

# Whangarei District Council Meeting

## Agenda

**Date:** Thursday, 28 September, 2017  
**Time:** 10:30 am  
**Location:** Council Chamber  
Forum North, Rust Avenue  
Whangarei  
**Attendees:** Her Worship the Mayor Sheryl Mai  
(Chairperson)  
Cr Stu Bell  
Cr Crichton Christie  
Cr Vince Cocurullo  
Cr Tricia Cutforth  
Cr Shelley Deeming  
Cr Sue Glen  
Cr Phil Halse  
Cr Cherry Hermon  
Cr Greg Innes  
Cr Greg Martin  
Cr Sharon Morgan  
Cr Anna Murphy

For any queries regarding this meeting please contact  
the Whangarei District Council on (09) 430-4200.

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|   |     |
|---|-----|
| <b>1. Karakia/Prayer</b>  |     |
| <b>2. Declarations of Interest</b>  |     |
| <b>3. Apologies</b>   |     |
| <b>4. Public Forum</b>  |     |
| <b>5. Confirmation of Minutes of Previous Meeting of the Whangarei District Council</b> |     |
| 5.1 Minutes of the Whangarei District Council meeting 27 July 2017                      | 2   |
| 5.2 Minutes of the Whangarei District Council Meeting held 24 August 2017               | 6   |
| 5.3 Minutes Whangarei District Council Meeting 31 August 2017                           | 8   |
| 5.4 Minutes Whangarei District Council Meeting 7 September 2017                         | 18  |
| <b>6. Information Reports</b>   |     |
| 6.1 Freedom Camping Rules - Enforcement of Freedom Camping                              | 24  |
| <b>7. Decision Reports</b>  |     |
| 7.1 Final Camping in Public Places Bylaw  | 30  |
| 7.2 Adoption of the 2016-2017 Annual Report   | 92  |
| 7.3 Consideration of the Waste Minimisation and Management Plan                         | 94  |
| 7.4 Mitigation of Risks to Council - Hundertwasser                                      | 330 |
| 7.5 Review of the Significance and Engagement Policy                                    | 344 |
| <b>8. Public Excluded Business</b>  |     |
| 8.1 Closed Minutes Whangarei District Council Meeting 31 August 2017                    |     |
| 8.2 Legal Proceedings   |     |

8.3 Marsden City Update

**9. Closure of Meeting**



**Item 5.1**

**Whangarei District Council Meeting Minutes**

**Date:** Thursday, 27 July, 2017  
**Time:** 10:30 a.m.  
**Location:** Council Chamber  
Forum North, Rust Avenue  
Whangarei

**In Attendance**

**Her Worship the Mayor Sheryl Mai  
(Chairperson)**  
**Cr Stu Bell**  
**Cr Crichton Christie**  
**Cr Vince Cocurullo**  
**Cr Tricia Cutforth**  
**Cr Shelley Deeming**  
**Cr Sue Glen**  
**Cr Jayne Golightly**  
**Cr Phil Halse**  
**Cr Cherry Hermon**  
**Cr Greg Innes**  
**Cr Greg Martin**  
**Cr Sharon Morgan**  
**Cr Anna Murphy**

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**Also present:**

Chief Executive (Rob Forlong), General Manager Finance and Corporate (Alan Adcock), General Manager Community (Sandra Boardman), General Manager Infrastructure (Simon Weston), General Manager Planning and Development (Alison Geddes), General Manager Strategy and Democracy (Jill McPherson), Legal Counsel (Kathryn Candy), Governance Manager (Jason Marris), Manager Health and Bylaws (Grant Couchman), Democracy Adviser (Jennie Thomas) and Executive Assistant (Judi Crocombe)

- 1. Karakia/Prayer**
- 2. Declarations of Interest**
- 3. Apologies**  
There were no apologies

#### 4. Public Forum

Speakers:

Tony Gill - Whangarei Public Dog Park improvements at William Fraser Park at Pohe Island and many other public dog parks in Whangarei.

Brian May - Paper Road, O'Carroll Road.

#### 5. Confirmation of Minutes of Previous Meetings of the Whangarei District Council

##### 5.1 Confirmation of Minutes of the Whangarei District Council meeting held 29 June 2017

**Moved by** Cr Greg Innes

**Seconded by** Cr Sharon Morgan

That the minutes of the Whangarei District Council meeting held on 29 June 2017, including the confidential section, having been circulated, be taken as read and now confirmed and adopted as a true and correct record of proceedings of that meeting.

**Carried**

##### 5.2 Confirmation of Minutes of the Extra ordinary Whangarei District Council meeting held 11 July 2017

**Moved by** Cr Greg Martin

**Seconded by** Cr Cherry Hermon

That the minutes of the Whangarei District Council meeting held on 11 July 2017, including the confidential section, having been circulated, be taken as read and now confirmed and adopted as a true and correct record of proceedings of that meeting.

**Carried**

#### 6. Decision Reports

##### 6.1 Elected Member Code of Conduct

**Moved by** Her Worship the Mayor Sheryl Mai (Chairperson)

**Seconded by** Cr Anna Murphy

That Council:

1. Agrees that the gift value in the Elected Member Code of Conduct be set at \$100.

2. Adopts the Elected Member Code of Conduct located at Attachment 1, incorporating decision a) above.
3. Delegates to the Chief Executive and the Mayor the ability to make any editorial changes to the Elected Member Code of Conduct.
4. Notes the next steps for establishing a pool of investigators.

On the motion being put Cr Glen called for a division:

For the motion: Her Worship the Mayor, Crs Hermon, Innes, Cutforth and Murphy (5)

Against the motion: Crs Bell, Christie, Cocurullo, Deeming, Golightly, Halse, Martin and Glen (8)

Absent: Cr Morgan

*Secretariat note: Cr Inne's name was originally omitted from the list of names recorded in the Minutes 'For the Motion.'*

**The motion was Lost**

Cr Morgan left the meeting at 11.05am

## 8. Public Excluded Business

**Moved by** Cr Greg Martin

**Seconded by** Cr Vince Cocurullo

That the public be excluded from the following parts of proceedings of this meeting. The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under Section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

| <b>General subject of each matter to be considered</b>                   | <b>Reason for passing this resolution in relation to each matter</b>        | <b>Ground(s) under Section 48(1) for passing this resolution</b> |
|--|---|--|
| C.1 Confidential Minutes Whangarei District Council meeting 29 June 2017 | Good reason to withhold information exists under Section 7 Local Government | Section 48(1)(a)   |

|     |   |  |  |
|-----|---|--|--|
| C.2 | Confidential Minutes Extra ordinary Whangarei District Council meeting 11 July 2017 | Official Information and Meetings Act 1987 |  |
| C.3 | Procurement of Commissioner   |  |  |

|   |   |                 |
|---|---|-----------------|
| This resolution is made in reliance on Section 48(1)(a) of the Local Government Official Information and 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 or the relevant part of the proceedings of the meeting in public, are as follows: |   |                 |
| <b>Item</b>   | <b>Grounds</b>                                | <b>Section</b>  |
| C.1   | For the reasons as stated in the open minutes |                 |
| C.2   | For the reasons as stated in the open minutes |                 |
| C.3   | To protect the privacy of natural persons     | Section 7(2)(a) |

**Carried**

**9. Closure of Meeting**

The meeting concluded at 11.29am.

Confirmed this 28<sup>th</sup> day of September 2017

Her Worship the Mayor Sheryl Mai



**Item 5.2**

**Whangarei District Council Meeting Minutes**

**Date:** Thursday, 24 August, 2017  
**Time:** 1:00 p.m.  
**Location:** Council Chamber  
Forum North, Rust Avenue  
Whangarei

|                          |  |
|--------------------------|--|
| <b>In Attendance</b>     | <b>Her Worship the Mayor Sheryl Mai<br/>(Chairperson)</b><br><b>Cr Stu Bell</b><br><b>Cr Crichton Christie</b><br><b>Cr Vince Cocurullo</b><br><b>Cr Tricia Cutforth</b><br><b>Cr Shelley Deeming</b><br><b>Cr Sue Glen</b><br><b>Cr Greg Innes</b><br><b>Cr Greg Martin</b><br><b>Cr Sharon Morgan</b><br><b>Cr Anna Murphy</b> |
| <b>Not in Attendance</b> | <b>Cr Jayne Golightly</b><br><b>Cr Phil Halse</b><br><b>Cr Cherry Hermon</b>   |

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**Also present:**

General Manager Infrastructure (Simon Weston), General Manager Finance and Corporate (Alan Adcock), Waste and Drainage Manager (Andrew Golightly), Chris Purchas (Consultant Tonkin Taylor), Jo Floyd (Contractor Waste and Drainage), Team Leader Democracy (Nicolene Pestana), Executive Assistant (Judi Crocombe) and Senior Democracy Adviser (C Brindle)

**1. Declarations of Interest**

**2. Apologies**

Crs Jayne Golightly, Phil Halse and Cherry Hermon

**Moved by** Cr Vince Cocorullo

**Seconded by** Cr Greg Innes

That the apologies be sustained.

**Carried**

### 3. Decision reports

#### 3.1 Hearing of Submissions for the draft Waste Management and Minimisation Plan

Subsequent to the agenda being distributed two additional submissions from Anita Hollis and Penny Garland were circulated.

**Moved By:** Cr Greg Innes

**Seconded By:** Cr Tricia Cutforth

That the Council

- a) accepts the late submissions to the draft Waste Minimisation Plan.
- b) hears the verbal submissions to the draft Waste Minimisation Plan.

**Carried**

The submitters who were heard were:

- Viktoria Blake
- Cliff Colquhoun (Melissa Arseneault submission)
- Nora El-Shayeb
- Jessica Collins
- Brian Smith
- Brian Cox
- Penny Garland
- Margaret Hicks
- Martin Knoche
- Sandra Murray
- Jenny Kirk
- Ray Lambert and April Wilton.

### 4. Public Excluded Business

There was no business conducted in public excluded.

### 5. Closure of meeting

The meeting concluded at 3.33pm.

Confirmed this 28<sup>th</sup> day of September 2017

Her Worship the Mayor Sheryl Mai

**Item 5.3**

**Whangarei District Council Meeting Minutes**

**Date:** Thursday, 31 August, 2017  
**Time:** 10:30 a.m.  
**Location:** Council Chamber  
Forum North, Rust Avenue  
Whangarei

|                          |   |
|--------------------------|---|
| <b>In Attendance</b>     | <b>Her Worship the Mayor Sheryl Mai<br/>(Chairperson)</b><br><b>Cr Stu Bell</b><br><b>Cr Crichton Christie</b><br><b>Cr Vince Cocurullo</b><br><b>Cr Tricia Cutforth</b><br><b>Cr Shelley Deeming</b><br><b>Cr Sue Glen</b><br><b>Cr Phil Halse</b><br><b>Cr Cherry Hermon</b><br><b>Cr Greg Innes</b><br><b>Cr Greg Martin</b><br><b>Cr Sharon Morgan</b><br><b>Cr Anna Murphy</b> |
| <b>Not in Attendance</b> | <b>Cr Jayne Golightly</b>   |

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**Also present:**

Chief Executive (Rob Forlong), General Manager Finance and Corporate (Alan Adcock), General Manager Infrastructure (Simon Weston), General Manager Planning and Development (Alison Geddes), General Manager Strategy and Democracy (Jill McPherson), Senior Legal Adviser (Kathryn Candy), Governance Manager (Jason Marris), Manager RMA Consents (Murray McDonald), Commercial Portfolio Manager (Mike Hibbert), NTA Manager (Peter Thompson), Roading Manager (Jeff Devine), Waste and Drainage Manager (Andrew Carvell), Manager Health and Bylaws (Grant Couchman), Manager Community Development (Jonny Gritt), Acting Parks Manager (Aubrey Gifford), Finance Manager (Rich Kerr), Management Accountant (Nicole Butturini), Audit & Risk Analyst (Emily Thompson), Manager Health & Bylaws (Grant Couchman), Team Leader Communications Operations (Rachel Pascoe), Manager District Plan (Melissa McGrath), Democracy Advisers\ (Jennie Thomas), Team Leader Democracy (Nicolene Pestana) and Executive Assistant (Judi Crocombe)

**1. Karakia/Prayer**

Cr Cocurullo opened the meeting with a prayer.

**2. Declarations of Interest**

**3. Apologies - Cr Jayne Golightly**

**Moved by** Cr Vince Cocurullo

**Seconded by** Cr Crichton Christie

That the apologies be sustained.

**Carried**

**4. Public Forum**

There were no applications for Public Forum.

**5. Confirmation of Minutes of Previous Meeting of the Whangarei District Council**

**5. Open Minutes of the Extraordinary Council meeting 13 July 2017**

**Moved by** Cr Greg Martin

**Seconded by** Cr Shelley Deeming

That the minutes of the Extraordinary Whangarei District Council meeting held on 13 July 2017, including the confidential section, having been circulated, be taken as read and now confirmed and adopted as a true and correct record of proceedings of that meeting.

*With the correction noted 2017 not 2107.*

**Carried**

**5.1 Open Minutes of the Whangarei District Council meeting 27 July 2017**

**Moved by** Cr Sharon Morgan

**Seconded by** Cr Shelley Deeming

That the minutes of the Whangarei District Council meeting held on 27 July 2017, including the confidential section, having been circulated, be taken as read and now confirmed and adopted as a true and correct record of proceedings of that meeting.

*Secretarial note: Minutes to be corrected (Item 6.1 Cr Inne's name was omitted from the list of names recorded in the Minutes 'For the Motion'). The Chair deferred this item to the 28 September 2017 Whangarei District Council Meeting.*

## **5.2 Minutes Whangarei District Council Meeting held 2 August 2017**

**Moved by** Cr Greg Martin

**Seconded by** Cr Sue Glen

That the minutes of the Whangarei District Council meeting held on 2 August 2017, having been circulated, be taken as read and now confirmed and adopted as a true and correct record of proceedings of that meeting.

**Carried**

## **6. Decision Reports**

### **6.1 Election 2019 - Choice of Electoral System**

**Moved by** Cr Greg Innes

**Seconded by** Cr Phil Halse

That Council:

- a) Retains the First Past the Post electoral system for the 2019 triennial election

Crs Tricia Cutforth and Anna Murphy requested their vote be recorded Against.

**Carried**

### **6.2 Policy on Elected Members Allowances and Recovery of Expenses**

**Moved by** Cr Stu Bell

**Seconded by** Cr Shelley Deeming

That Council;

- a) Notes that the Remuneration Authority has issued a new determination effective from 1 July 2017
- b) Approves the payment of hearing fees be set at \$100 per hour for the chairperson role, and \$80 per hour for the member role
- c) Adopts the updated Elected Member Allowances and Recovery of Expenses Policy as attached to this report

- d) Delegates to the Mayor and Chief Executive the ability to make minor editorial changes to the policy if required.

Cr Vince Cocurullo requested his vote be recorded Against.

**Carried**

### **6.3 Final Capital Projects Report 2016-2017 and Adoption of Carry Forwards to 2017-2018**

**Moved by** Cr Phil Halse

**Seconded by** Cr Greg Innes

That the Council:

- a) Notes the Capital Projects Report for the year ending 30 June 2017;
- b) Approves the proposed carry forwards of \$12.1m from 2016/17 to 2017/18;
- c) Approves the amended 2017/18 Capital Projects Budget of \$70.3m

**Carried**

### **6.4 Removal of Marginal Strip Requirements Consultation with Iwi Hapu**

Cr Phil Halse declared a conflict on this item and withdrew from the table taking no part in the discussion.

**Moved by** Cr Stu Bell

**Seconded by** Cr Crichton Christie

That Council:

- a) confirms its intent to remove marginal strip requirements from highly modified commercial/industrial sites as described in Attachment 1 - appendix 1 Draft Gazette Notice.
- b) acknowledges the schedule of properties (for the removal of marginal strip purposes) and modifications descriptions as to the nature of the areas in each title and locality as detailed in Attachment 1 – appendix 2.
- c) acknowledges the obligation of Section 3 of the Harbour Boards Dry Land Endowment Revesting Act 1991 to ascertain the views of

tangata whenua in relation to the removal of marginal strip requires of the properties in question.

- d) records the views of Te Parawhau and Ngati Kahu identified as affected tangata whenua in relation to the removal of marginal strip purposes to complete the consultation process and complete the obligations under Section 3 of the Harbour Boards Dry Land Endowment Revesting Act 1991.
- e) delegates the Chief Executive to formalise the necessary documentation in response to the Ministers request to provide evidence of consultation with tangata whenua.

Crs Tricia Cutforth and Anna Murphy requested their vote be recorded against.

**Carried**

#### **6.5 Award of Contract 16080 for Whangarei Wastewater and Stormwater Operations and Maintenance**

Councillor Greg Martin declared a conflict on this item and withdrew from the table taking no part in the discussion.

**Moved by** Cr Stu Bell

**Seconded by** Cr Cherry Hermon

That Council:

- a) approves an increase in funding for CON12047 from \$6,495,152.99 to \$6,817,152.99.
- b) approves award of Contract 16080 for Wastewater and Stormwater Operation and Maintenance to Hydrotech Limited.
- c) approves award of Separable Portion One of Contract 16080 to Hydrotech Limited for the sum of two million, nine hundred and three thousand, seven hundred dollars and ninety-three cents (\$2,903,700.93 excluding GST).

**Carried**

#### **6.6 Transportation Procurement Strategy**

**Moved by** Cr Greg Martin

**Seconded by** Cr Shelley Deeming

That Council:

- a) Approves the Transportation Procurement Strategy, 2017-2021.
- b) Approves the option for two local roading maintenance, operations and renewals contracts for the Whangarei District.
- c) Approves a restriction in the Transportation Procurement Strategy to ensure that a single supplier cannot be awarded all of the new maintenance, operations and renewal contracts to be established across the three Northland council districts.
- d) Delegates authority to the Chief Executive and the General Manager Infrastructure to make any changes, if required, to the Transportation Procurement Strategy 2017 to 2021 to be consistent with any amendments approved by the other three Northland councils that do not materially affect the Whangarei District Council and the integrated approach to local government transportation procurement across Northland.
- e) Requests that the New Zealand Transport Agency:
  - Endorses the Transportation Procurement Strategy 2017-2021;
  - Approves the term of the maintenance, operations and renewal contracts at 4+2+1+1 years (8 years maximum);
  - Approves the use of the Northland Transportation Alliance, established as a Shared Services Business Unit, providing in house professional services to the four Northland Councils.
  - Approves a restriction in the Transportation Procurement Strategy to ensure that a single supplier cannot be awarded all of the new maintenance, operations and renewal contracts to be established across the three Northland council districts.

**Carried**

## **6.7 Mangakahia and Otaika Valley Rd Declaration as State Highway 15**

**Moved by** Cr Stu Bell

**Seconded by** Her Worship the Mayor Sheryl Mai (Chairperson)

That Council:

- a) notes the report on the declaration of the Mangakahia Inland Route as State Highway 15.
- b) Confirms the divestment of 55.3 km of Council road with a net book value of \$38.9million to NZTA for \$Nil, with an associated loss on



sale of \$38.9 Million in the council's accounts for the year ended 30 June 2017.

- c) notes that prior to Mangakahia Inland Route being declared a state highway, the cost to Council to maintain the Mangakahia Inland Route was \$1,150,000 per year and;
- d) that Council is redirecting the maintenance costs into other roading projects.

**Carried**

## **6.8 GMO - Instruction to join appeal to Auckland Unitary Plan under s274 of the RMA**

**Moved by** Cr Anna Murphy

**Seconded by** Cr Greg Innes

That Council:

- a) approves the application to join under section 274 of the Resource Management Act, the Federated Farmers appeal to the Environment Court against the Auckland Unitary Plan decision.
- b) notes that as the appeal relates to the Auckland Unitary Plan, Whangarei District Council will not call evidence but instruct legal counsel to undertake a watching brief of the appeal, in order to protect Whangarei District Council's interests.

**Carried**

## **6.9 Hikurangi Multiuse Hardcourt – Land Purchase**

**Moved by** Cr Greg Martin

**Seconded by** Cr Anna Murphy

That Council approves the \$1.00 purchase of the Hikurangi tennis courts to enable redevelopment into a multiuse hardcourt facility.

**Carried**

## **7. Information Reports**

### **7.1 2017 Annual Residents Satisfaction Survey Report**

**Moved by** Cr Greg Martin

**Seconded by** Cr Stu Bell

That Council notes the information provided in the 2017 Annual Residents Satisfaction Survey Report.

**Carried**

## 7.2 LGNZ Reputation Survey Report

**Moved by** Cr Tricia Cutforth

**Seconded by** Cr Stu Bell

That Council notes the information provided in the 2017 New Zealand Local Government Reputation Report.

**Carried**

## 8. Public Excluded Business

**Moved by** Cr Greg Martin

**Seconded by** Cr Greg Innes

That the public be excluded from the following parts of proceedings of this meeting. The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under Section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

| General subject of each matter to be considered |   | Reason for passing this resolution in relation to each matter  | Ground(s) under Section 48(1) for passing this resolution |
|---|---|--|---|
| 1.1   | Confidential Minutes<br>Whangarei District council<br>27 July | Good reason to withhold information exists under Section 7 Local Government Official Information and Meetings Act 1987 | Section 48(1)(a)  |
| 1.2   | Confidential Minutes<br>Whangarei District council<br>13 July |  |   |

This resolution is made in reliance on Section 48(1)(a) of the Local Government Official Information and 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 or the relevant part of the proceedings of the meeting in public, are as follows:

| Item | Grounds  | Section         |
|------|--|-----------------|
| 1.1  | For the reasons as stated in the open minutes. |                 |
| 1.2  | For the reasons as stated in the open minutes. |                 |
| 1.3  | To protect the privacy of natural person       | Section 7(2)(a) |

**Carried**

**9. Closure of Meeting**

The meeting concluded at 12.34pm

Confirmed this 28<sup>th</sup> day of September 2017

Her Worship the Mayor Sheryl Mai



**Item 5.4**

**Whangarei District Council Meeting Minutes**

**Date:** Thursday, 7 September, 2017  
**Time:** 1:00 p.m.  
**Location:** Council Chamber  
Forum North, Rust Avenue  
Whangarei

|                          |   |
|--------------------------|---|
| <b>In Attendance</b>     | <b>Her Worship the Mayor Sheryl Mai<br/>(Chairperson)<br/>Cr Stu Bell<br/>Cr Vince Cocurullo<br/>Cr Shelley Deeming<br/>Cr Sue Glen<br/>Cr Phil Halse<br/>Cr Cherry Hermon<br/>Cr Greg Innes<br/>Cr Greg Martin<br/>Cr Sharon Morgan<br/>Cr Anna Murphy</b> |
| <b>Not in Attendance</b> | <b>Cr Crichton Christie<br/>Cr Tricia Cutforth</b>  |

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**Also present:**

Jill McPherson (General Manager Strategy and Democracy), Shireen Munday (Strategic Planner), Democracy Adviser (Nicolene Pestana) and Executive Assistant (Judi Crocombe).

**1. Declarations of Interest**

There were no declarations of interest.

**2. Apologies**

Crs Christie and Cutforth

**Moved by:** Cr Greg Innes

**Seconded by:** Cr Vince Cocurullo

That the apologies be sustained.

**Carried**

### 3. Decision Reports

#### 3.1 Deliberations for the proposed Camping in Public Places Bylaw

That Council approves the recommendations as contained in this report and the associated attachments for the development of the final draft Camping in Public Places Bylaw as follows:

##### Item 3.1 was taken in parts:

##### Topic 1 - Provision of non self-contained camping areas

**Moved by:** Cr Sharon Morgan

**Seconded by:** Cr Cherry Hermon

- a) That Council notes the submissions and that no associated changes to the proposed Bylaw are made.

##### Amendment:

**Moved by:** Cr Stu Bell

**Seconded by:** Cr Vince Cocurullo

- a) That Council does not provide provision for non self- contained camping areas.

*On the Amendment being put, Her Worship the Mayor called for a Division.*

| Recorded  | For | Against | Abstain |
|---|-----|---------|---------|
| Her Worship the Mayor<br>Sheryl Mai (Chairperson) |     | X       |         |
| Cr Stu Bell                                       | X   |         |         |
| Cr Crichton Christie                              |     |         |         |
| Cr Vince Cocurullo                                | X   |         |         |
| Cr Tricia Cutforth                                |     |         |         |
| Cr Shelley Deeming                                |     | X       |         |
| Cr Sue Glen                                       | X   |         |         |
| Cr Phil Halse                                     | X   |         |         |
| Cr Cherry Hermon                                  |     | X       |         |

|                  |          |          |             |
|------------------|----------|----------|-------------|
| Cr Greg Innes    |          | X        |             |
| Cr Greg Martin   | X        |          |             |
| Cr Sharon Morgan |          | X        |             |
| Cr Anna Murphy   |          | X        |             |
| <b>Results</b>   | <b>5</b> | <b>6</b> | <b>0</b>    |
|                  |          |          | <b>Lost</b> |

*The Amendment was **Lost**.*

***The original Motion became the Substantive Motion.***

*On the Motion being put Cr Bell called for a Division:*

| <b>Recorded</b>                                   | <b>For</b> | <b>Against</b> | <b>Abstain</b> |
|---|------------|----------------|----------------|
| Her Worship the Mayor<br>Sheryl Mai (Chairperson) | X          |                |                |
| Cr Stu Bell                                       |            | X              |                |
| Cr Crichton Christie                              |            |                |                |
| Cr Vince Cocurullo                                |            | X              |                |
| Cr Tricia Cutforth                                |            |                |                |
| Cr Shelley Deeming                                | X          |                |                |
| Cr Sue Glen                                       |            | X              |                |
| Cr Phil Halse                                     |            | X              |                |
| Cr Cherry Hermon                                  | X          |                |                |
| Cr Greg Innes                                     | X          |                |                |
| Cr Greg Martin                                    |            | X              |                |
| Cr Sharon Morgan                                  | X          |                |                |
| Cr Anna Murphy                                    | X          |                |                |
| <b>Results</b>                                    | <b>6</b>   | <b>5</b>       | <b>0</b>       |

**Carried**

**Topic 2 – Maximum nights**

**Moved by:** Cr Hermon

**Seconded by:** Cr Deeming

- a) That the restriction provided under proposed clause 8.1(a) is amended to a three-day maximum for the Finlayson Street/Reyburn House Lane and Bascule Bridge carparks.
- b) That no other changes to the proposed Bylaw are made.

**Carried**

**Cr's Martin and Bell requested their vote against be recorded**

**Topic 3 – Bylaw content/wording**

**Moved by:** Cr Innes

**Seconded by:** Cr Murphy

- a) That staff seek legal advice on the final Bylaw to remove any ambiguity and provide clarity on the desired outcomes.
- b) That staff obtain advice from NZMCA on the definition of certified self-containment for the final Bylaw.

**Carried**

**Topic 4 – Area specific rules**

**Moved by:** Cr Innes

**Seconded by:** Cr Morgan

- a) That the amended changes to the proposed Schedules of the Bylaw are made as per the recommendations provided in Attachment 2.  
The meeting incorporated the following into the resolution: Patau South, Taiharuru, McLeod's Bay, Marsden Point Wharf would be moved from Schedule 3 to Schedule 1.



Teal Bay, Mander Park and Bland Bay would be moved from Schedule 2 to Schedule 1.

**Carried**

### **Topic 5 – Enforcement**

**Moved by:** Cr Innes

**Seconded by:** Cr Deeming

- a) That Council notes the submissions and that the Manager Health and Bylaws reports back to Council prior to the Bylaw coming into force on an implementation and monitoring programme for the 2017/2018 summer with associated budget information.

**Carried**

### **Topic 6 – General Bylaw comments**

**Moved by:** Cr Innes

**Seconded by:** Cr Glen

- a) That Council notes the submissions and that the relevant issues are taken into consideration as part of a Camping Strategy development.

**Carried**

### **Topic 7 – Other comments**

**Moved by:** Cr Bell

**Seconded by:** Cr Martin

- a) That Council notes the submissions and that any relevant issues are taken into consideration as part of a Camping Strategy development.

**Carried**

### **Topic 8 - Associated Parking and Traffic Bylaw and Public Places Bylaw amendments**

**Moved by:** Cr Martin

**Seconded by:** Cr Deeming

- a) That the proposed amendments to the Parking and Traffic Bylaw and Public Places Bylaw proceed as proposed.

**Carried**

**4. Information Reports**

**4.1 Proposed Camping in Public Places - Supplementary information for deliberations**

That Council notes the additional information.

**5. Public Excluded Business**

There was no public excluded business.

**6. Closure of Meeting**

The meeting concluded at 2.16pm.

Confirmed this the 28<sup>th</sup> day of September 2017

Her Worship the Mayor (Sheryl Mai)

## 6.1 Freedom Camping Rules – Costs of Enforcement

**Meeting:** Whangarei District Council  
**Date of meeting:** 28 September 2017  
**Reporting officer:** Alison Geddes (General Manager –Planning and Development)

### 1 Purpose

To report on a freedom camping enforcement programme for the summer of 2017/2018.

### 2 Recommendation

That Council notes the freedom camping implementation and enforcement programme.

### 3 Background

At its meeting on the 7 September 2017 Council resolved that prior to the Camping in Public Places Bylaw 2017 coming into force, the Manager Health and Bylaws reports back on an implementation and monitoring programme for the 2017/2018 summer with associated budget information. This report outlines such a programme.

### 4 Discussion

A comprehensive enforcement programme needs to be reflective of the aim of the bylaw and will have a mix of monitoring and complaint investigation strategies.

The key to protection is the prohibition from camping in sites across the district and these sites would ideally require some form of monitoring as a priority in the first instance. Monitoring of restricted sites would also be required but with a lesser priority. Finally, the ability to respond to complaints which might occur at any time needs to be built into an enforcement programme along with placement and maintenance of signs at each site.

Typically, a comprehensive enforcement programme would have the following features:

- Making and placement of signs
- Maintenance of signs
- Monitoring of prohibited and restricted sites
- Recording of site usage
- Complaint investigation
- Issuing of infringement notices
- Issuing of infringement notice reminders
- Responding to requests for infringement fine waiver
- Court hearings where infringement notice appealed
- Prosecution of criminal offences.

The objective of the first summer programme will provide information on which the longer term programme can be tailored. There will be a busy summer period running from Labour weekend through to Easter (20 October through to 2 April) when visitors come north and this will tail off in the winter months. Both monitoring and complaint investigation would be undertaken during the summer period with perhaps complaint investigated only over the winter period.

The enforcement of the bylaw provisions will require careful consideration given that not only are the controlled camping sites spread over considerable distance in the district but some of the offences will be challenging to enforce.

While the offence of staying in a prohibited site is easily determined by late night or early morning monitoring, the offence of staying more than one night or more than three in some of the restricted sites will require at least two or more visits to established continued occupation. A reasonable approach would be to focus on key prohibited sites and only those restricted sites which are in heavy use or are the subject of ongoing complaint.

Overall there are 46 controlled sites in the district but it is felt that of these only 30, which are either prohibited and restricted sites need to be monitored. These are sites that have historically attracted the most visitors over the summer period and are referred to in this report as key prohibited sites.

## **Monitoring programme**

The extent of any enforcement programme for freedom camping with the requirement of daily monitoring and complaint investigation covering the extensive coastline of the district over the summer period places resource needs in the same light as programmes for excessive noise investigation and parking enforcement. These are resource intensive both in terms of staff and vehicle requirements.

For the purposes of the programme, the district would be divided into two zones. Zone 1 covers Ruakaka, Waipu and Whangarei Heads. Zone 2 incorporates Whangarei City and the northern coastline from Pataua to Bland Bay. To monitor key prohibited sites in each of the zones the enforcement officer will need to drive approximately 200 km in each of the zones, a total of 400 km across the district. Typically monitoring would be undertaken at night to detect people camping in the prohibited areas. This is the practice in other Local Authorities.

We do not have capacity to enforce freedom camping using existing staff and this work would need to be undertaken by additional staff dedicated to the activity. The cost of the activity includes enforcement staff, vehicle costs (plant and running costs) and administration resources.

Armourguard have costed various enforcement scenarios for the summer period in accordance with contract pricing for two time periods, a long and a short. The long period runs from 20 October – 2 April (23 weeks) and the short from 20 December – 6 February ( 7 weeks). There is also costing for coverage over the balance of the year, the so-called winter period. The scenarios are as follows.

**Option 1 - full monitoring over extended summer period**

|  |   |           |
|--|---|-----------|
| Summer period.<br>20 October – 2 April | 2 staff and two cars – 8 hours per day, 400 km/day<br>Monitor all key prohibited sites and visit restricted sites along routes.<br>Respond to complaints. | \$153,740 |
| Winter period. (Off peak)              | 1 staff and 1 car – 8 hours per day, 200 km/day<br>Monitor all key prohibited sites and visit restricted sites along routes.<br>Respond to complaints.    | \$101,082 |
|  | TOTAL   | \$254,822 |

**Option 2- full monitoring over short summer period**

|                                  |  |           |
|----------------------------------|--|-----------|
| Summer period.<br>20 Dec – 6 Feb | 2 staff and two cars – 8 hours per day, 400 km/day<br>Monitor all key prohibited sites and visit restricted sites along routes. Respond to complaints. | \$50,047  |
| Winter period. (Off peak)        | 1 staff and cars – 8 hours per day, 200 km/day<br>Monitor all key prohibited sites and visit restricted sites along routes. Respond to complaints.     | \$159709  |
|                                  | TOTAL  | \$209,756 |

**Option 3 – day time education option – 9 hours per day**

|   |   |           |
|---|---|-----------|
| Short summer period. (7 weeks)<br>20 December – 6 Feb | 1 staff and 1 car – 8 hours per day, 200 km/day. Week about in each zone.<br>Monitor selected prohibited and restricted sites during the day and provide advice to campers about requirements. Each site would be visited on a revolving roster dependent on complaints or information which determines priority. Respond to complaints as resources available. | \$29,568  |
| Winter period. (off peak)                             | Monitor selected prohibited and restricted sites during the day and provide advice to campers about requirements. Each site would be visited on a revolving roster dependent on complaints or information which determines priority. Respond to complaints as resources available.  | \$151,091 |
|   | TOTAL   | \$180,660 |

**Option 4 – night time enforcement option – 6 hours per day**

|  |  |                  |
|--|--|------------------|
| Extended Summer period. (23 weeks)<br>20 October – 2 April | 1 staff and 1 car – 6 hours per night, 200 km/day. Week about in each zone.<br><br>Monitor selected prohibited sites at night and issue infringement notices. Each site would be visited on a revolving roster dependent on complaints or information which determines priority. Respond to complaints as resources available. | \$69,893         |
| Winter period (off peak).                                  | 1 staff and 1 cars – 6 hours per day, 200 km/day<br><br>Monitor selected prohibited sites at night and issue infringement notices. Each site would be visited on a revolving roster dependent on complaints or information which determines priority. Respond to complaints as resources available.                            | \$84,719         |
|  | <b>TOTAL COST</b>  | <b>\$154,612</b> |

The above pricing is indicative to provide some comparison of cost relating to various options. All the options only involve one visit to a site and none provide for a visit in the day to educate and warn and a return visit to the same site at night to enforce. That would require a much larger enforcement team.

An optimum programme would be to apply option 1 over the 2017/2018 extended summer period so council is seen to be enforcing the new bylaw on all key prohibited sites while also gathering site information which will assist in planning for the future. This will allow a period of education and a sunset period before enforcement commences which would include the issue of infringement notices. The following off- peak period over the winter months could then see the introduction of option 4 where night time enforcement (with reduced resourcing) is undertaken and this option could then go forward as the preferred option in the following years. The cost of this option is in the order of \$238,459. That option is tabled below.

**Option 5- Extended summer monitoring of key sites, winter enforcement.**

|   |   |                  |
|---|---|------------------|
| Extended Summer period.<br>20 October – 2 April | 2 staff and two cars – 8 hours per day, 400 km/day<br><br>Monitor all key prohibited sites and visit restricted sites along routes. Respond to complaints.  | \$153,740        |
| Winter period (off peak).                       | 1 staff and 1 cars – 6 hours per day, 200 km/day<br><br>Monitor selected prohibited sites at night and issue infringement notices. Each site would be visited on a revolving roster dependent on complaints or information which determines priority. Respond to complaints as resources available. | \$84,719         |
|   | <b>TOTAL COST</b>   | <b>\$238,459</b> |

## Enforcement by complaint

The following option is to provide Warranted officers 24/7 on an annual basis, to enforce and respond to CRM's, related to the Freedom Camping bylaw. This is an entirely new service and cannot be absorbed into the workloads of current bylaws enforcement officers without affecting KPIs for other responses to complaints. Enforcement is challenging because of the distances that may be necessary to travel to enforce Freedom Camping at the more remote locations.

### Option 6- Complaints Compliance Coverage

|   |   |                      |
|---|---|----------------------|
| Warranted officers respond to complaints of breaches of the new Freedom Camping bylaw - all year round. | Depends on the number of complaints and location of problems. | \$50,000 - \$100,000 |
|---|---|----------------------|

This is likely to provide sufficient warranted Officer Resources to perform the enforcement duties required but will not provide adequate information to assist planning for the future.

It is expected that with the introduction of the bylaw there will be increased community interest in the enforcement of prohibited sites in particular and an increased number of complaints from this. It is unknown whether complaints will decrease after an initial implementation period and this will largely depend on usage at each prohibited site as we go forward. Without data on usage it is also difficult to estimate potential revenue from infringements which can offset the cost of enforcement. Council will get a better idea of this after monitoring of sites during the forthcoming summer period.

#### 4.1 Financial / Budget considerations

Freedom camping enforcement is relatively expensive as it requires continuous monitoring and may involve considerable travel time. While the cost of signage and educational material (pamphlets) can be met in part from existing budgets freedom camping enforcement is currently unbudgeted and will need to be funded by general rates. This could form part of long term plan considerations.

## 5 Significance and engagement

The decisions or matters of this Agenda do not trigger the significance criteria outlined in Council's Significance and Engagement Policy, and the public will be informed via Agenda publication on the website.





## 7.1 Final Camping in Public Places Bylaw

**Meeting:** Whangarei District Council

**Date of meeting:** 28 September 2017

**Reporting officer:** Shireen Munday

### 1 Purpose

To make the Camping in Public Places Bylaw and amend the Parking and Traffic Bylaw and the Public Places Bylaw.

### 2 Recommendations

That Council

- a) is satisfied that a bylaw is necessary to meet the requirements of section 11(2)(a) of the Freedom Camping Act, that the Bylaw in Attachment 2 is the most appropriate and proportionate way of addressing the perceived problem for all areas in the District and that the bylaw does not give rise to any implications under the New Zealand Bill of Rights Act 1990
- b) makes the Camping in Public Places Bylaw 2017 contained in Attachment 2, pursuant to section 11 of the Freedom Camping Act, with effect from 21 October 2017
- c) is satisfied that the amendments to the Parking and Traffic Bylaw and the Public Places Bylaw provide the most appropriate form of each bylaw and that the amendments do not give rise to any implications under the New Zealand Bill of Rights Act
- d) amends the Parking and Traffic Bylaw by deleting clause 39 of the Bylaw as shown in Attachment 3
- e) amends the Public Places Bylaw, clauses 19 and 30, as shown in Attachment 3
- f) grants consent to the use of a reserve for temporary or permanent personal accommodation, pursuant to section 44(1) of the Reserves Act 1977 and in exercise of the instrument of delegation for territorial authorities by the Minister of Conservation dated 12 June 2013, subject to any conditions and restrictions set out in the Camping in Public Places Bylaw 2017
- g) confirms the delegations proposed in Section 3 of the 'Additional Information to Camping in Public Places Bylaw' in Attachment 2, which provide for officers to exercise powers under the Bylaw
- h) authorises the Chief Executive, in consultation with HWM, to make any minor edits or amendments to the Bylaw to correct any identified errors or typographical edits, or to reflect decisions made by Council at this meeting.

### 3 Discussion

Whangarei District Council at its meeting on 29 June 2017 adopted a Statement of Proposal (SOP) for a proposed Camping in Public Places Bylaw for public consultation.

The Bylaw was proposed after Council determined that a Bylaw made under the Freedom Camping Act 2011 (the Act) is the most appropriate and proportionate way of dealing with the perceived problems relating to the activity of camping in public places on land under the control of Council.

Council has received written submissions, held a Hearing and a Have Your Say event and on 7 September 2017 deliberated on the matters raised in submissions. At that meeting, Council resolved to approve all staff recommendations for the final format and content of the Bylaw, except for seven areas. Council resolved that the following areas be included in Schedule 1 (prohibited areas):

|                     |              |
|---------------------|--------------|
| Bland Bay           | Pataua South |
| Mander Park         | Teal Bay     |
| McLeod Bay          | Taiharuru    |
| Marsden Point Wharf |              |

These changes have now been incorporated into the final draft Bylaw.

Staff have, in accordance with the resolutions of the deliberations meeting, sought further legal advice on the wording and structure of the Bylaw to ensure clarity. Staff have also specifically reviewed the definition of self-containment. This has resulted in further, associated changes to the final draft Bylaw.

Attachment 1 provides a track changes version showing a comparison between the version of the Bylaw adopted for consultation on 29 June 2016, and the final draft Bylaw. The Schedules and maps of the Bylaw have been omitted from this version due to the extensive nature of the track changes.

The final draft of the Bylaw is provided in Attachment 2, incorporating the decisions of Council and the further edits as a result of the legal review.

Staff were asked at the deliberations meeting to report back on an issue raised regarding requirements under the Camping Ground Regulations 1985, and how this relates to camping in public places. The Act has been reviewed, and both legal and health and safety staff advice has been sought. The Act clearly states that any bylaw made under the Act excludes camping in a camping ground (section 5 (1) and (3)). The Camping Ground Regulations 1985 are not applicable to the proposed Bylaw and the associated areas under Council's control.

Further advice indicates that Council has a general responsibility towards all users of public spaces. Where Council identifies a site-specific risk, it can take appropriate action to advise users. This would include, for example, providing warning signage on a track with a steep drop, or installing a 'lock it or lose it' sign in areas known to be subject to a higher crime incidents. Each identified site-specific issue is assessed and actioned accordingly.

Clauses 11 and 12 of the Bylaw provides that Council may issue exemptions consents and temporarily close camping areas. Officers require appropriate delegations under the Bylaw to act in accordance with these clauses. The recommendations of this report include a recommendation for delegations to officers to be able to issue exemption consents as well as temporarily close areas.

Council is now required to make the Bylaw.

### **3.1 Amendments to the Parking and Traffic and Public Places Bylaws**

To remove duplications of provisions on camping in public places, associated amendments to two other bylaws of Council were proposed. Council did not receive any specific submissions on these amendments. Both bylaws are made under the Local Government Act 2002. The requirements for the process for amendments to bylaws, as opposed to full statutory reviews, is ambiguous.

For completeness, Council should satisfy itself that the proposed amendments, in accordance with section 155 of the Local Government Act 2002, mean that the bylaws incorporating the proposed amendments are the most appropriate form of bylaw and that the amendments do not give rise to any implications under the New Zealand Bill of Rights Act.

The changes are minor edits and/or deletions of clauses because the matters are now addressed in the proposed Bylaw, as such it is considered the amended bylaws are the most appropriate form of bylaws and as the changes are largely to remove clauses, there are no implications under the New Zealand Bill of Rights Act.

The relevant pages of each bylaw, showing the track changes as per the proposal are provided in Attachment 3.

## **4 Implementation**

### **4.1 Timing and signage**

The timeframes for the Bylaw development were scheduled to support an implementation of the Bylaw by Labour Weekend 2017. Due to the tight timeframes between the making of the Bylaw in accordance with this report, and the in-force date three weeks later, a staged approach will be required to develop and install on-site signage. The programme will focus on ensuring that areas off high use/interest will be prioritised, with signage in place for Labour Weekend. The programme for signage at the remaining sites is scheduled to be completed by early December 2017. All other related tools, including Council's website and the interactive map will be updated ready for Labour Weekend, as well as the development and printing of brochures.

### **4.2 Enforcement**

Enforcement activities for the proposed Bylaw including responding to complaints and monitoring programmes are addressed in a separate report to Council as part of the agenda for this meeting.

## **5 Significance and engagement**

### **5.1 Significance**

The decisions and matters of this agenda do not trigger the significance criteria of Council's Significance and Engagement Policy.

### **5.2 Engagement**

Council has consulted with the community on the issues of this agenda in accordance with the statutory requirements of the Local Government Act 2002.

Council will publicly notify the amendments made to the Bylaw in accordance with the requirements of section 157 of the Local Government Act 2002 for completeness, noting this

is not a requirement under the Freedom Camping Act. The public will also be informed via agenda publication on Council's website.

## 6 **Attachments**

Attachment 1 – Bylaw showing track changes

Attachment 2 – Final draft Bylaw, including maps to the Schedules and Additional Information to Camping in Public Places Bylaw

Attachment 3 – Amendments to Parking and Traffic Bylaw and Public Places Bylaw



# Whangarei District Council

## Camping in Public Places Bylaw 2017

(as at **date/month/year**)

**Resolution in Council**  
**date/month/year**

Pursuant to the Freedom Camping Act 2011, the Whangarei District Council makes the following bylaw about camping in public places in the Whangarei District.

## Contents

|           |   |                                     |
|-----------|---|-------------------------------------|
| <b>1</b>  | <b>Title .....</b>  | <b>3</b>                            |
| <b>2</b>  | <b>Commencement .....</b>   | <b>3</b>                            |
| <b>3</b>  | <b>Application.....</b>   | <b>3</b>                            |
| <b>4</b>  | <b>Purpose .....</b>  | <b>3</b>                            |
| <b>5</b>  | <b>Interpretation.....</b>  | <b>3</b>                            |
| <b>6</b>  | <b>Provisions for camping .....</b>   | <b>5</b>                            |
| <b>7</b>  | <b>Prohibited areas.....</b>  | <b>6</b>                            |
| <b>8</b>  | <b>Restricted areas for self-contained vehicles.....</b>                                    | <b>6</b>                            |
| <b>9</b>  | <b>Restricted areas for self-contained and non self-contained vehicles .....</b>            | <b>6</b>                            |
| <b>10</b> | <b>Restricted areas for all camping.....</b>  | <b>7</b>                            |
| <b>11</b> | <b>Prior consent from Council .....</b>   | <b>7</b>                            |
| <b>12</b> | <b>Temporary closures.....</b>  | <b>7</b>                            |
| <b>13</b> | <b>Offences.....</b>  | <b>8</b>                            |
| <b>14</b> | <b>Penalties .....</b>  | <b>8</b>                            |
|           | <b>Schedule 1: Prohibited areas.....</b>  | <b>Error! Bookmark not defined.</b> |
|           | <b>Schedule 2: Restricted areas for self-contained vehicles .....</b>                       | <b>Error! Bookmark not defined.</b> |
|           | <b>Schedule 3: Restricted areas for self-contained and non self-contained vehicles.....</b> | <b>Error! Bookmark not defined.</b> |
|           | <b>Schedule 4: Restricted areas for all camping .....</b>                                   | <b>Error! Bookmark not defined.</b> |
|           | <b>Schedule maps.....</b>   | <b>Error! Bookmark not defined.</b> |
|           | <b>Additional information to Bylaw .....</b>  | <b>50</b>                           |

## 1 Title

1.1 This bylaw is the Camping in Public Places Bylaw 2017.

## 2 Commencement

2.1 This bylaw comes into force on date/month/year.

## 3 Application

3.1 This bylaw applies to the Whangarei District.

# Part 1 Preliminary provisions

## 4 Purpose

4.1 The purpose of this bylaw is to regulate and manage camping on land controlled and managed by Whangarei District Council to:

- a) Protect areas
- b) Protect the health and safety of people who may visit areas
- c) Ensure appropriate public access to areas is maintained
- d) Provide transparency for those wishing to camp in public places in the District
- e) Support a positive experience for campers and residents

*Explanatory note: The provisions of this Bylaw only apply to public places owned and/or controlled by Council and which are not managed as a camping ground. The Bylaw does not apply to land owned or controlled by other organisations, for example the Department of Conservation and The New Zealand Transport Agency, or privately owned land.*

## 5 Interpretation

5.1 In this bylaw, unless the context otherwise requires:

**Act** means the Freedom Camping Act 2011.

**Area** means a local authority area that is considered a discrete singular location and which may have multiple parking areas or marked parking spaces contained within it.

**Camp or camping** ~~means to stay overnight, or more than one night, at any public place:~~  
~~a. in a tent, or other temporary structure; or~~

~~b. in a car, campervan, caravan, or other motor vehicle.~~ has the same meaning as freedom camp/freedom camping as provided in s5 of the Act or any subsequent legislation in amendment of, or substitution for, the same.

**Council** means the Whangarei District Council

**Designated site** means a parking area or marked parking spaces identified within the areas in Schedules 2, 3 and 4 of this Bylaw and indicated by signs erected in the area where ~~freedom~~-camping is permitted subject to any restrictions and conditions.

**District** means the district of Whangarei District Council

**Enforcement Officer** means a person appointed as an enforcement officer under the Act.

~~**Freedom camp** has the same meaning as in s5 of the Freedom Camping Act 2011.~~

**Infringement offence** means an offence specified in Section 20(1) of the Act.

**Local authority area** has the meaning set in the Freedom Camping Act 2011 or any subsequent legislation in amendment of, or substitution for, the same.

~~**Overnight** means any period of time between half an hour after sunset on one day to half an hour before sunrise the following day.~~

**Reserve management plan** means a management plan prepared under section 41 of the Reserves Act 1977 for reserves for which Council is the administering authority/body.

**Self-contained vehicle** means a vehicle that complies with the New Zealand Standard 5465:2001 (the Standard) incorporating all amendments as at 1 September 2017 or any subsequent New Zealand Standard in amendment of, or substitution for, the same. Evidence of compliance with the Standard is through the display of a current warrant card and the availability on request of the associated self-containment certificate.

~~designed and built for the purpose of camping which has the capability of meeting the ablutionary and sanitary needs of occupants of that vehicle for a minimum of three days without requiring any external services or discharging any waste and complies with New Zealand Standard 5465:2001, as evidenced by the display of a current self-containment warrant issued under New Zealand Standard Self-Containment of Motor Caravans and Caravans, NZS 5465:2001, and any subsequent replacement certification requirements of New Zealand Standards.~~

~~For the avoidance of doubt, a self-contained vehicle must be equipped with a toilet that is adequately restrained or secured when travelling. The toilet must be readily usable within the vehicle including sufficient head and elbow room even with the bed made up.~~

*Explanatory note: A self-containment certificate is issued for vehicles that have systems to contain both black water (from toilets) and grey water (wastewater from sinks, showers or similar). The warrant that is issued in conjunction with the self-containment certificate should be displayed inside the front window of the vehicle.*

*Any plumber or other suitably qualified person registered under the Plumber, Gasfitters and Drainlayers Act 1976 is eligible to certify compliance with NZS 5465. The standard also provides for other entities to be issuing authorities if they have a suitable scheme for certifying testing officers. ~~The New Zealand Motor Caravan Association is also an issuing authority.~~*

**Vehicle** has the same meaning as in section 2(1) of the Land Transport Act 1998.

**Waste** means any kind of waste, including human waste.

- 5.2 Every Schedule to the bylaw and the several parts thereof shall be deemed to form part of this Bylaw.
- 5.3 Any explanatory notes and attachments are for information purposes, do not form part of this Bylaw, and may be changed without formality.
- 5.4 The Interpretations Act 1999 applies to this Bylaw.

## Part 2

### ~~Permitted, restricted and prohibited camping areas~~ Provisions for camping, and restricted and prohibited areas



## **6 ~~Areas where camping is permitted~~ Provisions for camping**

~~6.1~~ Freedom-Camping is permitted in any local authority area within the District, ~~except for those areas where it is prohibited or restricted:~~

~~unless it is prohibited or restricted in an area:~~

- ~~(a) pursuant to~~In accordance with this Bylaw; or
- ~~(b) under any other enactment.~~

*Explanatory note: The provisions of Council's District Plan, Reserve Management Plans and other bylaws; including, but not limited to, the Parking and Traffic Bylaw 2009, the Liquor Management Bylaw and the Public Places Bylaw 2014, also apply to camping.*

~~6.2~~ Camping is restricted to self-contained vehicles only in all areas of the District, except for those areas listed in Schedules 3 and 4 of this Bylaw.

*Explanatory note: All Schedules of this Bylaw provide specific restrictions for the areas contained in the Schedules, including for self-contained vehicles. For all areas not included in the Schedules, camping is permitted only in self-contained vehicles.*

~~6.3~~ Except where this Bylaw provides for a lesser period, no person may camp for more than three nights in any four-week consecutive period in any one area, or within 1 kilometre of any area they have previously camped in within that four-week period. The four consecutive weeks begin from the first stay.

~~6.1~~ Camping is permitted in all areas of the District, except the areas listed in all Schedules of this Bylaw, subject to the following conditions:

- ~~(a) Camping is restricted to self-contained vehicles only~~
- ~~(b) no person may camp for more than three nights in any four-week consecutive period in any one area. The four consecutive weeks begin from the first overnight stay.~~

*Explanatory note: for the purposes of clause 6.3(b), an area means within 1 kilometre of the previous camping location. Any person camping under clause 6.3 is required to move at least 1 kilometre away after the three maximum nights are reached.*

~~6.26.4~~ All camping activities must comply with the following conditions:

- (a) vehicles must park within existing marked parking spaces or within identified parking areas, whichever is present
- (b) vehicles must be legally parked
- (c) the site used must be left in a clean and tidy state
- (d) the camping activity must not prevent others from undertaking legitimate activities in the area
- (e) the camping activity must not restrict public access to public areas
- (f) enforcement officers must be able to inspect any site being used for ~~freedom~~-camping and ~~freedom camp~~campers must comply with any reasonable directions of an enforcement officer, including requests to view self-containment certificates and/or warrants.

*Explanatory note: In some locations in the District, parking on the grass area of a road reserve is an accepted and commonly occurring activity. In areas where such parking occurs during the day, the parking of camping vehicles is also deemed generally acceptable. However, this is at Council's discretion and campers may be asked to move on in certain circumstances.*

## 7 Prohibited areas

- 7.1 ~~Schedule 1 of this Bylaw identifies areas where camping is prohibited. All camping is prohibited in the areas identified in Schedule 1 of this Bylaw.~~

## 8 Restricted areas for self-contained vehicles

- ~~8.1 In the areas identified in Schedule 2 of this Bylaw, camping is restricted to a designated site or marked parking spaces and is subject to the following restrictions:~~

- ~~8.1 Schedule 2 of this Bylaw identifies areas where camping is restricted to a designated site or marked parking spaces within an area, subject to the following conditions:~~

~~(a) camping is restricted to self-contained vehicles only~~

~~(a)(b) no person may camp for more than one night in any four-week consecutive period in any one area, or within 1 kilometre of any area they have previously camped in within that four-week period, unless otherwise provided for in the Schedule. The four consecutive weeks begin from the first overnight stay~~

~~(b)(c) all camping must comply with any additional restrictions as provided in Schedule 2~~

~~(c)(d) all camping is subject to the conditions listed in clause 6.34.~~

- 8.2 Council may, by resolution, change the location of a designated site within a restricted area, and record such changes on the maps to Schedule 2.

Explanatory note: In some instances, a reserve or park may be upgraded or modified in a way that will necessitate relocation of the designated site within an area. The number and maximum length of camping vehicles possible will be limited by the size of each designated site. Signs and/or information will be ~~erected provided to indicate the designated site,~~ including on the maximum length of vehicles permissible at each site.

## 9 Restricted areas for self-contained and non self-contained vehicles

- ~~9.1 In the areas identified in Schedule 3 of this Bylaw, camping is restricted to a designated site or marked parking spaces, and is subject to the following restrictions:~~

~~(a) Camping is restricted to self-contained and non self-contained vehicles only~~

~~(b) no person may camp for more than one night in any four-week consecutive period in any one area, or within 1 kilometre of any area they have previously camped in within that four-week period, unless otherwise provided for in the Schedule. The four consecutive weeks begin from the first stay.~~

~~(c) all camping must comply with any additional restrictions as provided in Schedule 3~~

~~(d) all camping is subject to the conditions listed in clause 6.4.~~

- ~~9.19.2 Council may by resolution change the location of a designated site within a restricted area, and record such changes on the maps to Schedule 3.~~

- ~~9.2 Schedule 3 identifies areas where the following types of camping are permitted:~~

~~(a) Schedule 3A: camping in vehicles only~~

~~(a) Schedule 3B: all types of camping, including tents.~~

- ~~9.3 Camping in the areas identified in Schedule 3 must comply with the following conditions:~~

~~(b) No person may camp for more than one night in any four-week consecutive period in any one area. The four consecutive weeks begin from the first overnight stay~~

~~(c) all camping must comply with any additional restrictions as provided in Schedule 3~~

~~(d) all camping is subject to the conditions listed in clause 6.3.~~

## **10 Restricted areas for all camping**

10.1 In the areas identified in Schedule 4 of this Bylaw, camping is restricted to a designated site within an area and subject to the following restrictions:

(a) No person may camp for more than one night in any four-week consecutive period in any one area, or within 1 kilometre of any area they have previously camped in within that four-week period, unless otherwise provided for in the Schedule. The four consecutive weeks begin from the first stay

(b) all camping must comply with any additional restrictions as provided in Schedule 4

(c) all camping is subject to the conditions listed in clause 6.4.

*Explanatory note: The areas listed in Schedule 4 allow for camping in self-contained and non self-contained vehicles, as well as tents. Any vehicle associated with a tent is subject to the same restrictions and requirements of Clause 6.*

9.410.2 Council may by resolution change the location of a designated site within a restricted area, and record such changes on the maps to Schedule 4.

## **1011 Prior consent from Council**

10.411.1 Consent may be sought from Council for those camping activities that are specifically provided for in Council's Reserve management plans. Consent must be applied for in writing to Council.

10.211.2 Consent may be sought from Council to allow ~~freedom camp~~camping in an area listed in Schedule 1 ~~(Prohibited areas)~~. Any consent granted may be subject to such conditions as Council considers appropriate, which may be granted with or without conditions. Consent ~~may~~must be applied for in writing, providing sufficient detail about the proposed camping at least 20 working days in advance of the date planned for the camping activity.

10.311.3 Permission may be sought from Council to waive or modify camping restrictions in an area listed in Schedules 2,3, or 4-2 (Restricted areas) and/or the restrictions as set out in clause ~~6.3-4~~. Any consent granted may be subject to such conditions as Council considers appropriate, which may be granted, with or without conditions. Consent must be applied for in writing, providing sufficient detail about the proposed camping, at least 20 working days in advance of the date planned for the camping activity.

## **1112 Temporary closures**

11.412.1 Council may temporarily close or restrict camping on any area or part of any area where ~~a~~such restriction is considered necessary by Council to:

- (a) ~~p~~Prevent damage to the area or facilities in the area
- (b) allow maintenance to the area or facilities of the area
- (c) protect the safety of persons or property
- (d) ~~provide for better~~enable public access, including in circumstances where events are planned for that area.

12.2 ~~Where reasonably practicable, p~~Prior notice will be given, ~~where possible,~~ of any temporary closure or restriction, and the length of that closure, or its removal of any closure or restriction, in a manner ~~Council considers~~ appropriate at the time, to the circumstances.

12.3 A temporary closure or restriction pursuant to clause 12.1 shall not, unless necessary to protect the safety of persons or property, extend for more than 14 consecutive days, and

shall not be repeated in respect of the area to which it applied, more than twice in any twelve-month period.

## Part 3 Enforcement, offences and penalties

### **12.13 Offences**

~~12.13.1~~ As specified in section 20 of the Act.

### **13.14 Penalties**

~~13.14.1~~ As specified in section 23 of the Act.

*Explanatory note: Section 20 of the Act provides for offences, such as not properly disposing of waste into a waste receptacle, damaging or interfering with the flora and fauna in an area, and obstructing or threatening an enforcement officer.*

*Section 22 of the Act sets out defences to a freedom camping offence. Council officers use their discretion when investigating freedom camping complaints, which will include consideration of any defences that may be available to a person.*



# Whangarei District Council

## Camping in Public Places Bylaw 2017

(as at **date/month/year**)

**Resolution in Council**  
**date/month/year**

Pursuant to the Freedom Camping Act 2011, the Whangarei District Council makes the following bylaw about camping in public places in the Whangarei District.

## Contents

|    |   |    |
|----|---|----|
| 1  | Title.....  | 3  |
| 2  | Commencement.....   | 3  |
| 3  | Application .....   | 3  |
| 4  | Purpose.....  | 3  |
| 5  | Interpretation.....   | 3  |
| 6  | Provisions for camping.....   | 4  |
| 7  | Prohibited areas.....   | 5  |
| 8  | Restricted areas for self-contained vehicles .....                                    | 5  |
| 9  | Restricted areas for self-contained and non self-contained vehicles .....             | 5  |
| 10 | Restricted areas for all camping .....  | 6  |
| 11 | Prior consent from Council .....  | 6  |
| 12 | Temporary closures .....  | 6  |
| 13 | Offences.....   | 7  |
| 14 | Penalties .....   | 7  |
|    | Schedule 1: Prohibited areas .....  | 8  |
|    | Schedule 2: Restricted areas for self-contained vehicles.....                         | 9  |
|    | Schedule 3: Restricted areas for self-contained and non self-contained vehicles ..... | 9  |
|    | Schedule 4: Restricted areas for all camping.....                                     | 10 |
|    | Schedule maps .....   | 10 |
|    | Additional information to Camping In Public Places Bylaw .....                        | 45 |

## 1 Title

1.1 This bylaw is the Camping in Public Places Bylaw 2017.

## 2 Commencement

2.1 This bylaw comes into force on date/month/year.

## 3 Application

3.1 This bylaw applies to the Whangarei District.

# Part 1 Preliminary provisions

## 4 Purpose

4.1 The purpose of this bylaw is to regulate and manage camping on land controlled and managed by Whangarei District Council to:

- a) Protect areas
- b) Protect the health and safety of people who may visit areas
- c) Ensure appropriate public access to areas is maintained
- d) Provide transparency for those wishing to camp in public places in the District
- e) Support a positive experience for campers and residents

*Explanatory note: The provisions of this Bylaw only apply to public places owned and/or controlled by Council and which are not managed as a camping ground. The Bylaw does not apply to land owned or controlled by other organisations, for example the Department of Conservation and The New Zealand Transport Agency, or privately owned land.*

## 5 Interpretation

5.1 In this bylaw, unless the context otherwise requires:

**Act** means the Freedom Camping Act 2011.

**Area** means a local authority area that is considered a discrete singular location and which may have multiple parking areas or marked parking spaces contained within it.

**Camp or camping** has the same meaning as freedom camp/freedom camping as provided in s5 of the Act or any subsequent legislation in amendment of, or substitution for, the same.

**Council** means the Whangarei District Council

**Designated site** means a parking area or marked parking spaces identified within the areas in Schedules 2, 3 and 4 of this Bylaw and indicated by signs erected in the area where camping is permitted subject to any restrictions and conditions.

**District** means the district of Whangarei District Council

**Enforcement Officer** means a person appointed as an enforcement officer under the Act.

**Infringement offence** means an offence specified in Section 20(1) of the Act.

**Local authority area** has the meaning set in the Freedom Camping Act 2011 or any subsequent legislation in amendment of, or substitution for, the same.

**Reserve management plan** means a management plan prepared under section 41 of the Reserves Act 1977 for reserves for which Council is the administering body.

**Self-contained vehicle** means a vehicle that complies with the New Zealand Standard 5465:2001 (the Standard) incorporating all amendments as at 1 September 2017 or any subsequent New Zealand Standard in amendment of, or substitution for, the same. Evidence of compliance with the Standard is through the display of a current warrant card and the availability on request of the associated self-containment certificate.

*Explanatory note: A self-containment certificate is issued for vehicles that have systems to contain both black water (from toilets) and grey water (wastewater from sinks, showers or similar). The warrant that is issued in conjunction with the self-containment certificate should be displayed inside the front window of the vehicle.*

*Any plumber or other suitably qualified person registered under the Plumber, Gasfitters and Drainlayers Act 1976 is eligible to certify compliance with NZS 5465. The standard also provides for other entities to be issuing authorities if they have a suitable scheme for certifying testing officers.*

**Vehicle** has the same meaning as in section 2(1) of the Land Transport Act 1998.

**Waste** means any kind of waste, including human waste.

- 5.2 Every Schedule to the bylaw and the several parts thereof shall be deemed to form part of this Bylaw.
- 5.3 Any explanatory notes and attachments are for information purposes, do not form part of this Bylaw, and may be changed without formality.
- 5.4 The Interpretations Act 1999 applies to this Bylaw.

## Part 2

### Provisions for camping, and restricted and prohibited areas

#### 6 Provisions for camping

- 6.1 Camping is permitted in any local authority area within the District, except for those areas where it is prohibited or restricted:
  - (a) pursuant to this Bylaw; or
  - (b) under any other enactment.

*Explanatory note: The provisions of Council's District Plan, Reserve Management Plans and other bylaws; including, but not limited to, the Parking and Traffic Bylaw 2009, the Liquor Management Bylaw and the Public Places Bylaw 2014, also apply to camping.*

- 6.2 Camping is restricted to self-contained vehicles only in all areas of the District, except for those areas listed in Schedules 3 and 4 of this Bylaw.

*Explanatory note: All Schedules of this Bylaw provide specific restrictions for the areas contained in the Schedules, including for self-contained vehicles. For all areas not included in the Schedules, camping is permitted only in self-contained vehicles.*

- 6.3 Except where this Bylaw provides for a lesser period, no person may camp for more than three nights in any four-week consecutive period in any one area, or within 1 kilometre of



any area they have previously camped in within that four-week period. The four consecutive weeks begin from the first stay.

- 6.4 All camping activities must comply with the following conditions:
- (a) vehicles must park within existing marked parking spaces or within identified parking areas, whichever is present
  - (b) vehicles must be legally parked
  - (c) the site used must be left in a clean and tidy state
  - (d) the camping activity must not prevent others from undertaking legitimate activities in the area
  - (e) the camping activity must not restrict public access to public areas
  - (f) enforcement officers must be able to inspect any site being used for camping and campers must comply with any reasonable directions of an enforcement officer, including requests to view self-containment certificates and/or warrants.

*Explanatory note: In some locations in the District, parking on the grass area of a road reserve is an accepted and commonly occurring activity. In areas where such parking occurs during the day, the parking of camping vehicles is also deemed generally acceptable. However, this is at Council's discretion and campers may be asked to move on in certain circumstances.*

## **7 Prohibited areas**

- 7.1 All camping is prohibited in the areas identified in Schedule 1 of this Bylaw.

## **8 Restricted areas for self-contained vehicles**

- 8.1 In the areas identified in Schedule 2 of this Bylaw, camping is restricted to a designated site or marked parking spaces and is subject to the following restrictions:
- (a) camping is restricted to self-contained vehicles only
  - (b) no person may camp for more than one night in any four-week consecutive period in any one area, or within 1 kilometre of any area they have previously camped in within that four-week period, unless otherwise provided for in the Schedule. The four consecutive weeks begin from the first stay
  - (c) all camping must comply with any additional restrictions as provided in Schedule 2
  - (d) all camping is subject to the conditions listed in clause 6.4.
- 8.2 Council may, by resolution, change the location of a designated site within a restricted area, and record such changes on the maps to Schedule 2.

*Explanatory note: In some instances, a reserve or park may be upgraded or modified in a way that will necessitate relocation of the designated site within an area. The number and maximum length of camping vehicles possible will be limited by the size of each designated site. Signs and/or information will be provided on the maximum length of vehicles permissible at each site.*

## **9 Restricted areas for self-contained and non self-contained vehicles**

- 9.1 In the areas identified in Schedule 3 of this Bylaw, camping is restricted to a designated site or marked parking spaces, and is subject to the following restrictions:
- (a) Camping is restricted to self-contained and non self-contained vehicles only
  - (b) no person may camp for more than one night in any four-week consecutive period in any one area, or within 1 kilometre of any area they have previously camped in within that four-week period, unless otherwise provided for in the Schedule. The four consecutive weeks begin from the first stay.

- (c) all camping must comply with any additional restrictions as provided in Schedule 3
- (d) all camping is subject to the conditions listed in clause 6.4.

9.2 Council may by resolution change the location of a designated site within a restricted area, and record such changes on the maps to Schedule 3.

## **10 Restricted areas for all camping**

10.1 In the areas identified in Schedule 4 of this Bylaw, camping is restricted to a designated site within an area and subject to the following restrictions:

- (a) No person may camp for more than one night in any four-week consecutive period in any one area, or within 1 kilometre of any area they have previously camped in within that four-week period, unless otherwise provided for in the Schedule. The four consecutive weeks begin from the first stay
- (b) all camping must comply with any additional restrictions as provided in Schedule 4
- (c) all camping is subject to the conditions listed in clause 6.4.

*Explanatory note: The areas listed in Schedule 4 allow for camping in self-contained and non self-contained vehicles, as well as tents. Any vehicle associated with a tent is subject to the same restrictions and requirements of Clause 6.*

10.2 Council may by resolution change the location of a designated site within a restricted area, and record such changes on the maps to Schedule 4.

## **11 Prior consent from Council**

11.1 Consent may be sought from Council for those camping activities that are specifically provided for in Council's Reserve management plans. Consent must be applied for in writing to Council.

11.2 Consent may be sought from Council to allow camping in an area listed in Schedule 1. Any consent granted may be subject to such conditions as Council considers appropriate. Consent must be applied for in writing, providing sufficient detail about the proposed camping at least 20 working days in advance of the date planned for the camping activity.

