WHANGANUI DISTRICT COUNCIL
Te Kaunihera a Rohe o Whanganui

REFERENCES

Strategy and Finance Committee Meeting

Under Separate Cover

10 August 2021

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WHANGANUI DISTRICT COUNCIL
Te Kaunihera a Rohe o Whanganui

Whanganui District Council Community Views Survey

MAY 2021

Versus RESEARCH

Executive Summary

BACKGROUND AND METHOD

Whanganui District Council (Council) commissioned Versus Research to conduct its annual Community Views Survey (CVS).

This survey identifies perceptions that Whanganui District residents (residents) have on a wide range of measures, including the services and facilities provided by Council.

Interviewing for this year's CVS was carried out via a mixed-method approach utilising Computer-Assisted Telephone Interviewing (CATI) and online interviewing, and was conducted across March and April, 2021. The results from both forms of interviewing were combined and analysed as a single dataset.

The final sample size was n=511 (n=272 from CATI and n=239 from online interviewing) which gives a maximum margin of error (MoE) of +/- 4.34%. A summary of the key results is given below.

RECREATIONAL AND CULTURAL ACTIVITIES

This year, the primary cultural activity undertaken by residents in Whanganui was using the library (52%), which was followed by visiting the airport (39%), participating in any arts or cultural events (35%) and being involved in a community organisation (34%). Similar to last year only 14% of all residents had not undertaken any cultural activity.

As with 2020, the most popular recreational activity to undertake in Whanganui District was visiting a beach (78%), followed by using the Whanganui Riverbank Walkway (67%), visiting a neighbourhood park (60%), or using walkways along the river (53%). Only 5% of residents had not participated in any recreational activities in the past 12 months.

In a new question for 2021, residents were asked about how creative they felt Whanganui District was. Overall, 83% of residents felt that Whanganui District was creative (39%) or very creative (44%), while only 2% felt that the district was not creative.

EMERGENCY PLANNING

In 2021, 39% of residents indicated they had an emergency survival kit, with older residents significantly more likely to have a kit in their house.

Thirty-two per cent of residents felt that they would be able to survive for more than a week without outside assistance, while 33% felt they could survive for one week. Only 7% felt that they would only be able to survive for fewer than three days.

PERCEPTIONS OF SAFETY

Ninety-six per cent of residents felt safe at their home during the day, while 94% felt safe during the evening. Eighty-five per cent of residents felt that their property would be safe when they were away from it.

This year saw continued high levels of safety during the day (95%) in the CBD, however only 56% felt safe in the area during the evening, and only 28% felt safe some of the time.

WELLBEING AND BELONGING

Residents demonstrated similar levels of wellbeing as those seen in 2020, with 54% stating that their wellbeing was either high (40%) or very high (14%). Only 8% of respondents rated their wellbeing poorly.

Similarly, 59% of residents indicated that they had a strong (41%) or very strong (18%) sense of belonging. This result has increased 8% since the results from 2020 and is similar to the result seen in 2019.

Sixty-nine per cent of residents were proud of how their neighbourhood looked, with those in St Johns Hill/Otamatea and Blueskin-Maxwell displaying the greatest pride.

LIVING IN WHANGANUI

The majority of residents in Whanganui believed that their standard of living was good (59%) or very good (26%), which was similar to the results seen in 2020. Further to this, 84% of residents were either satisfied (49%) or very satisfied (35%) with living in Whanganui and 28% of residents felt that their quality of life was better or much better than last year.

This year, 80% of residents were satisfied (59%) or very satisfied (21%) with the contribution that the CBD made to the lifestyle and image of Whanganui. Furthermore, 90% of residents in Whanganui felt that what the district provided was either the same (65%) or better (25%) than last year.

Executive Summary

SATISFACTION WITH COUNCIL FACILITIES AND SERVICES

This year residents were asked to rate the council provided facilities they had used. Amongst users, libraries were the facilities that users were most satisfied with (86%), followed by parks and reserves (85%), playgrounds (81%), and open spaces (79%). Public toilets were the facilities that users had the lowest level of satisfaction with; 66% were satisfied with the standard of the toilets and 63% were satisfied with the adequacy of the toilet facilities. Responses from users suggested that the primary reasons for dissatisfaction with these facilities related to the number of facilities (38%) and the condition of the facilities (31%).

