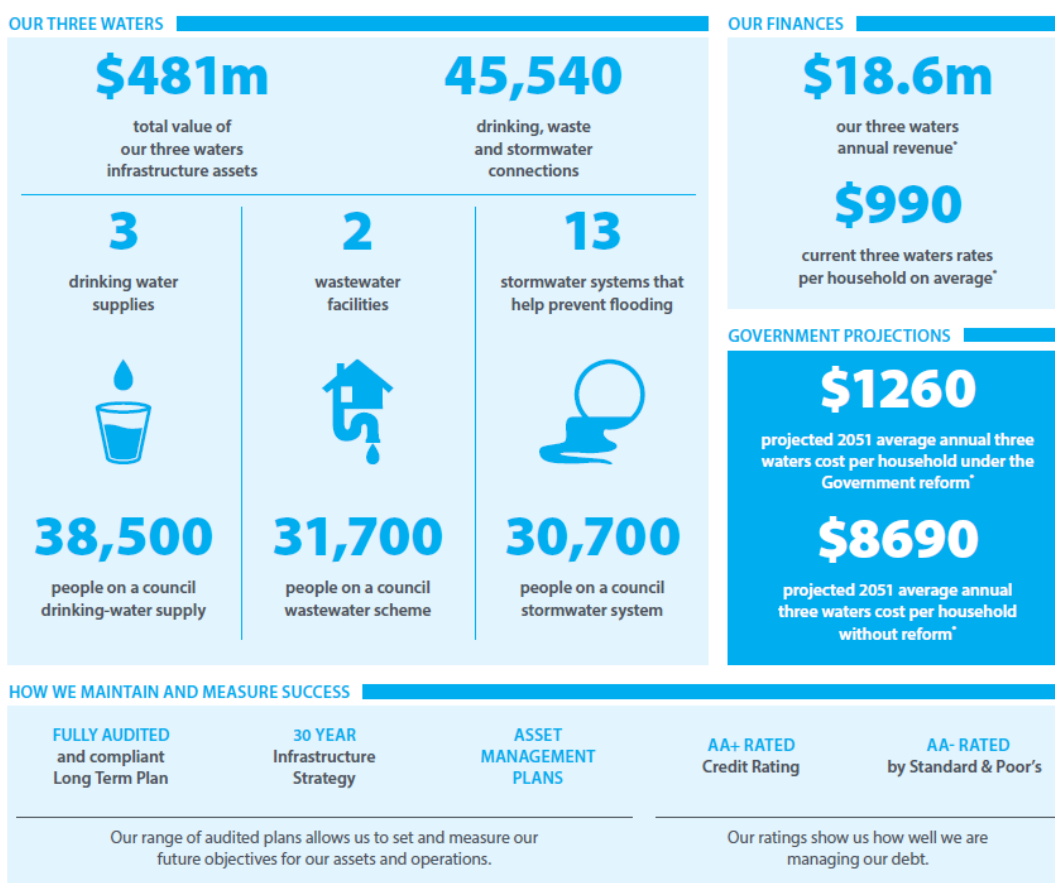
1. Thank you for the opportunity to submit on the Water Services Legislation Bill (the WSL Bill) and the Water Services Economic Efficiency and Consumer Protection Bill (the EECB Bill). This submission comments on both Bills.
2. We acknowledge Government for taking up the challenge of addressing the significant infrastructure issues apparent across the local government sector.
3. The need for safe, reliable, and affordable water services that support good health and sustainable environmental outcomes are outcomes we can all agree with. We support these outcomes along with partnering with our mana whenua to deliver these outcomes.
4. We wish to present our submission in person to the Select Committee.

#### Snapshot of Te Tairāwhiti

5. Te Tairāwhiti region comprises approximately 51,500 people. We have a relatively young population with 39% below the age of 25 years of age. We also have a high proportion of our population over the age of 64 years of age. The upshot of this is that we have a smaller economically active population than other regions with more financial pressure on those of working age to over cost of services such as three waters.
6. Our iwi of Tairāwhiti are Ngāti Porou, Rongowhakaata, Te Aitanga a Māhaki (including Ngā Ariki Kaiputahi and Te Whānau a Kai), Ngāi Tāmanuhiri, and ngā iwi me hapu o Te Wairoa. More than 52% of our people identify as Māori. There are 71 marae across the region with 68% of these in the rural areas well north of Gisborne city. Our predominantly rural marae are critically important and have complex needs in terms of access to three waters services that are financially sustainable.
7. We rank 60 out of 67 territorial authorities on the NZ Deprivation index (as at January 2022) and have the highest level of deprivation of any region in NZ, with two thirds of the population (65%) living in deciles 8-10. Deprivation is more pronounced by ethnicity with 77% of Māori in Te Tairāwhiti living within deciles 8-10. A high regional deprivation level creates challenges for service providers in striking a balance between meeting needs for services and the affordability of those services.
8. We have a relatively low median household income of \$66,000 per annum compared with the national median of \$80,055. There is considerable variability in median income between areas within the region with Māori living on the East Cape having a median income of \$49,196. It is important to note that 26% of Tairāwhiti households have an income of less than \$30,000 per annum. Another 19% have an income of between \$30,000 and \$50,000. The affordability of service provision for individual households continues to be a challenge in Te Tairāwhiti.



9. We have a shortage of at least 400 homes in Te Tairāwhiti currently with that projected to rise to nearly 3,000 by 2050. The median house price in Gisborne rose 40% to \$570,000 in the year to June 2021, outpacing the nationwide increases. By December 2021 it sat at \$695,000 before dropping to \$623,000 currently. There is a flow-on effect to the rental market with the average cost of a rental house sitting around \$548 per week currently. High costs of living for our community compound issues of affordability.
10. While we are only 1% of the national population, our land area comprises 3% of New Zealand's national land area. There are 3,200 Māori Freehold Land units in Te Tairāwhiti covering 228,000 km<sup>2</sup> and representing 28% of total land area of land in the region. Developing Māori land for housing (papakāinga) and alternative productive uses will require access to services that are not currently provided, yet the benefits of doing so could be transformational for some communities.
11. Gisborne District Council is a unitary authority with both regional council and territorial authority functions and responsibilities.
12. The figure below provides a snapshot of our three waters assets.



\*All figures are GST exclusive and exclude inflation.

### Benefits of the reforms

13. We acknowledge that safe, reliable, and affordable water services that support good health and environmental sustainability are critical for our people. Partnering in a genuine and meaningful way with mana whenua to deliver these outcomes is very much supported.
14. The promise of the reforms in general to improve financial affordability and sustainability for households and businesses in the long term, if achievable, is a significant benefit. Infrastructure and service affordability for all sectors of our community is a challenge we have been grappling with for many years and a major concern for Te Tairāwhiti. We acknowledge that political pressure on councils often leads to prioritising lower rates in the short term at the expense of investment in infrastructure and services where the benefits manifest more in the future.
15. We are hopeful that the reforms will enable the development of a high calibre workforce of technical experts in water services and reduce the need for competition between councils, government and the private sector for skilled labour.

### Our position

16. In summary, we recognise the need for change.
17. The two principles that guide our Council on responding to the three waters reforms are that:
  - The wellbeing of all of our people in Te Tairāwhiti is (at least) no worse off in the short term and better off in the long term.
  - Council is able to continue to deliver its statutory obligations for promoting local democracy and delivering services that maximise the wellbeing of our communities.

### Bottom lines

18. Our bottom lines for the three waters reforms that we want to see reflected in all of the legislation are:
  - That water services in Te Tairāwhiti are affordable for our communities.
  - There is genuine co-governance around water services delivery.
  - The structural layers responsible for operational delivery remain accountable in accordance with the priorities and strategic expectations set at the co-governance level.
  - There are mechanisms for local voice to ensure Te Tairāwhiti's community needs for water services (as described by communities) are well understood at a granular level.
  - There is clear, seamless, and well-communicated alignment between the regulatory functions and powers of the different agencies involved in water services to avoid conflict and duplication of effort between agencies, and to ensure the regulatory system is efficient and navigable.
  - It is clear that councils (Regional Planning Committees in the future) retain responsibility for spatial planning for regions and the role of WSEs is to implement those regional plans.
  - That our communities understand the three waters reforms and their impacts, and have mechanisms to have a voice on water services policy decisions that impact on them.

### Submission content

19. The remainder of our submission outlines several aspects critical to Te Tairāwhiti and suggests specific amendments to the legislation that would strengthen the reform outcomes, notably around:
- affordability as a key outcome
  - pricing, charging, and costs
  - subsidiaries
  - integration with council planning functions
  - stormwater
  - regulatory powers
  - enforcement and compliance
  - asset and liability transfer
  - economic regulation.

### Timing of submissions

20. Council has a strong stake in the details around the powers and functions that are covered in the bills. We are uniquely placed to provide practical suggestions to improve how the bills would work operationally. We also need to ensure any overlaps, conflicts, and residual functions for councils are workable so that we can meet our own statutory obligations.
21. We are disappointed at the timing of the release of the two water services bills and the short submissions period. It coincides with the Christmas holiday break and the submissions periods for the two resource management bills and the Future for Local Government Review report.

### Affordability as a key outcome

22. As you can see from our 'Snapshot of Te Tairāwhiti' (paragraphs 7-14), affordability is a critical concern for our communities. As a region with one of the highest deprivation rankings, many of our people are more vulnerable to changes that raise costs of living.
23. Government has stated that affordability is a key driver for these reforms. The Heads of Agreement between the Crown and LGNZ signed in July 2021 include a shared objective for the reforms of "ensuring all New Zealanders have equitable access to affordable three waters services".

### Affordable water services

24. The legislation includes affordability in the purpose of the Water Services Entities Act (the Act) but the rest of the Act and the two Bills do not explicitly state that affordability for households, businesses and others is an intended outcome of the legislation.
25. Section 12 of the Act ensures that financial sustainability and good business practice are objectives of a WSE. However, we want to highlight that financial sustainability does not equate to affordability for communities. Financial sustainability is about the ability of the system to sustain itself financially. While this is important, and supported by Council, it is as (if not more) important that our communities can afford to pay for water services.
26. We want to see an explicit reference to "affordability for consumers and communities" as an objective of a WSE. In addition, the functions (in section 13 of the Act) and / or operating principles (section 14) should also recognise this important requirement.

*The purpose of this Act is to enable long-term, sustainable improvements in the safety, quality, resilience, accessibility, **affordability**, efficiency, and performance of water services; and water services infrastructure.*

27. Affordability for consumers should also be recognised as something to be considered in the charging principles in new section 331 of the WSL Bill. The requirement for a WSE to consider affordability for consumers and the community when developing and setting charges will give greater effect to the purpose in section 3 of the Act. (Also see our other submission below addressing the charging principles).

### **Charges as security**

28. We are concerned about the sudden inclusion of section 137A, which is based on section 115 of the Local Government Act 2002. (We think the numbers of the section may have been juxtaposed and this should be section 173A, coming under the "borrowing" heading in subpart 8 of Part 4 of the Act, given section 115 is also a "borrowing" provision in the Local Government Act 2002.)
29. Under proposed section 137A, if the receivers are called in when a WSE defaults on its debt obligations, the ratepayers will be liable. This provides the receivers with an unconstrained ability to collect charges without any consideration of affordability for consumers.
30. Given the potential implication for ratepayers, we submit there should be a greater level of engagement, consultation and oversight of any decision by the WSEs to grant a security interest against charges. Such a decision could be treated as a major transaction under section 169 of the Act, but there may also be other options available to the select committee to adopt. It should seek advice from its officials on this issue.
31. We also recommend consideration be given to definitions from the interpretation section in section 112 of the Local Government Act 2002 being included in the Act. There should at least be a definition of "incidental management", which is a term used in both section 173 and proposed section 137A.

### **Combined costs**

32. The total sum cost of delivering all services (water services delivered by the WSEs and residual council services) to communities needs to be considered as part of the financial impact of the reforms – regardless of who is delivering the services, the costs will fall on the same consumers and communities.
33. The reform assumes that the combined costs to consumers of water bills and rates bills should not change when the WSEs become operational. This would mean that consumers and communities would be paying roughly the same amount for WSE bills and Council rates as they currently pay for their total Council rates.
34. Council has stated multiple times in previous submissions that the disaggregation of three waters finances from Council will result in a decrease in the economies of scope for Council delivering its residual activities. The Council also notes that there is a lack of clarity about the precise scope of the residual water services activities that councils will be delivering beyond 1 July 2024. The WSL Bill should include a clear statement about the functions that remain with councils, to assist with the necessary financial forecasting that councils will soon need to consider.
35. Council, as a unitary authority, currently achieves a degree of efficiency through delivering the four waters (including flood control) as a cluster that enables spreading costs across all four of the activities. Shared costs include asset management software, vehicle fleet, asset valuations, and managerial overheads. Disaggregation of the four waters will result in some cost inefficiencies in the short term for Council.

36. Council also has some costs that are fixed regardless of the size and scope of service delivery. Most notably are overheads and the costs of enabling democracy (Council meetings and elected representatives). When setting rates, we allocate the costs of these services across each activity. This means the cost of an activity has not only its direct costs (eg repairs and maintenance, staff working within the three waters) but they have costs apportioned to them from supporting activities.
37. We have estimated that, in the short-term, Council will have stranded costs of at least \$4.6 million per annum for at least three years. Consumers and communities would have a higher combined cost for their rates and water bills as a result. Given the current cost of living crisis this is unacceptable. The current allocations from Government of 'no worse off' funding will not cover these stranded costs in full.

### **Recommendations (affordability)**

38. That the Select Committee:
- Amend section 12(a) of the Act (objectives of water services entities) to include an additional objective to ensure affordability for present and future water services consumers and communities.
  - Amend section 13(a) of the Act by adding (see underlining): "The functions of each water services entity are – (a) to provide safe, reliable, efficient and affordable water services in its area...."
  - Amend section 14(f) of the Act by adding (see underlining): "being open and transparent, including in relation to – (i) The calculation and setting of fair and affordable prices; and
  - Amend new section 331 of the WSL Bill to include consideration of affordability within an existing principle, or as a separate charging principle.
  - Amend section 169 to make a decision of a WSE to grant a security interest against charges a major transaction, or consider alternative amendments to ensure sufficient engagement, consultation and oversight of such a decision.
  - Amend new section 137A to become section 173A, and provide that when assessing a charge under subsection (2) the receiver must also consider the affordability of the charge for consumers.
  - Include a definitions section (new section 173B?) based on section 112 of the Local Government Act 2002.
  - Recommend that Government set the quantum for no worse off funding to fully cover any stranded costs that councils identify as a result of the three waters reforms. This should recognise, in particular, the needs of unitary authorities.

### Pricing, charging, and costs

39. The way that general water services are charged for is a sensitive issue and will be a critical aspect for WSEs to grapple with. Given the sensitivity, a careful balancing exercise will be needed.
40. While geographic averaging can be used to protect vulnerable consumers by helping to smooth prices, or make them more uniform, by sharing costs across all households in a geographic area, it can be argued that volumetric charging provides a more equitable approach for some urban households.
41. Our key concern relates to affordability for consumers and communities because, at the super-regional scale that WSEs will operate at, even geographically averaged prices may be beyond the ability of some of our communities to pay, particularly where significant improvement in water services infrastructure would be required.

### Charging principles

42. The proposed charging principles and powers (new sections 331 to 334 of the WSL Bill) should be amended to ensure that the WSE boards are required to take into account affordability when setting charges.
43. The charging principles (new section 331 of WSL Bill) enable different consumers to be charged different amounts only if they receive a different level of service or the costs of service provision are different. However, the proposed principle in clause 331(1)(a)(ii) of the Bill is too restrictive, and does not properly recognise affordability, which is a generally accepted existing basis for differentiation in rates / charges. Section 331(2) tempers this to some extent by allowing a WSE board to set lower charges for particular consumers to remedy inequities in service provision, but it is unclear whether WSE boards are able to consider affordability.
44. Some of our rural township communities in Te Tairāwhiti have inadequate access to water services due to the capital and ongoing operational costs of providing those services being unaffordable at the current scale. This particularly impacts on Māori communities. This has a significant impact on wellbeing; health outcomes; economic development; cultural practices and responsibilities.
45. We are concerned that our rural township communities may not see an improvement in water services due to the same affordability constraints that exist now. We do not want to see them forced to continue with a low level of service because it is all they can afford. We want to see through the reforms that these service inequities can be addressed in an affordable way.
46. In practice, it is likely that these same rural township water service users would have higher per unit delivery costs due to scale. This opens the door for them to be charged a higher amount for water services relative to the rest of a WSE area.
47. Section 331(2) is critical to providing a way to ensure that water services charges can be targeted to the ability of all communities within a WSE area to pay. To ensure these users can be better off in the new regime there needs to be a closer link between clauses 331 and 334, with confirmation that the charging principles do not limit the power to charge geographically averaged prices.

48. In addition, the clause 331 principles are too narrow (particularly if they are regarded as an exclusive list, which should be clarified). WSEs should be able to set charges taking into account the full range of considerations councils currently consider when setting rates for water services. As discussed above, the principles should allow WSEs to set charges taking into account the affordability of the charges. Other potential principles could include:
- the need for or desirability of incentivising consumer behaviour (for example, reduced water consumption)
  - the extent to which consumers or groups of consumers are causing or contributing to the need for particular services or the costs of that service (this may be relevant to trade waste charges in particular)
  - the administrative costs and benefits to the WSE of uniform vs differentiated charging.
49. We also recommend that the principles provide for a WSE to make a final assessment of the overall impact on consumers and communities, as is currently required by section 101(3)(b) of the Local Government Act 2002.

### **Interim stormwater charging**

50. The Bill proposes to allow a WSE to charge councils for stormwater services for the three-year period ending on 1 July 2027. WSEs cannot charge consumers directly until at least that date, and until the Commerce Commission has in place a method for determining the recoverable costs of providing stormwater services.
51. We oppose this provision because the WSE would be providing the service to its customers, not the councils. Requiring councils to pay for stormwater services is contrary to the principles of the Act and the Local Government Act 2002, and lacks transparency. It is also unfair to require councils to recover the costs from their ratepayers without having any responsibility for these services.
52. In fact, councils may be unable to recover their costs due to the transitional provision in clause 27, Schedule 1AA of the Local Government Act 2002 (inserted, on 15 December 2022, by section 223 of the Act). Clause 27 of Schedule 1AA prohibits councils from including any water services content in long term plans during the establishment period. The effect of this is that councils would be unable to effectively consult on, or adopt, rates to cover any interim stormwater charges levied by the WSEs post 1 July 2024. This creates a significant financial risk for councils, and a potentially unfunded sets of charges that a WSE may seek to recover, neither of which is recognised in the WSL or EECP Bills.
53. If the WSL Bill continues to allow WSEs to bill councils for stormwater instead of their customers, a specific provision should be included in the WSL Bill, giving councils authority to rate to recover those costs. A precedent for this type of approach is section 34 of the Local Government (Auckland Transitional Provisions) Act 2010, pursuant to which Auckland Council was required to set a prescribed wastewater rate in order to meet Watercare's wastewater revenue requirements, and to transfer the money received from that rate to Watercare.

**Infrastructure contribution (IC) charges**

54. Under the WSL Bill, the Crown is exempt from paying IC charges. This is a concern for the Council as the Crown may be responsible for development that has a significant impact on water infrastructure, for example, schools, hospitals and prisons. We also want to see it clarified that Crown agencies are not captured under the exemption. Kainga Ora is estimating building nearly 200 homes over the next 3 years (the majority in Gisborne city) and more are likely to follow. This will have a considerable impact on the capacity of the existing water services networks.
55. There is no good reason for such a wholesale exemption for the Crown, which will ultimately result in local developers and their communities unfairly subsidising the general taxpayer. Even territorial authorities, who are the public owners of the WSEs, will be liable to pay ICs and therefore it is also reasonable for the Crown (and Crown entities) to pay its fair share towards the infrastructure costs of any growth or development that it has initiated.
56. While Government projects can deliver wider benefits to the community, there needs to be transparency around the assessment and levying of IC charges. If the Government insists that the Crown should be exempt from paying IC charges, then it should clearly elaborate on the reason for this outcome. If the outcome is related to the public nature of its actions, then all of iwi, councils, and others who may undertake public good type developments (such as social housing and community facilities) will have an equally valid argument for similar exemptions.

**Collecting rates on behalf**

57. Under proposed new section 336 of the WSL Bill (local authorities to collect charges), councils can be directed to collect charges on behalf of the WSE.
58. There are several issues with this:
  - It amounts to a "soft-launch" of the WSEs, and has the potential to generate public confusion about who is accountable for setting and managing the charging regime for water services.
  - There will be costs to establish collection systems and align existing council technologies with those of the WSE, which cannot be funded due to the inability of councils to include three waters related content in long term plans.
  - There will be staff resources required to manage the establishment and ongoing operation of the collection system.
  - Councils would be at risk if the system fails, or we cannot meet specific timeframes, despite our best endeavours.
59. To mitigate these issues we want to ensure that any interim arrangement for collecting water services charges on behalf of a WSE ensures that the full costs of implementation are to be met by the WSEs, and all risk is borne by the WSEs.

**Paying rates**

60. Under proposed new section 342 of the WSL Bill (WSEs not liable for rates), WSEs will not pay rates on pipes through land they do not own, nor on assets located on land they do not own.
61. Council strongly disagrees with this provision. This would treat WSE infrastructure differently from all other network infrastructure, for example, telecommunications, gas, and electricity pipes or lines, all of which is rateable when fixed in, on or under the road.