11.3 Permission may be sought from Council to waive or modify camping restrictions in an area listed in Schedules 2,3, or 4 and/or the restrictions as set out in clause 6.4. Any consent granted may be subject to such conditions as Council considers appropriate. Consent must be applied for in writing, providing sufficient detail about the proposed camping, at least 20 working days in advance of the date planned for the camping activity.

## **12 Temporary closures**

12.1 Council may temporarily close or restrict camping on any area or part of any area where a restriction is considered necessary by Council to:

- (a) prevent damage to the area or facilities in the area
- (b) allow maintenance to the area or facilities of the area
- (c) protect the safety of persons or property
- (d) enable public access, including in circumstances where events are planned for that area.

12.2 Where reasonably practicable, prior notice will be given of any temporary closure or restriction, and the length of that closure, or its removal, in a manner appropriate to the circumstances.

12.3 A temporary closure or restriction pursuant to clause 12.1 shall not, unless necessary to protect the safety of persons or property, extend for more than 14 consecutive days, and

shall not be repeated in respect of the area to which it applied, more than twice in any twelve-month period.

## Part 3 Enforcement, offences and penalties

### **13 Offences**

13.1 As specified in section 20 of the Act.

### **14 Penalties**

14.1 As specified in section 23 of the Act.

*Explanatory note: Section 20 of the Act provides for offences, such as not properly disposing of waste into a waste receptacle, damaging or interfering with the flora and fauna in an area, and obstructing or threatening an enforcement officer.*

*Section 22 of the Act sets out defences to a freedom camping offence. Council officers use their discretion when investigating freedom camping complaints, which will include consideration of any defences that may be available to a person.*

## Schedule 1: Prohibited areas

| Area   | Map Reference | Area   | Map Reference |
|--|---------------|--|---------------|
| Bland Bay Reserve  | S1-01         | Onerahi Sportspark   | S1-20         |
| Drummond Park Scenic Reserve (Parihaka Lookout carpark)                | S1-02         | Otaika Sportspark  | S1-21         |
| Eliott Reserve   | S1-03         | Otangarei No.1 Reserve   | S1-22         |
| Herekino Street - service lane and carpark behind 4-22 Herekino Street | S1-04         | Otangarei Sportspark   | S1-23         |
| Hikurangi Sportspark   | S1-05         | Pataua South   | S1-24         |
| Hora Hora Sportspark   | S1-06         | Port Road - service lane and carpark area behind 11-67 Port Road | S1-25         |
| Kamo Sportspark  | S1-07         | Portland Recreation Reserve                                      | S1-26         |
| Kensington Park  | S1-08         | Ruakaka - Princes Road Reserve                                   | S1-27         |
| Koropupu Community Sportspark (Springs Flat)                           | S1-09         | Ruakaka Recreation Grounds                                       | S1-28         |
| Langs Beach - Cove Road beach access and carpark area                  | S1-10         | Taiharuru  | S1-29         |
| Mander Park  | S1-11         | Takahiwai Sportspark   | S1-30         |
| Marsden Point Wharf  | S1-12         | Teal Bay/Ngawai Bay - Teal Bay Recreation Reserve                | S1-31         |
| Matapouri - Morrison Road carpark                                      | S1-13         | Tikipunga Sportspark   | S1-32         |
| Mcleod Bay - playground and reserve area                               | S1-14         | Tutukaka Marina Reserve  | S1-33         |
| Mcleod Bay – Stuart Road, all road reserve                             | S1-15         | Urquharts bay  | S1-34         |
| Morningside Sportspark   | S1-16         | Whananaki – Mangaiti Reserve                                     | S1-35         |
| Moureeses Bay  | S1-17         | Whau Valley Dam  | S1-36         |
| Ngunguru school  | S1-18         | William Fraser Memorial Park on Pohe Island                      | S1-37         |
| Onerahi Beach Reserve – between Cliff Street and Johnson Street        | S1-19         | Woolleys Bay – eastern carpark                                   | S1-38         |

*Explanatory note: Organised camping activities at Kensington Park and William Fraser Memorial Park on Pohe Island in accordance with their respective Reserve Management Plans may be applied for in accordance with clause 11 of this Bylaw.*

## Schedule 2: Restricted areas for self-contained vehicles

Camping is subject to the restrictions stated in the table.

| Area  | Restriction  | Map Reference |
|---|--|---------------|
| Finlayson Street/Reyburn House Lane carpark | Restricted to the marked parking spaces as indicated on the referenced map. Parking permitted for a maximum of 3 nights. | S2-01         |
| Onerahi - Beach Road Reserve                | Restricted to the designated site as indicated on the referenced map.  | S2-02         |
| Ruakaka Beach Reserve                       | Restricted to the designated site as indicated on the referenced map.  | S2-03         |
| Whangarei Falls Scenic Reserve              | Restricted to the marked parking spaces as indicated on the referenced map.  | S2-04         |

## Schedule 3: Restricted areas for self-contained and non self-contained vehicles

Camping is subject to the restrictions stated in the table.

| Area   | Additional Restrictions  | Map Reference |
|--|--|---------------|
| AH Reed Memorial Park – Whareora Road carpark      | Restricted to the designated site as indicated on the referenced map.  | S3-01         |
| Bascule carpark – Port Road                        | Restricted to the designated site as indicated on the referenced map. Parking permitted for a maximum of 3 nights. | S3-02         |
| Kowharewa Bay                                      | Restricted to the designated site as indicated on the referenced map.  | S3-03         |
| Manaia walkway carpark                             | Restricted to the designated site as indicated on the referenced map.  | S3-04         |
| Marsden Bay Reserve                                | Restricted to the designated site as indicated on the referenced map.  | S3-05         |
| Matapouri - Wehiwehi Road carpark                  | Restricted to the designated site as indicated on the referenced map.  | S3-06         |
| Ngunguru Library                                   | Restricted to the designated site as indicated on the referenced map.  | S3-07         |
| Ocean Beach carpark                                | Restricted to the designated site as indicated on the referenced map.  | S3-08         |
| One Tree Point - boatramp carpark                  | Restricted to the designated site as indicated on the referenced map.  | S3-09         |
| Reotahi  | Restricted to the designated site as indicated on the referenced map.  | S3-10         |
| Tarewa I-Site                                      | Restricted to the designated site as indicated on the referenced map.  | S3-11         |
| Wellingtons Bay – main reserve (Whangaumu Reserve) | Restricted to the designated site as indicated on the referenced map.  | S3-12         |

## Schedule 4: Restricted areas for all camping

Camping is subject to the restrictions stated in the table.

| Area  | Restriction   | Map Reference |
|---|---|---------------|
| Parua Bay                                   | Restricted to the designated site as indicated on the referenced map. | S4-01         |
| Sandy Bay - toilet block carpark/grass area | Restricted to the designated site as indicated on the referenced map. | S4-02         |
| Tamaterau                                   | Restricted to the designated site as indicated on the referenced map. | S4-03         |
| Waipu Caves                                 | Restricted to the designated site as indicated on the referenced map. | S4-04         |
| Whananaki North                             | Restricted to the designated site as indicated on the referenced map. | S4-05         |
| Woolleys Bay - western carpark              | Restricted to the designated site as indicated on the referenced map. | S4-06         |

# Whangarei District Council Camping in Public Places Bylaw 2017

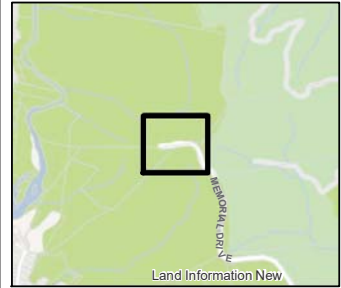
## Schedule 1: Prohibited areas – maps





**Drummond Park Scenic Reserve**  
Map ref: S1- 02

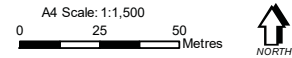
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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-02  
DRUMMOND PARK SCENIC RESERVE (PARIHAKA LOOKOUT CARPARK)



**Elliott Reserve**  
Map ref: S1- 03

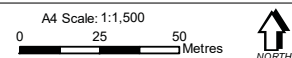
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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-03  
ELLIOTT RESERVE

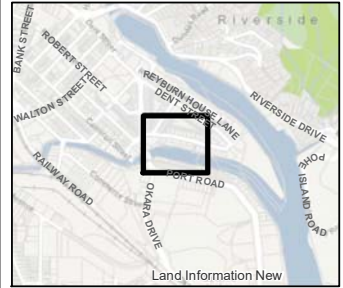






**Herekino Street**  
Map ref: S1-04


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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-04  
HEREKINO STREET - SERVICE LANE AND CARPARK BEHIND 4-22 HEREKINO STREET

A4 Scale: 1:1,500  
0 25 50 Metres  




**Hikurangi Sportspark**  
Map ref: S1-05


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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-05  
HIKURANGI SPORTSPARK

A4 Scale: 1:3,000  
0 25 50 100 Metres  




**Hora Hora Sportspark**  
Map ref: S1- 06

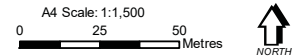
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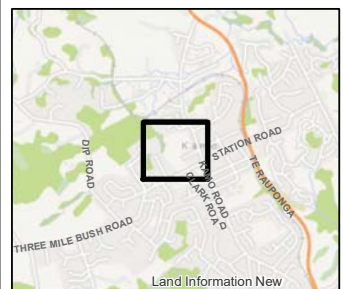


CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-06  
HORA HORA SPORTSPARK



**Kamo Sportspark**  
Map ref: S1- 07

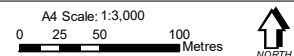
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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-07  
KAMO SPORTSPARK





**Kensington Park**  
Map ref: S1- 08

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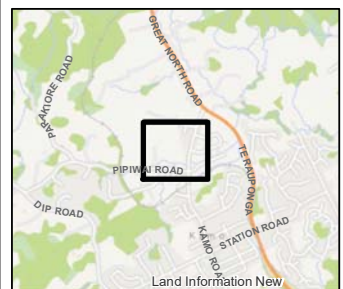
CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-08  
KENSINGTON PARK

A4 Scale: 1:4,500  
0 25 50 100 150 Metres



**Koropupu Community Sportspark**  
Map ref: S1- 09

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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-09  
KOROPUPU COMMUNITY SPORTSPARK (SPRINGS FLAT)

A4 Scale: 1:3,000  
0 25 50 100 Metres





**Langs Beach**  
Map ref: S1- 10

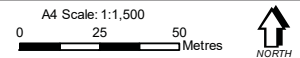
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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-10  
LANGS BEACH - COVE ROAD BEACH ACCESS AND CARPARK AREA



**Mander Park**  
Map ref: S1- 11

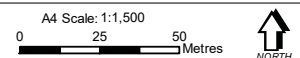
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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-11  
MANDER PARK





**Marsden Point Wharf**  
Map ref: S1- 12

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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-12  
MARSDEN POINT WHARF



**Matapouri - Morrison Road Carpark**  
Map ref: S1- 13

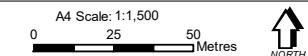
 All camping prohibited



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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-13  
MATAPOURI - MORRISON ROAD CARPARK





**Mcleod Bay - Playground**  
Map ref: S1- 14

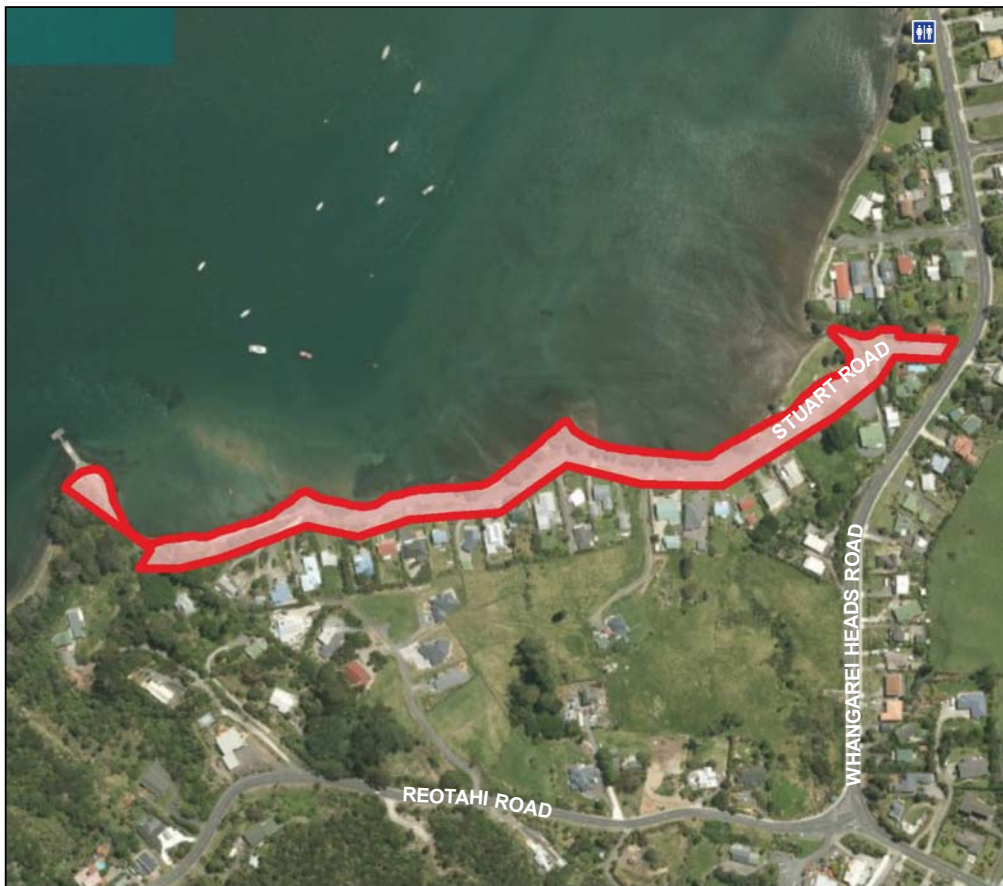
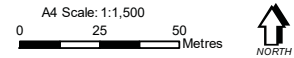
 All camping prohibited




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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-14  
MCLEOD BAY - PLAYGROUND AND RESERVE AREA



**Mcleod Bay - Stuart Road**  
Map ref: S1- 15

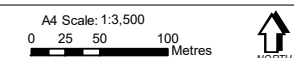
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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-15  
MCLEOD BAY - STUART ROAD, ALL ROAD RESERVE





**Morningside Sportspark**  
Map ref: S1- 16

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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-16  
MORNINGSIDE SPORTSPARK

A4 Scale: 1:2,000  
0 25 50  
Metres



**Moureeses Bay**  
Map ref: S1- 17

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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-17  
Moureeses Bay

A4 Scale: 1:1,000  
0 20 40  
Metres





**Ngunguru School**  
Map ref: S1-18


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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-18  
NGUNGURU SCHOOL

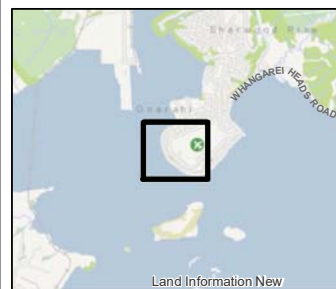
A4 Scale: 1:1,500  
0 25 50 Metres  




**Onerahi Beach**  
Map ref: S1-19

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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-19  
ONERAHI BEACH RESERVE - BETWEEN CLIFF STREET AND JOHNSON STREET

A4 Scale: 1:6,000  
0 25 50 100 150 200 Metres  






**Onerahi Sportspark**  
Map ref: S1- 20

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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-20  
ONERAHI SPORTSPARK

A4 Scale: 1:2,000  
0 25 50 Metres



**Otaika Sportspark**  
Map ref: S1- 21

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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-21  
OTAIKA SPORTSPARK

A4 Scale: 1:3,500  
0 25 50 100 Metres





**Otangarei No.1 Reserve**  
Map ref: S1- 22

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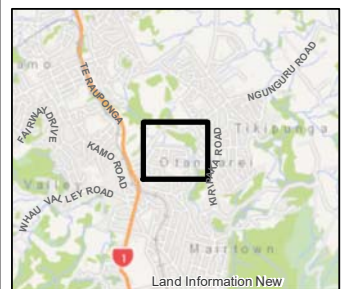
CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-22  
OTANGAREI NO.1 RESERVE

A4 Scale: 1:1,500  
0 25 50 Metres



**Otangarei Sportspark**  
Map ref: S1- 23

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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-23  
OTANGAREI SPORTSPARK

A4 Scale: 1:4,500  
0 25 50 100 150 Metres





**Pataua South**  
Map ref: S1- 24

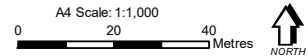
 All camping prohibited



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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-24  
PATAUA SOUTH



**Port Road**  
Map ref: S1- 25

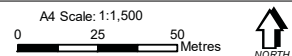
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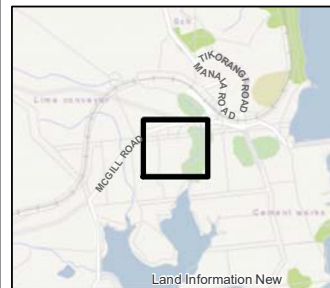
CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-25  
PORT ROAD - SERVICE LANE AND CARPARK AREA BEHIND 11-67 PORT ROAD





**Portland Recreation Reserve**  
**Map ref: S1- 26**


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**Ruakaka - Princes Road Reserve**  
**Map ref: S1- 27**

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**Ruakaka Recreation Grounds**  
Map ref: S1- 28

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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-28  
RUAKAKA RECREATION GROUNDS

A4 Scale: 1:4,500  
0 25 50 100 150 Metres



**Taiharuru**  
Map ref: S1- 29

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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-29  
TAIHARURU

A4 Scale: 1:1,500  
0 25 50 Metres





**Takahiwai Sportspark**  
Map ref: S1-30

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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-30  
TAKAHIWAI SPORTSPARK

A4 Scale: 1:2,000  
0 25 50  
Metres



**Teal Bay Recreation Reserve**  
Map ref: S1-31

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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-31  
TEAL BAY/NGAWAI BAY - TEAL BAY RECREATION RESERVE

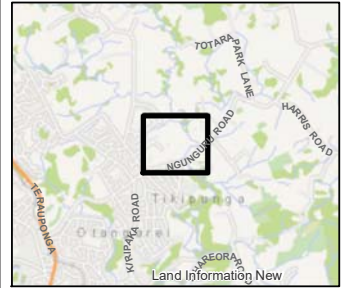
A4 Scale: 1:1,000  
0 20 40  
Metres





**Tikipunga Sportspark**  
Map ref: S1- 32

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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-32  
TIKIPUNGA SPORTSPARK

A4 Scale: 1:4,500  
0 25 50 100 150 Metres



**Tutukaka Marine Reserve**  
Map ref: S1- 33

 All camping prohibited

Please Note: The large carparking area further along from the Tutukaka Marina Reserve is under the control of the Marina Management Trust and the Trust prohibits all camping in that area, in accordance with the signage in place.



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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-33  
TUTUKAKA MARINA RESERVE

A4 Scale: 1:1,500  
0 25 50 Metres





**Urquharts Bay**  
Map ref: S1-34


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**Whananaki - Mangaiti Reserve**  
Map ref: S1- 35

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**Whau Valley Dam**  
Map ref: S1-36

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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-36  
WHAU VALLEY DAM

A4 Scale: 1:3,000  
0 25 50 100 Metres 



**William Fraser Memorial Park on Pohe Island**  
Map ref: S1-37


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CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-37  
WILLIAM FRASER MEMORIAL PARK ON POHE ISLAND

A4 Scale: 1:6,000  
0 25 50 100 150 200 Metres 



**Woolleys Bay - Eastern Carpark**  
**Map ref: S1- 38**

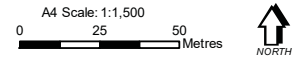
 All camping prohibited



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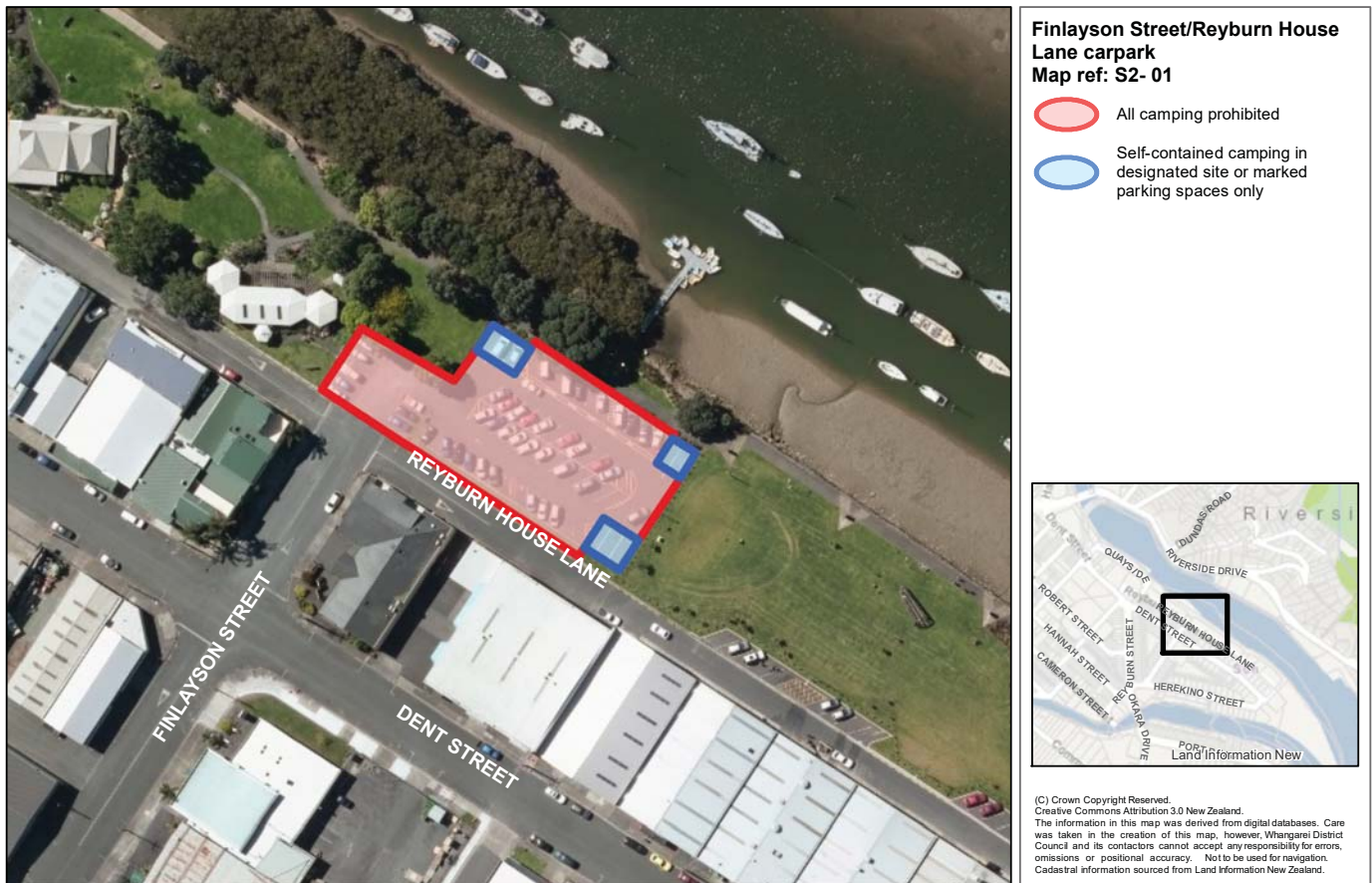
**CAMPING IN PUBLIC PLACES BYLAW 2017 - S1-38**  
**WOOLLEYS BAY - EASTERN CARPARK**



## Whangarei District Council Camping in Public Places Bylaw 2017



### Schedule 2: Restricted areas for self-contained vehicles – maps

*Note: Council may from time to time change the location of the marked parking spaces or designated site indicated on a reference map. The designated sites or marked parking spaces will always be indicated through signage at the site.*





**Onerahi Beach Road Reserve**  
Map ref: S2- 02

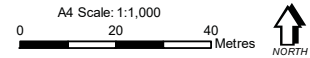
-  All camping prohibited
-  Self-contained camping in designated site or marked parking spaces only





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CAMPING IN PUBLIC PLACES BYLAW 2017 - S2-02  
ONERAHI - BEACH ROAD RESERVE



**Ruakaka Beach Reserve**  
Map ref: S2- 03

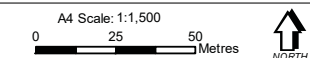
-  All camping prohibited
-  Self-contained camping in designated site or marked parking spaces only



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CAMPING IN PUBLIC PLACES BYLAW 2017 - S2-03  
RUAKAKA BEACH RESERVE





**Whangarei Falls Scenic Reserve**  
**Map ref: S2- 04**

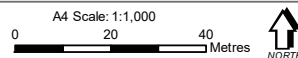
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-  Self-contained camping in designated site or marked parking spaces only



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**CAMPING IN PUBLIC PLACES BYLAW 2017 - S2-04**  
**WHANGAREI FALLS SCENIC RESERVE**



## Whangarei District Council Camping in Public Places Bylaw 2017



### Schedule 3: Restricted areas for self-contained vehicles and non self-contained vehicles – maps

*Note: Council may from time to time change the location of the marked parking spaces or designated site indicated on a reference map. The designated sites or marked parking spaces will always be indicated through signage at the site.*





**Bascule Carpark**  
Map ref: S3- 02

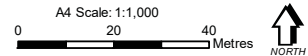
-  All camping prohibited
-  Self-contained and non self-contained vehicles in designated site or marked parking spaces only





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CAMPING IN PUBLIC PLACES BYLAW 2017 - S3-02  
BASCULE CARPARK - PORT ROAD



**Kowharewa Bay**  
Map ref: S3- 03

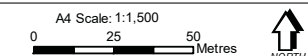
-  All camping prohibited
-  Self-contained and non self-contained vehicles in designated site or marked parking spaces only



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CAMPING IN PUBLIC PLACES BYLAW 2017 - S3-03  
KOWHAREWA BAY





**Manaia**  
Map ref: S3- 04

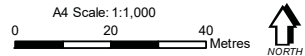
-  All camping prohibited
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CAMPING IN PUBLIC PLACES BYLAW 2017 - S3-04  
MANAIA



**Marsden Bay**  
Map ref: S3- 05

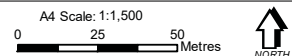
-  All camping prohibited
-  Self-contained and non self-contained vehicles in designated site or marked parking spaces only



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CAMPING IN PUBLIC PLACES BYLAW 2017 - S3-05  
MARSDEN BAY







**Matapouri Wehiwehi Road Carpark**  
Map ref: S3- 06

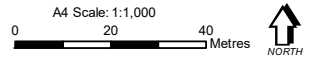
-  All camping prohibited
-  Self-contained and non self-contained vehicles in designated site or marked parking spaces only




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CAMPING IN PUBLIC PLACES BYLAW 2017 - S3-06  
MATAPOURI - WEHIWEHI ROAD CARPARK



**Ngunguru Library**  
Map ref: S3- 07

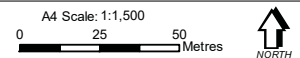
-  Self-contained and non self-contained vehicles in designated site or marked parking spaces only



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CAMPING IN PUBLIC PLACES BYLAW 2017 - S3-07  
NGUNGURU LIBRARY





**Ocean Beach carpark**  
Map ref: S3- 08

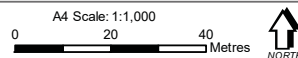
-  All camping prohibited
-  Self-contained and non self-contained vehicles in designated site or marked parking spaces only





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CAMPING IN PUBLIC PLACES BYLAW 2017 - S3-08  
OCEAN BEACH CARPARK



**One Tree Point - Boatramp Carpark**  
Map ref: S3- 09

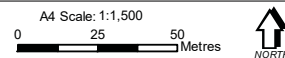
-  All camping prohibited
-  Self-contained and non self-contained vehicles in designated site or marked parking spaces only



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CAMPING IN PUBLIC PLACES BYLAW 2017 - S3-09  
ONE TREE POINT





**Reotahi**  
Map ref: S3- 10


-  All camping prohibited
-  Self-contained and non self-contained vehicles in designated site or marked parking spaces only



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CAMPING IN PUBLIC PLACES BYLAW 2017 - S3-10  
REOTAHI

A4 Scale: 1:1,500  
0 25 50 Metres 



**Tarewa I-site**  
Map ref: S3- 11


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-  Self-contained and non self-contained vehicles in designated site or marked parking spaces only



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CAMPING IN PUBLIC PLACES BYLAW 2017 - S3-11  
TAREWA I-SITE

A4 Scale: 1:1,500  
0 25 50 Metres 



**Wellingtons Bay - main reserve**  
**Map ref: S3- 12**


-  All camping prohibited
-  Self-contained and non self-contained vehicles in designated site or marked parking spaces only



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**CAMPING IN PUBLIC PLACES BYLAW 2017 - S3-12**  
**WHANGAUMU - WELLINGTONS BAY**

A4 Scale: 1:1,500  
 0 25 50 Metres 

## Whangarei District Council Camping in Public Places Bylaw 2017



### Schedule 4: Restricted areas for all camping – maps

*Note: Council may from time to time change the location of the marked parking spaces or designated site indicated on a reference map. The designated sites or marked parking spaces will always be indicated through signage at the site.*





**Sand Bay - Toilet Block Carpark/  
Grass Area**  
Map ref: S4- 02

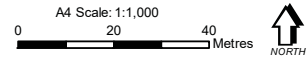
-  All camping prohibited
-  All camping permitted in designated site or marked parking spaces only





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CAMPING IN PUBLIC PLACES BYLAW 2017 - S4-02  
SANDY BAY - TOILET BLOCK CARPARK/GRASS AREA



**Tamaterau**  
Map ref: S4- 03

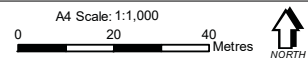
-  All camping prohibited
-  All camping permitted in designated site or marked parking spaces only



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CAMPING IN PUBLIC PLACES BYLAW 2017 - S4-03  
TAMATERAU





**Waipu Caves**  
Map ref: S4- 04


-  All camping prohibited
-  All camping permitted in designated site or marked parking spaces only



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CAMPING IN PUBLIC PLACES BYLAW 2017 - S4-04  
WAIPU CAVES

A4 Scale: 1:1,500  
0 25 50 Metres 



**Whananaki North**  
Map ref: S4- 05


-  All camping prohibited
-  All camping permitted in designated site or marked parking spaces only



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CAMPING IN PUBLIC PLACES BYLAW 2017 - S4-05  
WHANANAKI NORTH

A4 Scale: 1:1,500  
0 25 50 Metres 



**Woolleys Bay - Western Carpark**  
**Map ref: S4- 06**


-  All camping prohibited
-  All camping permitted in designated site or marked parking spaces only



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**CAMPING IN PUBLIC PLACES BYLAW 2017 - S4-06**  
**WOOLLEYS BAY - WESTERN CARPARK**

A4 Scale: 1:1,000  
 0 20 40 Metres 



## Additional information to Camping in Public Place Bylaw 2017

This document is for information purpose only and does not form part of this Bylaw. It contains matters made pursuant to this Bylaw and information to help users to understand, use and maintain this Bylaw. The document may be updated at any time.

### Section 1: History of Bylaw

| Action | Description                    | Date of decision  | Commencement    |
|--------|--------------------------------|-------------------|-----------------|
| Make   | Camping in Public Places Bylaw | 28 September 2017 | 21 October 2017 |

### Section 2: Related documents

| Document   | Description  | Location  | Date             |
|--|--|---|------------------|
| <i>Reports to Council/Committee/Panels (note: does not contain references to 2016 process)</i> |  |   |                  |
| Camping in Public Places - Briefing  | Review of process to date and discussion on a revised bylaw option                     | <a href="#">Council meetings webpage - link</a> | 16/5/2017        |
| Camping in Public Places - Briefing  | Discussion of key options for inclusion in a draft bylaw                               | <a href="#">Council meetings webpage – link</a> | 25/5/2017        |
| Adoption of Statement of Proposal for proposed Camping in Public Places Bylaw                  | Statement of Proposal including draft Bylaw adoption for public consultation           | <a href="#">Council meetings webpage - link</a> | 29/6/2017        |
| Hearing – proposed Camping in Public Places Bylaw consultation                                 | Hearing for interested parties to share their views in person                          | <a href="#">Council meetings webpage - link</a> | 2/8/2017         |
| Proposed Camping in Public Places Bylaw – consultation feedback                                | Council Briefing to receive written submissions and a summary of all feedback received | <a href="#">Council meetings webpage - link</a> | 15/8/2017        |
| Deliberations – proposed Camping in Public Places Bylaw  | Deliberations on submission issues raised  | <a href="#">Council meetings webpage - link</a> | 7/9/2017         |
| <b>Making of Bylaw</b>   | <b>Council makes final Bylaw</b>   | <b>tbc</b>                                      | <b>28/9/2017</b> |
| <i>Legislation</i>   |  |   |                  |
| Freedom Camping Act  | Provides the functions, duties powers and penalties to make and enforce this Bylaw.    | www.legislation.govt.nz                         | NA               |
| Bylaws Act 1910  | Provides for certain matters related to the validity of bylaws.                        | www.legislation.govt.nz                         | NA               |
| Interpretations Act 1999   | Provides for certain matters related to the interpretation of bylaws.                  | www.legislation.govt.nz                         | NA               |

**Section 3: Delegations**

| Clause | Function, Duty, Power to be delegated  | Delegated Authority          | Delegation date   | Delegation active date |
|--------|--|------------------------------|-------------------|------------------------|
| 11     | Power to provide consent to allow for camping in prohibited or restricted areas or where camping is provided for in a Reserve Management Plan. | Technical Officer Parks      | 28 September 2017 | 21 October 2017        |
| 12     | Power to temporarily close an area.  | Parks and Recreation Manager | 28 September 2017 | 21 October 2017        |

**Section 4: Enforcement powers**

| Legislative provision    | Description   |
|--------------------------|---|
| Freedom Camping Act 2011 | <p>Section 20 (1) Every person commits an offence who:</p> <p>freedom camps in a local authority area in breach of any prohibition or restriction in a bylaw made under section 11 that applies to the area; or while freedom camping in a local authority area:</p> <ul style="list-style-type: none"> <li>• interferes with or damages the area, its flora or fauna, or any structure in the area; or</li> <li>• deposits waste in or on the area (other than into an appropriate waste receptacle); or</li> <li>• makes preparations to freedom camp in a local authority area in breach of any prohibition or restriction in a bylaw made under section 11 that applies to the area; or</li> <li>• deposits waste, generated while freedom camping, in or on a local authority area other than into an appropriate waste receptacle; or</li> <li>• fails or refuses to leave a local authority area when required to do so by an enforcement officer acting under section 36</li> <li>• refuses to give information when required to do so by an enforcement officer under section 35 or gives false or misleading information.</li> </ul> <p>Section 20 (2) Every person commits an offence who:</p> <p>discharges a substance in or on a local authority area in circumstances where the discharge of the substance is likely to be noxious, dangerous, offensive, or objectionable to such an extent that it:</p> <ul style="list-style-type: none"> <li>• has, or is likely to have, a significant adverse effect on the environment; or</li> <li>• has caused, or is likely to cause, significant concern to the community or users of the area or land.</li> </ul> <p>Section 20 (3) Every person commits an offence who:</p> |

|  |   |
|--|---|
|  | <p>while an enforcement officer is carrying out his or her functions and duties under this Act:</p> <ul style="list-style-type: none"> <li>• intentionally prevents the officer from carrying out those functions and duties; or</li> <li>• obstructs or impedes the officer; or</li> <li>• assaults, threatens, or intimidates the officer; or</li> <li>• uses language that is abusive or threatening to the officer; or</li> <li>• behaves in a threatening manner towards the officer; or</li> <li>• incites any other person to do any act referred to in the list above.</li> </ul> |
|--|---|

### Section 5: Offences and penalties

| Provision                      | Description of offence   | Maximum fine upon conviction | Infringement fee |
|--------------------------------|--|------------------------------|------------------|
| Freedom Camping Act            | An offence under section 20(1)   | NA                           | \$200            |
| Freedom Camping Act            | An offence under section 20(2)   | \$10,000                     | NA               |
| Freedom Camping Act            | An offence under section 20(3)   | \$5,000                      | NA               |
| Camping in Public Places Bylaw | Freedom camps, or prepares to freedom camp in an area in breach of any prohibition, restriction or condition in the clauses of the Bylaw | NA                           | \$200            |



## Attachment 3

# Amendments to the Parking and Traffic and Public Places Bylaws

Amendments are showing in track changes.

## Public Places Bylaw

### 19. Buildings Prohibited

No person shall:

- a. Erect, construct or place any temporary or permanent building, tent or other structure whatsoever, or any part thereof, under, over or across any public place, except with the prior written consent of the Chief Executive Officer or delegate.
- ~~b. Use any building, tent, caravan or other vehicle on any public place for the purpose of living accommodation except with the prior written consent of the Chief Executive Officer or delegate.~~

### 30. Parks and Reserves

30.2 No person shall:

- a. Operate, or drive, ~~or park~~ any vehicle on any sports field, ~~turf~~ grass and garden areas of parks and reserves, unless those areas are set aside and clearly marked for carparking, without the consent of the Chief Executive Officer or delegate.

## Parking and Traffic Bylaw

### ~~39. Caravans/mobile homes~~

Parking

~~39.1— No person shall stop, stand or park any caravan or mobile home on any road or public place for any continuous period exceeding three days without the previous consent of the Chief Executive Officer or authorised officer.~~

~~39.2— Except as provided for in 39.1 above, no person shall stop, stand or park any caravan or mobile home on any road or public place for any continuous period exceeding three days unless the vehicle has a certificate of self containment for waste water that is generated from the vehicle subject to the following conditions:~~

- ~~a. Black and grey water must be disposed of in a Council approved dump point~~
- ~~b. All refuse must be disposed on in an approved refuse collection bag and put on for collection on an appropriate day. Bags and advice about collection days are available at Council offices~~
- ~~c. All overnight sites must be left in a clean and tidy state~~
- ~~d. Comply with a request to move on, by an officer of the Council.~~



## 7.2 Adoption of the 2016-2017 Annual Report

**Meeting:** Whangarei District Council

**Date of meeting:** 28 September 2017

**Reporting officer:** Rich Kerr

### 1 Purpose

To adopt Council's Annual Report and Summary Annual Report for the year ended 30 June 2017.

### 2 Recommendations

That Council:

- a) Adopts the Annual Report and Summary Annual Report for the year ended 30 June 2017;
- b) Authorises the Chief Executive to make any minor editing amendments that are required.

### 3 Background

In line with last year's adoption in September, the Annual Report and Summary Annual Report have been produced for adoption at this meeting.

### 4 Discussion

The Annual Report and the Summary Annual Report for the year ended 30 June 2017 have been compiled. These documents may be subject to final Audit New Zealand review and any subsequent amendments. Council will be advised of any amendments if required in a supplementary item on (or if possible before) the day of the meeting.

### 5 Significance and engagement

The adoption of an Annual Report and Summary Annual Report is a specific requirement of the Local Government Act 2002. The process to be followed and items to be reported are covered by Part 6 of the Act. Once adopted, the Annual Report and Summary Annual Report will be available on Council's website.

## **6 Attachments**

*Attachments to be sent under separate cover (available to public on request – contact Democracy Adviser)*

1. Annual Report for the year ended 30 June 2017.
2. Summary Annual Report for the year ended 30 June 2017.



## 7.3 Consideration of the Waste Minimisation and Management Plan

**Meeting:** Whangarei District Council  
**Date of meeting:** 28 September 2017  
**Reporting officer:** Andrew Carvell, Manager - Waste and Drainage

### 1 Purpose

To consider changes to the Draft Waste Minimisation Plan following public consultation.

### 2 Recommendations

That Council approves

- a) the changes to the draft Waste Management and Minimisation Plan that was issued for public consultation on 29 June 2017 as set out in this report;
- b) the 2017 Waste Management and Minimisation Plan for adoption.

### 3 Background

The Waste Minimisation Act 2008 (Act), required territorial authorities to prepare waste management and minimisation plans (WMMPs) by 2012 and have these reviewed every six years. Requirements for WMMPs are set out in section 43 and 44 of the Act. One of these requirements is that Councils must publicly consult on the WMMP using a Special Consultative Process.

Council approved the draft WMMP for consultation on 29 June 2017 and agreed that:

- The plan be made available for public review between 1 July and 5 August 2017;
- The submissions would be heard.

The consultation process has consisted of:

- Advertising the consultation process in the Whangarei Leader and via social media;
- Making available the suite of documents on the website and at customer services and libraries;
- Making available downloadable and on-line the submission forms on the website with hard copies also available at customer services and libraries;
- Making available telephone submissions through the Contact Centre;
- Attending the Te Karearea hui on 19 July;
- Advertising and holding a “let’s talk rubbish” event on 27 July;
- Holding a hearing for submitters that wished to be heard to present their submissions verbally on 24<sup>th</sup> August 2017.

Council considered written and spoken feedback at a Council briefing on 30 August 2017.

## 4 Discussion

Submitters raised a wide range of issues and provided a range of constructive ideas to improve the draft Waste Minimisation and Management Plan. Provisional amendments to the draft plan were presented and discussed at the August 30 Council briefing. The provisional amendments (as tracked changes to the draft) are attached to this report as Appendix 2.

Following discussion at the August 30 briefing a number of further amendments have been made. Appendix 3 provides a tracked changes version of the draft plan with additional amendments highlighted in yellow. The final document, with the changes in Appendix 3 accepted, is presented as Appendix 4.

In some cases, the amendments add to the clarity of the plan. Examples include:

- Add an action to advocate for Product Stewardship alongside other Councils and other interested parties;
- Treat waste as a resource with Council focused on maximizing the value through design of collection and processing services.

In other cases, suggestions have operational implications for Council. In this case options to address each issue were identified and discussed in the Council briefing on 30 August.

Examples include:

- Amending the Vision to include a commitment to 'working towards zero waste to landfill'. The amended vision is:

*To deliver community benefits and work towards zero waste to landfill. Whangarei businesses and households will be provided with efficient and effective waste minimisation and management services that recognise waste as a resource.*

- Amending target 1.1 to focus on waste disposed of to landfill. If the targets for kerbside recycling (35%) and recycling and recover at transfer station (50%) are met the per capita figure will be around 520 kg per person. The amended target and explanation are:

*To maintain or reduce the total quantity of waste disposed of to landfill in Whangarei (refuse collected at kerbside, through transfer stations and direct to landfill) on a per capita basis. The current figure is 570 kg per person and the revised target is Waste disposal < 500 kg per person each year by 2020*

- Ensuring any new recycling service has a focus on convenience for users, capacity, safety and quality of materials collected.
- Considering options that will help Council to meet waste reduction targets with detailed proposals anticipated for the 2021-2031 Long Term Plan. Examples include bulky (or inorganic) waste collections, organic waste collection and increasing recovery of commercial and construction waste.
- Added clear reference to e-waste drop-off services, ideally in partnership with electronics retailers and suppliers.

## 5 Financial Considerations

Changes to the waste minimisation plan have implications on the cost of the service. Of particular significance is the proposal to change the way recycling is collected, which is estimated to increase the cost of recycling by \$1.0 to \$1.2m per annum.

Where required other changes will be incorporated into the solid waste services contracts that are currently out for tender. The award of this tender is expected to occur in December 2017 with a proposed start date of 1 July 2018. Costs associated with servicing these contracts, including a revised recycling service will be considered as part of the 2018-2028 LTP consultation and review process.

## 6 Risks

There is a risk that the funding required to provide the revised services will not be made available through the LTP process. Changes to the proposed services due to financial constraints will be brought back to Council for consideration.

The public perception of solid waste is changing, with a greater focus on minimisation and diversion, and this is likely to continue before the WMMP is up for statutory review in 2023. Changes to the WMMP may be considered by Council prior to the statutory review date to take into account significant changes to the service.

## 7 Significance and engagement

### 7.1 Significance

Review of the Waste Minimisation Plan is considered significant under councils Significance and Engagement Policy (POLICY0081) as it has the potential to:

- Have a major and long term impact on Solid Waste Services; and
- Have a major and long term impact on Councils level of service regarding Solid Waste Services.

### 7.2 Engagement

The public engagement process being undertaken is considered consistent with section 83 of the Local Government Act 2002.

## 8 Attachments

1. Summary of issues and options from public consultation and 30 August Council briefing.
2. Marked up draft Waste Minimisation and Management Plan for 30 August Council briefing
3. Marked up draft Waste Minimisation and Management Plan reflecting discussion at 30 August Council briefing.
4. Final 2017 Whangarei Waste Minimisation and Management Plan



**Appendix 1** Summary of Submission and Considerations in revised WMMP

| <b>Issue/Suggestion</b>                                   | <b>Options to address</b>   | <b>Comment</b>  |
|---|---|---|
| <b>Vision - Goals - Objectives</b>                        |   |   |
| Vision - refer to zero waste                              | Amend vision to include zero waste to landfill<br>Retain vision but include more aggressive targets<br>No change                              | <i>Achieving higher levels of diversion involves investment, Council needs to determine the appropriate balance between cost and diversion.</i> |
| Stronger or more ambitious targets                        | Amend targets to higher level of diversion<br>No change   | <i>As above</i>   |
| Education   | More detailed actions and targets   | <i>Addressed in final WMMP</i>  |
| Illegal dumping   | Add clearer actions to address illegal dumping - enforcement, services, education   | <i>Addressed in final WMMP</i>  |
| National issues (CDL, plastic bags)                       | Identify key issues that Council will pursue via national collaboration.  | <i>Addressed in final WMMP</i>  |
| Recognise waste as a resource, focus on maximising value. | Amend vision, target through service design and procurement.  | <i>Addressed in final WMMP</i>  |
| Waste generation target not clear                         | Amend target to refer to reducing waste to landfill from the Whangarei District.  | <i>Addressed in final WMMP</i>  |
| <b>Actions</b>  |   |   |
| Community involvement                                     | Community education<br>Partnerships at rural transfer stations  | <i>Addressed in final WMMP and through procurement process.</i>   |
| Green waste at transfer stations                          | Implement   | <i>Identified by staff and contractor, to be implemented.</i>   |
| Inorganic collection                                      | Vouchers (for transfer stations incl Re:Sort)<br>Inorganic/bulky waste collection - scheduled or 'on demand'<br>Rates funded or cost recovery | <i>WMMP includes action to consider inorganic collection service and cost implications, potentially implement as pilot or with community.</i>   |
| Organic waste collection                                  | Food waste, garden waste or both<br>Rates funded or user pays   | <i>WMMP includes action to consider organic waste collection service and cost implications.</i>   |
| Household hazardous waste                                 | Collection e.g. Hazmobile style mobile drop-off<br>Drop off facilities and storage at transfer stations                                       | <i>Addressed in final WMMP, need to consider cost implications.</i>   |
| Collaborate on national issues                            | Clear action including priority areas<br>Allocate funding to support advocacy activities.   | <i>Addressed in final WMMP</i>  |

|                                      |   |   |
|--------------------------------------|---|---|
| Improve capture at transfer stations | Inorganic/bulky waste collection with sorting<br>Simple (flat floor + bunkers) sorting<br>Sort line + classifying equipment<br>Charging (incentivise sorted loads, separate garden waste and dry waste) | <i>Partly related to transfer station operations - progress via procuring the right operators potentially including community partnerships<br/>Partly related to site configuration (capital investment).</i> |
| Illegal dumping                      | Inorganic/bulky waste collection<br>Aggressive enforcement<br>Community education and information   | <i>Need integrated strategy - appropriate services, education and enforcement.</i>  |



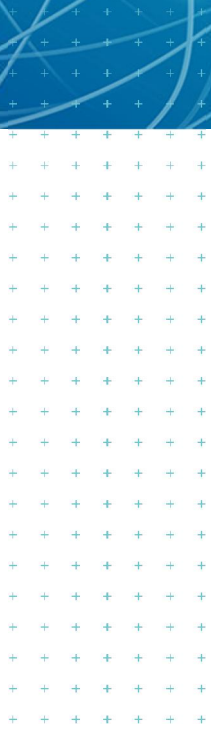
Whangarei Waste  
Minimisation and  
Management Plan

Prepared for  
Whangarei District Council

Prepared by  
Tonkin & Taylor Ltd

Date  
February 2017

Job Number  
86151.v0.1



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## Table of contents

|   |                 |
|---|-----------------|
| Part A – Strategy   | 1               |
| 1 Introduction  | 2               |
| 1.1 Purpose of the plan   | 2               |
| 1.2 Scope of plan   | 2               |
| 1.3 Current status of plan  | 2               |
| 1.4 Plan review   | 2               |
| 2 The waste situation   | <del>33</del>   |
| 2.1 Volume and composition of waste and diverted materials                        | <del>33</del>   |
| 2.1.1 Waste composition   | <del>33</del>   |
| 2.1.2 Collection and drop-off system performance                                  | <del>55</del>   |
| 2.2 Infrastructure and services   | <del>66</del>   |
| 2.2.1 Collection  | <del>66</del>   |
| 2.2.2 Waste transfer, processing and disposal                                     | <del>77</del>   |
| 2.2.3 Costs for waste management  | <del>99</del>   |
| 2.3 Summary of district-specific issues   | <del>99</del>   |
| 2.3.1 Waste data - issues and constraints   | <del>99</del>   |
| 2.3.2 Waste infrastructure - issues identified                                    | <del>99</del>   |
| 3 Policies, plans and regulation  | <del>1144</del> |
| 3.1 Summary of guiding policies, plans and legislation that affect the WMMP       | <del>1144</del> |
| 3.2 Statutory requirements  | <del>1144</del> |
| 4 Vision, goals, objectives and targets   | <del>1242</del> |
| 4.1 Background  | <del>1242</del> |
| 4.2 Vision, goals, objectives and targets   | <del>1313</del> |
| 4.3 Council's intended role   | <del>1747</del> |
| 4.4 Protecting public health  | <del>1747</del> |
| 5 Options for achieving effective and efficient waste management and minimisation | <del>1948</del> |
| 5.1 Introduction  | <del>1948</del> |
| 5.2 Identifying options   | <del>1948</del> |
| 5.3 Options for the future  | <del>2120</del> |
| 6 Funding the plan  | <del>2322</del> |
| 6.1 Plan implementation funding   | <del>2322</del> |
| 6.2 Grants and advances of monies   | <del>2322</del> |
| 6.3 Waste minimisation levy expenditure   | <del>2322</del> |
| 7 Monitoring, evaluating and reporting progress                                   | <del>2423</del> |
| 7.1 Monitoring and evaluation   | <del>2423</del> |
| 7.2 Reporting   | <del>2524</del> |
| Part B – Action Plan  | <del>2625</del> |
| 8 Introduction  | <del>2726</del> |
| 9 Funding structure [see also Part A, section 6]                                  | <del>2827</del> |
| 9.1 Plan implementation funding   | <del>2827</del> |
| 9.2 Grants and advances of monies   | <del>2827</del> |
| 9.3 Waste minimisation levy expenditure   | <del>2827</del> |
| 10 Targets and measurement  | <del>2928</del> |
| 11 Action plan  | <del>3130</del> |
| 11.1 Action planning tables   | <del>3332</del> |
| 12 Applicability  | <del>3837</del> |

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Appendix A : Whangarei Waste Assessment (2017)

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Part A – Strategy

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2

## 1 Introduction

### 1.1 Purpose of the plan

This draft Waste Minimisation and Management Plan (WMMP) sets out how the Whangarei District Council (Council) will progress efficient and effective waste management and minimisation in the Whangarei District. It paves the way forward, considering current policy and the legal framework and Whangarei District vision, with an overarching suite of guiding goals and objectives.

This Waste Minimisation and Management Plan fulfils Council's obligations under the Waste Minimisation Act (WMA) (2008).

### 1.2 Scope of plan

This draft Waste Minimisation and Management Plan and associated Waste Assessment covers solid waste generated in the Whangarei District.

### 1.3 Current status of plan

#### *June 2017*

~~The plan is the draft of a new plan developed to replace the 2012 Waste Minimisation and Management Plan. This document will be revised and updated following public consultation prior to be adopted by Council as a framework and guide for waste minimisation and management activity in the Whangarei District from 2017 to 2023.~~

#### *August 2017*

*This plan is a draft of a new plan developed to replace the 2012 Waste Minimisation and Management Plan with draft amendments following public consultation. Following Council discussion on the amendments the Plan will be adopted by Council as a framework and guide for waste minimisation and Management activity in the Whangarei District from 2017 to 2023.*

### 1.4 Plan review

Once adopted, this plan needs to be reviewed no later than 6 years from adoption. The plan will be review within this timeframe or earlier if a change circumstances provokes a review of Whangarei's waste minimisation and management policy framework.

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## 2 The waste situation

### 2.1 Volume and composition of waste and diverted materials

#### 2.1.1 Waste composition

Waste composition audits provide information about the make-up of a waste stream and can help identify materials that make up large or disproportionate parts of the waste stream which can then be targeted when forming waste management and minimisation strategies. Historic and current waste composition in Whangarei is shown in [Figure 1](#).

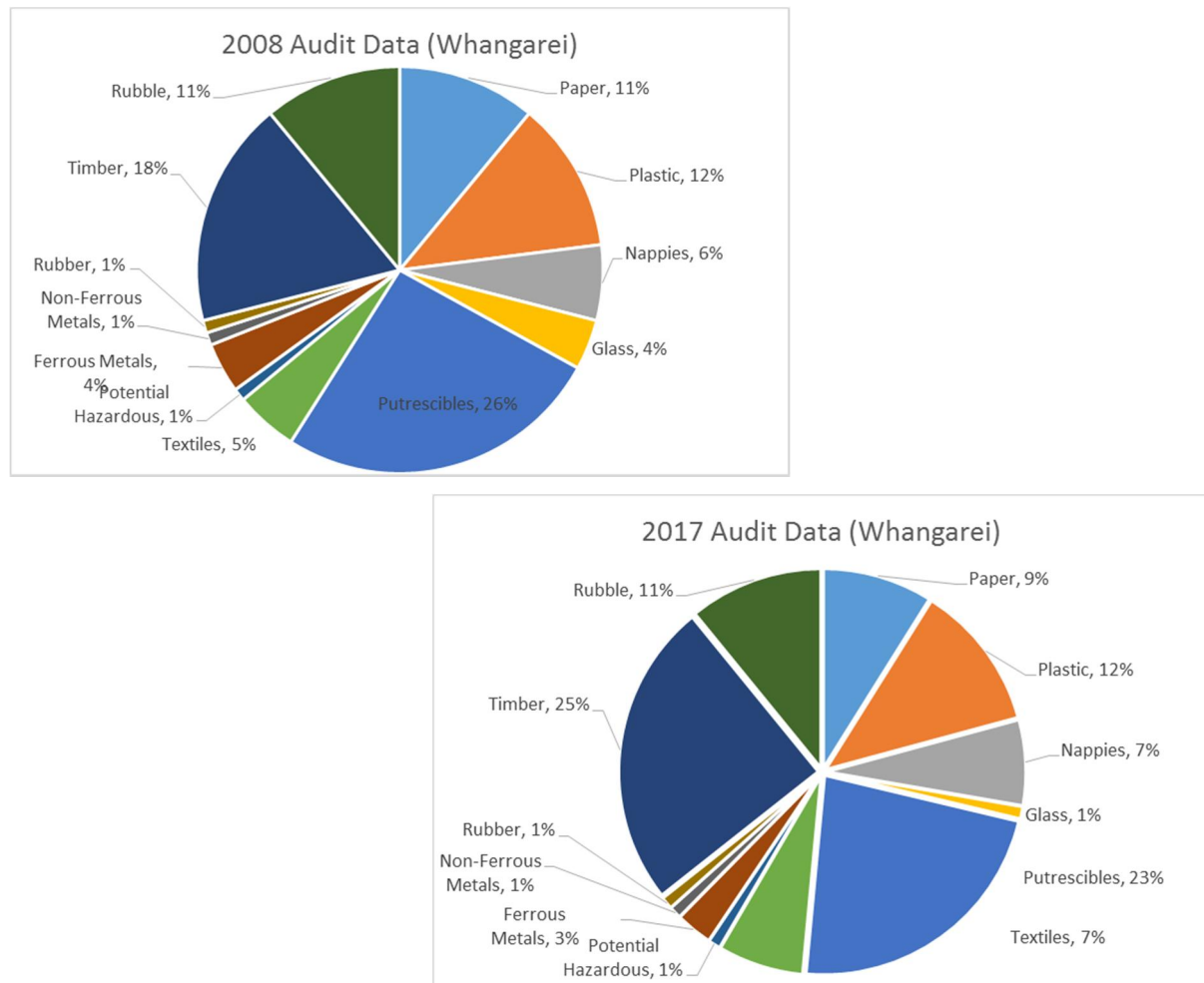


Figure 1 Refuse Composition 2008 and 2017<sup>1</sup>

Material taken directly to landfill or transfer station (self haul) tends to have a larger proportion of bulk items (timber, rubble) and the putrescible fraction has a higher proportion of garden rather than food waste.

#### Kerbside and self haul waste quantities

Kerbside refuse in Whangarei District is collected in compactor trucks and consolidated at ReSort or transported directly to Puwera Landfill. Households can use Council refuse bags or stickers (sold at a range of retail outlets) or use one of several commercial wheelie bin services. Based on bag and

<sup>1</sup> 2008 data sourced from 2012 WMMP, 2017 data is from preliminary reporting of waste composition surveys completed in mid 2017.

sticker sales, around 75 % of households use the Council collection service. Using average container weights and assuming the remaining houses predominantly use 240 L wheelie bins provides a basis for developing the estimate of total kerbside refuse collected presented in Table 1.

Kerbside recycling is collected from rural and urban households with materials collected at the kerbside in Council provided crates. Materials are sorted at the kerbside and consolidated at ReSort and Uretiti Transfer Station prior to transport to markets or for further sorting. The data summarised in Table 1 suggests a diversion rate of around 25 % of materials collected from households in 2015/16.

Table 1 Kerbside waste quantities<sup>2</sup>

|                            | 2011/12 | 2012/13 | 2013/14 | 2014/15 | 2015/16 |
|----------------------------|---------|---------|---------|---------|---------|
| Kerbside refuse collection | 16,990  | 17,736  | 14,990  | 17,366  | 18,424  |
| WDC recycle collection     | 4,524   | 4,767   | 5,509   | 5,824   | 6,195   |
| Total kerbside waste       | 21,514  | 22,503  | 20,499  | 23,190  | 24,619  |
| Recycling rate (%)         | 22%     | 21%     | 21%     | 27%     | 25%     |

Total refuse quantities are measured in tonnes as they leave each transfer station and are reported for the rural transfer stations by the transfer station operations contractor. The data records material leaving each transfer station and their final destination, i.e. transported to Puwera Landfill or sold. There is no breakdown of where the waste originates i.e. kerbside or self haul from households (Municipal Solid Waste or MSW), businesses (Commercial and Industrial or C&I) or construction activity (Construction and Demolition or C&D).

The data presented in ~~Table 2~~ ~~Table 2~~ suggests a diversion rate of 44 % of materials entering the transfer stations. The diversion rate at rural transfer stations is lower, reflecting the lack of green waste diversion at some sites. When all waste (i.e. via transfer station or transported directly to Puwera Landfill) is taken into account, the diversion rate drops to around 29 %.

Table 2: Estimated Waste Quantities via transfer stations or direct to landfill 2011 - 2016<sup>3</sup>

|  | 2011/12 | 2012/13 | 2013/14 | 2014/15 | 2015/16 |
|--|---------|---------|---------|---------|---------|
| Refuse via transfer stations               |         |         |         |         |         |
| Casual transfer station users <sup>4</sup> | 9,526   | 9,660   | 9,665   | 9,367   | 8,241   |
| Commercial                                 | 8,646   | 8,768   | 8,772   | 8,502   | 7,480   |
| Recycle (transfer stations only)           | 12,697  | 12,697  | 12,876  | 12,882  | 12,485  |
| Total waste via transfer stations          | 30,869  | 31,125  | 31,313  | 30,751  | 28,206  |
| Recycling rate (%)                         | 41%     | 41%     | 41%     | 42%     | 44%     |
| Total waste landfilled                     | 50,160  | 51,375  | 48,644  | 49,983  | 47,121  |
| Total waste recycled                       | 18,586  | 19,092  | 19,421  | 19,170  | 19,407  |
| Recycling rate (%)                         | 27%     | 27%     | 29%     | 28%     | 29%     |

<sup>2</sup> Data sourced from waste collection and transfer station contract reporting and weighbridge records at Resort and Puwera Landfill.

<sup>3</sup> Data sourced from waste collection and transfer station contract reporting, ReSort weighbridge records and Puwera Landfill weighbridge records.

<sup>4</sup> Includes waste from households and commercial activities transported directly to transfer station i.e. not by a waste collector.

There are several waste streams that are known to exist but are difficult to quantify. Examples include rural waste managed on farms, materials captured as part of commercial activity (scrap metal, industrial by-products, commercial recycling) and waste materials managed within manufacturing operations (e.g. biosolids from food processing operations applied to land, refining residues). This means that both waste disposed to landfill and waste diverted/recovered are likely to be underestimated.

There is an increasing level of interest in rural waste across New Zealand. As the rural sector considers the implications of current waste management approaches it is likely that increasing quantities of materials from farming activities will enter the Council system.

### 2.1.2 Collection and drop-off system performance

The Whangarei District Council Resident Satisfaction Survey (May 2016) suggests 90 % participation rate for recycling collection and 85-90 % participation in the kerbside refuse collection. Average bag weight (from the waste composition survey) is around 6 kg.

Market share is difficult to estimate without detailed surveys of the refuse collection service and data for private sector collections. If it is assumed households put out an average weight bag every week, the collected waste tonnage suggests the market share is closer to around 75 % of households. If the average weight of a wheelie bin is also taking into account, Council market share by tonnage could be more like 45 to 50 %.

The available composition data suggests there are opportunities to capture additional recyclable material through the transfer stations and kerbside collections, including:

- While paper/cardboard recovery is reasonable it should be possible to increase the capture of paper and cardboard at both kerbside and transfer stations.
- Plastic recovery is low, again it should be possible to increase the capture of materials at both kerbside and transfer stations.
- Although organic waste recovery is underestimated as there are no figures for material captured by commercial composters, there is a significant amount of material that could be targeted.
- Metals recovery is underestimated, however further detail is required to determine how much could be diverted.
- Glass recovery is estimated at almost 70%.
- The historic (2008) and generic composition figures suggest there could be a significant amount of timber available for recovery in the general waste stream.

Recovery via transfer stations is around 44 %, largely at ReSort. Care needs to be taken in comparing the diversion rate with other reported recovery percentages around New Zealand. In some areas where community based recycling centres have been established (Far North District, Waiuku) recovery percentage is reported after exclusion of domestic and commercial refuse. If measured on this basis the recovery percentage at ReSort would be 72%. Whangarei District's preferred approach is to consider all waste streams entering the site.

There are other materials present in the waste stream that require careful management to avoid negative impacts, including:

- Hazardous waste (chemicals, e-waste, used oil, asbestos)
- Difficult or special waste (tyres, bulk waste, dead animals)
- General waste (household and commercial waste)

Waste from certain sources can also present challenges or opportunities and is worthy of consideration. Examples include:

- Rural waste - waste from the business of farming including agricultural plastics (wrap and chemical containers), unwanted chemicals, timber and machinery (including maintenance related waste like used oil).
- Waste from major processing sites - examples include waste treatment residuals (for example sludge), packaging (pallet wrap, broken pallets) and containers (cleaners, ingredients, maintenance products).

## 2.2 Infrastructure and services

### 2.2.1 Collection

#### Residential collection

Northland Waste Limited (NWL) provide bag based refuse and crate based recycling collection throughout the District on behalf of Council. NWL and Waste Management NZ Limited (WMNZ) offer wheelie bin collection services for households on a commercial basis.



Kerbside collection of refuse in bags and recycling in crates (sorted at the roadside) is available in urban and rural areas in the District<sup>5</sup>. Alternatively, the public may take household refuse and recycling to the transfer stations across the district.

Collection frequency is generally weekly although commercial services are offered on a fortnightly or monthly basis. Garden waste collections are available on a commercial basis.

#### Commercial or industrial waste

Waste (both refuse and recycling) from commercial and industrial premises in Whangarei District is currently collected and disposed of via ReSort, direct to market or directly to Puwera Landfill or other landfills. Where material is disposed of at Puwera Landfill total figures are available. Materials collected for recycling, treatment or disposal out of the District, no data is available. Many national business with a local presence have comprehensive waste management and recycling systems in place, for example Countdown operates a waste management system where some material is recovered and recycled (paper and cardboard), organic material (food waste) is diverted to animal feed with only residual waste disposed of at local Landfill. Foodstuffs (New World and PAK'nSAVE), the Warehouse and Fonterra all operate similar systems.

A food rescue service is currently being set up in Whangarei. The service will divert food from landfill to those in need.

#### Litter and illegal dumping

Litter bins are provided in the urban centres and popular visitors spots throughout the District. Litter bin collection is undertaken by a contractor with their scope currently including:

- Litter bin emptying.
- CBD cleaning and custodial duties (incl. cleaning, sweeping etc).
- Cleaning up after fly tipping.
- Twice weekly servicing during peak holiday periods.

<sup>5</sup> About 5% of residents have to take bags/recycling to collection points.



Illegal dumping does occur and costs the Council around \$9,000 per month. Where fines are imposed around \$2,400 per month is collected. Records indicate around 75 % of illegal dumping occurs in city locations however, 63 % of Council’s costs are incurred addressing dumping in rural and coastal settlement areas. The same data suggests illegal dumping is static when population increase is taken into account.

### 2.2.2 Waste transfer, processing and disposal

Transfer stations, where waste can be dropped off by the public, are located at Hikurangi, Tauraroa, Uretiti, Kokopu, Ngunguru, Ruatangata, Oakura and Parua Bay. The transfer stations are operated under contract to Council. The sites provide refuse and recycling facilities for public usage. At the Whangarei facility (ReSort, see below) a small number of items, typically inorganic items that could be reused, are manually removed from the waste stream by transfer station staff for recycle or sale.

No weighbridge is currently installed at any of the Council owned sites. Material is weighed as it enters ReSort or Puwera Landfill from each transfer station. Council pays for disposal on that basis.

The Whangarei District waste management system and estimated quantities for 2015/16 are presented in ~~Figure 2~~ ~~Figure 2~~. Facility details are provided on the following pages. ~~Figure 2~~ ~~Figure 2~~ is a screen shot from a model of the Whangarei waste management system developed for the Waste Assessment used to inform this Plan.

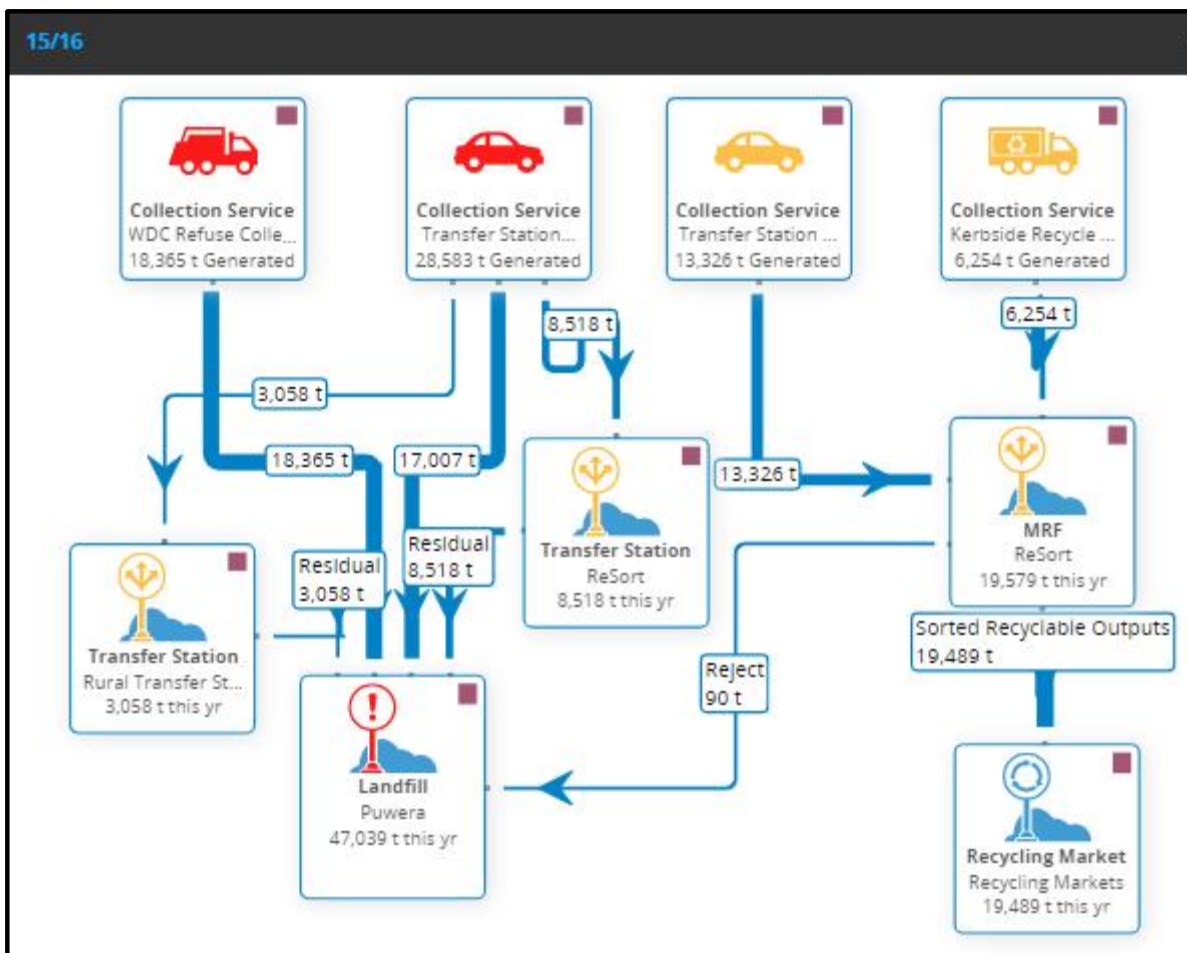


Figure 2: Waste Flow Diagram - Collection, Processing and Disposal (2015/16 figures)

#### Rural transfer stations

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The five larger rural transfer stations have jumbo bins (one for scrap metal, two for refuse). There are no greenwaste bins at three of them. Hikurangi and Uretiti have on site green waste disposal. The smaller three sites are used largely for refuse bags and recycling. Two of the coastal stations have mini bins.