Non-users of council provided facilities were also asked to state their level of satisfaction with these facilities. For the most part, non-users were satisfied with the facilities with very low levels of dissatisfaction reported.

When addressing services provided by Council, 83% of residents were satisfied (54%) or very satisfied (29%) with the standard of the town centre. This was followed by public art (80%), control of litter (60%), on-street parking (58%), and animal control (49%). The opportunities for the disposal of litter received the lowest level of satisfaction (43%), with responses indicating the lack of recycling services (51%) is the main reason for dissatisfaction.

When considering how residents travel around Whanganui, 56% of residents indicated they were satisfied (46%) or very satisfied (10%) with the roads in the district. Sixty-three per cent of residents were satisfied (47%) or very satisfied (16%) with the footpaths, while 82% were satisfied (54%) or very satisfied (28%) with how easy it is to get around the district. While satisfaction with roading has remained relatively stable over time, residents' levels of satisfaction with getting around the district and the quality of the footpaths has increased steadily over the past few years. Core roading issues relate to maintenance (11%), congestion (10%), and footpaths (10%).

PERFORMANCE OF COUNCIL

Thirty-seven per cent of residents had contacted a council staff member in the past 12 months, with 59% rating the performance of the staff as either good (46%) or very good (13%).

Residents were asked to rate how well they felt Council responded to the community's needs and issues. This year, 41% of residents felt that Council had responded well (35%) or very well (6%). This measure has decreased steadily since 2018.

Similarly, 45% of residents rated the performance of the Mayor and Councillors as good (38%) or very good (7%). The reasons for positive performance rating related primarily to doing a good job (22%), having no problems with Council (12%), and that Council acts in the best interests of Whanganui (9%). Reasons for negative performance rating related to wasting money (14%), the need to do more for Whanganui (14%), and focusing on the wrong things (13%).

ACCESS TO INFORMATION

A new measure in 2021 looked at how residents had accessed information from Council. Thirty-five per cent of residents had accessed information on Council's website with 31% using the Community Link page in the midweek newspaper. Of those who had used Council's website, the most common reason for accessing the website was for regulatory information (22%), with the majority of users (66%) finding the site easy to navigate.

Sixty-one per cent of residents were satisfied (49%) or very satisfied (12%) with how easy it was to access information from Council which was a slight increase from 2021 (49%). A total of 55% of residents provided a positive comment about their ability to access information, while only 15% provided a negative comment.

With regards to involvement in Council's decision making processes, 29% of residents indicated they were satisfied (26%) or very satisfied (3%) with their involvement in Council's decision-making processes, while only 6% were dissatisfied (4%) or very dissatisfied (2%). However, it should be noted that only 24% of residents have been involved in Council's decision-making process in the past 12 months, with the primary involvement via online surveys (15%) or online submission forms (11%).

RURAL COMMUNITY BOARD

Similar to 2020, 64% of residents in rural areas were aware of the Rural Community Board. Of those residents who were aware, 19% were familiar with the board's activities. This year, 28% felt that the performance of the community board was good (25%) or very good (3%), with responses indicating that residents felt raising awareness of the role the board has is the primary areas that the board should focus on in the future.

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Background and Method

BACKGROUND

Whanganui District Council (Council) commissioned Versus Research to conduct its annual survey about residents' views of the Whanganui community in 2021.

METHOD AND SAMPLE

Interviewing for this year's Community Views Survey was carried out via a mixed-method approach utilising online interviewing between March 26th and April 4th, and Computer-Assisted Telephone Interviewing (CATI) between, 7th April and 30th April, 2021.

The results from both forms of interviewing were combined and analysed as a single dataset.

The final sample size (total number of residents interviewed) was n=511 (n=272 from CATI and n=239 from online interviewing) which gives a maximum Margin of Error (MoE) of +/- 4.38%.