62. Council must be able to cover the costs of its activities. While councils will not (post-transition) be delivering three waters, they will still have collaboration costs associated with three waters, including engagement with WSEs on shared functions (such as stormwater management plans) and impacting functions (such as spatial planning and resource management).
63. Council uses the principles in the Local Government Act 2002 for determining how to rate for its activities. The drivers of the need for the activity or service and those who benefit from the activity or service will share in the costs of the provision of that service.
64. The Council's position is that there is no good reason for giving WSE infrastructure special rates treatment. Doing so is inconsistent with the proposed financial independence (and self-sustaining policy) of the WSEs, in particular, the prohibition on council owners giving their WSE financial support (section 171(1)(c) of the WSEA). An exclusion from paying rates is, in substance, a form of financial support. Councils should not be subsidising WSEs.
65. In addition, if the intention in the WSL Bill is to make land owned by WSEs non-rateable, this is also opposed. Clause 137 of the WSL Bill proposes an amendment to the Schedule of non-rateable land in the Local Government (Rating) Act 2002 to add a new clause 3(3)(e) (although this reference appears to be in error).
66. There is nothing about land used for water services that qualifies it for non-rateability. It is not similar to the nature or type of land found elsewhere in the Schedule. The same land used for the same purposes and presently owned by councils or their CCOs is fully rateable, and there is no good reason for altering that status, and depriving councils of much needed rates revenue, simply because the assets are transferring to WSEs.
67. Finally, and from a resourcing perspective, if any WSE land is to be non-rateable, councils will still be required to assess that land in the normal way, which is a resource burden on them that should not be arbitrarily accommodated.

#### **Government Policy Statement**

68. As a public entity accountable to taxpayers, Government needs to justify its decisions on the content of a GPS to communities. There needs to be greater transparency and rigour around the process of developing these instruments, beyond the proposed engagement requirements in section 461.
69. Such transparency is needed to ensure that statement of strategic and performance expectations, which is the primary document under which councils and the regional representative groups (RRGs) set the direction for a WSE, cannot be undermined by the ability for the Minister to issue a GPS that is broad ranging in its content.
70. The requirement under section 136 of the Act, that a WSE "must give effect to" any GPS when performing its functions means that it may be impossible for a WSE to give effect to both a GPS and the statement of strategic and performance expectations, where those documents set different priorities, or are even in competition.
71. The public interest is largely being safeguarded through the economic and health and environmental regulation (by the Commerce Commission and Taumata Arowai respectively) and there can be no justification for the Minister/ Government to have such wide-ranging powers that could undermine local ownership and control.
72. We submit that there should be a requirement on the Minister to provide adequate analysis of the full impact of a GPS, including the costs of implementation that will be borne by other agencies, and to demonstrate consistency with each WSE's statement of strategic and performance expectations.

**Unfunded mandates**

73. We strongly recommend that Government consider the lessons that have been learned by local government over the past ten years around unfunded mandates associated with national instruments like the GPS. These are the instances where Government has delegated functions to councils (most notably around regulatory powers) and/or required councils to deliver to a higher standard to meet Government priorities, without the funding or other resources to support implementation. The costs fall heavily on councils and ratepayers.
74. We submit the Minister should disclose publicly in the GPS how Government will support those agencies that are required to give effect to the Government priorities in the GPS, making a clear commitment to provide appropriate funding.

**Taxation implications**

75. We support the submission points and remedies sought from Taituarā around taxation implications.

**Recommendations (pricing, charging and costs)**

76. That the Select Committee:
- Retain new section 331(2) of the WSL Bill (charging principles) to provide a mechanism for protecting vulnerable water service users.
  - Add to the functions and principles as recommended above.
  - Amend subsection (4) as follows: "Subsection (1) does not override section 333 or section 334".
  - Delete clause 63 OR amend clause 27, Schedule 1AA of the Local Government Act 2002 and/ or include a specific provision to allow councils to rate for any stormwater services being charged to them by a WSE.
  - Delete new section 348 of the WSL Bill (Crown exempt from contribution charges) OR amend new section 348 to state that any other party undertaking public good developments is also exempt from paying water contribution charges.
  - Amend the WSL Bill to require a WSE to meet the actual and reasonable costs of the transfer of building and resource consent information from councils.
  - Amend new section 336(2) of the WSL Bill (terms of charges collection agreements) to ensure that the full costs of implementation is met by the WSEs.
  - Amend the WSL Bill to insulate councils from any and all risks in carrying out functions of collecting charges on behalf of a WSE (see LGNZ submission for suggested amendments).
  - Delete new section 342 and clause 137 of the WSL Bill (WSEs not liable for rates).
  - Amend section 134 of the Act (preparation of a GPS) to require the Minister to complete and publish an analysis of the full impacts of a GPS including implementation across agencies and to demonstrate consistency with each WSE's statement of strategic and performance expectations.

- Amend section 133(2) of the Act (purpose and content of GPS) to include the additional matter in a GPS of “the Government support that will be provided to agencies to support the implementation of Government priorities in the GPS.
- Amend new section 319 of the WSL Bill to require a WSE to contribute to the cost of preparing district valuation rolls and provides a formula for apportioning costs.
- Amend the legislation to clarify and change taxation provisions as per the submission of Taituarā.

### Subsidiaries

77. It is not clear why the WSL Bill provides for the establishment of subsidiaries. The explanatory note to the WSL Bill (and background documentation) does not clearly state the reasons for introducing subsidiaries.
78. It may be that the provisions allow for existing water services companies (Watercare in Auckland and Wellington Water Limited) to come under a WSE with less disruption, or to better provide for public-private partnerships for aspects of water services delivery – this could be particularly around major capital projects. It may be that the WSL Bill aims to provide WSEs with opportunities to achieve economies of scale for water services delivery through joint subsidiaries with multiple WSEs for some activities.
79. Whatever the reason, these clauses are a significant addition to the legislative framework.
80. We understand that adopting a corporate model of delivery would enable some efficiencies and insulate operational delivery from the political context. However, we would like to see some adjustments to these provisions.

### Strategic direction

81. There is a very thin line of accountability (if any at all) from subsidiaries back to local communities. The delivery of the functions of WSEs are another step removed from the direction and oversight of mana whenua and councils (RRG) and, by proxy, local communities. There is no clarity about how the strategic intent outlined in the RRG's Statement of Strategic Performance Expectations (SSPE) will transfer through to subsidiaries.
82. We would like to see that accountability strengthened if not to the RRG itself, then at least to honouring the SSPE.

### Shareholdings

83. Despite being a public entity, a subsidiary is accountable to its shareholders. While a WSE would be the controlling shareholder in a subsidiary, there is room for other shareholders to be added. There are no limits on who these shareholders could be.
84. The EECP Bill provides powers to the Commerce Commission to regulate prices and the generation of excessive profits, but subsidiaries (and WSEs) may generate some profits which would be returned to shareholders as dividends.
85. We would like to see some limits placed on this so that profit generated is reinvested into our water services infrastructure and/or reducing the costs of water bills for consumers and communities. Water services are a basic human need.
86. We are already seeing a growing concern about energy poverty in Aotearoa / New Zealand (even with regulation from the Commerce Commission). We do not want this happening with water services.

### Recommendations (subsidiaries)

87. That the Select Committee:
- Amend section 149(1) of the Act (strategic content of SOIs) to include a requirement to specify the purpose, functions and shareholdings of any subsidiary the WSE intends to establish.
  - Amend section 169(2) of the Act (major transactions) so that the purpose, functions and shareholdings of a proposed subsidiary that would control more than 25% of WSE assets is considered a major transaction requiring RRG approval.

### Integration with council planning functions

88. The WSL Bill is too quiet on the intersection between the strategic planning and place-making functions of councils and the water infrastructure planning functions of WSEs.
89. While the Select Committee report on the Act stated that the WSEs were to be “plan-takers”, and not “plan-makers”, this was reflected in a minor amendment to section 12 of the Act only (objectives of WSEs). The new objective in section 12(d) of “supporting and enabling planning processes...” appears on equal footing with enabling growth, housing and urban development. This does not give any precedence or greater importance to council urban growth strategies or plans, nor does it accurately reflect the “plan taker” role of the WSEs.
90. The WSL Bill would be improved if it provided a clear statement that WSEs are not empowered to stray into “plan-making”. In conjunction with this, there should be a clear requirement in the WSL Bill that states that the WSEs must observe and adhere to any regional and district plans and strategies, rather than enabling and supporting planning processes only. This change could potentially be introduced into the operating principles of a WSE (in section 14 of the WSEA).
91. We note there is also a lack of integration between the existing and proposed three waters legislation, the Resource Management Act 1991, and the new legislation proposed to implement the resource management reforms. This needs to be addressed while both sets of reforms are in play.

### Regional development capacity

92. Neither the Act nor the WSL Bill put any onus on WSEs to plan and deliver the infrastructure needed to meet regional growth priorities.
93. The Tairāwhiti Regional Housing Strategy 2022 identifies a current shortage of around 400 houses across the region with that number projected to rise to nearly 3,000 by 2050. It further outlines how infrastructure capacity is a key constraint in housing development already.
94. The National Policy Statement for Urban Development (NPS-UD) requires councils to “provide at least ‘sufficient development capacity’ to meet expected demand for housing and for business land over the short term, medium term, and long term”. ‘Sufficient development capacity’ must be “infrastructure-ready”, that is, infrastructure must be in place in the short term, or have funding for it secured in the medium term.
95. Our pending Future Development Strategy will clarify and detail appropriate areas for development capacity. However, we will not be able to meet our obligations around infrastructure readiness under the NPS-UD without getting funding commitment from the WSE for water infrastructure to support these growth needs.

96. A WSE has powers to decline a request to connect to its water services infrastructure (new part 10 of the WSL Bill) on the basis that the infrastructure is at capacity. We need to be able to ensure that the development and growth needs of Te Tairāwhiti will not be constrained by water infrastructure capacity.
97. We recommend amendments be made to the contents of WSE infrastructure strategies and asset management plans to include delivery of the growth needs outlined in future development strategies (and regional spatial strategies under the resource management reforms).

### **Collaboration in planning**

98. We echo the sentiments of the LGNZ submission that the council-WSE relationship will be a critical one for both parties. It needs to be set up in a way that will enable (rather than compromise) both parties to fulfil their roles and functions. The legislation needs to reflect that WSEs will operate within a broader system that services communities ... communities should expect both organisations to work hand in glove for their benefit.
99. While the WSL Bill signals the need and opportunity for operational/planning integration and partnering, it does little to actually direct or mandate it or provide a clear framework for it to happen.
100. WSEs will need to be active participants in resource management and spatial planning. The Spatial Planning Bill has some critical clauses about regional spatial strategies:
  - Clause 15(2) states about the scope of regional spatial strategies that "... a regional spatial strategy must support a co-ordinated approach to infrastructure funding and investment by central government, local authorities, and other infrastructure providers".
  - Clause 16(1)(c) states that a regional spatial strategy must provide strategic direction on matters of strategic importance to the region. This may include (as per clause 18) matters that may trigger a need for large scale or complex investment in infrastructure.
  - Clause 17(1) states that regional spatial strategies must include: urban development and growth areas; and infrastructure required to meet needs.
  - Clause 64 states that a network utility operator has a duty to assist a regional planning committee with information and technical support.
101. While a relationship agreement would set out how councils would work with WSEs on strategic planning (long term plans and pending regional spatial plans) and resource management planning, these agreements are non-binding and not enforceable.
102. Council needs more assurance than this in the legislation proper as a lack of clear mandate on this will undermine the role of councils as plan-makers. We want to see these specific functions of WSEs to contribute to, and align with, regional spatial strategies (and natural and built environment plans) spelled out in section 13 of the Act. The current function proposed in the WSL Bill to partner and engage with territorial authority owners is a generic catch-all function and does not give Council the assurances we need around the specific functions that will be required of WSEs re spatial planning.

**Council consent processes**

103. The WSL Bill proposes several amendments to the Resource Management Act 1991. We have some suggestions to make these provisions clearer.
104. New section 153(2E) of Schedule 5 to the WSL Bill prohibits a consent authority from granting a resource consent for something that relates to a stormwater network if it is contrary to a stormwater environmental performance standard (set by Taumata Arowai).
105. One issue for us is the terminology "that relates to a stormwater network". It is open to interpretation. It could be a consent application for works on a stormwater network. It could be a consent application for works adjacent to a stormwater network that will impact on that network. It could be a consent application for works that are within the same catchment as a stormwater network that may impact on a stormwater network.
106. It is important for councils to understand the scope as we will be responsible for notifying a WSE of any relevant consent applications.
107. We also note that new part 10 of the WSL Bill would allow a WSE to approve water services infrastructure connection applications for stages 1 (concept) and 2 (engineering plans) and those conditions can be "anything it considers appropriate".
108. This is too broad a scope for conditions. We suggest that the wielding of these powers needs to be done within the bounds of the purpose and functions of a WSE.
109. We would also like to note that there are likely to be opportunities to streamline consenting (council build and resource consents and WSE connection consents) in different council jurisdictions. It is not something that the WSL Bill can address. We will be looking to our relationship agreement with the WSE to smooth and make efficient some of these processes for those developers and community members needing to navigate the system.

**Recommendations (integration with council planning functions)**

110. That the Select Committee:
  - Include a clear statement in the Act and/or WSL Bill that confirms the "plan-taker" nature of the WSEs.
  - Amend section 13 of the Act to require WSEs to give effect to any lawful plans or strategies required by legislation.
  - Amend section 14 of the Act to require that WSEs must observe and adhere to any regional and district plans and strategies.
  - Amend section 139 of the Act to allow a Statement of Strategic and Performance Expectations to advise a WSEs of any plans or strategies that the WSE is required to give effect to.
  - Amend section 158 of the Act (content of infrastructure strategy) to include a requirement to identify the water infrastructure needed to give effect to regional spatial strategies and how the WSE intends to deliver this infrastructure.
  - Amend clause 7 of the WSL Bill (functions of WSEs) to include "to deliver water infrastructure and services to support the growth and development strategies of councils".

- Request officials report back on how the legislation under the resource management and three waters reform programmes could be better integrated to clarify the functions and powers of different agencies around spatial planning and infrastructure planning.
- Amend new section 153(2E) of Schedule 5 to the WSL Bill (stormwater consenting) to clarify the meaning of “relates to a stormwater network”.
- Amend new section 300 and 306 of the WSL Bill (connection approvals subject to conditions) to require any conditions to be related to the WSE’s purpose, objectives and functions under the Act.

## Stormwater

111. There is significant complexity associated with a part-transfer of stormwater functions to a WSE. It is important that the functions, powers, obligations and liabilities of the respective agencies for stormwater are clear with adequate protections for all parties.
112. There is a strong case to be made for a phased transition of stormwater services to WSEs that extends beyond the transition period ending 30 June 2024. However, this would cause serious issues for Council as many of our staff operate across all three waters and most of them would be transferring to the new WSEs. We would be left with stormwater functions to deliver without the capacity to do so.

### Demarcation of stormwater services

113. Instead, we would like the stormwater provisions clarified in the WSL Bill. The model of stormwater service jurisdictions contemplated in the WSL Bill is confusing.
114. There is a lack of clarity between the new “transport stormwater system” definition (clause 5 of the WSL Bill) and the WSE’s stormwater network (from which transport stormwater systems are excluded). Where a road discharges to a stream located within the road corridor, the stream is presumably to be treated as “green water services infrastructure”, and part of a transport stormwater system, as opposed to being part of the WSE’s stormwater network. However, when the stream meanders and is no longer in the road corridor, it will not be a part of the transport stormwater system, and it will then become part of the stormwater network for which the WSE is responsible (or, if in the rural environment, part of the network that will be the responsibility of the council).
115. Under the WSL Bill, the dividing line between the systems, and therefore responsibility, is unclear. The definition of “transport stormwater system” refers to infrastructure used or operated by a transport corridor manager to drain or discharge stormwater affecting a transport corridor. This seems to mean that the infrastructure (including green water services infrastructure) does not necessarily need to be located ‘in’ the transport corridor to be part of the transport stormwater system.
116. Furthermore, if a stormwater management plan or set of rules is prepared, and seeks to regulate discharges into the WSEs network (which is empowered), will this mean that those rules will not apply uniformly to all intersecting networks? There is scope for uncertainty here that should be resolved.

**Stormwater charges**

- 117. We emphasise the issues raised in paragraphs 51-54 of this submission.
- 118. The stormwater charging regime will not be established until at least 30 June 2027. The WSL Bill contemplates allowing WSEs to charge councils for stormwater service provision until this time, as they will be unable to charge consumers directly. However, other provisions in the WSL Bill prohibit councils from including any three waters content into our long term plans, so we would be unable to generate revenue from rates for these costs. In short, who would bear the costs of stormwater in this extended transition period remains undecided and problematic.

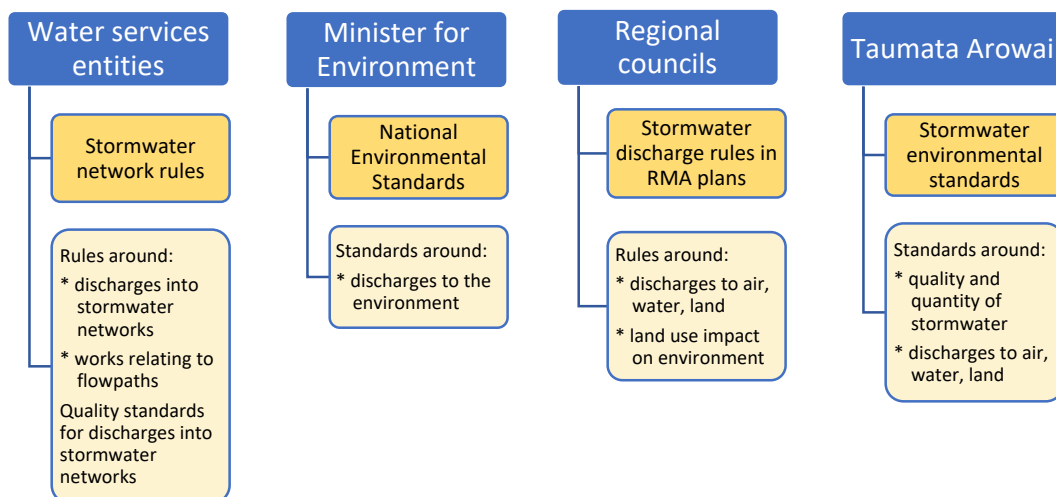
**Recommendations (stormwater)**

- 119. That the Select Committee:
  - Amend the WSL Bill provisions on stormwater (including definitions) to clarify the points of intersection between the stormwater networks of road controlling authorities, councils and WSEs, particularly where the road controlling authority responsibilities would end and those of a WSE would start.
  - Delete clause 63 OR amend clause 27, Schedule 1AA of the Local Government Act 2002 and/ or include a specific provision to allow councils to rate for any stormwater services being charged to them by a WSE.

**Regulatory powers**

**Jurisdictional uncertainty**

- 120. The regulatory powers of different agencies are unclear, in particular, where the powers of one agency start and another end. This is creating some confusion for Council over what our residual functions will be post-transition and how the new regulatory function in the legislation will impact on those of councils and people and communities having to navigate the system.
- 121. A critical case in point is around regulating stormwater discharges.
- 122. The diagram below shows what we have ascertained to be the regulatory powers of different agencies around stormwater discharges.





123. There is significant potential for confusion between who is regulating which parts of the system and which rules or standards will take precedence.
124. There is also a similar situation with drinking water and the preparation and implementation of drinking water catchment plans.
125. There is a clear need to look closely at the details in the WSL Bill around water services functions and across all other legislation where the powers exercised by councils, transport corridor managers, WSEs, and Taumata Arowai have the potential to overlap.
126. We would like to see a clear statement in the WSL Bill of what functions will remain with councils.

### **Recommendations (regulatory powers)**

127. That the Select Committee:
- Instruct officials to report back on how the legislation under the resource management and three waters reform programmes could be better integrated to create a seamless system of regulation with minimal risk of duplication of effort and conflict between the different regulating bodies.
  - Amend the WSL Bill to include a new clause specifying all of the functions for water services or impacting on water services that will remain with councils.

### **Enforcement and compliance**

128. The proposed compliance and enforcement regime in the WSL Bill is comprehensive and clearer than the one that councils currently operate under. The WSE can issue infringements for minor infringement, a power that councils do not currently have. There are also much higher penalties for offences than councils can wield – in general a stronger incentive for compliance.

### **Stormwater**

129. Issues are likely to arise around stormwater. The different stormwater service providers will have different offences and penalties powers for their respective parts of the stormwater network. Yet offences may be committed that have impacts across those jurisdictional boundaries. WSEs will be able to impose significant penalties for offences and will be able to cover the costs of prosecution and clean-up for offences. Councils will not.
130. We want to see the same enforcement and compliance powers (including infringement powers and penalties) extended to councils so we are able to regulate our part of the stormwater network alongside WSEs.

### **Drinking water catchment plans**

131. We question whether any landowners would sign up to be part of a drinking water catchment plan, given a breach of the plan could cost them \$20k - \$100k in penalties. Without these plans being mandatory for all landowners in a drinking water catchment, the penalties for breaches are a deterrent to the establishment of such plans.
132. We think that the penalties should remain, but the requirements for designation should not require landowner consent.

### Recommendations (enforcement and compliance)

133. That the Select Committee:

- Amend part 12 of the WSL Bill (compliance and enforcement) so that councils have the same enforcement and compliance regime for stormwater as WSEs.
- Amend new section 231 of the WSL Bill (designate drinking water catchment areas) to remove subclause (2).

### Asset and liability transfer

134. The transfer of assets and liability from councils to WSEs is a complex matter with the potential to significantly disadvantage the parties if not done carefully and with integrity. We urge the Government to honour its commitment in the Heads of Agreement with LGNZ that all councils will be 'no worse off' as a result of the transition.

### Allocation schedules

135. The process for preparation of an allocation schedule has been enhanced by the inclusion of new section 39 of Schedule 1 to the WSL Bill (consultation on allocation schedule) - a requirement by a WSE to engage with councils, and an ability for councils to provide comments on the content of a draft allocation schedule. After comments are provided, the establishment CE is obliged by clause 39(d) to inform councils in writing of the reasons for any "amendments made" to the draft; there is no requirement to respond generally to comment made by Councils.