### ReSort

Whangarei's resource recovery park, ReSort, is located at 201 Kioreroa Road, Whangarei. ReSort is set up to recover materials from the waste stream with a reuse shop and targeting scrap and waste wood (viable markets). The site is owned and operated by a joint venture company, Northland Regional Landfill Limited Partnership (NRLLP). NRLLP is a 50/50 joint venture between the Council and NWL. The partnership also owns Puwera Landfill.



Figure 3: ReSort Resource Recovery Park<sup>6</sup>

### Other Processing

#### Composting

Kerigreen - green waste separated at ReSort is processed by Kerigreen, a green waste processor based in Kerikeri.

Avoca - Composting takes place at Avoca's Rarewa site near Whangarei, where a variety of waste products, including paunch, chicken manure, wood shavings and coal ash, are processed to create compost. Avoca's supply compost in bulk (for pasture or horticultural crops) or in smaller volumes for domestic or landscaping use.

Greenfingers - Pine bark is processed in a number of ways including composting to produce growing media and other gardening products by Greenfingers at their in Kamo site.

#### Energy

Rosval Sawmill, Carter Holt Harvey (CHH) Marsden Point and Golden Bay Cement are examples of the use of wood waste for energy production. Rosval and CHH use wood waste from their own operations while Golden Bay Cement are using urban wood waste including some from Auckland.

Marsden Point Refinery - uses some residuals from the oil refining process for energy.

<sup>6</sup> Screenshot from <http://www.wdc.govt.nz/WaterandWaste/Rubbish/Pages/RubbishDisposal.aspx>

### 2.2.3 Costs for waste management

#### Council funding

The 2015-25 Long Term Plan sets the budget for the waste management activity with provision to make amendments if required through the Annual Plan process. Funding for operations is through targeted rates and user charges. Funding for capital projects is from general rates. Expenditure is dominated by payments to contractors with finance costs and internal charges also featuring. This mix of funding and expenditure is projected in the Long Term Plan to continue to 2025.

Collection and transfer station services attract user charges. The user charges at rural transfer stations do not cover the full cost of providing the service with the shortfall covered from the targeted rate for waste management. The user charges for refuse collection (via bag and sticker sales) cover the full costs of providing the service.

This approach is consistent with the principles set out in the 2012 Waste Minimisation and Management Plan whereby Council costs for waste management services are, where possible, covered by the users of that service.

## 2.3 Summary of district-specific issues

### 2.3.1 Waste data - issues and constraints

While there is some information available about the quantity and composition of waste generated in the Whangarei District the data is incomplete. The available data needs to be interpreted considering that:

- There is a mix of volume based estimates and measured weights.
- The source of waste is not always clear.
- There is limited data on coverage, set out rate or participation rates for kerbside collection.
- The data on the quantity of waste collected or processed is not complete. For example, the following waste streams have not been quantified:
  - The quantity of waste composted by commercial composters.
  - The quantity of waste collected from commercial premises for recycling.
  - The quantity of waste generated on rural properties and processed or disposed on site.

There is a by-law in place (refer Section 3) that provides for collection of data including quantities of material collected, destination for disposal or processing and coverage, set out and participation rates. Implementation of the by-law in close consultation with collection and processing companies operating in the Whangarei District will improve the availability and quality of data available.

There is also potential to improve the reporting of waste materials handled by contractors on behalf of Council and by the joint venture (ReSort). Reporting on activity as part of contract obligations should include appropriately detailed reporting on waste source, quantity and destination.

### 2.3.2 Waste infrastructure - issues identified

In collating and considering information about the delivery of waste services in the Whangarei District, a number of issues were identified. These issues represent challenges in delivering effective services and achieving the aims of the NZ Waste Strategy - reducing environmental harm and maximising resource efficiency. In many cases the issues also present opportunities for Council, the community and/or the private sector to improve waste minimisation and management in the District. The issues identified include:

- Illegal dumping of waste.
- Although there is a comprehensive rural transfer station network, it is costly to operate on a per resident and per tonne basis.
- Rural residents are offered a full roadside collection service (refuse and recycling) that is costly to operate on a per resident and per tonne basis.
- There is limited evidence of diversion activity focussed on commercial and construction waste streams which are a large proportion of material disposed of to landfill from the Whangarei District.
- Use of litter bins for general rubbish (including the Whananaki South Molok) by holiday makers.

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### 3 Policies, plans and regulation

#### 3.1 Summary of guiding policies, plans and legislation that affect the WMMP

There is wide a range of statutory documents and associated policy that impacts on waste minimisation and management in the Whangarei District. These are summarised in [Table 3](#) with further detail provided in the 2017 Waste Assessment (Appendix A).

Table 3 Selected relevant policy for waste in Whangarei District

| Whangarei District                          | Northland Region                       | National  |
|---|--|---|
| Whangarei Long Term Plan 2015-2025          | Northland Regional Policy Statement    | Waste Minimisation Act 2008                     |
| Whangarei Solid Waste Asset Management Plan | Northland Regional Air Quality Plan    | Health Act 1956                                 |
| Whangarei Solid Waste Management Bylaw 2013 | Northland Regional Coastal Plan        | Hazardous Substances and New Organisms Act 1996 |
| Whangarei District Plan                     | Northland Regional Water and Soil Plan | Resource Management Act 1991                    |
|   |  | Local Government Act 2002                       |
|   |  | Climate Change Response Act 2002                |
|   |  | NZ Waste Strategy 2010                          |
|   |  | NZ Emissions Trading Scheme                     |

#### 3.2 Statutory requirements

A WMMP must contain a summary of the council's objectives, policies and targets for waste management and minimisation. The plan should clearly communicate how the council will deliver on these objectives.

Section 43 of the WMA states that a WMMP must provide for:

- a *objectives and policies for achieving effective and efficient waste management and minimisation within the territorial authority's district*
- b *methods for achieving effective and efficient waste management and minimisation within the territorial authority's district, including -*
  - i *collection, recovery, recycling, treatment, and disposal services for the district to meet its current and future waste management and minimisation needs (whether provided by the territorial authority or otherwise); and*
  - ii *any waste management and minimisation facilities provided, or to be provided, by the territorial authority; and*
  - iii *any waste management and minimisation activities, including any educational or public awareness activities, provided, or to be provided, by the territorial authority*
- c *how implementing the plan is to be funded*
- d *if the territorial authority wishes to make grants or advances of money in accordance with section 47, the framework for doing so.*

A WMMP must have regard to the waste hierarchy, the New Zealand Waste Strategy, and a council's most recent waste assessment.

## 4 Vision, goals, objectives and targets

### 4.1 Background

The preparation of the 2017 Waste Assessment included a review of the Vision - Goals Objectives framework set out in the previous 2011 Waste Minimisation and Management Plan. The relationship between Vision, Goals and Objectives is illustrated in [Figure 4](#)<sup>7</sup> and defined in [Table 4](#)<sup>7</sup>.

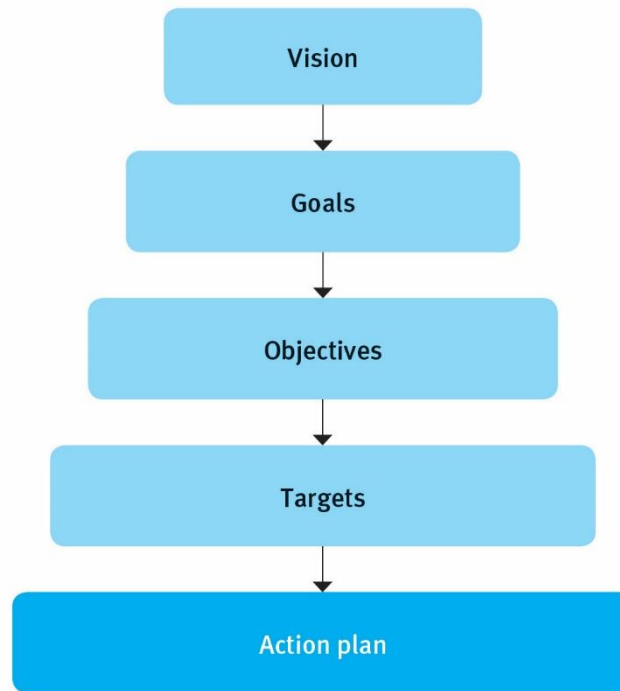


Figure 4: Vision, goals, objectives and targets

[Table 4](#) provides definitions for vision, goals, objectives and targets.

Table 4 Definitions for vision, goals, objectives and targets (adapted from MfE 2015)

|           |  |
|-----------|--|
| Vision    | Whangarei's aspirational outcome - providing an overall direction and focus.   |
| Goal      | What a Whangarei wants to achieve through the WMMP. The goal is not aspirational, it is achievable. It is a major step in achieving Council's vision for the WMMP. |
| Objective | The specific strategies and policies to support the achievement of the goals. Objectives are 'SMART' (specific, measurable, achievable, relevant and timely).      |
| Target    | A clear and measurable way to determine how well the council is achieving its goals. Targets should also be SMART.   |

<sup>7</sup> Sourced from Waste Assessments and Waste Management and Minimisation Planning – A Guide for Territorial Authorities, MfE 2015.

## 4.2 Vision, goals, objectives and targets

The vision for waste minimisation and management in the Whangarei District is<sup>8</sup>:

*To deliver community benefits and reduce waste. Whangarei businesses and households will be provided with efficient and effective waste minimisation and management services.*

*To deliver community benefits and ~~reduce work towards zero~~ waste. Whangarei businesses and households will be provided with efficient and effective waste minimisation and management services that recognise waste as a valuable resource.*

The goals for waste minimisation and management in the Whangarei District are to:

- 1 *Avoid and reduce waste where we can.*
- 2 *Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.*
- 3 *Maximise community benefits - treat waste as a valuable resource, employment, multi-use facilities, cost effective services.*

The objectives for waste minimisation and management in the Whangarei District are:

- 1 *To avoid creating waste*
- 2 *To make it easy to recycle*
- 3 *To ensure households and businesses have access to safe disposal of residual waste*
- 4 *To create opportunities for Whangarei District - jobs, new products, more efficient businesses*
- 5 *To reduce illegal dumping*
- 6 *To improve community understanding of issues and opportunities for waste minimisation and management in the Whangarei District.*
- 7 *To have a wealthier, healthier District through waste reduction initiatives and behavioural change.*

~~Table 5~~ Table 5 provides a summary of the vision, goals and objectives presented above and associated targets for waste minimisation and management in the Whangarei District.

### NOTES FOR DISCUSSION WITH COUNCIL

- An alternative vision is offered bringing in aspirational reference to zero waste and recognising waste as a valuable resource.
- Goal three could be amended to explicitly recognise that waste is (or can be) a valuable resource
- Objective 1 is difficult to achieve at a local level but central government has policy tools available to influence consumer and business behaviour including product stewardship. There is a new action to commit Council to engaging in national policy debate with as a key mechanism in helping Council to contribute to achieving this Goal 1 and Objective 1.
- Targets (next page) for discussion. Balance is achieving reduction of waste vs private and ratepayer funds invested in doing so.  
Target 1.1 With waste generation typically increasing holding at the current level would be a good outcome. Council has limited means to influence this measure with many of the potential policy tools requiring central government action (see discussion and new actions around engaging in national policy debate)

<sup>8</sup> This vision has been developed in workshops with Whangarei District Council Councillors and staff.

Target 2.1 Kerbside recycling rate is related to service. Crate based service will achieve up to 30-35%, wheelie bin + crate (glass) will achieve up to 35-45%. Crate and wheelie bin based services are likely to be a similar cost, estimated at 2.2M per year, up from around 1.2 M for the current contract. Adding organic waste collection will increase total recycling at kerbside to 50-60% depending on materials collected. This is likely to cost an additional 1.5 - 2.5M per year. There is an action to investigate organic waste collection for the Whangarei District in detail.

Recycling at transfer stations over 50% relies on replicating and building on the current activity at ReSort across the rural transfer station network. This involves a focus on relatively 'easy' materials including metals, green waste and timber. There is an action to investigate sorting of construction and demolition (C&D) and commercial and industrial (C&I) waste.

- One option for realising local employment opportunities is to consider sorting of recyclable materials in Whangarei. This could include materials collected at kerbside and/or 'dry' materials from transfer stations. This is attractive from a broader economic activity and waste diversion perspective but is likely to require investment from Council to establish and potentially operate.
- Collection of bulky waste with associated recovery (probably focussed on reusable items, e-waste, metals and timber) is potentially another way to increase recovery. The design of a bulky waste solution should consider recovery, illegal dumping and interaction with household use of transfer stations. There is an action to investigate a bulky waste collection.

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Table 5 Vision - Goals - Objectives - Targets

| Vision: <i>To deliver community benefits and reduce waste. Whangarei businesses and households will be provided with efficient and effective waste minimisation and management services.</i> |  |  |
|--|--|--|
| Objective  | Relevant Goal(s)   | Target(s)  |
| 1. <i>To avoid creating waste</i>  | 1. Avoid and reduce waste where we can.<br>3. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.  | 1.1 To maintain or reduce the total quantity of waste generated in Whangarei (refuse and recycling collected at kerbside, through transfer stations and direct to landfill) on a per capita basis. The current figure is <i>800 kg per person</i> .<br>Waste generation < 800 kg per person each year  |
| 2. <i>To make it easy to recycle</i>   | 1. Avoid and reduce waste where we can.<br>2. Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.<br>3. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services. | 2.1 <i>Increase in the proportion of material captured for recycling at kerbside and transfer stations. The current figures are 25 % and 44 % respectively.</i><br><i>Kerbside recycling &gt; 35 % by 2020</i><br><i>Recycling at Refuse Transfer stations &gt; 50 % by 2020</i><br>2.2 <i>95 % of people are satisfied with their recycling service. 2015/16 (Currently 95 % satisfaction vs Annual Plan Target 85 %).</i><br><i>Residents satisfaction &gt; 85 %</i> |
| 3. <i>To ensure households and businesses have access to safe disposal of residual waste</i>   | 2. Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.<br>3. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.  | 3.1 <i>Satisfaction with kerbside refuse and transfer station services. Currently 95 % satisfaction vs Annual Plan Target 85 %.</i><br><i>Residents satisfaction &gt; 85 %</i>   |

| Vision: <i>To deliver community benefits and reduce waste. Whangarei businesses and households will be provided with efficient and effective waste minimisation and management services.</i> |  |  |
|--|--|--|
| Objective  | Relevant Goal(s)   | Target(s)  |
| 4. <i>To create opportunities for Whangarei District - jobs, new products, more efficient businesses</i>   | <ol style="list-style-type: none"> <li>1. Avoid and reduce waste where we can.</li> <li>2. Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.</li> <li>3. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.</li> </ol> | <p>4.1 To publish a summary of available data on waste generation and management with each annual report.<br/><i>Summary data published in Annual Report</i><br/><i>To create a grant scheme to support new initiatives to reduce waste</i></p>  |
| 5. <i>To reduce illegal dumping</i>  | <ol style="list-style-type: none"> <li>2. Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.</li> </ol>  | <p>5.1 Reduction in illegal dumping incidents and quantity of material illegally dumped in the Whangarei District.<br/>Quantity of illegally dumped waste &lt; 2015/16 figure<br/><i>The number of illegal dumping incidents is &lt; 2015/16 figure.</i></p> <p>5.2 Residents satisfaction with litter and illegal dumping.<br/>Currently 87 % satisfaction vs Annual Plan Target 75 %.<br/>Residents satisfaction &gt; 75 %</p> |
| 6. <i>To improve community understanding of issues and opportunities for waste management in the Whangarei District.</i>   | <ol style="list-style-type: none"> <li>1. Avoid and reduce waste where we can.</li> <li>2. Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.</li> <li>3. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.</li> </ol> | <p>6.1 Schools programmes delivered by Council<br/>Five new school adopt Waste Wise Schools programme each year.</p> <p>6.2 Council (or contractors) promote waste minimisation at events in the District.<br/><i>Council promotes waste minimisation at &gt; five events in the District each year.</i></p>   |

### 4.3 Council's intended role

Council will continue to adopt a largely user pays approach to delivery of waste transfer and disposal services in the District. Where there are services with a public good component, Council will provide funding in whole or in part. Examples include kerbside recycling, rural transfer stations, servicing of litter bins, cleaning up illegal dumping, and the management of historic closed landfills.

Council will continue to own and support the operation of some key infrastructure for waste minimisation and management in the District. This includes the rural transfer station network and Whangarei infrastructure (Puwera and ReSort) through the Northland Regional Landfill Limited Partnership.

Council will provide information on waste minimisation and management to the community and make staff available for education purposes. Council will also work closely with other promoters of effective waste minimisation and management including Northland Regional Council and the Waste Management Institute WasteMINZ Behaviour Change Sector Group.

Council recognises that many local waste management issues are more effectively managed through coordinated activity at a national level. Council will collaborate with local government organisations, non government organisations (NGO) and other key stakeholders to progress national activity on resource efficiency and waste management issues. This may include advocating for product stewardship schemes for challenging waste streams (e-waste, tyres, packaging, rural waste), highlighting the role of other national policy including application of the waste levy and regulation of waste management activity.

#### NOTES FOR DISCUSSION WITH COUNCIL

- Added to highlight the role of national policy and opportunity for Council to collaborate with like minded organisations to progress debate on policy and related activity at a national level.

### 4.4 Protecting public health

Waste, particularly putrescible and hazardous waste, has the potential to be detrimental to health. Therefore, a key objective of any waste minimisation and management system is to protect public health. The risk of public health impacts can be significantly reduced by avoiding, where possible, and carefully managing, where not, contact with waste. In practice this means:

- Containing waste effectively, including:
  - Providing appropriate containers at point of generation e.g. workspace, kitchen, etc.
  - Providing appropriate containers for storing waste prior to collection - these may be reusable (wheelie bins) or single use (rubbish bags).
  - Providing dedicated public drop of areas at transfer stations and landfills
  - Regular collection and disposal.
  - Suitable collection and transport vehicles.
  - Disposal at a well constructed and operated landfill including provision of appropriate barrier systems such as base liner and adequate daily, intermediate and final cover.
- Excluding as far as possible vermin<sup>9</sup> that may spread waste or associated contaminants.

<sup>9</sup> For example rodents, other stray animals, insects (flies, wasps).

The measures proposed in the WMMP have been developed with public health objectives at the forefront.

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## 5 Options for achieving effective and efficient waste management and minimisation

### 5.1 Introduction

Section 51 of the WMA requires that a Waste Assessment contain a statement of options available to meet the forecast demands of the district with an assessment of the suitability of each option.

This section summarises the identification and evaluation of options to meet the forecast demands of the district and to meet the goals set out in Section 2. The Detailed evaluation is set out in the Waste Assessment with preferred options incorporated into this WMMP as methods and featured in the Action Plan.

For the Whangarei District the total quantity of waste generated is forecast to increase over the life of this plan in line with population and economic activity. Infrastructure planning needs to take account of this growth.

The available data suggests that there is potential to increase the diversion of material from the current estimate of around 30 % across the waste management system. There are also ongoing issues with illegal dumping, challenges with obtaining robust data on waste and recycling activity and the potential for increasing quantities of materials entering the waste stream from rural properties. The focus of option identification and evaluation has been addressing these issues alongside meeting forecast demands.

### 5.2 Identifying options

There are a wide range of approaches to providing waste minimisation and management services and programmes that could be adopted in Whangarei. A useful way to consider options is the model set out in [Figure 5](#).

Effective waste minimisation and management relies on a combination of infrastructure (including collection), education/information and regulation or policy, with the right data informing strategic and operational decision making.

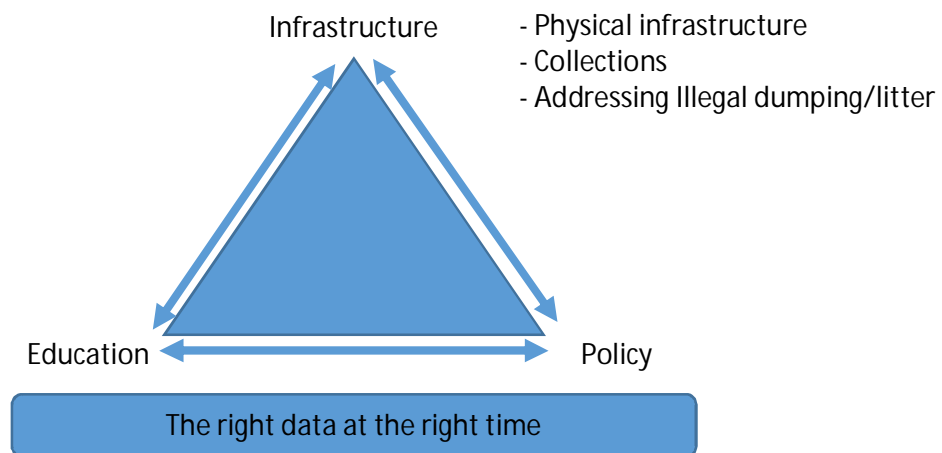


Figure 5: Effective Waste Minimisation and Management

For this waste assessment options have been identified by considering key challenges for waste minimisation and management in the Whangarei District (Refer Section 2.3), referencing approaches

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adopted elsewhere and looking for new solutions where appropriate. Options have also been considered with reference to the current recovery rates of key materials<sup>10</sup> (see Section 0).

Based on the model set out in [Figure 5](#) options considered can be grouped as follows.

#### Infrastructure

- Providing collection services - collection of waste, recyclable materials (at kerbside or transfer station), organic waste and/or bulky items, litter bins;
- Providing physical infrastructure - fixed location or mobile drop off facilities, waste sorting, waste processing and/or disposal facilities;
- Managing the negative impacts of waste - litter/illegal dumping clean-up, closed landfills

#### Education

- Changing behaviour - education programmes targeting schools, businesses and/or households;
- [Information for households and businesses to ensure that the value of materials collected for recovery is maximised;](#)
- Contributing to national education/information programmes

#### Policy

- Implementation of licensing provisions in the existing by-law (service level, litter, data provision);
- Data collection via licensing of waste operators (as above);
- Targeted data collection, for example waste surveys;
- Making information on waste issues and opportunities available;
- Grant co-funding for projects that deliver on the goals and objectives for waste minimisation and management;
- [Collaborating with local government organisations, non government organisations \(NGO\) and other key stakeholders to progress national activity on waste minimisation and management policy.](#)

These options focus on the priority waste streams identified through the review of the current situation in Section 2 and summarised in [Table 6](#).

Table 6 Priority wastes and waste sources

| Recyclable materials | Other materials requiring active management include: | Waste sources           |
|----------------------|--|-------------------------|
| • Paper/Cardboard    | • Hazardous waste                                    | • Rural waste           |
| • Plastics           | • Difficult or special waste                         | • Industrial processing |
| • Organic Waste      | • General waste                                      |                         |
| • Metals             |  |                         |
| • Glass              |  |                         |
| • Timber             |  |                         |

<sup>10</sup> Key materials include paper/card, plastics, glass, organic waste, metals, glass and timber

### 5.3 Options for the future

A range of options have been considered. These include:

- Collections - a range of kerbside recycling services, bag and wheelie bin based refuse collection, kerbside collection of organic waste.
- Transfer stations - optimising rural transfer station network, sorting of commercial and construction waste.
- Education - continuing with the schools education and promoting existing services and waste reduction via Council communications channels (website, media releases).
- Policy - implementation of licensing under the existing waste by-law, providing for grant funding of waste minimisation activities, regular reporting on waste minimisation and management.

Based on the analysis and discussion presented in the Waste Assessment the following actions are proposed.

#### Infrastructure actions

- Progress procurement for a new refuse collection contract as a continuation of the existing service (user pays refuse bags) with a strong focus on managing health and safety. An 80 L wheelie bin based service may be considered in the future.
- Progress procurement for a new recycling collection contract ~~targeting a 240 L wheelie bin for all recyclable materials~~ with a focus on quality of materials collected, convenience and safety of collections staff and the general public. Separate glass collection and options for difficult collections will be considered as part of the procurement process.
- Progress procurement for a new rural transfer station operations contract with a focus on increasing the recovery of materials and maintaining a high level of service for rural communities.
- Complete detailed analysis of organic waste collection options including the status quo (private sector services), a food and garden waste collection and food waste only collection.
- Complete detailed analysis<sup>11</sup> of optimising services for bulky household waste including the role of ReSort, the rural transfer station network and potential bulky waste collections.
- Complete detailed analysis of sorting of C&I and/or C&D waste prior to disposal of residual material.
- Work with the community on options for litter bins with a focus on holiday areas where issues are currently occurring.

#### Education actions

- Continue to update and maintain information on waste and recycling collection and drop off services in the Whangarei District.
- Implement clear information and education to promote the effective use of recycling services.
- Disseminate information to all residents (including holiday makers/temporary residents)
- Maintaining school education programme
- Support Northland Regional Council environmental education activities for schools, homes and businesses.

<sup>11</sup> Consider cost of service, diversion of materials, fairness/equity, safety and environmental protection (illegal dumping).

- Provide information to the community about the negative impact of illegal dumping and alternatives available to the community (kerbside collection, commercial skip bins and transfer stations).

#### Policy Actions

- Develop criteria for making grants available from Council's allocation of Waste Levy funds. Provisionally criteria will be based on contribution to the Vision, Goals and Objectives for waste minimisation and management with consideration of co-funding. Applications for funding should also be assessed for their ability to deliver the promised benefits i.e. due diligence on organisation capability, governance and accountability. Consideration also needs to be given to ensuring that funding supports new or expanded activities rather than supporting the status quo.
- Develop an implementation plan for the existing Solid Waste Management Bylaw 2013. This will focus on implementing licensing (Part 9) including reporting arrangements. With a relatively small number of collection providers operating in the District, Council is in a position to develop pragmatic but effective reporting requirements. This will require consultation with the collection providers prior to formally notifying the license regime. Council should target implementation of a licencing regime in 2017.
- Continue to report on progress against the targets in the WMMP in Annual Reports.
- Collaborate with local government organisations, non government organisations (NGO) and other key stakeholders to progress national activity on waste minimisation and management policy.

#### NOTES FOR DISCUSSION WITH COUNCIL

- Recycling collection amended to highlight focus on product quality, safety and capacity.
- Clear action added around rural transfer station operations with a focus on materials recovery and level of service for rural communities.
- Education to support effective recycling service added.
- Education to highlight impact of illegal dumping, alternatives and invite reporting of offenders.
- Clarified grant funding to explicitly avoid funding existing activities or replicating existing initiatives.
- Action added to pick up the Product Stewardship Council suggestion that Council explicitly commit to supporting debate on waste issues at a national level. This and the earlier discussion could identify issues of concern to Council but it may be more flexible to commit to engaging in the national debate with Council able to change (add to or change relative priority) areas of focus over time within the scope of the proposed action.
- Action added to reflect current Council activity on illegal dumping enforcement.

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## 6 Funding the plan

### 6.1 Plan implementation funding

The funding of the implementation of this WMMP will come from user charges, rate payer funds and levy payments returned to the Council.

User charges will fund kerbside refuse collection and the disposal or management of materials at Transfer Stations.

Ratepayer funds will provide public good focussed services. Examples include roadside recycling collection, supporting transfer station operations where user charges are not adequate to cover the full cost of operation, illegal dumping clean-ups, litter bin servicing, licensing implementation, education activities and reporting on plan implementation.

Levy payments direct to Council will fund waste education and kerbside recycling (in part) i.e. activities that promote or achieve the Goals and Objectives of this Plan. Council may also elect to apply to the Waste Minimisation Fund to fund specific projects.

Details of funding sources, quantities and allocation can be found in Council's Long Term Plan and Annual Plan updates to the Long Term Plan.

### 6.2 Grants and advances of monies

As part of the implementation of the WMMP, Council will develop criteria for making grants available from its allocation of Waste Levy funds. The amount of money available for grants will be determined as part of the Annual Plan process.

Criteria will be based on the funded activities contribution to promoting and achieving the vision, goals and objectives for waste minimisation and management. Activities with co-funding will be preferred with Council expecting 50 % or more contribution from partners other than Council.

Applications for funding will also be assessed for their ability to deliver the promised benefits. Specific areas for assessment will include organisation capability to deliver the project, governance arrangements, accountability and track record in delivering similar projects. Consideration will also be given to ensuring that funding supports new or expanded activities rather than supporting the status quo.

### 6.3 Waste minimisation levy expenditure

Waste minimisation levy funds returned to Council fully fund current waste education activity and contribute to the costs of the roadside recycling service.

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## 7 Monitoring, evaluating and reporting progress

This WMMP will only have an impact in the Whangarei District if appropriate action is taken to achieve the Vision - Goals - Objectives. The Targets (Section 4.2, [Table 5](#)) provide the mechanism for a high level measure of progress. Monitoring will focus on gathering data to evaluate and report on progress against these targets.

### 7.1 Monitoring and evaluation

The assessment of the current situation has highlighted gaps in waste generation, collection, processing and management information for the Whangarei District. In some area information exists but is not available to Council<sup>12</sup>, while in others, data is not currently available<sup>13</sup>.

Progress in achieving the Vision - Goals - Objectives of this Plan will be monitored by reviewing the data outlined in [Table 7](#).

Table 7 Data source and description

| Data Source                                     | Information   | Comment                                 |
|---|---|---|
| Council contractors                             | Illegal dumping, Litter (bins, clean-up)<br>Roadside refuse<br>Roadside recycling<br>Transfer station refuse<br>Transfer station recycling/recover        | Contract reporting                      |
| Northland Regional Landfill Limited Partnership | ReSort refuse<br>ReSort recycling and recovery  | Partnership reporting                   |
| Other collectors                                | Kerbside/business refuse  | By-law data requirements                |
| Waste processor                                 | Materials processed   | By-law data requirements                |
| Council contact database                        | Illegal dumping incidents   |   |
| Customer surveys                                | Residents satisfaction  |   |
| Council Activity Reporting (Annual Report)      | By-law implementation (licensing)<br>Data summary   |   |
| Targeted data collection                        | Solid Waste Analysis Protocol Surveys (waste composition)<br>Kerbside collection surveys (participation, set out rates)<br>Recycling contamination survey | Contract requirement or targeted survey |

Some of the activities in the Action Plan are focussed on securing the information noted in [Table 7](#). For example introducing licensing (based on the existing by-law) and improving reporting under existing and future Council contracts.

Evaluation of the data collected will focus on measuring progress against the targets set out in Section 4.2, [Table 5](#). The periodic review of the Action Plan (see Section 8 of the Action Plan) will consider how effective the actions underway or completed have been in achieving the Vision - Goals - Objectives of this Plan.

<sup>12</sup> For example regarding private sector collection services.

<sup>13</sup> For example regarding the number of households participating in the kerbside recycling collection service.

## 7.2 Reporting

Progress on implementing this Plan will be reporting in the Council's Annual Report. Reporting will note current performance against the targets based on available information. In the early stages implementation of the Plan it is likely that there will be significant gaps in the available data limited Council's ability to quantify progress.

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Part B – Action Plan

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## 8 Introduction

This Action Plan sets out the programme of action for achieving the Vision - Goals - Objectives and targets of the WMMP, as described in Part A – Strategy (Section 4). Some Section from Part A are repeated here to allow the Action Plan to stand alone if required.

This Action Plan covers the full life (six years) of the WMMP however it provides more detail for years one and two. The Action plan sets out actions with operational and financial implications for Council.

Consistent with Council's operational planning obligations under the Local Government Act 2002, activities set out in this Action Plan will need to be reflected in the relevant Long Term Plan and Annual Plan<sup>14</sup>. This means the WMMP should be reviewed as part of the annual planning process (with a focus on 12-18 months of future activity) and Long Term Planning process (with a focus on a 3-5 year horizon).

The operational planning and funding implications of the activities set out in this Action Plan are noted in the Action Planning tables.

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<sup>14</sup> Currently 2015-2025 Long Term Plan and 2016/17 Annual Plan

## 9 Funding structure [see also Part A, section 6]

### 9.1 Plan implementation funding

The funding of the implementation of this WMMP will come from user charges, rate payer funds and levy payments returned to the Council.

User charges will fund kerbside refuse collection and the disposal or management of materials at Transfer Stations.

Ratepayer funds will provide public good focussed services. Examples include roadside recycling collection, supporting transfer station operations where user charges are not adequate to cover the full cost of operation, illegal dumping clean-ups, litter bin servicing, licensing implementation, education activities and reporting on plan implementation.

Levy payments direct to Council will fund waste education and kerbside recycling (in part) i.e. activities that promote or achieve the Goals and Objectives of this Plan. Council may also elect to apply to the Waste Minimisation Fund to fund specific projects.

Details of funding sources, quantities and allocation can be found in Council's Long Term Plan and Annual Plan updates to the Long Term Plan.

### 9.2 Grants and advances of monies

As part of the implementation of the WMMP, Council will develop criteria for making grants available from its allocation of Waste Levy funds. The amount of money available for grants will be determined as part of the Annual Plan process.

Criteria will be based on the funded activities contribution to promoting and achieving the vision, goals and objectives for waste minimisation and management. Activities with co-funding will be preferred with Council expecting 50 % or more contribution from partners other than Council.

Applications for funding will also be assessed for their ability to deliver the promised benefits. Specific areas for assessment will include organisation capability to deliver the project, governance arrangements, accountability and track record in delivering similar projects. Consideration will also be given to ensuring that funding supports new or expanded activities rather than supporting the status quo.

### 9.3 Waste minimisation levy expenditure

Waste minimisation levy funds returned to Council fully fund current waste education activity and contribute to the costs of the roadside recycling service.

## 10 Targets and measurement

The Targets set out in Section 4.2, [Table 5](#) of Part A of this Plan provide the mechanism for a high level measure of progress. Monitoring will focus on gathering data to evaluate and report on progress against these targets, inform refinement of existing actions and development of future actions.

Progress in achieving the Vision - Goals - Objectives of this Plan will be monitored by reviewing the data outlined in [Table 8](#) (repeating [Table 7](#) from Section 7).

Table 8 Data source and description

| Data Source                                     | Information   | Comment                                 |
|---|---|---|
| Council contractors                             | Illegal dumping<br>Litter (bins, clean-up)<br>Roadside refuse<br>Roadside recycling<br>Transfer station refuse<br>Transfer station recycling/recover      | Contract reporting                      |
| Northland Regional Landfill Limited Partnership | ReSort refuse<br>ReSort recycling and recovery  | Partnership reporting                   |
| Other collectors                                | Kerbside/business refuse  | By-law data requirements                |
| Waste processor                                 | Materials processed   | By-law data requirements                |
| Council contact database                        | Illegal dumping incidents   |   |
| Customer surveys                                | Residents satisfaction  |   |
| Council activity reporting (Annual Report)      | By-law implementation (licensing)<br>Data summary   |   |
| Targeted data collection                        | Solid Waste Analysis Protocol Surveys (waste composition)<br>Kerbside collection surveys (participation, set out rates)<br>Recycling contamination survey | Contract requirement or targeted survey |

Some of the activities in this Action Plan are focussed on securing the information noted in [Table 8](#). For example introducing licensing (based on the existing by-law) and improving reporting under existing and future council contracts.

Periodic review of the Action Plan (see Section 8 of the Action Plan) will consider how effective the actions underway or completed have been in achieving the Vision - Goals - Objectives of this Plan. [Table 9](#) links Targets to measures noted in [Table 8](#). [Table 10](#) provides definitions for key measures.

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Table 9 Measuring progress against targets

| Target   | Measure   |
|--|---|
| 1.1 To reduce the total quantity of waste generated (refuse and recycling collected at kerbside, through transfer stations and direct to landfill) on a per capita basis | Tonnes of waste generated per capita  |
| 2.1 Increase in the proportion of material captured for recycling at kerbside and transfer stations  | Tonnes of waste recycled per year / tonnes of waste and recycling collected |
| 2.2 Satisfaction with kerbside and transfer station recycling services   | Residents satisfaction survey results                                       |
| 3.1 Satisfaction with kerbside and transfer station refuse services  | Residents satisfaction survey results                                       |
| 4.1 To publish a summary of available data on waste generation and management with each annual report  | Summary reporting on WMMP in Annual Report                                  |
| 5.1 Reduction in illegal dumping incidents and quantity of material illegally dumped in the Whangarei District   | Number of incidents and quantity of illegally dumped material               |
| 5.2 Satisfaction with litter and illegal dumping service   | Residents satisfaction survey results                                       |
| 6.1 5 new schools adopt Waste Wise Schools each year   | Waste education contract reporting  |
| 6.2 WDC promote waste minimisation at events within the District   | Waste education contract reporting  |

Table 10: Measure definitions

| Measure                           | Definition   |
|-----------------------------------|--|
| Tonnes of waste per capita        | Total quantity of waste disposed of to landfill, recovered and recycled (from contract and by-law reporting) divided by Whangarei's usually Resident Population (Statistics New Zealand) |
| Tonnes of waste recycled per year | Total quantity of waste recycled or recovered (from contract and by-law reporting) divided by Whangarei's usually Resident Population  |
| Residents satisfaction            | [Measure as defined in LTP 2015-2025]  |
| Tonnes of illegal dumped material | Total quantity of illegally dumped material collected by Whangarei District contractors per year.  |



## 11 Action plan

The Action Plan, as set out in the following pages, has been developed to assist the Council and community to work towards achieving the Vision - Goals - Objectives set out in the WMMP. Where actions have operational or financial implications they need to be confirmed in the Council's core planning documents - the Long Term Plan and Annual Plan.

The WA recommended the following options be included in an Action Plan:

### Infrastructure actions

- Progress procurement for a new refuse collection contract as a continuation of the existing service (user pays refuse bags). An 80L wheelie bin based service may be considered in the future.
- Progress procurement for a new recycling collection contract with a focus on quality of materials collected, convenience and safety of collections staff and the general public ~~targeting a 240L wheelie bin for all recyclable materials~~. Separate glass collection and options for difficult collections will be considered as part of the procurement process.
- Progress procurement for a new rural transfer station operations contract with a focus on increasing the recovery of materials and maintaining a high level of service for rural communities.
- Complete detailed analysis of organic waste collection options including the status quo (private sector services), a food and garden waste collection and food waste only collection.
- Complete detailed analysis<sup>15</sup> of optimising services for bulky household waste including the role of ReSort, the rural transfer station network and potential bulky waste collections.
- Complete detailed analysis of sorting of C&I and/or C&D waste prior to disposal of residual material.
- Work with the community on options for litter bins with a focus on holiday areas where issues are currently occurring.

### Education actions

- Continue to update and maintain information on waste and recycling collection and drop off services in the Whangarei District.
- Implement clear information and education to promote the effective use of recycling services.
- Disseminate information to all residents (including holiday makers/temporary residents) including national programmes like Love Food Hate Waste.
- Maintaining school education programme.
- Support Northland Regional Council environmental education activities for schools, homes and businesses.
- Provide information to the community about the negative impact of illegal dumping and alternatives available to the community (kerbside collection, commercial skip bins and transfer stations).

### Policy actions

- Develop criteria for making grants available from Council's allocation of Waste Levy funds. Provisionally criteria will be based on contribution to the Vision, Goals and Objectives for waste minimisation and management with consideration of co-funding. Applications for funding should also be assessed for their ability to deliver the promised benefits i.e. due diligence on organisation

<sup>15</sup> Consider cost of service, diversion of materials, fairness/equity, safety and protection of the environment (illegal dumping).

capability, governance and accountability. Consideration also needs to be given to ensuring that funding supports new or expanded activities rather than supporting the status quo.

- Develop an implementation plan for the existing Solid Waste Management Bylaw 2013. This will focus on implementing licensing (Part 9) including reporting arrangements. With a relatively small number of collection providers operating in the District, Council is in a position to develop pragmatic but effective reporting requirements. This will require consultation with the collection providers prior to formally notifying the license regime. Council should target implementation of a licencing regime in 2017.
- Continue to report on progress against the targets in the WMMP in Annual Reports.
- Collaborate with local government organisations, non government organisations (NGO) and other key stakeholders to progress national activity on waste minimisation and management policy.
- Continue to actively address illegal dumping activity including where possible identifying perpetrators and if required undertaking clean-up activity.

#### NOTES FOR DISCUSSION WITH COUNCIL

- Recycling collection amended to highlight focus on product quality, safety and capacity.
- Clear action added around rural transfer station operations with a focus on materials recovery and level of service for rural communities.
- Education to support effective recycling service added
- Education to highlight impact of illegal dumping, alternatives and invite reporting of offenders.
- Clarified grant funding to explicitly avoid funding existing activities or replicating existing initiatives.
- Action added to pick up the Product Stewardship Council suggestion that Council explicitly commit to supporting debate on waste issues at a national level. This and the earlier discussion could identify issues of concern to Council but it may be more flexible to commit to engaging in the national debate with Council able to change (add to or change relative priority) areas of focus over time within the scope of the proposed action.
- Action added to reflect current Council activity on illegal dumping enforcement.

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## 11.1 Action planning tables

Table 11 Infrastructure Actions

| Action  | Timeline                                       | Funding   | Objective(s)      | Target(s)                 |
|---|--|---|-------------------|---------------------------|
| a. Procure a roadside refuse collection contract based on the current contract (user pays refuse bag collection).   | December 2017                                  | User charges (existing)   | 3                 | 3.1                       |
| b. Procure a roadside recycling collection contract with a focus on increasing capacity, materials quality and health and safety performance.   | December 2017                                  | Targeted rate (existing)  | 2, 4              | 2.1, 2.2, 4.1             |
| <u>c.</u> Procure a rural refuse transfer station operations contract with a focus on Progress procurement for a new rural transfer station operations contract with a focus on increasing the recovery of materials and maintaining a high level of service for rural communities. | <u>December 2017</u>                           | <u>User charges (existing)</u><br><u>Targeted rate (existing)</u> | <u>2, 3, 4, 5</u> | <u>2.1, 3.1, 5.1, 5.2</u> |
| <del>d.</del> Promote existing organic waste reduction and diversion services<br>Green waste composting (Keri Green, ReSort, Transfer Stations, Avoco, Greenfingers)<br>Food waste (Food Rescue)  | <del>July 2018</del><br>( <del>Ongoing</del> ) | Rates (existing)  | 2, 4              | 1.1, 2.1                  |
| <del>d.e.</del> Promote waste reduction<br>Reusable packaging<br>Food waste reduction (Love Food, Hate Waste)   | <del>July 2017</del><br>( <del>Ongoing</del> ) | Rates (existing)  | 1, 4              | 1.1                       |
| <del>e.f.</del> Complete detailed analysis of organic waste collection options including the status quo (private sector services), a food and garden waste collection and food waste only collection.   | July 2019                                      | Rates (new)   | 2                 | 2.1                       |
| <del>f.g.</del> Complete detailed analysis of optimising services for bulky household waste including the role of ReSort, the rural transfer station network and potential bulky waste collections.   | July 2018                                      | Rates (new)   | 3, 5              | 3.1, 5.1                  |
| <del>g.h.</del> Complete detailed analysis of sorting of C&I and/or C&D waste prior to disposal of residual material.   | July 2020                                      | Rates (new)   | 2, 4              | 2.1, 4.1                  |
| <del>h.i.</del> Work with the community on options for litter bins with a focus on holiday areas where issues are currently occurring.  | July 2018                                      | Rates (new)   | 3, 5              | 3.1, 5.1, 5.2             |

Table 12 Education Actions

| Action  | Timeline   | Funding                 | Objective(s)  | Target(s)       |
|---|--|-------------------------|---------------|-----------------|
| <del>h.j.</del> Continue to update and maintain information on waste and recycling collection and drop off services in the Whangarei District.  | Ongoing  | Rates (existing)        | 1, 2, 3, 6    | 4.1             |
| <del>k.</del> <u>Implement clear information and education to promote the effective use of recycling services.</u>  | <u>As part of new contract roll-out and then ongoing</u> | <u>Rates (existing)</u> | <u>2</u>      | <u>2.1, 2.2</u> |
| <del>j.l.</del> Disseminate information to all residents (including holiday makers/temporary residents) on waste minimisation and management including available services.  | December 2017 and ongoing                                | Rates (existing)        | 1, 2, 3, 5, 6 |                 |
| <del>k.m.</del> Maintaining school education programme, support Northland Regional Council environmental education activities for schools, homes and businesses.  | Ongoing  | Rates (existing)        | 6             | 6.1, 6.2        |
| <del>n.</del> <u>Provide information to the community about the negative impact of illegal dumping and alternatives available to the community (kerbside collection, commercial skip bins and transfer stations).</u> | <u>Ongoing</u>   | <u>Rates (existing)</u> | <u>5, 6.1</u> | <u>5.1, 5.2</u> |

Table 13 Policy Actions

| Action  | Timeline  | Funding                         | Objective(s) | Target(s) |
|---|-----------|---------------------------------|--------------|-----------|
| <del>h.o.</del> Develop criteria for making grants available from Council's allocation of Waste Levy funds. Provisionally criteria will be based on contribution to the Vision, Goals and Objectives for waste minimisation and management with consideration of co-funding. Applications for funding should also be assessed for their ability to deliver the promised benefits i.e. due diligence on organisation capability, governance and accountability.  | July 2018 | Rates or Waste Levy funds (new) | 1, 2, 4      | 1.1, 2.1  |
| <del>m.p.</del> Develop an implementation plan for the existing solid waste provisions in the District Bylaw (Part 4). This will focus on implementing licensing (Part 4, Section 419) including reporting arrangements. With a small number of collection providers operating in the District Council is in a position to develop pragmatic but effective reporting requirements. This will require consultation with the collection providers prior to formally notifying the license regime. The target implementation for the licencing regime is by July 2018. | July 2018 | Rates (new)                     | 3, 4, 5      | 4.1       |

| Action  | Timeline | Funding          | Objective(s) | Target(s) |
|---|----------|------------------|--------------|-----------|
| <u>h.g.</u> Continue to report on progress against the targets in the WMMP in Annual Reports.   | Annually | Rates (existing) | 4, 6         | 4.1       |
| <u>r.</u> Collaborate with local government organisations, non government organisations (NGO) and other key stakeholders to progress national activity on waste minimisation and management policy. | Ongoing  | Rates (existing) | 1, 2, 3, 6   | 1.1       |
| <u>s.</u> Continue to actively address illegal dumping activity including where possible identifying perpetrators and if required undertaking clean-up activity.                                    | Ongoing  | Rates (existing) | 5            | 5.1       |

#### NOTES FOR DISCUSSION WITH COUNCIL

- Action b discussion in the body of the document has been amended to emphasise likely separate glass collection. H&S considerations mean it is unlikely to be feasible to continue with the current crate based kerbside sort. Procurement can target local sorting of co-mingled materials (paper, card, plastic, cans) provide employment. Any new contract will include key performance criteria related to contamination rates with the contractor incentivised to maximise the value of recyclables collected. Typical tools including random recycling bin audits, CCTV monitoring of bins as they are emptied and potential to remove recycling services for persistent offenders.
- Action c is within current Council activity i.e. replacing a current contract
- Action k is part of implementing a new service
- Action n is one aspect of increased emphasis on illegal dumping - information for those who don't understand alternatives and those who may be in apposition to report illegal dumping incidents.
- Action r picks up on the Product Stewardship Council suggestion that Council explicitly commit to supporting debate on waste issues at a national level. This and the earlier discussion could identify issues of concern to Council but it may be more flexible to commit to engaging in the national debate with Council able to change (add to or change relative priority) areas of focus over time within the scope of the proposed action.
- Action s reflects current Council activity on illegal dumping enforcement and links to Action n.

Table 14 TimeLine

| <u>2017/2018</u>  | <u>2018/19</u>  | <u>2019/20</u>  | <u>2020/21</u>  | <u>2021/22</u>  | <u>2022/23</u>  |
|---|---|---|---|---|---|
| <u>Infrastructure Services</u><br><u>Contracts</u><br><u>Refuse Collection</u><br><u>Kerbside Recycling</u><br><u>Rural Transfer Stations</u><br><u>Investigations</u><br><u>Complete study on bulky waste collection or drop-off.</u><br><u>Identify and select options for managing visitor (holiday areas) waste</u> | <u>Implement bulky waste study recommendations.</u><br><br><u>Complete study on organic waste collection options.</u>                         | <u>Implement organic waste study recommendations</u><br><br><u>Complete detailed study on sorting of 'dry' C&amp;D and C&amp;I waste.</u>     | <u>Implement C&amp;D and C&amp;I waste sorting study recommendations.</u>   |   |   |
| <u>Education / Information</u><br><u>Green waste and food waste services</u><br><u>Council services</u><br><u>For holidaymakers</u><br><u>Schools</u><br><u>Illegal dumping</u>   | <u>Green waste and food waste services</u><br><u>Council services</u><br><u>For holidaymakers</u><br><u>Schools</u><br><u>Illegal dumping</u> | <u>Green waste and food waste services</u><br><u>Council services</u><br><u>For holidaymakers</u><br><u>Schools</u><br><u>Illegal dumping</u> | <u>Green waste and food waste services</u><br><u>Council services</u><br><u>For holidaymakers</u><br><u>Schools</u><br><u>Illegal dumping</u> | <u>Green waste and food waste services</u><br><u>Council services</u><br><u>For holidaymakers</u><br><u>Schools</u><br><u>Illegal dumping</u> | <u>Green waste and food waste services</u><br><u>Council services</u><br><u>For holidaymakers</u><br><u>Schools</u><br><u>Illegal dumping</u> |
| <u>Policy</u><br><u>Develop grant funding criteria</u><br><u>Detailed by-law implementation plan</u>  | <u>Grant funding round</u><br><br><u>By-law licensing, data compilation /reporting</u><br><u>Report on progress in 2016/17 Annual Report.</u> | <u>Grant funding round</u><br><br><u>By-law licensing, data compilation /reporting</u><br><u>Report on progress in 2017/18 Annual Report.</u> | <u>Grant funding round</u><br><br><u>By-law licensing, data compilation /reporting</u><br><u>Report on progress in 2018/19 Annual Report.</u> | <u>Grant funding round</u><br><br><u>By-law licensing, data compilation /reporting</u><br><u>Report on progress in 2019/20 Annual Report.</u> | <u>Grant funding round</u><br><br><u>By-law licensing, data compilation /reporting</u><br><u>Report on progress in 2020/21 Annual Report.</u> |

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| <u>2017/2018</u>  | <u>2018/19</u>  | <u>2019/20</u>  | <u>2020/21</u>  | <u>2021/22</u>  | <u>2022/23</u>  |
|---|---|---|---|---|---|
| <u>Collaborate with others national activity and policy.</u>  | <u>Collaborate with others national activity and policy.</u>  | <u>Collaborate with others national activity and policy.</u>  | <u>Collaborate with others national activity and policy.</u>  | <u>Collaborate with others national activity and policy.</u>  | <u>Collaborate with others national activity and policy.</u>  |
| <u>Illegal dumping investigation and enforcement activity</u> | <u>Illegal dumping investigation and enforcement activity</u> | <u>Illegal dumping investigation and enforcement activity</u> | <u>Illegal dumping investigation and enforcement activity</u> | <u>Illegal dumping investigation and enforcement activity</u> | <u>Illegal dumping investigation and enforcement activity</u> |

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## 12 Applicability

This report has been prepared for the exclusive use of our client Whangarei District Council, with respect to the particular brief given to us and it may not be relied upon in other contexts or for any other purpose, or by any person other than our client, without our prior written agreement.

Tonkin & Taylor Ltd

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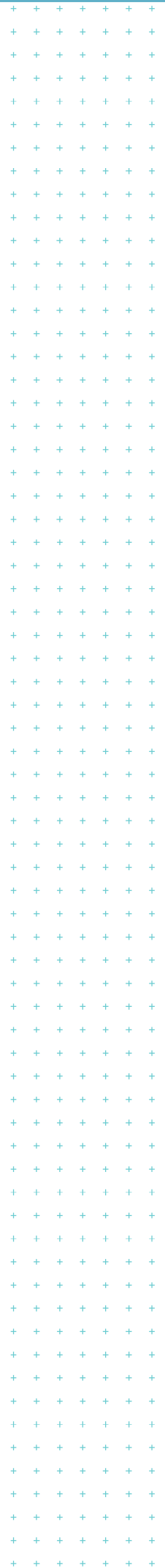
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Appendix A: Whangarei Waste Assessment (2017)

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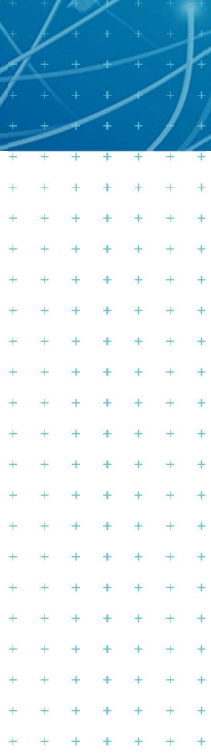
# Whangarei Waste Minimisation and Management Plan

Prepared for  
Whangarei District Council

Prepared by  
Tonkin & Taylor Ltd

Date  
September 2017

Job Number  
86151.v0.1



*Exceptional thinking together*

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## Table of contents

|    |   |             |
|----|---|-------------|
| 1  | Part A – Strategy   | 1           |
| 2  | Introduction  | 2           |
|    | 2.1 Purpose of the plan   | 2           |
|    | 2.2 Scope of plan   | 2           |
|    | 2.3 Current status of plan  | 2           |
|    | 2.4 Plan review   | 3           |
| 3  | The waste situation   | <u>44</u>   |
|    | 3.1 Volume and composition of waste and diverted materials                      | <u>44</u>   |
|    | 3.1.1 Waste composition   | <u>44</u>   |
|    | 3.1.2 Collection and drop-off system performance                                | <u>66</u>   |
|    | 3.2 Infrastructure and services   | <u>77</u>   |
|    | 3.2.1 Collection  | <u>77</u>   |
|    | 3.2.2 Waste transfer, processing and disposal                                   | <u>88</u>   |
|    | 3.2.3 Costs for waste management  | <u>1010</u> |
|    | 3.3 Summary of district-specific issues   | <u>1010</u> |
|    | 3.3.1 Waste data - issues and constraints                                       | <u>1010</u> |
|    | 3.3.2 Waste infrastructure - issues identified                                  | <u>1010</u> |
| 4  | Policies, plans and regulation  | <u>1212</u> |
|    | 4.1 Summary of guiding policies, plans and legislation that affect the WMMP     | <u>1212</u> |
|    | 4.2 Statutory requirements  | <u>1212</u> |
| 5  | Vision, goals, objectives and targets   | <u>1414</u> |
|    | 5.1 Background  | <u>1414</u> |
|    | 5.2 Vision, goals, objectives and targets                                       | <u>1515</u> |
|    | 5.3 Council's intended role   | <u>1919</u> |
|    | 5.4 Protecting public health  | <u>1919</u> |
| 6  | Options for achieving effective and efficient waste management and minimisation | <u>2121</u> |
|    | 6.1 Introduction  | <u>2121</u> |
|    | 6.2 Identifying options   | <u>2121</u> |
|    | 6.3 Options for the future  | <u>2323</u> |
| 7  | Funding the plan  | <u>2525</u> |
|    | 7.1 Plan implementation funding   | <u>2525</u> |
|    | 7.2 Grants and advances of monies   | <u>2525</u> |
|    | 7.3 Waste minimisation levy expenditure   | <u>2525</u> |
| 8  | Monitoring, evaluating and reporting progress                                   | <u>2626</u> |
|    | 8.1 Monitoring and evaluation   | <u>2626</u> |
|    | 8.2 Reporting   | <u>2727</u> |
| 9  | Part B – Action Plan  | <u>2828</u> |
| 10 | Introduction  | <u>2929</u> |
| 11 | Funding structure [see also Part A, section 6]                                  | <u>3030</u> |
|    | 11.1 Plan implementation funding  | <u>3030</u> |
|    | 11.2 Grants and advances of monies  | <u>3030</u> |
|    | 11.3 Waste minimisation levy expenditure  | <u>3030</u> |
| 12 | Targets and measurement   | <u>3131</u> |
| 13 | Action plan   | <u>3333</u> |
|    | 13.1 Action planning tables   | <u>3535</u> |
| 14 | Applicability   | <u>4040</u> |

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Appendix A : Whangarei Waste Assessment (2017)

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## Part A – Strategy

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## 1 Introduction

### 1.1 Purpose of the plan

As a Council we recognise the importance of looking after our environment for future generations. This is reflected in our commitment to Kaitiakitanga/guardianship and leads us to actively consider how to use resources wisely and ensure that we manage waste in ways that protect the environment.

This ~~draft~~ Waste Minimisation and Management Plan (WMMP) sets out how the Whangarei District Council (Council) will progress efficient and effective waste management and minimisation in the Whangarei District. The Plan paves the way forward and belongs to the people of Whangarei. It ~~paves the way forward~~, considering current policy and the legal framework and Whangarei District vision, with an overarching suite of guiding goals and objectives.

This Waste Minimisation and Management Plan fulfils Council's obligations under the Waste Minimisation Act (WMA) (2008). The plan uses the waste hierarchy (Figure 14) as a guide to prioritising activity, focussing on reducing waste before recycling or recovery of materials. Where materials cannot be recycled or recovered the focus is on safe treatment and disposal.

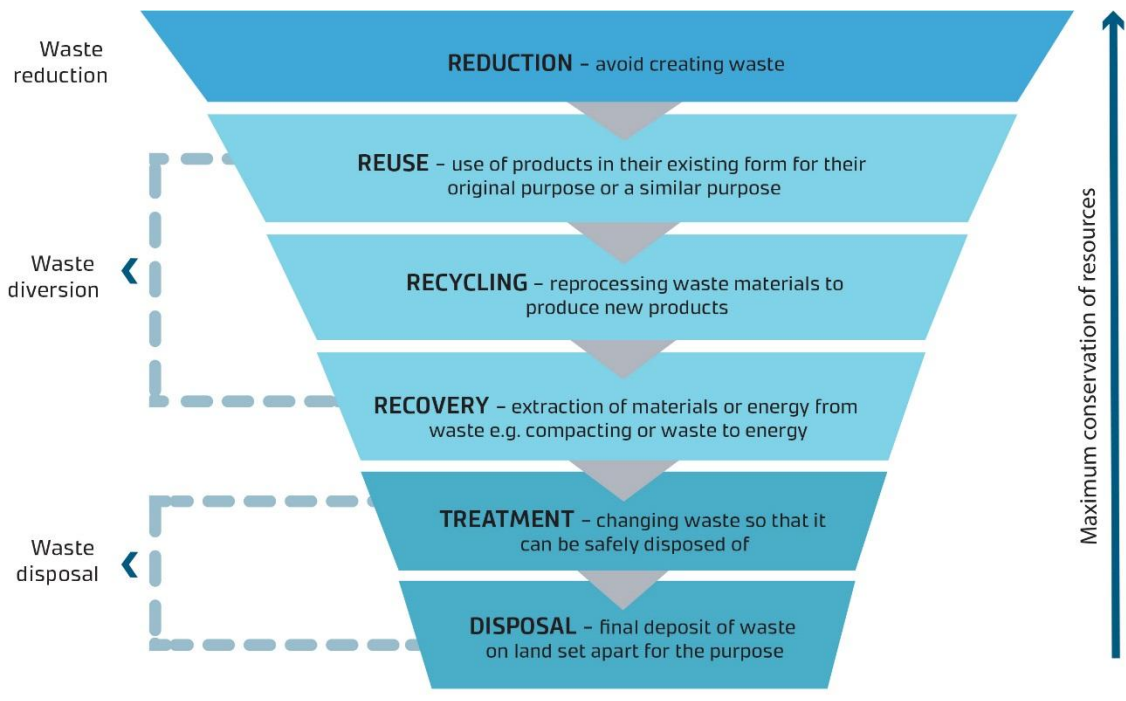


Figure 1 The Waste Hierarchy

### 1.2 Scope of plan

This draft Waste Minimisation and Management Plan and associated Waste Assessment covers solid waste generated in the Whangarei District.

### 1.3 Current status of plan

*June 2017*



The plan is the draft of a new plan developed to replace the 2012 Waste Minimisation and Management Plan. This document will be revised and updated following public consultation prior to be adopted by Council as a framework and guide for waste minimisation and management activity in the Whangarei District from 2017 to 2023.

#### August 2017

This plan is a draft of a new plan developed to replace the 2012 Waste Minimisation and Management Plan with draft amendments following public consultation. Following Council discussion on the amendments the Plan will be adopted by Council as a framework and guide for waste minimisation and Management activity in the Whangarei District from 2017 to 2023.

#### September 2017

This plan is a new plan developed to replace the 2012 Waste Minimisation and Management Plan. The plan reflects input from Councillors and the public including through a formal consultation process. The Plan was adopted on XX September 2017 by Council as a framework and guide for waste minimisation and Management activity in the Whangarei District from 2017 to 2023.

## 1.4 Plan review

Once adopted, this plan needs to be reviewed no later than 6 years from adoption. The plan will be review within this timeframe or earlier if a change circumstances provokes a review of Whangarei's waste minimisation and management policy framework.

4

## 2 The waste situation

### 2.1 Volume and composition of waste and diverted materials

#### 2.1.1 Waste composition

Waste composition audits provide information about the make-up of a waste stream and can help identify materials that make up large or disproportionate parts of the waste stream which can then be targeted when forming waste management and minimisation strategies. Historic and current waste composition in Whangarei is shown in [Figure 2](#).

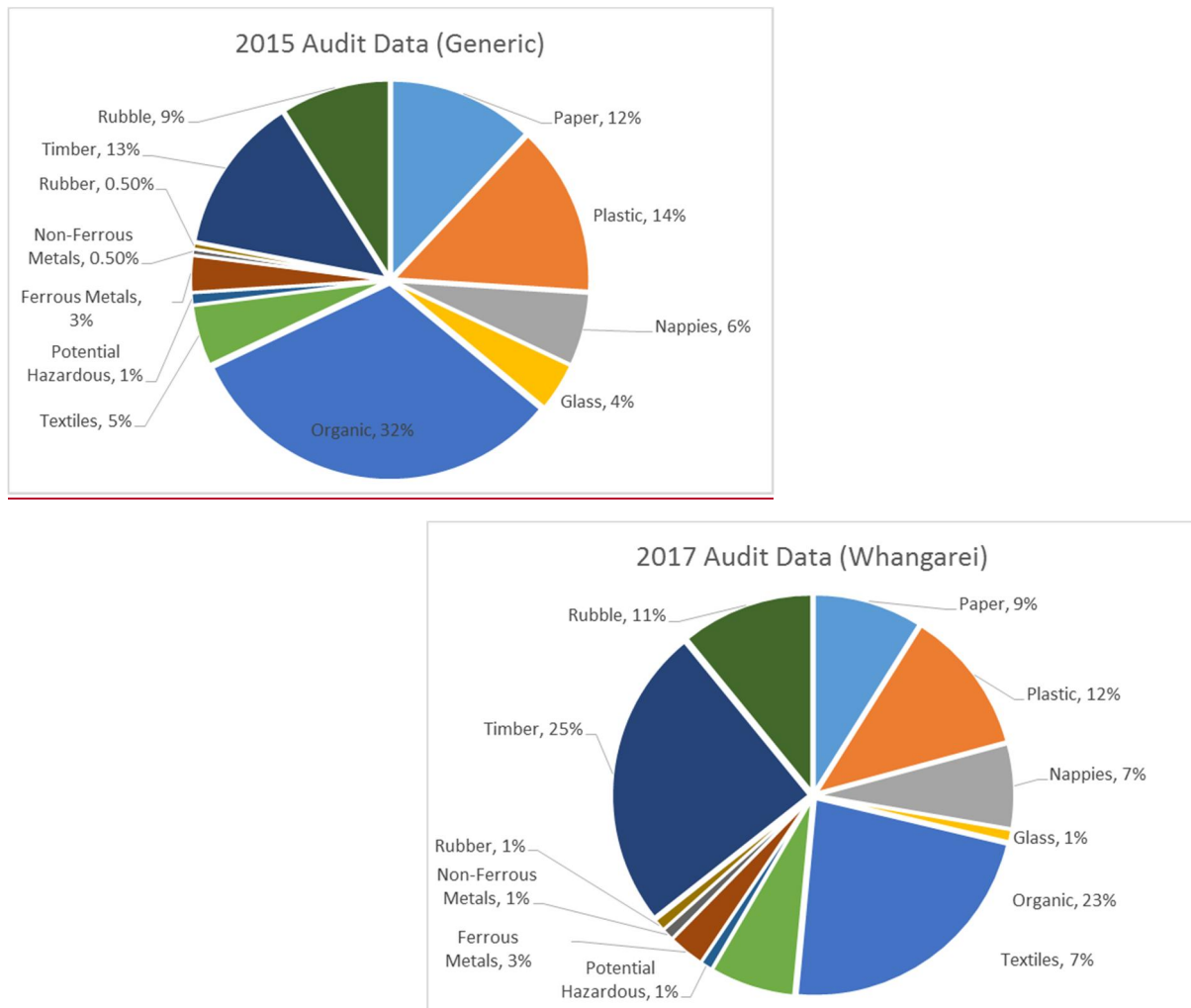


Figure 2 Refuse Composition 2008 and 2017<sup>1</sup>

Material taken directly to landfill or transfer station (self haul) tends to have a larger proportion of bulk items (timber, rubble) and the putrescible-organic fraction has a higher proportion of garden rather than food waste.

Kerbside and self haul waste quantities

<sup>1</sup> 2008 data sourced from 2012 WMMP, 2017 data is from preliminary reporting of waste composition surveys completed in mid 2017.

Kerbside refuse in Whangarei District is collected in compactor trucks and consolidated at ReSort or transported directly to Puwera Landfill. Households can use Council refuse bags or stickers (sold at a range of retail outlets) or use one of several commercial wheelie bin services. Based on bag and sticker sales, around 75 % of households use the Council collection service. Using average container weights and assuming the remaining houses predominantly use 240 L wheelie bins provides a basis for developing the estimate of total kerbside refuse collected presented in [Table 1](#).

Kerbside recycling is collected from rural and urban households with materials collected at the kerbside in Council provided crates. Materials are sorted at the kerbside and consolidated at ReSort and Uretiti Transfer Station prior to transport to markets or for further sorting. The data summarised in [Table 1](#) suggests a diversion rate of around 25 % of materials collected from households in 2015/16.

Table 1 Kerbside waste quantities<sup>2</sup>

|                            | 2011/12 | 2012/13 | 2013/14 | 2014/15 | 2015/16 |
|----------------------------|---------|---------|---------|---------|---------|
| Kerbside refuse collection | 16,990  | 17,736  | 14,990  | 17,366  | 18,424  |
| WDC recycle collection     | 4,524   | 4,767   | 5,509   | 5,824   | 6,195   |
| Total kerbside waste       | 21,514  | 22,503  | 20,499  | 23,190  | 24,619  |
| Recycling rate (%)         | 22%     | 21%     | 21%     | 27%     | 25%     |

Total refuse quantities are measured in tonnes as they leave each transfer station and are reported for the rural transfer stations by the transfer station operations contractor. The data records material leaving each transfer station and their final destination, i.e. transported to Puwera Landfill or sold. There is no breakdown of where the waste originates i.e. kerbside or self haul from households (Municipal Solid Waste or MSW), businesses (Commercial and Industrial or C&I) or construction activity (Construction and Demolition or C&D).

The data presented in [Table 2](#) suggests a diversion rate of 44 % of materials entering the transfer stations. The diversion rate at rural transfer stations is lower, reflecting the lack of green waste diversion at some sites. When all waste (i.e. via transfer station or transported directly to Puwera Landfill) is taken into account, the diversion rate drops to around 29 %.

Table 2: Estimated Waste Quantities via transfer stations or direct to landfill 2011 - 2016<sup>3</sup>

|  | 2011/12 | 2012/13 | 2013/14 | 2014/15 | 2015/16 |
|--|---------|---------|---------|---------|---------|
| Refuse via transfer stations               |         |         |         |         |         |
| Casual transfer station users <sup>4</sup> | 9,526   | 9,660   | 9,665   | 9,367   | 8,241   |
| Commercial                                 | 8,646   | 8,768   | 8,772   | 8,502   | 7,480   |
| Recycle (transfer stations only)           | 12,697  | 12,697  | 12,876  | 12,882  | 12,485  |
| Total waste via transfer stations          | 30,869  | 31,125  | 31,313  | 30,751  | 28,206  |
| Recycling rate (%)                         | 41%     | 41%     | 41%     | 42%     | 44%     |
| Total waste landfilled                     | 50,160  | 51,375  | 48,644  | 49,983  | 47,121  |

<sup>2</sup> Data sourced from waste collection and transfer station contract reporting and weighbridge records at Resort and Puwera Landfill.

<sup>3</sup> Data sourced from waste collection and transfer station contract reporting, ReSort weighbridge records and Puwera Landfill weighbridge records.