The following tables outlines the number of unweighted interviews collected within each age and gender quota – split by interviewing method.

	CATI	Online
Male	85	83
Female	187	156
TOTAL	272	239

	CATI	Online
18 to 29 years	12	8
30 to 39 years	5	29
40 to 49 years	12	31
50 to 59 years	32	55
60 years and older	211	116
TOTAL	272	239

The total sample proportions for each area are outlined in the table below.

	CATI	Online
Aramoho	31	24
Castlecliff	54	11
Gonville	43	32
Bastia Hill/Durie Hill	8	20
St Johns Hill/Otamatea	40	21
Springvale	1	31
Whanganui Central	38	29
Whanganui East	23	44
Blueskin-Maxwell	19	17
Marybank et al	15	10
TOTAL	272	239

In certain sections, this year's data is also displayed by ethnicity. The total sample proportions for each of the ethnic groupings are shown below. Please note that these responses are multiple choice meaning that respondents were able to select more than one answer.

	CATI	Online
Māori	18	12
European	223	200
Pacific Islander	3	2
Asian	2	4
Other	53	16

WEIGHTING

Age and gender weights have been applied to the final dataset for this project. Weighting ensures specific demographic groups are neither under nor over represented in the final dataset, and each group is represented as it would be in the population.

Weighting gives greater confidence that the final results are representative of Whanganui District's population overall, and are not skewed by a particular demographic group. The proportions used for the age and gender weights are taken from 2018 census data (Statistics New Zealand).

The final weight proportions applied to the sample are outlined in the table below.

Resident Population of Interest	Weighted %
Males aged 39 years and younger	15%
Females aged 39 years and younger	15%
Males aged between 40 and 59 years	16%
Females aged between 40 and 59 years	18%
Males aged 60 years and older	16%
Females aged 60 years and older	20%

Background and Method

MARGIN OF ERROR

Margin of Error (MoE) is a statistic used to express the amount of random sampling error present in a survey's results. The final sample size for this study is n=511, which gives a maximum margin of error of +/- 4.34% at the 95% confidence interval, which is, if the observed result on the total sample of n=511 respondents is 50% (point of maximum margin of error), then there is a 95% probability the true answer falls between 45.66% and 54.34%.

The maximum MoE for the subgroups included this year are listed in the tables below. Please note that those with * should be interpreted with caution as sample sizes are small and this incur a much higher margin of error.

Area	Margin of Error at the 95% Confidence Interval
Aramoho	+/- 13.21%
Castlecliff	+/- 12.15%
Gonville	+/-11.32%
Bastia Hill/Durie Hill	+/- 18.52%
St Johns Hill/Otamatea	+/- 12.54%
Springvale	+/- 17.32%
Whanganui Central	+/- 11.97%
Whanganui East	+/- 11.97%
Blueskin-Maxwell	+/- 16.33%
Marybank et al	+/- 19.60%
All rural residents	+/- 12.55%

Age	Margin of Error at the 95% Confidence Interval
18 to 29 years	+/-21.91%
30 to 39 years	+/-16.08%
40 to 49 years	+/-14.95%
50 to 59 years	+/-10.51%
60 years and older	+/-6.50%

Ethnicity	Margin of Error at the 95% Confidence Interval
Māori	+/-18.20%
European	+/-4.79%
Pacific Islander	*
Asian	*
Other	+/-14.30%

QUESTIONNAIRE

The questionnaire for the 2021 Community Views Survey was constructed by Versus Research in conjunction with Council. A copy of the questionnaire is available in the appendix.

STATISTICAL TESTING

Statistical testing has been applied to figures in this report. This testing compares the results from 2021 with 2020. Where changes are statistically significant at either the 95% or 99% confidence level, these changes are indicated by **green** and **yellow** squares with: **Green** squares indicating a result is significantly greater, and **yellow** squares indicating a result is significantly lower than the result from 2020 at either the 95% or 99% confidence interval.

Subgroup (area, age groups, gender) results have also been compared to the total level results. Any significant changes here are shown using a ↑ or ↓arrow. A ↑ arrow shows a significantly higher result, while a ↓ arrow shows a significantly lower result than the total.