136. We recommend new section 39(d) be extended to cover reasons for **not** making amendments as well.

137. Clause 40 of the WSL Bill also provides the Minister with the power to approve the allocation schedule, and power to make "any amendments the Minister considers appropriate". This is an unconstrained power with no apparent policy basis (this is not an emergency situation requiring instant decision-making powers). We recommend this power should be, at the least, linked to a requirement to consider the written comments provided by a council, the response from the establishment CE, and a requirement to provide reasons for any changes to the allocation schedule.

138. We also recommend changes to the dispute resolution process in new section 44 of Schedule 1 of the WSL Bill. The immediate leap to costly and binding arbitration in the case of a dispute is extreme. There needs to be an intermediate step of mediation to attempt to resolve matters. We also recommend that the amended dispute resolution process be made available to any disputes over the allocation schedule transfer process in clause 42, not just the process in clause 43.

### Reconfiguring agreements

139. The provisions around reconfiguring agreements in new clauses 52 and 53 of Schedule 1 of the WSL should be amended to ensure:

- the power to direct the splitting of a contract between a council and a WSE is not unduly limited
- Councils are given the same ability as WSEs would have to provide comments to the Minister in relation to a proposed direction on the reconfiguration of a contract.

140. Clause 52, Part 2 of Schedule 1 to the WSL Bill provides a mechanism for existing agreements to be split, so some of a council's rights and obligations under an agreement are transferred to a WSE. However, under clause 52(6)(c), the agreements must be split by "a local government organisation remaining a party in relation to certain provisions and the board of the water services entity replacing the local government organisation as a party in relation to other provisions".
141. In some instances, it may be useful to split a contract by way of the services provided under the contract, rather than being restricted to severing off whole provisions of a contract. If the current drafting is retained, there may be a tendency for the Minister to direct the sharing of contracts rather than splitting. This would likely disadvantage councils, as under clause 52(10), a council would be left with the liability associated with those aspects of the contract that relate to the WSE's functions.
142. Clause 53 enables a WSE Board, but not a council, the ability to comment on a proposed direction relating to a reconfiguration of an existing agreement. This is unfair and should be amended. The reconfiguration of a council's existing agreement(s) may impact on the council's ability to discharge its remaining statutory functions so councils should be given an opportunity to raise any potential issues prior to the direction being made.

### **Debt**

143. We are concerned about the process for determining a council's three waters debt in new section 54 of Schedule 1 of the WSL Bill. The WSL Bill gives, seemingly, unfettered powers to the Chief Executive of DIA to decide the total water infrastructure debt levels of councils.
144. There is a risk that councils may be stranded with three water debt that they may have difficulty servicing.
145. Should a council disagree with the determination of the Chief Executive of DIA on the total three waters debt, there appears to be no recourse. There should be. The dispute resolution processes in new section 44 of Schedule 1 to the WSL Bill with the amendments suggested in this submission (to add a mediation step) should apply to debt validation.
146. The WSL Bill anticipates scenarios where councils may keep holding (some portion of) this debt for a period of up to five years. The reason for this needs to be clarified in the WSL Bill along with the debt servicing arrangements.

### **Relationship agreements**

147. Relationship agreements will be important tools in establishing relationships between WSEs and councils and clarifying the respective functions of the parties. There are some critical elements missing in the list of content that council wants to see rectified.

#### *Content missing*

148. We want to see a requirement for a relationship agreement to include how WSEs will support councils to deliver their statutory obligations around long term plans and infrastructure strategies.
149. Councils have to prepare a long term plan every three years that goes through a prescriptive process under the Local Government Act 2002 that involves extensive community engagement. The long term plan process becomes more intense as it progresses with the last six months having very little 'wobble room' to accommodate anything that might delay the process (including any changes to delivering activities that would impact on financial bottom lines). The long term plan process includes development of infrastructure strategies (and financial strategies).

150. Under section 101B(4A) of the Local Government Act 2002 (amendment made by Schedule 5 of the Act) councils are required to explain in their infrastructure strategies (made from 2027) any significant connections with and interdependencies with a WSEs infrastructure strategy. Furthermore, under new section 124 of the Local Government Act 2002 (clause 95 of the WSL Bill), councils will be required (from 2027) to consider the implications of a WSEs water services assessment in their infrastructure strategies and long term plans.
151. To give effect to these provisions, councils would need to have input from WSEs by a specified date. Council wants to see our needs regarding long term plans and infrastructure strategies specifically recognised in the required content of relationship agreements. The current provisions in 468(1)(a)(iv) are not specific enough.

#### *Transition period*

152. While the provisions above will not kick in until 2027, Council has some concerns around the impact of the timing of relationship agreements on its ability to deliver its 2024-34 Long Term Plan.
153. Councils are highly likely to have a range of residual functions directly (eg stormwater) or indirectly (eg collaboration with WSEs) related to three waters after 30 June 2024. We need to be able to provide for these functions, their levels of service and how they will be funded, in our 2024-34 Long Term Plan.
154. There are some critical milestones in the development of our 2024-34 Long Term Plan:
- Financial forecasting and prioritisation (by September 2023)  
*(Requires all significant activities with financial implications to be confirmed)*
  - Rates modelling (by December 2023)
  - Consultation document preparation (by February 2024)
  - Community consultation (by April 2024)  
*(Follows statutory requirements for submissions period (>30 days) and hearings)*
  - LTP Adoption (by 30 June 2024).
155. We will need to understand the residual functions of councils by December 2023 at the very latest and preferably by September 2023. Given that a lot of these residual functions will be teased out in relationship agreements, we are concerned about the timing of these relationship agreements.
156. We want to see it clearly stated in the transition provisions of the legislation a date by when the first round of these relationship agreements must be finalised. And we would like that date to be no later than 1 December 2023.

#### **Recommendations (asset and liability transfer)**

157. That the Select Committee:
- Amend new section 39(d) of Schedule 1 to the WSL Bill (consultation on allocation schedule) to require a response to councils that includes reasons for accepting amendments as well as reasons for not accepting amendments.
  - Amend new section 40(2) of Schedule 1 to the WSL Bill (Ministerial approval of allocation schedule) to require the Minister to engage with a WSE and the relevant council on any amendments the Minister thinks are appropriate.

- Amend new section 44 of Schedule 1 to the WSL Bill (dispute resolution) to add mediation as an initial step in the dispute resolution process and to apply the (amended) dispute resolution process to clause 42, transfer of assets etc in an allocation schedule and clause 54, determination of a councils three waters total debt.
- Amend new section 52 of Schedule 1 to the WSL Bill (reconfiguration of existing agreements) to ensure the provisions are more workable and are fair to councils.
- Clarify the intention and rationale behind the provisions around debt transfer – where councils may be required to keep holding a portion of debt for up to five years.
- Amend new section 468 in the WSL Bill to specifically identify how WSEs will enable councils to deliver on their statutory obligations for council long term plans and infrastructure strategies.
- Amend Schedule 1 to the Act to add that a transitional relationship agreement must be made by 1 December 2023.

### Economic regulation

158. We support the submission of LGNZ on matters covered under the EECB Bill.

### Ngā mihi

159. Once again we thank the Select Committee for the opportunity to provide a uniquely Tairāwhiti perspective on the WSL Bill and the EECB Bill.

160. We look forward to presenting our thoughts to you in person.

Mauriora



Nā Nedine Thatcher-Swann  
**Chief Executive**

## 11. Reports of the Chief Executive and Staff for INFORMATION



23-62

**Title:** 23-62 Report on Recommendations made by Mana Taiao Tairawhiti  
**Section:** Chief Executive's Office  
**Prepared by:** Joanna Noble - Chief of Strategy & Science  
**Meeting Date:** Thursday 30 March 2023

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Legal: No

Financial: No

Significance: **Low**

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### Report to COUNCIL/TE KAUNIHERA for information

#### PURPOSE - TE TAKE

The purpose of this report is to provide an update on progress made implementing the resolutions relating to forestry land use in Tairāwhiti.

#### SUMMARY - HE WHAKARĀPOPOTOTANGA

Staff have made some progress on the matters raised in the deputation and petition presented to Council by Mana Taiao Tairawhiti on 26 January 2023; however, progress has been slower than anticipated due to the impacts of Cyclone Gabrielle.

In summary:

**Independent inquiry into the system for land use in Tairāwhiti:** On 23 February 2023, Government announced a Ministerial Inquiry to investigate forestry slash and land use after cyclones. The Inquiry must provide its report to the Minister for the Environment and the Minister of Forestry by 30 April 2023.

**Review of Land Use Rules Related to Activities on the Steep, Erosion-Prone Land:** The current framework for management of plantation forestry in Tairāwhiti is insufficient and the National Environmental Standards for Plantation Forestry (NES-PF) do not adequately protect freshwater and coastal values. Staff are amending the Tairāwhiti Resource Management Plan (TRMP) work programme to include a review of land use rules related to activities on the steep, erosion-prone land in Stage 1. Additional changes to the work programme are also anticipated to align with Cyclone Gabrielle recovery planning. An update will be provided to Sustainable Tairāwhiti and/or the TRMP Review Committee.

**Apply for an enforcement order to require removal of residual slash and woody debris and any other remediation required:** Work is under way to establish a taskforce to undertake the necessary work. A Special Operations Lead was appointed in February 2023.

**Review of Resource Consents:** It is unlikely that a review of the consent conditions of all forestry consents would be possible under the RMA. It would also be a costly and lengthy exercise given each review is treated as a normal resource consent application. Staff have identified four initial consents which could be considered for review and have prepared an action plan.

**Explore Tairāwhiti being a Model Region as Part of Piloting Implementation of the RMA Reforms:** Staff are discussing roll-out and implementation of the new resource management system with MfE officials. MfE is also discussing implementation of the new system with Post Settlement Governance Entities and iwi in Tairāwhiti.

**Requirement to Review the Regional Plan every Ten Years:** A review of the entire TRMP was undertaken in 2019 and Council resolved that the TRMP requires alteration and that changes to the TRMP would be progressed in stages (refer [Report 19-286](#)). There is no requirement to progress alterations within a set timeframe once a decision has been made following a review.

**Options to support residents to assess the risks to their homes and local infrastructure from increasingly severe and frequent weather events and to plan for protecting life, property and access:** The Tairāwhiti Group Plan is currently under review. The lessons learnt from recent events will be incorporated into the new Group Plan. Planning for resilience will also be a focus of the national Cyclone Gabrielle Recovery Taskforce, which will work closely with the regional Tairāwhiti recovery team.

The decisions or matters in this report are considered to be of **Low** significance in accordance with the Council's Significance and Engagement Policy.

## RECOMMENDATIONS - NGĀ TŪTOHUNGA

**That the Council/Te Kaunihera:**

- 1. Notes the contents of this report.**

*Authorised by:*

**Nedine Thatcher Swann - Chief Executive**

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**Keywords:** sustainable land use, Mana Taiao Tairāwhiti, forestry, woody debris

## BACKGROUND - HE WHAKAMĀRAMA

1. Te Mana Taiao Tairāwhiti made a deputation to Council on 26 January, and also presented a petition calling for several actions targeted at improving land use management in Tairāwhiti, with a focus on forestry and steep, erosion-prone land (refer [Report 23-24](#)). At that meeting, Council made eight resolutions:
  - 1.1 Reaffirms its support for an independent inquiry into the system for land use in Tairāwhiti with the focus of the inquiry and personnel conducting it being mutually agreed upon by Council and other key stakeholders.
  - 1.2 Notes that central government is responsible for the primary forestry instrument – being the National Environmental Standards for Plantation Forestry (NES-PF) – and that staff have submitted to the Ministry for Primary Industries that a fundamental review of the NES-PF is required.
  - 1.3 Investigates inclusion of a review of land use rules related to activities on the steep, erosion-prone land in Stage 1 of the Tairāwhiti Resource Management Plan review.
  - 1.4 Notes that staff have been in discussion with officials from the Ministry for the Environment as to whether Council offers up our region as a model region as part of the RMA reforms, noting there are significant issues already identified with the current proposed legislation as outlined in [Report 23-7](#).
  - 1.5 Directs staff to explore Tairāwhiti being a model region as part of piloting implementation of the RMA reforms if substantive issues can be resolved.
  - 1.6 Notes that staff have been working with Trust Tairāwhiti and other agencies on a Just Transition Plan as part of our climate change response, however the scope of this Plan differs from that envisaged in the petition. Strategic direction for sustainable land use falls within the ambit of the Tairāwhiti Resource Management Plan review and resource management reforms.
  - 1.7 Directs staff to apply for an enforcement order to require removal of residual slash and woody debris and any other remediation required.
  - 1.8 Directs staff to report back to Council on the recommendations submitted by Te Mana Taiao Tairāwhiti in response to the staff report.
2. The recommendations submitted by Te Mana Taiao Tairāwhiti in response to the staff report include additional matters for consideration:
  - Review of forestry consent conditions and introduction of a condition that requires the removal of woody debris from harvest sites.
  - The requirement to review the Regional Plan every ten years.
  - Options to support residents to assess the risks to their homes and local infrastructure from increasingly severe and frequent weather events and to plan for protecting life, property and access.
3. This report provides an update on progress made actioning the direction provided by Council. Progress has been slower than anticipated due to the impact of Cyclone Gabrielle and subsequent weather events.



## **DISCUSSION and OPTIONS - WHAKAWHITINGA KŌRERO me ngā KŌWHIRINGA**

### **Independent inquiry into the system for land use in Tairāwhiti**

4. On 23 February 2023, Government announced a Ministerial Inquiry to investigate forestry slash and land use after cyclones. The purpose of the inquiry is to:  
*“describe the history of land uses associated with the mobilisation of woody debris (including forestry slash) and sediment in the Tairāwhiti/Gisborne District and Wairoa District, and to make recommendations about the further work needed to address land use impacts of storms”.*
5. The panel is tasked with making recommendations to improve land use outcomes, including preliminary advice on:
  - changes needed to land use management including, but not limited to, afforestation and harvesting practices
  - changes needed to regulatory settings including, but not limited to, plan rules and national direction under the RMA (or its replacement).
6. The Inquiry must provide its report to the Minister for the Environment and the Minister of Forestry by 30 April 2023.
7. The panel members are former Government minister and Gisborne resident Hon Hekia Parata (Chair), former regional council chief executive Bill Bayfield, and forestry engineer Matthew McCloy.
8. Administrative support is being supplied by the Ministry for the Environment and Ministry for Primary Industries.
9. The terms of reference are available online. [Terms-of-Reference-for-Ministerial-inquiry-v2.pdf \(environment.govt.nz\)](#)
10. The panel has not been established under the Inquiries act, so recommendations will not be binding. Staff are meeting with the panel this week and hope to have more detail on the process. In the meantime, we are collating relevant information and technical reports.

### **Review of Land Use Rules Related to Activities on the Steep, Erosion-Prone Land**

11. A local consultant has provided a preliminary assessment of options available to better manage of adverse effects of forestry. This report identifies that the current framework for management of plantation forestry in Tairāwhiti is insufficient and confirms that the National Environmental Standards for Plantation Forestry (NES-PF) do not adequately protect freshwater and coastal values.

12. The report considers three options to manage the issue:
- **Option 1:** Status Quo.
  - **Option 2:** Additional regulatory measures in relation to afforestation, replanting and harvest on the riskiest land in the district.
  - **Option 3:** Alongside a focus on the riskiest land, inclusion of more widespread measures within the Tairāwhiti Resource Management Plan (TRMP) that aim to address adverse effects of sediment and woody debris from forestry harvest on waterbodies and the coast.
13. The report recommends that a package of measures is needed to address the current issues because there are no "silver bullets". It identifies that there is land in Tairāwhiti that should not be used for short rotation clear-fell forestry or pastoral farming and that only long-term afforestation uses are sustainable. The report also states that the forestry model and practices provided for in the NES-PF are insufficient for the Council to meet the requirements of the National Policy statement for Freshwater Management, the New Zealand Coastal Policy Statement, needs of the environment or expectations of the community.
14. There is considerably more detail that needs to be worked through – including more detailed land mapping. However, the report finds the status quo is unacceptable and progressing a plan change to implement Option 3 is recommended.
15. Based on current budgets, it is feasible to 'fast-track' this plan change within Stage 1 of the Tairāwhiti Resource Management Plan review.
16. Table 1 provides an analysis of the two key options and assessment against Council's strategic framework (refer **Attachment 1**).
17. Based on the assessment of options, staff are amending the TRMP work programme to include a review of land use rules related to activities on the steep, erosion-prone land in Stage 1. Additional changes to the work programme are also anticipated to align with Cyclone Gabrielle recovery planning. An update will be provided to Sustainable Tairāwhiti and/or the TRMP Review Committee.

	Positive Impacts	Risks	Alignment with strategic Priorities	Alignment with community Outcomes
<p><b>Option 1:</b> <b>Status Quo</b> <b>Land use rules and detailed policy framework occurs in Phase 2</b></p>	<p>No change needed to current work programme.</p> <p>Allows more time to consider the issue and allow for emotions to 'settle'.</p> <p>Allows further time for the industry to develop a solution.</p>	<p>Lose current momentum and community interest.</p> <p>Delays addressing an important issue.</p> <p>Lack of certainty for community, forestry industry and farmers.</p> <p>Reputation risk – Council may be perceived as 'doing nothing'.</p>	<p><b>Poor alignment</b></p> <p>Te Taiao – poor alignment; the current regulatory framework is not protecting te taiao as evidenced by the impacts following wet weather events.</p> <p>Te hanganga – poor alignment. Core infrastructure is at risk of damage due to inappropriate land use and/or land use practices.</p> <p>Nga tikana Awhina tangata – poor alignment. Council operational resources are being in a reactive manner – for example, deployed to clean up beaches or rebuild infrastructure, rather than delivering quality services.</p>	<p><b>Poor alignment</b></p> <p>Poor alignment with most community outcomes.</p> <p>Strongest alignment with Outcomes 7 and 8. Recognising that forestry is an important part of the Tairāwhiti economy, and that maori have invested heavily in forestry and been returned land as part of treaty settlements that is already in plantation forestry.</p>
<p><b>Option 2:</b> <b>Include a review of land use rules related to activities on the steep, erosion-prone land in Stage 1 of the Tairāwhiti Resource Management Plan review</b></p>	<p>Demonstrates leadership and commitment to action on a topic that is of high interest and concern to the community.</p> <p>Will allow any recommendations from the ministerial Inquiry to be acted on in a timely manner.</p> <p>Builds on current momentum.</p> <p>Has strong synergies with the freshwater and catchment planning programme.</p>	<p><b>Consultation fatigue</b></p> <p>May need to push out some workstream to allow for proper integration – changing timeframes is likely under either option due to impact of Cyclone Gabrielle.</p>	<p><b>Strong alignment</b></p> <p>Te Taiao – strong alignment; reviewing the current regulatory framework is one of the key levers. Council has to manage this issue (recognising this is only part of the solution).</p> <p>Te hanganga – strong alignment. Option 2 will help address the risks to core infrastructure is at from inappropriate land use and/or land use practices.</p> <p>Nga tikana Awhina tangata – moderate alignment. Over time, Option 2 will help reduce the reactive nature of some of Council's operational work.</p>	<p><b>Strong alignment</b></p> <p>Strong alignment with most community outcomes. especially outcomes 1, 2, 5 and 6: A driven and enabled community; resilient communities; We take sustainability seriously; and we celebrate our heritage (including our natural heritage).</p>

## **Apply for an enforcement order to require removal of residual slash and woody debris and any other remediation required**

18. Work is under way to establish a taskforce to undertake the work necessary to develop application(s) for enforcement order(s). A Special Operations Lead was appointed in February 2023.

## **Review of Resource Consents**

19. Mana Taiao Tairāwhiti proposed that staff be directed to immediately start reviewing forestry consent conditions and introduce a condition that requires the removal of woody debris from harvest sites.
20. There are two ways to review the conditions of a resource consent:
  - a) Council initiated review of conditions under Section 128 of the RMA.
  - b) Court directed changes to consent conditions by way of an enforcement order under section 314(1)(e) of the RMA.
21. The circumstances in which consents can be reviewed under Section 128 are limited and very prescriptive. There are no obvious grounds for review in Section 128 that would capture the situation of the Council with relation to forestry consents. If a review under section 128 is to be commenced, then the process begins with a notice served on the consent holder advising them what conditions are the subject of the review and the reasons. It may invite the consent holder to propose within 20 working days of service of the notice, new consent conditions.
22. Whether a review of conditions is to be processed on a publicly notified, limited notified or non-notified basis depends on how the review of conditions fits in with the criteria set out in Section 95-95G of the RMA. The notice of review is processed as if it were an application for resource consent for a discretionary activity, and the consent holder was the applicant. The standard submissions and hearing process applies as if the notice of review were an application for a resource consent.
23. In making a decision, the consent authority can only change the conditions of a resource consent if one or more of the circumstances in Section 128 apply. The applicant can appeal the Council's decision under the standard appeal provisions in Section 120 of the RMA. There is also a right of objection in respect of the Council's decision to impose new conditions if the review was notified and there are no submissions on the review (or any submissions have been withdrawn).
24. It is therefore unlikely that a review of the consent conditions of all forestry consents would be possible under the RMA. It would also be an expensive exercise given each review is treated as a normal resource consent application would be. The resources of the Council Consents team would be entirely consumed, where staff would most likely be involved in a consenting and appeals process for several years.
25. Rather than launching a wholesale 'call in' of all forestry consents for review, staff have identified four initial consents which could be considered for review and have prepared an action plan.

26. The second option of imposing changes to consent conditions by way of an enforcement order would be managed and coordinated alongside the enforcement team.