<sup>4</sup> Includes waste from households and commercial activities transported directly to transfer station i.e. not by a waste collector.

|                      |        |        |        |        |        |
|----------------------|--------|--------|--------|--------|--------|
| Total waste recycled | 18,586 | 19,092 | 19,421 | 19,170 | 19,407 |
| Recycling rate (%)   | 27%    | 27%    | 29%    | 28%    | 29%    |

There are several waste streams that are known to exist but are difficult to quantify. Examples include rural waste managed on farms, materials captured as part of commercial activity (scrap metal, industrial by-products, commercial recycling) and waste materials managed within manufacturing operations (e.g. biosolids from food processing operations applied to land, refining residues). This means that both waste disposed to landfill and waste diverted/recovered are likely to be underestimated.

There is an increasing level of interest in rural waste across New Zealand. As the rural sector considers the implications of current waste management approaches it is likely that increasing quantities of materials from farming activities will enter the Council system.

### 2.1.2 Collection and drop-off system performance

The Whangarei District Council Resident Satisfaction Survey (May 2016) suggests 90 % participation rate for recycling collection and 85-90 % participation in the kerbside refuse collection. Average bag weight (from the waste composition survey) is around 6 kg.

Market share is difficult to estimate without detailed surveys of the refuse collection service and data for private sector collections. If it is assumed households put out an average weight bag every week, the collected waste tonnage suggests the market share is closer to around 75 % of households. If the average weight of a wheelie bin is also taking into account, Council market share by tonnage could be more like 45 to 50 %.

The available composition data suggests there are opportunities to capture additional recyclable material through the transfer stations and kerbside collections, including:

- While paper/cardboard recovery is reasonable it should be possible to increase the capture of paper and cardboard at both kerbside and transfer stations.
- Plastic recovery is low, again it should be possible to increase the capture of materials at both kerbside and transfer stations.
- Although organic waste recovery is underestimated as there are no figures for material captured by commercial composters, there is a significant amount of material that could be targeted.
- Metals recovery is underestimated, however further detail is required to determine how much could be diverted.
- Glass recovery is estimated at almost 70%.
- The historic (2008) and generic composition figures suggest there could be a significant amount of timber available for recovery in the general waste stream.

Recovery via transfer stations is around 44 %, largely at ReSort. Care needs to be taken in comparing the diversion rate with other reported recovery percentages around New Zealand. In some areas where community based recycling centres have been established (Far North District, Waiuku) recovery percentage is reported after exclusion of domestic and commercial refuse. If measured on this basis the recovery percentage at ReSort would be 72%. Whangarei District's preferred approach is to consider all waste streams entering the site.

There are other materials present in the waste stream that require careful management to avoid negative impacts, including:

- Hazardous waste (chemicals, e-waste, used oil, asbestos)
- Difficult or special waste (tyres, bulk waste, dead animals)

- General waste (household and commercial waste)

Waste from certain sources can also present challenges or opportunities and is worthy of consideration. Examples include:

- Rural waste - waste from the business of farming including agricultural plastics (wrap and chemical containers), unwanted chemicals, timber and machinery (including maintenance related waste like used oil).
- Waste from major processing sites - examples include waste treatment residuals (for example sludge), packaging (pallet wrap, broken pallets) and containers (cleaners, ingredients, maintenance products).

## 2.2 Infrastructure and services

### 2.2.1 Collection

#### Residential collection

Northland Waste Limited (NWL) provide bag based refuse and crate based recycling collection throughout the District on behalf of Council. NWL and Waste Management NZ Limited (WMNZ) offer wheelie bin collection services for households on a commercial basis.



Kerbside collection of refuse in bags and recycling in crates (sorted at the roadside) is available in urban and rural areas in the District<sup>5</sup>. Alternatively, the public may take household refuse and recycling to the transfer stations across the district.

Collection frequency is generally weekly although commercial services are offered on a fortnightly or monthly basis. Garden waste collections are available on a commercial basis.

#### Commercial or industrial waste

Waste (both refuse and recycling) from commercial and industrial premises in Whangarei District is currently collected and disposed of via ReSort, direct to market or directly to Puwera Landfill or other landfills. Where material is disposed of at Puwera Landfill total figures are available. Materials collected for recycling, treatment or disposal out of the District, no data is available. Many national business with a local presence have comprehensive waste management and recycling systems in place, for example Countdown operates a waste management system where some material is recovered and recycled (paper and cardboard), organic material (food waste) is diverted to animal feed with only residual waste disposed of at local Landfill. Foodstuffs (New World and PAK'nSAVE), the Warehouse and Fonterra all operate similar systems.

A food rescue service is currently being set up in Whangarei. The service will divert food from landfill to those in need.

#### Litter and illegal dumping

Litter bins are provided in the urban centres and popular visitors spots throughout the District. Litter bin collection is undertaken by a contractor with their scope currently including:

- Litter bin emptying.
- CBD cleaning and custodial duties (incl. cleaning, sweeping etc).

<sup>5</sup> About 5% of residents have to take bags/recycling to collection points.

- Cleaning up after fly tipping.
- Twice weekly servicing during peak holiday periods.

Illegal dumping does occur and costs the Council around \$9,000 per month. Where fines are imposed around \$2,400 per month is collected. Records indicate around 75 % of illegal dumping occurs in city locations however, 63 % of Council's costs are incurred addressing dumping in rural and coastal settlement areas. The same data suggests illegal dumping is static when population increase is taken into account.

### 2.2.2 Waste transfer, processing and disposal

Transfer stations, where waste can be dropped off by the public, are located at Hikurangi, Tauraroa, Uretiti, Kokopu, Ngunguru, Ruatangata, Oakura and Parua Bay. The transfer stations are operated under contract to Council. The sites provide refuse and recycling facilities for public usage. At the Whangarei facility (ReSort, see below) a small number of items, typically inorganic items that could be reused, are manually removed from the waste stream by transfer station staff for recycle or sale.

No weighbridge is currently installed at any of the Council owned sites. Material is weighed as it enters ReSort or Puwera Landfill from each transfer station. Council pays for disposal on that basis.

The Whangarei District waste management system and estimated quantities for 2015/16 are presented in [Figure 3](#). Facility details are provided on the following pages. [Figure 3](#) is a screen shot from a model of the Whangarei waste management system developed for the Waste Assessment used to inform this Plan.

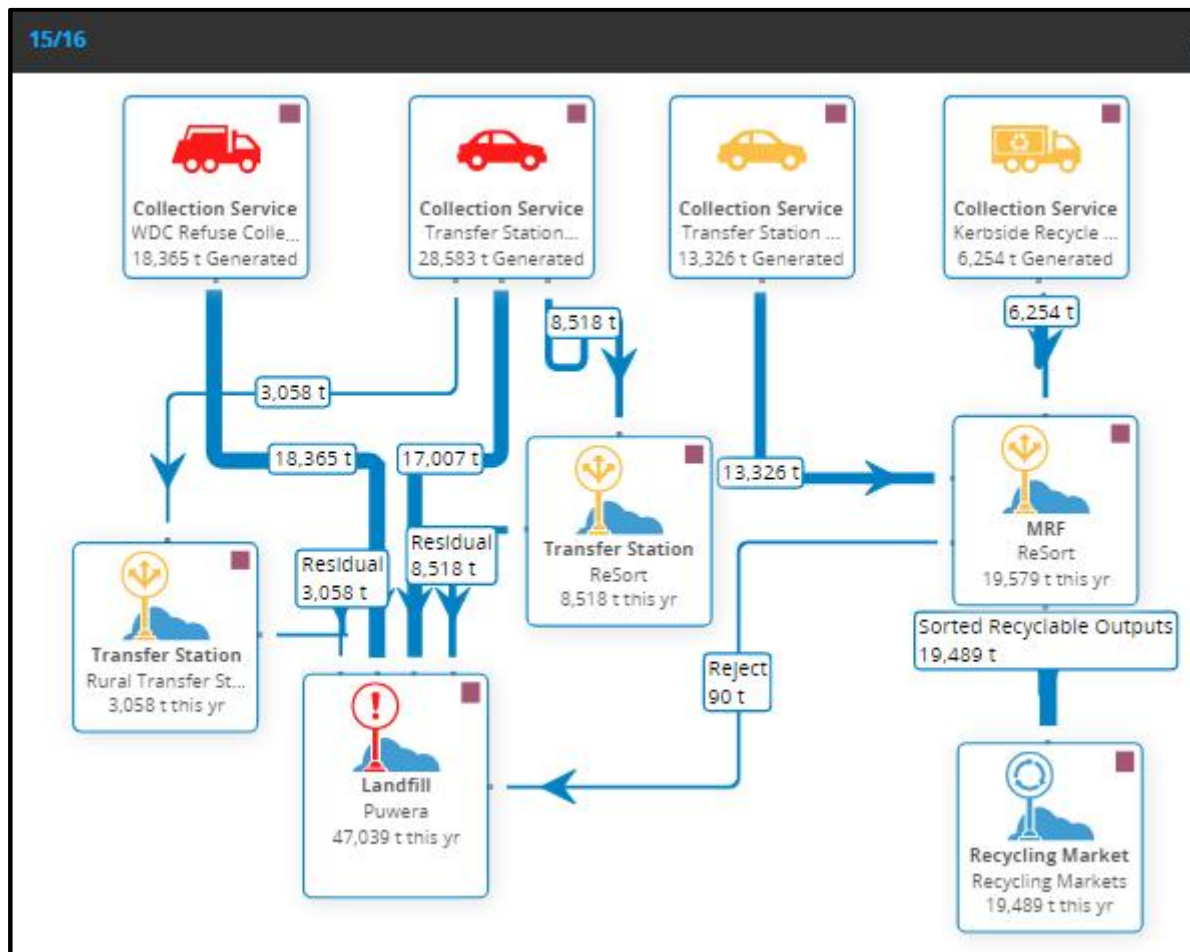


Figure 3: Waste Flow Diagram - Collection, Processing and Disposal (2015/16 figures)

## Rural transfer stations

The five larger rural transfer stations have jumbo bins (one for scrap metal, two for refuse). There are no greenwaste bins at three of them. Hikurangi and Uretiti have on site green waste disposal. The smaller three sites are used largely for refuse bags and recycling. Two of the coastal stations have mini bins.

## ReSort

Whangarei's resource recovery park, ReSort, is located at 201 Kioreroa Road, Whangarei. ReSort is set up to recover materials from the waste stream with a reuse shop and targeting scrap and waste wood (viable markets). The site is owned and operated by a joint venture company, Northland Regional Landfill Limited Partnership (NRLLP). NRLLP is a 50/50 joint venture between the Council and NWL. The partnership also owns Puwera Landfill.



Figure 4: ReSort Resource Recovery Park<sup>6</sup>

## Other Processing

### Composting

Kerigreen - green waste separated at ReSort is processed by Kerigreen, a green waste processor based in Kerikeri.

Avoca - Composting takes place at Avoca's Rarewa site near Whangarei, where a variety of waste products, including paunch, chicken manure, wood shavings and coal ash, are processed to create compost. Avoca's supply compost in bulk (for pasture or horticultural crops) or in smaller volumes for domestic or landscaping use.

Greenfingers - Pine bark is processed in a number of ways including composting to produce growing media and other gardening products by Greenfingers at their in Kamo site.

### Energy

Rosval Sawmill, Carter Holt Harvey (CHH) Marsden Point and Golden Bay Cement are examples of the use of wood waste for energy production. Rosval and CHH use wood waste from their own operations while Golden Bay Cement are using urban wood waste including some from Auckland.

<sup>6</sup> Screenshot from <http://www.wdc.govt.nz/WaterandWaste/Rubbish/Pages/RubbishDisposal.aspx>

Marsden Point Refinery - uses some residuals from the oil refining process for energy.

### 2.2.3 Costs for waste management

#### Council funding

The 2015-25 Long Term Plan sets the budget for the waste management activity with provision to make amendments if required through the Annual Plan process. Funding for operations is through targeted rates and user charges. Funding for capital projects is from general rates. Expenditure is dominated by payments to contractors with finance costs and internal charges also featuring. This mix of funding and expenditure is projected in the Long Term Plan to continue to 2025.

Collection and transfer station services attract user charges. The user charges at rural transfer stations do not cover the full cost of providing the service with the shortfall covered from the targeted rate for waste management. The user charges for refuse collection (via bag and sticker sales) cover the full costs of providing the service.

This approach is consistent with the principles set out in the 2012 Waste Minimisation and Management Plan whereby Council costs for waste management services are, where possible, covered by the users of that service.

## 2.3 Summary of district-specific issues

### 2.3.1 Waste data - issues and constraints

While there is some information available about the quantity and composition of waste generated in the Whangarei District the data is incomplete. The available data needs to be interpreted considering that:

- There is a mix of volume based estimates and measured weights.
- The source of waste is not always clear.
- There is limited data on coverage, set out rate or participation rates for kerbside collection.
- The data on the quantity of waste collected or processed is not complete. For example, the following waste streams have not been quantified:
  - The quantity of waste composted by commercial composters.
  - The quantity of waste collected from commercial premises for recycling.
  - The quantity of waste generated on rural properties and processed or disposed on site.

There is a by-law in place (refer Section [33](#)) that provides for collection of data including quantities of material collected, destination for disposal or processing and coverage, set out and participation rates. Implementation of the by-law in close consultation with collection and processing companies operating in the Whangarei District will improve the availability and quality of data available.

There is also potential to improve the reporting of waste materials handled by contractors on behalf of Council and by the joint venture (ReSort). Reporting on activity as part of contract obligations should include appropriately detailed reporting on waste source, quantity and destination.

### 2.3.2 Waste infrastructure - issues identified

In collating and considering information about the delivery of waste services in the Whangarei District, a number of issues were identified. These issues represent challenges in delivering effective services and achieving the aims of the NZ Waste Strategy - reducing environmental harm and maximising resource efficiency. In many cases the issues also present opportunities for Council, the



community and/or the private sector to improve waste minimisation and management in the District. The issues identified include:

- Illegal dumping of waste.
- Although there is a comprehensive rural transfer station network, it is costly to operate on a per resident and per tonne basis.
- Rural residents are offered a full roadside collection service (refuse and recycling) that is costly to operate on a per resident and per tonne basis.
- There is limited evidence of diversion activity focussed on commercial and construction waste streams which are a large proportion of material disposed of to landfill from the Whangarei District.
- Use of litter bins for general rubbish (including the Whananaki South Molok) by holiday makers.

### 3 Policies, plans and regulation

#### 3.1 Summary of guiding policies, plans and legislation that affect the WMMP

There is wide a range of statutory documents and associated policy that impacts on waste minimisation and management in the Whangarei District. These are summarised in [Table 3](#) with further detail provided in the 2017 Waste Assessment (Appendix A).

Table 3 Selected relevant policy for waste in Whangarei District

| Whangarei District                          | Northland Region                       | National  |
|---|--|---|
| Whangarei Long Term Plan 2015-2025          | Northland Regional Policy Statement    | Waste Minimisation Act 2008                     |
| Whangarei Solid Waste Asset Management Plan | Northland Regional Air Quality Plan    | Health Act 1956                                 |
| Whangarei Solid Waste Management Bylaw 2013 | Northland Regional Coastal Plan        | Hazardous Substances and New Organisms Act 1996 |
| Whangarei District Plan                     | Northland Regional Water and Soil Plan | Resource Management Act 1991                    |
|   |  | Local Government Act 2002                       |
|   |  | Climate Change Response Act 2002                |
|   |  | NZ Waste Strategy 2010                          |
|   |  | NZ Emissions Trading Scheme                     |

#### 3.2 Statutory requirements

A WMMP must contain a summary of the council's objectives, policies and targets for waste management and minimisation. The plan should clearly communicate how the council will deliver on these objectives.

Section 43 of the WMA states that a WMMP must provide for:

- a *objectives and policies for achieving effective and efficient waste management and minimisation within the territorial authority's district*
- b *methods for achieving effective and efficient waste management and minimisation within the territorial authority's district, including -*
  - i *collection, recovery, recycling, treatment, and disposal services for the district to meet its current and future waste management and minimisation needs (whether provided by the territorial authority or otherwise); and*
  - ii *any waste management and minimisation facilities provided, or to be provided, by the territorial authority; and*
  - iii *any waste management and minimisation activities, including any educational or public awareness activities, provided, or to be provided, by the territorial authority*
- c *how implementing the plan is to be funded*
- d *if the territorial authority wishes to make grants or advances of money in accordance with section 47, the framework for doing so.*

A WMMP must have regard to the waste hierarchy, the New Zealand Waste Strategy, and a council's most recent waste assessment.

## 4 Vision, goals, objectives and targets

### 4.1 Background

The preparation of the 2017 Waste Assessment included a review of the Vision - Goals Objectives framework set out in the previous 2011 Waste Minimisation and Management Plan. The relationship between Vision, Goals and Objectives is illustrated in [Figure 5](#)<sup>7</sup> and defined in [Table 4](#)<sup>7</sup>.

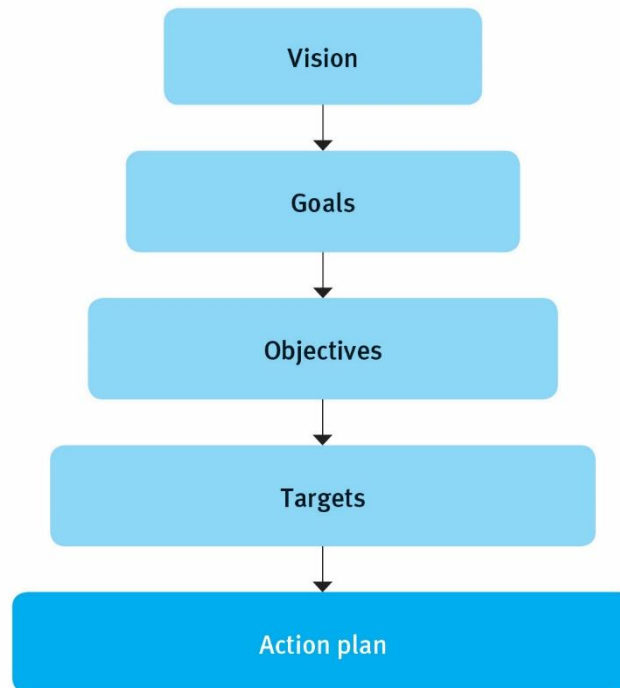


Figure 5: Vision, goals, objectives and targets

[Table 4](#) provides definitions for vision, goals, objectives and targets.

Table 4 Definitions for vision, goals, objectives and targets (adapted from MfE 2015)

|           |  |
|-----------|--|
| Vision    | Whangarei's aspirational outcome - providing an overall direction and focus.   |
| Goal      | What a Whangarei wants to achieve through the WMMP. The goal is not aspirational, it is achievable. It is a major step in achieving Council's vision for the WMMP. |
| Objective | The specific strategies and policies to support the achievement of the goals. Objectives are 'SMART' (specific, measurable, achievable, relevant and timely).      |
| Target    | A clear and measurable way to determine how well the council is achieving its goals. Targets should also be SMART.   |

<sup>7</sup> Sourced from Waste Assessments and Waste Management and Minimisation Planning – A Guide for Territorial Authorities, MfE 2015.

## 4.2 Vision, goals, objectives and targets

The vision for waste minimisation and management in the Whangarei District is<sup>8</sup>:

~~To deliver community benefits and reduce waste. Whangarei businesses and households will be provided with efficient and effective waste minimisation and management services.~~

To deliver community benefits and ~~reduce work towards zero~~ waste to landfill. Whangarei businesses and households will be provided with efficient and effective waste minimisation and management services that recognise waste as a valuable resource.

The goals for waste minimisation and management in the Whangarei District are to:

- 1 Avoid and reduce waste where we can.
- 2 Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.
- 3 Maximise community benefits - treat waste as a valuable resource, employment, multi-use facilities, cost effective services.

The objectives for waste minimisation and management in the Whangarei District are:

- 1 To avoid creating waste
- 2 To make it easy to recycle
- 3 To ensure households and businesses have access to safe disposal of residual waste
- 4 To create opportunities for Whangarei District - jobs, new products, more efficient businesses
- 5 To reduce illegal dumping
- 6 To improve community understanding of issues and opportunities for waste minimisation and management in the Whangarei District.
- 7 To have a wealthier, healthier District through waste reduction initiatives and behavioural change.

~~Table 5~~ ~~Table 5~~ provides a summary of the vision, goals and objectives presented above and associated targets for waste minimisation and management in the Whangarei District.

### ~~NOTES FOR DISCUSSION WITH COUNCIL~~

- ~~— An alternative vision is offered bringing in aspirational reference to zero waste and recognising waste as a valuable resource.~~
- ~~— Goal three could be amended to explicitly recognise that waste is (or can be) a valuable resource~~
- ~~— Objective 1 is difficult to achieve at a local level but central government has policy tools available to influence consumer and business behaviour including product stewardship. There is a new action to commit Council to engaging in national policy debate with as a key mechanism in helping Council to contribute to achieving this Goal 1 and Objective 1.~~
- ~~— Targets (next page) for discussion. Balance is achieving reduction of waste vs private and ratepayer funds invested in doing so.~~  
~~Target 1.1 With waste generation typically increasing holding at the current level would be a good outcome. Council has limited means to influence this measure with many of the potential policy tools requiring central government action (see discussion and new actions around engaging in national policy debate)~~

<sup>8</sup> This vision has been developed in workshops with Whangarei District Council Councillors and staff.

~~Target 2.1 Kerbside recycling rate is related to service. Crate based service will achieve up to 30-35%, wheelie bin + crate (glass) will achieve up to 35-45%. Crate and wheelie bin based services are likely to be a similar cost, estimated at 2.2M per year, up from around 1.2 M for the current contract. Adding organic waste collection will increase total recycling at kerbside to 50-60% depending on materials collected. This is likely to cost an additional 1.5-2.5M per year. There is an action to investigate organic waste collection for the Whangarei District in detail.~~

~~Recycling at transfer stations over 50% relies on replicating and building on the current activity at ReSort across the rural transfer station network. This involves a focus on relatively 'easy' materials including metals, green waste and timber. There is an action to investigate sorting of construction and demolition (C&D) and commercial and industrial (C&I) waste.~~

- ~~— One option for realising local employment opportunities is to consider sorting of recyclable materials in Whangarei. This could include materials collected at kerbside and/or 'dry' materials from transfer stations. This is attractive from a broader economic activity and waste diversion perspective but is likely to require investment from Council to establish and potentially operate.~~
- ~~— Collection of bulky waste with associated recovery (probably focussed on reusable items, e-waste, metals and timber) is potentially another way to increase recovery. The design of a bulky waste solution should consider recovery, illegal dumping and interaction with household use of transfer stations. There is an action to investigate a bulky waste collection.~~

Table 5 Vision - Goals - Objectives - Targets

| Vision: <i>To deliver community benefits and reduce waste. Whangarei businesses and households will be provided with efficient and effective waste minimisation and management services.</i> |  |   |
|--|--|---|
| Objective  | Relevant Goal(s)   | Target(s)   |
| 1. <i>To avoid creating waste</i>  | 1. Avoid and reduce waste where we can.<br>3. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.  | 1.1 <b>To maintain or reduce the total quantity of waste generated-disposed of to landfill in Whangarei (refuse and recycling collected at kerbside, through transfer stations and direct to landfill) on a per capita basis. The current figure is 800-570 kg per person. Waste generation-disposal &lt; 8500 kg per person each year by 2020</b>  |
| 2. <i>To make it easy to recycle</i>   | 1. Avoid and reduce waste where we can.<br>2. Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.<br>3. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services. | 2.1 <i>Increase in the proportion of material captured for recycling at kerbside and transfer stations. The current figures are 25 % and 44 % respectively. Kerbside recycling &gt; 35 % by 2020</i><br><b>Recycling, composting and reuse</b> at Refuse Transfer stations > 50 % by 2020<br>2.2 <i>95 % of people are satisfied with their recycling service. 2015/16 (Currently 95 % satisfaction vs Annual Plan Target 85 %). Residents satisfaction &gt; 85 %</i> |
| 3. <i>To ensure households and businesses have access to safe disposal of residual waste</i>   | 2. Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.<br>3. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.  | 3.1 <i>Satisfaction with kerbside refuse and transfer station services. Currently 95 % satisfaction vs Annual Plan Target 85 %.</i><br><i>Residents satisfaction &gt; 85 %</i>  |

| Vision: <i>To deliver community benefits and reduce waste. Whangarei businesses and households will be provided with efficient and effective waste minimisation and management services.</i> |  |   |
|--|--|---|
| Objective  | Relevant Goal(s)   | Target(s)   |
| 4. <i>To create opportunities for Whangarei District - jobs, new products, more efficient businesses</i>   | <ol style="list-style-type: none"> <li>1. Avoid and reduce waste where we can.</li> <li>2. Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.</li> <li>3. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.</li> </ol> | <p>4.1 To publish a summary of available data on waste generation and management with each annual report.<br/><i>Summary data published in Annual Report</i><br/><i>To create a grant scheme to support new initiatives to reduce waste</i></p>   |
| 5. <i>To reduce illegal dumping</i>  | <ol style="list-style-type: none"> <li>2. Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.</li> </ol>  | <p>5.1 Reduction in illegal dumping incidents and quantity of material illegally dumped in the Whangarei District.<br/>Quantity of illegally dumped waste &lt; 2015/16 figure<br/>The number of illegal dumping incidents is &lt; 2015/16 figure.</p> <p>5.2 Residents satisfaction with litter and illegal dumping.<br/>Currently 87 % satisfaction vs Annual Plan Target 75 %.<br/>Residents satisfaction &gt; 75 %</p> |
| 6. <i>To improve community understanding of issues and opportunities for waste management in the Whangarei District.</i>   | <ol style="list-style-type: none"> <li>1. Avoid and reduce waste where we can.</li> <li>2. Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.</li> <li>3. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.</li> </ol> | <p>6.1 Schools programmes delivered by Council<br/>Five new school adopt Waste Wise Schools programme each year.</p> <p>6.2 Council (or contractors) promote waste minimisation at events in the District.<br/><i>Council promotes waste minimisation at &gt; five events in the District each year.</i></p>  |



### 4.3 Council's intended role

Council will continue to adopt a largely user pays approach to delivery of waste transfer and disposal services in the District. Where there are services with a public good component, Council will provide funding in whole or in part. Examples include kerbside recycling, rural transfer stations, servicing of litter bins, cleaning up illegal dumping, and the management of historic closed landfills.

Council will continue to own and support the operation of some key infrastructure for waste minimisation and management in the District. This includes the rural transfer station network and Whangarei infrastructure (Puwera and ReSort) through the Northland Regional Landfill Limited Partnership.

Council will provide information on waste minimisation and management to the community and make staff available for education purposes. Council will also work closely with other promoters of effective waste minimisation and management including Northland Regional Council and the Waste Management Institute WasteMINZ Behaviour Change Sector Group.

Council recognises that many local waste management issues are more effectively managed through coordinated activity at a national level. Council will collaborate with central government, local government organisations, non government organisations (NGO) and other key stakeholders to progress national activity on resource efficiency and waste management issues. This may include advocating for product stewardship schemes for challenging waste streams (e-waste, tyres, packaging, rural waste), highlighting the role of other national policy including application of the waste levy and regulation of waste management activity.

#### ~~NOTES FOR DISCUSSION WITH COUNCIL~~

~~— Added to highlight the role of national policy and opportunity for Council to collaborate with like minded organisations to progress debate on policy and related activity at a national level.~~

### 4.4 Protecting public health

Waste, particularly putrescible and hazardous waste, has the potential to be detrimental to health. Therefore, a key objective of any waste minimisation and management system is to protect public health. The risk of public health impacts can be significantly reduced by avoiding, where possible, and carefully managing, where not, contact with waste. In practice this means:

- Containing waste effectively, including:
  - Providing appropriate containers at point of generation e.g. workspace, kitchen, etc.
  - Providing appropriate containers for storing waste prior to collection - these may be reusable (wheelie bins) or single use (rubbish bags).
  - Providing dedicated public drop of areas at transfer stations and landfills
  - Regular collection and disposal.
  - Suitable collection and transport vehicles.
  - Disposal at a well constructed and operated landfill including provision of appropriate barrier systems such as base liner and adequate daily, intermediate and final cover.
- Excluding as far as possible vermin<sup>9</sup> that may spread waste or associated contaminants.

<sup>9</sup> For example rodents, other stray animals, insects (flies, wasps).

The measures proposed in the WMMP have been developed with public health objectives at the forefront.

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## 5 Options for achieving effective and efficient waste management and minimisation

### 5.1 Introduction

Section 51 of the WMA requires that a Waste Assessment contain a statement of options available to meet the forecast demands of the district with an assessment of the suitability of each option.

This section summarises the identification and evaluation of options to meet the forecast demands of the district and to meet the goals set out in Section 2.2. The Detailed evaluation is set out in the Waste Assessment with preferred options incorporated into this WMMP as methods and featured in the Action Plan.

For the Whangarei District the total quantity of waste generated is forecast to increase over the life of this plan in line with population and economic activity. Infrastructure planning needs to take account of this growth.

The available data suggests that there is potential to increase the diversion of material from the current estimate of around 30 % across the waste management system. There are also ongoing issues with illegal dumping, challenges with obtaining robust data on waste and recycling activity and the potential for increasing quantities of materials entering the waste stream from rural properties. The focus of option identification and evaluation has been addressing these issues alongside meeting forecast demands.

### 5.2 Identifying options

There are a wide range of approaches to providing waste minimisation and management services and programmes that could be adopted in Whangarei. A useful way to consider options is the model set out in [Figure 6](#).

Effective waste minimisation and management relies on a combination of infrastructure (including collection), education/information and regulation or policy, with the right data informing strategic and operational decision making.

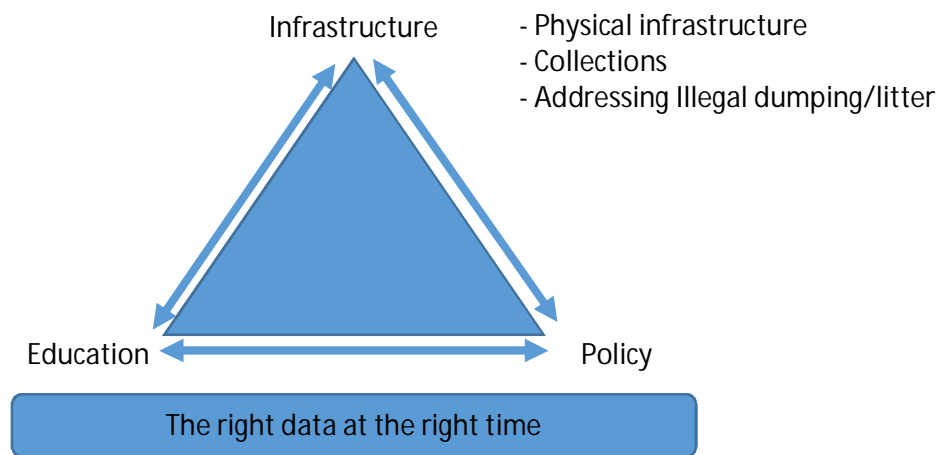


Figure 6: Effective Waste Minimisation and Management

For this **Waste Minimisation and Management Plan** ~~waste assessment~~ options have been identified by considering key challenges for waste minimisation and management in the Whangarei District (Refer Section 2.3.2-3), referencing approaches adopted elsewhere and looking for new solutions

where appropriate. Options have also been considered with reference to the current recovery rates of key materials<sup>10</sup>.

Based on the model set out in [Figure 6](#) options considered can be grouped as follows.

#### Infrastructure

- Providing collection services - collection of waste, recyclable materials (at kerbside or transfer station), organic waste and/or bulky items, litter bins;
- Providing physical infrastructure - fixed location or mobile drop off facilities, waste sorting, waste processing and/or disposal facilities;
- Managing the negative impacts of waste - litter/illegal dumping clean-up, [hazardous waste](#), closed landfills

#### Education

- Changing behaviour - education programmes targeting schools, businesses and/or households;
- [Information for households and businesses to ensure that the value of materials collected for recovery is maximised;](#)
- Contributing to national education/information programmes

#### Policy

- Implementation of licensing provisions in the existing by-law (service level, litter, data provision);
- Data collection via licensing of waste operators (as above);
- Targeted data collection, for example waste surveys;
- Making information on waste issues and opportunities available;
- Grant co-funding for projects that deliver on the goals and objectives for waste minimisation and management;
- [Collaborating with central government, local government organisations, non government organisations \(NGO\) and other key stakeholders to progress national activity on waste minimisation and management policy<sup>11</sup>.](#)

These options focus on the priority waste streams identified through the review of the current situation in Section [22](#) and summarised in [Table 6](#).

Table 6 Priority wastes and waste sources

| Recyclable materials | Other materials requiring active management include: | Waste sources           |
|----------------------|--|-------------------------|
| • Paper/Cardboard    | • Hazardous waste                                    | • Rural waste           |
| • Plastics           | • Difficult or special waste                         | • Industrial processing |
| • Organic Waste      | • General waste                                      |                         |
| • Metals             |  |                         |
| • Glass              |  |                         |
| • Timber             |  |                         |

<sup>10</sup> Key materials include paper/card, plastics, glass, organic waste, metals, glass and timber

<sup>11</sup> [Including health and safety policy and guidance relating to kerbside collections.](#)

### 5.3 Options for the future

A range of options have been considered. These include:

- Collections - a range of kerbside recycling services, bag and wheelie bin based refuse collection, kerbside collection of organic waste.
- Transfer stations - optimising rural transfer station network, sorting of commercial and construction waste.
- Education - continuing with the schools education and promoting existing services and waste reduction via Council communications channels (website, media releases).
- Policy - implementation of licensing under the existing waste by-law, providing for grant funding of waste minimisation activities, regular reporting on waste minimisation and management.

Based on the analysis and discussion presented in the Waste Assessment the following actions are proposed.

#### Infrastructure actions

- Progress procurement for a new refuse collection contract as a continuation of the existing service (user pays refuse bags) with a strong focus on managing health and safety. An 80 L wheelie bin based service may be considered in the future.
- Progress procurement for a new recycling collection contract ~~targeting a 240 L wheelie bin for all recyclable materials~~ with a focus on quality of materials collected, convenience and safety of collections staff and the general public. Separate glass collection and options for difficult collections will be considered as part of the procurement process.
- Progress procurement for a new rural transfer station operations contract with a focus on increasing the recovery of materials and maintaining a high level of service for rural communities.
- Complete detailed analysis of organic waste collection options including the status quo (private sector services), a food and garden waste collection and food waste only collection.
- Complete detailed analysis<sup>12</sup> of optimising services for bulky household waste including the role of ReSort, the rural transfer station network and potential bulky waste collections.
- Complete detailed analysis of sorting of C&I and/or C&D waste prior to disposal of residual material.
- Work with the community on options for litter bins with a focus on holiday areas where issues are currently occurring.
- Work with producers and importers to improve the management of hazardous waste, including providing options in the District for specific waste streams like e-waste.

#### Education actions

- Continue to update and maintain information on waste and recycling collection and drop off services in the Whangarei District.
- Implement clear information and education to promote the effective use of recycling services.
- Disseminate information to all residents (including holiday makers/temporary residents)
- Maintaining school education programme
- Support Northland Regional Council environmental education activities for schools, homes and businesses.

<sup>12</sup> Consider cost of service, diversion of materials, fairness/equity, safety and environmental protection (illegal dumping).

- Provide information to the community about the negative impact of illegal dumping and alternatives available to the community (kerbside collection, commercial skip bins and transfer stations).

#### Policy Actions

- Develop criteria for making grants available from Council's allocation of Waste Levy funds. Provisionally criteria will be based on contribution to the Vision, Goals and Objectives for waste minimisation and management with consideration of co-funding. Applications for funding should also be assessed for their ability to deliver the promised benefits i.e. due diligence on organisation capability, governance and accountability. Consideration also needs to be given to ensuring that funding supports new or expanded activities rather than supporting the status quo.
- Develop an implementation plan for the existing Solid Waste Management Bylaw 2013. This will focus on implementing licensing (Part 9) including reporting arrangements. With a relatively small number of collection providers operating in the District, Council is in a position to develop pragmatic but effective reporting requirements. This will require consultation with the collection providers prior to formally notifying the license regime. Council should target implementation of a licencing regime in 2017.
- Continue to report on progress against the targets in the WMMP in Annual Reports.
- Collaborate with central government, local government organisations, non government organisations (NGO) and other key stakeholders to progress national activity on waste minimisation and management policy<sup>13</sup>.
- Continue to actively address illegal dumping activity including where possible identifying perpetrators and if required undertaking clean-up activity.

#### NOTES FOR DISCUSSION WITH COUNCIL

- ~~Recycling collection amended to highlight focus on product quality, safety and capacity.~~
- ~~Clear action added around rural transfer station operations with a focus on materials recovery and level of service for rural communities.~~
- ~~Education to support effective recycling service added.~~
- ~~Education to highlight impact of illegal dumping, alternatives and invite reporting of offenders.~~
- ~~Clarified grant funding to explicitly avoid funding existing activities or replicating existing initiatives.~~
- ~~Action added to pick up the Product Stewardship Council suggestion that Council explicitly commit to supporting debate on waste issues at a national level. This and the earlier discussion could identify issues of concern to Council but it may be more flexible to commit to engaging in the national debate with Council able to change (add to or change relative priority) areas of focus over time within the scope of the proposed action.~~
- ~~Action added to reflect current Council activity on illegal dumping enforcement.~~

<sup>13</sup> Including health and safety policy and guidance relating to kerbside collections.

## 6 Funding the plan

### 6.1 Plan implementation funding

The funding of the implementation of this WMMP will come from user charges, rate payer funds and levy payments returned to the Council.

User charges will fund kerbside refuse collection and the disposal or management of materials at Transfer Stations.

Ratepayer funds will provide public good focussed services. Examples include roadside recycling collection, supporting transfer station operations where user charges are not adequate to cover the full cost of operation, illegal dumping clean-ups, litter bin servicing, licensing implementation, education activities and reporting on plan implementation.

Levy payments direct to Council will fund waste education and kerbside recycling (in part) i.e. activities that promote or achieve the Goals and Objectives of this Plan. Council may also elect to apply to the Waste Minimisation Fund to fund specific projects.

Details of funding sources, quantities and allocation can be found in Council's Long Term Plan and Annual Plan updates to the Long Term Plan.

### 6.2 Grants and advances of monies

As part of the implementation of the WMMP, Council will develop criteria for making grants available from its allocation of Waste Levy funds. The amount of money available for grants will be determined as part of the Annual Plan process.

Criteria will be based on the funded activities contribution to promoting and achieving the vision, goals and objectives for waste minimisation and management. Activities with co-funding will be preferred with Council expecting 50 % or more contribution from partners other than Council.

Applications for funding will also be assessed for their ability to deliver the promised benefits. Specific areas for assessment will include organisation capability to deliver the project, governance arrangements, accountability and track record in delivering similar projects. Consideration will also be given to ensuring that funding supports new or expanded activities rather than supporting the status quo.

### 6.3 Waste minimisation levy expenditure

Waste minimisation levy funds returned to Council fully fund current waste education activity and contribute to the costs of the roadside recycling service.

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## 7 Monitoring, evaluating and reporting progress

This WMMP will only have an impact in the Whangarei District if appropriate action is taken to achieve the Vision - Goals - Objectives. The Targets (Section [4.24.2, Table 5Table 5](#)) provide the mechanism for a high level measure of progress. Monitoring will focus on gathering data to evaluate and report on progress against these targets.

### 7.1 Monitoring and evaluation

The assessment of the current situation has highlighted gaps in waste generation, collection, processing and management information for the Whangarei District. In some area information exists but is not available to Council<sup>14</sup>, while in others, data is not currently available<sup>15</sup>.

Progress in achieving the Vision - Goals - Objectives of this Plan will be monitored by reviewing the data outlined in [Table 7Table 7](#).

Table 7 Data source and description

| Data Source                                     | Information   | Comment                                 |
|---|---|---|
| Council contractors                             | Illegal dumping, Litter (bins, clean-up)<br>Roadside refuse<br>Roadside recycling<br>Transfer station refuse<br>Transfer station recycling/recover        | Contract reporting                      |
| Northland Regional Landfill Limited Partnership | ReSort refuse<br>ReSort recycling and recovery  | Partnership reporting                   |
| Other collectors                                | Kerbside/business refuse  | By-law data requirements                |
| Waste processor                                 | Materials processed   | By-law data requirements                |
| Council contact database                        | Illegal dumping incidents   |   |
| Customer surveys                                | Residents satisfaction  |   |
| Council Activity Reporting (Annual Report)      | By-law implementation (licensing)<br>Data summary   |   |
| Targeted data collection                        | Solid Waste Analysis Protocol Surveys (waste composition)<br>Kerbside collection surveys (participation, set out rates)<br>Recycling contamination survey | Contract requirement or targeted survey |

Some of the activities in the Action Plan are focussed on securing the information noted in [Table 7Table 7](#). For example introducing licensing (based on the existing by-law) and improving reporting under existing and future Council contracts.

Evaluation of the data collected will focus on measuring progress against the targets set out in Section [4.24.2, Table 5Table 5](#). The periodic review of the Action Plan (see Section [89](#) of the Action Plan) will consider how effective the actions underway or completed have been in achieving the Vision - Goals - Objectives of this Plan.

<sup>14</sup> For example regarding private sector collection services.

<sup>15</sup> For example regarding the number of households participating in the kerbside recycling collection service.



## 7.2 Reporting

Progress on implementing this Plan will be reporting in the Council's Annual Report. Reporting will note current performance against the targets based on available information. In the early stages implementation of the Plan it is likely that there will be significant gaps in the available data limited Council's ability to quantify progress.

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Part B – Action Plan

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## 8 Introduction

This Action Plan sets out the programme of action for achieving the Vision - Goals - Objectives and targets of the WMMP, as described in Part A – Strategy (Section 44). Some Section from Part A are repeated here to allow the Action Plan to stand alone if required.

This Action Plan covers the full life (six years) of the WMMP however it provides more detail for years one and two. The Action plan sets out actions with operational and financial implications for Council.

Consistent with Council's operational planning obligations under the Local Government Act 2002, activities set out in this Action Plan will need to be reflected in the relevant Long Term Plan and Annual Plan<sup>16</sup>. This means the WMMP should be reviewed as part of the annual planning process (with a focus on 12-18 months of future activity) and Long Term Planning process (with a focus on a 3-5 year horizon).

The operational planning and funding implications of the activities set out in this Action Plan are noted in the Action Planning tables.

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<sup>16</sup> Currently 2015-2025 Long Term Plan and 2016/17 Annual Plan

## 9 Funding structure [see also Part A, section 6]

### 9.1 Plan implementation funding

The funding of the implementation of this WMMP will come from user charges, rate payer funds and levy payments returned to the Council.

User charges will fund kerbside refuse collection and the disposal or management of materials at Transfer Stations.

Ratepayer funds will provide public good focussed services. Examples include roadside recycling collection, supporting transfer station operations where user charges are not adequate to cover the full cost of operation, illegal dumping clean-ups, litter bin servicing, licensing implementation, education activities and reporting on plan implementation.

Levy payments direct to Council will fund waste education and kerbside recycling (in part) i.e. activities that promote or achieve the Goals and Objectives of this Plan. Council may also elect to apply to the Waste Minimisation Fund to fund specific projects.

Details of funding sources, quantities and allocation can be found in Council's Long Term Plan and Annual Plan updates to the Long Term Plan.

### 9.2 Grants and advances of monies

As part of the implementation of the WMMP, Council will develop criteria for making grants available from its allocation of Waste Levy funds. The amount of money available for grants will be determined as part of the Annual Plan process.

Criteria will be based on the funded activities contribution to promoting and achieving the vision, goals and objectives for waste minimisation and management. Activities with co-funding will be preferred with Council expecting 50 % or more contribution from partners other than Council.

Applications for funding will also be assessed for their ability to deliver the promised benefits. Specific areas for assessment will include organisation capability to deliver the project, governance arrangements, accountability and track record in delivering similar projects. Consideration will also be given to ensuring that funding supports new or expanded activities rather than supporting the status quo.

### 9.3 Waste minimisation levy expenditure

Waste minimisation levy funds returned to Council fully fund current waste education activity and contribute to the costs of the roadside recycling service.

## 10 Targets and measurement

The Targets set out in Section [4.24.2](#), [Table 5](#) of Part A of this Plan provide the mechanism for a high level measure of progress. Monitoring will focus on gathering data to evaluate and report on progress against these targets, inform refinement of existing actions and development of future actions.

Progress in achieving the Vision - Goals - Objectives of this Plan will be monitored by reviewing the data outlined in [Table 8](#) (repeating [Table 7](#) from Section [7](#)).

Table 8 Data source and description

| Data Source                                     | Information   | Comment                                 |
|---|---|---|
| Council contractors                             | Illegal dumping<br>Litter (bins, clean-up)<br>Roadside refuse<br>Roadside recycling<br>Transfer station refuse<br>Transfer station recycling/recovery     | Contract reporting                      |
| Northland Regional Landfill Limited Partnership | ReSort refuse<br>ReSort recycling and recovery  | Partnership reporting                   |
| Other collectors                                | Kerbside/business refuse  | By-law data requirements                |
| Waste processor                                 | Materials processed   | By-law data requirements                |
| Council contact database                        | Illegal dumping incidents   |   |
| Customer surveys                                | Residents satisfaction  |   |
| Council activity reporting (Annual Report)      | By-law implementation (licensing)<br>Data summary   |   |
| Targeted data collection                        | Solid Waste Analysis Protocol Surveys (waste composition)<br>Kerbside collection surveys (participation, set out rates)<br>Recycling contamination survey | Contract requirement or targeted survey |

Some of the activities in this Action Plan are focussed on securing the information noted in [Table 8](#). For example introducing licensing (based on the existing by-law) and improving reporting under existing and future council contracts.

Periodic review of the Action Plan (see Section [89](#) of the Action Plan) will consider how effective the actions underway or completed have been in achieving the Vision - Goals - Objectives of this Plan. [Table 9](#) links Targets to measures noted in [Table 8](#). [Table 10](#) provides definitions for key measures.

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Table 9 Measuring progress against targets

| Target  | Measure   |
|---|---|
| 1.1 To reduce the total quantity of waste generated-disposed of landfill (refuse and recycling collected at kerbside, through transfer stations and direct to landfill) on a per capita basis | Tonnes of waste generated-disposed of to landfill per capita                |
| 2.1 Increase in the proportion of material captured for recycling at kerbside and transfer stations   | Tonnes of waste recycled per year / tonnes of waste and recycling collected |
| 2.2 Satisfaction with kerbside and transfer station recycling services  | Residents satisfaction survey results                                       |
| 3.1 Satisfaction with kerbside and transfer station refuse services   | Residents satisfaction survey results                                       |
| 4.1 To publish a summary of available data on waste generation and management with each annual report   | Summary reporting on WMMP in Annual Report                                  |
| 5.1 Reduction in illegal dumping incidents and quantity of material illegally dumped in the Whangarei District  | Number of incidents and quantity of illegally dumped material               |
| 5.2 Satisfaction with litter and illegal dumping service  | Residents satisfaction survey results                                       |
| 6.1 5 new schools adopt Waste Wise Schools each year  | Waste education contract reporting  |
| 6.2 WDC promote waste minimisation at events within the District  | Waste education contract reporting  |

Table 10: Measure definitions

| Measure  | Definition   |
|--|--|
| Tonnes of waste disposed of to landfill per capita | Total quantity of waste disposed of to landfill, recovered and recycled (from contract and by-law reporting) divided by Whangarei's usually Resident Population (Statistics New Zealand) |
| Tonnes of waste recycled per year                  | Total quantity of waste recycled or recovered (from contract and by-law reporting) divided by Whangarei's usually Resident Population  |
| Residents satisfaction                             | [Measure as defined in LTP 2015-2025]  |
| Tonnes of illegal dumped material                  | Total quantity of illegally dumped material collected by Whangarei District contractors per year.  |

## 11 Action plan

The Action Plan, as set out in the following pages, has been developed to assist the Council and community to work towards achieving the Vision - Goals - Objectives set out in the WMMP. Where actions have operational or financial implications they need to be confirmed in the Council's core planning documents - the Long Term Plan and Annual Plan.

The WA recommended the following options be included in an Action Plan:

### Infrastructure actions

- Progress procurement for a new refuse collection contract as a continuation of the existing service (user pays refuse bags). An 80L wheelie bin based service may be considered in the future.
- Progress procurement for a new recycling collection contract with a focus on quality of materials collected, convenience and safety of collections staff and the general public ~~targeting a 240-L wheelie bin for all recyclable materials~~. Separate glass collection and options for difficult collections will be considered as part of the procurement process.
- Progress procurement for a new rural transfer station operations contract with a focus on increasing the recovery of materials and maintaining a high level of service for rural communities.
- Complete detailed analysis of organic waste collection options including the status quo (private sector services), a food and garden waste collection and food waste only collection.
- Complete detailed analysis<sup>17</sup> of optimising services for bulky household waste including the role of ReSort, the rural transfer station network and potential bulky waste collections.
- Complete detailed analysis of sorting of C&I and/or C&D waste prior to disposal of residual material.
- Work with the community on options for litter bins with a focus on holiday areas where issues are currently occurring.
- Work with producers and importers to improve the management of hazardous waste, including providing options in the District for specific waste streams like e-waste.

### Education actions

- Continue to update and maintain information on waste and recycling collection and drop off services in the Whangarei District.
- Implement clear information and education to promote the effective use of recycling services.
- Disseminate information to all residents (including holiday makers/temporary residents) including national programmes like Love Food Hate Waste.
- Maintaining school education programme.
- Support Northland Regional Council environmental education activities for schools, homes and businesses.
- Provide information to the community about the negative impact of illegal dumping and alternatives available to the community (kerbside collection, commercial skip bins and transfer stations).

### Policy actions

<sup>17</sup> Consider cost of service, diversion of materials, fairness/equity, safety and protection of the environment (illegal dumping).

- Develop criteria for making grants available from Council's allocation of Waste Levy funds. Provisionally criteria will be based on contribution to the Vision, Goals and Objectives for waste minimisation and management with consideration of co-funding. Applications for funding should also be assessed for their ability to deliver the promised benefits i.e. due diligence on organisation capability, governance and accountability. Consideration also needs to be given to ensuring that funding supports new or expanded activities rather than supporting the status quo.
- Develop an implementation plan for the existing Solid Waste Management Bylaw 2013. This will focus on implementing licensing (Part 9) including reporting arrangements. With a relatively small number of collection providers operating in the District, Council is in a position to develop pragmatic but effective reporting requirements. This will require consultation with the collection providers prior to formally notifying the license regime. Council should target implementation of a licencing regime in 2017.
- Continue to report on progress against the targets in the WMMP in Annual Reports.
- Collaborate with central government, local government organisations, non government organisations (NGO) and other key stakeholders to progress national activity on waste minimisation and management policy<sup>18</sup>.
- Continue to actively address illegal dumping activity including where possible identifying perpetrators and if required undertaking clean-up activity.

#### NOTES FOR DISCUSSION WITH COUNCIL

- ~~Recycling collection amended to highlight focus on product quality, safety and capacity.~~
- ~~Clear action added around rural transfer station operations with a focus on materials recovery and level of service for rural communities.~~
- ~~Education to support effective recycling service added~~
- ~~Education to highlight impact of illegal dumping, alternatives and invite reporting of offenders.~~
- ~~Clarified grant funding to explicitly avoid funding existing activities or replicating existing initiatives.~~
- ~~Action added to pick up the Product Stewardship Council suggestion that Council explicitly commit to supporting debate on waste issues at a national level. This and the earlier discussion could identify issues of concern to Council but it may be more flexible to commit to engaging in the national debate with Council able to change (add to or change relative priority) areas of focus over time within the scope of the proposed action.~~
- ~~Action added to reflect current Council activity on illegal dumping enforcement.~~

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<sup>18</sup> Including health and safety policy and guidance relating to kerbside collections.



## 11.1 Action planning tables

Table 11 Infrastructure Actions

| Action   | Timeline                                       | Funding   | Objective(s)      | Target(s)                 |
|--|--|---|-------------------|---------------------------|
| a. Procure a roadside refuse collection contract based on the current contract (user pays refuse bag collection).  | December 2017                                  | User charges (existing)   | 3                 | 3.1                       |
| b. Procure a roadside recycling collection contract with a focus on increasing capacity, materials quality and health and safety performance.  | December 2017                                  | Targeted rate (existing)  | 2, 4              | 2.1, 2.2, 4.1             |
| <u>c.</u> <u>Progress procurement for a new rural transfer station operations contract with a focus on increasing the recovery of materials and maintaining a high level of service for rural communities.</u> | <u>December 2017</u>                           | <u>User charges (existing)</u><br><u>Targeted rate (existing)</u> | <u>2, 3, 4, 5</u> | <u>2.1, 3.1, 5.1, 5.2</u> |
| <del>c.d.</del> Promote existing organic waste reduction and diversion services<br>Green waste composting (Keri Green, ReSort, Transfer Stations, Avoco, Greenfingers)<br>Food waste (Food Rescue)             | <del>July 2018</del><br>( <del>Ongoing</del> ) | Rates (existing)  | 2, 4              | 1.1, 2.1                  |
| <del>c.e.</del> Promote waste reduction<br>Reusable packaging<br>Food waste reduction (Love Food, Hate Waste)  | <del>July 2017</del><br>( <del>Ongoing</del> ) | Rates (existing)  | 1, 4              | 1.1                       |
| <del>c.f.</del> Complete detailed analysis of organic waste collection options including the status quo (private sector services), a food and garden waste collection and food waste only collection.          | July 2019                                      | Rates (new)   | 2                 | 2.1                       |
| <del>c.g.</del> Complete detailed analysis of optimising services for bulky household waste including the role of ReSort, the rural transfer station network and potential bulky waste collections.            | July 2018                                      | Rates (new)   | 3, 5              | 3.1, 5.1                  |
| <del>c.h.</del> Complete detailed analysis of sorting of C&I and/or C&D waste prior to disposal of residual material.  | July 2020                                      | Rates (new)   | 2, 4              | 2.1, 4.1                  |
| <del>c.i.</del> Work with the community on options for litter bins with a focus on holiday areas where issues are currently occurring.   | July 2018                                      | Rates (new)   | 3, 5              | 3.1, 5.1, 5.2             |

|   |                |                    |                   |                      |
|---|----------------|--------------------|-------------------|----------------------|
| <u>j.</u> <u>Work with producers and importers to improve the management of hazardous waste, including providing options in the District for specific waste streams like e-waste.</u> | <u>Ongoing</u> | <u>Rates (new)</u> | <u>2, 3, 5, 6</u> | <u>2.1, 3.1, 5.1</u> |
|---|----------------|--------------------|-------------------|----------------------|

Table 12 Education Actions

| Action  | Timeline   | Funding                 | Objective(s)  | Target(s)       |
|---|--|-------------------------|---------------|-----------------|
| <u>k.</u> Continue to update and maintain information on waste and recycling collection and drop off services in the Whangarei District.  | Ongoing  | Rates (existing)        | 1, 2, 3, 6    | 4.1             |
| <u>l.</u> <u>Implement clear information and education to promote the effective use of commercial and Council run recycling services.</u>   | <u>As part of new contract roll-out and then ongoing</u> | <u>Rates (existing)</u> | <u>2</u>      | <u>2.1, 2.2</u> |
| <u>m.</u> Disseminate information to all residents (including holiday makers/temporary residents) on waste minimisation and management including available services.  | December 2017 and ongoing                                | Rates (existing)        | 1, 2, 3, 5, 6 |                 |
| <u>n.</u> Maintaining school education programme, support Northland Regional Council environmental education activities for schools, homes and businesses.  | Ongoing  | Rates (existing)        | 6             | 6.1, 6.2        |
| <u>o.</u> <u>Provide information to the community about the negative impact of illegal dumping and alternatives available to the community (kerbside collection, commercial skip bins and transfer stations).</u> | <u>Ongoing</u>   | <u>Rates (existing)</u> | <u>5, 6.1</u> | <u>5.1, 5.2</u> |

Table 13 Policy Actions

| Action   | Timeline  | Funding                         | Objective(s) | Target(s) |
|--|-----------|---------------------------------|--------------|-----------|
| <u>p.</u> Develop criteria for making grants available from Council's allocation of Waste Levy funds. Provisionally criteria will be based on contribution to the Vision, Goals and Objectives for waste minimisation and management with consideration of co-funding. Applications for funding should also be assessed for their ability to deliver the promised benefits i.e. due diligence on organisation capability, governance and accountability. | July 2018 | Rates or Waste Levy funds (new) | 1, 2, 4      | 1.1, 2.1  |
| <u>q.</u> Develop an implementation plan for the existing solid waste provisions in the District Bylaw (Part 4). This will focus on implementing licensing (Part 4,  | July 2018 | Rates (new)                     | 3, 4, 5      | 4.1       |

| Action  | Timeline | Funding          | Objective(s) | Target(s) |
|---|----------|------------------|--------------|-----------|
| Section 419) including reporting arrangements. With a small number of collection providers operating in the District Council is in a position to develop pragmatic but effective reporting requirements. This will require consultation with the collection providers prior to formally notifying the license regime. The target implementation for the licencing regime is by July 2018. |          |                  |              |           |
| <del>r.</del> Continue to report on progress against the targets in the WMMP in Annual Reports.   | Annually | Rates (existing) | 4, 6         | 4.1       |
| <del>s.</del> Collaborate with central government, local government organisations, non government organisations (NGO) and other key stakeholders to progress national activity on waste minimisation and management policy.   | Ongoing  | Rates (existing) | 1, 2, 3, 6   | 1.1       |
| <del>t.</del> Continue to actively address illegal dumping activity including where possible identifying perpetrators and if required undertaking clean-up activity.  | Ongoing  | Rates (existing) | 5            | 5.1       |

#### NOTES FOR DISCUSSION WITH COUNCIL

- ~~— Action b discussion in the body of the document has been amended to emphasise likely separate glass collection. H&S considerations mean it is unlikely to be feasible to continue with the current crate based kerbside sort. Procurement can target local sorting of co-mingled materials (paper, card, plastic, cans) provide employment. Any new contract will include key performance criteria related to contamination rates with the contractor incentivised to maximise the value of recyclables collected. Typical tools including random recycling bin audits, CCTV monitoring of bins as they are emptied and potential to remove recycling services for persistent offenders.~~
- ~~— Action c is within current Council activity i.e. replacing a current contract~~
- ~~— Action k is part of implementing a new service~~
- ~~— Action n is one aspect of increased emphasis on illegal dumping—information for those who don't understand alternatives and those who may be in apposition to report illegal dumping incidents.~~
- ~~— Action r picks up on the Product Stewardship Council suggestion that Council explicitly commit to supporting debate on waste issues at a national level. This and the earlier discussion could identify issues of concern to Council but it may be more flexible to commit to engaging in the national debate with Council able to change (add to or change relative priority) areas of focus over time within the scope of the proposed action.~~
- ~~— Action t reflects current Council activity on illegal dumping enforcement and links to Action n.~~

Table 14 TimeLine

| <u>2017/2018</u>   | <u>2018/19</u>  | <u>2019/20</u>   | <u>2020/21</u>  | <u>2021/22</u>  | <u>2022/23</u>  |
|--|---|--|---|---|---|
| <u>Infrastructure Services</u><br><u>Contracts</u><br><u>Refuse Collection</u><br><u>Kerbside Recycling</u><br><u>Rural Transfer Stations</u><br><u>Potential new services:</u><br><br><u>Investigations</u><br><br><u>Consider options for managing visitor (holiday areas) waste</u> | <u>Refuse Collection</u><br><u>Kerbside Recycling</u><br><u>Rural Transfer Stations</u><br><u>Household hazardous waste.</u><br><u>Collaborate with product owners on problem products e.g. e-waste</u><br><br><u>Complete study on organic waste collection.</u> | <u>Refuse Collection</u><br><u>Kerbside Recycling</u><br><u>Rural Transfer Stations</u><br><br><u>Complete study on bulky waste options</u><br><u>Complete study on C&amp;D and C&amp;I waste sorting.</u> | <u>Refuse Collection</u><br><u>Kerbside Recycling</u><br><u>Rural Transfer Stations</u><br><br><u>LTP Proposal for organic waste</u><br><u>LTP Proposal for bulky waste</u><br><u>LTP proposal on waste sorting</u> | <u>Refuse Collection</u><br><u>Kerbside Recycling</u><br><u>Rural Transfer Stations</u><br><u>Organic waste service</u><br><u>Bulky waste service</u> | <u>Refuse Collection</u><br><u>Kerbside Recycling</u><br><u>Rural Transfer Stations</u><br><u>Organic waste service</u><br><u>Bulky waste service</u><br><u>C&amp;D / C&amp;I waste service</u> |
| <u>Education / Information</u><br><u>Green waste and food waste services</u><br><u>Council services</u><br><u>For holidaymakers</u><br><u>Schools</u><br><u>Illegal dumping</u>  | <u>Green waste and food waste services</u><br><u>Council services</u><br><u>For holidaymakers</u><br><u>Schools</u><br><u>Illegal dumping</u>   | <u>Green waste and food waste services</u><br><u>Council services</u><br><u>For holidaymakers</u><br><u>Schools</u><br><u>Illegal dumping</u>  | <u>Green waste and food waste services</u><br><u>Council services</u><br><u>For holidaymakers</u><br><u>Schools</u><br><u>Illegal dumping</u>   | <u>Green waste and food waste services</u><br><u>Council services</u><br><u>For holidaymakers</u><br><u>Schools</u><br><u>Illegal dumping</u>         | <u>Green waste and food waste services</u><br><u>Council services</u><br><u>For holidaymakers</u><br><u>Schools</u><br><u>Illegal dumping</u>   |

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| <u>2017/2018</u>  | <u>2018/19</u>  | <u>2019/20</u>  | <u>2020/21</u>  | <u>2021/22</u>  | <u>2022/23</u>  |
|---|---|---|---|---|---|
| <u>Policy</u>   |   |   |   |   |   |
| <u>Develop grant funding criteria</u>                         | <u>Grant funding round</u>                                    | <u>Grant funding round</u>                                    | <u>Grant funding round</u>                                    | <u>Grant funding round</u>                                    | <u>Grant funding round</u>                                    |
| <u>Detailed by-law implementation plan</u>                    | <u>By-law licensing, data compilation /reporting</u>          | <u>By-law licensing, data compilation /reporting</u>          | <u>By-law licensing, data compilation /reporting</u>          | <u>By-law licensing, data compilation /reporting</u>          | <u>By-law licensing, data compilation /reporting</u>          |
|   | <u>Report on progress in 2016/17 Annual Report.</u>           | <u>Report on progress in 2017/18 Annual Report.</u>           | <u>Report on progress in 2018/19 Annual Report.</u>           | <u>Report on progress in 2019/20 Annual Report.</u>           | <u>Report on progress in 2020/21 Annual Report.</u>           |
| <u>Collaborate with others national activity and policy.</u>  | <u>Collaborate with others national activity and policy.</u>  | <u>Collaborate with others national activity and policy.</u>  | <u>Collaborate with others national activity and policy.</u>  | <u>Collaborate with others national activity and policy.</u>  | <u>Collaborate with others national activity and policy.</u>  |
| <u>Illegal dumping investigation and enforcement activity</u> | <u>Illegal dumping investigation and enforcement activity</u> | <u>Illegal dumping investigation and enforcement activity</u> | <u>Illegal dumping investigation and enforcement activity</u> | <u>Illegal dumping investigation and enforcement activity</u> | <u>Illegal dumping investigation and enforcement activity</u> |

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## 12 Applicability

This report has been prepared for the exclusive use of our client Whangarei District Council, with respect to the particular brief given to us and it may not be relied upon in other contexts or for any other purpose, or by any person other than our client, without our prior written agreement.

Tonkin & Taylor Ltd

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Appendix A: Whangarei Waste Assessment (2017)







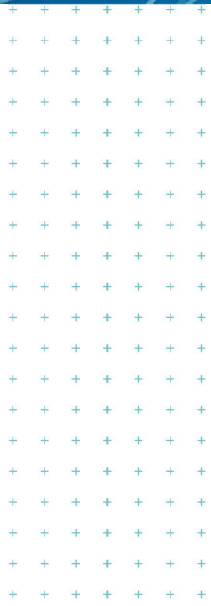
Whangarei Waste  
Minimisation and  
Management Plan

Prepared for  
Whangarei District Council

Prepared by  
Tonkin & Taylor Ltd

Date  
September 2017

Job Number  
86151



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## Table of contents

|    |   |    |
|----|---|----|
| 1  | Part A – Strategy   | 1  |
| 2  | Introduction  | 2  |
|    | 2.1 Purpose of the plan   | 2  |
|    | 2.2 Scope of plan   | 2  |
|    | 2.3 Current status of plan  | 3  |
|    | 2.4 Plan review   | 3  |
| 3  | The waste situation   | 4  |
|    | 3.1 Volume and composition of waste and diverted materials                      | 4  |
|    | 3.1.1 Waste composition   | 4  |
|    | 3.1.2 Collection and drop-off system performance                                | 6  |
|    | 3.2 Infrastructure and services   | 7  |
|    | 3.2.1 Collection  | 7  |
|    | 3.2.2 Waste transfer, processing and disposal                                   | 8  |
|    | 3.2.3 Costs for waste management  | 10 |
|    | 3.3 Summary of district-specific issues   | 10 |
|    | 3.3.1 Waste data - issues and constraints                                       | 10 |
|    | 3.3.2 Waste infrastructure - issues identified                                  | 11 |
| 4  | Policies, plans and regulation  | 12 |
|    | 4.1 Summary of guiding policies, plans and legislation that affect the WMMP     | 12 |
|    | 4.2 Statutory requirements  | 12 |
| 5  | Vision, goals, objectives and targets   | 13 |
|    | 5.1 Background  | 13 |
|    | 5.2 Vision, goals, objectives and targets                                       | 14 |
|    | 5.3 Council’s intended role   | 17 |
|    | 5.4 Protecting public health  | 17 |
| 6  | Options for achieving effective and efficient waste management and minimisation | 18 |
|    | 6.1 Introduction  | 18 |
|    | 6.2 Identifying options   | 18 |
|    | 6.3 Options for the future  | 20 |
| 7  | Funding the plan  | 22 |
|    | 7.1 Plan implementation funding   | 22 |
|    | 7.2 Grants and advances of monies   | 22 |
|    | 7.3 Waste minimisation levy expenditure   | 22 |
| 8  | Monitoring, evaluating and reporting progress                                   | 23 |
|    | 8.1 Monitoring and evaluation   | 23 |
|    | 8.2 Reporting   | 24 |
| 9  | Part B – Action Plan  | 25 |
| 10 | Introduction  | 26 |
| 11 | Funding structure [see also Part A, section 6]                                  | 27 |
|    | 11.1 Plan implementation funding  | 27 |
|    | 11.2 Grants and advances of monies  | 27 |
|    | 11.3 Waste minimisation levy expenditure  | 27 |
| 12 | Targets and measurement   | 28 |
| 13 | Action plan   | 30 |
|    | 13.1 Action planning tables   | 32 |
| 14 | Applicability   | 37 |

Appendix A : Whangarei Waste Assessment (2017)

## Part A – Strategy

## 1. Introduction

### 1.1 Purpose of the plan

As a Council we recognise the importance of looking after our environment for future generations. This is reflected in our commitment to Kaitiakitanga/guardianship and leads us to actively consider how to use resources wisely and ensure that we manage waste in ways that protect the environment.

This Waste Minimisation and Management Plan (WMMP) sets out how the Whangarei District Council (Council) will progress efficient and effective waste management and minimisation in the Whangarei District. The Plan paves the way forward and belongs to the people of Whangarei. It considers current policy and the legal framework and Whangarei District vision, with an overarching suite of guiding goals and objectives.

This Waste Minimisation and Management Plan fulfils Council's obligations under the Waste Minimisation Act (WMA) (2008). The plan uses the waste hierarchy (Figure 1) as a guide to prioritising activity, focussing on reducing waste before recycling or recovery of materials. Where materials cannot be recycled or recovered the focus is on safe treatment and disposal.

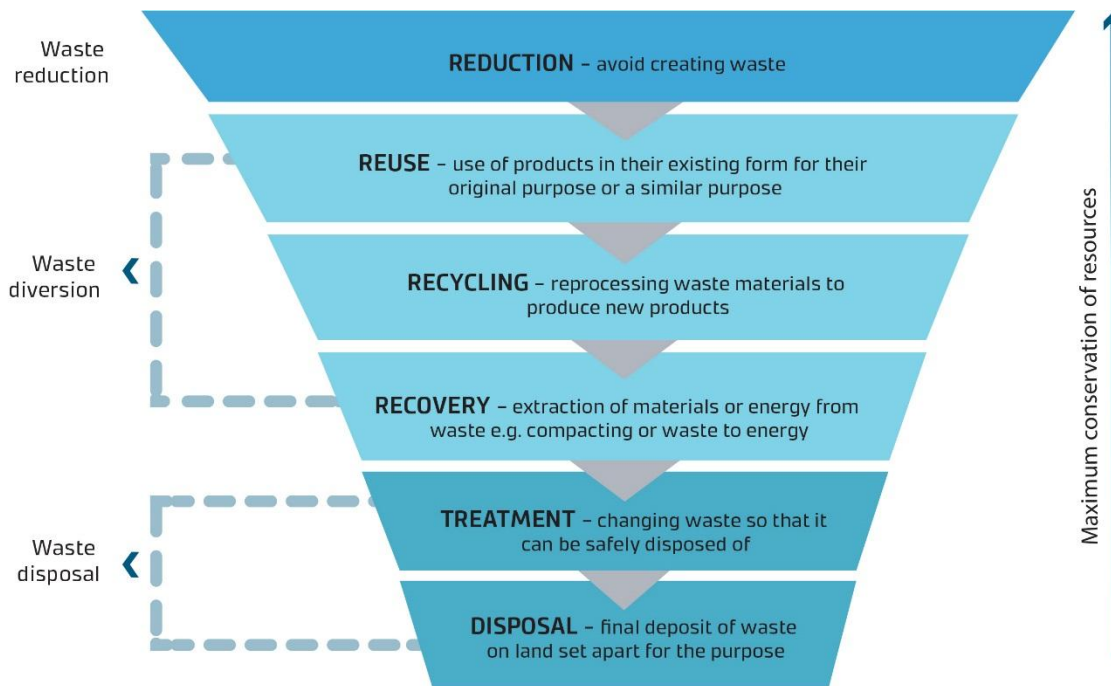


Figure 1 The Waste Hierarchy

### 1.2 Scope of plan

This draft Waste Minimisation and Management Plan and associated Waste Assessment covers solid waste generated in the Whangarei District.