NOTES ON REPORTING

The majority of results are presented first at a total level (generally charted) and findings include comparisons to previous years where applicable; then presented in a tabulated format are results by area, age groups, gender, and ethnicity where appropriate.

It is important to note that due to rounding and questions which allow multiple answers, percentages will not always add up to 100%.

Recreational and Cultural Activities

Cultural Activities Undertaken

2021 RESULTS

The primary cultural activity undertaken by residents in the past year was using the district's libraries (52%). This was followed by visiting the Whanganui airport (39%), participating in an art or cultural event (35%), and being involved in a community organisation (34%).

BY RESIDENTS (2020 FIGURES IN BRACKETS)

52% (52%) Used the libraries

39% Visited the Whanganui Airport

35% (34%) Participated in any art events or cultural activities or performances*

34% (41%) Actively involved in a community organisation

32% (32%) Visited the Regional Museum

32% (30%) Attended a performance or event at the R.W.O.H.

30% (33%) Visited a historic site

29% Visited NZ Glassworks

26% (26%) Visited the Sarjeant on the Quay

12% (12%) Attended the theatre, e.g., Amdram or Repertory

8% (16%) Attended a Māori cultural event or performance

14% (12%) None of these

AREA DIFFERENCES

Those in St Johns Hill/Otamatea were more likely to have undertaken a cultural activity than those in other areas (only 2% of residents had not undertaken *any* cultural activities, compared to higher proportions in other areas).

BY SUBURB

	Aramoho	Castlecliff	Gonville	Bastia Hill / Durie Hill	St Johns Hill / Otamatea	Springvale	Wng Central	Wng East	Blueskin-Maxwell	Marybank et al
Used the libraries	42%	43%	60%	62%	62%	61%	50%	51%	42%	42%
Visited the Whanganui airport	33%	43%	33%	52%	44%	42%	21%	52%	56%	29%
Been actively involved in a community organisation	31%	28%	40%	40%	31%	31%	30%	47%	39%	16%
Participated in any arts or cultural activities or performances*	34%	24%	56%	0%	40%	0%	38%	22%	37%	31%
Attended a perf. or event at the Royal Whanganui Opera House	30%	18%	37%	38%	52%	25%	28%	31%	36%	17%
Visited NZ Glassworks	30%	20%	33%	31%	35%	16%	36%	27%	36%	25%
Visited the Sarjeant on the Quay	21%	18%	30%	44%	26%	17%	35%	17%	32%	29%
Visited a historic site	28%	37%	26%	50%	33%	28%	29%	31%	26%	13%
Visited the Regional Museum	35%	33%	24%	46%	29%	23%	33%	47%	19%	18%
Attended the theatre, e.g., Amdram or Repertory	5%	13%	13%	19%	21%	7%	12%	10%	11%	2%
Attended a Māori cultural event or performance	3%	10%	10%	10%	6%	1%	14%	8%	5%	0%
None of these	11%	12%	15%	4%	2% ↓	23%	28%	8%	15%	28%