### **Explore Tairāwhiti being a Model Region as Part of Piloting Implementation of the RMA Reforms**

27. Staff are discussing roll-out and implementation of the new resource management system with MfE officials. MfE is also discussing implementation of the new system with Post Settlement Governance Entities and iwi in Tairāwhiti.
28. We understand that the next phase will involve a scoping exercise with potential delivery partners, with central Government support, to explore the process, logistics, costs, and resources that might be involved in being one of the first regions to move to the new resource management system. We do not have a timeframe for this scoping phase.
29. Since the petition was presented to Council our region was hit by Cyclone Gabrielle. Council operational resources are currently tied up in recovery planning. Ability to resource a model region pilot will now need to be weighed up against the ability to deliver recovery work.

### **Requirement to Review the Regional Plan every Ten Years**

30. Tairāwhiti Mana Taiao suggested that legal advice is sought on the implications of not reviewing a regional plan every ten years.
31. The regional plan components relating to land were last updated when the Combined Regional Land and District Plan (CRLDP) was developed. Due to appeals, the provisions relating to plantation forestry were not made operative until 2012.
32. In 2017, the CRLDP was combined with the other RMA planning documents to form the Tairāwhiti Resource Management Plan (TRMP).
33. A review of the entire TRMP was undertaken in 2019. In September 2019 Council resolved that the TRMP requires alteration and that changes to the TRMP would be progressed in stages (refer [Report 19-286](#)). There is no requirement within the RMA to progress alterations within a set timeframe once a decision has been made following a review.
34. The TRMP review was funded in the 2021 Long term Plan and is under way.

### **Options to support residents to assess the risks to their homes and local infrastructure from increasingly severe and frequent weather events and to plan for protecting life, property and access**

35. The New Zealand integrated approach to civil defence emergency management (CDEM) is described by four areas of activity, known as the '4 Rs': reduction, readiness, response and recovery.
36. Each region has a CDEM group responsible for:
- identifying and understanding hazards and risks
  - preparing a CDEM Group plan and managing hazards and risks in accordance with the 4R's (reduction, readiness, response and recovery).

37. The Tairāwhiti Group Plan is currently under review. The lessons learnt from recent events will be incorporated into the new Group Plan. Planning for resilience will also be a focus of the national Cyclone Gabrielle Recovery Taskforce, which will work closely with the regional Tairāwhiti recovery team.
38. Amongst other matters, the taskforce will work with regional representatives to:
- Identify, where and if appropriate, options for retreating from areas of high risk of flooding/damage in the future, along with potential approaches to funding and regulatory implications.
  - Identify, if necessary, areas where future developments might occur to lessen natural hazard risks in the future.
  - Begin identifying opportunities to build more resilient infrastructure.

### **ASSESSMENT of SIGNIFICANCE - AROTAKENGA o NGĀ HIRANGA**

Impacts on Council's delivery of its Financial Strategy and Long Term Plan

**Overall Process:** Low Significance

**This Report:** Low Significance

Inconsistency with Council's current strategy and policy

**Overall Process:** Low Significance

**This Report:** Low Significance

The effects on all or a large part of the Gisborne district

**Overall Process:** Medium Significance

**This Report:** Low Significance

The effects on individuals or specific communities

**Overall Process:** High Significance

**This Report:** Low Significance

The level or history of public interest in the matter or issue

**Overall Process:** High Significance

**This Report:** Low Significance

39. The decisions or matters in this report are considered to be of **Low** significance in accordance with Council's Significance and Engagement Policy, as this is an update on progress to date. However, this report is part of a process to arrive at a decision that may be of **High** level in accordance with the Council's Significance and Engagement Policy. Consultation requirements for plan-making and consent processes are set out in the Resource Management Act 1991.

## **TANGATA WHENUA/MĀORI ENGAGEMENT - TŪTAKITANGA TANGATA WHENUA**

40. Māori comprise more than half the population of our region. Government has and continues to make decisions that place Māori (whanau, hapū, iwi) at a considerable economic disadvantage. This is despite Te Tairāwhiti being a region that is generally described as an area of high social and economic deprivation.
41. In Te Tairāwhiti iwi, hapū, and whanau have lost most of their best lands that have the most productive soils. There is 228,000 ha of whenua Māori in Tairāwhiti, and it is predominantly Land use Classification 7 to 8 and situated more than 80 km from the Gisborne Port.
42. Māori have invested heavily in forestry. Capital investment in forestry on Māori farms/lands in Tairāwhiti increased by about 46% as at 2018 (MfE & Stats NZ, 2018). A significant proportion of this land is located on the East Coast.
43. There are additional and different barriers to economic development of whenua Māori compared to land in private ownership. For Māori, land use decision-making is complex. This complexity is imposed by Te Ture Whenua Māori Act 1993. This Act is not well understood and imposes significant barriers to Māori trying to use their land for economic benefit. As well as imposing considerable bureaucracy, achieving the levels of support to be able to raise capital is often a slow drawn-out process that can result in sub-optimal access to capital to enable business plans to be prepared and executed.
44. Changes to national or regional policy or regulatory settings have the potential to cause further barriers to the development and prospective revenues of whenua Māori. We know that we will need to work closely with iwi, hapū and Māori landowners to avoid further inequities to Māori.
45. Staff are working with the iwi technicians to determine how and when iwi and hapū wish to be involved. Early engagement on the review of land use rules is planned with representatives from the Tairāwhiti Whenua Māori collective and the Waiapū Catchment Plan working group.

## **COMMUNITY ENGAGEMENT - TŪTAKITANGA HAPORI**

46. Management of forestry and other land use on seep and erodible land is of high interest to the community, as evidenced by the deputation and petition made by Mana Taiao Tairāwhiti. Early engagement on the review of land use rules is planned with Federated Farmers and Mana Taiao Tairāwhiti.
47. Opportunities for change and aspirations for land use and the receiving environment are articulated in Tairāwhiti 2050, which was developed following widespread community engagement.

48. **Opportunities:**

- Review current land use across Tairāwhiti on steep and erosive land, explore alternative uses and incentivise retirement of vulnerable land to permanent indigenous vegetation or less intensive forms of forestry or primary production.
- Adopt sustainable land use practices that contribute to ecological diversity, healthy waterways and marine environments, and the health and well-being of local communities.
- Explore opportunities for diversifying the farming sector – including agri-tourism – and developing higher value products from natural farming systems. Low water use, low nutrient inputs and a low carbon footprint also represent opportunities to extract value from pastoral farming in a balanced and sustainable way.
- Support the forestry sector to explore the use of longer rotation, indigenous and coppicing species on steep slopes and soils that are vulnerable to erosion.

49. **Aspirations:**

- Land uses across the region are optimised to suit their physical and cultural setting and have adapted to changing climate patterns.
- There is a korowai of permanent vegetation on highly erodible and most vulnerable steep land.
- The mana of the whenua and mauri of the waterways is restored in Te Tairāwhiti.
- We can swim in our waterways; and our beaches and waterways are free of forestry slash.

**CLIMATE CHANGE – Impacts / Implications - NGĀ REREKĒTANGA ĀHUARANGI – ngā whakaaweawe / ngā ritenga**

50. Climate change will change weather patterns. Changing rainfall patterns and intensity mean that the impact of storm events when land is vulnerable to landslides and erosion could be worse and flooding more likely. Higher temperatures and more 'hot' days increases the fire risk and may change the growth patterns of pine and other forest species.

51. Forestry is included in the national Emissions Reduction Plan. Key actions identified in the ERP are:

**Support afforestation** by:

- considering amendments to the New Zealand Emissions Trading Scheme (NZ ETS) and resource management settings to achieve the right type and scale of forests, in the right place
- supporting landowners and others to undertake afforestation, particularly for erodible land
- providing advisory services to land users, councils, Māori and other stakeholders to support choices for sustainable afforestation.



**Encourage native forests** as long-term carbon sinks through reducing costs and improving incentives.

**Maintain existing forests** by exploring options to reduce deforestation and encourage forest management practices that increase carbon stocks in pre-1990 forests.

**Grow the forestry and wood processing** industry to deliver more value from low-carbon products, while delivering jobs for communities.

52. The national-level actions outlined in the ERP highlight the importance of creating a suitable land use framework that works for Tairāwhiti, which recognises the landscape.

## CONSIDERATIONS - HEI WHAKAARO

### Financial/Budget

53. Bringing forward the review of land use rules associated with plantation forestry and other activities on steep and erosion prone land will incur operational costs. These can be accommodated within the existing TRMP review budget.
54. The costs and benefits (including economic and employment impacts) of any changes proposed to the TRMP will be assessed as required by section 32 of the Resource Management Act 1991.

### Legal

55. The Resource Management Act 1991 sets out the process for changing resource management plans, considering resource consent applications and reviewing existing resource consent.

## POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me ngā RITENGA WHAKAMAHERE

56. As discussed elsewhere in this report, the work being undertaken by staff aligns with Council's strategic direction as outlined in the 2021–2031 Long Term Plan, and Tairāwhiti 2050 (the regional spatial plan).

## RISKS - NGĀ TŪRARU

57. Risks have been discussed where relevant in this report. In summary, the key risks are:
- **Reputational:** Not acting in response to the concerns raised by Mana Taiao Tairāwhiti and other community members, may cause lack of trust in the Council. Conversely, acting may create conflict with the forestry industry and other land users.
  - **Legal:** Consenting and plan-making processes under the RMA are subject to legal appeal. Legal advice is sought at key stages of these processes to ensure litigation risks are minimised, and Council is acting with the law.

- **Consultation fatigue:** Engagement and consultation demands on the community and mana whenua are high. Staff endeavour to streamline consultation, draw on previous feedback and submissions, and combine consultation with other processes and existing fora where possible.
- **Inequity:** Any changes to the regulatory framework have the potential to create inequities. This is something that will specifically be considered through the costs benefit analysis required by the RMA.

#### **NEXT STEPS - NGĀ MAHI E WHAI AKE**

<b>Date</b>	<b>Action/Milestone</b>	<b>Comments</b>
TBC	Workshop with Councillors on regulatory options for land-use	Timeframe to be determined

#### **ATTACHMENTS - NGĀ TĀPIRITANGA**

1. Attachment 1 - Strategic Framework [23-62.1 - 1 page]

## Strategic framework

<b>He tirohanga whakamua / Vision</b>			
<p>Tairāwhiti maranga ake! E fīmata mai ana i konei</p> <p>Tairāwhiti rising. It all starts here.</p>			
<b>Whakatakanga / Mission</b>			
<p>Ka whiria ngātahi tātau i ngā āheinga me ngā tauwhāinga kia whakahī ai te iwi.</p> <p>We will navigate our opportunities and challenges together to make our community proud.</p>			
<b>Ngā hua kaputa / Community outcomes</b>			
<p>He hapori hiringa, he hapori whakamana /</p> <p>A driven and enabled community</p>	<p>He hapori manahau /</p> <p>Resilient communities</p>	<p>He taone nui whakahirahira /</p> <p>Vibrant city and townships</p>	<p>Te hononga, te haumarua o te hapori /</p> <p>Connected and safe communities</p>
<p>Te whakaaro hōhonu ki te toitūtanga /</p> <p>We take sustainability seriously</p>	<p>Ka whakanuia ngā taonga tuku iho /</p> <p>We celebrate our heritage</p>	<p>Te rerekētanga o te ōhanga /</p> <p>A diverse economy</p>	<p>Te tuku kaupapa mo te Māori, ki te Māori /</p> <p>Delivering for and with Māori</p>
<b>Ngā matua rautaki / Strategic priorities</b>			
<p>Te taiao /</p> <p>We will protect and enhance our environment and biodiversity.</p>	<p>Te hanganga /</p> <p>We will invest in existing and future core infrastructure needs, with a focus on adaptive, cost efficient and effective designs that enhance our sense of place and lifestyle.</p>	<p>Ngā tikanga āwhina tāngata /</p> <p>We will efficiently deliver quality services that enable our communities.</p>	



**Title:** 23-11 Chief Executive Activity Report March 2023  
**Section:** Chief Executive's Office  
**Prepared by:** Joy Benioni - Planning and Performance Advisor  
**Meeting Date:** Thursday 30 March 2023

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Legal: No

Financial: Yes

Significance: **Low**

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## Report to COUNCIL/TE KAUNIHERA for information

### PURPOSE - TE TAKE

The purpose of this report is to provide elected members with an update on Council activities from November 2022 to March 2023.

The decisions or matters in this report are considered to be of **Low** significance in accordance with the Council's Significance and Engagement Policy.

### RECOMMENDATIONS - NGĀ TŪTOHUNGA

**That the Council/Te Kaunihera:**

1. **Notes the contents of this report.**

*Authorised by:*

**Nedine Thatcher Swann - Chief Executive**

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**Keywords:** activity report, central government updates, local government and policy updates, climate change, policies, and bylaws, civil defence updates, local government elections, co-governance

### ATTACHMENTS - NGĀ TĀPIRITANGA

1. Attachment 1 - Chief Executives Activity Report [**23-11.1** - 48 pages]

# Te rīpoata a te tumu whakarae Chief executive's report March 2023





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# He kupu whakataki na te tumu whakarae

## Introduction from the chief executive

### Tēnā koutou katoa

This report provides high-level updates on Council activities from January to March 2023 and provides elected members with an opportunity to discuss progress on Council activities.

Unquestionably, this reporting period has been dominated by the extreme weather events of Ex Tropical Cyclone Hale 9- 20 January 2023 (declared local emergency) and Ex Tropical Cyclone Gabrielle 13 February – 6 March (declared local and national emergency), compounded with severe rain events on 7 January and 27 February.

Ex Cyclone Gabrielle brought record rainfall and river levels, high winds and severe storm surges, resulting in major flooding, loss of power and communications, significant infrastructure failures and damage to houses and property. The region faced an extensive period of isolation and ongoing water restrictions, many whanau were displaced and tragically one person has lost their life. Transitioning to recovery from 14 March, the ongoing impacts from this severe weather event are considered major. Civil Defence have prepared a transition report and there will be formal recovery plans initiated and actioned by Tairāwhiti CDEM alongside Iwi and community partners, and central government agencies.



Woody debris in river catchments still pose a risk to bridges and exacerbated flooding in some catchments as well as the Gladstone Road bridge in Gisborne city. Significant amounts of woody debris/slash were deposited onto our beaches and the clean-up continues. Following a petition initiated by Mana Taiao Tairāwhiti that was presented to Council at the end of January, Council has resolved to undertake several actions including a review of our planning rules, enforcement action and support for an independent inquiry. The process of gathering a detailed impact report is currently underway.

While work is underway to address the immediate impacts, we continue to engage with the Ministry for the Environment, regional sector special interest groups, Taituarā and local government on reforms and reviews. Submissions to Water Services Bills and Future for Local Government review were submitted to the Select Committee on 17 February, with the intention of seeking retrospective approval with any necessary amendments from Council.

The impact of the cyclone saw disruptions across Council in the initial response phase, and this continues to be felt as we work through recovery, undertaking essential work to restore water supply, local roads and state highways. Staff have also been trying to ensure our statutory requirements are met for key documents such as the Annual Plan 2023/24. However, due to this year's significant weather events, we anticipate there will be changes to the timelines for the Annual Plan and the strategic direction and preparation of our Long Term Plan 2024-2034.

### Ngā mihinui

**Nedine**







# Ngā rangitaki kāwanatanga Central government updates

## THREE WATERS REFORM

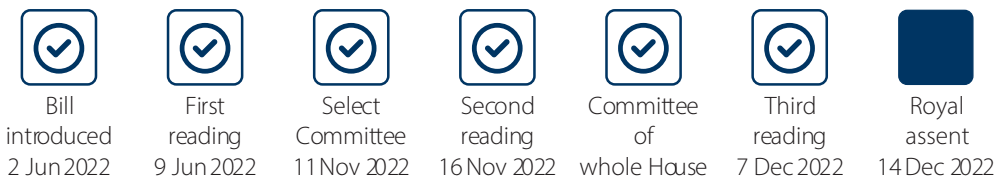
In 2020, the Minister of Local Government announced plans to fundamentally change the way drinking water, wastewater and stormwater services are delivered in Aotearoa.

The reform programme remains focused on establishing four super-regional Water Services Entities (WSEs) to govern and manage the delivery of water services. Water services to communities in Te Tairāwhiti would sit within the Eastern-Central WSE.

To implement the proposed Three waters reform, Government has since introduced three pieces of legislation and are in different stages of the process.

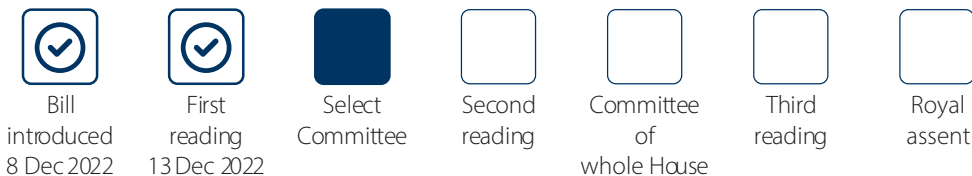
- [The Water Services Entities Act](#) – enacted in December 2022, the Act established the four WSEs and their governance and accountability arrangements.

Status of the bill:



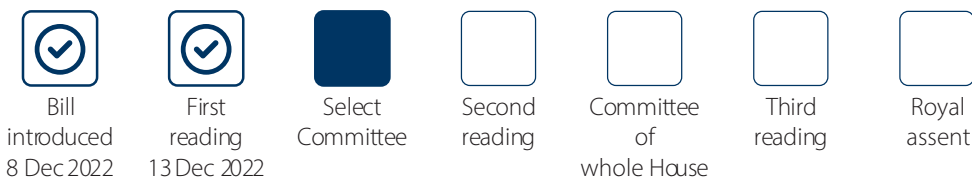
- [The Water Services Legislation Bill](#) – currently before the Finance and Expenditure Select Committee, the Bill establishes the regulatory framework for water services and the functions, powers, and obligations of the WSEs and others.

Status of the bill:



- [The Water Services Economic Efficiency and Consumer Protection Bill](#) – also currently before the Finance and Expenditure Select Committee the Bill provides for the regulation of the price and quality of water services and introduces a consumer protection regime.

Status of the bill:





### Potential change in Government direction

- In early March 2023, the newly appointed Minister for Local Government 'Kieran McNulty' indicated that three waters reform remains a priority for him, and he is reviewing the approach to the reforms. His key messages are:
- He is seeking to put forward a new proposal which seeks the right balance between economic and financial sustainability and strengthens the links between local communities and their water services.
- His proposal will look to address the concerns of regional and rural communities, in particular the local link to the entities.
- Te Tiriti and mana whenua must have a role in the system, and he will be considering how that would be managed.
- Once he has spoken to colleagues, he intends to consult with the local government sector and iwi before taking a proposal to Cabinet.
- His intention is for this to take weeks rather than months.

### Progress

Staff provided Council with a summary of the three pieces of legislation at the 26 January Council meeting (Reports [23-14](#), [23-15](#) and [23-16](#)).

- Staff were due to present a draft submission on the two bills for approval by Council on 15 February in time to meet the submission deadline of 17 February. That workshop was cancelled as Cyclone Gabrielle hit Te Tairāwhiti.
- Staff submitted the draft submission to the Select Committee on 17 February with the intention of seeking retrospective approval (with any necessary amendments) from Council.
- The Select Committee has proceeded at pace with the process and scheduled hearings on the bills for first week of March. Councils impacted by Cyclone Gabrielle were given the opportunity to be heard at a special Select Committee hearing on 13 March. Chief Executive, Nedine Thatcher-Swann presented on the draft submission.

### What next

A separate report on this agenda (Report 23-47) outlines the draft submission for Council approval. Any amendments will be sent to the Select Committee for their consideration.

---

## FUTURE FOR LOCAL GOVERNMENT REVIEW

[The Review into the Future for Local Government](#) is an opportunity to create a new system of local governance and democracy that will effectively respond to a changing New Zealand.

In October 2022, the Panel released a draft of its final report [He mata whāriki, he matawhānuī](#) asking for feedback from the public by 28 February before they submit their final report in June 2023.

The draft report outlines the following key themes:

- Revitalising citizen-led democracy
- Tiriti-based partnership between Māori and local government
- Allocating roles and functions in a way that enhances wellbeing
- Local government as champion and activator of wellbeing
- A stronger relationship between central and local government
- Equitable funding and finance.

### Progress

The Panel presented to councillors and iwi representatives on the draft report at a hui in Te Tairāwhiti in December 2022.





**What next**

A separate report on this agenda (Report 23-49) outlines the draft submission for Council approval. Any amendments will be sent to the Panel for their consideration.

**CIVIL DEFENCE EMERGENCY MANAGEMENT 'TRIFECTA' REVIEW**

The [Trifecta Programme](#) is being led by the National Emergency Management Agency (NEMA) and seeks to build a modern, inclusive, fit for purpose, and enduring framework for the emergency management system.

The Trifecta Programme brings together [three projects](#):

- A new Emergency Management Act
- Review of the National Civil Defence Emergency Management Plan (CDEM Plan) and accompanying Guide for practitioners
- A Roadmap for the National Disaster Resilience Strategy.

**What next**

It was expected that the Emergency Management Bill would be introduced to the House early in 2023. Due to the emergency events in Auckland and Te Tairāwhiti/Hawkes Bay the release of the Bill has been put on hold.

**RESOURCE MANAGEMENT REFORM**

The Government plans to repeal the [Resource Management Act \(RMA\)](#) and enact three new pieces of legislation this parliamentary term with [five objectives](#).

The new system will introduce three new acts:

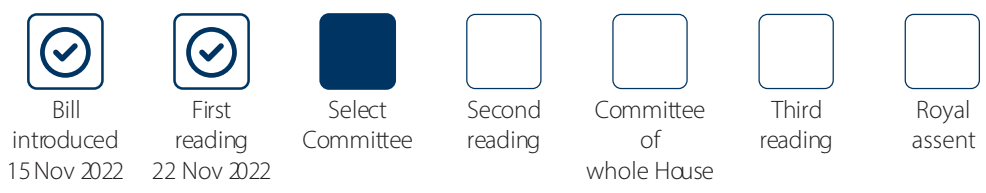
- [Spatial Planning Act \(SPA\)](#) will require the development of long-term regional spatial strategies to help coordinate and integrate decisions made under relevant legislation.
- [Natural and Built Environment Act \(NBA\)](#) the main replacement for the RMA, is to protect and restore the environment while better enabling development.
- [Climate Adaptation Act \(CAA\)](#) to address complex issues associated with managed retreat and, funding and financing climate adaptation.