### 1.3 Current status of plan

September 2017

This plan is a new plan developed to replace the 2012 Waste Minimisation and Management Plan. The plan reflects input from Councillors and the public including through a formal consultation process. The Plan was adopted on 28 September 2017 by Council as a framework and guide for waste minimisation and Management activity in the Whangarei District from 2017 to 2023.

### 1.4 Plan review

Once adopted, this plan needs to be reviewed no later than 6 years from adoption. The plan will be review within this timeframe or earlier if a change circumstances provokes a review of Whangarei's waste minimisation and management policy framework.

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## 2 The waste situation

### 2.1 Volume and composition of waste and diverted materials

#### 2.1.1 Waste composition

Waste composition audits provide information about the make-up of a waste stream and can help identify materials that make up large or disproportionate parts of the waste stream which can then be targeted when forming waste management and minimisation strategies. Historic and current waste composition in Whangarei is shown in Figure 2.

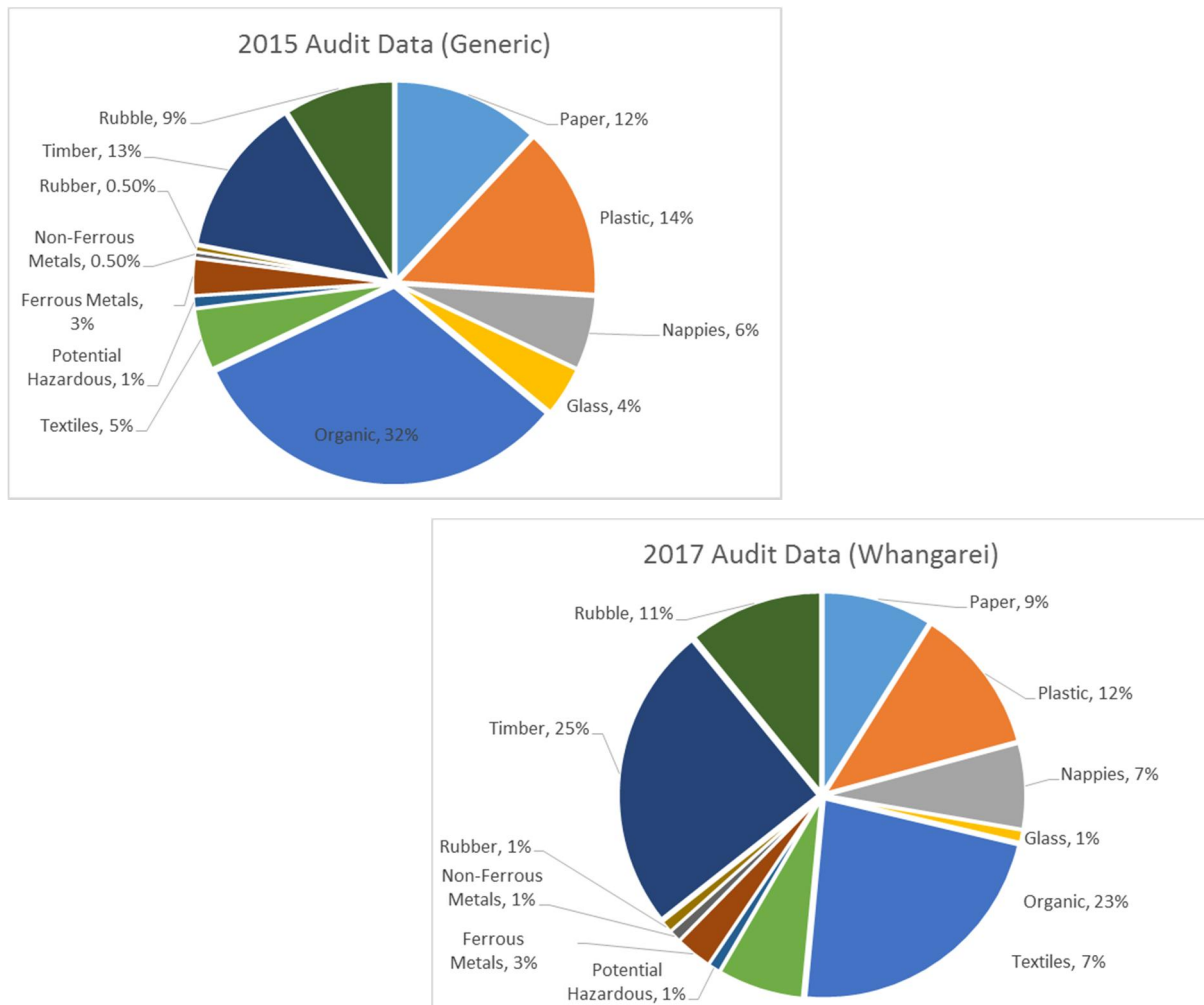


Figure 2 Refuse Composition 2008 and 2017<sup>1</sup>

Material taken directly to landfill or transfer station (self haul) tends to have a larger proportion of bulk items (timber, rubble) and the organic fraction has a higher proportion of garden rather than food waste.

#### Kerbside and self haul waste quantities

Kerbside refuse in Whangarei District is collected in compactor trucks and consolidated at ReSort or transported directly to Puwera Landfill. Households can use Council refuse bags or stickers (sold at a range of retail outlets) or use one of several commercial wheelie bin services. Based on bag and

<sup>1</sup> 2008 data sourced from 2012 WMMP, 2017 data is from preliminary reporting of waste composition surveys completed in mid 2017.



sticker sales, around 75 % of households use the Council collection service. Using average container weights and assuming the remaining houses predominantly use 240 L wheelie bins provides a basis for developing the estimate of total kerbside refuse collected presented in Table 1.

Kerbside recycling is collected from rural and urban households with materials collected at the kerbside in Council provided crates. Materials are sorted at the kerbside and consolidated at ReSort and Uretiti Transfer Station prior to transport to markets or for further sorting. The data summarised in Table 1 suggests a diversion rate of around 25 % of materials collected from households in 2015/16.

Table 1 Kerbside waste quantities<sup>2</sup>

|                            | 2011/12 | 2012/13 | 2013/14 | 2014/15 | 2015/16 |
|----------------------------|---------|---------|---------|---------|---------|
| Kerbside refuse collection | 16,990  | 17,736  | 14,990  | 17,366  | 18,424  |
| WDC recycle collection     | 4,524   | 4,767   | 5,509   | 5,824   | 6,195   |
| Total kerbside waste       | 21,514  | 22,503  | 20,499  | 23,190  | 24,619  |
| Recycling rate (%)         | 22%     | 21%     | 21%     | 27%     | 25%     |

Total refuse quantities are measured in tonnes as they leave each transfer station and are reported for the rural transfer stations by the transfer station operations contractor. The data records material leaving each transfer station and their final destination, i.e. transported to Puwera Landfill or sold. There is no breakdown of where the waste originates i.e. kerbside or self haul from households (Municipal Solid Waste or MSW), businesses (Commercial and Industrial or C&I) or construction activity (Construction and Demolition or C&D).

The data presented in Table 2 suggests a diversion rate of 44 % of materials entering the transfer stations. The diversion rate at rural transfer stations is lower, reflecting the lack of green waste diversion at some sites. When all waste (i.e. via transfer station or transported directly to Puwera Landfill) is taken into account, the diversion rate drops to around 29 %.

Table 2: Estimated Waste Quantities via transfer stations or direct to landfill 2011 - 2016<sup>3</sup>

|  | 2011/12 | 2012/13 | 2013/14 | 2014/15 | 2015/16 |
|--|---------|---------|---------|---------|---------|
| Refuse via transfer stations               |         |         |         |         |         |
| Casual transfer station users <sup>4</sup> | 9,526   | 9,660   | 9,665   | 9,367   | 8,241   |
| Commercial                                 | 8,646   | 8,768   | 8,772   | 8,502   | 7,480   |
| Recycle (transfer stations only)           | 12,697  | 12,697  | 12,876  | 12,882  | 12,485  |
| Total waste via transfer stations          | 30,869  | 31,125  | 31,313  | 30,751  | 28,206  |
| Recycling rate (%)                         | 41%     | 41%     | 41%     | 42%     | 44%     |
| Total waste landfilled                     | 50,160  | 51,375  | 48,644  | 49,983  | 47,121  |
| Total waste recycled                       | 18,586  | 19,092  | 19,421  | 19,170  | 19,407  |
| Recycling rate (%)                         | 27%     | 27%     | 29%     | 28%     | 29%     |

<sup>2</sup> Data sourced from waste collection and transfer station contract reporting and weighbridge records at Resort and Puwera Landfill.

<sup>3</sup> Data sourced from waste collection and transfer station contract reporting, ReSort weighbridge records and Puwera Landfill weighbridge records.

<sup>4</sup> Includes waste from households and commercial activities transported directly to transfer station i.e. not by a waste collector.

There are several waste streams that are known to exist but are difficult to quantify. Examples include rural waste managed on farms, materials captured as part of commercial activity (scrap metal, industrial by-products, commercial recycling) and waste materials managed within manufacturing operations (e.g. biosolids from food processing operations applied to land, refining residues). This means that both waste disposed to landfill and waste diverted/recovered are likely to be underestimated.

There is an increasing level of interest in rural waste across New Zealand. As the rural sector considers the implications of current waste management approaches it is likely that increasing quantities of materials from farming activities will enter the Council system.

### 2.1.2 Collection and drop-off system performance

The Whangarei District Council Resident Satisfaction Survey (May 2016) suggests 90 % participation rate for recycling collection and 85-90 % participation in the kerbside refuse collection. Average bag weight (from the waste composition survey) is around 6 kg.

Market share is difficult to estimate without detailed surveys of the refuse collection service and data for private sector collections. If it is assumed households put out an average weight bag every week, the collected waste tonnage suggests the market share is closer to around 75 % of households. If the average weight of a wheelie bin is also taking into account, Council market share by tonnage could be more like 45 to 50 %.

The available composition data suggests there are opportunities to capture additional recyclable material through the transfer stations and kerbside collections, including:

- While paper/cardboard recovery is reasonable it should be possible to increase the capture of paper and cardboard at both kerbside and transfer stations.
- Plastic recovery is low, again it should be possible to increase the capture of materials at both kerbside and transfer stations.
- Although organic waste recovery is underestimated as there are no figures for material captured by commercial composters, there is a significant amount of material that could be targeted.
- Metals recovery is underestimated, however further detail is required to determine how much could be diverted.
- Glass recovery is estimated at almost 70%.
- The historic (2008) and generic composition figures suggest there could be a significant amount of timber available for recovery in the general waste stream.

Recovery via transfer stations is around 44 %, largely at ReSort. Care needs to be taken in comparing the diversion rate with other reported recovery percentages around New Zealand. In some areas where community based recycling centres have been established (Far North District, Waiuku) recovery percentage is reported after exclusion of domestic and commercial refuse. If measured on this basis the recovery percentage at ReSort would be 72%. Whangarei District's preferred approach is to consider all waste streams entering the site.

There are other materials present in the waste stream that require careful management to avoid negative impacts, including:

- Hazardous waste (chemicals, e-waste, used oil, asbestos)
- Difficult or special waste (tyres, bulk waste, dead animals)
- General waste (household and commercial waste)

Waste from certain sources can also present challenges or opportunities and is worthy of consideration. Examples include:

- Rural waste - waste from the business of farming including agricultural plastics (wrap and chemical containers), unwanted chemicals, timber and machinery (including maintenance related waste like used oil).
- Waste from major processing sites - examples include waste treatment residuals (for example sludge), packaging (pallet wrap, broken pallets) and containers (cleaners, ingredients, maintenance products).

## 2.2 Infrastructure and services

### 2.2.1 Collection

#### Residential collection

Northland Waste Limited (NWL) provide bag based refuse and crate based recycling collection throughout the District on behalf of Council. NWL and Waste Management NZ Limited (WMNZ) offer wheelie bin collection services for households on a commercial basis.



Kerbside collection of refuse in bags and recycling in crates (sorted at the roadside) is available in urban and rural areas in the District<sup>5</sup>. Alternatively, the public may take household refuse and recycling to the transfer stations across the district.

Collection frequency is generally weekly although commercial services are offered on a fortnightly or monthly basis. Garden waste collections are available on a commercial basis.

#### Commercial or industrial waste

Waste (both refuse and recycling) from commercial and industrial premises in Whangarei District is currently collected and disposed of via ReSort, direct to market or directly to Puwera Landfill or other landfills. Where material is disposed of at Puwera Landfill total figures are available. Materials collected for recycling, treatment or disposal out of the District, no data is available. Many national business with a local presence have comprehensive waste management and recycling systems in place, for example Countdown operates a waste management system where some material is recovered and recycled (paper and cardboard), organic material (food waste) is diverted to animal feed with only residual waste disposed of at local Landfill. Foodstuffs (New World and PAK'nSAVE), the Warehouse and Fonterra all operate similar systems.

A food rescue service is currently being set up in Whangarei. The service will divert food from landfill to those in need.

#### Litter and illegal dumping

Litter bins are provided in the urban centres and popular visitors spots throughout the District. Litter bin collection is undertaken by a contractor with their scope currently including:

- Litter bin emptying.
- CBD cleaning and custodial duties (incl. cleaning, sweeping etc).
- Cleaning up after fly tipping.
- Twice weekly servicing during peak holiday periods.

<sup>5</sup> About 5% of residents have to take bags/recycling to collection points.

Illegal dumping does occur and costs the Council around \$9,000 per month. Where fines are imposed around \$2,400 per month is collected. Records indicate around 75 % of illegal dumping occurs in city locations however, 63 % of Council's costs are incurred addressing dumping in rural and coastal settlement areas. The same data suggests illegal dumping is static when population increase is taken into account.

## 2.2.2 Waste transfer, processing and disposal

Transfer stations, where waste can be dropped off by the public, are located at Hikurangi, Tauraroa, Uretiti, Kokopu, Ngunguru, Ruatangata, Oakura and Parua Bay. The transfer stations are operated under contract to Council. The sites provide refuse and recycling facilities for public usage. At the Whangarei facility (ReSort, see below) a small number of items, typically inorganic items that could be reused, are manually removed from the waste stream by transfer station staff for recycle or sale.

No weighbridge is currently installed at any of the Council owned sites. Material is weighed as it enters ReSort or Puwera Landfill from each transfer station. Council pays for disposal on that basis.

The Whangarei District waste management system and estimated quantities for 2015/16 are presented in Figure 3. Facility details are provided on the following pages. Figure 3 is a screen shot from a model of the Whangarei waste management system developed for the Waste Assessment used to inform this Plan.

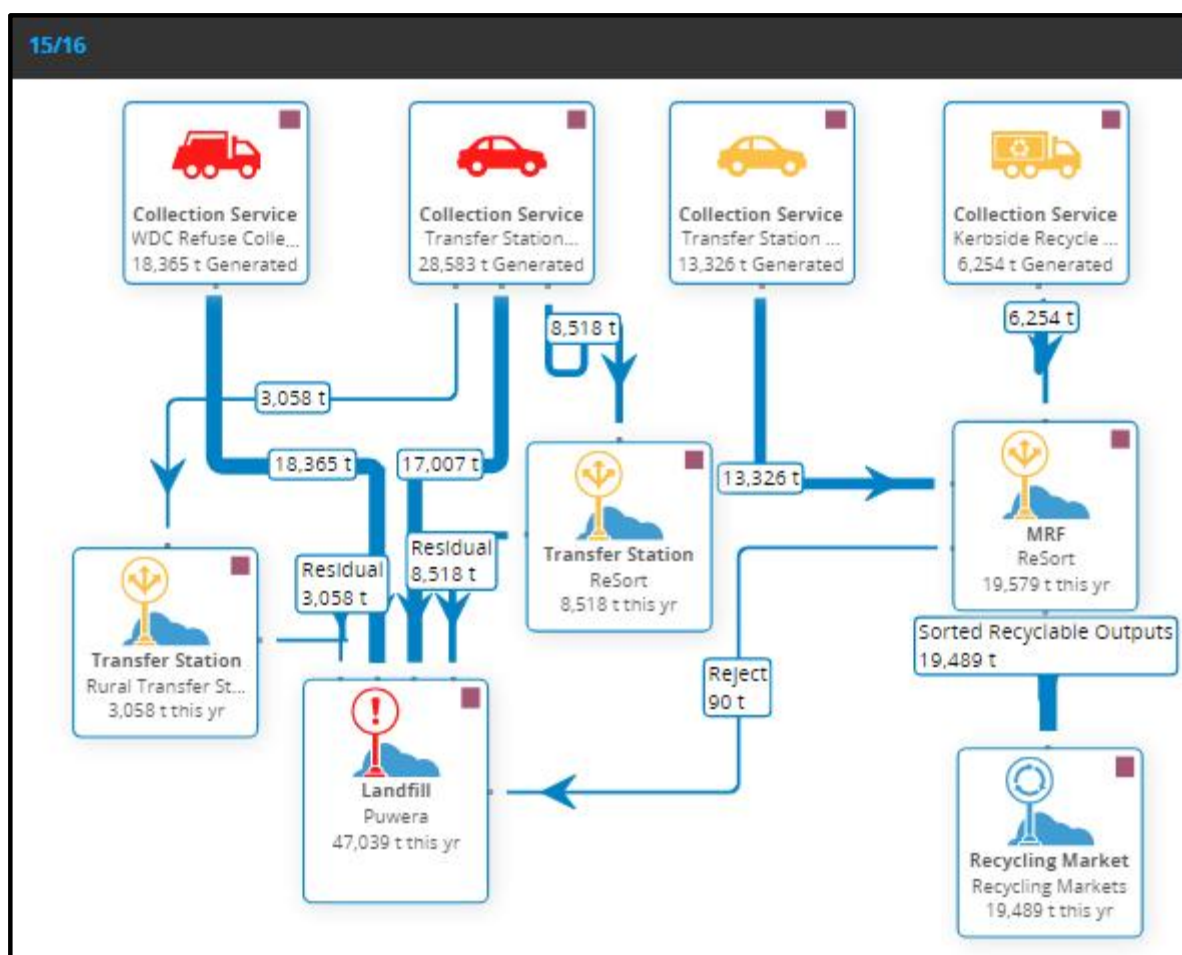


Figure 3: Waste Flow Diagram - Collection, Processing and Disposal (2015/16 figures)

## Rural transfer stations

The five larger rural transfer stations have jumbo bins (one for scrap metal, two for refuse). There are no greenwaste bins at three of them. Hikurangi and Uretiti have on site green waste disposal. The smaller three sites are used largely for refuse bags and recycling. Two of the coastal stations have mini bins.

## ReSort

Whangarei's resource recovery park, ReSort, is located at 201 Kioreroa Road, Whangarei. ReSort is set up to recover materials from the waste stream with a reuse shop and targeting scrap and waste wood (viable markets). The site is owned and operated by a joint venture company, Northland Regional Landfill Limited Partnership (NRLLP). NRLLP is a 50/50 joint venture between the Council and NWL. The partnership also owns Puwera Landfill.



Figure 4: ReSort Resource Recovery Park<sup>6</sup>

## Other Processing

### Composting

Kerigreen - green waste separated at ReSort is processed by Kerigreen, a green waste processor based in Kerikeri.

Avoca - Composting takes place at Avoca's Rarewa site near Whangarei, where a variety of waste products, including paunch, chicken manure, wood shavings and coal ash, are processed to create compost. Avoca's supply compost in bulk (for pasture or horticultural crops) or in smaller volumes for domestic or landscaping use.

Greenfingers - Pine bark is processed in a number of ways including composting to produce growing media and other gardening products by Greenfingers at their in Kamo site.

### Energy

Rosval Sawmill, Carter Holt Harvey (CHH) Marsden Point and Golden Bay Cement are examples of the use of wood waste for energy production. Rosval and CHH use wood waste from their own operations while Golden Bay Cement are using urban wood waste including some from Auckland. Marsden Point Refinery - uses some residuals from the oil refining process for energy.

<sup>6</sup> Screenshot from <http://www.wdc.govt.nz/WaterandWaste/Rubbish/Pages/RubbishDisposal.aspx>

### 2.2.3 Costs for waste management

#### Council funding

The 2015-25 Long Term Plan sets the budget for the waste management activity with provision to make amendments if required through the Annual Plan process. Funding for operations is through targeted rates and user charges. Funding for capital projects is from general rates. Expenditure is dominated by payments to contractors with finance costs and internal charges also featuring. This mix of funding and expenditure is projected in the Long Term Plan to continue to 2025.

Collection and transfer station services attract user charges. The user charges at rural transfer stations do not cover the full cost of providing the service with the shortfall covered from the targeted rate for waste management. The user charges for refuse collection (via bag and sticker sales) cover the full costs of providing the service.

This approach is consistent with the principles set out in the 2012 Waste Minimisation and Management Plan whereby Council costs for waste management services are, where possible, covered by the users of that service.

## 2.3 Summary of district-specific issues

### 2.3.1 Waste data - issues and constraints

While there is some information available about the quantity and composition of waste generated in the Whangarei District the data is incomplete. The available data needs to be interpreted considering that:

- There is a mix of volume based estimates and measured weights.
- The source of waste is not always clear.
- There is limited data on coverage, set out rate or participation rates for kerbside collection.
- The data on the quantity of waste collected or processed is not complete. For example, the following waste streams have not been quantified:
  - The quantity of waste composted by commercial composters.
  - The quantity of waste collected from commercial premises for recycling.
  - The quantity of waste generated on rural properties and processed or disposed on site.

There is a by-law in place (refer Section 3) that provides for collection of data including quantities of material collected, destination for disposal or processing and coverage, set out and participation rates. Implementation of the by-law in close consultation with collection and processing companies operating in the Whangarei District will improve the availability and quality of data available.

There is also potential to improve the reporting of waste materials handled by contractors on behalf of Council and by the joint venture (ReSort). Reporting on activity as part of contract obligations should include appropriately detailed reporting on waste source, quantity and destination.

### 2.3.2 Waste infrastructure - issues identified

In collating and considering information about the delivery of waste services in the Whangarei District, a number of issues were identified. These issues represent challenges in delivering effective services and achieving the aims of the NZ Waste Strategy - reducing environmental harm and maximising resource efficiency. In many cases the issues also present opportunities for Council, the community and/or the private sector to improve waste minimisation and management in the District. The issues identified include:

- Illegal dumping of waste.
- Although there is a comprehensive rural transfer station network, it is costly to operate on a per resident and per tonne basis.
- Rural residents are offered a full roadside collection service (refuse and recycling) that is costly to operate on a per resident and per tonne basis.
- There is limited evidence of diversion activity focussed on commercial and construction waste streams which are a large proportion of material disposed of to landfill from the Whangarei District.
- Use of litter bins for general rubbish (including the Whananaki South Molok) by holiday makers.

### 3 Policies, plans and regulation

#### 3.1 Summary of guiding policies, plans and legislation that affect the WMMP

There is wide a range of statutory documents and associated policy that impacts on waste minimisation and management in the Whangarei District. These are summarised in Table 3 with further detail provided in the 2017 Waste Assessment (Appendix A).

Table 3 Selected relevant policy for waste in Whangarei District

| Whangarei District                          | Northland Region                       | National  |
|---|--|---|
| Whangarei Long Term Plan 2015-2025          | Northland Regional Policy Statement    | Waste Minimisation Act 2008                     |
| Whangarei Solid Waste Asset Management Plan | Northland Regional Air Quality Plan    | Health Act 1956                                 |
| Whangarei Solid Waste Management Bylaw 2013 | Northland Regional Coastal Plan        | Hazardous Substances and New Organisms Act 1996 |
| Whangarei District Plan                     | Northland Regional Water and Soil Plan | Resource Management Act 1991                    |
|   |  | Local Government Act 2002                       |
|   |  | Climate Change Response Act 2002                |
|   |  | NZ Waste Strategy 2010                          |
|   |  | NZ Emissions Trading Scheme                     |

#### 3.2 Statutory requirements

A WMMP must contain a summary of the council's objectives, policies and targets for waste management and minimisation. The plan should clearly communicate how the council will deliver on these objectives.

Section 43 of the WMA states that a WMMP must provide for:

- a *objectives and policies for achieving effective and efficient waste management and minimisation within the territorial authority's district*
- b *methods for achieving effective and efficient waste management and minimisation within the territorial authority's district, including -*
  - i *collection, recovery, recycling, treatment, and disposal services for the district to meet its current and future waste management and minimisation needs (whether provided by the territorial authority or otherwise); and*
  - ii *any waste management and minimisation facilities provided, or to be provided, by the territorial authority; and*
  - iii *any waste management and minimisation activities, including any educational or public awareness activities, provided, or to be provided, by the territorial authority*
- c *how implementing the plan is to be funded*
- d *if the territorial authority wishes to make grants or advances of money in accordance with section 47, the framework for doing so.*

A WMMP must have regard to the waste hierarchy, the New Zealand Waste Strategy, and a council's most recent waste assessment.



## 4 Vision, goals, objectives and targets

### 4.1 Background

The preparation of the 2017 Waste Assessment included a review of the Vision - Goals Objectives framework set out in the previous 2011 Waste Minimisation and Management Plan. The relationship between Vision, Goals and Objectives is illustrated in Figure 5<sup>7</sup> and defined in Table 4<sup>7</sup>.

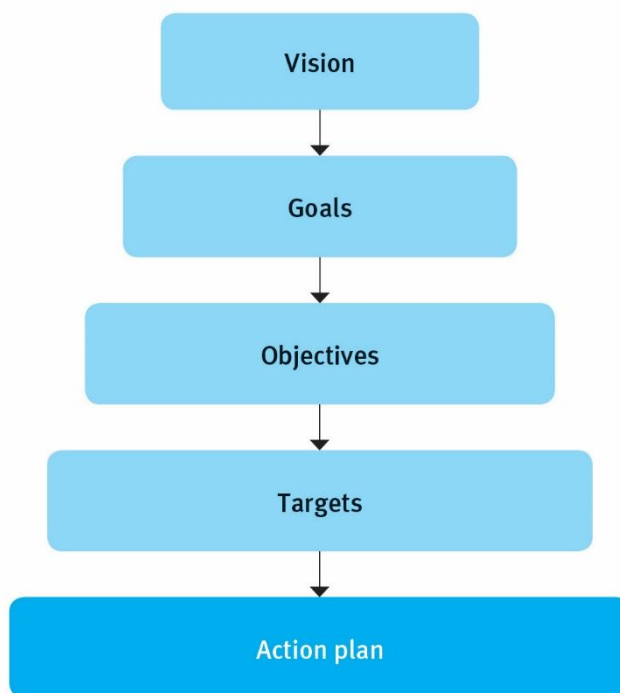


Figure 5: Vision, goals, objectives and targets

Table 4 provides definitions for vision, goals, objectives and targets.

Table 4 Definitions for vision, goals, objectives and targets (adapted from MfE 2015)

|           |  |
|-----------|--|
| Vision    | Whangarei's aspirational outcome - providing an overall direction and focus.   |
| Goal      | What a Whangarei wants to achieve through the WMMP. The goal is not aspirational, it is achievable. It is a major step in achieving Council's vision for the WMMP. |
| Objective | The specific strategies and policies to support the achievement of the goals. Objectives are 'SMART' (specific, measurable, achievable, relevant and timely).      |
| Target    | A clear and measurable way to determine how well the council is achieving its goals. Targets should also be SMART.   |

<sup>7</sup> Sourced from Waste Assessments and Waste Management and Minimisation Planning – A Guide for Territorial Authorities, MfE 2015.

## 4.2 Vision, goals, objectives and targets

The vision for waste minimisation and management in the Whangarei District is<sup>8</sup>:

*To deliver community benefits and work towards zero waste to landfill. Whangarei businesses and households will be provided with efficient and effective waste minimisation and management services that recognise waste as a resource.*

The goals for waste minimisation and management in the Whangarei District are to:

- 1 *Avoid and reduce waste where we can.*
- 2 *Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.*
- 3 *Maximise community benefits - treat waste as a resource, employment, multi-use facilities, cost effective services.*

The objectives for waste minimisation and management in the Whangarei District are:

- 1 *To avoid creating waste*
- 2 *To make it easy to recycle*
- 3 *To ensure households and businesses have access to safe disposal of residual waste*
- 4 *To create opportunities for Whangarei District - jobs, new products, more efficient businesses*
- 5 *To reduce illegal dumping*
- 6 *To improve community understanding of issues and opportunities for waste minimisation and management in the Whangarei District.*
- 7 *To have a wealthier, healthier District through waste reduction initiatives and behavioural change.*

Table 5 provides a summary of the vision, goals and objectives presented above and associated targets for waste minimisation and management in the Whangarei District.

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<sup>8</sup> This vision has been developed in workshops with Whangarei District Council Councillors and staff.

Table 5 Vision - Goals - Objectives - Targets

| Vision: <i>To deliver community benefits and reduce waste. Whangarei businesses and households will be provided with efficient and effective waste minimisation and management services.</i> |  |  |
|--|--|--|
| Objective  | Relevant Goal(s)   | Target(s)  |
| 1. <i>To avoid creating waste</i>  | 1. Avoid and reduce waste where we can.<br>3. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.  | 1.1 To maintain or reduce the total quantity of waste disposed of to landfill in Whangarei (refuse collected at kerbside, through transfer stations and direct to landfill) on a per capita basis. The current figure is <i>570 kg per person</i> .<br>Waste disposal < 500 kg per person each year by 2020  |
| 2. <i>To make it easy to recycle</i>   | 1. Avoid and reduce waste where we can.<br>2. Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.<br>3. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services. | 2.1 <i>Increase in the proportion of material captured for recycling at kerbside and transfer stations. The current figures are 25 % and 44 % respectively.</i><br><i>Kerbside recycling &gt; 35 % by 2020</i><br><i>Recycling, composting and reuse at Refuse Transfer stations &gt; 50 % by 2020</i><br>2.2 <i>95 % of people are satisfied with their recycling service. 2015/16 (Currently 95 % satisfaction vs Annual Plan Target 85 %).</i><br><i>Residents satisfaction &gt; 85 %</i> |
| 3. <i>To ensure households and businesses have access to safe disposal of residual waste</i>   | 2. Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.<br>3. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.  | 3.1 <i>Satisfaction with kerbside refuse and transfer station services. Currently 95 % satisfaction vs Annual Plan Target 85 %.</i><br><i>Residents satisfaction &gt; 85 %</i>   |

| <p>Vision: <i>To deliver community benefits and reduce waste. Whangarei businesses and households will be provided with efficient and effective waste minimisation and management services.</i></p> |   |   |
|---|---|---|
| Objective   | Relevant Goal(s)  | Target(s)   |
| <p>4. <i>To create opportunities for Whangarei District - jobs, new products, more efficient businesses</i></p>   | <p>1. Avoid and reduce waste where we can.<br/>           2. Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.<br/>           3. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.</p> | <p>4.1 To publish a summary of available data on waste generation and management with each annual report.<br/> <i>Summary data published in Annual Report</i><br/> <i>To create a grant scheme to support new initiatives to reduce waste</i></p>   |
| <p>5. <i>To reduce illegal dumping</i></p>  | <p>2. Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.</p>  | <p>5.1 Reduction in illegal dumping incidents and quantity of material illegally dumped in the Whangarei District.<br/>           Quantity of illegally dumped waste &lt; 2015/16 figure<br/>           The number of illegal dumping incidents is &lt; 2015/16 figure.<br/>           5.2 Residents satisfaction with litter and illegal dumping.<br/>           Currently 87 % satisfaction vs Annual Plan Target 75 %.<br/>           Residents satisfaction &gt; 75 %</p> |
| <p>6. <i>To improve community understanding of issues and opportunities for waste management in the Whangarei District.</i></p>   | <p>1. Avoid and reduce waste where we can.<br/>           2. Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.<br/>           3. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.</p> | <p>6.1 Schools programmes delivered by Council<br/>           Five new school adopt Waste Wise Schools programme each year.<br/>           6.2 Council (or contractors) promote waste minimisation at events in the District.<br/> <i>Council promotes waste minimisation at &gt; five events in the District each year.</i></p>  |

### 4.3 Council's intended role

Council will continue to adopt a largely user pays approach to delivery of waste transfer and disposal services in the District. Where there are services with a public good component, Council will provide funding in whole or in part. Examples include kerbside recycling, rural transfer stations, servicing of litter bins, cleaning up illegal dumping, and the management of historic closed landfills.

Council will continue to own and support the operation of some key infrastructure for waste minimisation and management in the District. This includes the rural transfer station network and Whangarei infrastructure (Puwera and ReSort) through the Northland Regional Landfill Limited Partnership.

Council will provide information on waste minimisation and management to the community and make staff available for education purposes. Council will also work closely with other promoters of effective waste minimisation and management including Northland Regional Council and the Waste Management Institute WasteMINZ Behaviour Change Sector Group.

Council recognises that many local waste management issues are more effectively managed through coordinated activity at a national level. Council will collaborate with central government, local government organisations, non government organisations (NGO) and other key stakeholders to progress national activity on resource efficiency and waste management issues. This may include advocating for product stewardship schemes for challenging waste streams (e-waste, tyres, packaging, rural waste), highlighting the role of other national policy including application of the waste levy and regulation of waste management activity.

### 4.4 Protecting public health

Waste, particularly putrescible and hazardous waste, has the potential to be detrimental to health. Therefore, a key objective of any waste minimisation and management system is to protect public health. The risk of public health impacts can be significantly reduced by avoiding, where possible, and carefully managing, where not, contact with waste. In practice this means:

- Containing waste effectively, including:
  - Providing appropriate containers at point of generation e.g. workspace, kitchen, etc.
  - Providing appropriate containers for storing waste prior to collection - these may be reusable (wheelie bins) or single use (rubbish bags).
  - Providing dedicated public drop off areas at transfer stations and landfills
  - Regular collection and disposal.
  - Suitable collection and transport vehicles.
  - Disposal at a well constructed and operated landfill including provision of appropriate barrier systems such as base liner and adequate daily, intermediate and final cover.
- Excluding as far as possible vermin<sup>9</sup> that may spread waste or associated contaminants.

The measures proposed in the WMMP have been developed with public health objectives at the forefront.

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<sup>9</sup> For example rodents, other stray animals, insects (flies, wasps).

## 5 Options for achieving effective and efficient waste management and minimisation

### 5.1 Introduction

Section 51 of the WMA requires that a Waste Assessment contain a statement of options available to meet the forecast demands of the district with an assessment of the suitability of each option.

This section summarises the identification and evaluation of options to meet the forecast demands of the district and to meet the goals set out in Section 2. The Detailed evaluation is set out in the Waste Assessment with preferred options incorporated into this WMMP as methods and featured in the Action Plan.

For the Whangarei District the total quantity of waste generated is forecast to increase over the life of this plan in line with population and economic activity. Infrastructure planning needs to take account of this growth.

The available data suggests that there is potential to increase the diversion of material from the current estimate of around 30 % across the waste management system. There are also ongoing issues with illegal dumping, challenges with obtaining robust data on waste and recycling activity and the potential for increasing quantities of materials entering the waste stream from rural properties. The focus of option identification and evaluation has been addressing these issues alongside meeting forecast demands.

### 5.2 Identifying options

There are a wide range of approaches to providing waste minimisation and management services and programmes that could be adopted in Whangarei. A useful way to consider options is the model set out in Figure 6.

Effective waste minimisation and management relies on a combination of infrastructure (including collection), education/information and regulation or policy, with the right data informing strategic and operational decision making.

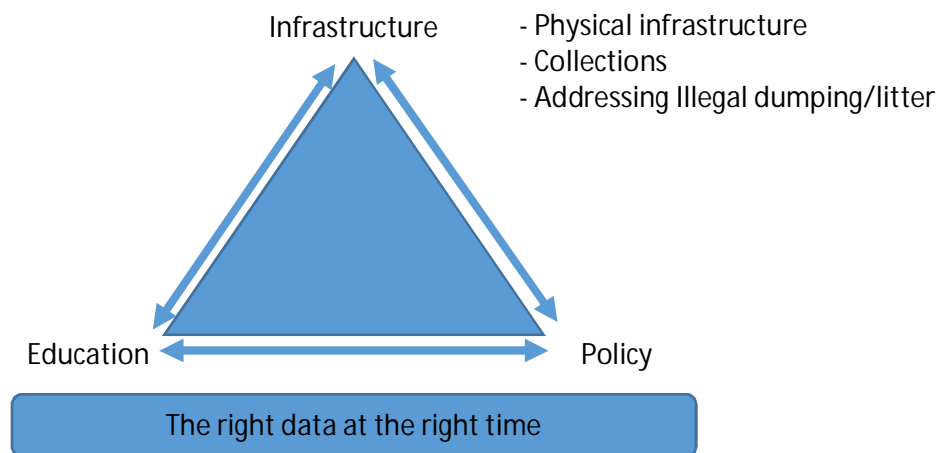


Figure 6: Effective Waste Minimisation and Management

For this Waste Minimisation and Management Plan options have been identified by considering key challenges for waste minimisation and management in the Whangarei District (Refer Section 2.3), referencing approaches adopted elsewhere and looking for new solutions where appropriate. Options have also been considered with reference to the current recovery rates of key materials<sup>10</sup>. Based on the model set out in Figure 6 options considered can be grouped as follows.

#### Infrastructure

- Providing collection services - collection of waste, recyclable materials (at kerbside or transfer station), organic waste and/or bulky items, litter bins;
- Providing physical infrastructure - fixed location or mobile drop off facilities, waste sorting, waste processing and/or disposal facilities;
- Managing the negative impacts of waste - litter/illegal dumping clean-up, hazardous waste, closed landfills

#### Education

- Changing behaviour - education programmes targeting schools, businesses and/or households;
- Information for households and businesses to ensure that the value of materials collected for recovery is maximised;
- Contributing to national education/information programmes

#### Policy

- Implementation of licensing provisions in the existing by-law (service level, litter, data provision);
- Data collection via licensing of waste operators (as above);
- Targeted data collection, for example waste surveys;
- Making information on waste issues and opportunities available;
- Grant co-funding for projects that deliver on the goals and objectives for waste minimisation and management;
- Collaborating with central government, local government organisations, non government organisations (NGO) and other key stakeholders to progress national activity on waste minimisation and management policy<sup>11</sup>.

These options focus on the priority waste streams identified through the review of the current situation in Section 2 and summarised in Table 6.

Table 6 Priority wastes and waste sources

| Recyclable materials | Other materials requiring active management include: | Waste sources           |
|----------------------|--|-------------------------|
| • Paper/Cardboard    | • Hazardous waste                                    | • Rural waste           |
| • Plastics           | • Difficult or special waste                         | • Industrial processing |
| • Organic Waste      | • General waste                                      |                         |
| • Metals             |  |                         |
| • Glass              |  |                         |
| • Timber             |  |                         |

<sup>10</sup> Key materials include paper/card, plastics, glass, organic waste, metals, glass and timber

<sup>11</sup> Including health and safety policy and guidance relating to kerbside collections.

### 5.3 Options for the future

A range of options have been considered. These include:

- Collections - a range of kerbside recycling services, bag and wheelie bin based refuse collection, kerbside collection of organic waste.
- Transfer stations - optimising rural transfer station network, sorting of commercial and construction waste.
- Education - continuing with the schools education and promoting existing services and waste reduction via Council communications channels (website, media releases).
- Policy - implementation of licensing under the existing waste by-law, providing for grant funding of waste minimisation activities, regular reporting on waste minimisation and management.

Based on the analysis and discussion presented in the Waste Assessment the following actions are proposed.

#### Infrastructure actions

- Progress procurement for a new refuse collection contract as a continuation of the existing service (user pays refuse bags) with a strong focus on managing health and safety. An 80 L wheelie bin based service may be considered in the future.
- Progress procurement for a new recycling collection contract with a focus on quality of materials collected, convenience and safety of collections staff and the general public. Separate glass collection and options for difficult collections will be considered as part of the procurement process.
- Progress procurement for a new rural transfer station operations contract with a focus on increasing the recovery of materials and maintaining a high level of service for rural communities.
- Complete detailed analysis of organic waste collection options including the status quo (private sector services), a food and garden waste collection and food waste only collection.
- Complete detailed analysis<sup>12</sup> of optimising services for bulky household waste including the role of ReSort, the rural transfer station network and potential bulky waste collections.
- Complete detailed analysis of sorting of C&I and/or C&D waste prior to disposal of residual material.
- Work with the community on options for litter bins with a focus on holiday areas where issues are currently occurring.
- Work with producers and importers to improve the management of hazardous waste, including providing options in the District for specific waste streams like e-waste.

#### Education actions

- Continue to update and maintain information on waste and recycling collection and drop off services in the Whangarei District.
- Implement clear information and education to promote the effective use of recycling services.
- Disseminate information to all residents (including holiday makers/temporary residents)
- Maintaining school education programme
- Support Northland Regional Council environmental education activities for schools, homes and businesses.

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<sup>12</sup> Consider cost of service, diversion of materials, fairness/equity, safety and environmental protection (illegal dumping).



- Provide information to the community about the negative impact of illegal dumping and alternatives available to the community (kerbside collection, commercial skip bins and transfer stations).

#### Policy Actions

- Develop criteria for making grants available from Council's allocation of Waste Levy funds. Provisionally criteria will be based on contribution to the Vision, Goals and Objectives for waste minimisation and management with consideration of co-funding. Applications for funding should also be assessed for their ability to deliver the promised benefits i.e. due diligence on organisation capability, governance and accountability. Consideration also needs to be given to ensuring that funding supports new or expanded activities rather than supporting the status quo.
- Develop an implementation plan for the existing Solid Waste Management Bylaw 2013. This will focus on implementing licensing (Part 9) including reporting arrangements. With a relatively small number of collection providers operating in the District, Council is in a position to develop pragmatic but effective reporting requirements. This will require consultation with the collection providers prior to formally notifying the license regime. Council should target implementation of a licencing regime in 2017.
- Continue to report on progress against the targets in the WMMP in Annual Reports.
- Collaborate with central government, local government organisations, non government organisations (NGO) and other key stakeholders to progress national activity on waste minimisation and management policy<sup>13</sup>.
- Continue to actively address illegal dumping activity including where possible identifying perpetrators and if required undertaking clean-up activity.

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<sup>13</sup> Including health and safety policy and guidance relating to kerbside collections.

## 6 Funding the plan

### 6.1 Plan implementation funding

The funding of the implementation of this WMMP will come from user charges, rate payer funds and levy payments returned to the Council.

User charges will fund kerbside refuse collection and the disposal or management of materials at Transfer Stations.

Ratepayer funds will provide public good focussed services. Examples include roadside recycling collection, supporting transfer station operations where user charges are not adequate to cover the full cost of operation, illegal dumping clean-ups, litter bin servicing, licensing implementation, education activities and reporting on plan implementation.

Levy payments direct to Council will fund waste education and kerbside recycling (in part) i.e. activities that promote or achieve the Goals and Objectives of this Plan. Council may also elect to apply to the Waste Minimisation Fund to fund specific projects.

Details of funding sources, quantities and allocation can be found in Council's Long Term Plan and Annual Plan updates to the Long Term Plan.

### 6.2 Grants and advances of monies

As part of the implementation of the WMMP, Council will develop criteria for making grants available from its allocation of Waste Levy funds. The amount of money available for grants will be determined as part of the Annual Plan process.

Criteria will be based on the funded activities contribution to promoting and achieving the vision, goals and objectives for waste minimisation and management. Activities with co-funding will be preferred with Council expecting 50 % or more contribution from partners other than Council.

Applications for funding will also be assessed for their ability to deliver the promised benefits. Specific areas for assessment will include organisation capability to deliver the project, governance arrangements, accountability and track record in delivering similar projects. Consideration will also be given to ensuring that funding supports new or expanded activities rather than supporting the status quo.

### 6.3 Waste minimisation levy expenditure

Waste minimisation levy funds returned to Council fully fund current waste education activity and contribute to the costs of the roadside recycling service.

## 7 Monitoring, evaluating and reporting progress

This WMMP will only have an impact in the Whangarei District if appropriate action is taken to achieve the Vision - Goals - Objectives. The Targets (Section 4.2, Table 5) provide the mechanism for a high level measure of progress. Monitoring will focus on gathering data to evaluate and report on progress against these targets.

### 7.1 Monitoring and evaluation

The assessment of the current situation has highlighted gaps in waste generation, collection, processing and management information for the Whangarei District. In some area information exists but is not available to Council<sup>14</sup>, while in others, data is not currently available<sup>15</sup>.

Progress in achieving the Vision - Goals - Objectives of this Plan will be monitored by reviewing the data outlined in Table 7.

Table 7 Data source and description

| Data Source                                     | Information   | Comment                                 |
|---|---|---|
| Council contractors                             | Illegal dumping, Litter (bins, clean-up)<br>Roadside refuse<br>Roadside recycling<br>Transfer station refuse<br>Transfer station recycling/recover        | Contract reporting                      |
| Northland Regional Landfill Limited Partnership | ReSort refuse<br>ReSort recycling and recovery  | Partnership reporting                   |
| Other collectors                                | Kerbside/business refuse  | By-law data requirements                |
| Waste processor                                 | Materials processed   | By-law data requirements                |
| Council contact database                        | Illegal dumping incidents   |   |
| Customer surveys                                | Residents satisfaction  |   |
| Council Activity Reporting (Annual Report)      | By-law implementation (licensing)<br>Data summary   |   |
| Targeted data collection                        | Solid Waste Analysis Protocol Surveys (waste composition)<br>Kerbside collection surveys (participation, set out rates)<br>Recycling contamination survey | Contract requirement or targeted survey |

Some of the activities in the Action Plan are focussed on securing the information noted in Table 7. For example introducing licensing (based on the existing by-law) and improving reporting under existing and future Council contracts.

Evaluation of the data collected will focus on measuring progress against the targets set out in Section 4.2, Table 5. The periodic review of the Action Plan (see Section 8 of the Action Plan) will consider how effective the actions underway or completed have been in achieving the Vision - Goals - Objectives of this Plan.

<sup>14</sup> For example regarding private sector collection services.

<sup>15</sup> For example regarding the number of households participating in the kerbside recycling collection service.

## 7.2 Reporting

Progress on implementing this Plan will be reporting in the Council's Annual Report. Reporting will note current performance against the targets based on available information. In the early stages implementation of the Plan it is likely that there will be significant gaps in the available data limited Council's ability to quantify progress.

## Part B – Action Plan

## 8 Introduction

This Action Plan sets out the programme of action for achieving the Vision - Goals - Objectives and targets of the WMMP, as described in Part A – Strategy (Section 4). Some Section from Part A are repeated here to allow the Action Plan to stand alone if required.

This Action Plan covers the full life (six years) of the WMMP however it provides more detail for years one and two. The Action plan sets out actions with operational and financial implications for Council.

Consistent with Council's operational planning obligations under the Local Government Act 2002, activities set out in this Action Plan will need to be reflected in the relevant Long Term Plan and Annual Plan<sup>16</sup>. This means the WMMP should be reviewed as part of the annual planning process (with a focus on 12-18 months of future activity) and Long Term Planning process (with a focus on a 3-5 year horizon).

The operational planning and funding implications of the activities set out in this Action Plan are noted in the Action Planning tables.

---

<sup>16</sup> Currently 2015-2025 Long Term Plan and 2016/17 Annual Plan

## 9 Funding structure [see also Part A, section 6]

### 9.1 Plan implementation funding

The funding of the implementation of this WMMP will come from user charges, rate payer funds and levy payments returned to the Council.

User charges will fund kerbside refuse collection and the disposal or management of materials at Transfer Stations.

Ratepayer funds will provide public good focussed services. Examples include roadside recycling collection, supporting transfer station operations where user charges are not adequate to cover the full cost of operation, illegal dumping clean-ups, litter bin servicing, licensing implementation, education activities and reporting on plan implementation.

Levy payments direct to Council will fund waste education and kerbside recycling (in part) i.e. activities that promote or achieve the Goals and Objectives of this Plan. Council may also elect to apply to the Waste Minimisation Fund to fund specific projects.

Details of funding sources, quantities and allocation can be found in Council's Long Term Plan and Annual Plan updates to the Long Term Plan.

### 9.2 Grants and advances of monies

As part of the implementation of the WMMP, Council will develop criteria for making grants available from its allocation of Waste Levy funds. The amount of money available for grants will be determined as part of the Annual Plan process.

Criteria will be based on the funded activities contribution to promoting and achieving the vision, goals and objectives for waste minimisation and management. Activities with co-funding will be preferred with Council expecting 50 % or more contribution from partners other than Council.

Applications for funding will also be assessed for their ability to deliver the promised benefits. Specific areas for assessment will include organisation capability to deliver the project, governance arrangements, accountability and track record in delivering similar projects. Consideration will also be given to ensuring that funding supports new or expanded activities rather than supporting the status quo.

### 9.3 Waste minimisation levy expenditure

Waste minimisation levy funds returned to Council fully fund current waste education activity and contribute to the costs of the roadside recycling service.

## 10 Targets and measurement

The Targets set out in Section 4.2, Table 5 of Part A of this Plan provide the mechanism for a high level measure of progress. Monitoring will focus on gathering data to evaluate and report on progress against these targets, inform refinement of existing actions and development of future actions.

Progress in achieving the Vision - Goals - Objectives of this Plan will be monitored by reviewing the data outlined in Table 8 (repeating Table 7 from Section 7).

Table 8 Data source and description

| Data Source                                     | Information   | Comment                                 |
|---|---|---|
| Council contractors                             | Illegal dumping<br>Litter (bins, clean-up)<br>Roadside refuse<br>Roadside recycling<br>Transfer station refuse<br>Transfer station recycling/recovery     | Contract reporting                      |
| Northland Regional Landfill Limited Partnership | ReSort refuse<br>ReSort recycling and recovery  | Partnership reporting                   |
| Other collectors                                | Kerbside/business refuse  | By-law data requirements                |
| Waste processor                                 | Materials processed   | By-law data requirements                |
| Council contact database                        | Illegal dumping incidents   |   |
| Customer surveys                                | Residents satisfaction  |   |
| Council activity reporting (Annual Report)      | By-law implementation (licensing)<br>Data summary   |   |
| Targeted data collection                        | Solid Waste Analysis Protocol Surveys (waste composition)<br>Kerbside collection surveys (participation, set out rates)<br>Recycling contamination survey | Contract requirement or targeted survey |

Some of the activities in this Action Plan are focussed on securing the information noted in Table 8. For example introducing licensing (based on the existing by-law) and improving reporting under existing and future council contracts.

Periodic review of the Action Plan (see Section 8 of the Action Plan) will consider how effective the actions underway or completed have been in achieving the Vision - Goals - Objectives of this Plan. Table 9 links Targets to measures noted in Table 8. Table 10 provides definitions for key measures.



Table 9 Measuring progress against targets

| Target  | Measure   |
|---|---|
| 1.1 To reduce the total quantity of waste disposed of landfill (refuse collected at kerbside, through transfer stations and direct to landfill) on a per capita basis | Tonnes of waste disposed to landfill per capita                             |
| 2.1 Increase in the proportion of material captured for recycling at kerbside and transfer stations   | Tonnes of waste recycled per year / tonnes of waste and recycling collected |
| 2.2 Satisfaction with kerbside and transfer station recycling services  | Residents satisfaction survey results                                       |
| 3.1 Satisfaction with kerbside and transfer station refuse services   | Residents satisfaction survey results                                       |
| 4.1 To publish a summary of available data on waste generation and management with each annual report   | Summary reporting on WMMP in Annual Report                                  |
| 5.1 Reduction in illegal dumping incidents and quantity of material illegally dumped in the Whangarei District  | Number of incidents and quantity of illegally dumped material               |
| 5.2 Satisfaction with litter and illegal dumping service  | Residents satisfaction survey results                                       |
| 6.1 5 new schools adopt Waste Wise Schools each year  | Waste education contract reporting  |
| 6.2 WDC promote waste minimisation at events within the District  | Waste education contract reporting  |

Table 10: Measure definitions

| Measure  | Definition   |
|--|--|
| Tonnes of waste disposed of to landfill per capita | Total quantity of waste disposed of to landfill (from contract and by-law reporting) divided by Whangarei's usually Resident Population (Statistics New Zealand) |
| Tonnes of waste recycled per year                  | Total quantity of waste recycled or recovered (from contract and by-law reporting) divided by Whangarei's usually Resident Population                            |
| Residents satisfaction                             | Measure as defined in LTP 2015-2025  |
| Tonnes of illegal dumped material                  | Total quantity of illegally dumped material collected by Whangarei District contractors per year.  |

## 11 Action plan

The Action Plan, as set out in the following pages, has been developed to assist the Council and community to work towards achieving the Vision - Goals - Objectives set out in the WMMP. Where actions have operational or financial implications they need to be confirmed in the Council's core planning documents - the Long Term Plan and Annual Plan.

The WA recommended the following options be included in an Action Plan:

### Infrastructure actions

- Progress procurement for a new refuse collection contract as a continuation of the existing service (user pays refuse bags). An 80L wheelie bin based service may be considered in the future.
- Progress procurement for a new recycling collection contract with a focus on quality of materials collected, convenience and safety of collections staff and the general public. Separate glass collection and options for difficult collections will be considered as part of the procurement process.
- Progress procurement for a new rural transfer station operations contract with a focus on increasing the recovery of materials and maintaining a high level of service for rural communities.
- Complete detailed analysis of organic waste collection options including the status quo (private sector services), a food and garden waste collection and food waste only collection.
- Complete detailed analysis<sup>17</sup> of optimising services for bulky household waste including the role of ReSort, the rural transfer station network and potential bulky waste collections.
- Complete detailed analysis of sorting of C&I and/or C&D waste prior to disposal of residual material.
- Work with the community on options for litter bins with a focus on holiday areas where issues are currently occurring.
- Work with producers and importers to improve the management of hazardous waste, including providing options in the District for specific waste streams like e-waste.

### Education actions

- Continue to update and maintain information on waste and recycling collection and drop off services in the Whangarei District.
- Implement clear information and education to promote the effective use of recycling services.
- Disseminate information to all residents (including holiday makers/temporary residents) including national programmes like Love Food Hate Waste.
- Maintaining school education programme.
- Support Northland Regional Council environmental education activities for schools, homes and businesses.
- Provide information to the community about the negative impact of illegal dumping and alternatives available to the community (kerbside collection, commercial skip bins and transfer stations).

---

<sup>17</sup> Consider cost of service, diversion of materials, fairness/equity, safety and protection of the environment (illegal dumping).

## Policy actions

- Develop criteria for making grants available from Council's allocation of Waste Levy funds. Provisionally criteria will be based on contribution to the Vision, Goals and Objectives for waste minimisation and management with consideration of co-funding. Applications for funding should also be assessed for their ability to deliver the promised benefits i.e. due diligence on organisation capability, governance and accountability. Consideration also needs to be given to ensuring that funding supports new or expanded activities rather than supporting the status quo.
- Develop an implementation plan for the existing Solid Waste Management Bylaw 2013. This will focus on implementing licensing (Part 9) including reporting arrangements. With a relatively small number of collection providers operating in the District, Council is in a position to develop pragmatic but effective reporting requirements. This will require consultation with the collection providers prior to formally notifying the license regime. Council should target implementation of a licencing regime in 2017.
- Continue to report on progress against the targets in the WMMP in Annual Reports.
- Collaborate with central government, local government organisations, non government organisations (NGO) and other key stakeholders to progress national activity on waste minimisation and management policy<sup>18</sup>.
- Continue to actively address illegal dumping activity including where possible identifying perpetrators and if required undertaking clean-up activity.

---

<sup>18</sup> Including health and safety policy and guidance relating to kerbside collections.

## 11.1 Action planning tables

Table 11 Infrastructure Actions

| Action   | Timeline      | Funding   | Objective(s) | Target(s)             |
|--|---------------|---|--------------|-----------------------|
| a. Procure a roadside refuse collection contract based on the current contract (user pays refuse bag collection).  | December 2017 | User charges (existing)                             | 3            | 3.1                   |
| b. Procure a roadside recycling collection contract with a focus on increasing capacity, materials quality and health and safety performance.  | December 2017 | Targeted rate (existing)                            | 2, 4         | 2.1, 2.2, 4.1         |
| c. Progress procurement for a new rural transfer station operations contract with a focus on increasing the recovery of materials and maintaining a high level of service for rural communities. | December 2017 | User charges (existing)<br>Targeted rate (existing) | 2, 3, 4, 5   | 2.1, 3.1, 5.1,<br>5.2 |
| d. Promote existing organic waste reduction and diversion services:<br>Green waste composting (Keri Green, ReSort, Transfer Stations, Avoco, Greenfingers)<br>Food waste (Food Rescue)           | Ongoing       | Rates (existing)                                    | 2, 4         | 1.1, 2.1              |
| e. Promote waste reduction<br>Reusable packaging<br>Food waste reduction (Love Food, Hate Waste)   | Ongoing       | Rates (existing)                                    | 1, 4         | 1.1                   |
| f. Complete detailed analysis of organic waste collection options including the status quo (private sector services), a food and garden waste collection and food waste only collection.         | July 2019     | Rates (new)   | 2            | 2.1                   |
| g. Complete detailed analysis of optimising services for bulky household waste including the role of ReSort, the rural transfer station network and potential bulky waste collections.           | July 2018     | Rates (new)   | 3, 5         | 3.1, 5.1              |
| h. Complete detailed analysis of sorting of C&I and/or C&D waste prior to disposal of residual material.   | July 2020     | Rates (new)   | 2, 4         | 2.1, 4.1              |
| i. Work with the community on options for litter bins with a focus on holiday areas where issues are currently occurring.  | July 2018     | Rates (new)   | 3, 5         | 3.1, 5.1, 5.2         |

| Action  | Timeline | Funding     | Objective(s) | Target(s)     |
|---|----------|-------------|--------------|---------------|
| j. Work with producers and importers to improve the management of hazardous waste, including providing options in the District for specific waste streams like e-waste. | Ongoing  | Rates (new) | 2, 3, 5, 6   | 2.1, 3.1, 5.1 |

Table 12 Education Actions

| Action  | Timeline  | Funding          | Objective(s)  | Target(s) |
|---|---|------------------|---------------|-----------|
| k. Continue to update and maintain information on waste and recycling collection and drop off services in the Whangarei District.   | Ongoing   | Rates (existing) | 1, 2, 3, 6    | 4.1       |
| l. Implement clear information and education to promote the effective use of commercial and Council run recycling services.   | As part of new contract roll-out and then ongoing | Rates (existing) | 2             | 2.1, 2.2  |
| m. Disseminate information to all residents (including holiday makers/temporary residents) on waste minimisation and management including available services.                                       | December 2017 and ongoing                         | Rates (existing) | 1, 2, 3, 5, 6 |           |
| n. Maintaining school education programme, support Northland Regional Council environmental education activities for schools, homes and businesses.   | Ongoing   | Rates (existing) | 6             | 6.1, 6.2  |
| o. Provide information to the community about the negative impact of illegal dumping and alternatives available to the community (kerbside collection, commercial skip bins and transfer stations). | Ongoing   | Rates (existing) | 5, 6.1        | 5.1, 5.2  |

Table 13 Policy Actions

| Action  | Timeline  | Funding                         | Objective(s) | Target(s) |
|---|-----------|---------------------------------|--------------|-----------|
| p. Develop criteria for making grants available from Council's allocation of Waste Levy funds. Provisionally criteria will be based on contribution to the Vision, Goals and Objectives for waste minimisation and management with consideration of co-funding. Applications for funding should also be assessed for their ability to deliver the promised benefits i.e. due diligence on organisation capability, governance and accountability. | July 2018 | Rates or Waste Levy funds (new) | 1, 2, 4      | 1.1, 2.1  |

| Action   | Timeline  | Funding          | Objective(s) | Target(s) |
|--|-----------|------------------|--------------|-----------|
| q. Develop an implementation plan for the existing solid waste provisions in the District Bylaw (Part 4). This will focus on implementing licensing (Part 4, Section 419) including reporting arrangements. With a small number of collection providers operating in the District Council is in a position to develop pragmatic but effective reporting requirements. This will require consultation with the collection providers prior to formally notifying the license regime. The target implementation for the licencing regime is by July 2018. | July 2018 | Rates (new)      | 3, 4, 5      | 4.1       |
| r. Continue to report on progress against the targets in the WMMP in Annual Reports.   | Annually  | Rates (existing) | 4, 6         | 4.1       |
| s. Collaborate with central government, local government organisations, non government organisations (NGO) and other key stakeholders to progress national activity on waste minimisation and management policy.   | Ongoing   | Rates (existing) | 1, 2, 3, 6   | 1.1       |
| t. Continue to actively address illegal dumping activity including where possible identifying perpetrators and if required undertaking clean-up activity.  | Ongoing   | Rates (existing) | 5            | 5.1       |

Table 14 TimeLine

| 2017/2018  | 2018/19  | 2019/20   | 2020/21   | 2021/22   | 2022/23   |
|--|--|---|---|---|---|
| <p>Infrastructure Services</p> <p>Contracts</p> <p>Refuse Collection<br/>Kerbside Recycling<br/>Rural Transfer Stations</p> <p><i>Potential new services:</i></p> <p>Investigations</p> <p>Consider options for managing visitor (holiday areas) waste</p> | <p>Refuse Collection<br/>Kerbside Recycling<br/>Rural Transfer Stations</p> <p><i>Household hazardous waste.<br/>Collaborate with product owners on problem products e.g. e-waste</i></p> <p>Complete study on organic waste collection.</p> | <p>Refuse Collection<br/>Kerbside Recycling<br/>Rural Transfer Stations</p> <p>Complete study on bulky waste options<br/>Complete study on C&amp;D and C&amp;I waste sorting.</p> | <p>Refuse Collection<br/>Kerbside Recycling<br/>Rural Transfer Stations</p> <p><i>LTP Proposal for organic waste<br/>LTP Proposal for bulky waste<br/>LTP proposal on waste sorting</i></p> | <p>Refuse Collection<br/>Kerbside Recycling<br/>Rural Transfer Stations</p> <p><i>Organic waste service<br/>Bulky waste service</i></p> | <p>Refuse Collection<br/>Kerbside Recycling<br/>Rural Transfer Stations</p> <p><i>Organic waste service<br/>Bulky waste service<br/>C&amp;D / C&amp;I waste service</i></p> |
| <p>Education / Information</p> <p>Green waste and food waste services<br/>Council services<br/>For holidaymakers<br/>Schools<br/>Illegal dumping</p>   | <p>Green waste and food waste services<br/>Council services<br/>For holidaymakers<br/>Schools<br/>Illegal dumping</p>  | <p>Green waste and food waste services<br/>Council services<br/>For holidaymakers<br/>Schools<br/>Illegal dumping</p>   | <p>Green waste and food waste services<br/>Council services<br/>For holidaymakers<br/>Schools<br/>Illegal dumping</p>   | <p>Green waste and food waste services<br/>Council services<br/>For holidaymakers<br/>Schools<br/>Illegal dumping</p>                   | <p>Green waste and food waste services<br/>Council services<br/>For holidaymakers<br/>Schools<br/>Illegal dumping</p>   |

| 2017/2018  | 2018/19   | 2019/20   | 2020/21   | 2021/22   | 2022/23   |
|--|---|---|---|---|---|
| Policy   |   |   |   |   |   |
| Develop grant funding criteria                         | Grant funding round   | Grant funding round   | Grant funding round   | Grant funding round   | Grant funding round   |
| Detailed by-law implementation plan                    | By-law licensing, data compilation /reporting<br>Report on progress in 2016/17 Annual Report. | By-law licensing, data compilation /reporting<br>Report on progress in 2017/18 Annual Report. | By-law licensing, data compilation /reporting<br>Report on progress in 2018/19 Annual Report. | By-law licensing, data compilation /reporting<br>Report on progress in 2019/20 Annual Report. | By-law licensing, data compilation /reporting<br>Report on progress in 2020/21 Annual Report. |
| Collaborate with others national activity and policy.  | Collaborate with others national activity and policy.   | Collaborate with others national activity and policy.   | Collaborate with others national activity and policy.   | Collaborate with others national activity and policy.   | Collaborate with others national activity and policy.   |
| Illegal dumping investigation and enforcement activity | Illegal dumping investigation and enforcement activity  | Illegal dumping investigation and enforcement activity  | Illegal dumping investigation and enforcement activity  | Illegal dumping investigation and enforcement activity  | Illegal dumping investigation and enforcement activity  |



## 12 Applicability

This report has been prepared for the exclusive use of our client Whangarei District Council, with respect to the particular brief given to us and it may not be relied upon in other contexts or for any other purpose, or by any person other than our client, without our prior written agreement.

Tonkin & Taylor Ltd

Report prepared by:

Reviewed for Tonkin & Taylor Ltd by:



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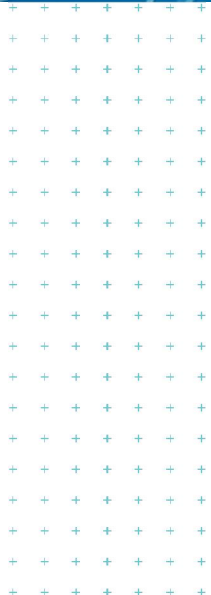
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## Appendix A: Whangarei Waste Assessment (2017)



Whangarei District Waste Assessment

Prepared for  
 Whangarei District Council  
 Prepared by  
 Tonkin & Taylor Ltd  
 Date  
 September 2017  
 Job Number  
 86151.v0.0



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## Table of contents

|       |  |    |
|-------|--|----|
| 1     | Policy context   | 3  |
| 1.1   | Statutory requirements for WA and WMMP                       | 4  |
| 1.2   | Local Policy   | 4  |
| 1.2.1 | Council's Long Term Plan (2015-25)                           | 4  |
| 1.2.2 | Solid Waste Activity Management Plan                         | 5  |
| 1.2.3 | Solid Waste Management Bylaw 2013                            | 5  |
| 1.3   | Regional Policy  | 6  |
| 1.3.1 | Northland Regional Policy Statement                          | 6  |
| 1.3.2 | Northland Regional Plans                                     | 6  |
| 1.4   | National Policy  | 6  |
| 1.4.1 | Waste Minimisation Act 2008                                  | 6  |
| 1.4.2 | The New Zealand Waste Strategy 2010                          | 7  |
| 1.4.3 | Other National Policy  | 7  |
| 2     | Waste Quantity and Composition                               | 10 |
| 2.1   | Timeframe  | 10 |
| 2.2   | Population   | 10 |
| 2.3   | Waste Composition  | 11 |
| 2.4   | Waste Quantities   | 13 |
| 2.4.1 | Kerbside Waste Quantities                                    | 13 |
| 2.4.2 | Waste quantities at Refuse Transfer Stations                 | 14 |
| 2.4.3 | Unquantified Waste   | 14 |
| 2.5   | Collection and drop off system performance                   | 15 |
| 2.6   | Waste quantity and composition data - issues and constraints | 16 |
| 3     | Waste infrastructure and services                            | 17 |
| 3.1   | Collection   | 17 |
| 3.1.1 | Residential Collection                                       | 18 |
| 3.1.2 | Commercial or Industrial Waste                               | 18 |
| 3.1.3 | Litter and Illegal Dumping                                   | 18 |
| 3.2   | Waste Transfer and Processing                                | 19 |
| 3.2.1 | Rural Transfer Stations                                      | 20 |
| 3.2.2 | ReSort   | 21 |
| 3.2.3 | Other Processing   | 22 |
| 3.3   | Landfills  | 22 |
| 3.4   | Costs for Waste Management                                   | 23 |
| 3.4.1 | Council Funding  | 23 |
| 3.4.2 | User Charges   | 23 |
| 3.5   | Waste Infrastructure - Issues Identified                     | 25 |
| 4     | Delivery of Waste Minimisation and Management Services       | 26 |
| 5     | Forecast of future demand                                    | 27 |
|       | PART 2 - WHERE DO WE WANT TO BE?                             | 29 |
| 6     | Where do we want to be?                                      | 30 |
| 6.1   | Background   | 30 |
| 6.2   | Vision, goals, objectives and targets                        | 31 |
| 6.3   | Council's intended role                                      | 34 |
| 6.4   | Protecting public health                                     | 34 |
|       | PART 3 - HOW ARE WE GOING TO GET THERE?                      | 35 |
| 7     | Options Identification and Analysis                          | 36 |

|              |   |    |
|--------------|---|----|
| 7.1          | Introduction                                    | 36 |
| 7.2          | Identifying options                             | 36 |
| 7.2.1        | Collection Options                              | 37 |
| 7.2.2        | Physical Infrastructure Options                 | 40 |
| 7.2.3        | Options to manage the negative impacts of waste | 42 |
| 7.2.4        | Education Options                               | 43 |
| 7.2.5        | Policy Options                                  | 43 |
| 7.3          | Assessing options                               | 44 |
| 7.3.1        | Assessment Criteria                             | 44 |
| 7.3.2        | Long List Options Assessment                    | 45 |
| 7.3.3        | Detailed Options Evaluation                     | 51 |
| 7.3.4        | Preferred options                               | 54 |
| 7.4          | Proposed actions                                | 55 |
| 8            | Statement of proposals                          | 57 |
| 9            | Consultation with the Medical Officer of Health | 60 |
| 10           | Applicability                                   | 61 |
|              |   |    |
| Appendix A : | Vision - Goals - Objectives Workshops           |    |
| Appendix B : | Letter/Comments from Northland DHB              |    |

## Acknowledgements

This document is based on the template set out in the Ministry for the Environment's document Waste Assessment and Waste Minimisation and Management Planning, A Guide for Local Authorities.

The preparation of this document would not have been possible without input from a wide range of supportive stakeholders. They include:

Council staff

Whangarei District councillors and Mayor

Council contractor and joint venture partner Northland Waste Limited

The Public Health section of the Northland District Health Board

Members of the Whangarei District Community who have taken time to attend consultation events, submit written feedback on the draft Waste Minimisation and Management Plan and/or present to the Waste Minimisation and Management Plan hearing.

Stakeholders from outside the Whangarei District who have taken time to share their experience and insights. They include Penny Garland of Owen Illinois, Sandra Murray of the Product Stewardship Council and Cliff Calhoun of Community and Environment Business Centre.





## Introduction

This Waste Assessment establishes the planning foundations for a Waste Management and Minimisation Plan (WMMP) for Whangarei District by describing the waste situation, setting the vision, goals objectives and targets for the district, and developing options for meeting future demand. Much of the information presented in this Waste Assessment will be summarised in the final WMMP.

This Waste Assessment contains three parts:

- Part 1 – the waste situation (where are we now?)  
This covers policy context, the current waste situation, including waste flows, waste infrastructure and services, and forecast of future demand. This will be summarised in the final WMMP.
- Part 2 – where do we want to be?  
Part 2 includes the vision, goals, objectives and targets for the waste assessment, which will form part the draft WMMP.
- Part 3 – how are we going to get there?  
Part 3 identifies options and assesses the suitability of each option (as required by Section 51 of the Waste Management Act 2008 (WMA)) and includes a summary of the outcome of consultation with the Medical Officer of Health. The preferred options from the Part 3 assessment will be presented in the WMMP.

## Scope

This Waste Assessment and the associated Waste Minimisation and Management Plan covers solid waste generated in the Whangarei District. The focus is on materials entering the waste management system (collection, processing and disposal). Other materials are relevant but not specifically addressed including wastewater treatment solids, industrial by-products and materials re-used on site.

## PART 1 - THE WASTE SITUATION

## 1 Policy context

The New Zealand Waste Strategy<sup>1</sup> (NZWS) provides a useful summary of the New Zealand policy context for waste minimisation and management. A diagram from the NZWS laying out the policy context is reproduced as Figure 1

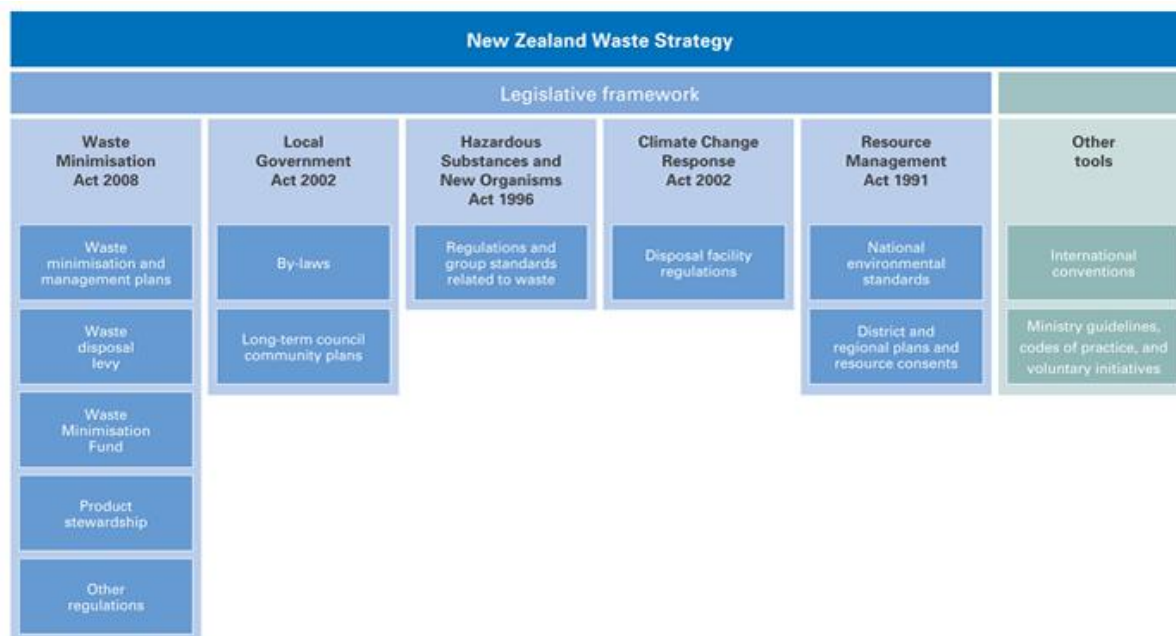


Figure 1: Policy Context for Waste minimisation and Management in New Zealand<sup>1</sup>

There is wide a range of statutory documents and associated policy that impacts on waste minimisation and management in the Whangarei District. These are summarised in Table 1 and the remainder of Section 1.

Table 1 Selected Relevant Policy for waste in Whangarei District

| Whangarei District                          | Northland Region                       | National  |
|---|--|---|
| Whangarei Long Term Plan 2015-2025          | Northland Regional Policy Statement    | Waste Minimisation Act 2008                     |
| Whangarei Solid Waste Asset Management Plan | Northland Regional Air Quality Plan    | Health Act 1956                                 |
| Whangarei Solid Waste Management Bylaw 2013 | Northland Regional Coastal Plan        | Hazardous Substances and New Organisms Act 1996 |
| Whangarei District Plan                     | Northland Regional Water and Soil Plan | Resource Management Act 1991                    |
|   |  | Local Government Act 2002                       |
|   |  | Climate Change Response Act 2002                |
|   |  | NZ Waste Strategy 2010                          |
|   |  | NZ Emissions Trading Scheme                     |

<sup>1</sup> The New Zealand Waste Strategy: Reducing harm, improving efficiency (ME1027), 2010.

## 1.1 Statutory requirements for WA and WMMP

This Waste Assessment establishes the planning foundations for the Whangarei Waste Minimisation and Management Plan (WMMP) by describing the waste situation, setting the vision, goals objectives and targets for the district, and developing options for meeting future demand.

A WMMP must contain a summary of the Council's objectives, policies and targets for waste management and minimisation. The plan should clearly communicate how the Council will deliver on these objectives.

Section 43 of the WMA states that a WMMP must provide for:

- a *objectives and policies for achieving effective and efficient waste management and minimisation within the territorial authority's district*
- b *methods for achieving effective and efficient waste management and minimisation within the territorial authority's district, including -*
  - i *collection, recovery, recycling, treatment, and disposal services for the district to meet its current and future waste management and minimisation needs (whether provided by the territorial authority or otherwise); and*
  - ii *any waste management and minimisation facilities provided, or to be provided, by the territorial authority; and*
  - iii *any waste management and minimisation activities, including any educational or public awareness activities, provided, or to be provided, by the territorial authority*
- c *how implementing the plan is to be funded*
- d *if the territorial authority wishes to make grants or advances of money in accordance with section 47, the framework for doing so.*

A WMMP must have regard to the waste hierarchy, the New Zealand Waste Strategy, and a Council's most recent waste assessment.

## 1.2 Local Policy

### 1.2.1 Council's Long Term Plan (2015-25)

Whangarei District Council (WDC) must produce a Long Term Plan (LTP) every three years. The LTP must include information on activities, goods or services provided by Council, and specific funding and financial management policies and information.

The WDC 2015 LTP notes several Community Outcomes - a set of aspirations or goals agreed with the Whangarei community. They are:

#### EASY AND SAFE TO MOVE AROUND

There is a range of private and public transport options including walkways and cycleways. Our travel times are predictable and our transport network is well managed and efficient

#### A GROWING, RESILIENT ECONOMY

We have more successful businesses and more jobs. Skilled people are attracted to our District to work, live, play, visit and invest. Our economy is vibrant and education and career opportunities match the region's needs.

#### CLEAN, HEALTHY AND VALUED ENVIRONMENT

As our District grows, our natural and created environment is protected, maintained and enhanced to reflect our Sense of Place, mauri and identity. Our harbour, foreshore and waterways are clean and healthy.

## VIBRANT AND HEALTHY COMMUNITIES

Our communities are safe, we have a strong sense of identity and belonging. We value and enhance our culture by working together to make a difference. Our District is full of life, activities and opportunities. Young people feel they belong, our leaders are nurtured and communities and Maori assist in shaping the direction of 'our place'.

## WELL MANAGED GROWTH

The city centre provides a strong heart for our District; it is vibrant and attractive supporting the District's growth. We have a variety of connected public spaces that enhance how we live. In our District existing settlements are consolidated and we ensure that new residential areas are sustainable. Our infrastructure is aligned to our growth and there is variety both in type, and location of housing.

In discussing infrastructure strategy the plan notes that

*Council, in conjunction with its private sector partners, provides solid waste (refuse) collection and disposal services throughout the District, including refuse and recycling collection, litter control, transfer stations, and the Puwera Landfill. Council-owned assets<sup>2</sup> have a depreciated replacement cost of \$1.2 million. Major assets such as the Puwera landfill and ReSort are relatively new with ages ranging from five to 10 years and capacity in excess of 40 years. The access to Uretiti transfer station, the largest and busiest rural transfer station, is a serviceable metal road and ideally would be sealed but this work has not been allocated in the 2015-25 LTP period.*

Table 2: Key Infrastructure Issues (Solid Waste) from 2015 LTP

| SOLID WASTE   |   |
|---|---|
| ISSUE AND IMPLICATIONS  | MOST LIKELY SCENARIO  |
| Solid waste assets require a renewal and maintenance programme. If assets are not maintained or renewed their condition will deteriorate requiring greater overall spending and a decrease in performance related to public satisfaction. There is a shortfall of funding for solid waste major maintenance and renewal programmes in years one through 10, which may negatively influence levels of service and growth related projects. | Council considers that its solid waste assets are generally in good to excellent condition with a large surplus of capacity (>40years), therefore has chosen not to allocate any capital expenditure funding to its solid waste assets within the first 10 years of the Strategy. Should investment be required for major maintenance or renewal, Council will attempt to fund this through a combination of user charges and level of service funding. |

The draft Annual Plan for 2016/17 has no significant changes from the activities and expenditure anticipated in the 2015-2025 Long Term Plan.

### 1.2.2 Solid Waste Activity Management Plan

The Solid Waste Activity Management Plan is currently being updated as part of the process of developing the 2018 - 2021 Long Term Plan.

### 1.2.3 Solid Waste Management Bylaw 2013

The Solid Waste Management Bylaw is intended to ensure that refuse is collected and disposed of efficiently. It is designed to cover collection requirements, recycling, the ownership of the solid waste stream and the storage, separation, transfer and management of solid waste. It covers all household and trade refuse and contains a schedule which lists 'special waste' such as toxic and chemical waste, offal and odorous waste.

<sup>2</sup> This does not include Puwera Landfill or ReSort Resource Recovery Park.

## 1.3 Regional Policy

### 1.3.1 Northland Regional Policy Statement

The Northland Regional Policy Statement (RPS) provides a broad direction and framework for managing Northland's natural and physical resources. These include land, water, air, soil, minerals, plants, animals and all built structures. The RPS has recently been reviewed with the new Northland Regional Policy Statement taking effect from May 2016.

The RPS includes Policy 5.2.1, to *Encourage development and activities to efficiently use resources, particularly network resources, water and energy, and promote the reduction and reuse of waste.*

### 1.3.2 Northland Regional Plans

There are currently three Regional Plans operating in the Northland Region; the Regional Air Quality Plan, Regional Coastal Plan and Regional Water and Soil Plan. A proposed new single plan will amalgamate and replace these plans. A draft of the new Regional Plan was released for public consultation in August 2016 and the NRC is anticipating releasing a Proposed Regional Plan in mid-2017. Of the current plans, Section 19.1 of the Regional Water and Soil Plan 2004 outlines the rules for solid waste discharges.

Disposal of small volumes of waste (defined as less than 12m<sup>3</sup>/property/year) onto or into rural or residential land is a permitted activity (i.e. does not require resource consent) within Northland subject to a number of restrictions. Chiefly, measures must be taken to ensure the effects of these waste disposal sites on surface water and groundwater are minor. The waste disposed must not include offal, dead stock, agrichemical containers or hazardous wastes. Composting is also permitted if rules regarding discharge of contaminants are met and no offensive odour or other nuisance is discernible from the boundary of the property.

Where the conditions outlined for these permitted activities in the plan are not able to be met the applicant must apply for resource consent. No refuse related activities are noted as non-complying or prohibited.

## 1.4 National Policy

### 1.4.1 Waste Minimisation Act 2008

The Waste Minimisation Act 2008 (WMA (2008)) sets a framework to encourage a reduction in the amount of waste generated and disposed of in New Zealand, minimising the environmental harm of waste and providing economic, social and cultural benefits for New Zealand.

The main elements of this Act include;

- A levy imposed on all waste that is landfilled
- Product stewardship schemes for businesses and organisations
- Allows local authorities to create by-laws relating to waste management and minimisation
- Requires waste operators undertake waste reporting
- Establishes a Waste Advisory Board to give independent advice to the Minister for the Environment on related issues

Territorial authorities, such as Whangarei District Council, are required by the WMA (2008) to promote waste management and minimisation within the territorial authority's district. Part of this responsibility involves the creation and adoption of a Waste Management and Minimisation Plan (WMMP), updated every six years, which details current and planned objectives and policies,

methods and funding for achieving effective and efficient waste management and minimisation. This plan must also have regard for the New Zealand Waste Strategy (see below). The Plan must also consider the following methods of waste management and minimisation (listed in descending order of importance):

- Reduction;
- Reuse;
- Recycling;
- Recovery;
- Treatment; and
- Disposal.

#### 1.4.2 The New Zealand Waste Strategy 2010

While the Waste Minimisation Act outlines the regulatory requirements of businesses and organisations, the New Zealand Waste Strategy provides high-level strategic direction around where to focus effort to manage waste, and ways in which this can be achieved. The key aim of the Strategy is to 'Reduce Harm, Improving Efficiency'. This aim is further defined as

- Reducing the harmful effects of waste on both the environment and human health, and
- Improving the efficiency of resource use to reduce the impact on the environment and human health and gain any potential economic benefits.

The strategy highlights other tools and legislative requirements that businesses and organisations should consider when reviewing waste management.

#### 1.4.3 Other National Policy

As noted in Table 1 there are several other policy documents of relevance to waste minimisation and management in Whangarei. These noted below with content drawn from the MfE Guide for Waste Minimisation and Management Planning<sup>3</sup>.

##### 1.4.3.1 Local Government Act 2002

The Local Government Act 2002 (LGA) provides the general framework and powers under which New Zealand's democratically elected and accountable local authorities operate.

The LGA contains various provisions that may apply to Councils when preparing their WMMPs, including consultation and bylaw provisions. For example, Part 6 of the LGA refers to planning and decision-making requirements to promote accountability between local authorities and their communities, and a long-term focus for the decisions and activities of the local authority. This part includes requirements for information to be included in the long-term plan (LTP), including summary information about the WMMP.

##### 1.4.3.2 Resource Management Act 1991

The Resource Management Act 1991 (RMA) promotes sustainable management of natural and physical resources. Although it does not specifically define 'waste', the RMA addresses waste management and minimisation activity through controls on the environmental effects of waste management and minimisation activities and facilities through national, regional and local policy, standards, plans and consent procedures. In this role, the RMA exercises considerable influence over facilities for waste disposal and recycling, recovery, treatment and others in terms of the potential impacts of these facilities on the environment.

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<sup>3</sup> Waste Assessments and Waste Management and Minimisation Planning – A Guide for Territorial Authorities, MfE 2015.

Under section 30 of the RMA, regional Councils are responsible for controlling the discharge of contaminants into or onto land, air or water. These responsibilities are addressed through regional planning and discharge consent requirements. Other regional Council responsibilities that may be relevant to waste and recoverable materials facilities include:

- managing the adverse effects of storing, using, disposing of and transporting hazardous wastes
- the dumping of wastes from ships, aircraft and offshore installations into the coastal marine area
- the allocation and use of water.

Under section 31 of the RMA, Council's responsibility includes controlling the effects of land-use activities that have the potential to create adverse effects on the natural and physical resources of their district. Facilities involved in the disposal, treatment or use of waste or recoverable materials may carry this potential. Permitted, controlled, discretionary, non-complying and prohibited activities, and their controls, are specified in district planning documents, thereby defining further land-use-related resource consent requirements for waste-related facilities.

In addition, the RMA provides for the development of national policy statements and for the setting of national environmental standards (NES). There is currently one enacted NES that directly influences the management of waste in New Zealand – the Resource Management (National Environmental Standards for Air Quality) Regulations 2004. This NES requires certain landfills (eg, those with a capacity of more than 1 million tonnes of waste) to collect landfill gases and either flare them or use them as fuel for generating electricity.

Unless exemption criteria are met, the NES for Air Quality also prohibits the lighting of fires and burning of wastes at landfills, the burning of tyres, bitumen burning for road maintenance, burning coated wire or oil, and operating high-temperature hazardous waste incinerators. These prohibitions aim to protect air quality.

#### 1.4.3.3 Climate Change Response Act 2002, New Zealand ETS

The Climate Change Response Act 2002 and associated regulations is the Government's principal response to manage climate change. A key mechanism for this is the New Zealand Emissions Trading Scheme (NZ ETS) The NZ ETS puts a price on greenhouse gas emissions, providing an incentive for people to reduce emissions and plant forests to absorb carbon dioxide.

Certain sectors, including landfill operators, are required to acquire and surrender emission units to account for their direct greenhouse gas emissions or the emissions associated with their products. Landfills that are subject to the waste disposal levy are required to surrender emission units to cover methane emissions generated from landfill. These disposal facilities are required to report the tonnages landfilled annually to calculate emissions.

#### 1.4.3.4 Litter Act 1979

Under the Litter Act 1979 it is an offence for any person to deposit litter of any kind in a public place, or onto private land without the approval of the owner.

The Litter Act is enforced by territorial authorities, who have the responsibility to monitor litter dumping, act on complaints, and deal with those responsible for litter dumping. Councils reserve the right to prosecute offenders via fines and infringement notices administered by a litter control warden or officer. The maximum fines for littering are \$5,000 for a person and \$20,000 for a corporation.

Council powers under the Litter Act can be used to address illegal dumping issues that may be included in the scope of a Council's waste management and minimisation plan.



#### 1.4.3.5 Health Act 1956

The Health Act 1956 places obligations on Councils (if required by the Minister of Health) to provide sanitary works for the collection and disposal of refuse, for the purpose of public health protection (Part 2 – Powers and duties of local authorities, section 25). The Act specifically identifies certain waste management practices as nuisances (section 29) and offensive trades (Third Schedule). The Health Act enables Councils to raise loans for certain sanitary works and/or to receive government grants and subsidies, where available.

10

## 2 Waste Quantity and Composition

### 2.1 Timeframe

This document focuses primarily on the period between 2012 and 2016. Waste quantities, composition and flows prior to this period are detailed in the Whangarei District Council Waste Minimisation and Management Plan 2011. Where appropriate comparison has been made between the quantities and predictions made in this report and what has actually happened.

### 2.2 Population

In 2015 Whangarei District a Demographic profile of the Whangarei District was prepared drawing on the 2013 Census<sup>4</sup>. The Profile noted that

*“The Whangarei District is New Zealand’s eighth most populated territorial authority. There were 83,700 people living in the District (at 30 June 2013), comprising almost 2% of the national population. The population density for the District is 29 people/km<sup>2</sup> in a total district area of 2,852 km<sup>2</sup>. Approximately 48,000 (57%) of the population live in the Whangarei urban area.*

*... Between 2006 and 2013 there was a 9.4% increase in the District’s estimated resident population (1.3% per annum). The greatest population growth occurred in rural and coastal areas and on the urban fringe around Whangarei City. Urban Whangarei grew at a much slower rate and some parts of the City experienced a decline in population.*

*... The peak summer population on the Whangarei coast increases from a usually resident population of approximately 10,000 to around 37,000 over Christmas/New Year, a more than 300% increase.*

*... At the time of the 2013 census, there were approximately 35,340 total dwellings in the Whangarei District, of which around 30,204 (85.5%) were occupied and 5,136 (14.5%) were unoccupied (mostly holiday homes).*

*... Over the next 30 years, the population of the Whangarei District is expected to increase at an average annual growth rate of around 0.9%. The population of the Whangarei District is estimated to reach 110,000 people by 2043, an increase of around 26,000 people from 2013 or approximately 870 people per year. By 2033, we expect that the population of the Whangarei District will be 100,000.”*

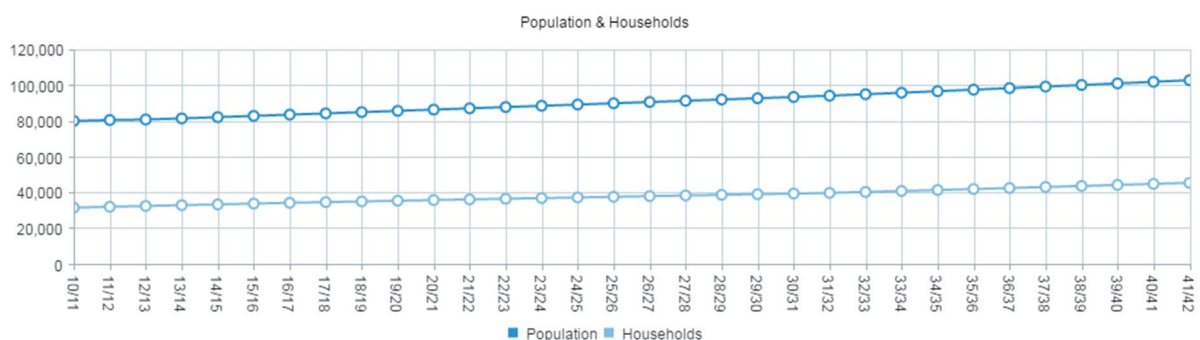


Figure 2: Projected Population and Household Increase

<sup>4</sup> Demographic Profile of the Whangarei District June 2013, Whangarei District Council, 2015.

## 2.3 Waste Composition

Waste composition audits provide information about the make-up of a waste stream, and can help identify materials that make up large or disproportionate parts of the waste stream to target when forming waste management and minimisation strategies.

Table 3 Comparison of 2008 (Whangarei) 2015 (Generic) and 2017 Waste Composition Data - refuse<sup>5</sup>

| Primary Category    | Proportion of total |      |      |
|---------------------|---------------------|------|------|
|                     | 2008                | 2015 | 2017 |
| Paper               | 11%                 | 12%  | 9%   |
| Plastic             | 12%                 | 14%  | 12%  |
| Nappies             | 6%                  | 6%   | 7%   |
| Glass               | 4%                  | 4%   | 1%   |
| Putrescibles        | 26%                 | 32%  | 23%  |
| Textiles            | 5%                  | 5%   | 7%   |
| Potential Hazardous | 1%                  | 1%   | 1%   |
| Ferrous Metals      | 4%                  | 3%   | 3%   |
| Non-Ferrous Metals  | 1%                  | 0.5% | 1%   |
| Rubber              | 1%                  | 0.5% | 1%   |
| Timber              | 18%                 | 13%  | 25%  |
| Rubble              | 11%                 | 9%   | 11%  |
| TOTAL               | 100%                | 100% | 100% |

<sup>5</sup> 2008 data sourced from 2012 WMMP, 2017 data is from preliminary reporting of waste composition surveys completed in mid 2017.

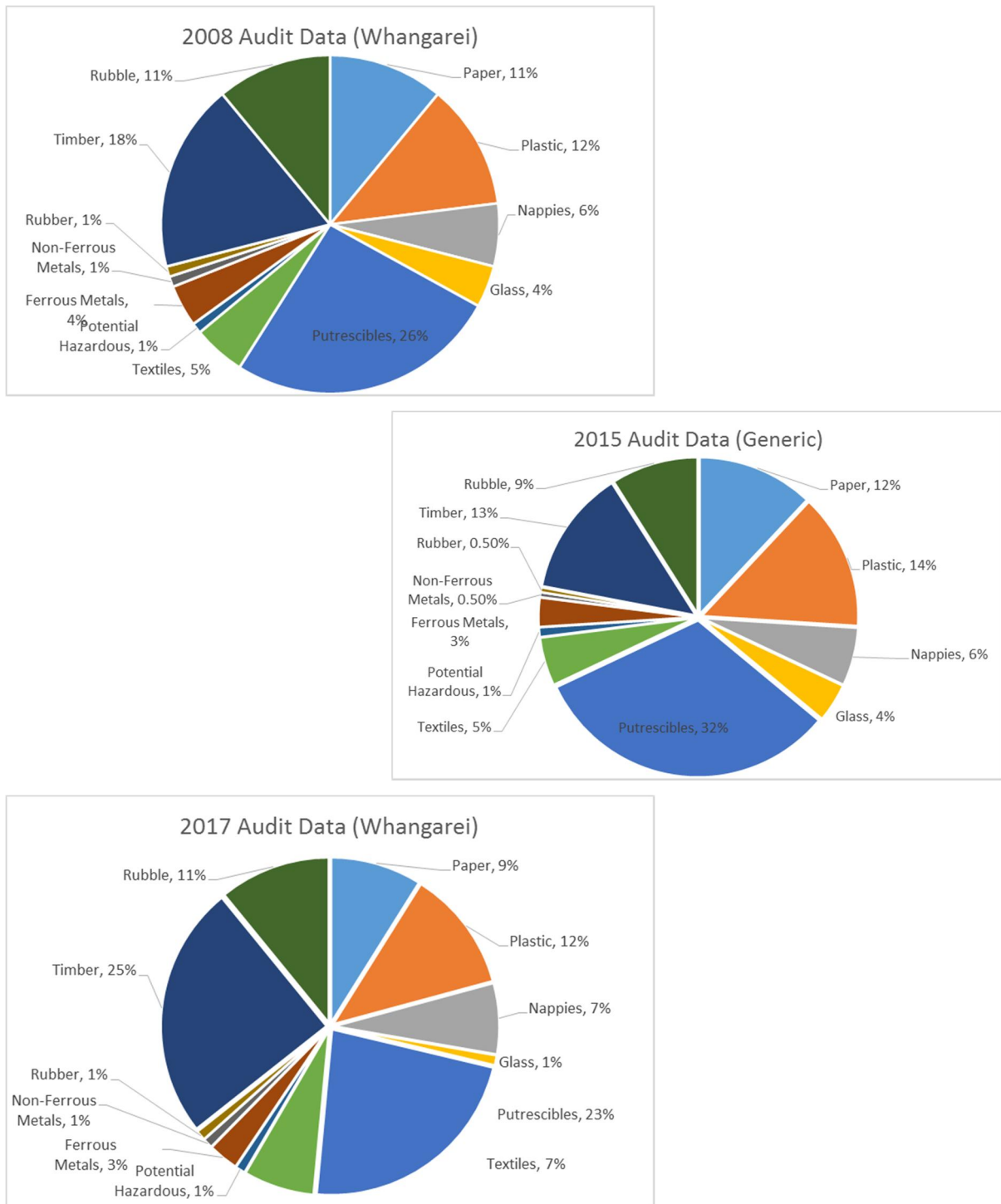


Figure 3 Refuse Composition 2008, 2015 and 2017

Material taken directly to landfill or transfer station (self haul) material tends to have a larger proportion of bulk items (timber, rubble) and the putrescible fraction has a higher proportion of garden rather than food waste. Typical summary figures are noted in Table 4.

Table 4: Bag and Self Haul Composition

| Primary Category   | Refuse Bag | Refuse Bins (120-140L) | Refuse Bins (240L) | General Waste (2017) |
|--------------------|------------|------------------------|--------------------|----------------------|
| Average Weight     | 6.12 kg    | 12.26 kg               | 21.15 kg           |                      |
| Paper              | 10.4%      | 7.5%                   | 9.5%               | 9%                   |
| Plastic            | 10.6%      | 5.7%                   | 8.7%               | 12%                  |
| Putrescibles       | 57.4%      | 63.1%                  | 61.9%              | 23%                  |
| Ferrous Metals     | 1.5%       | 1.6%                   | 1.1%               | 3%                   |
| Non-Ferrous Metals | 0.7%       | 0.4%                   | 0.6%               | 1%                   |
| Glass              | 1.5%       | 2.2%                   | 3.6%               | 1%                   |
| Timber             | 1.2%       | 3.3%                   | 0.9%               | 25%                  |
| Other              | 16.7%      | 16.2                   | 13.7%              | 26%                  |
| TOTAL              | 100%       | 100%                   | 100%               | 100%                 |

## 2.4 Waste Quantities

### 2.4.1 Kerbside Waste Quantities

Kerbside refuse in Whangarei District is collected in compactor trucks and consolidated at the ReSort Resource Recovery Park in Whangarei or transported directly to Puwera landfill. Households can use Council refuse bags or stickers (sold at a range of retail outlets) or use one of several commercial wheelie bin services. Based on bag and sticker sales around 75% of households use the Council collection service. Using the average container weights noted in Table 4, and assuming the remaining houses predominantly use 240 L wheelie bins, an estimate of total kerbside refuse collected has been developed as summarised in Table 5.

Kerbside recycling is collected from rural and urban households with materials presented at the kerbside in Council provided crates. Materials are sorted at the kerbside and consolidated at ReSort and Uretiti Transfer Station<sup>6</sup> prior to transport to markets or further sorting. The data summarised in Table 5 suggests a diversion rate of around 25% of materials collected from households in 2015/16.

Table 5 Kerbside Waste Quantities<sup>7</sup>

|                            | 2011/12 | 2012/13 | 2013/14 | 2014/15 | 2015/16 |
|----------------------------|---------|---------|---------|---------|---------|
| Kerbside Refuse Collection | 16,990  | 17,736  | 14,990  | 17,366  | 18,424  |
| WDC recycle collection     | 4,524   | 4,767   | 5,509   | 5,824   | 6,195   |
|                            |         |         |         |         |         |
| Total Kerbside Waste       | 21,514  | 22,503  | 20,499  | 23,190  | 24,619  |
| Recycling Rate (%)         | 22%     | 21%     | 21%     | 27%     | 25%     |

<sup>6</sup> See Section 3.2.1 for details on rural transfer stations including Uretiti.

<sup>7</sup> Data sourced from waste collection and transfer station contract reporting and weighbridge records at Resort and Puwera Landfill.

### 2.4.2 Waste quantities at Refuse Transfer Stations

Total refuse quantities, measured in tonnes leaving each transfer station, are reported for the rural transfer stations by the transfer station operations contractor. The data reports material leaving each transfer station to be transported to Puwera Landfill or sold. This means there is no breakdown of where this waste originates, e.g. kerbside or self haul from households (Municipal Solid Waste or MSW), businesses (Commercial and Industrial or C&I) or construction activity (Construction and Demolition or C&D).

The data presented in Table 6 suggests a diversion rate of 44% of materials entering the transfer stations. The diversion rate at rural transfer stations is lower, reflecting the lack of green waste diversion at some sites. When all waste (via transfer station, collected from households and transported directly to Puwera Landfill) is taken into account the diversion rate drops to around 29%.

Table 6: Estimated Waste Quantities via transfer stations or direct to landfill 2011 - 2016<sup>8</sup>

|  | 2011/12 | 2012/13 | 2013/14 | 2014/15 | 2015/16 |
|--|---------|---------|---------|---------|---------|
| Refuse via transfer stations               |         |         |         |         |         |
| Casual transfer station users <sup>9</sup> | 9,526   | 9,660   | 9,665   | 9,367   | 8,241   |
| Commercial                                 | 8,646   | 8,768   | 8,772   | 8,502   | 7,480   |
| Recycle (transfer stations only)           | 12,697  | 12,697  | 12,876  | 12,882  | 12,485  |
| Total waste via transfer stations          | 30,869  | 31,125  | 31,313  | 30,751  | 28,206  |
| Recycling rate (%)                         | 41%     | 41%     | 41%     | 42%     | 44%     |
|  |         |         |         |         |         |
| Total waste landfilled                     | 50,160  | 51,375  | 48,644  | 49,983  | 47,121  |
| Total waste recycled                       | 18,586  | 19,092  | 19,421  | 19,170  | 19,407  |
| Recycling Rate (%)                         | 27%     | 27%     | 29%     | 28%     | 29%     |

### 2.4.3 Unquantified Waste

There are several waste streams that are known to exist but are difficult to quantify. Examples include rural waste managed on farms, materials captured as part of commercial activity (e.g. scrap metal, industrial by-products, commercial recycling) and waste materials managed within manufacturing operations (e.g. biosolids from food processing operations applied to land, refining residues). This means that both waste disposed to landfill and waste diverted/recovered are likely to be underestimated.

There is an increasing level of interest in rural waste across New Zealand. As the rural sector considers the implications of current waste management approaches it is likely that increasing quantities of materials from farming activities will enter the Whangarei District Council system, either via the rural transfer station network or through commercial on-farm collection.

<sup>8</sup> Data sourced from waste collection and transfer station contract reporting, ReSort weighbridge records and Puwera Landfill weighbridge records.

<sup>9</sup> Includes waste from households and commercial activities transport directly to transfer station i.e. not by a waste collector.

## 2.5 Collection and drop off system performance

The Whangarei District Council Resident Satisfaction Survey (May 2016) suggests 90 % participation rate for recycling collection and 85-90 % participation in the kerbside refuse collection. Average bag weight (from the waste composition survey) is around 6kg.

Market share is difficult to estimate without detailed surveys of the refuse collection service and data for private sector collections. If it is assumed households put out a bag every week the estimate of market share would drop to around 75 % of households. Taking into account average weights for wheelie bins Council market share by tonnage is assumed to be 45-50 %.

Combining the waste composition data with data on the quantity of waste disposed of to landfill and recycled provides a basis for determining the capture of various materials 'available' in the waste stream<sup>10</sup>. A summary assessment drawing on estimated quantities and composition is presented in Table 7.

Table 7: Whangarei Waste Management System Performance

|                           | Bags/Bins   |           | General     |           | WDC Recovery |   |
|---------------------------|-------------|-----------|-------------|-----------|--------------|---|
|                           | Composition | Tonnes/yr | Composition | Tonnes/yr | Tonnes/yr    | Recovery %  |
| Total                     | 100%        | 18,424    | 100%        | 28,697    | 19,407       | 29%   |
| Paper                     | 17%         | 3,132     | 12%         | 3558      | 6,775        | 50%   |
| Plastic                   | 18%         | 3,316     | 14%         | 3903      | 1,842        | 20%   |
| Organics <sup>11</sup>    | 37%         | 6,817     | 32%         | 9183      | 2,556        | 30% See note <sup>11</sup> Error! Bookmark not defined. |
| Ferrous <sup>12</sup>     | 3%          | 553       | 3%          | 717       | 557          | 30% See note <sup>12</sup> Error! Bookmark not defined. |
| Non Ferrous <sup>12</sup> | 1%          | 184       | 1%          | 172       | 48           | See note <sup>12</sup>                                  |
| Glass <sup>7</sup>        | 12%         | 2,211     | 4%          | 1205      | 7,425        | 68%   |
| Timber <sup>13</sup>      | 1%          | 184       | 13%         | 3731      | 10           | See note <sup>13</sup>                                  |
| Other                     | 11%         | 2,027     | 22%         | 6227      | 195          |   |

The available data suggests there are opportunities to capture additional recyclable material through the transfer stations and kerbside collections including organic material, timber, metals, paper, plastics and glass. Specifically:

- While paper/cardboard recovery is reasonable it should be possible to increase the capture of paper and cardboard at both kerbside and transfer stations.
- Plastic recovery is low, again it should be possible to increase the capture of materials at both kerbside and transfer stations.
- Organic waste recovery is under-estimated (there are no figures for material captured by commercial composters) but there is a significant amount of material that could be targeted.
- Metals recovery is under-estimated, further detail is required.
- Glass recovery is at a good level.

<sup>10</sup> From Table 4, Table 5 and Table 6

<sup>11</sup> This figure does not include materials handled by commercial composters i.e. recovery T and % are underestimates.

<sup>12</sup> This figure does not include materials handled by scrap metal dealers i.e. recovery T and % are underestimates.

<sup>13</sup> No Whangarei specific data, some material captured at transfer stations

- The historic (2008) and generic composition figures suggest there could be a significant amount of timber available for recovery in the general waste stream.

As noted in Table 6, recovery via transfer stations is around 44 %, largely at ReSort. Care needs to be taken in comparing the diversion rate with other reported recovery percentages around New Zealand. In some areas where community based recycling centres have been established (Far North District, Waiuku) recovery percentage is reported after exclusion of domestic and commercial refuse. If measured on this basis the recovery percentage at ReSort would be 72%. Whangarei District's preferred approach is to consider all waste streams entering the site.

There are other materials present in the waste stream that require careful management to avoid negative impacts. These include:

- Hazardous waste (chemicals, e-waste, used oil, asbestos)
- Difficult or special waste (tyres, bulk waste, dead animals)
- General waste (household and commercial waste)

Waste from certain sources can also present challenges or opportunities and is worthy of consideration. Examples include:

- Rural waste - waste from the business of farming including agricultural plastics (wrap and chemical containers), unwanted chemicals, timber and machinery (including maintenance related waste like used oil).
- Waste from major processing sites - examples include waste treatment residuals (for example sludge), packaging (pallet wrap, broken pallets) and containers (cleaners, ingredients, maintenance products).

## 2.6 Waste quantity and composition data - issues and constraints

While there is some information available about the quantity and composition of waste generated in the Whangarei District the data is incomplete. The available data needs to be interpreted considering that:

- There is a mix of volume based estimates and measured weights.
- The source of waste is not always clear.
- There is limited data on coverage, set out rate or participation rates for kerbside collection.
- The data regarding quantity of waste collected or processed is not complete. For example:
  - The quantity of waste composted by commercial composters has not been quantified
  - The quantity of waste collected from commercial premises for recycling has not been quantified
  - The quantity of waste generated on rural properties and processed or disposed on site has not been quantified.

There is a by-law in place (refer Section 1.2.3) that provides for collection of data on collection services including quantities of material collected, destination for disposal or processing and coverage, set out and participation rates. Implementation of the by-law in close consultation with collection and processing companies operating in the Whangarei District will improve the availability and quality of data available.

There is also potential to improve the reporting of waste materials handled by contractors on behalf of Council and by the Joint Venture (ReSort). Reporting on activity as part of contract obligations should include appropriately detailed reporting on waste source, quantity and destination.



### 3 Waste infrastructure and services

#### 3.1 Collection

The Whangarei District Collection system is represented schematically in below

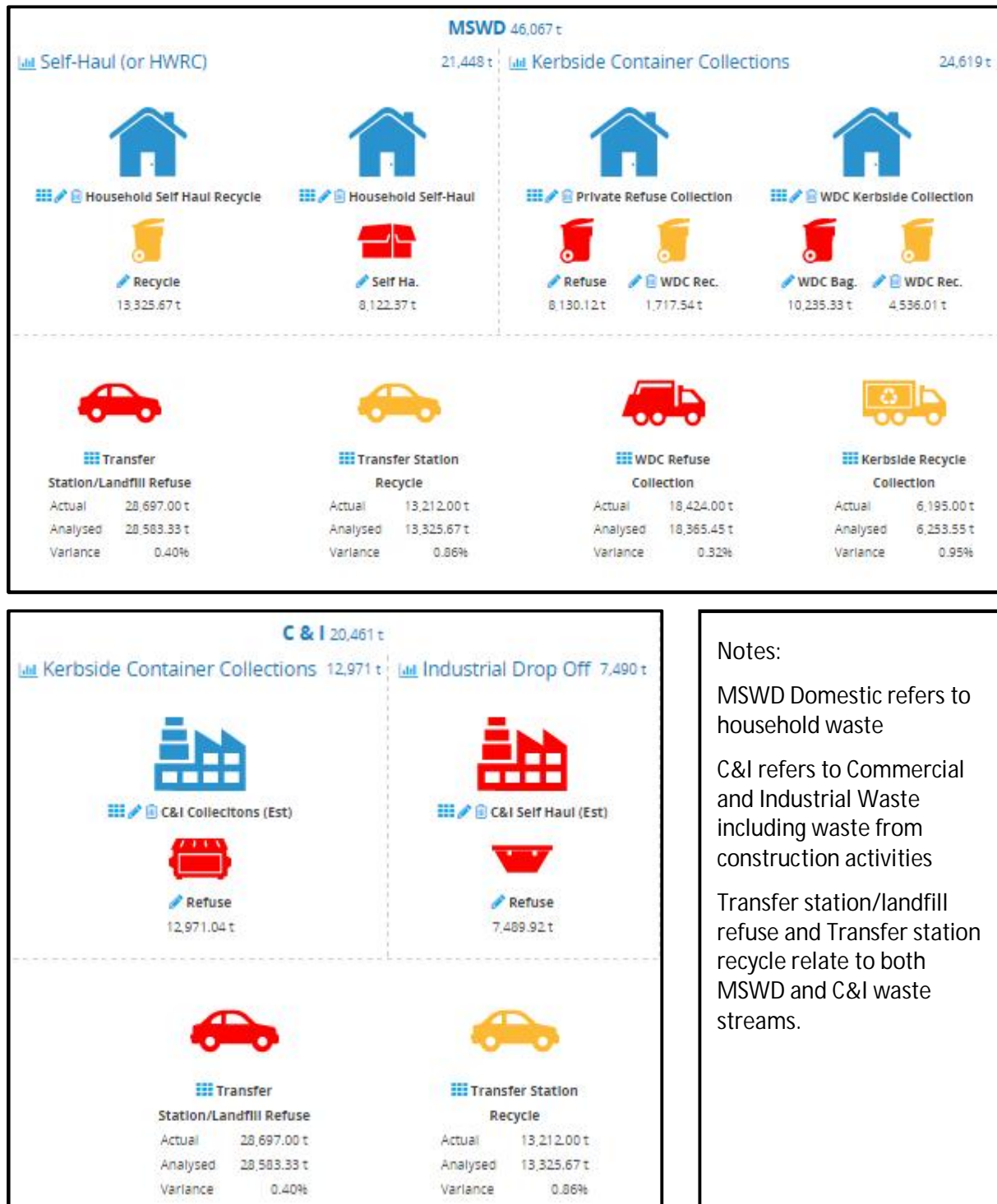


Figure 4 Whangarei District Waste Collection System

### 3.1.1 Residential Collection

Northland Waste Limited (NWL) provides bag based refuse and crate based recycling collection throughout the district on behalf of Council. NWL and Waste Management NZ Limited (WMNZ) offer wheelie bin collection services for households on a commercial basis.

Kerbside collection of refuse in bags and recycling in crates (sorted at the roadside) is available in urban and rural areas in the district<sup>14</sup>. Alternatively, the public may take household refuse and recycling to the transfer stations across the district, see section 0.

Collection frequency is generally weekly although commercial services are offered on a fortnightly or monthly basis. Garden waste collections are available on a commercial basis.

### 3.1.2 Commercial or Industrial Waste

Waste (both refuse and recycling) from commercial and industrial premises in Whangarei District is currently collected and disposed of via ReSort, direct to market or directly to Puwera Landfill or other landfills. Materials collected for recycling or treatment or disposal out of Whangarei no data is available. Many national business with a local presence have comprehensive waste management and recycling systems in place, for example Countdown operates a waste management system where some material is recovered and recycled (paper and cardboard), organic material (food waste) is diverted to animal feed with only residual waste disposed of at local Landfill. Foodstuffs (New World and Pak n Save), the Warehouse and Fonterra all operate similar systems.

A food rescue service is currently being set up in Whangarei. The service will divert healthy food from landfill to those in need.

### 3.1.3 Litter and Illegal Dumping

Litter bins are provided in the urban centres and popular visitors spots throughout the District. Litter bin collection is undertaken by a contractor with their scope currently including:

- Litter bin emptying.
- CBD cleaning and custodial duties (incl. cleaning, sweeping etc).
- Cleaning up after fly tipping.
- Twice weekly servicing during peak holiday periods.

Illegal dumping does occur and is costing Council around \$9,000 per month. Where possible fines are imposed with around \$2,400 per month collected. Records indicate around 75 % of illegal dumping incidents occur in city locations but 63 % of Council costs are incurred addressing dumping in rural and coastal settlement areas. The same data suggests illegal dumping is static when population increase is taken into account.

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<sup>14</sup> About 5% of residents have to take bags/recycling to collection points.

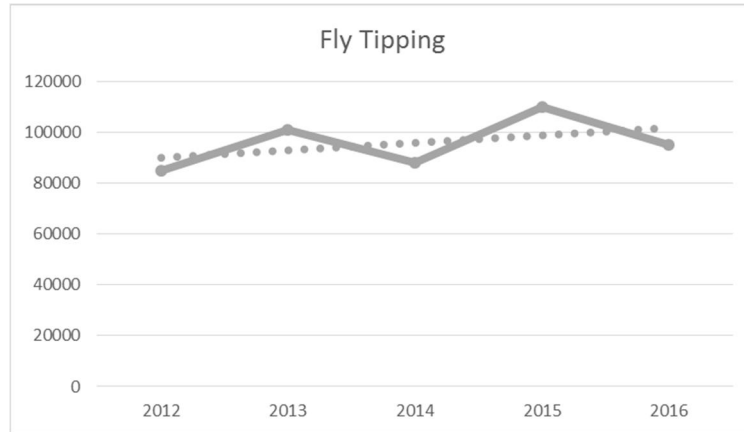


Figure 5 Illegal Dumping in Whangarei 2012 - 2016

### 3.2 Waste Transfer and Processing

Transfer stations, where waste can be dropped off by the public, are located at Hikurangi, Tauraroa, Uretiti, Kokopu, Ngunguru, Ruatangata, Oakura and Parua Bay. The transfer stations are operated under contract to WDC. The sites provide refuse and recycling facilities for public usage. At ReSort a small number of items, typically inorganic items that could be reused, are manually removed from the waste stream by transfer station staff for recycle or sale.

No weighbridge is currently installed at any of the Council owned sites. Material is weighed as it enters ReSort or Puwera Landfill from each transfer station. Council pays for disposal on that basis.

*The Whangarei District waste management system and estimated quantities for 2015/16 are presented in*

*Figure 6. Facility details are provided on the following pages.*

Figure 6 is a screen shot from a model of the Whangarei waste management system developed for this Waste Assessment.

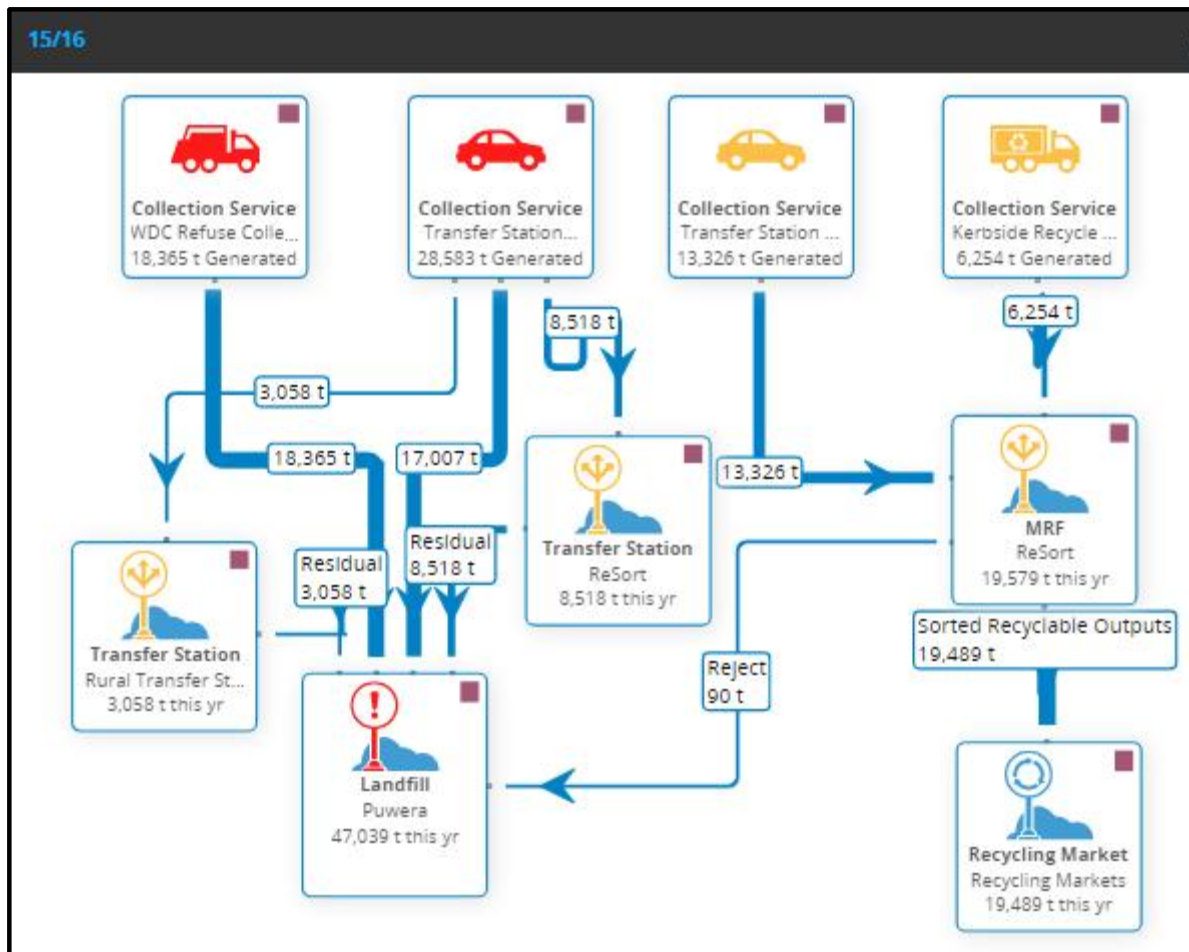


Figure 6: Waste Flow Diagram - Collection, Processing and Disposal (2015/16 figures)

### 3.2.1 Rural Transfer Stations

Whangarei District Council's rural transfer station network is shown in Figure 7. The five larger rural transfer stations have jumbo bins (one for scrapmetal, two for refuse). There are no greenwaste bins at three of them. Hikurangi and Uretiti have on site green waste disposal. The smaller three sites are used largely for refuse bags and recycling. Two of the coastal stations have mini bins.

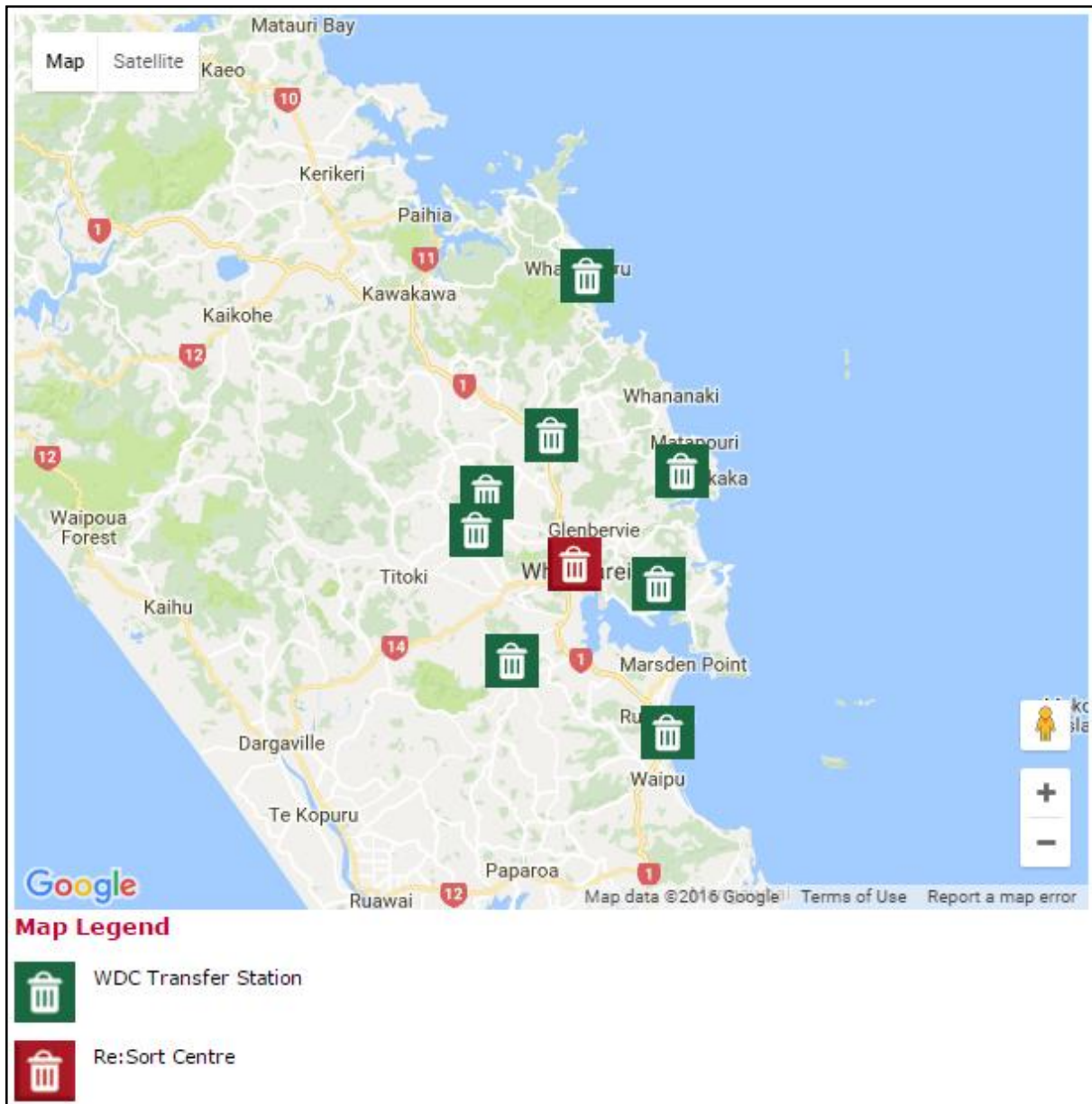


Figure 7: Transfer Stations in Whangarei District<sup>15</sup>

### 3.2.2 ReSort

Whangarei's resource recovery park, Resort, is located at 201 Kioreroa Road, Whangarei. ReSort is set up to recover materials from the waste stream with a reuse shop and targeting scrap and waste wood (viable markets). The site is owned and operated by a joint venture company, Northland Regional Landfill Limited Partnership (NRLLP). NRLLP is a joint venture between the Whangarei District Council and NWL with each having 50 % ownership. The partnership also owns Puwera Landfill.

<sup>15</sup> Screenshot from <http://www.wdc.govt.nz/WaterandWaste/Rubbish/Pages/RubbishDisposal.aspx>



Figure 8: ReSort Resource Recovery Park<sup>15</sup>

### 3.2.3 Other Processing

#### Composting

Kerigreen - green waste separated at ReSort is processed by Kerigreen, a green waste processor based in Kerikeri.

Avoca - Composting takes place at Avoca's Rarewa site near Whangarei, where a variety of waste products, including paunch, chicken manure, wood shavings and coal ash, are processed to create compost. Avoca's supply compost in bulk (for pasture or horticultural crops) or in smaller volumes for domestic or landscaping use.

Greenfingers - Greenfingers process pine bark through composting and in other ways to produce growing media and other gardening products. Processing takes place in Kamo (old brickworks site) with product sold from two sites and with delivery.

#### Energy

Rosval Sawmill, Carter Holt Harvey (CHH) Marsden Point and Golden Bay Cement are examples of industrial sites utilising wood waste for energy production. Rosval and CHH use wood waste from their own operations while Golden Bay Cement are using urban wood waste including some from Auckland.

Marsden Point Refinery - uses some residuals from the oil refining process for energy.

### 3.3 Landfills

The Northland Regional Landfill (Puwera) is located 8.5 km south of Whangarei. The site was developed by the NRLLP. The day to day operation of the landfill and construction is contracted to Quay Contracting Limited, a subsidiary of NW L.

All residual waste from the district is transported to Puwera. The site also accepts materials from outside the Whangarei District. The site is 84 hectares, with the landfill footprint being well buffered by surrounding land. The site has sufficient volume to provide refuse disposal for the Northland Region for well in excess of the consented period of 35 years.

## 3.4 Costs for Waste Management

### 3.4.1 Council Funding

The 2015-25 Long Term Plan sets the budget for the waste management activity with provision to make amendments if required through the Annual Plan process. Funding for operations is through targeted rates and user charges. Funding for capital projects is from general rates. Expenditure is dominated by payments to contractors with finance costs and internal charges also featuring. This mix of funding and expenditure is projected in the Long Term Plan to continue to 2025.

Collection and transfer station services attract user charges. The user charges at rural transfer stations do not cover the full cost of providing the service with the shortfall covered from the targeted rate for waste management. The user charges for refuse collection (via bag and sticker sales) cover the full costs of providing the service.

This approach is consistent with the principles set out in the 2012 Waste Minimisation and Management Plan whereby Council costs for waste management services are, where possible, covered by the users of that service.

### 3.4.2 User Charges

Proposed rates for kerbside collection include (2017/18 figures) include:

- Council refuse bag (60 L): \$2.80 per bag.
- Council refuse bag (30 L): \$1.80 per bag.
- Council refuse bag sticker: \$2.80 per sticker.
- Commercial wheelie bin services:
  - \$125 - \$165/year for 80L bin.
  - \$190 - \$375/year for bins ranging in size from 120 - 240 L.

Collection and transfer station services attract user charges. The user charges at Rural Transfer stations do not cover the full cost of providing the service with the shortfall covered from the targeted rate for waste management. The user charges for refuse collection (via bag and sticker sales) cover the full costs of providing the service. When compared with similar areas bag prices are similar. This may reflect the inclusion of rural areas in the Council collection service<sup>16</sup>.

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<sup>16</sup> There is currently no differentiation between waste collection in rural and urban areas with respect to cost. The only way to do this within the current user pays bag service would be to have a targeted rate for rural ratepayers on top of the bag price. This is not an option Council has wanted to pursue, the current focus is on providing equivalent services across the Whangarei District.

Table 8: Refuse bag retail costs - selected New Zealand Councils

| Area                            | Refuse Collection | Bag Charges |
|---------------------------------|-------------------|-------------|
| Whangarei                       | Council – bag     | \$2.80/bag  |
| Far North                       | Commercial - bag  | \$3.00/bag  |
| Kaipara                         | Council – bag     | \$3.00/bag  |
| Palmerston North                | Council – bags    | \$2.60/bag  |
| Hastings                        | Council – bags    | \$2.40/bag  |
| New Plymouth                    | Council – bags    | \$3.30/bag  |
| Porirua, Wellington, Lower Hutt | Council – bags    | \$2.50/bag  |

Charges at the Council Transfer Stations are noted in Figure 9 and Figure 10.

| <b>RUBBISH DISPOSAL</b>                               |                         |                          |
|---|-------------------------|--------------------------|
| <b>RUBBISH SERVICE AT KERBSIDE:</b>                   | <b>CURRENT FEE (\$)</b> | <b>PROPOSED FEE (\$)</b> |
| Official rubbish bag (65-litre) or sticker            | 2.80                    | 2.80                     |
| Small rubbish bag (35-litre)                          | 1.80                    | 1.80                     |
| <b>RUBBISH SERVICES AT ALL WDC TRANSFER STATIONS:</b> | <b>CURRENT FEE (\$)</b> | <b>PROPOSED FEE (\$)</b> |
| Standard rubbish bag (65 litre) - rubbish             | 2.80                    | 2.80                     |
| Standard rubbish bag (65 litre) - vegetation          | 1.50                    | 1.60                     |
| Small rubbish bag (35 litre) - rubbish                | 1.80                    | 1.80                     |
| Car boot - rubbish                                    | 18.90                   | 20.00                    |
| Car boot - vegetation                                 | 11.70                   | 12.00                    |
| Station wagons, people movers - rubbish               | 32.00                   | 35.00                    |
| Station wagons, people movers - vegetation            | 16.50                   | 17.00                    |
| Utes, vans, 4 wheel drives - rubbish                  | 42.00                   | 45.00                    |
| Utes, vans, 4 wheel drives - vegetation               | 21.50                   | 22.50                    |
| Trailers - rubbish                                    | 42.00                   | 45.00                    |
| Trailers - vegetation                                 | 21.50                   | 22.50                    |
| Loaded vehicle plus loaded trailer                    | Combined fee            | Combine fee              |
| Car tyre  | 7.00                    | 7.00                     |
| Truck tyre  | 22.00                   | 22.00                    |
| 4WD and light commercial tyre                         | 18.00                   | 18.00                    |
| Tractor tyre  | 38.00                   | 38.00                    |
| Tyres on rim  | As above + 2.50         | As above + 2.50          |
| Earthmover tyres                                      | Not accepted            | Not accepted             |
| CRT screens from computers and TVs                    | 26.00                   | 26.00                    |
| Whiteware / gas bottles (de-gassing)                  | New fee                 | 7.00                     |

Figure 9: Whangarei Rubbish Disposal Charges<sup>17</sup>

<sup>17</sup> Whangarei District Council 2017/18 Fees and Charges



| Kioreroa Road Resort Facility Gate Charges           |          |             |
|--|----------|-------------|
| Effective 1.7.2016                                   | Refuse   | Greenwaste* |
| Standard rubbish bag (65 litre)                      | \$2.80   | \$1.50      |
| Small rubbish bag (35 litre)                         | \$1.80   | NA          |
| Cars   | \$18.90  | \$11.70     |
| Station wagons, people movers                        | \$32.00  | \$16.50     |
| Utes, Vans, 4 Wheel drives (up to 200kg nett)        | \$42.00  | \$21.50     |
| Trailers (up to 200kg's nett)                        | \$42.00  | \$21.50     |
| Weight based fee (trucks, trailers over 200 kg nett) | \$168.00 | \$86.00     |
| Minimum Charge for weight based loads (< 200kg)      | \$42.00  | \$21.50     |
| Loaded vehicle plus loaded trailer (combined fee)    | \$84.00  | \$43.00     |
| <b>Tyres Disposal</b>                                |          |             |
| Car tyre   | \$7.00   |             |
| Truck tyre   | \$22.00  |             |
| 4WD and light commercial tyre                        | \$18.00  |             |
| Tyres on rim   | \$2.50   |             |
| Tractor Tyres  | \$38.00  |             |
| Earthmover tyres                                     | \$170.00 |             |
| Whiteware / Gas Bottles                              | \$7.00   |             |
| CRT Television and Computer Screens                  | \$26.00  |             |

*\*The size limit on all branches is 100mm diameter. Flax and bamboo not accepted as vegetation - these must be seperated and will be charged as rubbish*

Figure 10: ReSort Charges (1 July 2016)

### 3.5 Waste Infrastructure - Issues Identified

In collating and considering information about the delivery of waste services in the Whangarei District, a number of issues were identified. These issues represent challenges in delivering effective services and achieving the aims of the NZ Waste Strategy - reducing environmental harm and maximising resource efficiency. In many cases the issues also present opportunities for Council, the community and/or the private sector to improve waste minimisation and management in the District.

The issues identified include:

- Illegal dumping of waste as an ongoing issue.
- There is a comprehensive rural transfer station network that is costly to operate on a per resident and per tonne basis.
- Rural residents are offered a roadside collection service (refuse and recycling) that is costly to operate on a per resident and per tonne basis.
- Commercial and construction waste makes up a large proportion of material disposed of to landfill from the Whangarei District with limited information available regarding diversion activity focussed on these waste streams.
- Use of litter bins for general rubbish (including the Whananaki South Molok) by holiday makers.
- The current kerbside collection service for recyclable materials poses health and safety risks (broken glass, manual handling) and limited capacity.

#### 4 Delivery of Waste Minimisation and Management Services

Council has adopted a mixed user pays and rates funding approach to delivery of waste minimisation and management services in the District. Where there is a community desire for specific service but difficulty in making the service fully commercial viable Council has providing supporting funding. Services with a public good component are funded by Council, for example kerbside recycling, servicing of litter bins, cleaning up illegal dumping, and the management of closed landfills.

Council owns some of the key infrastructure for waste minimisation and management in the district. This includes the rural transfer stations and litter collection bins. Council jointly owns major infrastructure in Whangarei (ReSort and Puwera Landfill).

Council provides information on waste minimisation and management on their website and contracts educational services for schools. Northland Regional Council has a comprehensive environmental education programme targeting schools, households and businesses.

## 5 Forecast of future demand

Forecasts of waste 'generated' have been developed using population projections, historic waste quantities and the emerging factors such as the increasing participation of rural properties in the kerbside collection service. In this context waste generation refers to material entering the waste management system i.e. collected or taken to transfer stations.

There are several factors which point towards significant uncertainty in the forecasts, these need to be factored into any decisions made based on forecast demands. These factors include:

- The impact of the current (regional and national) focus on rural waste, it is possible there will be a resulting significant increase in commercial quantities of rural waste such as plastic wrap, chemical containers and treated timber (fencing/construction).
- Transport of waste out of the District
- The impact of varying economic activity - forestry, dairy, sheep and beef, refining.

Figure 11 provides a summary of forecast waste generation. Figure 11: Forecast Waste Generation (Kerbside, Self Haul)

shows waste flows and projected quantities based on the projections in Figure 11 and the existing waste management infrastructure.

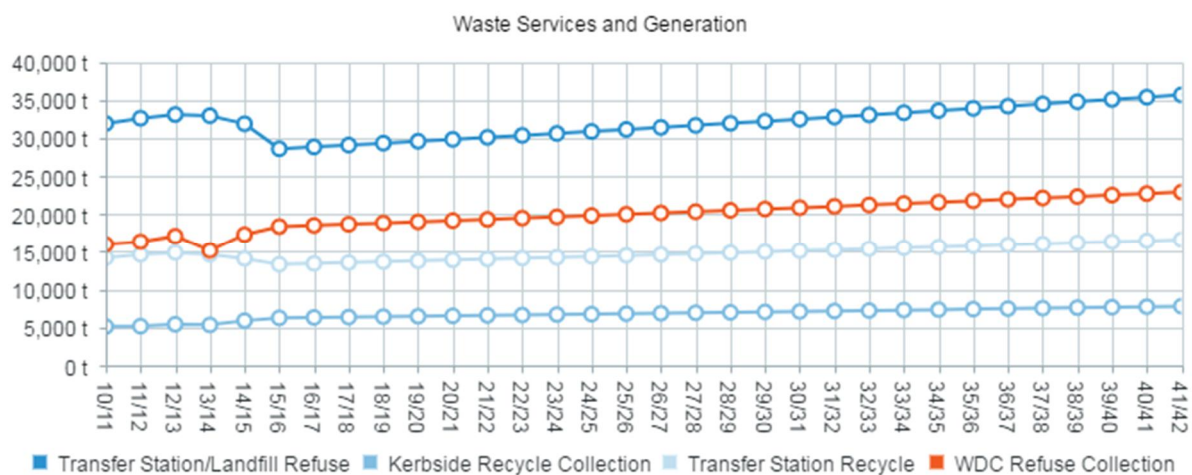


Figure 11: Forecast Waste Generation (Kerbside, Self Haul)

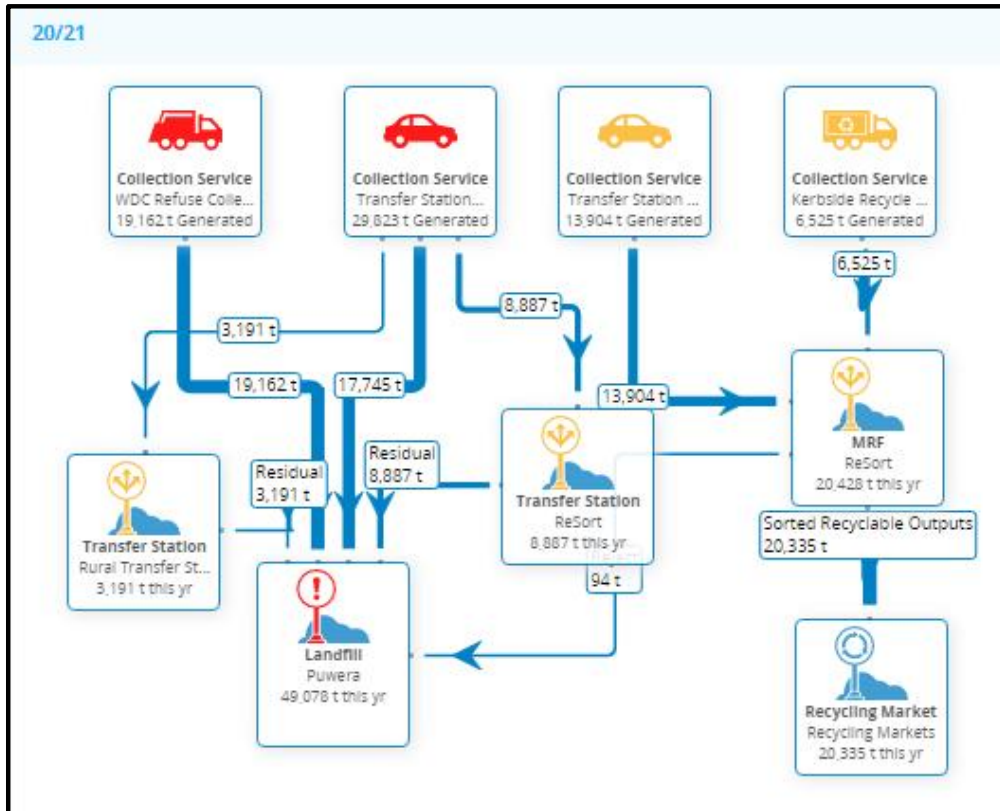


Figure 12: Forecast Waste Flow in 2020/21

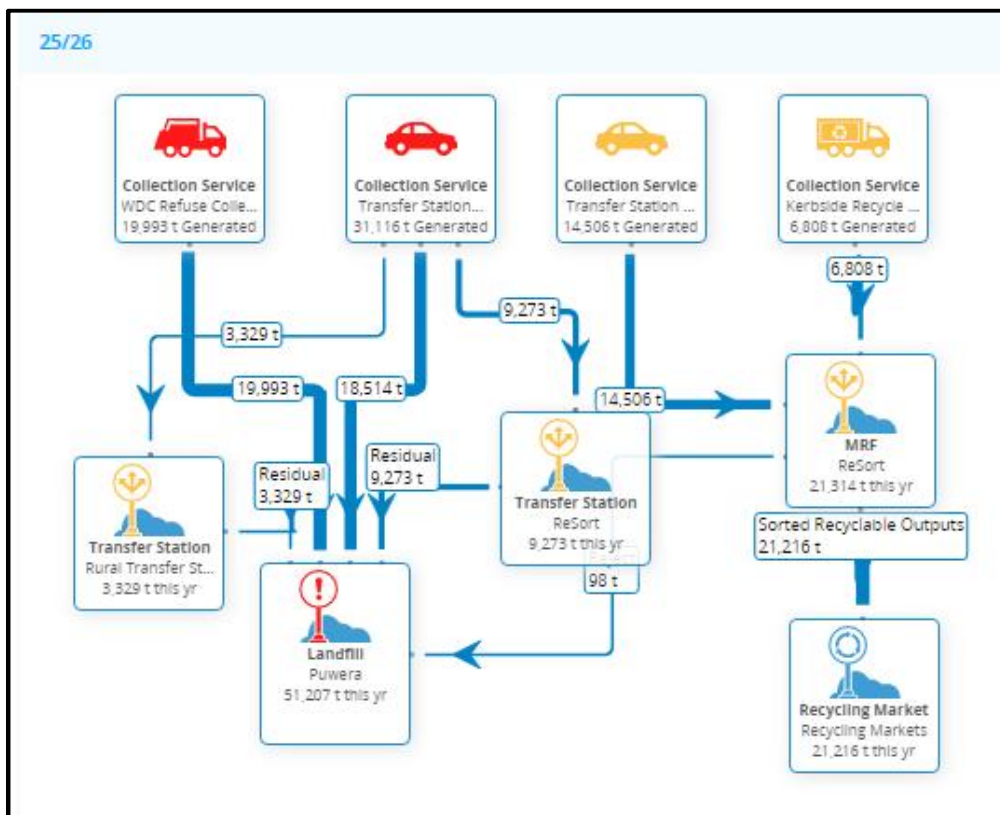


Figure 13: Forecast Waste Flow in 2025/26

## PART 2 - WHERE DO WE WANT TO BE?

## 6 Where do we want to be?

### 6.1 Background

The preparation of this Waste Assessment has included review of the Vision - Goals Objectives framework set out in the previous Waste Minimisation and Management Plan. The relationship between Vision, Goals and Objectives is illustrated in Figure 14<sup>18</sup> and defined in Table 9<sup>18</sup>.