These proposed acts are in different stages of the process. The aim is for them is to align and complete the Resource Management Reform.

**Spatial Planning Act (SPA) and Natural and Built Environment Act (NBA)**

**PROGRESS**

- An [interim report](#) from MfE has been provided to the Environment Committee and shared publicly.
- The SPA and NBA Bills are open for public submissions which closed 5 February 2023.
- Substantive points for Councils submission on the SPA and NBA were presented at the Council meeting 26 January [Report 23-7](#).





- Council was granted an extension and sent in their submission on 4 March 2023.
- Staff are intending to present to the Environment Committee on 17 March 2023 (the last hearing day).

### WHAT NEXT

- An Environment Committee report on recommendations about the Bill is expected to be released 22 May 2023.
- The Climate Adaptation Act (CAA) is expected to be introduced in 2023.

## WASTE LEGISLATION AND STRATEGY UNDER DEVELOPMENT

There is a lot of work happening in the central government sector to reduce waste across Aotearoa. There is a focus on product stewardship, regulations of tyres and large batteries, taking steps to improve recycling at home and on the go and focusing on the phasing out of single-use plastic products. Along with this is the anticipated transition from a linear economy – with its ‘take, make, dispose’ approach to a low-emissions circular economy.

### Phase our single-use plastic products

Each year, on average every New Zealander sends nearly 60kg of plastic waste to landfills. Plastic is one of our greatest environmental challenges. The plan is to phase out, easier to replace plastics first before moving on to the more challenging items to replace.

The first phase out of single-use plastic products started. It was the first part of a three-step process to reduce the amount of single-use plastic waste in Aotearoa. Tranche 1 (1 October 2022) single-use plastic products now banned.

### WHAT NEXT

- Tranche 2 (1 July 2023) more single-use plastic products to be phased out.
- Tranche 3 (Mid 2025) all other PVC and polystyrene food and drink packaging to be phased out.



### New waste legislation and strategy

Government is proposing new and more comprehensive [waste legislation](#) to replace the Waste Minimisation Act 2008 and the Litter Act 1979. This will be the foundation for a transformed waste system. The vision for 2050: is a sustainable, low-carbon, circular economy for Aotearoa.





The [consultation document Te kawē i te haepapa para \(Taking responsibility for our waste\)](#) was released, covering the proposed legislation and strategy. [Consultation](#) closed 10 December 2021 and the ministry will use the information in submissions to refine and develop the proposals, working with others in the sector as needed.

**WHAT NEXT**

- The new waste legislation Bill is expected to be introduced in 2023.
- Development of regulations under the new Act will start in 2023.

**Product stewardship regulations of tyres and large batteries**

MfE consulted on [proposed regulations](#) that would give manufacturers, sellers and users more responsibility for ensuring that used tyres and large batteries don't end up in landfills or the environment. There has been no decisions or announcements since consultation closed on 16 December 2021.

**Transforming recycling – the three proposals**

Government is taking steps to improve recycling at home, and on the go. They invited New Zealanders to have their say on three connected initiatives:

- [Container return scheme.](#)
- [Improvements to kerbside recycling.](#)
- [Separation of business food waste.](#)

The consultation document [Te panoni i te hangarua \(Transforming recycling\)](#) was published March 2022. [Consultation](#) closed 22 May 2022 and the summary of submissions was expected in late 2022, these are yet to be published.

On 13 March 2023, the Prime Minister announced that work on the container return scheme that would see small refunds for returning containers has been deferred.

**WHAT NEXT**

If these proposals are adopted, Council will have new requirements for kerbside recycling services. These requirements would need to align with the work Council is already doing to reduce the amount of waste heading to landfill.

**OTHER NATIONAL DIRECTION INSTRUMENTS**

This table provides a list of resource management matters the Government is developing national direction on.

NATIONAL DIRECTION INSTRUMENT	LEAD AGENCY	COMMENT	STATUS
Natural and Built Environment Bill	Environment Select Committee	First of two Bills giving effect to RMA reform. This focuses the setting of environmental limits, environmental and land use planning, and the governance of those activities.	The Select Committee is hearing submissions until 17 March 2023.
Spatial Planning Bill	Environment Select Committee	Second of two Bills giving effect to RMA reforms. This one focuses on regional spatial strategies and the governance of these activities.	The Select Committee is hearing submissions until 17 March 2023.



NATIONAL DIRECTION INSTRUMENT	LEAD AGENCY	COMMENT	STATUS
National Direction on industrial greenhouse gas emissions	Ministry for the Environment (MfE) and Ministry of Business, Innovation, and Employment (MBIE)	The proposals include banning new low and medium-temperature coal boilers, phasing out coal in existing sites by 2037 for low and medium-temperature process heat, and requiring some industrial sites to have emission reduction plans.	Drafting of the national direction is in progress. Final decisions will be made by Cabinet in the first half of 2023.
Proposed National Policy Statement for Indigenous Biodiversity (NPSIB)	MfE with support from the Department of Conservation (DoC)	The Government is proposing an NPS-IB. This builds on a draft created by the Biodiversity Collaborative Group	Cabinet is considering an updated version of the NPSIB. Gazettal of the final NPSIB is anticipated this year.
Freshwater Farm Plan regulations	MfE supported by MPI	Freshwater farm plans are one of the new rules and regulations announced in 2018 to stop further degradation of Aotearoa's freshwater resources and improve water quality.	Freshwater farm plan regulations are expected to be gazetted mid-2023. Tairāwhiti has been removed from the tranche 1 roll out.
National Direction for Plantation and Exotic Carbon Forest	Ministry of Primary Industries	The Government is proposing changes to the NES-PF. These changes aim to enable better management of both plantation and exotic carbon forests.	Submissions on the discussion document closed 18 November 2022.

### National direction for plantation and exotic afforestation

The Ministry for Primary Industries (MPI) consulted on [Managing Exotic Afforestation Incentives](#) in April 2022, and consultation closed 18 November 2022 for discussion paper [National direction for plantation and exotic carbon afforestation](#) in October 2022. The discussion document consulted on four topics:

- Manage the environmental effects of all exotic carbon forests
- Control the location of afforestation (plantation and exotic carbon) to manage social, cultural, and economic effects
- Improve wildfire management in all plantation and exotic carbon forests
- Address the most important findings of the Year One Review of the NES-PF (National Environmental Standards for Plantation Forestry) regulations.

Through this consultation, Government proposes to extend the scope of the regulatory framework to maintain exotic carbon forests in the Emissions Trading Scheme (ETS) to improve wildfire management, and to address matters identified through the Year 1 review of the National Environmental Standard on Plantation Forestry (NES-PF) to better enable foresters and councils to manage the environmental effects of forestry.

Government also seeks feedback on options to support councils to control the location of afforestation (plantation and exotic carbon) to manage social, cultural, and economic effects.





The proposed changes include Local Government having more discretion to decide on the location, scale, type and management of plantation and exotic carbon forests in their districts.

**PROGRESS**

Council made a staff submission on 18 November 2022.

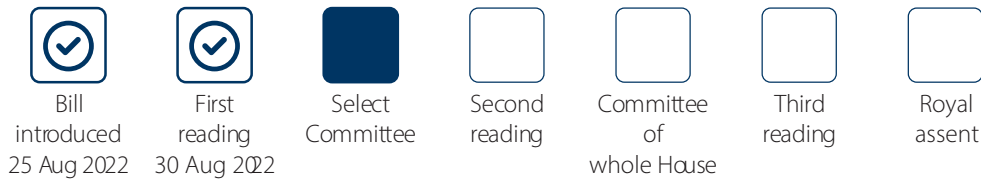
**SUPPORTING SUSTAINABLE FREEDOM CAMPING IN AOTEAROA**

**The Self-contained Motor Vehicles Legislation Bill**

This [Bill](#) is to improve the management of vehicle-based freedom camping by creating a regulatory system to reduce the negative effects of freedom camping on communities and the environment. A full breakdown of the process to date and summaries of the Bill and regulations can be viewed [here](#).

**PROGRESS OF THE BILL**

The Bill is currently being considered by the Economic Development, Science and Innovation Committee. You can view hearings [here](#).



**WHAT NEXT**

A report from the Economic Development, Science and Innovation Committee is due March 2023.





# Ngā mahere kaunihera me ngā kaupapa rangitaki

## Council plans and policy updates

### UPDATE ON TE WHĀNAU A KAI APPEAL ON PROPOSED REGIONAL FRESHWATER PLAN

The High Court (HC) hearing on the appeal made by Te Whānau a Kai against the Environment Court (EC) decision on the Regional Freshwater Plan was held on 4 and 5 April 2022. The Attorney-General joined the appeal as an 'intervener' given the implications of any finding that planning instruments could recognise native title rights in freshwater.

The appeal was dismissed by the HC on 23 June.

A summary of key points in the High Court judgment:

- The first half of the decision sets out the background, principles on appeals of law (closely following the Council's position), and a summary of the EC decision.
- The judgment then goes through and dismisses each of the issues on appeal:
  - Issue 1: Jurisdictional issue: the HC held that the EC analysis was correct – there is no jurisdiction under the RMA to recognise ownership/native title rights in freshwater.
    - The Court found that the EC decision was consistent with the HC decision in Ngāti Maru on that point.
  - Issue 2: evidence of tikanga-based customary rights: the HC held that the EC was entitled to find that, even notwithstanding the jurisdictional finding, the evidence fell far short of establishing that Te Whānau a Kai held the customary interests that it sought to be recognised in the Freshwater Plan.
  - Issue 3: resourcing to support the exercise of the tikanga-rights: the HC held that the EC was right to find that there was no power under the RMA to require the Council, through a provision in its Freshwater Plan, to provide resourcing to support the exercise of tikanga rights that are recognised in the Plan. Funding decisions are a matter for the LGA, not the RMA.
  - Issue 4: wording of specific amendments: the HC worked through each amendment sought by Te Whānau a Kai and confirmed that the EC made no errors in law in terms of the Freshwater Plan provisions.

### Progress

Te Whānau a Kai appealed to the HC judgment to the Court of Appeal. The Court declined their application for leave to appeal.

### Next steps

Council will incorporate the required changes from the previous judgments and follow the process to make the plan operative.

### CLIMATE CHANGE

#### Guidance Note on National Climate Change Policies

Late last year, the Ministry for the Environment (MfE) released a new [Guidance Note](#) on how local government should use the [National Adaptation Plan \(NAP\)](#) and [National Emissions Reduction Plan \(NERP\)](#) when preparing or changing regional policy statements, regional plans, and district plans under the Resource Management Act (RMA).







From 30 November 2022, it became a legal requirement to 'have regard to' the NAP and the NERP when preparing or changing RMA 1991 regional policy statements, regional plans, and district plans. This is to ensure that RMA planning nationwide is consistent with New Zealand's long-term climate strategies and goals. This will be undertaken as part of the Tairāwhiti Resource Management Plan review.

### **National Equitable Transitions Strategy Consultation**

Government is still asking for public input to inform New Zealand's Equitable Transitions Strategy. This work was identified in the [National Emissions Reduction Plan](#) as an important step to ensure an equitable process through which the country will transition to a low emissions future without significant adverse impacts on vulnerable groups.

The Ministry of Business, Innovation and Employment (MBIE) and Ministry for Social Development (MSD) are leading a process to get public input until April 2023. An online [survey](#) is live and there will be opportunities for discussions through workshops and targeted hui this year. This feedback will inform the drafting of the Equitable Transitions Strategy that will be ready for public consultation later in 2023.

### **Work programme updates**

*Please note that we're still reassessing our timeframes and work programme priorities post Cyclone Gabrielle.*

**Regional Climate Change Risk Assessment** staff have completed a climate risk survey to complement our understanding of the climate change risks our region faces, as well as risks to Council assets. This is an important part of the Tairāwhiti Climate Change Risk Assessment (TCCRA). The survey responses are currently being analysed, before progressing to the detailed assessment phase of the TCCRA project. The results will be used for our regional risk prioritisation and adaptation planning.

**Organisational Emissions Reduction Plan (ERP)** staff are assessing the scope and priority of the actions in the draft ERP in light of Cyclone Gabrielle. Options for progressing this will be presented to Council for consideration in due course.

**Energy Audit and Energy Management Programme** conversations have progressed with the Energy Efficiency and Conservation Authority (EECA) around funding support for Council's energy audit and management programme. The audit will occur following a decision on the relevant actions in Council's Emissions Reduction Plan.

**Regional Decarbonisation Roadmap Engagement Project** The project has established a Regional Project Working Group (PWG) to ensure cross-agency buy-in and participation in planning and delivery. Targeted engagement workshops with iwi and stakeholders were planned for early 2023. Engagement has been paused and the PWG is assessing how to support decarbonisation lens as part of recovery planning in light of Cyclone Gabrielle and recent announcements by the Prime Minister to pause some transport-related policies focused on emissions reductions.

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### **DRAFT DOG CONTROL POLICY AND BYLAW 2023**

The Dog Control Policy and Bylaw 2023 draft was presented at the 15 December 2022 Council meeting [\[report 22-205\]](#). Council approved consultation and the process from here is:

- [Public consultation](#) from 25 January to 1 March 2023. Extended to 16 March due to Cyclone Gabrielle.
- Public hearings - new date to be confirmed.
- Final decision will be at the next available Council meeting after the hearings.

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### **DRAFT KEEPING OF ANIMALS BYLAW REVIEW**

The Keeping of Animals Bylaw draft was presented at the 15 December 2022 Council meeting [\[report 22-246\]](#). Council approved consultation and the process from here is:

- [Public consultation](#) from 25 January to 1 March 2023. Extended to 16 March due to Cyclone Gabrielle.
- Public hearings - new date to be confirmed.
- Final decision will be at the next available Council meeting after the hearings.





## REGIONAL SPEED MANAGEMENT PLAN

Changes to the speed limit bylaw aligns Council with the [Road to Zero](#) strategy that also has set targets for all Councils, that 40% of schools are to have Safe and Appropriate Speeds (SAAS) in place by 2024.

### ISMP (Interim Speed Management Plan)

The [Updated Tairāwhiti Speed Limits Bylaw 2013](#) approved by Council in August last year has been submitted to Waka Kotahi for certification as the Interim Speed Management Plan ([ISMP](#)) for our district.

### PROGRESS

Waka Kotahi have responded that the ISMP doesn't comply for the following reasons:

- Our request to change from 20km/h to 5km/h speed limit on Special Designated beach areas (Makorori and Kaiti Beach) is not an enforceable speed.
- Only speed limits in 10km/h increments are provided for in the [Land Transport rule: Setting of Speed Limits 2022](#) can be loaded into the national speed limit register.
- Other speed limits such as 5km/h are neither legal nor enforceable.

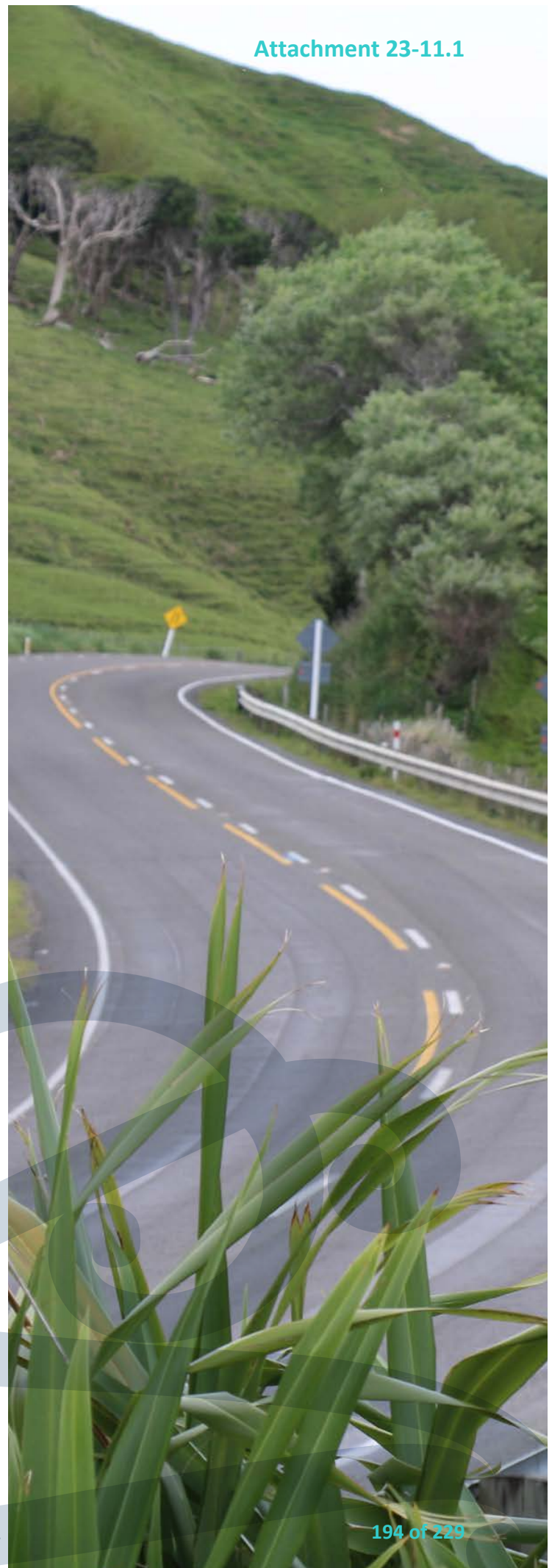
### WHAT NEXT

After seeking further advice and based on what other councils have submitted staff have re-submitted the bylaw without the beaches in order to facilitate speed limit changes to the complying areas such as schools and townships as soon as possible. Once council can agree on a compliant speed for beaches staff will resubmit.

### State Highway Interim Speed Management

The State Highway Interim Speed Management Plan has been out for consultation and staff have submitted on this to assist in aligning the two plans. Once certified the interim plans will be in place until the 2024 [NLTP](#) period when full-speed management plans will be required.

On 13 March 2023, the Prime Minister announced that the speed reduction programme will be narrowed to focus on the most dangerous one per cent of state highways, and ensure Waka Kotahi is consulting meaningfully with affected communities. Government will continue to make targeted reductions in the areas immediately around schools and marae and in small townships that a state highway runs through.





# Ngā pūrongo whakamaru tūmatanui

## Civil defence updates

### EX TROPICAL CYCLONE GABRIELLE 13 FEBRUARY – 6 MARCH

Cyclone Gabrielle was a significant weather event that was declared as a state of national emergency, given the effects of this weather system impacted several North Island regions. Cyclone Gabrielle presented a number of issues that impacted the whole region that included:

- Record rain and river levels exceeded those of Cyclone Bola in 1988
- 3 day rainfall topping at 608mm at Raparapaririki, near Ruatōria
- Severe slips, dropouts closing State Highways 2 north and south, SH 35, cutting off the region
- Closure and loss of multitudes of roads and bridges, cutting off communities
- Power station flooded, power out to over 6000
- Telecommunications, fibre severed in multiple locations, no Eftpos, limited cash, food and fuel shortages
- Several major breaks caused to the city main water supply in the Waingake catchment resulting in level 4 water restrictions that remain in place given the backup treatment plant at Waipaoa is operating as the primary treatment plant
- 21 Red and 206 Yellow stickered properties uninhabitable
- 2391 Welfare assessments
- 1 loss of life attributable to the Cyclone.

The transition to recovery is being developed and resourced given the scope and scale for the recovery from this event is significant and each region that has been affected will have ministerial oversight.

### EX TROPICAL CYCLONE HALE 9 – 20 JANUARY 2023

On 10 January, a local statement of emergency was declared given the wide impact and damage across the region. The regional Emergency Coordination Centre was activated as a result of the severe weather associated with Ex Tropical Cyclone Hale which brought heavy rain into the region.

The rainfall distribution map (isopleth) for the period 8 to 11 January shows that it was a complex weather event with localised cells overprinting what would otherwise have been a typical severe storm, highlighting how difficult it's to predict where the highest areas of storm intensity will be and how significant an event it will be as a storm approaches. The recovery phase from the event is underway.



Figure 1. Rainfall isopleth 10th January Cyclone Hale peak





### TAIRĀWHITI REGIONAL CONSOLIDATED RECOVERY

Following the recent severe weather event associated with Ex Tropical Cyclone Hale and a declared state of emergency 9-20 January 2023, the regional consolidated recovery plan is undergoing a review to revise the recovery plan.

The process of gathering a detailed impact report is currently underway and will be completed and reviewed, while considering the existing recovery actions underway.



### TAIRĀWHITI MARAE EMERGENCY PREPAREDNESS AND RESILIENCE PROJECT

On 3 January 2023, the Tairāwhiti Civil Defence Emergency Management Team took their emergency shelter tent and water filtration system to display at the Ngāti Porou Inter Marae Sports Festival also known as Pā Wars.

Pā Wars brings together more than 40 Ngāti Porou Marae who participate in challenges to boost inter-generational interest and participation. This has been a great way to connect whānau on the purpose of the project and to get familiar with the contents and how they need to be set up.





# Whakawhanaungatanga Relationships

## CO-GOVERNANCE WITH TANGATA WHENUA

The Co-governance Steering Group is the result of a recommendation at a hui between Council and iwi leadership on the 10 May 2022. The Steering Group will design the settings and processes for the establishment of an iwi/council co-governance forum.

A co-governance model post-Resource Management Reform will be a primary focus of this group. The early thinking is to use the Tairāwhiti Resource Management Plan (TRMP) Review as a testing ground for the relationship, and what co-governance on shared priorities looks like in action.