Figure 14: Vision, goals, objectives and targets

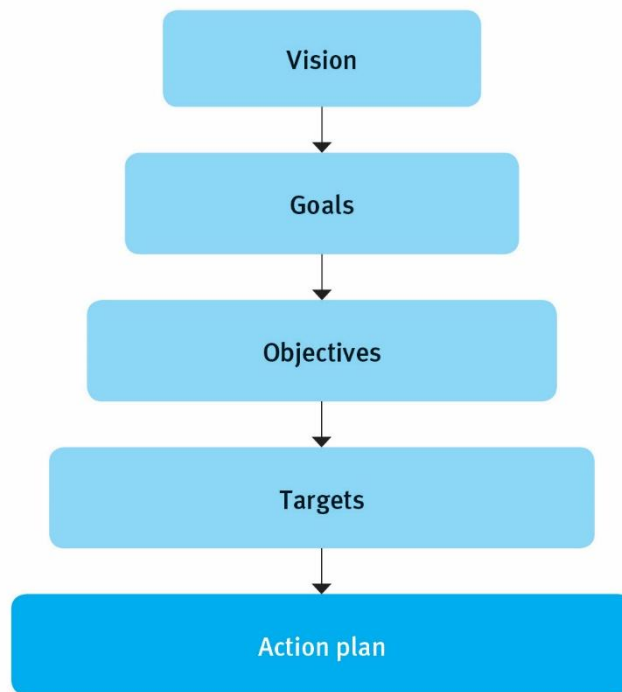


Table 9 provides definitions for vision, goals, objectives and targets.

Table 9: Definitions for vision, goals, objectives and targets (adapted from MfE 2015)

|           |  |
|-----------|--|
| Vision    | Whangarei's aspirational outcome - providing an overall direction and focus.   |
| Goal      | What a Whangarei wants to achieve through the WMMP. The goal is not aspirational; it is achievable. It is a major step in achieving Council's vision for the WMMP. |
| Objective | The specific strategies and policies to support the achievement of the goals. Objectives are 'SMART' (specific, measurable, achievable, relevant and timely).      |
| Target    | A clear and measurable way to determine how well the Council is achieving its goals. Targets should also be SMART.   |

<sup>18</sup> Sourced from Waste Assessments and Waste Management and Minimisation Planning – A Guide for Territorial Authorities, MfE 2015.

## 6.2 Vision, goals, objectives and targets

The vision for waste minimisation and management in the Whangarei District is<sup>19</sup>:

*To deliver community benefits and work towards zero waste to landfill. Whangarei businesses and households will be provided with efficient and effective waste minimisation and management services that recognise waste as a resource.*

The goals for waste minimisation and management in the Whangarei District are to:

- 1 *Avoid and reduce waste where we can.*
- 2 *Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.*
- 3 *Maximise community benefits - treat waste as a resource, employment, multi-use facilities, cost effective services.*

The objectives for waste minimisation and management in the Whangarei District are:

- 1 *To avoid creating waste*
- 2 *To make it easy to recycle*
- 3 *To ensure households and businesses have access to safe disposal of residual waste*
- 4 *To create opportunities for Whangarei District - jobs, new products, more efficient businesses*
- 5 *To reduce illegal dumping*
- 6 *To improve community understanding of issues and opportunities for waste minimisation and management in the Whangarei District.*
- 7 *To have a wealthier, healthier District through waste reduction initiatives and behavioural change.*

Table 10 provides a summary of the Vision - Goals and Objectives presented above and associated targets for waste minimisation and management in the Whangarei District.

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<sup>19</sup> A draft vision was developed in workshops with Whangarei District Council Councillors and staff. An amended vision was developed following public consultation and is presented here.

Table 10: Vision - Goals - Objectives - Targets

| Vision: <i>To deliver community benefits and work towards zero waste to landfill. Whangarei businesses and households will be provided with efficient and effective waste minimisation and management services that recognise waste as a resource.</i> |  |  |
|--|--|--|
| Objective  | Relevant Goal(s)   | Target(s)  |
| 1. <i>To avoid creating waste</i>  | 1. Avoid and reduce waste where we can.<br>3. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.  | 1.1 To maintain or reduce the total quantity of waste disposed of to landfill in Whangarei (refuse collected at kerbside, through transfer stations and direct to landfill) on a per capita basis. The current figure is <i>570 kg per person</i> .<br>Waste disposal < 500 kg per person each year by 2020  |
| 2. <i>To make it easy to recycle</i>   | 1. Avoid and reduce waste where we can.<br>2. Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.<br>3. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services. | 2.1 <i>Increase in the proportion of material captured for recycling at kerbside and transfer stations. The current figures are 25 % and 44 % respectively.</i><br><i>Kerbside recycling &gt; 35 % by 2020</i><br><i>Recycling, composting and reuse at Refuse Transfer stations &gt; 50 % by 2020</i><br>2.2 <i>95 % of people are satisfied with their recycling service. 2015/16 (Currently 95 % satisfaction vs Annual Plan Target 85 %).</i><br><i>Residents satisfaction &gt; 85 %</i> |
| 3. <i>To ensure households and businesses have access to safe disposal of residual waste</i>   | 2. Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.<br>3. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.  | 3.1 <i>Satisfaction with kerbside refuse and transfer station services. Currently 95 % satisfaction vs Annual Plan Target 85 %.</i><br><i>Residents satisfaction &gt; 85 %</i>   |



| Vision: <i>To deliver community benefits and work towards zero waste to landfill. Whangarei businesses and households will be provided with efficient and effective waste minimisation and management services that recognise waste as a resource.</i> |  |   |
|--|--|---|
| Objective  | Relevant Goal(s)   | Target(s)   |
| 4. <i>To create opportunities for Whangarei District - jobs, new products, more efficient businesses</i>   | <ol style="list-style-type: none"> <li>1. Avoid and reduce waste where we can.</li> <li>2. Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.</li> <li>3. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.</li> </ol> | <p>4.1 To publish a summary of available data on waste generation and management with each annual report.<br/><i>Summary data published in Annual Report</i><br/><i>To create a grant scheme to support new initiatives to reduce waste</i></p>   |
| 5. <i>To reduce illegal dumping</i>  | <ol style="list-style-type: none"> <li>2. Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.</li> </ol>  | <p>5.1 Reduction in illegal dumping incidents and quantity of material illegally dumped in the Whangarei District.<br/>Quantity of illegally dumped waste &lt; 2015/16 figure<br/>The number of illegal dumping incidents is &lt; 2015/16 figure.</p> <p>5.2 Residents satisfaction with litter and illegal dumping.<br/>Currently 87 % satisfaction vs Annual Plan Target 75 %.<br/>Residents satisfaction &gt; 75 %</p> |
| 6. <i>To improve community understanding of issues and opportunities for waste management in the Whangarei District.</i>   | <ol style="list-style-type: none"> <li>1. Avoid and reduce waste where we can.</li> <li>2. Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.</li> <li>3. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.</li> </ol> | <p>6.1 Schools programmes delivered by Council<br/>Five new school adopt Waste Wise Schools programme each year.</p> <p>6.2 Council (or contractors) promote waste minimisation at events in the District.<br/><i>Council promotes waste minimisation at &gt; five events in the District each year.</i></p>  |

### 6.3 Council's intended role

Council will continue to adopt a largely user pays approach to delivery of waste transfer and disposal services in the District. Where there are services with a public good component Council will provide funding in whole or in part. Examples include kerbside recycling, rural transfer stations, servicing of litter bins, cleaning up illegal dumping, and the management of closed landfills.

Council will continue to own and support the operation of some key infrastructure for waste minimisation and management in the District. This includes the rural transfer station network and Whangarei infrastructure (Puwera and ReSort) through the Northland Regional Landfill Limited Partnership.

Council will provide information on waste minimisation and management to the community and make staff available for education purposes. Council will also work closely with other promoters of effective waste minimisation and management including Northland Regional Council and the WasteMINZ Behaviour Change Sector Group.

Council recognises that many local waste management issues are more effectively managed through coordinated activity at a national level. Council will collaborate with central government, local government organisations, non government organisations (NGO) and other key stakeholders to progress national activity on resource efficiency and waste management issues. This may include advocating for product stewardship schemes for challenging waste streams (e-waste, tyres, packaging, rural waste), highlighting the role of other national policy including application of the waste levy and regulation of waste management activity.<sup>20</sup>

### 6.4 Protecting public health

Waste, particularly putrescible and hazardous waste, has the potential to be detrimental to health. Therefore, a key objective of any waste minimisation and management system is to protect public health. The risk of public health impacts can be significantly reduced by avoiding, where possible, and carefully managing, where not, contact with waste. In practice this means:

- Containing waste effectively, including:
  - Providing appropriate containers at point of generation e.g. workspace, kitchen, etc.
  - Providing appropriate containers for storing waste prior to collection - these may be reusable (wheelie bins) or single use (rubbish bags).
  - Providing dedicated public drop off areas at transfer stations and landfills
  - Regular collection and disposal.
  - Suitable collection and transport vehicles.
  - Disposal at a well constructed and operated landfill including provision of appropriate barrier systems such as base liner and adequate daily, intermediate and final cover.
- Excluding as far as possible vermin<sup>21</sup> that may spread waste or associated contaminants.

The measures proposed in the WMMP have been developed with public health objectives at the forefront.

<sup>20</sup> This paragraph was added following feedback from submitters on Council taking an active role in national level debate on waste minimisation and management issues.

<sup>21</sup> For example rodents, other stray animals, insects (flies, wasps).

## PART 3 - HOW ARE WE GOING TO GET THERE?

## 7 Options Identification and Analysis

### 7.1 Introduction

Section 51 of the WMA requires that a Waste Assessment contain a statement of options available to meet the forecast demands of the district with an assessment of the suitability of each option.

This section summarises the identification and evaluation of options to meet the forecast demands of the district and to meet the goals set out in Section 6. The preferred options from this assessment will be incorporated into WMMP as methods and feature in the Action Plan.

For the Whangarei District, the total quantity of waste generated is forecast to increase over the life of this plan in line with population and economic activity. Infrastructure planning needs to take account of this growth.

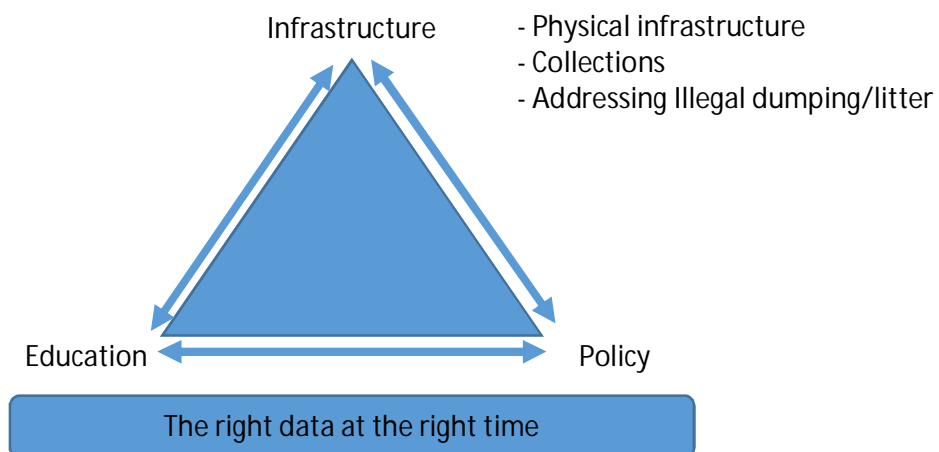
The available data suggests that there is potential to increase the diversion of material from the current estimate of around 30% across the waste management system. There are also ongoing issues with illegal dumping, challenges with obtaining robust data on waste and recycling activity and the potential for increasing quantities of materials entering the waste stream from rural properties. The focus of option identification and evaluation has been addressing these issues alongside meeting forecast demands.

### 7.2 Identifying options

There are a wide range of approaches to providing waste minimisation and management services and programmes that could be adopted in Whangarei. A useful way to consider options is the model set out in Figure 15.

Effective waste minimisation and management relies on a combination of infrastructure (including collection), education/information and regulation or policy, with the right data informing strategic and operational decision making.

Figure 15: Effective Waste Minimisation and Management



For this waste assessment, options have been identified by considering key challenges for waste minimisation and management in the Whangarei District (Refer Sections 2.5 and 0), referencing approaches adopted elsewhere and looking for new solutions where appropriate. Options have also been considered with reference to the current recovery rates of key materials<sup>22</sup> (see Section 2.5).

<sup>22</sup> Key materials include paper/card, plastics, glass, organic waste, metals, glass and timber

Based on the model set out in Figure 15 options considered can be grouped as follows.

#### Infrastructure

- Providing collection services - collection of waste, recyclable materials (at kerbside or transfer station), organic waste and/or bulky items, litter bins;
- Providing physical infrastructure - fixed location or mobile drop off facilities, waste sorting, waste processing and/or disposal facilities;
- Managing the negative impacts of waste - litter/illegal dumping clean-up, closed landfills

#### Education

- Changing behaviour - education programmes targeting schools, businesses and/or households
- Contributing to national education/information programmes

#### Policy

- Implementation of licensing provisions in the existing by-law (service level, litter, data provision)
- Data collection via licensing of waste operators (as above)
- Targeted data collection, for example waste surveys
- Making information on waste issues and opportunities available.
- Grant co-funding for projects that deliver on the goals and objectives for waste minimisation and management.
- Collaborating with central government, local government organisations, non government organisations (NGO) and other key stakeholders to progress national activity on waste minimisation and management policy<sup>23,24</sup>.

These options focus on the priority waste streams identified through the review of the current situation in Section 2.5 and summarised in Table 11.

Table 11: Priority wastes and waste sources

| Recyclable materials | Other materials requiring active management include: | Waste sources           |
|----------------------|--|-------------------------|
| • Paper/Cardboard    | • Hazardous waste                                    | • Rural waste           |
| • Plastics           | • Difficult or special waste                         | • Industrial processing |
| • Organic Waste      | • General waste                                      |                         |
| • Metals             |  |                         |
| • Glass              |  |                         |
| • Timber             |  |                         |

### 7.2.1 Collection Options

The current collection system is well used by residents across the district with the cost of refuse collection recovered through bag sales. The kerbside recycling collection is funded through a targeted rate on all serviced properties. There is some illegal dumping (of generic rubbish bags and a range of bulky wastes). Wheelie bins are available in parts of the district but bag based collection dominates.

<sup>23</sup> Including health and safety policy and guidance relating to kerbside collections.

<sup>24</sup> This paragraph was added following feedback from submitters on Council taking an active role in national level debate on waste minimisation and management issues.

As noted previously, the percentage of waste materials diverted from landfill is reasonable (estimated at over 30 % of household waste), with many other areas in New Zealand achieving 30 % diversion or more. The number of households participating in the recycling collection is estimated at 90 % based on resident survey data. This compares well with a typical, rates funded, collection in New Zealand where participation rates are in the range 80-90 %. Available composition data suggests there is potential to increase the capture of materials at the kerbside.

There is a refuse bylaw in place with provisions covering licencing and quality of service. The by-law has not been actively implemented with no licensing regime implemented and limited data provision from waste collectors operating in the District.

#### Current arrangements

- Refuse collection provided by Council, funded by bag sales, and the private sector.
- Recycling collection provided by Council, funded by targeted rate revenue.
- Refuse bylaw in place but not actively implemented by Council

#### Issues

- Illegal dumping of household waste (including holidaymakers)
- Provision of roadside collection in rural areas is relatively costly
- Potentially low capture of some recyclable materials
- Very limited services available for organic waste collection

#### Refuse Collection

The current refuse collection system is fully funded by user charges. Considering approaches adopted elsewhere, Council could consider:

- |  |  |
|--|--|
| <ul style="list-style-type: none"> <li>• Continue to provide user pays collection service across the District i.e. Council selling refuse bags with collection services provided by Council or a contractor on their behalf. This system is common across New Zealand and costs households \$2.80 per bag or \$120 - \$150 per year depending on the number of bags used.</li> </ul>   | <p>Objective:<br/>Maintain current level of service</p>  |
| <ul style="list-style-type: none"> <li>• A Council run, targeted rate funded refuse bag service i.e. Council provide bags and associated collection service funded by a targeted rate for serviced properties. There are examples of this approach in New Zealand e.g. Hamilton, New Plymouth. Considering similar systems in other parts of New Zealand and current user charges for refuse collection in Whangarei a rates funded system of this type is anticipated to cost \$130 - \$150 per serviced household as a targeted rate.</li> </ul>   | <p>Objective:<br/>Consistent level of service to residents, avoid fragmented collection services</p> |
| <ul style="list-style-type: none"> <li>• A Council run, targeted rate funded<sup>25</sup> refuse wheelie bin service i.e. Council provide a wheelie bin collection service for refuse funded by a targeted rate for serviced properties. There are examples of this approach in New Zealand e.g. Auckland, Rotorua, Whakatane, Greymouth. Considering similar systems in other parts of New Zealand and costs for private collection in Whangarei, a rates funded system of this type of service is anticipated to cost \$100 - \$125 per serviced household as a targeted rate for small wheelie bins.</li> </ul> | <p>Objective:<br/>Consistent level of service to residents, avoid fragmented collection service</p>  |

<sup>25</sup> Wheelie bin based collections are typically rates funded and provided to all households. Some Councils in New Zealand offer options (bags or bins) with variable charging. There are no established pay per lift/use systems in place, Waikato District have a small scale sticker based pay per use system and Auckland Council is exploring options for a RFID based system.

- Council could exit the provision of refuse collection services in rural parts of the district, allowing rural residents to either procure a private sector collection service or transport their waste to their local transfer station. This is consistent with some rural areas in other parts of New Zealand. Objective: Reduce cost of collection.
- Council could exit service provision altogether, allowing residents to select a private sector provider for roadside collection or transport their waste to a rural transfer station or ReSort. This approach has been adopted in some locations in in New Zealand (Kaipara, Kapiti, Western Bay of Plenty). Objective: Reduce cost to Council (contract management)

### Recycle collection

The current recycling collection system is funded by a targeted rate. Considering approaches adopted elsewhere Council could consider:

- Continue the existing Council run, targeted rates funded recycle crate service. Current costs are around \$25 per year for each serviced property but are likely to increase with a new contract (late 2017) as a result of falling value of collected materials and general operating cost increases. Objective: Maintain current level of service
- A Council run, targeted rates funded wheelie bin and recycle crate based service. This is a common approach in New Zealand with paper, cardboard, plastics and tins collected in wheelie bins (140-240 L) and glass collected in recycle crates. Charges per household are in the range \$50-\$100 per household each year typically levied as a targeted rate. Objective: Increase recycling rate by providing additional capacity
- A Council run, targeted rates funded recycling wheelie bin service. This is the approach adopted in Auckland, Christchurch and the Bay of Plenty with all materials collected in a single 240 L wheelie bin. Providing this service relies on having access to a sorting facility that can handle a fully mixed recyclables stream. Charges for this service depend on the specific service configuration but are likely to be in the range \$75-\$125 per household. Objective: Increase recycling rate by providing additional capacity and simple service
- Council could exit the provision of recycling collection services in rural parts of the district, allowing rural residents to either procure a private sector recycling collection service or transport their recyclable materials to their local transfer station. This is consistent with some rural areas in other parts of New Zealand. Objective: Reduce cost of collection.
- Council could exit recycling collection altogether, allowing residents to select a private sector provider for roadside recyclables collection or transport their recyclable materials to a rural transfer station or ReSort. This approach has been adopted in some locations in in New Zealand (Kapiti, Western Bay of Plenty). Objective: Reduce cost to Council (contract management)

### Organic waste collection

There are private sector provided organic waste collection services available in Whangarei. Councils around New Zealand are increasingly looking at offering organic waste collection services to address the high proportion of organic waste in refuse bag or bins. Existing services in New Zealand target garden waste (Whakatane, commercial services) or garden and food waste (Christchurch, Selwyn, Timaru). Auckland Council are considering a food waste only service to avoid competing with existing commercial garden waste collections.

Considering approaches adopted elsewhere Council could consider:

- A Council run, targeted rates funded organic waste collection service i.e. Council providing a bag or bin based collection service funded by a targeted rate for serviced properties. Examples in New Zealand include Whakatane, Christchurch and Timaru.
- A Council run, targeted rates funded organic waste collection service with individual properties able to opt in to the service i.e. Council providing a bag or bin based collection service funded by a targeted rate for properties that have joined the service. Examples in New Zealand include Selwyn and South Taranaki.

|  |
|--|
| Objective:<br>Increase recovery<br>by providing a<br>universal service |
|--|

|  |
|--|
| Objective:<br>Increase recovery<br>by providing an<br>optional service |
|--|

## 7.2.2 Physical Infrastructure Options

The physical infrastructure in Whangarei is adequate to handle the quantity of waste generated in the District including future projections. The percentage of waste materials diverted from landfill is estimated at around 30 % based on the data collected for this Waste Assessment. This is consistent with similar areas in New Zealand with most areas achieving 30 % diversion or more.

Council provides a network of rural transfer stations that offer easy access for rural communities but are relatively costly to operate. National initiatives to improve the management of rural waste streams (for example plastic wrap, chemical containers and treated timber) suggests there may be an increase in the quantity of material entering the Council waste management system in rural areas.

### Current arrangements

- Nine transfer stations in the District, funded by user charges and targeted rate revenue (rural transfer stations). The transfer stations have adequate capacity for current and anticipated waste quantities including any increase in materials from the rural sector.
- Commercial composting by Avoca and Greenfingers.

### Issues:

- Low diversion at transfer stations - recyclables, organic waste with variable provision for capture of materials for recycling or composting.
- The rural transfer station network is comprehensive and alongside road side collection represents a higher level of service in some rural areas than that provided to urban residents.
- Large proportion of commercial waste disposed of at the Puwera Landfill
- Rural waste<sup>26</sup> increasingly entering the Council waste management system - via commercial collections, rural roadside collections and transfer stations.

### Processing

While the current infrastructure in the district is adequate, there is potential to add additional facilities or activities to enable increased diversion of material from landfill. Materials that could be targeted include:

- Commercial and industrial waste
- Construction and demolition waste e.g. timber, concrete and demolition rubble
- Garden waste - lawn clippings and prunings
- Food and other highly putrescible waste

<sup>26</sup> Waste from farming activities including plastic wrap, chemical containers and fencing materials (timber, wire). This material has traditionally been stored or disposed of on individual farms.



The options to be considered include:

- Implement bulk waste collection from the roadside (inorganic collection). A bulky waste collection addresses materials that are either stockpile on site or transported to a transfer station. Similar service elsewhere may target refuse only or allow for recovery of recyclable and/or organic waste materials.
- Optimise the rural transfer station network to reduce cost while maintain an acceptable level of service for the rural community. This might involve reducing transfer station hours, consolidating the network and/or change services available at individual sites. This option may be best implemented alongside services such as bulky waste collection to maintain an acceptable or equivalent level of service
- Implement sorting of mixed dry waste loads - commercial or construction waste. This could occur at a transfer station or another location. Examples of this approach include basic sorting of loads dumped on a sorting floor/pad through to highly complex sorting systems. Marlborough District Council have recently commissioned a waste sorting facility targeting general waste and there are several construction waste sorting operations in Auckland

Objective:  
Increase the diversion of material from landfill

Objective:  
Balance service level with cost to provide equivalent levels of service.

Objective:  
Increase the diversion of material from landfill

Figure 16 Marlborough Waste Sorting Centre<sup>27</sup>



There are several aspects of providing the infrastructure components of the waste management system in Whangarei that are not options but are noted here for completeness. These include:

- Securing a permanent location for the Parua Bay Transfer Station including the required Resource Consents
- The requirements for the processing of recyclables collected from the roadside will be determined in part by the collection methodology adopted.
  - Continuing with roadside sorting of recyclables means that the existing consolidation activity at ReSort should continue.
  - Moving to a co-mingled recyclables collection will require new sorting infrastructure. If the recyclables stream includes glass sorting at the Visy facility in Auckland is likely to be the preferred option<sup>28</sup>. If glass is collected separately it may be possible to establishing sorting infrastructure in Whangarei<sup>29</sup>.

<sup>27</sup> From <http://www.marlborough.govt.nz/Services/Recycling-Resource-Recovery/Waste-Sorting-Centre.aspx>

<sup>28</sup> Sorting equipment would need to handle glass including fines, typically using automated equipment. In this case economies of scale are important

<sup>29</sup> Sorting can be automated, manual; (hand picking) or a combination of the two.

- Rural transfer stations should make provision for acceptance of a range of materials including garden waste.
- Consideration should be given to making use of rural transfer stations for broader community functions - sharing information, civil defence centre.
- If Council is considering reducing roadside collection services in rural areas the rural transfer station network becomes more important for the surrounding communities. Consideration should be given to balancing opening hours at transfer stations with the level of service provided at the 'gate' for rural properties.
- All waste from the district is currently disposed of at the Puwera Landfill near Whangarei. Given Council joint ownership of the facility and the proximity of the site to Whangarei, no other options have been considered.

### 7.2.3 Options to manage the negative impacts of waste

In the context of waste minimisation and management it is important to recognise that there are negative impacts of waste generation and management. Some of these are historical (e.g. unmanaged closed landfills) and some are related to mis-use of existing systems or illegal activity.

Management of closed landfills across the District is planned with appropriate budgets allocated through the Long Term and Annual Planning process. No change is proposed to the currently planned activity.

With a significant number of holiday homes in the coastal part of the District there are examples of street litter bins being used for household waste by weekend visitors. Some litter bins are highly utilised by park/facility users leading to overflowing. In other parts of New Zealand these issues have been addressed by removing litter bins, configuring the bins to prevent the deposit of large waste items and/or increasing capacity. Taupo District Council, Waikato District Council (Raglan) and Thames Coromandel District Council (Whiritoa) are all using the Big Belly system combining small openings, a compactor bin system and remote notification of contractors when the bins are full. The Molok Bins in Whananaki are another example of high capacity bins.

Current arrangements include:

- Programme of monitoring and works at closed landfills
- Illegal dumping collected by Council contractors
- Litter bins in selected locations around the District, serviced under contract to the Council

Issues:

- Illegal dumping in some areas.
- Litter bins over-flowing, used by households particularly holiday homes.

There are two options to address issues with litter bin use - limiting size of waste accepted and increase capacity or removal.

- Removal with associated signage and other communications material has been successful in other parts of New Zealand - encouraging the public to take their waste with them rather than leaving it in public places.
- Capacity can be increased by providing additional bins or introducing automated compactor style systems.

|                                       |
|---------------------------------------|
| Objective:<br>People take litter home |
|---------------------------------------|

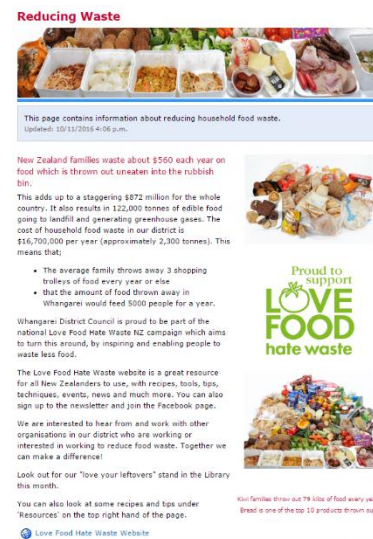
|                                 |
|---------------------------------|
| Objective:<br>Increase capacity |
|---------------------------------|

## 7.2.4 Education Options

Providing clear information is an important aspect of successfully implementing a waste minimisation and management plan or programme. Information needs to clearly explain what is required of people using waste and recycling services, including visitors to the District. Communications should also set out the costs and benefits of waste minimisation and management. Information should explain why it is important to minimise waste and how to use the facilities available to residents and businesses in the District.

Education activities in Whangarei include:

- Supporting schools providing education for sustainability under the NZ Curriculum. This is focussed on helping students (and by extension their families) why it is important to effectively minimise and manage waste. Northland Regional Council coordinate Enviroschools activity across Northland including waste education<sup>30</sup>.
- Providing simple and clear information for households and businesses explaining how to use the waste management systems and services available in the district. There is detailed information available on the Whangarei District Council website including material linking to the current (2016/17) Love Food, Hate Waste campaign.



## 7.2.5 Policy Options

Providing the right policy framework for effective waste minimisation and management is a critical component of Whangarei District Council's role. This includes the Whangarei District Plan, funding initiatives under the Waste Minimisation and Management Plan and regulation under a bylaw. This Waste Assessment considers funding and by-law components.

### Funding

Services for households and businesses are funded through user charges (refuse) and a targeted rate (recycling). As noted in the discussion on collection options, there is potential to consider funding of refuse collection services through targeted rates - effectively compulsory user charges recovered through the rating system. There is also potential to fund activities through general rates - current examples in Whangarei include collection of litter and illegal dumped material.

Rates funding of services provides a guaranteed income to cover anticipated costs, but in most cases, involves a standard charge regardless of how much an individual uses a particular service. There are examples in New Zealand of Councils imposing a variable target rate depending on the service being used. For example in Selwyn District the target rate for refuse and recycling varies depending on refuse collection (bag or bin), recycling and organic waste collection service selected.

### Regulation

The Council's Solid Waste Management Bylaw 2013 has provisions covering receptacles, recycling, disposal of materials, collection of trade refuse and licencing of collectors including data provision. The bylaw has not been actively implemented, for example no licensing system is in place.

### Actions proposed:

- Develop criteria for making grants available from Council's allocation of Waste Levy funds. Provisionally criteria will be based on contribution to the vision, goals and objectives for waste minimisation and management with consideration of co-funding. Applications for funding

<sup>30</sup> Refer <http://www.nrc.govt.nz/For-Schools/Enviroschools/Enviroschools-in-Northland/>

should also be assessed for their ability to deliver the promised benefits i.e. due diligence on organisation capability, governance and accountability.

- Develop an implementation plan for the existing Solid Waste Management Bylaw 2013. This will focus on implementing licensing (Part 9) including reporting arrangements. With a relatively small number of collection providers operating in the District, Council is in a position to develop pragmatic but effective reporting requirements. This will require consultation with the collection providers prior to formally notifying the license regime. Council should target implementation of a licencing regime in 2017.
- Continuing regular reporting on progress against the WMMP targets as part of the Whangarei District Annual Report.

## 7.3 Assessing options

### 7.3.1 Assessment Criteria

The options noted above need to be considered in light of Council's strategic direction for waste minimisation and management. This means assessing their ability to contribute to the vision, goals and objectives noted in Section 4 while providing good value for money. The criteria used for assessing options are noted in Table 12.

Table 12: Assessment Criteria

| Criteria                | Goal/Objective  | Comment   |
|-------------------------|---|---|
| Rates                   | Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.   | Options that minimise Council funding requirements are preferred                                  |
| Households costs        | Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.   | Options that minimise cost to households or businesses are preferred                              |
| Waste diversion         | Avoid and reduce waste where we can.  | Options that make it easy to avoid waste or divert unwanted material from landfill are preferred. |
| Health and Safety       | Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.  | Options that minimise risks to health and safety are preferred.                                   |
| Protect our environment | Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.  | Options that minimise the negative impacts of waste minimisation and management are preferred.    |
| Fairness to all/equity  | Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.   | Options that provide benefits and impose costs fairly are preferred.                              |
| Local employment        | Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.   | Options that provide local employment benefits are preferred.                                     |
| High level of service   | Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.<br>Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services. | Options that provide a high level of service to the community reflecting both benefits and costs. |

### 7.3.2 Long List Options Assessment

Table 13 to Table 17 summarise the assessment of collection and physical infrastructure options. Options identified for further consideration are noted and discussed further in Section 7.3.3

Table 13:- Refuse Collection Options Evaluation

|   | Comment  | Cost to households        | Rates          | Diversion  | Health and Safety                                 | Protect our environment         | Local employment                         | Fairness/ Equity  | High level of Service                        | Conclusion  |
|---|--|---------------------------|----------------|--|---|---------------------------------|--|---|--|---|
| Refuse Collection   |  |                           |                |  |   |                                 |  |   |  |   |
| Bag based, user pays collection                                     | Status Quo   | \$120 - \$150             | Full user pays | No change  | No change   | No change                       | No change                                | No change   | No change                                    | 🟢 Consider in short-list as base case.  |
| Bag based, rates funded collection                                  | Provide 52 bags per household  | \$120 - \$150             | \$120 - \$150  | No change  | No change   | No change                       | No change                                | High cost for those using minimal bags                                    | No change                                    | 🔴 Don't consider further, Council preference for user pays                      |
| Wheelie bin based (80L), rates funded collection                    | Could provide options for bags or larger bins                        | \$125 - \$175             | \$125 - \$175  | Minimal change   | Improvement (automated collection)                | Small improvement - less litter | Minimal reduction - single crew vehicles | High cost for those currently using minimal bags                          | Improved level of service                    | 🟢 Consider in short-list with refinements as noted, H&S and efficiency benefits |
| Council exit provision of roadside refuse collection in rural areas | May balance loss of collection with increased transfer station hours | Incr for rural households | Full user pays | Minimal change   | Improvement (likely move to automated collection) | Minimal change                  | Minimal change                           | Rural areas miss out on roadside service                                  | Reduced level of service for rural areas     | 🔴 Don't consider further, Council committed to service provision                |
| Council exit provision of refuse collection services                |  | Likely to increase        | Full user pays | Reduced diversion - likely shift to larger wheelie bins for some | Improvement (likely move to automated collection) | Small improvement - less litter | Minimal change - single crew vehicles    | Same situation for all, increased cost will impact lower income residents | Reduced level of service across the District | 🔴 Don't consider further, Council committed to service provision                |

Table 14:- Recycling Collection Options Evaluation

|  | Comment   | Cost to households   | Rates                                       | Diversion  | Health and Safety                                 | Protect our environment  | Local employment  | Fairness/ Equity  | High level of Service                        | Conclusion   |
|--|---|--|---|--|---|--|---|---|--|--|
| Recycle Collection   |   |  |   |  |   |  |   |   |  |  |
| Crate based collection kerbside sort of recyclable materials           | Status quo  | \$25 - \$50  | \$25-\$50                                   | No change  | No change   | No change  | No change   | No change   | No change                                    | U Consider in short-list as base case.                                   |
| Wheelie bin + glass crate based collection service                     | Could provide options where wheelie bins are difficult to use e.g. bags   | \$50 - \$75  | \$50 - \$75                                 | Increase   | Improvement (automated collection)                | Small improvement - less litter                                    | Minimal reduction - single crew vehicles                                    | Same service available to all   | Improved level of service                    | U Consider in short-list, increase capacity, H&S and efficiency benefits |
| Wheelie bin based collection service                                   | Could provide options where wheelie bins are difficult to use e.g. bags   | \$50 - \$75  | \$50 - \$75                                 | Increase   | Improvement (automated collection)                | Small improvement - less litter                                    | Reduction - single crew vehicles, Auckland sorting                          | Same service available to all   | Improved level of service                    | U Consider in short-list, increase capacity, H&S and efficiency benefits |
| Council exit provision of roadside recycling collection in rural areas | May balance loss of collection with increased transfer station hours  | Increase for rural households                                | Reduced cost of providing recycling service | Decrease (rural areas only)                                      | Minimal change                                    | Minimal change   | Minimal change  | Rural areas miss out on roadside service  | Reduced level of service for rural areas     | D Don't consider further, Council committed to service provision         |
| Council exit provision of refuse collection services                   | There are no current private providers of recycling services. Private sector services are available in areas where this approach has been implemented | Likely to increase for households securing kerbside service. | Reduced cost of providing recycling service | Reduced diversion - likely shift to larger wheelie bins for some | Improvement (likely move to automated collection) | Small improvement - less litter with move to bin based collections | Reduction - single crew vehicles, less material collected, Auckland sorting | Households pay for the service they require, less accessible to lower income households | Reduced level of service across the District | D Don't consider further, Council committed to service provision         |

Table 15:- Organic Waste Collection Options Evaluation

|  | Comment   | Cost to households | Rates             | Diversion | Health and Safety                  | Protect our environment | Local employment | Fairness/ Equity                            | High level of Service     | Conclusion |                        |
|--|---|--------------------|-------------------|-----------|------------------------------------|-------------------------|------------------|---|---------------------------|------------|------------------------|
| Organic Waste Collection                                     |   |                    |                   |           |                                    |                         |                  |   |                           |            |                        |
| Private sector offering green waste collection services      | Status quo  |                    | Full user pays    | No change | No change                          | No change               | No change        | No change                                   | No change                 | U          | Consider in short-list |
| Council provided, universal organic waste collection service | Service could target garden organics, food organics or both | \$110 - \$130      | \$110 - \$130     | Increase  | Likely automated collection (bins) | No change               | New activity     | Same service available to all               | Improved level of service | U          | Consider in short-list |
| Council provided, opt-in organic waste collection service    | Service could target garden organics, food organics or both | \$120 - \$150      | Cost recovery via | Increase  | Likely automated collection (bins) | No change               | New activity     | Households pay for the service they require | Improved level of service | U          | Consider in short-list |



Table 16:- Physical Infrastructure Options Evaluation

|                         | Comment   | Cost to households                                | Rates   | Diversion                            | Health and Safety   | Protect our environment         | Local employment                                    | Fairness/ Equity  | High level of Service                | Conclusion   |
|-------------------------|---|---|---|--------------------------------------|---|---------------------------------|---|---|--------------------------------------|--|
| Physical Infrastructure |   |   |   |                                      |   |                                 |   |   |                                      |  |
| C&I Waste Sorting       | Blenheim sorting centre provides an indicator of costs: \$3.3M (250-300k annual finance, assume cost recovery)                      | NA, estimate an additional \$15-20 per tonne cost | Full cost recovery, Council to fund investment from user charges                    | Target 50% diversion of C&I waste    | Managed through design and operational procedures                         | Extend life of Puwera Landfill. | Local staff required for construction and operation | Users of the site will pay for capital and operating costs              | Similar level of service to current. | ⚡ Consider in short-list, potential to increase diversion and extend life of Puwera            |
| C&D Waste Sorting       | Establish centre along the lines of the Blenheim facility or put in place charging to incentivise (limited by JV arrangement)       | NA, estimate an additional \$15-20 per tonne cost | Full cost recovery, Council to fund investment from user charges                    | Target 75% diversion of C&D waste    | Managed through design and operational procedures                         | Extend life of Puwera Landfill. | Local staff required for construction and operation | Users of the site will pay for capital and operating costs              | Similar level of service to current. | ⚡ Consider in short-list, potential to increase diversion and extend life of Puwera            |
| Rural RTS Closure       | Where rural sites are not heavily used, consider closure (reflecting complimentary roadside collection service).                    | May be increase in distance to transfer station.  | Reductions possible depending on sites impacted and any additional services offered | No change                            | May be potential to improve H&S as part of any changes implemented        | No change                       | Depends on changes implemented                      | Likely to have an impact on level of service for some rural communities | Reduction in level of service        | ⚡ Consider in short-list, potential to retain high level of service delivered more efficiently |
| Bulky Waste Collections | Offer a bulky waste collection service, potentially as a replacement of little used rural transfer sited and/or for urban residents | Likely to be a rates funded service               | Likely increase in cost but could be linked to rural transfer station changes       | Depends on configuration of service. | Requires careful design to address H&S issues with bulky waste collection | No change                       | Depends on configuration                            | Likely to be offered to most urban properties.                          | Improved level of service.           | ⚡ Consider in short-list, raised as option by community.                                       |

Table 17: Other Options Evaluation

|  | Comment | Cost to households | Rates | Diversion | Health and Safety | Protect our environment | Local employment | Fairness/ Equity | High level of Service | Conclusion   |
|--|---------|--------------------|-------|-----------|-------------------|-------------------------|------------------|------------------|-----------------------|--|
| Other Options  |         |                    |       |           |                   |                         |                  |                  |                       |  |
| Ensure there is provision for green waste at each rural transfer station                                     |         |                    |       |           |                   |                         |                  |                  |                       | ü Carry through to WMMP Action Plan                        |
| Work with local communities to make use of transfer station sites for other purposes - Council/community hub |         |                    |       |           |                   |                         |                  |                  |                       | ü Carry through to WMMP Action Plan                        |
| Promote home composting  |         |                    |       |           |                   |                         |                  |                  |                       | ü Carry through to WMMP Action Plan                        |
| Grant Funding criteria   |         |                    |       |           |                   |                         |                  |                  |                       | ü Carry through to WMMP Action Plan                        |
| By-law implementation - licensing and reporting  |         |                    |       |           |                   |                         |                  |                  |                       | ü Carry through to WMMP Action Plan                        |
| Litter bins - remove or increase capacity (additional bins or compactor style systems)                       |         |                    |       |           |                   |                         |                  |                  |                       | ü Carry through to WMMP Action Plan - seek community views |

### 7.3.3 Detailed Options Evaluation

The options noted for further consideration in Section 7.3.2 can be considered as individual 'components' of the waste management system or as a full package.

#### 7.3.3.1 Collection

The long list evaluation flagged four refuse collection options for further consideration. These were:

- Bag based, user pays collection
- Wheelie bin based collection
  - Single option (80 L wheelie bin)
  - Size option (default 80 L bin with option to pay more for a larger bin)
  - Bag option (for rural or difficult access sites)

These options were evaluated in more detail using the evaluation framework noted in Section 7.3.1 and high level modelling of cost and anticipated diversion (assessment criteria). The outcome of the evaluation is summarised in Table 18 with the status quo (user pays bags for refuse) and a straightforward universal wheelie bin based service providing the highest overall scores.

Table 18 Refuse Collection - Detailed Evaluation

| Criteria                | 1. User pays refuse, Crate recycle                     | 2. MGB (80-120L) refuse, Crate recycle  | 3. MGB (size option) refuse, Crate recycle  | 4. MGB (bag for rural) Refuse, Crate recycle  |
|-------------------------|--|---|---|---|
| Cost to households      | \$3.00/week  | \$0.00/week   | \$0.00/week   | \$0.00/week   |
| Rates                   | \$2.3M/year  | \$2.5M/year   | \$2.5M/year   | \$2.5M/year   |
| Diversion               | 29.1%  | 30.0%   | 29.6%   | 30.1%   |
| Health and Safety       | No change in H&S impact                                | Small improvement in H&S  | Small improvement in H&S  | Small improvement in H&S  |
| Protect our environment | No change - litter, refuse collection, illegal dumping | Environment 4   | Environment 4   | Environment 4   |
| Local employment        | No change in economic activity in Whangarei            | Economic 2  | Economic 2  | Economic 2  |
| Fairness/ Equity        | The same service for all households/ratepayers         | The same service for all households/ratepayers  | Equivalent' service for all ratepayers  | Equivalent' service for all ratepayers  |
| High level of Service   | Similar level of service to current                    | LoS 4   | LoS 4   | LoS 4   |
| Comments                | Status Quo   | Shift to smaller bin/bag from some users of private services results in small increase in recycling | Shift to smaller bin/bag from some users of private services results in small increase in recycling | Shift to smaller bin/bag from some users of private services results in small increase in recycling |
| Score                   | 45   | 45  | 51  | 54  |

The long list evaluation identified three recycling collection options for further consideration. These were:

- Crate based collection kerbside sort of recyclable materials
- Wheelie bin & glass crate based collection service
- Wheelie bin based collection service
  - Single option (240 L wheelie bin)
  - Crate option (for rural or difficult access sites)

These options were evaluated in more detail using the evaluation framework noted in Section 7.3.1 and high level modelling of cost and anticipated diversion (assessment criteria). The outcome of the evaluation is summarised in Table 19 with collection in single 240 L wheelie bin or wheelie bin and crate based service funded by a targeted rate providing the highest overall score.

Table 19 Recycling Collection - Detailed Evaluation

| Criteria                | 1. User pays refuse, Crate recycle/sort                | 5. User pays refuse bags, MGB (co-mingle)       | 6. User pays refuse bags, MGB (co-mingle) or Crate recycle | 7. User pays refuse bags, MGB (co-mingle) + Crate (glass) recycle |
|-------------------------|--|---|--|---|
| Cost to households      | \$0.00/week  | \$0.00/week                                     | \$0.00/week  | \$0.00/week   |
| Rates                   | \$1.1M/year  | \$1.5M/year                                     | \$1.5M/year  | \$1.5M/year   |
| Diversion               | 29.1%  | 32.8%   | 32.8%  | 33.2%   |
| Health and Safety       | No change in H&S impact                                | Significant improvement in H&S                  | Significant improvement in H&S                             | Small improvement in H&S  |
| Protect our environment | No change - litter, refuse collection, illegal dumping | Environment 4                                   | Environment 4  | Environment 4   |
| Local employment        | No change in economic activity in Whangarei            | Economic 2                                      | Economic 2   | Economic 2  |
| Fairness/ Equity        | The same service for all households/ ratepayers        | The same service for all households/ ratepayers | Equivalent' service for all ratepayers                     | The same service for all households/ ratepayers                   |
| High level of Service   | Similar level of service to current                    | LoS 4   | LoS 4  | LoS 4   |
| Comments                | Status Quo   | 240L MGB  | 240L MGB or crate(s) for difficult access                  | 240L MGB (paper, plastic, metals) + Crate (glass)                 |
| Score                   | 55   | 62  | 58   | 61  |

The long list evaluation identified several options for collection of organic waste for further consideration. These were:

- Private sector, garden waste collection services (the status quo)
- Council provided, universal organic waste collection
  - Garden waste (240 L wheelie bin)
  - Food and garden organics (240 L wheelie bin)
  - Food only (24 L bin)
- Council provided, opt in organic waste collection (likely garden waste focus)

These options were evaluated in more detail using the evaluation framework noted in Section 7.3.1 and high level modelling of cost and anticipated diversion (assessment criteria). The outcome of the evaluation is summarised in Table 20 with collection of food and garden organic (FOGO) waste in single 240 L wheelie funded by a targeted rate providing the highest overall score.

Table 20 Organic Collection - Detailed Evaluation

| Criteria                | 1. User pays refuse, crate recycle, private garden waste | 9. GO collection  | 10. FOGO Collection   | 11. FO Collection  | 12. GO Collection (Opt in)                                 |
|-------------------------|--|---|---|--|--|
| Cost to households      | \$0.00/week  | \$0.00/week   | \$0.00/week   | \$0.00/week  | \$0.00/week  |
| Rates                   | \$0.0M/year  | \$2.2M/year   | \$2.2M/year   | \$1.3M/year  | \$1.1M/year  |
| Diversion               | 29.1%  | 31.9%   | 34.6%   | 32.6%  | 30.4%  |
| Health and Safety       | No change in H&S impact                                  | No change in H&S impact   | No change in H&S impact   | No change in H&S impact                                    | No change in H&S impact                                    |
| Protect our environment | No change - litter, refuse collection, illegal dumping   | No change - litter, refuse collection, illegal dumping                          | No change - litter, refuse collection, illegal dumping                          | No change - litter, refuse collection, illegal dumping     | No change - litter, refuse collection, illegal dumping     |
| Local employment        | No change in economic activity in Whangarei              | Economic 4  | Economic 4  | Economic 4   | No change in economic activity in Whangarei                |
| Fairness/ Equity        | The same service for all households/ ratepayers          | Equivalent' service for all ratepayers  | Equivalent' service for all ratepayers  | Equivalent' service for all ratepayers                     | Different service between urban and rural ratepayers       |
| High level of Service   | Similar level of service to current                      | LoS 4   | Similar level of service to current   | LoS 4  | Similar level of service to current                        |
| Comments                | Status Quo   | Universal collection in 240L bins, assume high participation and 35-60% capture | Universal collection in 240L bins, assume high participation and 35-60% capture | Assume 30% participation, 45% of cost of universal service | Assume 30% participation, 45% of cost of universal service |
| Score                   | 55   | 53  | 58  | 55   | 48   |

### 7.3.3.2 Physical Infrastructure

The long list consideration of physical infrastructure options identified four activities worthy of further consideration. These were:

- Commercial and Industrial (C&I) Waste Sorting - sorting of C&I waste loads to recover recyclable materials including paper/card, metals, plastics prior to disposal to Puwera Landfill.
- Construction and Demolition (C&D) Waste Sorting - sorting of C&D waste loads to recover recyclable materials including timber, rubble/concrete and metals prior to disposal to Puwera Landfill.
- Optimising the rural transfer station network - considering opening hours, site location and supporting or complimentary services including roadside collection, bulky waste collection and the ReSort resource recovery park.
- Bulky Waste Collections - offering collection of bulky material (that can't be collected in roadside bags, wheelie bins or crates) for disposal or recycling.

These options could be implemented individually or in various combinations. In some cases they could be combined with various collection options, for example Bulky Waste collection to off-set rural transfer station changes. All of the options evaluated score similar to or more than the status quo, suggesting that they are worthy of further consideration.

Table 21 Physical Infrastructure Options - Detailed Evaluation

| Criteria                | 13. C&I Waste Sorting   | 14. C&D Waste Sorting   | 15. RTS Closure (low use sites)   | 16. Bulky Waste Collection                             | 17. Current Transfer Network                           |
|-------------------------|---|---|---|--|--|
| Cost to households      | \$0.00/week   | \$0.00/week   | \$0.00/week   | \$0.00/week  | \$0.00/week  |
| Rates                   | \$1.8M/year   | \$1.7M/year   | \$1.0M/year   | \$1.9M/year  | \$1.4M/year  |
| Diversion               | 30.1%   | 30.1%   | 29.3%   | 29.3%  | 29.3%  |
| Health and Safety       | No change in H&S impact   | No change in H&S impact   | H&S 2   | No change in H&S impact                                | No change in H&S impact                                |
| Protect our environment | No change - litter, refuse collection, illegal dumping          | No change - litter, refuse collection, illegal dumping          | Environment 4   | No change - litter, refuse collection, illegal dumping | No change - litter, refuse collection, illegal dumping |
| Local employment        | Economic 4  | Economic 4  | Economic 4  | Economic 4   | No change in economic activity in Whangarei            |
| Fairness/ Equity        | Equivalent' service for all ratepayers                          | Equivalent' service for all ratepayers                          | Different service between urban and rural ratepayers  | The same service for all households/ ratepayers        | Equivalent' service for all ratepayers                 |
| High level of Service   | Similar level of service to current                             | Similar level of service to current                             | LoS 2   | LoS 4  | Similar level of service to current                    |
| Comments                | Sorting in Whangarei, assuming \$20-\$30 per tonne sorting cost | Sorting in Whangarei, assuming \$15-\$25 per tonne sorting cost | Optimising rural transfer station network to provide a consistent level of service at reasonable cost | Assume high participation, limited capture             | Status Quo   |
| Score                   | 54  | 54  | 51  | 56   | 51   |

### 7.3.4 Preferred options

Based on the detailed option evaluation, the preferred configuration of the waste management system is summarised in Table 22.

Table 22 Preferred Waste Management System Configurations

| System Component   |  | Preferred Option(s)                            |                                    |
|--------------------|--|--|------------------------------------|
| Refuse collection  | User pays bag (status quo)                     | 80 L wheelie bin (subject to funding options ) |                                    |
| Recycle collection | Rates funded 240 L wheelie bin                 |  |                                    |
| Organic collection | Private sector services (status quo)           | Food and garden organics 240 L wheelie bin     | Food organics 24 L wheelie bin     |
| Bulky waste        | Existing transfer station network (status quo) | Optimise rural transfer station network        | Bulky waste collection (bi-annual) |
| C&I waste          | No change                                      | C&I waste sorting                              |                                    |
| C&D waste          | No change                                      | C&D waste sorting                              |                                    |

Other activities proposed include actions to improve management of litter, education activities and policy implementation. These are discussed below.

The two options to manage litter and associated illegal dumping impacts have very different benefits and challenges. Removing litter bins will reduce litter related costs but potentially result in illegal dumping issues without appropriate communication support. Providing additional bins or increasing capacity will increase costs but with careful design it may be possible to reduce or maintain costs at present levels. Given the balance benefits and challenges the logical next step is to present the two options to the community for feedback.

The education activities proposed are relatively low cost and provide a key supporting role for other actions explored and proposed in this Waste Assessment.

The policy actions proposed support other actions (funding for collection) or provide a key supporting role for other actions explored and proposed in this Waste Assessment.

## 7.4 Proposed actions

Based on the analysis and discussion presented in the preceding sections the following options should be included in an action plan for the Council Waste Minimisation and Management Plan.

### Infrastructure actions

- Progress procurement for a new refuse collection contract as a continuation of the existing service (user pays refuse bags) with a strong focus on managing health and safety. An 80 L wheelie bin based service may be considered in the future.
- Progress procurement for a new recycling collection contract with a focus on quality of materials collected, convenience and safety of collections staff and the general public. Separate glass collection and options for difficult collections will be considered as part of the procurement process.
- Progress procurement for a new rural transfer station operations contract with a focus on increasing the recovery of materials and maintaining a high level of service for rural communities.
- Complete detailed analysis of organic waste collection options including the status quo (private sector services), a food and garden waste collection and food waste only collection.

- Complete detailed analysis<sup>31</sup> of optimising services for bulky household waste including the role of ReSort, the rural transfer station network and potential bulky waste collections.
- Complete detailed analysis of sorting of C&I and/or C&D waste prior to disposal of residual material.
- Work with the community on options for litter bins with a focus on holiday areas where issues are currently occurring.

#### Education actions

- Continue to update and maintain information on waste and recycling collection and drop off services in the Whangarei District.
- Implement clear information and education to promote the effective use of recycling services.
- Disseminate information to all residents (including holiday makers/temporary residents) including national programmes like Love Food Hate Waste.
- Maintaining school education programme, support Northland Regional Council environmental education activities for schools, homes and businesses.
- Provide information to the community about the negative impact of illegal dumping and alternatives available to the community (kerbside collection, commercial skip bins and transfer stations).

#### Policy Actions

- Develop criteria for making grants available from Council's allocation of Waste Levy funds. Provisionally criteria will be based on contribution to the Vision, Goals and Objectives for waste minimisation and management with consideration of co-funding. Applications for funding should also be assessed for their ability to deliver the promised benefits i.e. due diligence on organisation capability, governance and accountability.
- Develop an implementation plan for the existing solid waste provisions in the District Bylaw (Part 4). This will focus on implementing licencing (Part 4, Section 419) including reporting arrangements. With a small number of collection providers operating in the District Council is in a position to develop pragmatic but effective reporting requirements. This will require consultation with the collection providers prior to formally notifying the license regime. The target implementation for the licencing regime is by July 2018.
- Continue to report on progress against the targets in the WMMP in Annual Reports.
- Collaborate with central government, local government organisations, non government organisations (NGO) and other key stakeholders to progress national activity on waste minimisation and management policy<sup>32</sup>.
- Continue to actively address illegal dumping activity including where possible identifying perpetrators and if required undertaking clean-up activity.

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<sup>31</sup> Consider cost of service, diversion of materials, fairness/equity, safety and protection of the environment (illegal dumping).

<sup>32</sup> Including health and safety policy and guidance relating to kerbside collections.



## 8 Statement of proposals

The Council's Solid Waste Management Plan (SWMP) was developed following completion of a Waste Assessment in 2012 which evaluated current quantities and composition of waste and diverted materials in the district, existing services, future demand for services and practicable options for addressing the various waste and diverted materials streams. This document has been reviewed and updated to reflect the changes that have occurred locally, regionally and nationally since that time and also to meet the requirements of the Waste Minimisation Act 2008 (WMA).

Under the WMA, Council is required to review and adopt changes to the Waste Management and Minimisation Plan (WMMP, formerly known as SWMP) every 6 years from 2012. Therefore, the first review is to be completed by 1 July 2018. The Plan must contain a summary of Council's waste management and minimisation objectives policies, methods and funding to achieve effective and efficient waste management and minimisation within the district. The Plan must also include a commitment to waste minimisation through consideration of the waste hierarchy and must have regard to the New Zealand Waste Strategy and the most recent Waste Assessment undertaken by Council. In addition Council must ensure that nuisance is not caused by the collection, transport and disposal of waste.

The purpose of the WMMP is to provide the basis on which future policies, service provision and facilities will be provided to manage the district's waste, and to minimise the quantities requiring disposal while making the best use of Council's resources and fostering sustainability.

This Waste Assessment has identified that an estimated 67,000 tonnes of waste was generated in the district in 2016. 70 % of this waste was landfilled with the remainder diverted via recycling and composting. Diversion occurs predominantly through beneficial reuse of cleanfill and biosolids, supplemented by recycling and vegetation diversion. The Waste Assessment has identified a range of waste management and minimisation issues to be addressed, including:

- While there is some information available about the quantity and composition of waste generated in the Whangarei District the data is incomplete.
- There is a by-law in place that provides for collection of data, however it is not currently enforced. Enforcement of the by-law will improve the availability and quality of data.
- Illegal dumping of waste is an ongoing issue.
- There is a comprehensive rural transfer station network that is costly to operate on a per resident and per tonne basis.
- Commercial and construction waste makes up a large proportion of material disposed of to landfill from the Whangarei District, with limited information available regarding diversion activity focussed on these waste streams.
- The current kerbside collection service for recyclable materials poses health and safety risks (broken glass, manual handling) and limited capacity.

The overall vision of the WMMP is *"to deliver community benefits and reduce waste Whangarei businesses and households will be provided with efficient and effective waste minimisation and management services."*

A series of waste minimisation and management targets are proposed:

- To maintain waste generation below 800 kg per person in Whangarei each year.
- To recycle at least 35 % of waste collected at the roadside from households.
- To recover or recycle at least 50 % of the waste taken to transfer stations in the Whangarei District.

- Over 85 % of residents are satisfied with kerbside recycling, refuse and transfer station services.
- Over 75 % of residents are satisfied with Council litter and illegal dumping services.

To address the issues identified and meet the key targets, Council proposes a range of actions. The actions reflect the need to balance policy, provision of services including infrastructure and community engagement. In all cases the focus is on enabling the Whangarei community to manage their waste according to the waste hierarchy, preferring waste avoidance, reduction and recycling over recovery and disposal of residual material. Actions relate to both continuing and enhancing existing activities and starting new activities and initiatives. The Action Plan is dynamic and needs to be responsive to changes in demand, resources and external circumstances. Making such changes and adjustments is anticipated as an integral part of this WMMP.

The Action Plan includes actions focusing on waste minimisation and management infrastructure, education of the Whangarei community and getting the right policy framework in place.

#### Infrastructure actions

- Continue to provide roadside refuse and recycling collections across the District.
- Continue to provide access to refuse transfer stations for refuse disposal and recycling across the District.
- The Council Controlled Trading Organisation (CCTO) will continue to own and manage the Puwera Landfill and ReSort. These facilities include a landfill for disposal of residual waste and a resource recovery centre to encourage the reuse of second-hand goods and the diversion of recyclables, greenwaste, construction and demolition materials and E waste as well as a drop-off point for residential quantities of hazardous waste.
- Consider options for ensuring a range of recycling and recovery services are available to the community including organic waste collection, optimised services for bulky waste and additional sorting of commercial and construction waste.
- Work with the community on options for litter bins in holiday areas across the District to reduce litter and maintain an acceptable level of service.

#### Education actions

- Continue to update and maintain information on waste and recycling collection and drop off services in the Whangarei District including highlight services to visitors to the District.
- Support Northland Regional Council environmental education activities for schools, homes and businesses

#### Policy Actions

- Develop criteria for making grants available from Council's allocation of Waste Levy funds. Provisionally criteria will be based on contribution to the vision, goals and objectives for waste minimisation and management with consideration of co-funding. Applications for funding should also be assessed for their ability to deliver the promised benefits i.e. due diligence on organisation capability, governance and accountability.
- Develop an implementation plan for the existing Solid Waste Management Bylaw. This will focus on implementing licensing (Part 9) including reporting arrangements. With a small number of collection providers operating in the District Council is in a position to develop pragmatic but effective reporting requirements. This will require consultation with the collection providers prior to formally notifying the license regime. Council should target implementation of a licencing regime no later than July 2018.
- Continue to report on progress against the targets in the WMMP in Annual Reports.

Council will fund these actions through a combination of targeted rates, user pays fees and charges and waste levy funding.

The above actions are intended to provide a wide ranging approach to waste services in the Whangarei district to protect public health promote effective and efficient waste management and minimisation.

## 9 Consultation with the Medical Officer of Health

The Northland Medical officer of Health's comments on this draft Waste Assessment is included as Appendix B.

## 10 Applicability

This report has been prepared for the exclusive use of our client Whangarei District Council, with respect to the particular brief given to us and it may not be relied upon in other contexts or for any other purpose, or by any person other than our client, without our prior written agreement.

Tonkin & Taylor Ltd

Report prepared by:

Authorised for Tonkin & Taylor Ltd by:

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Simonne Eldridge

Project Director/Sector Director

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## Appendix A: Vision - Goals - Objectives Workshops





# Objectives for Solid Waste Services: Workshop No. 2

Aug 2016




Exceptional thinking together  
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Welcome back!

The purpose of this workshop is to:

- § Recap on our discussions from Workshop No. 1
- § Review trends in services including your ideas from workshop no. 1
- § Discuss options and key issues
- § Discuss what you see as priorities
- § Discuss where to from here



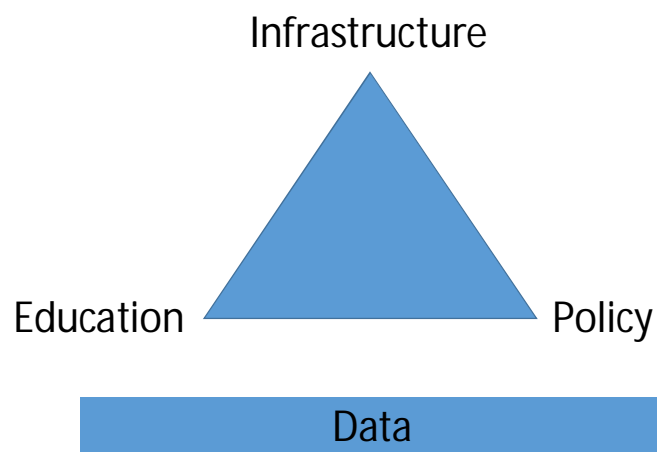


## Recap: Key objectives for Solid Waste Services



- § Protecting human health and the environment is non-negotiable
- § Minimise waste by maximising diversion of material
- § Minimimise waste by helping people to change
- § Cost recovery
- § Efficiency

## Delivering effective waste services





## Recap on Workshop No. 1 discussion



- Drivers: Contracts ending, S17a Review, WMMP review
- Current players: Northland Waste contractor for all Solid Waste contracts and also partner in Northland Regional Landfill LP (Re:Sort and Puwera)
- Background and Current services: Customers receive a good LOS, customer satisfaction high, tonnage increasing for refuse and recycling, revenue from transfer stations low (rates subsidised)



## Trends in services: Rubbish

- Wide range of approaches for refuse collection
  - Council vs. private sector
  - User pays vs. rates funded
  - Bags vs. wheelie bins
  - Urban vs rural services
- Move to mechanised collection (wheelie bins)
  - Efficient, safer, convenient
- Rural areas (alternatives to kerbside, or where not available)
  - Transfer stations
  - Bin banks
  - Container based options



VS





## Trends in services: Recycling

- Range of approaches for recycling collection
  - Bags vs. Crates vs. wheelie bin
  - Kerbside sort vs. co-mingled (mixed) collection
  - Automated vs manual sort line
  - Urban vs rural services
  - Organic waste collection
- Move to mechanised collection (wheelie bins)
  - Efficient, safer, convenient
  - Increased capture of recyclables
  - Optional to separate glass/ comingle rest
- Rural areas (alternatives to kerbside, or where not available)
  - Recycling stations
  - Transfer stations
  - As with rubbish – bin banks or other containers (open to contamination)



VS



## What are your priorities?



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- (Minimise) Rates
- (Minimise) Cost to households
- Waste Minimisation
- Health & Safety
- Protect our Environment
- Local Employment

- First priority
- Second priority
- Third priority



## Options: Council Role

| Option     | Description  | Pros  | Cons  |
|------------|--|---|---|
| Status Quo | Council manages all operations under contract  | Council maintains direct control over waste minimisation and service levels   | May not be the most efficient or lowest cost for ratepayer  |
| Option A   | Council manages solid waste services under bylaw (licensing) and sells its assets                                    | May be a less expensive option for urban ratepayers<br>Rates for solid waste reduced to a minimum   | Weaker control over waste minimisation and service levels<br>May reduce service and/or increase costs for rural ratepayers  |
| Option B   | Combination of the above - retain transfer station assets but license recycling and rubbish collections              | May be a less expensive option for urban ratepayers<br>Safeguards a service for rural ratepayers<br>Rates for solid waste reduced to a minimal amount                     | Weaker control over waste minimisation and service levels<br>May reduce service to and/or increase costs to rural ratepayers  |
| Option C   | Combination of the above - sell transfer station assets and operate recycling and rubbish collections under contract | Reduce solid waste rates – transfer stations currently subsidised<br>Council maintains direct control over waste minimisation and service levels for kerbside collections | Likely reduce number transfer stations and increase disposal costs – to be commercially viable<br>Cost for collections may not be the most efficient or lowest cost for ratepayer |



## Options: Method for Rubbish Collection

| Option     | Description  | Pros   | Cons  |
|------------|--|--|---|
| Status Quo | Manual collection using 65 litre Council prepaid bag or sticker (including half size bags) | Simple and available for most of district<br>Employment of contractors staff (numbers?)<br>Minimising waste - people use only what they need | Runners health and safety<br>Animals break into the bags<br>Plastic going to landfill   |
| Option A   | Mechanical collection: Wheelie bins – 240 litre  | No runners – removes health and safety issues (some issues for drivers)<br>More animal proof   | Not available for everyone, or so convenient<br>Loss of employment<br>Fixed size bin inflexible – too much for some/ not enough for others<br>Capital costs |
| Option B   | Mechanical collection: range of bin sizes  | As above<br>Minimising waste by having range of bin sizes to suit needs  | Not available for everyone, or so convenient<br>Loss of employment<br>Fixed bin size – lose week to week flexibility<br>Capital costs                       |
| Option C   | Combination of wheelie bins and bags (bags available to some areas only)                   | Bags available for customers where bins don't work.<br>Reduces health and safety issues for runners  | Bins may not be convenient for some in "bin only" areas.<br>Some loss of employment.<br>Fixed bin size – lose week to week flexibility<br>Capital costs     |



## Options: Method for Recycling Collection

| Option     | Description  | Pros   | Cons   |
|------------|--|--|--|
| Status Quo | Manual collection using crates   | Simple and available for most of district<br>Employment of contractors staff (numbers?)<br>Minimising waste - people use only what they need<br>Sorted at kerbside   | Runners health and safety  |
| Option A   | Mechanical collection:<br>Wheelee bins – fixed size?   | No runners – removes health and safety issues (some issues for drivers)<br>Increased recycling capacity  | Not available for everyone, or so convenient<br>Loss of employment<br>Contamination with incorrect materials and refuse<br>Rely on mechanical or manual sorting lines<br>Capital cost  |
| Option B   | Combination of wheelie bins (all comingled – size?) and crates (crates only available in some areas)     | Increases recycling capacity for most areas<br>Crates for mixed recyclables used in areas where bins don't work<br>Reduces health and safety issues for runners  | Bins may not be convenient for some in "bin only" areas<br>Some loss of employment<br>May not get uptake of the bin capacity<br>Rely on mechanical or manual sorting lines<br>Capital cost   |
| Option C   | Combination of wheelie bins (size?) and crates for glass (comingled crates only available in some areas) | Increases recycling capacity for most areas<br>Crates for mixed recyclables used in areas where bins don't work<br>Reduces health and safety issues for runners<br>Separates glass from paper (increases value of paper) | Bins may not be convenient for some in "bin only" areas<br>Some loss of employment (less than option B)<br>Additional trucks required for glass collection<br>May not get uptake of the bin capacity (i.e. plastic, paper, cardboard, tins and aluminium cans)<br>Capital cost |



## Options: Service Levels

| Status Quo                                   | Benefit   | Alternative  | Pros  | Cons  |
|--|---|--|---|---|
| Normal rubbish and recycling collections     | Available to 95% of residents<br>Customer satisfaction is good    | No rural collection<br>Extend RTS hours                                    | Cost saving                                   | Public acceptance of a lower level of service<br>Fly tipping and burning rubbish likely to increase (inconvenient to take to RTS)     |
|  |   | Less frequent recycling collections for rural areas (larger crates or not) | As above                                      | Larger crates, heavier to carry<br>Does not encourage recycling<br>Inconvenient to take to RTS  |
| Extra summer collections                     | Increased rubbish – too much for contractor to pick up in one day | Do away with extra collections (Increase numbers of trucks)                | Cost saving?                                  | Cost probably higher for alternative option<br>Contractor would need to find more trucks for this short (busy) period – not practical |
| RTS open for reduced summer and winter hours | Cost saving   | RTS open for longer hours  | Decrease in fly tipping?                      | Cost<br><i>Noted that even when RTS were open for long hours and free – fly tipping still went on</i>                                 |
|  |   | Establish community run RTS in remote areas                                | Decrease in fly tipping?<br>Cater from growth | Cost?   |
|  |   | Close some of the less utilised RTS's                                      | Cost saving                                   | Public acceptance of a lower level of service<br>Fly tipping and burning rubbish likely to increase (inconvenient to take to RTS)     |



## Options: To Address Key Issues

| Problem  | Reason   | Possible Solutions  | Pros                                  | Cons  |
|--|--|---|---------------------------------------|---|
| Health and Safety<br><i>Health and legal risks</i> | High number of minor incidents associated with recycling and rubbish collections | Mechanical collections – where practical  | Huge reduction in minor H&S incidents | Jobs, capital costs for bins, practicality and convenience  |
| Affordability<br><i>User pays and rates</i>        | Cost to households higher than many other Councils                               | Council reduces it's control to licensing commercial operators                  | Potential savings to urban customers  | Potential reduction of services and increased costs for rural ratepayers (this may be managed under the bylaw)<br>Council loses control over waste minimisation<br>Public acceptance of a lower level of service (rural residents want something for their rates)<br>Likely increase in fly tipping |
|  | Rural transfer stations are heavily subsidised by rates                          | Close underutilized transfer stations<br>Community run stations in remote areas | Cost savings                          | Public acceptance of a lower level of service (rural residents want something for their rates)<br>Likely increase in fly tipping  |
|  | Rural collections are expensive  | Reduce or remove collections<br>Community run stations in remote areas          | As above                              | As above  |



## Options: To Address Key Issues cont..




| Problem   | Reason  | Possible Solutions   | Pros   | Cons   |
|---|---|--|--|--|
| Fly tipping<br><i>Cost to the ratepayer and the environment</i> | Many reasons including behavior, poverty, inconvenience | Increase some or all transfer station hours  | Solves the "inconvenience" factor but does not deal with "behavior" or "poverty" factors | Currently saving \$160k per annum with reduced hours<br>Fly tipping costs around \$100k per annum  |
|   |   | Voucher system (funded through rates): each ratepayer receives two free trailer loads (or equivalent) per year they can take to any transfer station | May be of some help with "poverty" factor and the landlord will generally pay the rates  | Rates increase by \$80.00 to cover costs (though there may be a saving on fly tipping)<br>Some may not use or need the service (although could set up voucher donation scheme for underprivileged) |
|   |   | Annual kerbside organic and/ or inorganic collection (funded through rates) OR<br>Booking system (per Auckland)                                      | Helps with both "inconvenience" and "poverty" factors                                    | Rates increase to cover costs<br>Not suited to all areas – targeted rate?  |
|   |   | Free rubbish collection for some areas   | Helps with "poverty" factor  | Small increase in rates shared across district   |
|   |   | Free education in schools to help raise awareness  | Easy to augment current Waste Minimisation Education programme                           | Small increase in rates shared across district   |



## What are your priorities?

|  |  |  |  |  |
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- (Minimise) Rates
- (Minimise) Cost to households
- Waste Minimisation
- Health & Safety
- Protect our Environment
- Local employment

-  First priority
-  Second priority
-  Third priority



## Open discussion

- What are the options you want us to consider?
- What other ideas do you have that you want us to consider?
- What other information do you want us to bring back?