The Steering Group consists of four Council staff (Nedine Thatcher Swann, Joanna Noble, Gene Takurua and Te Rina Whaanga) and four iwi representatives (Douglas Jones, Meikura Williams, Tina Porou and Amohaere Houkamou who is coordinating on behalf of Toitū Tairāwhiti). Rongowhakaata Iwi Trust is yet to put send a representative.

### Progress

On 2 February, the Māori Responsiveness Team met with Amohaere and Paul Beverly to look at dates and agenda's for the following forums:

- Iwi Chair/Council Hui
- Steering Group hui to progress shared decision making body.

### Next Steps

- Reconfirm intentions with the new Council of an iwi/co-governance forum scheduled to occur this financial year.
- Workshop with councillors to operationalise Te Tiriti Compass to assist with decision making
- Find a series of viable dates and times for the group to reconvene (This is challenging given the demands on iwi representatives. It is expected to continue to be a challenge given the focus on recovery).

## POTENTIAL JOINT MANAGEMENT AGREEMENT/MOU WITH NGĀ HAPU O TOKOMARU ĀKAU

Ngā Hapū o Tokomaru Ākau (NHOTA) claims that land/whenua taken under the Public Works Act for Harbour Board purposes be returned to its rightful successors as it's no longer used for the purposes in which it was taken. Council made an in-principal decision to return the land/whenua to its rightful successors. Who the rightful successors are still needs to be established.

NHOTA's counter claim in the high court against Te Whānau a Ruataupare about mandate over the marine and coastal area of Tokomaru resulted in a hearing in September 2022 to hear the claims of both groups. The parties are looking to engage in a meditation/hohou to rongo process to restore the relationship between the applicants and provide a platform for the parties to discuss boundary/customary marine title issues at a later point.

Council will wait for the outcome of the High Court process before progressing joint management and Memorandum of Understanding (MoU) conversations for the Tokomaru Bay area.





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### TE KĀHUI PATU KAIKIRI | ANTI RACISM WORKING GROUP

In August 2020 Council committed to an anti-racism journey and established the first ever anti-racism group – Te Kāhui Patu Kaikiri, meaning the collective/group striking out racism. The objective of the group is to work towards ending racial discrimination through Local Government in Tairāwhiti.

Tina Ngata and Council staff met in February and agreed that Te Kahui Patu Kaikiri roopu will act as an advisory unit and the work programme will be informed from the Policy audit results. The audit results of Council policies is expected in May.

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### WAIAPU KŌKĀ HŪHUA / RESTORING THE WAIAPU CATCHMENT

The Waiapu Kōkā Hūhua is a 100-year restoration programme in the Waiapu catchment with the vision of 'Ko te mana ko te hauora o te whenua; ko te hauora o ngā awa; ko te hauora o te iwi - Healthy land, healthy rivers, healthy people.' The Waiapu catchment has the highest suspended sediment yield of any river in Aotearoa and one of the highest in the world.

In 2013 a partnership of Te Rūnanganui o Ngāti Porou, the Ministry of Primary Industries (MPI) and Council signed a memorandum of understanding, committing to working collaboratively with landowners to treat erosion, stop greater physical damage to the catchment, and bring social and economic gains to iwi and landowners.

A Joint Governance Group (JGG) made up of TRONPnui appointing two people, Council and MPI appointing one each, oversees the programme of improvements.

A Programme Manager was appointed in mid-2022 to drive the programme of improvements on behalf of these organisations and will be presenting an updated work programme to the next JGG meeting which is scheduled for early 2023.

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### JOINT MANAGEMENT AGREEMENT FORUM (JMAF)

The [Joint Management Agreement \(JMA\) over the Waiapu Catchment](#), enables Council and Te Rūnanganui o Ngāti Porou to jointly carry out the functions and duties under S36B of the Resource Management Act (RMA) and other legislation relating to all land and water resources within or affecting the Waiapu Catchment.

It builds on the work of the existing Waiapu Kōkā Hūhua partnership between the Council, Te Rūnanganui o Ngāti Porou and the Ministry of Primary Industries to restore the Waiapu Catchment.

### Waiapu Catchment Plan

A [Plan](#) is being developed to provide a long-term vision of how to manage freshwater and other natural resources. The project team (consisting of Ngāti Porou and Council representatives) aims to meet regularly (roughly at six-week intervals) to discuss and work through technical aspects of the catchment plan.

#### PROGRESS

- A work plan and meeting schedule for 2022/23 has been developed.
- Consultation with the community and stakeholders has been completed and is ongoing.

#### WHAT NEXT

- The project team are developing the catchment plan.
- The group intends to convene in the next quarter once work on the catchment plan has progressed.





# Ngā whakahaere mahi

## General management

### PERSONNEL MANAGEMENT

People and Capability ensures recruitment, retention and the development of Council teams. They ensure staff are equipped and supported in their roles to connect with the customers and the skills needed to deliver for the community.

#### Focus areas

- Recruitment and retention - a dedicated recruitment resource, alongside other recruitment and retention strategies, has seen a number of key roles placed this quarter, alongside a decrease in turnover.
- Staff wellbeing and support in the wake of Cyclone Gabrielle.

#### Progress

Our annual Summer Student programme that started in November 2022 is a key strategic initiative to invest in our own and build future capability and capacity. Students finished in February, departing back to university.

#### What next

- To help recruitment and retention we will review our systems and processes and implement recommendations.
- Work is underway to configure our newly introduced human resource and payroll system (TechOne), which will improve efficiencies and provide a better employee experience.
- Multiple staff wellbeing initiatives underway.

### HEALTH AND SAFETY

We're constantly looking at ways to improve our performance in this area. We're developing best practice standards to guide our organisation as it embraces the requirements of the [Health and Safety at Work Act \(HSWA\)](#). This is not just about compliance; it's about getting people home healthy and safe. View our current [Health, Safety and Wellbeing policy](#).

#### Focus areas

- Focus on contractor management across Council and contractor audits at Kiwa Pools, Water Treatment Plant upgrade, and across higher risk roading projects.
- Driving and vehicles have been identified as a significant risk to Council compounded by Cyclone Gabrielle.
- December witnessed an increase in behavioural/abuse to staff at our Olympic Pool facility requiring Police intervention resulting in an increase in trespass notices. This trend has continued post Gabrielle.

#### Impacts of Cyclone Hale and Gabrielle

- As part of the IMT (Incident management team) guidance on Health & safety matters affecting staff, contractors and others (Volunteers) Increased risks with initial failure of mobile network and implications on Lone, remote workers, roading conditions, access, and stress and fatigue levels monitoring of staff and contractors. PPE requirements and site-specific safety plans reviewed prior to emergency works commencing. Silt removal is a key component post Gabrielle.
- One GDC vehicle was water damaged when engaged in post Cyclone work activities.





- WorkSafe are facilitating a wānanga to ensure a coordinated approach to Kaimahi Health and Safety to the removal and transportation of wood debris, re-entry into forest worksites, windthrow clean-up, and working in contaminated and shifted terrain.
- Woody debris removal continues from the main beach by forestry contractors, with GDC monitoring, safety as part of our overlapping duties, to consult, cooperate and coordinate activities,
- Staff's wellbeing impacted following cyclone Gabrielle supported with several initiatives deployed.

**Serious harm incidents (Notifiable to WorkSafe)**

- A sub-contractor on a truck, had heavy machinery fall on him causing a serious leg and hand injuries.
  - A full investigation was completed by the contractor and reviewed by HomeSafe.
  - The incident has been fully debriefed with contractors and senior management.
- A contractor's worker fractured their arm while falling on traffic management duties.
  - This incident has been Investigated.
  - Recommendations from the investigation have been implemented.
- Significant damage happened to a Council vehicle while a third party was carrying out training and demonstrating vehicle recovery.
  - Fleet manager and insurance companies were involved, the incident was resolved.
  - A second incident activated the E Roads rollover alert, no one was injured although a vehicle sustained damage.

**Progress**

- Members of the Health and Safety Committee are now 'designated first aiders' providing cover across Council and recognised in allowance payments.
- Identified Olympic Pool facility staff require more situational/de-escalation training. Online training has been deployed to all public facing staff including Pools team.
- Summer students completed robust inductions within assigned teams with no reported incidents following conclusion of their time with us.
- Successful recruitment of a Health and Safety Advisor with strengths in the Health and Wellbeing area.
- A draft Health and Safety Charter for elected members has been completed for consideration and adoption.

INCIDENT TYPE	INCIDENT DESCRIPTION	FEBRUARY 2023 EVENTS	ROLLING 12 MONTHS
<b>Near miss</b>	An event or incident that someone has been exposed to that could have caused injury.	3 x moderate 1 x minor	<b>35</b>
<b>Injury</b>	Someone has been physically hurt and reported.	1 x major 4 x moderate 2 x minor	<b>49</b>
<b>Incident</b>	An event or incident that has caused damage to equipment, property, or environment and includes threats and abuse to staff members.	2 x major 7 x moderate 2 x minor	<b>104</b>





INCIDENT TYPE	INCIDENT DESCRIPTION	FEBRUARY 2023 EVENTS	ROLLING 12 MONTHS
<b>Notifiable event</b>	Any of the following events that arise from work: death, notifiable illness or injury, or notifiable incident that trigger requirements to preserve the site and notify WorkSafe NZ.	3 x major (all contractors)	<b>3</b>
<b>Illness</b>	Someone has seen or been involved in an event or exposed to a situation that has resulted in someone becoming ill or unwell, e.g., lung disease, asbestosis, legionnaires disease; this is from workplace exposure and doesn't include common illness such as personal illness, cold and flu.	Nil	<b>2</b>

## FINANCIAL REPORTING

The report covers Council's financial performance for the period ended 31 January 2023. It includes commentary against a year to date (YTD) Annual Plan on the Statement of Comprehensive Revenue and Expenses.

For the seven months ending 31 January 2023, Council has a net surplus of \$26.7m, which is \$989k below the figure set in the YTD Annual Plan. The main driver for the lower-than-expected net surplus is the local share of the roading emergency reinstatement costs which have been incurred to date. Only 87% emergency works completed is covered by grants from Waka Kotahi, the remaining 13% is left to Council to fund the local share. This equates to unbudgeted shortfall of \$850k. The remainder of the lower-than-expected net surplus is due to costs arising from the removal of woody debris on our beaches.

A summary of the key financial indicators for January year to date:

- YTD total revenue \$106.9m, favourably \$10.9m above the Annual Plan. This is mostly due to receiving additional operational grants, from Waka Kotahi for the reinstatement of roading emergency works.
- The YTD total expenditure is \$80.2m, \$11.9m unfavourably above the Annual Plan. This increase is mostly due to "Operating activities" where it is \$11.3m above the YTD Plan. This higher expenditure is mainly due to \$ 13.9m of roading emergency reinstatement works, against the full year budget provision of \$2m. Also, included within operating expenditure, is \$302k of unbudgeted costs relating to woody debris and clean-up that occurred on our beaches.





**Statement of comprehensive revenue and expenses for the period ended 31 January 2023**

		JAN-23	YEAR TO DATE		FULL YEAR
	NOTE	ACTUAL \$000S	BUDGET \$000S	VARIANCE \$000S	BUDGET \$000S
<b>REVENUE FROM NON-EXCHANGE TRANSACTIONS</b>					
Grants and Subsidies - Operational	1	19,110	7,516	11,594	12,885
Grants, Donations, Subsidies and Contributions - Capital	2	23,505	24,018	(513)	44,535
Other Non Exchange Revenue	3	692	1,430	(738)	2,170
General Rates and Uniform Annual General Charge		18,183	18,085	98	24,113
Targeted Rates		34,703	34,703	(0)	46,270
<b>REVENUE FROM EXCHANGE TRANSACTIONS</b>					
Development and Financial Contributions		1,436	1,319	116	1,622
Other Revenue	4	6,826	6,914	(88)	11,645
Targeted Water Rates		1,642	2,097	(455)	3,594
Dividends		5	5	0	1,600
Interest Received		360	0	360	0
Other Gains/(Losses)	5	434	(135)	568	(231)
<b>Total Revenue</b>		<b>106,895</b>	<b>95,952</b>	<b>10,944</b>	<b>148,205</b>
<b>EXPENSES</b>					
Employee Benefit Expenses	6	16,423	16,925	502	30,672
Expenditure on Operating Activities	7	46,119	34,328	(11,791)	61,205
Depreciation and Amortisation	8	15,290	14,529	(761)	24,907
Financing Costs	9	2,366	2,484	118	4,482
<b>Total Expenses</b>		<b>80,199</b>	<b>68,266</b>	<b>(11,933)</b>	<b>121,266</b>
<b>Net Surplus/(Deficit) Before Taxation</b>		<b>26,696</b>	<b>27,686</b>	<b>(989)</b>	<b>26,939</b>
Subvention payment		0	0	0	600
<b>Net Surplus/(Deficit)</b>		<b>26,696</b>	<b>27,686</b>	<b>(989)</b>	<b>27,539</b>
Gains/(Losses) on Property Revaluation	10	(0)	0	0	62,321
<b>TOTAL COMPREHENSIVE REVENUE AND EXPENSES</b>		<b>26,696</b>	<b>27,686</b>	<b>(989)</b>	<b>89,860</b>

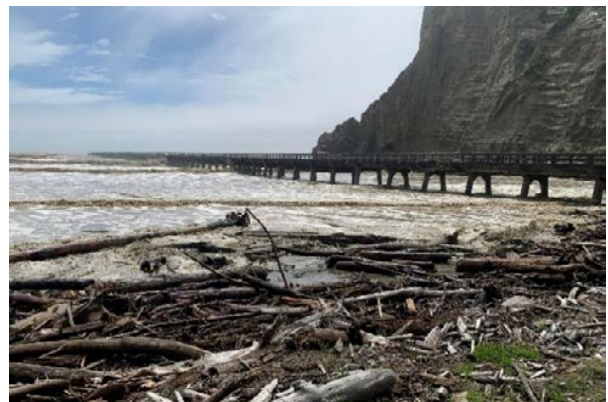




# Ngā mahi arotahinga Focus projects

## WOODY DEBRIS

Woody debris continues to accumulate on our beaches and while some of this material is an acceptable natural occurrence, Tairāwhiti's beaches are experiencing extreme volumes, especially during and immediately following storm events, that are unsustainable and unsafe. In 2022 Council began work to develop a Council position on managing the woody debris and how it will be paid for.



### Progress

- Council has spent over \$320,000 this financial year (2022/23) on beach clean ups at Ūawa and the main town beaches. This is in addition to the recent Ex Cyclone Hale/ Gabrielle clean ups the forestry industry undertook.
- Significant background research is underway, the Project Manager has completed several field visits along the East Coast, including Tolaga Bay and Ruatoria, and site visits to observe a variety of forestry operations, including those in the Tolaga Bay Area, and a gap analysis has been completed.
- Regular meetings with members of the Eastland Wood Council and as a result Council have now become contributors to the Forestry Environmental Focus Group working collaboratively, sharing forest management strategies, and developing and adopting best practice guidelines to improve environmental performance.





### What next

The work to develop a Council position was intended to be workshopped with councillors just prior to Cyclone Gabrielle. This workshop was subsequently postponed and a new date for this workshop (plus any revised approach to our process in light of recent events) is yet to be set.

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### RESOURCE RECOVERY CENTRE

The [Feasibility Study](#) has been completed as part of our investigation into the development of a Community Resource Recovery Centre for Te Tairāwhiti. Many of these centres operate across the country and have multiple benefits including:

- Extending the life of landfills
- Reducing the amount of waste being transported from one region to another, which comes at a cost to ratepayers
- Education, training, and employment opportunities.

### Progress

- Council received \$90,000 from the Ministry for Environment's Waste Minimisation Fund for the feasibility study that has now been completed.

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### COMMUNITY FACILITIES

Council has significant and region-wide community facilities, many of which are nearing the end of their useful lives. We're seeking support to fund projects we intend for the region.

#### Tairāwhiti Sports Facilities Business Case

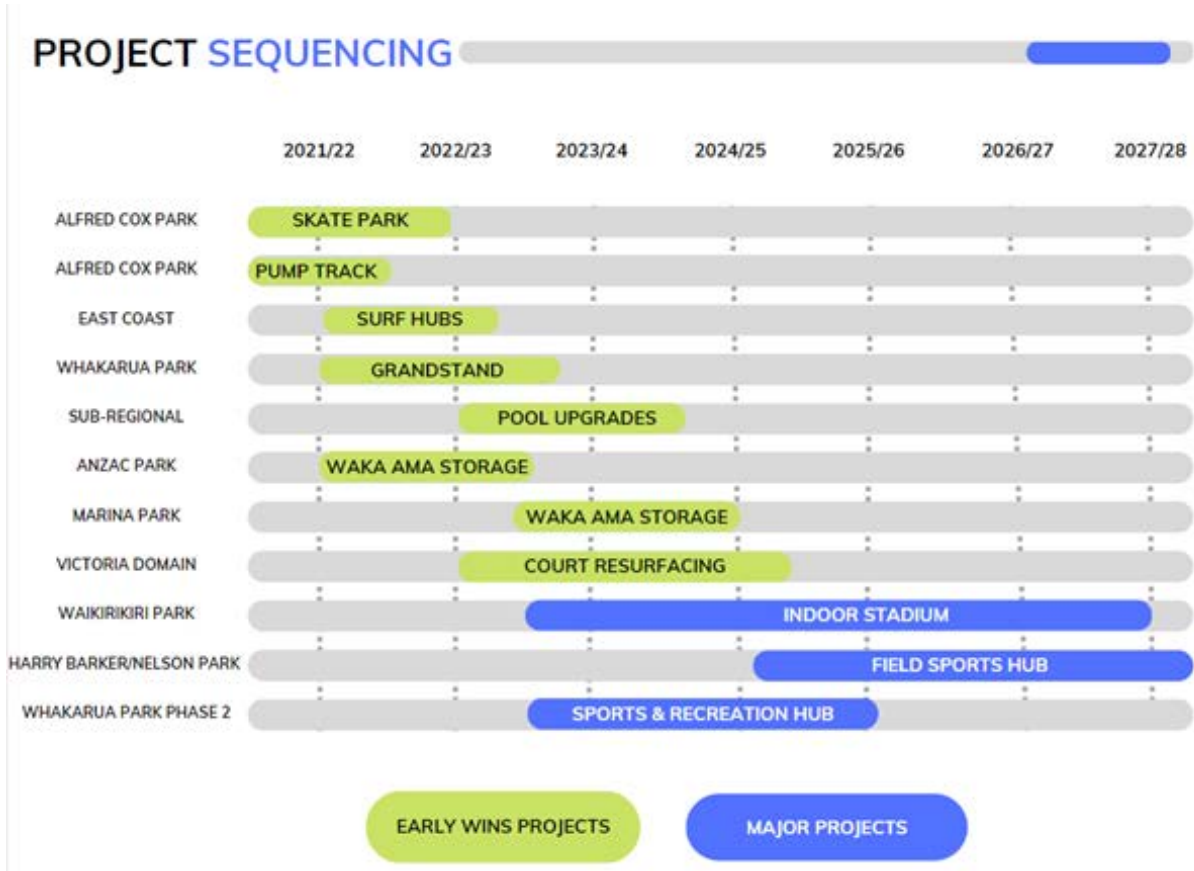
Council has combined its aspirations with Trust Tairāwhiti and Sport Gisborne Tairāwhiti to develop the [Tairāwhiti Sports Facilities Business Case](#).

This serves as a master plan and investment proposal to source capital funding for the sport and recreation facilities projects required throughout the region. This business case has been submitted to central government seeking an investment of around \$90m and local ministers Kiri Allan and Meka Whitiri have advocated on Councils behalf.

To start delivery of the major projects, the Tairāwhiti Sport & Recreation Facilities Programme has been instigated. The programme intends to optimise the use of internal resource and coordinate external resources to see the identified projects through to delivery.

The need for a regional level indoor sports venue has been identified in the business case and it is a priority to get this project initiated and planned (shovel ready) as one of the first major projects to start in this programme of work.





#### Early wins

The [Tairāwhiti Sports Facilities Business Case](#) was key to unlocking a \$15m funding envelope through Trust Tairāwhiti, to fund the most critical investments ‘early wins’ in the region.

The majority of these projects are community-led and not internally project managed by Council, however the Community Facilities Partnerships Advisor plays a key role in brokering relationships to deliver these projects.

#### PROGRESS

- Completion of the new skate park and pump track and a satellite surf hubs project





## CONSIDERATIONS

Following Cyclone Gabrielle, the river-based sports codes (Waka Ama, Rowing, Kayaking and Surf-Lifesaving) have been the most heavily impacted codes. ANZAC Park, Marina Reserve and De Costa Park, all Gisborne based parks were completely inundated with water and then silt as the water levels subsided. This has forced a rethink of the proposed waka ama storage facilities in the above programme of work. All other projects in the project are set to continue as planned.

## WHAT NEXT

The following projects are in the planning and pre-construction phases:

- ANZAC Park Waka Ama storage
- Marina Reserve Waka Ama storage
- Whakarua Park Grandstand redevelopment
- Tokomaru Bay Rangatahi Zone
- Victoria Domain Courts redevelopment
- Community Pool upgrades.



These projects are all funded through Trust Tairāwhiti and other regional funders and are all community-led projects with project management oversight provided by Council and Trust Tairāwhiti.

## POOL REDEVELOPMENT

We're building a pool that's fit for purpose for our community, now and for the future. [Kiwa Pools](#) will be a modern, year-round, temperature-controlled aquatic centre the whole community can enjoy.

Ngāi Tāwhiri hapū (NTH) has partnered with Apollo and Council to co-design the facility and provides cultural guidance, paying careful attention to the relationship between the building, the land, and the people of Tairāwhiti.





## Project status

Revised opening dates are being worked through.

## Progress

- The western carpark has been completed.
- Closing in the front of house, roofing and pipework to the 50m and leisure pool is near completion.
- \$1.4m grant funding secured enabling solar panels and the git our of the specialist hydrotherapy suite added to the project scope.
- Envibe has been selected as the management and booking solution.
- Envibe implementation programme started in December 2022.
- A preferred supplier for the Café operation has been selected.
- Significant work on the Pawaha entrance has started.
- Proposal for the second phase RFP process for Kiwa Pools aquatic education/learn to swim provider to be received from the three short-listed providers in mid-February 2023.
- Café operator - The second phase of procurement elevation occurring late January 2023.
- In preparation for the cyclone the site was closed down and building material was either removed or stored at height within the building.

## Impacts of Cyclone Gabrielle

- Following the cyclone we saw sand deposits and water in the 50 metre pool, which took about three days to clear.
- The biggest impact on the construction programme and timeline is the challenges in getting key Hawkes Bay based sub-contractors who were affected by the cyclone back on site.
- The carpentry crew remain committed to the project and are travelling via road through Opotiki, requiring 12 ½ hours of travel and an overnight stay in transit.
- An alternative concreting contractor has been secured and the Asona installers will start work on Monday 6 March. All are travelling by road via Opotiki.
- The delivery of some material supplies are currently 'lost' in transit and Apollo are working on resolving all supply issues.

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## TOWNSHIP UPGRADES

Council works in partnership with our whānau and communities to understand their aspirations and prioritise those within the allocated budget. Township Upgrades has a budget of \$700,000 annually to complete two rural township upgrades. One north of Gisborne and one either south or west of Gisborne.

## Impacts of Cyclone Gabrielle

Cyclone Hale and Cyclone Gabrielle has had a negative impact on progressing all new township planning and upgrades. In partnership with the Civil Assist Project Manager the short-term plan that we have agreed to are:

- To progress the Ruatoria Playground Upgrade – Road access for the playground equipment installer is from Tauranga – Ruatoria. Safety bark is also sourced from Tauranga therefore it is our hope along with the community that this upgrade will be completed by June 2023.
- Completion of the Tikitiki upgrade is a priority and it is hoped that the work planned for in front of the Tikitiki RSA and RSA Memorial Gate before the 2023 ANZAC commemorations. Local builders have been identified and engagement of these tradesmen are being undertaken by Civil Assist
- Te Puia Springs/Waipiro Bay, Matawai and Te Karaka upgrades and all future upgrade implementation and planning is on hold until whanau and hapū have a chance to recover from many weather events (not just Cyclone Gabrielle) and reassess their priorities for their hapori/community.





## Progress

Prior to the recent weather events The Township upgrades team have worked with Lightshift Productions and communities to put together a video to diarise the most recent township upgrades. The video features the upgrades in Tiniroto, Wharekahika, Te Araroa and Tikitiki, narrated by community representatives from a Wharekahika and Te Araroa hapū/community. [Township upgrades - Council Development Promo 2022](#)



### TE ARAROA

The Te Araroa Playground and new toilet block was opened on the 7 November 2023. A local contractor disestablished the retired toilet block before Christmas 2022. The bare land has identified a historical area that can be used as a mini amphitheatre for concerts and other community events. The project team are exploring how we can maximise this space.

### TIKITIKI/RANGITUKIA

The Tikitiki Playground opening was organised by Ann Tangere as a lead in to the Pakeke Christmas Party. About 100 residents from Tikitiki, Rangitukia, Te Araroa attended the opening, and attendees were aged from new-born babies to kaumatua/kuia. The community were grateful for the attendance of Councillor Ani Pahuru-Huriwai and Councillor Rawinia Parata.

During the project the team engaged with Tikitiki Primary School and Te Kura Kaupapa Māori o Whatonga to paint a waharoa for each entrance into the park. A kauri bench seat made by a kaumatua of Te Araroa has been installed at the gate of the historic Saint Mary's church.



TKKM o Whatonga Waharoa



Tikitiki Primary School Waharoa







### RUATORIA

The Township Upgrades team and the Ruatoria community representatives continue to have open discussions about the addition of a playground. A final concepts meeting was held with the Ruatoria community representative on 25 January 2023. The representative confirmed locations and colour schemes for the playground. There was an opportunity to also speak with local rangatahi who were at the playground during the site visit. They were excited to hear about the confirmed developments and committed to looking after their playground. Post Cyclone Gabrielle, we will pause and retest the final concept plans.

### MATAWAI

The Matawai community has confirmed their playground requirements. This information has been sent on to three playground companies who will provide concept plans of equipment that will be considered. The manager met with a community representative 2 February and walked around the township to identify other areas of investment the community may consider as a priority. As above these concept plans will be retested with the community following Cyclone Gabrielle.

### TE KARAKA

The Te Karaka township upgrade is to be completed 30 June 2024. The manager is awaiting confirmation of a meeting date and time for the Tu Ake Te Karaka Community Group.

### TE PUIA SPRINGS - WAIPIRO BAY

A community group has been identified to start engagement with both Te Puia Springs and Waipiro Bay residents to determine and prioritise their spend. The community are considering a walkway around the Ratahi Lake, maintenance upgrades on Mackenzie Street, SHW35 footpaths and curbing and a community building. The manager and Councils summer student attended a meeting at Iritekura Marae in December to discuss their upgrade. Re-engagement is required with the communities following Cyclone Gabrielle.

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### PĀNUKU TŪ/TITIRANGI SUMMIT

Council in partnership with Ngāti Oneone proposes to redevelop the Titirangi summit and build a public space for cultural and educational activities. The multi-purpose community facility [Te Panuku Tū Whare](#) will offer spaces for the display of taonga, a night sky viewing platform, exhibition spaces, and facility conveniences - cafe, water fountains, and toilets.





## Project status

Completion timeframe yet to be determined.

## Progress

- [Resource consent](#) for the Te Pānuku Tū project was submitted late in 2021.
- The resource consent has been fully notified and [submissions](#) have been received.

## What next

The Resource consent application is on hold until we have:

- Provided further information required.
- Undertaken discussion with submitters on their submissions. This process has taken some time however we're hopeful to progress the resource consent in the early part of 2023.

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## TAIRĀWHITI RESOURCE MANAGEMENT PLAN

Council is developing a new [Te Papa Tipu Taunaki o Te Tairāwhiti/Tairāwhiti Resource Management Plan](#) (TRMP) that considers the region's development, population growth and changing community expectations for management of the natural and built environment.

The full review of the TRMP is an organisational priority. We're in Phase 1 - covering years 1 to 4, which includes the following workstreams:

### 1. Regional Policy Statement (RPS)

The RPS workstream covers the development of a new RPS, which provides an overview of the significant resource management issues of the region, and policies and methods to achieve integrated management of the natural and physical resources of the region.

#### CURRENT FOCUS

- Supporting iwi technicians to progress the resource management issues of significance to iwi.
- Planning for stakeholder engagement to support drafting of the RPS.
- Gathering technical information and evidence for the wider TRMP, including natural hazard research, landscape and natural character assessments and a review of our historic heritage provisions.
- Including a review of land-use rules related to activities on the steep, erosion-prone land in Phase 1 of the TRMP review.

### 2. Urban Growth and Development (UDG)

This workstream involves a full review of all urban zones – including all the residential, commercial, and industrial zones in the Gisborne urban area and rural settlements and zoning for the periphery of these areas. UGD workstream continues to be on the development of a Future Development Strategy (FDS) for Te Tairāwhiti. Public notification of a draft FDS was originally scheduled for April 2023 prior to cyclone Hale and Gabrielle.

#### CURRENT FOCUS

- Working with iwi technicians to ensure we have accurately and appropriately reflected feedback and input received from mana whenua.
- Finalising the wording of iwi aspirations and cultural values assessments, followed by completion of the multi-criteria assessment and identification of the "preferred" growth scenario.
- Assessing the growth scenarios against flooding and landslide impacts observed during and after Cyclone Gabrielle.
- This work is well underway with the plan being to present the draft FDS to Council once a new timeframe for consultation is confirmed.





### 3. Freshwater workstream

The seven different catchment plans in the Freshwater planning space are in various phases of completion, with the Mōtū Catchment Plan planned to be publicly notified May 2023 (date subject to change). Progress has also been made with the Waimatā-Pakarae and Waiapu catchment plans.

A comprehensive freshwater update can be found in Information Report 23-22 to Sustainable Tairāwhiti committee.

#### CURRENT FOCUS

- We've begun reviewing the existing freshwater provisions within the TRMP.
- Supporting a range of technical work to strengthen the evidence base for freshwater planning is also being sought, or already underway.
- Preparation of engagement materials for the remaining plans has begun with community engagement deferred from early to mid-2023.
- Confirming engagement processes with mana whenua.

#### Post Cyclone Hale and Gabrielle considerations for the three TRMP workstreams

- Meaningful engagement with communities, iwi and hapū will be challenging due to the ongoing impact of the two cyclones. We're exploring with central government officials whether an extension to the 2024 deadline for notifying freshwater planning provisions is possible. We also asked that the Tairāwhiti region be removed from Tranche 1 of the national Freshwater Farm Planning roll out, which is due to start in August 2023.
- Based on outcome above, key milestone dates will have to be reset.
- A report will be taken to the Council meeting on 30 March 2023 providing an update in relation to the points raised by Mana Taiao Tairāwhiti in their petition and deputation to Council on sustainable land-use.

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#### ENVIRONMENTAL SCIENCE UPDATE

The Environmental Science and Environmental Monitoring teams continue to progress the science programme, with a particular focus on freshwater and providing evidence for the Tairāwhiti Resource Management Plan (TRMP) review.

The Environmental Monitoring team carries out monitoring of the environment as required by Government regulations and for Council and civil defence business needs.

#### Impacts of Cyclone Gabrielle

- Hydrological monitoring systems were used to monitor rainfall, river flows and depths during Cyclone Gabrielle. During the event the team monitored systems to ensure they remained stable. The weather event damaged some river gauging equipment and since the cyclone the Environmental Monitoring team have visited sites to assess damage and fix issues.
- The team is undertaking a review of how the hydrological telemetry system performed during Cyclone Gabrielle to identify improvements and different ways of working to ensure resilience in future weather events
- Environmental Science and Environment Monitoring Staff assisted Civil Defence in the immediate aftermath of Cyclone Gabrielle.
- Access, weather conditions and landowners' priorities on cyclone recovery have slowed project work and engagement with communities across Environmental Science. Some projects have been paused until summer 2023/24
- Environmental Science staff will provide technical advice to investigations undertaken into the impact of the Cyclone Gabrielle.

#### Bathing waters

From November to April the team monitors coastal water quality every week at 17 beach sites and six estuary sites.





### Ex-Cyclone Hale weather event

Hydrological monitoring systems were used to monitor river flows and depths during the January Cyclone Hale weather event. During the event, the team monitored systems to ensure they remained stable. The weather event damaged some river gauging equipment.

After the event, the team visited sites to ensure equipment was functioning, repair where needed and validate rainfall/flow volumes. This included using wooden pegs to mark river high points, enabling the team to validate flood peak heights in comparison to equipment recordings.

The team undertook drone footage post the event to provide visual evidence. The flooding has changed river channel shapes across the region. The team are going through a process to visit river monitoring sites and where necessary update the river flow equations.

### East Coast groundwater monitoring bore drilling

Ten potential sites have been identified for drilling groundwater monitoring bores across the Tikitiki, Ruatoria, Te Araroa and Hicks Bay catchments. The bores will enable scientific analysis of the quantity and quality of groundwater in these catchments.

Community engagement started during January and February. This has been paused until later in 2023 due to the impact of Cyclone Gabrielle

### Aqua Intel Aotearoa

Council staff are providing support to [Aqua Intel](#) Aotearoa's programme to investigate freshwater availability using groundwater and surface water surveys. Mapping groundwater aquifers from helicopters will be carried out in Hicks Bay, Te Araroa, Waiapu, Tolaga Bay, and Poverty Bay Flats. This was planned for February and March 2023. This has been paused until summer 2023/2024 due to the impact of Cyclone Gabrielle. More information is available on their [website](#).

### Soil monitoring

We're in the second year of a five-year programme to sample and analyze soils across the region. Sampling took place between October and December 2022. Thirty sites across the region were sampled and analysed. In total, 150 sites will be sampled to build a picture of the types and health of our region's soil.

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## TŪRANGANUI ESTUARY RESTORATION PROJECT

This is a four-year project aiming to restore the Mauri and Ora of the Tūranganui Estuary, including the Taruheru, Waikanae, and Waimatā waterways.

By the end of June 2026, around 170,000 native plants will be used in wetland and riparian planting to stabilise wetlands and absorb stormwater contaminants before they get to the Taruheru, Waikanae and Waimatā waterways.

### Progress

- Significant programme level progress was made in the second quarter of 2023, with the appointment of a programme manager and recruitment of three freshwater kaimahi.
- There have been refinements in the governance and operational planning processes, developed in partnership with mana whenua representatives.
- As of December 2022, 14,000 plants have been planted across Waiteata Park, Nelson Park, and Blackpool Reserve. Council staff, members of local iwi, community, and schools took part in the planting.
- Plants have been secured for the 2023 planting season through local nurseries.





### Impacts of Cyclone Gabrielle

- Some of the sites planted in 2022 were damaged by Cyclone Gabrielle. The team has visited the sites to assess the damage and develop plans to remedy.
- Council staff are working with iwi partners to agree on the immediate priorities for the project post Cyclone Gabrielle

### What next

- Recruitment of the fourth kaimahi position
- Feasibility studies and planning for spartina removal and complex wetland creation
- Development of detailed plans for the 2023 planting sites being led by the kamahi.





# Te rerenga rauropi Biodiversity

## WAINGAKE TRANSFORMATION PROGRAMME

The [Waingake transformation programme](#) aims to create vital native forest, transitioning 1,400ha of pine plantation to indigenous forest at Waingake and Pamoā. There is a Memorandum of Understanding (MoU) and Joint Steering Group (JSG) between Council and mana whenua, Maraetaha Incorporation supported by Ngai Tāmanuhiri. Through our valued partnership with mana whenua, we're creating meaningful employment and training opportunities for local people and restoring native biodiversity.

### Impacts of Cyclone Gabrielle

- Work was significantly interrupted for our Waingake Ngahere Ora team and contractors to allow critical infrastructure works to take place unimpeded. Team and contractors expected to resume work week commencing 13 March 2023.
- There are ongoing access issues due to slips/slumps on internal forestry roads. We're working with JNL to resolve these prior to the start of the planting season.
- Slips within previously planted areas are being assessed to understand potential implications around Emissions Trading Scheme obligations.
- 2023 planting plans are being reviewed to consider new hazards arising from Cyclone Gabrielle and potential for plant survival on mobile terrain.

### Progress

- The Waingake Ngahere Ora team has completed clearing, marking, and installation of over 16km of internal traplines within the Waingake Waterworks (QEII) Bush.
- A wax-tag monitor to gather baseline data on possum abundance in the QEII Bush was completed in December 2022, with an 84% bite-mark index indicating high possum numbers.
- Surveillance and control of pampas, buddleia, banana passionfruit, convolvulus, ivy, and other weeds across 176 ha of cutover areas.
- A Programme update went to the Operations Committee, for a full detailed update on the progress of the programme see [\[Report 23-17\]](#).

### Considerations

- The wet spring and summer have created challenging conditions for planting contractors. Release spraying ensures planted seedlings remain free from being smothered by rank grass or being outcompeted by other weeds and can't be done in wet or windy weather.
- The rapid growth of rank grass in cutover areas, combined with spraying challenges means it has been necessary to complete some releasing by hand to ensure plant survival.

### What next

- The team will be baiting and setting all the new traplines and begin regular maintenance, along with a possum baiting operation in the Waingake Waterworks (QEII) Bush.
- Follow up wax tag monitoring will enable us to determine the success of trapping efforts in the future.
- The JSG will begin development of a Joint Vision and Strategic Objectives which will set the foundation for the development of a Joint Action and Management Plan.





## INTEGRATED CATCHMENT MANAGEMENT (ICM)

Integrated Catchments is responsible for implementation, education and advocacy aspects of biosecurity, biodiversity, and land management particularly in respect of Councils statutory functions around the Biosecurity Act and Resource Management Act.

### Impacts of Cyclone Gabrielle

- ICM Staff have assisted Civil Defence.
- Access, weather conditions and landowners' priorities on cyclone recovery have slowed field work across Integrated Catchments.
- Some Natural Heritage Fund projects are delayed due to landowner priorities on clean-up and difficulties in accessing work sites.
- Tairāwhiti has been removed from the initial national rollout of Freshwater Farm Plans (FWFPs).
- Some private pole nurseries have been damaged and gully structures installed by the Whakaoratia Trust require repair with some waterways filled with debris.

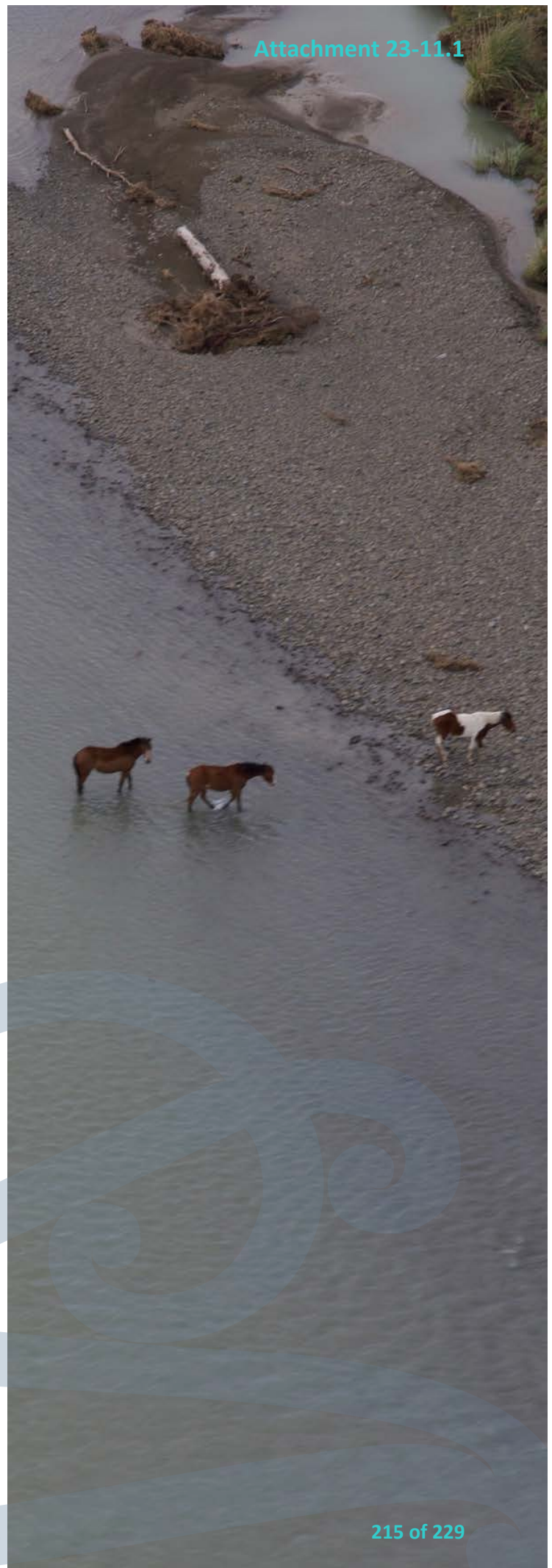
### Progress

#### SUSTAINABLE HILL COUNTRY PROJECT (SHCP)

Progress remains slow with the Ministry for Primary Industries (MPI) and land management staff progressing options with landowners that address wider issues than just the SHCP. This includes introducing land treatment options to meet freshwater planning requirements using a range of incentives to establish vegetative cover on Land Overlay 3A (LO3A).

#### MINISTRY OF THE ENVIRONMENTS (MFE) FRESHWATER FARM ENVIRONMENT PLAN (FWFP) PILOT

ICM staff have participated in MfE's Freshwater Farm Environment Plan (FWFP) pilot alongside Southland and Waikato. Twelve properties covering all farming and horticultural land uses and tenures across Tairāwhiti were assessed against a draft template. At this early stage





leasehold land and several new regulatory requirements (stock exclusion from waterways) will need careful consideration. Follow-up with MfE and other participants is ongoing.

The Land Management section is expanding with funds provided from several sources to provide support for land use initiatives including the Freshwater Farm Plan process.

- **Ministry for the Environment's** Essential Freshwater Fund (EFF) have provided funding for four FTE's for a fixed term of three years which will include: a Team Leader, Regional Catchment Facilitator, an Iwi/Hapu Advisor and a Catchment Advisor.
- **Ministry for Primary Industries (MPI)** Hill Country Erosion Fund (HCEF) have provided funding to build capacity and capability across the land management section to meet the requirements of the Freshwater Farm Plan (FWFP). Two FTEs are being funded with council finding a further two FTE for which alternative funding is being sought. These are also for a fixed length of time which is currently being confirmed.

### WAIAPU CATCHMENT

The Whakaoratia Trust have continued planting and structural installation in gullies and alongside waterways throughout the winter and spring across the Waiapu Catchment. The intensive rains have caused more damage and access to sites and sourcing material have been disrupted.

### PROTECTION MANAGEMENT AREAS

The biodiversity team has carried out several visits to Protection Management Areas (PMA) and the app-based recording system is working well. Progress on the surveys has been limited by weather. The PMA resurvey process has resulted in relationships being developed with landowners and stakeholders around biodiversity management.

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### FARM ENVIRONMENTAL PLANS (FEPS)

A FEP is a plan for managing the soil, water and nutrient resources on a farm in a sustainable way. The plan is specific to each farm and sets out how manage environmental risks. FEPS are required under the Tairāwhiti Resource Management Plan (TRMP) by growers and farmers whose activities meet certain criteria.