## Next steps and timing

| Date          | WMMP   | S17a                                      | Contracts   |
|---------------|--|---|---|
| November 2016 | Summary of changes based on the workshop                 | Confirm services delivery approach        | Submit a draft procurement strategy   |
| March 2017    | Draft WMMP<br>Special consultative process (annual plan) | -   | Confirm procurement strategy and summarise the basis of services to be contracted out |
| August 2017   | Submit WMMP for approval                                 | Finalise S17a reviews with other activity | Award the new contract  |

\*Ongoing: update AMP, LTP, Annual Plan and Bylaw as required



## How do we compare?

| Area                        | Refuse               | % of Pop. Serviced              | Recycle                   | Transfer Station                                 | Pop. per Council TS | Rates | Charges    | Total |
|-----------------------------|----------------------|---------------------------------|---------------------------|--|---------------------|-------|------------|-------|
| Whangarei                   | Council – bag        | 95%                             | Crate                     | City - commercial<br>Districts - Council         | 3,750               | \$166 | \$2.80/bag | \$300 |
| Far North                   | Commercial - bag     | Commercial                      | Commercial – Crate        | Council  | 3,900               | -     | \$3.00/bag | \$250 |
| Kaipara                     | Council – bag        | Townships and collection points | Council (user pays) - Bag | Council  | 8,500               | -     | \$3.00/bag | \$225 |
| Auckland – Rodney           | Commercial – bag     | Commercial                      | Crate                     | Commercial                                       | NA                  | \$90  | \$1.95/bag | \$190 |
| Auckland – North Shore      | Council – bag        | 100%                            | 240L Bin + paper/card     | Commercial                                       | NA                  | \$60  | \$1.95/bag | \$160 |
| Auckland – Central Auckland | Council – 80L bin    | 100%                            | 240L Bin                  | Commercial                                       | NA                  | \$220 | Nil        | \$220 |
| Palmerston North            | Council – bags       | Urban area only                 | 240 L Bin + Crate         | Commercial                                       | NA                  | \$197 | \$2.60/bag | \$330 |
| Hastings                    | Council – bags       | Urban area only                 | Own container             | Council  | 35,000              | \$15  | \$2.40/bag | \$140 |
| New Plymouth                | Council – bags       | Designated routes and townships | 240 L Bin + Crate         | Council  | 18,500              | \$96  | \$3.30/bag | \$270 |
| Rotorua (new service)       | Council – 140 L bins | Most properties                 | 240 L Bin + Crate         | Council landfill and commercial transfer station | 32,500              | \$240 | Nil        | \$240 |

Other Councils may be including some solid waste revenue in their general rates








# Objectives for Solid Waste Services

Jul 2016

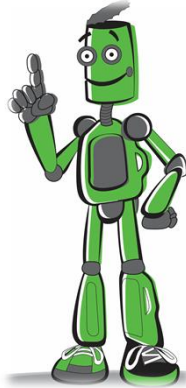



  
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## Introduction

- Why are we talking to you?
- We will talk to you about:
  - Background and history
  - Services we currently provide, issues and costs
  - How we compare to others
  - Trends in services nationally and internationally
  - Future issues to consider
- Discussion - What are Councils priorities and objectives?
  - We want to know what you think and whether we should be changing the way we do things
  - We will use this feedback to help develop a waste strategy and plan for the new contracts over the next 18 months
- Potential options
- Next steps



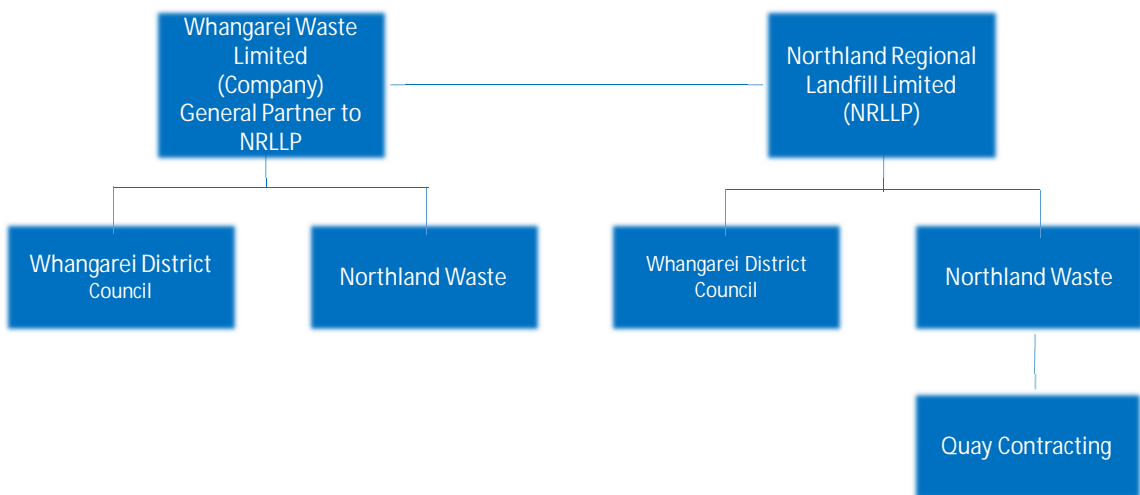
## Why are we talking to you: What are the drivers?

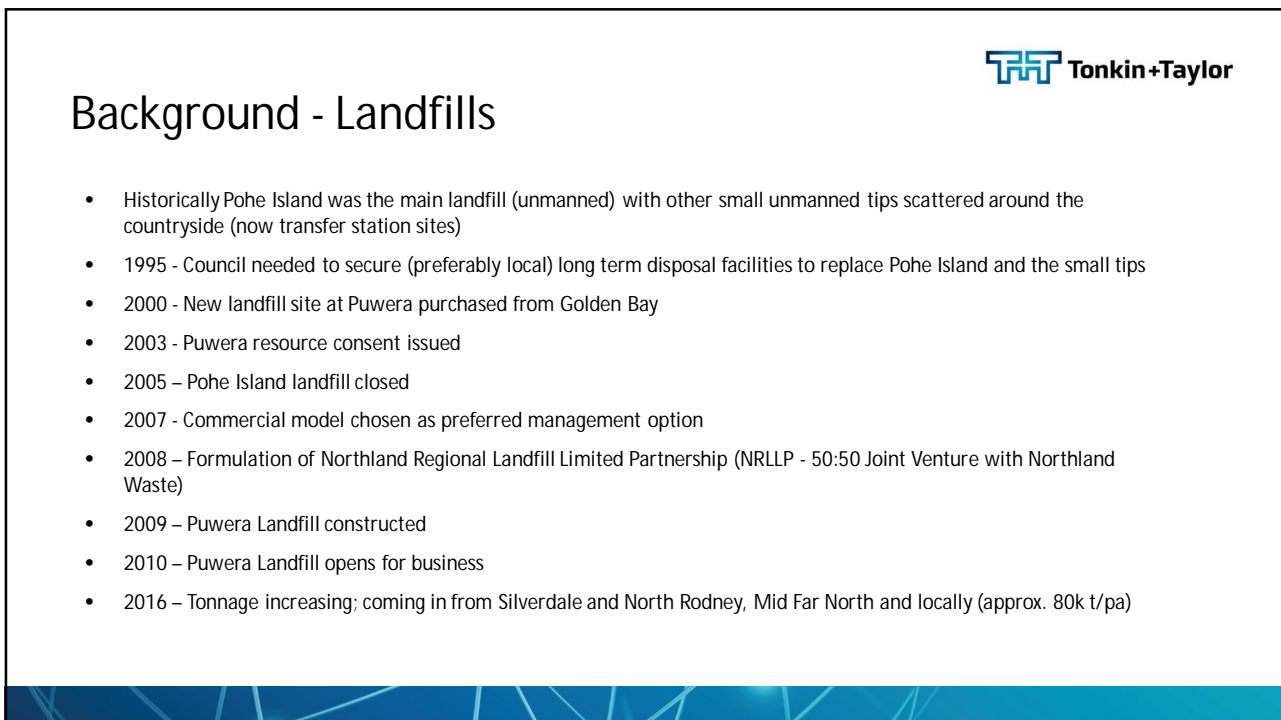


- The Waste Management and Minimisation Plan is due for review in 2017
- The Rubbish and Recycling Collection Contract and the Transfer Station Operations Contract are due to expire in November 2017 (they have been rolled over and renegotiated since 2003)
- S17a requires a review of how Council provides our Solid Waste services
- We need to know what type of service we will have in the future as part of the 2018 to 2028 LTP
- We have ongoing Health and Safety incidents associated with collecting rubbish bags and recycling



## Background: Councils Joint Venture Model





## Background – Transfer Stations

- Historically half of today's transfer stations were unmanned tip sites
- In the early 90's Council started to convert the tip sites to modern transfer stations
- New transfer stations were also built at Kokopu, Oakura and Ngunguru
- Parua Bay had a small transfer station located next to the tavern
- When Pohe Island Landfill closed in 2005, a the new Council transfer station at Kioreroa Road opened (initially waste was transported to Redvale until Puwera was up and running)
- Re:Sort was sold by Council to NRLLP and is now operated by Quay Contracting (subsidiary of Northland Waste)

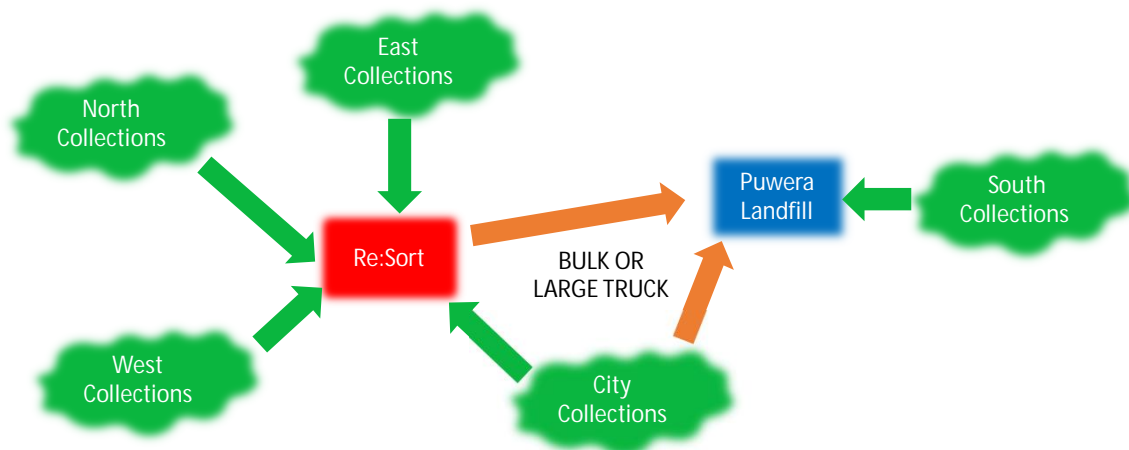
## Background – Kerbside Rubbish and Recycling Collection

- In 2003 the contract was won by former Kaikohe Recycling and Refuse Contractors (Now amalgamated into Northland Waste)
- Kerbside recycling and user pays system for rubbish were introduced
- The contract was extended twice in 2008 and 2012
- CON03040 expires in November 2017
- Legal advice is indicating that extending the contract for another term is not recommended
- The contractual details need updating to reflect current operations and costs

## WDC current services: Kerbside Rubbish

- Collect around 9,000 tonnes per year covering approximately 95% of residential properties including rural areas
- Collection service using bags at a cost to ratepayers of \$2.80 per bag (WDC revenue less wholesalers 10% commission)
- Weekly collection service in most areas
- Additional collections in CBD and during summer peak in coastal areas
- Customer satisfaction with rubbish collection 98% (2015/16)
- Council bag service competes with NWL and Waste Management who provide wheelie bin services
- NWL comingles waste for bin customers with WDC collections (WDC pays per bag/ sticker collected)

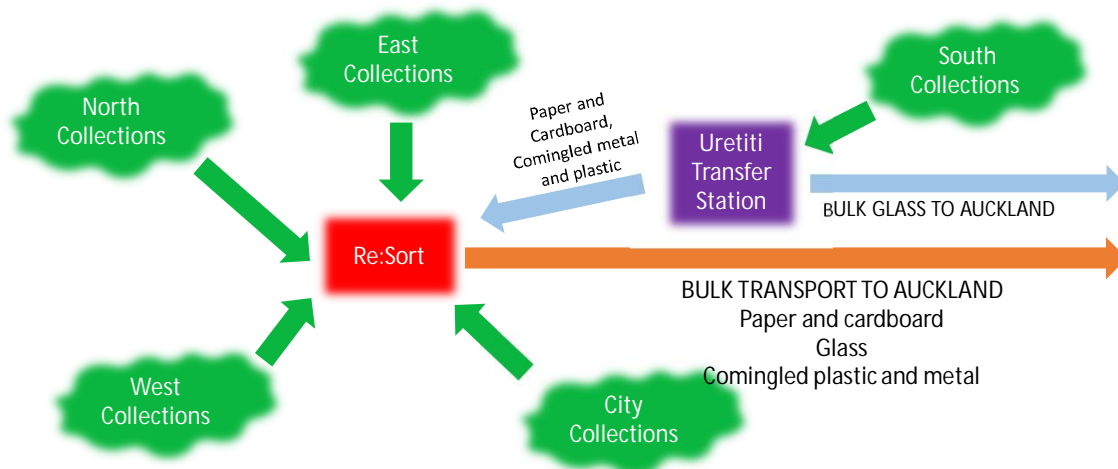
## Kerbside Rubbish Collection and Disposal



## WDC current services: Kerbside Recycling

- Collect around 6,500 tonnes per year from approximately 95% of residential properties including rural areas
- One recycling crate per property provided free of charge (cost for additional bins)
- Customer satisfaction with recycling collection 94% (2015/16)
- Recycling service funded through rates
- Current contract – commodity price changes are contractors risk

## Kerbside Recycling Collection and Disposal



## WDC current services: Transfer Stations

- Eight rural transfer stations service the rural and coastal townships and districts
- Set fees for rubbish and green waste disposal reviewed annually
- RTS's collect around 3,700 tonnes of waste and around 700 tonnes of recycling per year
- Most of the rubbish goes directly to Puwera with all recycling going to Re:Sort
- Commercially run Re:Sort services the city areas (cash customers - 4,500 tonnes p.a.)
- Customer satisfaction with transfer stations is 94% (2015/16)
- Rural Transfer station operations are subsidised by targeted rates
- Cost around \$335 per tonne compared to revenue of \$132.00 per tonne
- Recently reduced hours to save money (costs were higher)

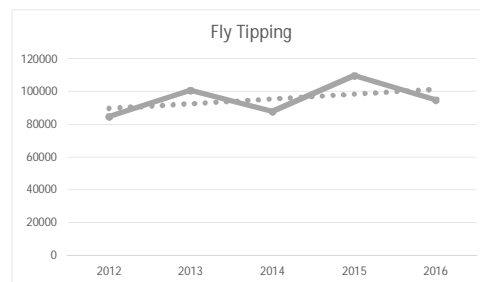
## WDC current services: Litter

- Litter bin emptying
- CBD cleaning and custodial duties (incl. cleaning, sweeping etc)
- Cleaning up after fly tipping
- Contract with Northland Waste
- Contract for five years ending 2019 - \$700 k p.a.



## Fly tipping

- Average cost \$9k per month
- Cost recovery from fines \$2.4k per month
- Around 75% of events occur in city locations
- Around 63% of the cost is for rural and coastal settlement areas
- Slight increase in fly tipping



## WDC current services: Cost vs. Revenue (2014/15)

- Costs (8.1 M)
  - Bag purchase (take off bag sales revenue)
  - Refuse collection (\$2.3M) – includes disposal
  - Recycling collection (\$1.1M) – includes revenue
  - Transfer stations operations (\$1.4M includes disposal)
  - Litter control contract (\$0.6M)
  - Other costs (\$0.6M + \$0.9M overheads)
  - Debt and depreciation (\$1.2M)
- Revenue (\$8.1 M)
  - Targeted rate (\$5.4M)
  - Bag sales (\$2.2M)
  - Transfer station fees (\$0.4M)
  - Infringement fines (\$21k)



## WDC current services: Summary

- Council market share for household collections estimated at 70%
- 35% of household material is recycling
- Council controls (via collections and rural transfer stations) around 15% of material disposed of to landfill

| Service              | Council                                  | Private Sector  |
|----------------------|--|---|
| Refuse collection    | \$2,80/bag (approx. \$145/year)          | \$125 - \$165/year for 80L bin<br>\$190 - \$375/year for larger bin |
| Recycling collection | Targeted rate                            |   |
| Green waste          | Rural transfer stations                  | Wheelie bin<br>Garden Bags  |
| Transfer stations    | \$108/T at rural sites<br>Recycling free | \$108/T at Re-Sort Whangarei<br>Recycling free                      |

## How do we compare?

| Area                        | Refuse               | % of Pop. Serviced              | Recycle                   | Transfer Station                                 | Pop. per Council TS | Rates | Charges    | Total |
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Other Councils may be including some solid waste revenue in their general rates

## Trends in services: Kerbside Rubbish

- Wide range of approaches for refuse collection
  - Council vs. private sector
  - User pays vs. rates funded
  - Bags vs. wheelie bins
  - Urban vs rural services
- Best/common practice
- Move to mechanised collection (wheelie bins)
  - Efficiency
  - Safety
  - Convenience
  - Market share
  - Pros and cons



**TFT** Tonkin+Taylor



## Trends in services: Kerbside Rubbish

- In some cases offer pick 'n mix of services
  - Refuse bins
  - Organic waste collection
- Rural areas:
  - Bin banks
  - Container based options
  - Rural waste – wrap, containers to use
  - Frequency

**TFT** Tonkin+Taylor



## Trends in services: Kerbside Recycling

- Range of approaches for recycling collection
  - Bags vs. Crates vs. wheelie bin
  - Kerbside sort vs. co-mingled (mixed) collection
  - Automated vs manual sort line
  - Urban vs rural services
- Best/common practice
- Move to mechanised collection (wheelie bins)
  - Efficiency
  - Safety
  - Convenience
  - Increased capture of recyclables
  - Optional to separate glass/ comingle rest
  - Pros and cons



## Trends in services: Transfer Stations

- Approaches to transfer station provision
  - Often either rural transfer stations or roadside collection
  - Temporary transfer stations – for example one weekend per month, ...
  - Community partnerships – employment, increased recovery
  - Facilitating rural collections for commercial quantities of farm waste
  - Recycling stations only in some area e.g. Far North photo
- Best/common practice
  - Health and safety of users
  - Capture of materials for recycling/recovery



## Key objectives for Solid Waste Services

- Protecting human health and the environment is non-negotiable
  - Changing the LOS has an impact on health and safety of collection contractors
  - Decreasing the LOS may have environmental impacts e.g. increased fly tipping
- Aim to maximise diversion of material
  - Where efficient to do so – what is out there? - value of recyclable material? – sorting and processing facilities available?
  - Making it easy for residents – bins, comingling, separation at transfer stations
- Cost recovery
  - Rates? User charges?
- Efficiency
  - Do we need kerbside collection and eight transfer stations?

## Rubbish: Way forward?

Recommended

|                   | Status Quo   |  | Alternative   |  | Trend  |
|-------------------|--|--|---|--|--|
|                   | Activity   | Issue  | Activity  | Issue  |  |
| Council Role      | Council management<br>-Private contractor delivers service | Control of customer issues and affordability | 100% Contracted out (Managed under bylaw)<br>- Open Market<br>- NRLLP | No control over price<br>Less control over service levels<br>Little control over waste minimisation<br>Retain some influence on the above through JV | Varies around the country but generally council services with a mix of bags/user pays and wheelie bins |
| Method            | Bag  | Health and Safety – manual handling          | Wheelie bins  | Capital outlay - approx \$4M<br>Less employment<br>Can increase rubbish volume<br>Customer preferred option?   | Rotorua and Auckland moving to bins.   |
| Frequency         | Weekly and summer  | Cost   | Less frequent collections   | Potential cost saving<br>More to collect on collection days – need for more trucks<br>May work if move to bins                                       | Internationally examples of organic waste collection allowing for reduced frequency                    |
| Extent of Service | 95% of properties serviced at gate                         | Cost   | Increase pick-ups<br>Decrease pickups                                 | Extra cost<br>Roads unsuitable for trucks<br>Fly tipping at collection points  | Limited service for rural areas  |

## Recycling: Way forward?

Recommended

|                   | Status Quo   |  | Alternative  |  | Trend  |
|-------------------|--|--|--|--|--|
|                   | Activity   | Issue  | Activity   | Issue  |  |
| Council Role      | Council management<br>-Private contractor delivers service | Control of customer issues and affordability | 100% Contracted out (Managed under bylaw)<br>- Open<br>- NRLLP | Would require recycling as part of the rubbish collection under bylaw<br>Less control over service levels and waste minimisation<br>Retain some influence through JV | Desirable to minimise direct cost to householder, charging tends to reduce participation |
| Method            | Crate  | Health and Safety – manual handling          | Wheelie bins only or with crate for glass                      | Capital outlay<br>Handling issues/ sorting location<br>Less employment   | New contracts tend to be wheelie bin + crate   |
| Frequency         | Weekly and extra collections in coastal areas in summer    | Cost   | Less frequent collections                                      | Potential cost saving<br>More to collect on collection days – need for more trucks<br>May work if move to bins   | Additional capacity allows for less frequent collection – 240L or even 260L bins         |
| Extent of Service | 95% of properties serviced at gate                         | Cost   | Increase pick-ups<br>Decrease pickups                          | Extra cost<br>Roads unsuitable for trucks<br>Fly tipping at collection points  | Limited service for rural areas  |

## Transfer Stations: Way forward?

Recommended

|                   | Status Quo   |  | Alternative   |  | Trend  |
|-------------------|--|--|---|--|--|
|                   | Activity   | Issue  | Activity  | Issue  |  |
| Council Role      | Council management<br>-Private contractor delivers service | Control of customer issues and affordability | Do not provide a transfer station service (commercial only) | Transfer stations are not currently profitable – costs would increase for customers or transfer stations would close | Many councils provide either transfer stations or collections but not both |
| Method            | Manned stations  | Labour cost                                  | Recycling stations only – not manned                        | Does not provide for green waste, rubbish and for all recycling – these would all have to go to Re:Sort              | Range of approaches adopted. Need to drive community ownership.            |
| Frequency         | Summer and Winter opening hours                            | Cost   | Reduce opening hours<br><br>Increase opening hours          | May see increase in fly tipping<br>Inconvenient<br>Increased cost<br>More convenient                                 | Range of approaches adopted. Need to drive community ownership.            |
| Extent of Service | Eight rural transfer stations throughout the district      | Cost \$335/ tonne<br>Revenue \$132/ tonne    | Reduce number of RTS's<br>Improve services at remainder     | Remove low use transfer stations<br>Customer resistance<br>Extensive consultation required                           | Range of approaches adopted. Need to drive community ownership.            |

## Next steps and timing

| Date          | WMMP   | S17a                                      | Contracts   |
|---------------|--|---|---|
| November 2016 | Summary of changes based on the workshop                 | Confirm services delivery approach        | Submit a draft procurement strategy   |
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| August 2017   | Submit WMMP for approval                                 | Finalise S17a reviews with other activity | Award the new contract  |

\*Ongoing: update AMP, LTP, Annual Plan and Bylaw as required

Appendix B: Letter/Comments from Northland DHB



To  
Andrew Carvell  
Whangarei District Council  
Private Bag 9023  
Whangarei 0148

6 June 2017

Dear Andrew

### **Draft Waste Assessment Whangarei District Council**

Thank you for providing a copy of the above Assessment, as per the requirements of section 51(5)(b) of the *Waste Minimisation Act 2008*, which was discussed with Chris Purchas, Tonkin & Taylor on the 25 May 2017.

The document has been reviewed by members of the Public Health team. Comments have been provided relevant to the chapter and statement of options, as presented in the Assessment.

#### *General comments:*

The Assessment has been well researched and provides a range of useful information on which the WDC can base its new Waste Management and Minimisation Plan (WMMP). From a public health perspective the sanitary collection and disposal of solid waste is crucial for the following reasons:

- Disease control (i.e., pathogenic wastes, and reducing attraction to and containment of human disease vectors e.g., rats and mosquitoes)
- Prevention and control of nuisances created from dust, odour, and insects (e.g., wasps, flies, cockroaches) and inappropriate disposal of waste (i.e., illegal dumping, hoarding and burning)
- Public safety in terms of access in thoroughfares and exposure to physical solid waste
- Direct health risks from hazardous wastes (e.g., asbestos, heavy metals)
- Sustainability – best use of waste for the right purpose (e.g., economic benefits contributing to a healthy economy).

#### *Comments by Chapter*

##### Chapter 1- Policy Context

- *Health Act 1956* – include s23 which states that the “duty of every local authority to improve, promote, and protect public health within its district” includes powers





to abate nuisances or removal of any condition likely to be injurious to health or is offensive.

- If WDC is involved in or envisages being involved in composting materials or recycling human effluent other relevant guidelines/standards to include are:
  - New Zealand Standard *NZS 4454:2005 Composts, soil conditioners and mulches*
  - *Guidelines for the Safe Application of Biosolids to Land in New Zealand 2003 (note that these Guidelines are currently under review)*

### Chapter 2 – Waste Quantity and Composition

- It is noted that waste composition audits have been undertaken and provide information regarding the different waste streams and level of recycling. This will provide a baseline on which to further develop recycling initiatives.
- It is recommended to set some clear targets for recyclable waste streams, as appropriate, so that Council can continue to monitor progress in this area, and review strategies as necessary.
- 2.4.1 Kerbside waste quantities. It is noted that the recycling rate has remained relatively constant since 2011/12. This may reflect the current crate based service and indicate that alternative options need to be considered to increase recyclables.

### Chapter 3 – Waste Infrastructure and Services

- 3.1.1 We suggest that Council may want to consider providing bins for kerbside recovery/recycling instead of bags/crates. This would minimise nuisances arising from overflowing crates, scavenging animals etc.
- 3.1.3 Illegal dumping has been identified as an issue. Has freedom camping been considered as a contributor to this, and could educational strategies be implemented ?
- 3.2.1 It is noted that green waste collections are not available at three of five larger rural transfer stations. We encourage WDC to review the potential for this service to be available at all rural transfer stations.
- 3.3 It is noted that Puwera landfill currently has a large capacity, however, it is suggested that once this is fill there may be difficulty locating another landfill site. Therefore it is important to reduce (as much as is realistically possible) all waste streams going to this site. We encourage WDC to look at options for the reuse of biosolid material currently generated from the Whangarei Waste Water Treatment Plant.



#### Chapter 4 – Delivery of Waste Minimisation and Waste Services

- It is noted that WDC has adopted a mixed user pays and rates funding approach.

#### Chapter 5 – Forecast of Future Demand

- It is noted that projections show a slow but steady increase in waste generation over time. It will be important to ensure the appropriate strategies and targets are in place to best reuse/recycle this waste.

#### Chapter 6 – Where do we want to be?

- We support the vision around recycling.
- The vision, goals, objectives section should include a clear statement about the importance of public health in waste management, as well as Occupational, Health and Safety. For example:
  - ensuring activities protect the public health of the community (including infectious disease control, prevention and control of nuisances, and public safety)
  - ensuring OHS of staff

We suggest incorporating the information contained in 6.4 into 6.2 and Table 10, rather than being contained in a separate section. Public health should be embedded in the vision, goals, objectives and targets. For example for Public health:

| Objective                          | Relevant Goal(s)  | Target(s)   |
|------------------------------------|---|---|
| 1. <i>To protect public health</i> | 1. Contain waste effectively<br>2. Prevent and control vermin<br>3. Reduce exposure to infectious diseases<br>4. Ensure public safety | 1. No public complaints re vermin associated with waste disposal<br><br>2. No public complaints re exposure to hazardous material or physical impedance |

#### Chapter 7 – Option identification and analysis

- A range of options have been proposed and they all appear reasonable.



### Additional comments

- Is it possible for all three Northland District Councils to formulate a joint waste plan, to create a greater “economy of scale”? Is there the potential for a regional composting facility where green waste/biosolids could be sent/processed and then sold? (this would depend on available markets). Creating a regional process should benefit all parties.

### **CONCLUSION**

We hope these comments assist with the development of the WDC WMMP, and further ensure public health and safety. Recycling initiatives should be encouraged with clear targets set to assist with efficiency. Any initiatives should be accompanied by easy to understand educational material, to assist the community with their recycling efforts.

Yours sincerely

A handwritten signature in blue ink, appearing to read 'V. McLaughlin'.

Dr Virginia McLaughlin  
MEDICAL OFFICER OF HEALTH



## 7.4 Mitigation of Risks to Council - Hundertwasser

**Meeting:** Whangarei District Council  
**Date of meeting:** 28 September 2017  
**Reporting officer:** Alan Adcock (General Manager – Corporate / CFO)

### 1 Purpose

To mitigate various risks that have been identified as the Hundertwasser project enters the implementation phase

### 2 Recommendation/s

That Whangarei District Council

1. Notes that to mitigate Council's risks WDC staff will be involved in project oversight and may commission peer reviews and specialist advice during the implementation of the Hundertwasser Wairau Maori Arts Centre project.
2. Agrees to an Addendum to the terms and conditions of the Agreement to Lease between Council and the Whangarei Art Museum Trust'.
3. Agrees that the Chief Executive or his delegate shall be authorised to finalise all terms and conditions relating to the lease of the property as required to complete the transaction.

### 3 Background

In October 2015 Council agreed to lease the Old Harbour Board Building at the Town Basin to the Whangarei Art Museum Trust (WAMT) for the construction and operation of the Hundertwasser and Wairua Maori Arts Centre (HWMAC), subject to various pre-conditions being met.

The pre-conditions were aligned with the project description prepared for the Binding Referendum held in 2015 and included raising the initial \$16.25 million of project funding required, obtaining building consents and securing underwriting of up to \$2 million of operating losses over the first ten years of operations.

A report was presented to Council in June 2017 updating Council on progress made to date and advising that the initial pre-conditions had been met (Attachment 1).

WAMT is now moving forward with the next phase of the project, so they can commence physical works as soon as possible and uplift funding from various parties.

However, while it is encouraging to see the project progressing, there is some concern that despite the arrangements already in place, Council is facing exposure to future risks if the project is unsuccessful and any assets and/or liabilities revert to Council.

Potential risks that have been identified include:

- Procurement of goods and services (including project management, construction contractors and materials) leading to poor quality outputs
- Flaws in the design of various elements, including foundations, structure and fit-out
- Operating losses (beyond the underwritten amount)
- Wind-up costs (should HWMAC have to be de-commissioned, art returned to the Hundertwasser foundation and the building re-purposed)

It is therefore proposed to take some additional measures to mitigate the potential future risks to Council.

## 4 Discussion

Council's position is that HWMAC is a community project that is to receive a limited amount of additional funding (as identified in the 2015-25 Long Term Plan). All project funding is to be sourced by WAMT, without additional ratepayer contributions to the capital costs of the project.

However, it is recommended that various steps are put in place to mitigate Council risks in both short and long terms. These costs fall outside the project itself, as they relate to actions that would be commissioned by and benefit Council, rather than WAMT.

### Establishment of Liaison Group

At the Infrastructure Committee meeting on 10 August 2017 it was resolved to form a 'Car Park to Park Working Party', consisting of Staff and Councillors (Cr Martin, Cr Christie, Cr Deeming, Cr Innes and Cr Glen).

The agenda item identified the Hundertwasser Project Team as one of the key stakeholders for the Car Park to Park project (as the two projects are on adjacent sites).

One of the 'Key Responsibilities' within its draft Terms of Reference is to 'establish working relationships with adjacent projects to maximise overall benefits'

Staff have now met with the Hundertwasser project team on several occasions, and the full Working Group is provisionally programmed to meet with the Hundertwasser project team on 29 September 2017.

To date, topics under discussion have included:

- using the Car Park to Park area as a temporary staging and material storage site during the Hundertwasser project's construction phase
- access to and from the Hundertwasser construction site
- Ice Road and alternatives
- peer review requirements
- procurement and project costing requirements
- wider Town Basin environment

Ongoing dialogue between the Car Park to park Working party and the Hundertwasser project team will ensure there is early visibility of any issues that could compromise the overall project delivery or create additional risks for Council.

## Peer Reviews and Quality Control

Given the potential risks to Council outlined above, it is proposed that Council undertakes indirect oversight of the project to ensure that various elements are being completed to the standard required if Council was undertaking the project itself.

Failing to provide this oversight has led to adverse consequences for Council on previous occasions, including:

- Whangarei Quarry Gardens – Issues with the procurement process, construction contract and related matters led to a funding shortfall which Council agreed to meet through a grant of \$159,000 and a loan of \$100,000
- Northland Athletics and Gymnastics Trust – project elements relating to storm water management, car parking, ablutions and other compliance matters were not addressed adequately, meaning Council had to advance additional funds so the project could be completed. This led to a loan to the Trust of \$105,000, additional costs to Council of \$454,311 for the associated car park, (which while part of the project), is a Council asset, with a further \$129,300 to complete works required for Code of Compliance sign-off.

Oversight of the Hundertwasser project is expected to involve some staff time, and in some cases the costs of additional expert consultants.

The construction of HWMAC is complex and ‘non-standard’ given the architectural philosophies and building techniques involved in creating an authentic Hundertwasser building.

Areas of particular importance are:

- Ensuring that procurement processes:
  - are robust and appropriate for the expenditure of public funds
  - will produce the optimum result given the specialist nature of the project
  - manage any risks associated with cost over-runs and/or scope changes during construction
- Ensuring the designs of various aspects are appropriate, including:
  - building foundations, which are complex given the location and nature of the ground conditions
  - building structure, with the ‘re-purposing’ of the existing building and load-bearing required for the rooftop garden
  - internal temperature, humidity and lighting for a specialist art gallery

It is proposed that Council staff with expertise in these areas receive updates from WAMT on relevant matters as the project progresses. Where appropriate, they can confirm that adequate measures are in place. However, there may be occasions where a peer review by a recognised expert is more appropriate. In these situations (such as the design of the foundations), a qualified engineer backed with full professional indemnity insurance will be engaged to provide a formal peer review to Council.

As advised in the June report to Council, specialist input has already been provided to the project

- AuditNZ was engaged at a cost of \$12,000 to complete an audit of the fundraising, to provide independent assurance over the level of funds raised by and pledged to the Trust for the HWMAC.
- Thomson Wilson was engaged at a cost of approximately \$8,000 to provide a legal review of all underwriting arrangements, including the drafting of documents and/or conditions binding various parties who are offering guarantees. The underwrite is designed to protect Council from significant operating losses in the event that the operation is not successful.

### **Intervention to terminate the lease**

WAMT have advised that they have arrangements in place for the underwriting of up to \$2 million in operating losses for the first ten years of operation.

However, from a Council perspective, it would be evident that HWMAC was 'failing' well before losses reached this point; whether the problems were caused by the actions/inactions of WAMT as the operator; there were inadequate visitor numbers and/or public interest; or some other contributing factor.

At the Council meeting held on 29 June 2017 (Attachment 2), an update on the project's progress included the following:

*"As previously advised, Council will seek the ability to step in and potentially close the operation well before the underwrite is exhausted. While this situation is not expected, the provision is intended to protect Council from the unlikely situation where operating losses "overshoot" the underwrite sum."*

It is now proposed to add some new clauses to the Agreement to Lease that allow Council to effectively 'wind up' HWMAC at an earlier point i.e. before accumulated operating losses reach \$2 million. This will ensure no residual losses fall to Whangarei ratepayers due to commitments made before HWMAC is wound up e.g. Insurance, staff wages, promotional costs, service contracts etc.

It is proposed that (subject to Council and WAMT approval).

- If accumulated losses reach **\$750,000** Council **may** cancel the lease
- If accumulated losses reach **\$1,200,000** Council **will** cancel the lease
- If Council does cancel the lease, any remaining guarantees shall cease once
  - all **accrued operating costs** are paid, and
  - up to **\$250,000 of wind-up costs** are met

The draft "Addendum to Agreement to Lease" is appended as Attachment 2.

These provisions would effectively allow Council to place WAMT on notice once losses reach \$750,000 that it may wind HWMAC up unless results improve.

This also gives Council the right to initiate the wind-up process at a lower level of accumulated losses than WAMT may choose (\$1.2 million, rather than \$2 million). This will also give the parties providing the underwrite some comfort that a future WAMT Board will not commit more of their funds to a failing operation.



While this effectively reduces the total underwrite from \$2 million to \$1.45 million, it significantly reduces the risk to Council and provides additional protection for our ratepayers.

#### **4.1 Financial/budget considerations**

As the project is still in its planning phases it is difficult to quantify the costs of peer reviews and any other expert advice needed. However, based on staff knowledge of the project to date, the costs involved would be a small percentage compared to the potential remediation costs to Council if any of the perceived risks materialise.

#### **4.2 Options**

Council could choose not to provide project oversight or establish a mechanism to cancel the lease if HWMAC is not performing.

However, it is recommended that in the interests of prudent governance, Council protects its position by adopting the proposed measures.

#### **4.3 Risks**

The proposals set out in this agenda allow Council to mitigate various risks that have been identified as the Hundertwasser project enters the implementation phase.

If Council were not to take any action, it would effectively be delegating the mitigation of all project risks to WAMT.

However, as the Northland Harbour Board Building and the land it occupies are Council assets, they would ultimately revert to Council if the project fails. There is also considerable reputation risk to Council if problems emerge after construction that could otherwise have been avoided through better design and/or project management.

### **5 Significance and engagement**

The decisions or matters of this Agenda do not trigger the significance criteria outlined in Council's Significance and Engagement Policy, and the public will be informed via Agenda publication on the website

### **6 Attachments**

1. Council Agenda item 29 June 2017
2. Addendum to Agreement to Lease



## 15 Hundertwasser Wairau Maori Arts Centre Next Steps

**Reporting officer:** Rob Forlong (Chief Executive)  
**Date of meeting:** 29 June 2017

### 1 Purpose

To update Council of progress on the requirements to be met before proceeding to the next stage of the Hundertwasser Wairau Maori Arts Centre (HWMAC) project.

### 2 Recommendation/s

That Whangarei District Council;

- a) Receive the report and note its contents.

### 3 Background

Following a binding referendum in 2015 Council committed \$2.97 million for the HWMAC project in their 2015-2025 Long Term Plan. The commitment was based on preconditions requiring the Prosper Northland Trust (PNT) and Whangarei Art Museum Trust (WAMT) to raise sufficient funds to build the HWMAC<sup>1</sup> and obtain an underwrite any for operating losses in the first 10 years of operation.

In October 2015 Council approved an agreement to lease with the Whangarei Art Museum Trust for the future occupancy, use and purpose of the Old Harbour Board Building at the Town Basin. The Agreement to Lease was subject to a number of conditions being met, including the preconditions above.

On 14 June 2017 PNT announced that they had met the first precondition (to raise \$16.25M)<sup>2</sup>. On 16 June 2017 the Minister of Arts Culture and Heritage announced a further \$3M which means that the project has now raised \$21.7M – more than the estimated build cost of \$20.97M. We also understand that the Underwrite has been negotiated so the HWMAC appears to have met all the major preconditions associated with the binding referendum.

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<sup>1</sup> This was in two parts. By 30 June 2017 the sum of \$15.15M needed to be raised and by 30 June 2018 the full construction cost needs to be raised.

<sup>2</sup> \$16.25M made up of \$15.15M + \$1.1M already spend on resource consents etc.

## 4 Discussion

As the referendum is binding on Council, the project can proceed without further decisions from Council. Nevertheless, staff have been working to minimise any risk to the ratepayer and to independently verify that the conditions are met.

### **Agreement to Lease and Underwrite**

While WAM have advised that both conditions have been met; to ensure total accountability and transparency in this matter staff have made the following arrangements:

- AuditNZ have been engaged to complete an audit of the fundraising, to provide independent assurance over the level of funds raised by and pledged to the Trust for the HWMAC.
- Thomson Wilson have been engaged to provide a legal review of all underwriting arrangements, including the drafting of documents and/or conditions binding various parties who are offering guarantees. The underwrite is designed to protect Council from significant operating losses in the event that the operation is not successful. As previously advised, Council will seek the ability to step in and potentially close the operation well before the underwrite is exhausted. While this situation is not expected, the provision is intended to protect Council from the unlikely situation where operating losses “overshoot” the underwrite sum.

Assuming Audit NZ and Thompson Wilson confirm that these preconditions have been met WAMT and PNT will move to procure a construction contract. Once that is obtained we will be able to verify that the full construction cost has been raised and then construction can commence.

### **Road closure**

As Council has been previously advised, the stub road (a small portion of the former road previously known as Quayside Way) needs to be closed to enable the construction of the Hundertwasser museum, as the building footprint encroaches on this section.

This closure has been planned as with the previous closure of the road around the old NRC building being removed this connection to the traffic lights will be no longer required. A footpath will be built across this part of the intersection and those lights removed. Consent to close the road was provided by the Roding Manager in November 2012.

The road now needs to be formally closed as it is required for a building consent to be issued. This process is a relatively simple administrative process which will be done under delegation by the Chief Executive and Roding Manager.

### **Liaison between WDC and WAMT/PNT**

As has previously been pointed out the HWMAC is not a Council project as such. Hence Council does not have a specific formal role in the project. However, Council does have a significant construction project taking place next door to the Hundertwasser build (Carpark to Park) and has provided significant funds to the project. Hence, it would make sense to have some form of formal liaison process, probably with a formal Terms of Reference. Staff will commence discussions with PNT/WAMT to determine whether they are happy for a formal liaison group and what form that might take.

The HWMAC is a significant undertaking for WAMT which will require a more formal monitoring process from Council. WAMT have already been advised that in the event of the HWMAC goes ahead WAMT's status as an exempt CCO under the Local Government Act is likely to change. That means that WAMT will need to prepare formal Statement of Intent for Council.

## **5 Significance and engagement**

The decisions or matters of this report do not trigger the significance criteria outlined in Council's Significance and Engagement Policy, and the public will be informed via report publication on the website.



**ADDENDUM TO AGREEMENT TO LEASE****DATED:****BETWEEN WHANGAREI DISTRICT COUNCIL****AND WHANGAREI ART MUSEUM TRUST****RECITAL**

- A. By Agreement to Lease dated 23 December 2015 (“the Agreement to Lease”) WDC agreed to grant and the tenant agreed to take a lease of certain premises as described in the First Schedule to the Agreement to Lease.
- B. The Fourth Schedule to the Agreement to Lease provided that the Lease was to be drawn/amended to provide for the provisions set out in the Fourth Schedule to the Agreement to Lease.
- C. WDC and the Trust have agreed on the inclusion of further provisions in the Lease such requiring their inclusion in the Fourth Schedule to the Agreement to Lease.

By this addendum WDC and the Trust agree as follows:

The Agreement to Lease is to be amended by the inclusion of new clauses 22 and 23 in the following form:

**Operating Losses**

- 22.1 If at any time within 10 years from the Commencement Date of the lease the operation of the Hundertwasser Project has accumulated operating losses of \$750,000.00 such shall constitute an act of default for the purposes of clause 28.1 of the lease, (using

the Auckland District Law Society Sixth Edition 2012(4) form of lease), and upon the occurrence of such an event the Landlord may exercise its right to cancel the lease by re-entry.

22.2 If at any time within 10 years from the Commencement Date of the lease the operation of the Hundertwasser Project has accumulated operating losses of \$1,200,000.00 such shall constitute an act of default for the purposes of clause 28.1 of the lease, (using the Auckland District Law Society Sixth Edition 2012(4) form of lease), and upon the occurrence of an event the Landlord will exercise its right to cancel the lease by re-entry.

22.3 Operating losses shall for the purposes of clauses 22.1 and 22.2 mean such sum(s) as is/are shown in the annual profit and loss statement for the Tenant in relation to the operation of the Hundertwasser Project as losses/deficits such having accounted for earnings and deducted therefrom all operating costs excluding interest, tax and depreciation.

### **Tenant's Guarantee**

23.1 In the event of the Landlord exercising its right to cancel the Lease by re-entry pursuant to the rights reserved pursuant to either clause 22.1 or clause 22.2 of this Agreement to Lease then the liability of the Tenant under the Lease, and the liability of any guarantor(s) arranged by the Tenant pursuant to the condition precedent provided in clause 9.1(ii) of this Agreement to Lease, shall cease upon:

- (i) all operating costs excluding, interest, tax and depreciation, accruing up to that date of re-entry and termination being met by the Tenant and/or its guarantor(s); and
- (ii) all costs incurred by the Council in re-entering and terminating the Lease and implementing the cessation of the use of the premises as the Hundertwasser Wairau Maori Art Centre being



met by the Tenant and/or its guarantor(s) up to a maximum sum of \$250,000.00 plus GST.

**SIGNED by the Landlord**

**SIGNED by the Tenant**



## 7.5 Review of the Significance and Engagement Policy

**Meeting:** Council  
**Date of meeting:** 28 September 2017  
**Reporting officer:** Jason Marris (Manager Democracy and Assurance)

### 1 Purpose

To adopt a revised Significance and Engagement Policy

### 2 Recommendations

That Council;

- (a) Is satisfied, in adopting the revised Significance and Engagement Policy with minor amendments, that it has sufficient information about community interests and preferences to enable the purpose of the policy to be achieved.
- (b) Adopts the revised Significance and Engagement Policy that is located at Attachment One to this report.
- (c) Delegates to the Mayor and Chief Executive the ability to make minor editorial changes to the revised Significance and Engagement Policy, if required.

### 3 Background

Under the Local Government Act (LGA), every local authority must have a Significance and Engagement Policy (SEP). The policy is normally reviewed as part of the Long Term Plan (LTP) process.

The purpose of the SEP is:

- to enable council and our communities to identify the degree of significance attached to particular issues, proposals, assets, decisions, and activities
- to provide clarity about how and when communities can expect to be engaged in decisions about different issues, assets, or other matters
- to inform us from the beginning of a decision-making process about the extent of any public engagement that is expected before a particular decision is made, and the form or type of engagement required.

The SEP must outline:

- our general approach to determining the significance of proposals and decisions in relation to issues, assets, and other matters

- any criteria or procedures that we use to assess the extent to which issues, proposals, assets, decisions, or activities are significant or may have significant consequences
- how we will respond to community preferences about engagement on decisions relating to specific issues, assets, or other matters, including the form of consultation that may be desirable

The SEP must also list the assets considered to be strategic assets.

Our SEP was reviewed and adopted in November 2014.

## 4 Discussion

To review the policy, two public briefings on 20 June and 12 September 2017 have been held with Council.

The following positive feedback on the SEP was provided:

- It includes all the required elements under the LGA
- It is short, succinct and mostly clear
- The policy provides sufficient flexibility for decision-makers

Areas where the policy could be improved were identified as:

- Making it clearer, so the community can better understand it
- Being more consistent with terminology
- Making it more user friendly
- Being clearer on Māori engagement

From the briefings, it was clear that fundamental change to the policy was not required, as it fulfils what is required under the LGA. However, minor changes to the policy would be appropriate so that it is public facing, clearer and simpler to understand.

The revised SEP is located at Attachment One to this report. To update the policy, we have:

- Changed the format to be more engaging
- Included clear summaries of the information being provided and photos
- Moved the definitions section to the appendix
- Altered much of the language to be simpler, clearer and easier to understand
- Included slightly more detail on engagement with Māori

The amendments to the revised policy are only minor and it has not been changed in any material way. If the council is satisfied that on reasonable grounds that it has sufficient information about community interests and preferences to enable the purpose of the policy to be achieved, consultation on the revised policy is not required.

## 5 Significance and engagement

As the changes recommended to the Significance and Engagement Policy are classed as minor, the decisions of this report do not trigger the significance criteria. The public will be informed via agenda publication on the website.

## **6 Attachments**

1. Revised Significance and Engagement Policy





# 2017

## SIGNIFICANCE & ENGAGEMENT POLICY



# CONTENTS

|   |   |
|---|---|
| CONTEXT . . . . .                                 | 2 |
| ENGAGING OUR COMMUNITIES . . . . .                | 3 |
| DETERMINING SIGNIFICANCE . . . . .                | 4 |
| IMPLEMENTATION . . . . .                          | 4 |
| APPENDIX 1 - STRATEGIC ASSETS . . . . .           | 5 |
| APPENDIX 2 – COMMUNITY ENGAGEMENT GUIDE . . . . . | 6 |
| Community engagement . . . . .                    | 6 |
| Formal engagement . . . . .                       | 7 |
| Other forms of engagement . . . . .               | 8 |
| Engagement tools and techniques. . . . .          | 9 |
| APPENDIX 3 - DEFINITIONS . . . . .                | 9 |
| Community . . . . .                               | 9 |
| Consultation . . . . .                            | 9 |
| Decisions. . . . .                                | 9 |
| Emergency Works. . . . .                          | 9 |
| Engagement . . . . .                              | 9 |
| Significance . . . . .                            | 9 |
| Strategic Asset . . . . .                         | 9 |

# CONTEXT

Sometimes the way we engage with you is set by legislation, and there are many steps to follow, and sometimes we can choose. This policy guides what we do and the decisions we make.

Our Significance and Engagement Policy:

- Identifies how and when communities can expect to be engaged in, or specifically consulted on, decisions about issues, proposals, assets, decisions and activities
- Enables us and our communities to identify the significance that we place on certain issues, proposals, assets, decisions and activities.

*This policy outlines how we involve our community in our decision making.*

*Engaging with our community and getting your feedback is an essential part of our work.*



For every decision that Council makes we need to work out how important, or significant, it is for our community. We look at a number of factors including who is affected by, or interested in the decision, what the costs will be and how important it is for Council together with our community.

These factors help us work out the best way to engage with our community on the issue. Do we

need to just tell you it's happening? Do we need to ask your opinion on what we are planning to do? Or do we need to involve you every step of the way.

Sometimes the way we engage with you is set by legislation, and there are many steps to follow, sometimes we can choose. This policy guides what we do and the decisions we make.

## ENGAGING OUR COMMUNITIES

Engaging with the community is essential to understanding the views and preferences of people likely to be affected by, or who have an interest in, an issue. We will consider significance and engagement in the early stages of a proposal before decision-making occurs and, if necessary, reconsider it as a proposal develops.

On every issue requiring a decision, the degree of significance will be considered using this policy.

We consider the following principles:

- the potential effect on delivering on Council's direction
- who is likely to be particularly affected by, or interested in, the decision or proposal
- the likely impact/consequences of the decision or proposal from the perspective of those parties
- the financial and non-financial costs and implications of the decision or proposal, taking into account Council's capacity to perform its role.

For certain matters (regardless of whether they are considered significant as part of this policy), we are required to undertake a Special Consultative Procedure as set out in section 83 of the Local Government Act (LGA), or to carry out consultation in accordance with or giving effect to section 82 of the LGA. We show these in the formal engagement part of this policy.

For all other issues requiring a decision, we will determine the appropriate level of engagement on a case by case basis.

In general, the more significant an issue, the greater the need for community engagement.

The Community Engagement Guide (attached) identifies the form of engagement we will use to respond to some specific issues. It also provides examples of types of issues and how and when communities could expect to be engaged with.

Differing levels of engagement may be required during the varying phases of decision-making on an issue, and for different stakeholders.

When engaging with Māori, we will reflect high level agreements already in place such as Joint Management Agreements, Memorandum of Understanding or others such as the Te Kārearea Strategic Relationship Agreement, as starting points. We recognise the various Hapu throughout our District, and we will also engage with Te Huinga and the broader Hapu groups where this is needed.

*In some situations we must formally consult with you using a Special Consultative Procedure (SCP) – things like some bylaws and statutory planning documents like the Long Term Plan must use a SCP. The process for this is set by the Local Government Act, which governs everything we do.*

# DETERMINING SIGNIFICANCE

To understand an issue's degree of significance, we will apply the following criteria. Except for emergency works, a decision is considered significant if Council determines that two or more of these criteria / measures are triggered:

|   |   |
|---|---|
| Impact on Council's direction   | Major and long-term   |
| Change in Council's current level of service  | Major and long-term   |
| Level of public impact and/or interest  | Major and district-wide, or<br>Major for an identified community of interest  |
| Impact on Council's capability (non-cost)   | Major and long-term   |
| Net financial cost/revenue of implementation, excluding any financial impact already included in a Long-Term Plan / Annual Plan | Net capital expenditure >10% of total rates in year commenced, and/or<br>Net operating expenditure >2.5% of total rates in year commenced |

*For an issue to be considered significant it must trigger two or more of these criteria*

# IMPLEMENTATION

When any issue requiring a decision does not have a high degree of significance:

- the decision will be made by Council or a Committee, Elected Member or Staff Member with delegated authority.
- where the decision is made by Council or a Committee, a report will include an assessment of the degree of significance of the issue and note any engagement proposed. Broadly, the amount and form of engagement will be expected to be in proportion to the significance of the issue, although other relevant factors including the nature and circumstances of the decision need to be considered (refer to section 79 of the LGA).
- where the decision is made by an Elected Member or Staff Member acting under delegated authority, it will not be necessary to formally document the assessment of significance or engagement, as these matters are likely to be of low significance.

When any issue requiring a decision is determined as having a high degree of significance:

- a report to Council will include an assessment of the degree of significance of the issue, the degree of engagement proposed, the engagement plan proposed and a recommendation.
- the decision will be made by Council.

When Council makes a decision that is significantly inconsistent with this policy, the steps identified in section 80 of the LGA will be undertaken.

# APPENDIX 1 - STRATEGIC ASSETS

Our strategic assets are those vital for delivering services to Whangarei. We consider them as whole networks because it is the asset class as a whole that delivers the service. Therefore, we will treat them as strategic assets only where a decision affects the whole of the assets in the particular group, or it would materially alter the nature of that group. The LGA also determines that shares in a port/airport company and assets required to provide affordable housing as part of Council's social policy are strategic.

The following is our list of strategic assets (list of assets or group of assets):

- Council's interest in a joint venture with the Crown for the Whangarei District Airport
- 50% interest in the Northland Regional Landfill Limited Partnership
- Pensioner housing
- Transportation and traffic network including footpaths, street lighting and parking, but excluding land sale/purchases
- Wastewater network and treatment plant(s)
- Water treatment, storage and supply network
- Stormwater network
- Reserves and sportsfields (including Toll Stadium)
- Forum North complex
- Hikurangi Swamp drainage scheme
- Libraries.



# APPENDIX 2 – COMMUNITY ENGAGEMENT GUIDE

## *Community engagement*

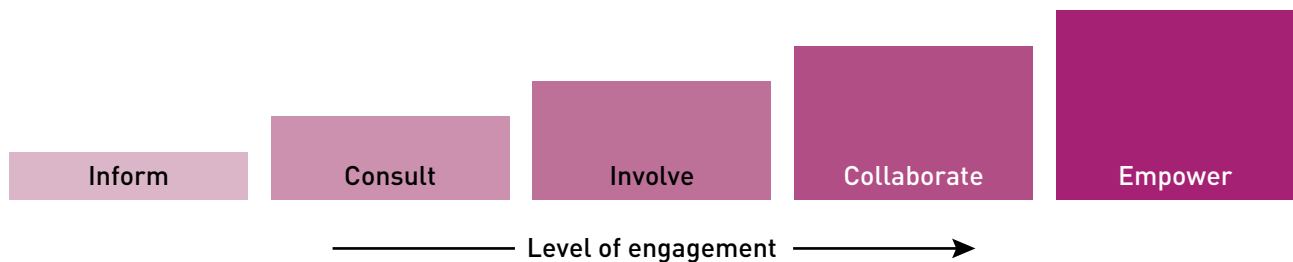
- Is a process
- Involves all or some of the public
- Is focused on decision-making or problem-solving.

The International Association for Public Participation (IAP2) has developed a Public Participation Spectrum, shown below, to demonstrate the possible types of community engagement.

This model also shows the increasing level of public impact as you progress through the spectrum from left to right – i.e. 'inform' through to 'empower'. In simply 'informing' stakeholders there is no expectation of receiving feedback, and consequently there is a low level of public impact. At the other end of the spectrum, 'empowering' stakeholders to make decisions implies an increase in expectations and therefore an increased level of public impact.

It will not always be appropriate or practical to conduct processes at the 'collaborate' or 'empower' end of the spectrum. Many minor issues will not warrant such an involved approach. Time and money may also limit what is possible on some occasions. It is expected that the vast majority of matters will fall within the 'inform', 'consult' to 'involve' range. There are limited statutory situations which fall within the 'empower' range.

In general, the more significant an issue, the greater the need for community engagement.



*In some situations  
we have to follow set  
processes and procedures  
when we consult with you.  
These are outlined here.*

## **Formal engagement**

We will use the Special Consultative Procedure (section 83 of the LGA) where required to. We will use an SCP for the following decisions:

- adoption or amendment of a Long-Term Plan (in accordance with section 93 A of the LGA). Unless already provided for in the LTP, we will also use the SCP to;
  - » alter significantly the intended level of service provision for any core service undertaken by or on behalf of Council, including commencing or ceasing such an activity; or
  - » transfer the ownership or control of strategic assets, as listed in Appendix 1.
- adoption, amendment, or revocation of bylaws if required under section 156(1)(a) of the LGA
- adoption, amendment or revocation of a Local Alcohol Policy
- adoption or review of a Local Approved Products (Psychoactive Substances) Policy
- adoption or review of a Class 4 Venue Policy under the Gambling Act 2003
- preparation, amendment or revocation of a waste management and minimisation plan
- adoption of fees and charges where specifically required to use a SCP under relevant legislation (for example, fees and charges under the Resource Management Act 1991).

We will consult in accordance with, or use a process or a manner that gives effect to the requirements of, section 82 of the LGA where required to do so, including for the following specific issues:

- adopting or amending the annual plan if required under section 95 of the LGA
- adopting, amending or revoking a bylaw if required under section 156(1)(b) of the LGA
- transferring responsibilities to another local authority under section 17 of the LGA
- establishing or becoming a shareholder in a Council-controlled organisation
- adopting or amending a Significance and Engagement Policy where Council considers that it does not have sufficient information about community interests and preferences to enable the purpose of the policy to be achieved
- adopting or amending a Revenue and Financing Policy, Development Contributions Policy, Financial Contributions Policy, Rates Remission Policy, Rates Postponement Policy, or a Policy on the Remission or Postponement of Rate on Māori freehold land.

## Other forms of engagement

The following table provides an example of the differing levels of engagement that might be considered appropriate for all other issues. It includes the types of tools associated with each level and the timing generally associated with these types of decisions / levels of engagement.

| LEVEL  | INFORM  | CONSULT   | INVOLVE  | COLLABORATE   | EMPOWER  |
|--|---|---|--|---|--|
| What does it involve                         | One-way communication providing balanced and objective information to assist understanding about something that is going to happen or has happened. | Two-way communications designed to obtain public feedback about ideas on rationale, alternatives and proposals to inform decision-making.   | Participatory process designed to help identify issues and views to ensure that concerns and aspirations are understood and considered prior to decision-making. | Working together to develop understanding of all issues and interests to work out alternatives and identify preferred solutions.                                  | The final decision-making is in the hands of the public. Under the LGA, the Mayor and Councillors are elected to make decisions on behalf of their constituents. |
| Types of issues that we might use this for   | Water restrictions  | Rates Review  | District Plan  | Harbour Management Plan   | Electoral voting or a proposed change in systems (i.e. to STV or Māori seats)  |
| Tools Council might use                      | Website<br>Radio<br>Council News<br>Facebook.   | Formal/informal submissions and hearings<br>Focus and/or Advisory groups<br>Public meetings<br>Phone surveys/ surveys/ priority polls<br>Inviting feedback through social media and website.  | Workshops<br>Focus and/or Advisory groups<br>Face-to-face, one-on-one<br>Public meetings.  | External working groups (involving community experts).  | Binding referendum<br>Local body elections.  |
| When the community can expect to be involved | We would generally advise the community once a decision is made.  | We would advise the community once a draft decision is made by Council and would generally provide the community with up to four weeks to participate and respond. Where desirable to meet the needs of affected parties or groups, and possible within timeframes available, Council may consider extending this period. | We would generally provide the community with a greater lead in time to allow them time to be involved in the process.   | We would generally involve the community at the start to scope the issue, again after information has been collected and again when options are being considered. | We would generally provide the community with a greater lead in time to allow them time to be involved in the process. e.g. typically a month or more.           |

## Engagement tools and techniques

Over the time of decision-making, we may use a variety of engagement techniques and the tools may be adapted based on a range of other factors, including history and public awareness of the issue, stakeholder involvement, and timing related to other events and budgets. We will also take into

consideration that the community can feel “over consulted” (stop asking us what we think and get on with it). Each situation will be addressed according to both the issue, the phase of decision-making and the individual circumstances.

# APPENDIX 3 - DEFINITIONS

## Community

A group of people living in the same place or having a particular characteristic in common.

## Consultation

### *Talking to you and getting your feedback in a formal way*

A process of informing the community and seeking information or feedback to inform and assist decision-making. Consultation is a formal type of “engagement”, and is often prescribed by legislation and time bound.

## Decisions

Refers to all of the decisions made by or on behalf of Council including those made by staff under delegation.

## Emergency Works

Work undertaken to repair and restore Council infrastructure and services following natural events or disasters.

## Engagement

### *Talking to you and getting your feedback*

Engagement is a process which involves all or some of the community and is focused on better understanding views and preferences relevant to Council’s decision-making or problem-solving. There is a continuum of engagement.

## Significance

### *How important is it?*

Legislatively defined by the Local Government Act 2002 (LGA)

“means the degree of importance of the issue, proposal, decision, or matter, as assessed by the local authority, in terms of its likely impact on, and likely consequences for,—

- a) the district or region:
- b) any persons who are likely to be particularly affected by, or interested in, the issue, proposal, decision, or matter:
- c) the capacity of the local authority to perform its role, and the financial and other costs of doing so.”

## Strategic Asset

### *Assets that are essential to our community well-being*

“means an asset or group of assets that the local authority needs to retain if it is to maintain its capacity to achieve or promote any outcome that it determines to be important to the current or future well-being of the community; and includes—

- d) any asset or group of assets listed in accordance with section 76 AA (3) by the local authority; and
- e) any land or building owned by the local authority and required to maintain the local authority’s capacity to provide affordable housing as part of its social policy; and
- f) any equity securities held by the local authority in—
  - (i) a port company within the meaning of the Port Companies Act 1988;
  - (ii) an airport company within the meaning of the Airport Authorities Act 1966”



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**RESOLUTION TO EXCLUDE THE PUBLIC****Move/Second**

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

The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under Section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

| General subject of each matter to be considered |  | Reason for passing this resolution in relation to each matter  | Ground(s) under Section 48(1) for passing this resolution |
|---|--|--|---|
| 1.1   | Closed Minutes Whangarei District Council 31 August 2017 | Good reason to withhold information exists under Section 7 Local Government Official Information and Meetings Act 1987 | Section 48(1)(a)  |
| 1.2   | Legal Proceedings  |  |   |
| 1.3   | Marsden City Update                                      |  |   |
| 1.4   | Performance Review                                       |  |   |
| 1.5   | Performance Objectives                                   |  |   |

This resolution is made in reliance on Section 48(1)(a) of the Local Government Official Information and 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 or the relevant part of the proceedings of the meeting in public, are as follows:

| Item | Grounds   | Section                            |
|------|---|------------------------------------|
| 1.1  | For the reasons as stated in the open minutes.  |                                    |
| 1.2  | To maintain legal professional privilege.   | Section 7(2)(g)                    |
| 1.3  | To maintain legal professional privilege.<br>To enable Council to carry on without prejudice or disadvantage negotiations (including commercial and industrial negotiations). | Section 7(2)(g)<br>Section 7(2)(i) |
| 1.4  | To protect the privacy of natural persons including that of a deceased person.  | Section 7(2)(a)                    |
| 1.5  | To protect the privacy of natural persons including that of a deceased person.  | Section 7(2)(a)                    |

**Resolution to allow members of the public to remain**

If the council/committee wishes members of the public to remain during discussion of confidential items the following additional recommendation will need to be passed:

**Move/Second**

“That \_\_\_\_\_ be permitted to remain at this meeting, after the public has been excluded, because of his/her/their knowledge of Item \_\_\_\_\_.

This knowledge, which will be of assistance in relation to the matter to be discussed, is relevant to that matter because \_\_\_\_\_.

*Note: Every resolution to exclude the public shall be put at a time when the meeting is open to the public.*