FEPS were required by Council by 31 May 2021 and to date:

- 82 FEPS have been received by Council.
- 34 FEPS have been certified.
- 33 FEPS were designed prior to the Freshwater Plan, and some don't meet the new requirement standard and may not trigger the need for an FEP under TRMP.
- Council staff continue to proactively provide ongoing assistance to FEP applicants to progress the plan to achieve the required standards.

### Impacts of Cyclone Gabrielle

Tairāwhiti has been removed from the first tranche roll out of the freshwater farm planning regulations.

### What next

- We continue to engage with farming industry groups to ensure all those that need to submit a FEP are aware of their obligations.
- Council's Compliance Monitoring and Enforcement team are undertaking a region wide risk-based approach to ensure that those who need an FEP have a certified plan.
- The Ministry for the Environment (MfE) is rolling out new regulations in 2023, requiring Freshwater farm plans.
- Tairāwhiti was intended to be one of three regions where these regulations are rolled out in the first instance. Pilot projects to [test the freshwater farm plan](#) process are being supported by MfE, Ministry of Primary Industries, Council, and iwi. More information can be found [here](#).







## BIOSECURITY

Our [Biosecurity](#) team works with landowners to manage or eradicate pest, plants and animals, especially those species in the Regional Pest Management Plan that we want to eliminate from our region.

### Impacts of Cyclone Gabrielle

- Disruption to access particularly those areas north of Tolaga Bay.
- Wet weather has delayed animal and plant pest control work especially night shooting.

### Progress

- The ongoing wet weather has slowed both animal and pest control.
- Rook control at Te Puia is ongoing with favourable results in controlling this eradication species. A single Fanworm was identified during the last inspection, the next survey in May/June will hopefully confirm elimination of fanworm from the Port Basin.
- Ongoing possum control amongst soil conservation plantings, within Protection Management Areas and along the Hawkes Bay TB control buffer is progressing.
- TB possum control, cattle and deer testing has seen reductions in infected herds in Hawkes Bay over the last year. Biosecurity staff have permission to apply toxins in the TB buffer area.
- All fourteen eradication plant species have been monitored across 163 sites visited: 51% active and 48% clear.
- Community advocacy has been initiated to address Moth Plant, with 300 sites visited, with landowners made aware of responsibilities for removal and ongoing control.
- The Didymo Check, Clean Dry programme has been successfully completed by a summer student with a focus on engagement and education in protecting our waterways,
- Ongoing Biosecurity input into the Freshwater Improvement Team looking at weed control along the Taruheru Riverbanks near the cemetery.





# Ngā pūtea tauawhi Grant funding

## COUNCIL-ADMINISTERED GRANTS

Council receives and distributes funds on behalf of the following funding schemes.

### Creative Communities Fund

The [Creative Communities Fund](#) provides funding for local community projects that encourage arts participation. Under the scheme, “arts” includes all forms of creative and interpretative expression. The amount of funding available to be distributed this year is \$32,297.

#### UPDATE

Applications were extended from 24 February to 3 March to allow for any Cyclone Gabrielle impacts.

#### WHAT NEXT

- Even with an extension, we only received 11 applications, down from 26 in the previous round; four used the extension period and only three have chosen to talk to us before deliberations.
- The assessment committee met on 13 March to distribute the \$32,297 funding available.

### Sport NZ Rural Transport Fund

The [Sports NZ Rural Transport Fund](#) is designed to help subsidise rural travel for junior teams – those aged between 5-19 years old and assist school and club sports teams to participate in local sporting competitions. There are two funding rounds each year for winter and summer sports codes. The fund is for \$9,900.

#### UPDATE

- This year the fund was undersubscribed even with an extension to the submission timeframe and following up with previous applicants.
- We received one application from Ūawa Primary and Kōhanga Reo for Softball, and the full amount of \$2,900 request by them was approved.
- The balance of \$7,700 will be added to the Winter funding round which tends to have more demand.

#### What next

The winter round closes at the end of April so the fund administrator will be targeting contacting groups that have previously applied to get applications in.

### Natural Heritage Fund

The [Natural Heritage Fund](#) assists private landowners to protect or enhance indigenous biodiversity on their land. The 2023 round of funding included \$140,000 for allocation to projects.

#### UPDATE

- [17 Projects](#) have been approved for the 2023 Funding round.
- Staff sent contracts to all successful applicants to be signed and returned by end of December 2022. One is still outstanding.





### What next

Officer responsible for the administration of the fund is currently making contact with grant holders to establish impacts from the cyclone. Early indication is that there is still good appetite to complete projects before 31 December 2023, although timeframes may be pushed out especially for fencing work. Fencing contractors will be prioritising flood repair work over projects. Extensions to project deadlines will be assessed on a case by case basis and if required, can be extended to 30 June 2024.

### Waste Minimisation Fund

The [Waste Minimisation Fund](#) supports local initiatives that contribute to waste minimisation, avoid harm, and improve resource efficiency. Funding of up to \$10,000 is available each round, which can go to one applicant or be spread across several applicants.

### UPDATE

Applications for the 2022/23 funding round are in progress and applications closed on 24 February.

### EXTERNAL FUNDING FOR ACTIVITIES DELIVERED DURING 2022/23

**Table 1** below provides an overview of funding applications awaiting a decision

ACTIVITY / PROJECT	DECISION	FUNDER	TOTAL AMOUNT
Hill Country Erosion Project	Pending September 2022	MPI Hill Country Erosion Fund (HCEF)	\$1,600,000
Waipaoa Stopbank Improvements / Climate Resilience Project	Pending May 2023	Kanoa - RDU	\$9,000,000

**Table 2** below provides an overview of income from external funds granted for activities that are in progress in the 2022/23 financial year

ACTIVITY/PROJECT	AWARDED	FUNDER	TOTAL AMOUNT AWARDED
<b>In Progress 2022/23</b>			
Essential Freshwater Fund	December 2022	MFE	\$1,500,000
Kiwa Pool Redevelopment Upgrade - Hydrotherapy Suite	December 2022	Lotteries Community Facilities Fund	\$600,000
Freedom Camping transition fund	November 2022	MBIE	\$128,000





ACTIVITY/PROJECT	AWARDED	FUNDER	TOTAL AMOUNT AWARDED
<b>In Progress 2022/23</b>			
Better off Funding Tranche 1 Compostable Waste Collection and Waste to Energy	November 2022	Department of Internal Affairs	\$7,210,000
Kiwa Pools Solar Panels			
Marae Sustainability Programme			
Taruheru Walk and Cycleway			
Hawaiki Tūranga Site Remediation and Installation			
Deliberative Democracy on Climate Change Adaptation			
1000-year Walkway Bridge cultural component and Te Maro platform	September 2022	Trust Tairāwhiti	\$343,000
Tūranganui Estuary Restoration	September 2022	One Tree Planted	US \$24,065
Better off Transition Fund	September 2022	Department of Internal Affairs	\$732,000
Streets for People Round 2	August 2022	Waka Kotahi	\$330,000
Grey Street development SH35 Ūawa/Tolaga Bay			\$330,000
Enabling infrastructure for housing supply - Taruheru catchment	July 2022	Kainga Ora – Infrastructure Acceleration Fund	\$3,950,000
Streets for People Round 1	May 2022	Waka Kotahi	\$67,000
Marae emergency resilience	February 2022	Phase 1 – Te Puni Kōkiri	\$964,938
		Phase 2/3 – Toitū Tairāwhiti	\$596,058
Tūranganui Estuary Restoration	February 2022	MfE Freshwater Improvement Fund	\$2,250,000
1000 Year Walkway Bridge	June 2021	Lotteries Significant Projects Fund	\$1,750,000
Waingake Transformation – Planting Year 2,3,4	May 2021	One Tree Planted	US\$740,000
Waingake Transformation – Weed/ Pest control Year 2,3,4	March 2021	DOC – Kaimahi for Nature	\$2,000,000
Waingake Transformation – Planting Year 2,3,4	March 2021	MPI - One Billion Trees Fund	\$1,860,000
Wastewater Treatment Upgrade Options for water amalgamation Rural township's water supply	August 2020	3-Waters Reform Economic Stimulus	\$7,500,000 \$250,000 \$3,290,000
Olympic Pool Redevelopment	July 2020	COVID-19 Recovery Fund	\$40,000,000





ACTIVITY/PROJECT	AWARDED	FUNDER	TOTAL AMOUNT AWARDED
<b>In Progress 2022/23</b>			
Waipaoa River Flood Control Scheme	July 2020	COVID-19 Recovery Fund	\$7,500,000
Waiapu Phase 2 Erosion Control - ECFP Fund Administrator	October 2016	MPI Erosion Control Funding Programme	\$2,100,000

**Table 3** below provides an overview of external funding that has been completed in the 2022/23 financial year

ACTIVITY/PROJECT	AWARDED	FUNDER	TOTAL AMOUNT AWARDED
<b>Completed 2022/23</b>			
Land use characterisation for SoE soil quality monitoring and reporting	October 2021	Manaaki Whenua LandCare	\$39,760
Impact of forestry slash on Kai Moana Tolaga	August 2021	Envirolink	\$35,000
Economic utilisation of woody debris research	August 2021	Envirolink	\$35,000
Active Fault Delineation for Tairāwhiti	August 2021	CDEM Resilience Fund	\$120,000
Environmental impact of Tokomaru Bay legacy landfill	August 2021	Massey University	\$30,000
Poverty Bay Flood Hazard Mapping	December 2019	EQC Contestable Grant	\$50,000
Titirangi Summit - Design phase	May 2020	Provincial Growth Fund	\$1,067,000
Te Tairāwhiti Arts Festival	June 2021	Creative New Zealand	\$50,000
Tokomaru Bay Wharf Toilet	July 2021	MBIE Tourism Infrastructure Fund	\$203,200
Tairāwhiti 'No excuses on water' Campaign	August 2021	Maritime NZ	\$5,000

## EXTERNAL FUNDING APPLICATIONS

### Freedom Camping Transition Fund

Council has been awarded \$128,000 from the Ministry of Business, Innovation, and Employment (MBIE) Freedom Camping Transition Fund.

The funding covers three part-time Camping Kaitiaki roles in Tairāwhiti. One of these roles will be dedicated to the East Coast. This will assist with the regulation and management of freedom camping over the peak camping season of October to March and support our Camping Kaitiaki in their role.

Council proposes to increase the visibility of our visitor information by providing brochures, signage, and radio and social media communications over our camping season.





### **Lottery Community Facilities Fund - Kiwa Pools Hydrotherapy Suite**

In December 2022 the Lottery Community Facilities Fund committee approved a grant of \$600,000 towards the Kiwa Pools Hydrotherapy Suite installation.

There are currently no specialised hydrotherapy suites in the Tairāwhiti district to meet the rehabilitation needs of patients, athletes, and the wider community. The installation of a comprehensive hydrotherapy suite will provide a private setting for specialised treatment by health providers, sports teams, community groups and individuals.

### **Three Waters Better Off funding**

Council has been awarded \$7,210,000 for Tranche 1 of the Better Off funding, encompassing the following 6 Projects. Post Cyclone Gabrielle, advice from CIP is that there is an opportunity to revisit and reprioritise these projects. This will be the subject of a separate paper to Council.

#### **PROJECT 1: COMPOSTABLE WASTE COLLECTION AND WASTE TO ENERGY OPTIONS \$3M**

**Stage one** of the project will establish the systems and infrastructure needed for households to separate their waste for kerbside collection, enabling diversion of several waste streams from landfill. Council will implement a multiple wheellie bin collection system for Gisborne city alongside an education programme to help uptake.

**Stage two** of the project is to explore alternative disposal pathways for the largest waste stream of compostable waste. A feasibility study for a regional anaerobic digester and waste to energy facility shows that there is a commercial opportunity for a waste to energy facility in region. The project will build on this study to:

- Validate waste volumes.
- Secure agreements for ongoing waste provision.
- Identify a site for the facility.
- Identify the best commercial use of energy outputs – electricity, gas, heating, fertiliser.
- Complete a cultural impact assessment on the preferred option.

#### **PROJECT 2: KIWA POOLS SOLAR PANELS \$810K**

This project will install solar panels at the Kiwa Pools Complex. Energy usage for an aquatic facility is high. The solar panels will establish a sustainable auxiliary energy source for the facility reducing reliance on non-renewable sources, improving energy resilience, and keeping operational costs of the new Complex as low as possible.

#### **PROJECT 3: MARAE SUSTAINABILITY PROGRAMME \$1M**

The Marae Sustainability Project focuses on ensuring the future sustainability of marae in Te Tairāwhiti. It has three key elements:

- Sustainability assessment of marae – energy, waste, urupa, drinking and wastewater.
- Report on high-level options to address sustainability issues at each marae.
- Implementation of actions to address sustainability at first tranche of marae needing attention.

#### **PROJECT 4: TARUHERU WALK AND CYCLEWAY INTERSECTIONS \$1.4M**

The project focuses on improving safety and accessibility for pedestrians and cyclists at key intersections along the proposed Taruheru walk and cycleway.

#### **PROJECT 5: HAWAIKI TŪRANGA SITE REMEDIATION AND INSTALLATION \$400K**

This project focuses on remediation of a contaminated site, landscaping and supporting services to enable the installation of a large sculpture paying tribute to Ruapani, one of the paramount chiefs of the region at a site historically associated with him on the banks of the Turanganui River in Gisborne.





**PROJECT 6: DELIBERATIVE DEMOCRACY ON CLIMATE CHANGE ADAPTATION \$400K**

This project focuses on the design and roll-out of a deliberative process around climate change adaptation planning at local levels i.e. at marae and communities.

It has three key elements:

- Design of deliberative process and establishment of processes and administrative arrangements.
- Implementation of fora for communities and marae to undertake adaptive pathway planning.
- Reporting on outcomes and lessons learned.

The project will allow Council to pilot an alternative method of community engagement in Council decision-making in an area of pressing importance to our community – responding to the impacts of climate change.

Tranche 2 of the Better Off funding for \$21.62m is open for submission from 1 July 2024.

**Impacts of Cyclone Gabrielle**

The Government has introduced several new funding streams to aid in the national recovery effort following the effects of recent weather events.

**Table 4** below provides an overview of Central Government Funding available:

FUNDING PURPOSE	FUNDING AGENCY	TOTAL AMOUNT
<b>Primary Sector Recovery</b> Funding support for farmers, growers and whenua Māori owners to recover from the impacts of Cyclone Gabrielle.	Ministry for Primary Industries	\$51 million (across affected regions)
<b>Transport</b> Funding support for Councils to reconnect transport networks and re-establish access into affected communities.	Waka Kotahi	\$250 million (across affected regions)
<b>Tairāwhiti Mayoral Relief Fund</b> To provide support to Tairāwhiti residents affected by Cyclone Gabrielle or Cyclone Hale.	Gisborne District Council	\$1 million
<b>Interim Business Support</b> Funding support for businesses impacted by Cyclone Gabrielle.	\$4.5 million – distributed through Trust Tairāwhiti	\$25 million (across affected regions)
<b>Recovery Support for Māori Communities</b> Short-term relief package for Māori communities to accelerate recovery from recent weather events.	\$9 million - distributed through Te Puni Kōkiri, \$3 million - distributed through Whānau Ora \$3 million - distributed through Te Arawhiti	\$15 million (across affected regions)





# Ngā mahinga rori ā-rohe

## Regional roading activities

### EAST CAPE ROAD

This is the last remaining Provincial Growth Fund project, focused on improving the resilience along East Cape Road by placing rock along the coastal foreshore.

#### Progress

- Stage 2 Physical works have been awarded
- A blessing and site induction process was completed 23 January 2023
- Staff gave permission for the completion timeframe to be extended to August 2023 to allow more resources to reopen roads due to the Cyclone Hale.

#### What next

- Contractors have started placing new and existing rocks to provide protection along the road.



### WALKING AND CYCLING STRATEGY

A plan is being developed outlining where walking and cycling is easy, safe and the best way to get around Gisborne for short trips. The focus is on making it safer and more convenient to swap a vehicle for alternative modes of transport like – walking, cycling, skateboarding, and where it's more accessible for wheelchairs and mobility scooters.

#### Progress

- [Pre-engagement](#) closed 19 December 2022
- There were 221 responses received
- Face to face and online workshops were held with stakeholders.

#### What next

- The responses received will help us draft the new Walking and Cycling strategy
- We will undertake consultation on the draft strategy later in the year
- Timelines for this work have been extended due to Cyclone Gabrielle.







## Streets For People 2021-24

The [Streets for People programme](#) runs until June 2024.

The aim is to make it easier and faster to create safer, healthier, more people-friendly streets, and funds the effort to help Aotearoa achieve its emissions reduction goals faster, while creating vibrant, people-friendly places for thriving communities. The two projects that have been approved are:

- [Linear Park, Grey Street](#)
- [Safer Crossing on SH35 and community meeting space – Ūawa](#)

### LINEAR PARK – GREY STREET, AWA TO MOANA

We're looking to improve the connection from the CBD to the I-site, skate park and pump track. We anticipate the linear park will encourage active journeys between the CBD and the facilities and be a multi-purpose site for community and cultural events.

### PROGRESS

- Tairāwhiti Adventure Trust held the Grey Street festival in December 2022 as part of the Streets for People programme led by Waka Kotahi (90% funding) and Council (10% funding).
- The purpose of this festival was for Tairāwhiti Adventure Trust to engage with the community, using surveys to understand what the community's vision of the Grey Street area was and what the community prioritised.
- Minor safety improvement trials were installed before the festival, to gather the community's perspective on the changes.
- The trial included the removal of 8 car parks to allow for a drop off / pick up area for parents, where purple bollards were installed to prevent car staying parked in the area. 'Action Zone' signs were installed to encourage road users to slow down when passing through the area, and one car park was changed into emergency parking only.





### NEXT STEPS

- Tairāwhiti Adventure Trust will present the project to the associated business along Grey Street. The Trust wants to actively encourage all businesses to be part of the project, to look at how they can interact with the street better.
- A mock design of the of the remaining changes for the project will be drafted by TAT in collaboration with Gisborne District Council, and Waka Kotahi. This mock design is the outcomes and aspirations from the feedback from the community.

### Ūawa cycle and walking Trail

This is a community led initiative to enable safer walking and cycling around the township with 5km of off-road tracks and is part of a wider 8km network proposed to connect wharf to town and beaches. Separated pathways for walking and cycling are the most effective way of improving safety and encouraging mode shift. Road safety statistics are typically worse for Māori in our region.

### PROGRESS

- The Ūawa Community has been busy finishing off their new community trails (see below) a separate project approved in the 2021 LTP. The community have been meeting up to discuss the Streets for People funding and have formed a steering committee to lead the project with.
- Construction continues on Ūawa Community Trails with large sections of the unsealed network around the township complete (see red line in map below on north side of the Ūawa).

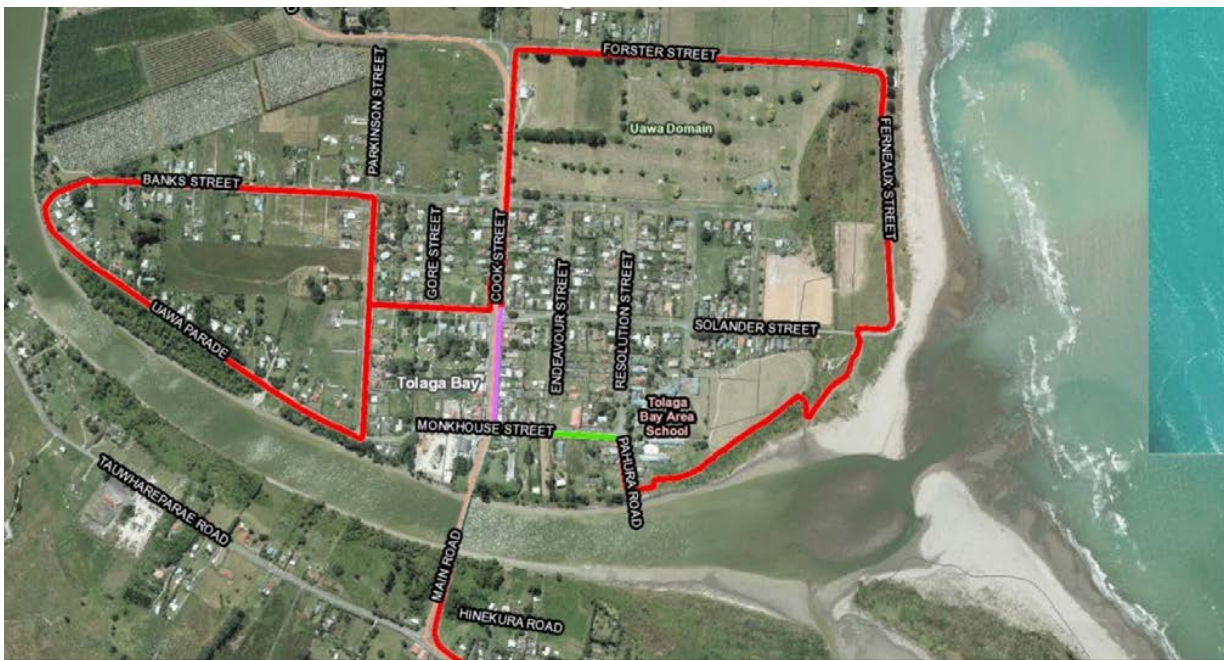


Figure 1. The proposed Ūawa cycleway and walkway that will circumnavigate Tolaga Bay township





- Ūawa trails leading through school grounds are now connected to the existing bridge out to the awa.



### WHAT NEXT

The new trails sustained damage in several places from Cyclone Gabrielle which will require either remedial work or further investigation into realignment to protect the asset.





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**HB Williams Memorial Library** - [www.gpl.govt.nz](http://www.gpl.govt.nz)

-   **GDC Fix App** is a smartphone app to report issues to Council. The app identifies the location using the phone's GPS. It sends an email to us from the user's email address, including the details about the issue and a photo.