**Year-on-year comparisons are indicative due to wording changes in the questionnaire in 2021.*

Cultural Activities Undertaken

BY AGE AND GENDER

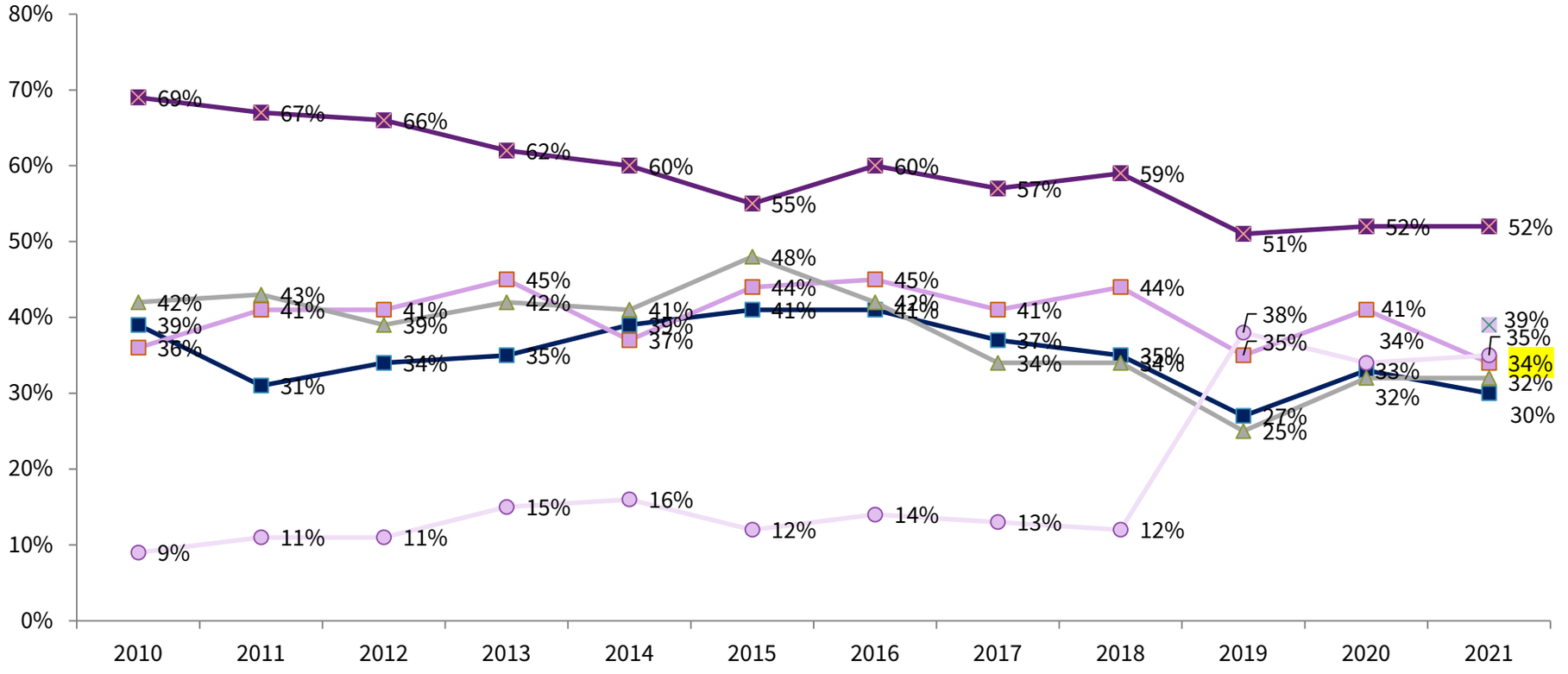
	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over	Male	Female
Used the libraries	44%	45%	58%	51%	56%	48%	54%
Visited the Whanganui airport	34%	33%	39%	43%	42%	34%	44%
Been actively involved in a community organisation	18%	31%	38%	29%	43%	33%	35%
Participated in any arts or cultural activities or performances*	33%	80%	42%	34%	33%	28%	38%
Attended a performance or event at the Royal Whanganui Opera House	18%	38%	33%	30%	34%	27%	35%
Visited NZ Glassworks	38%	17%	25%	26%	36%	31%	28%
Visited the Sarjeant on the Quay	17%	19%	21%	25%	34%	19%	32%
Visited a historic site	31%	36%	16%	29%	33%	31%	29%
Visited the Regional Museum	41%	40%	35%	27%	27%	26%	37%
Attended the theatre, e.g., Amdram or Repertory	7%	14%	11%	8%	15%	9%	14%
Attended a Māori cultural event or performance	0%	7%	11%	11%	7%	7%	8%
None of these	18%	15%	13%	18%	11%	19%	10%

**Year-on-year comparisons are indicative due to wording changes in the questionnaire in 2021.*

Cultural Activities Undertaken

2010 - 2021 TREND

The 2021 cultural findings show similar levels to those seen in 2020. However, there has been a significant decline in the number of people involved in a community organisation (35%, cf. 2020, 41%).



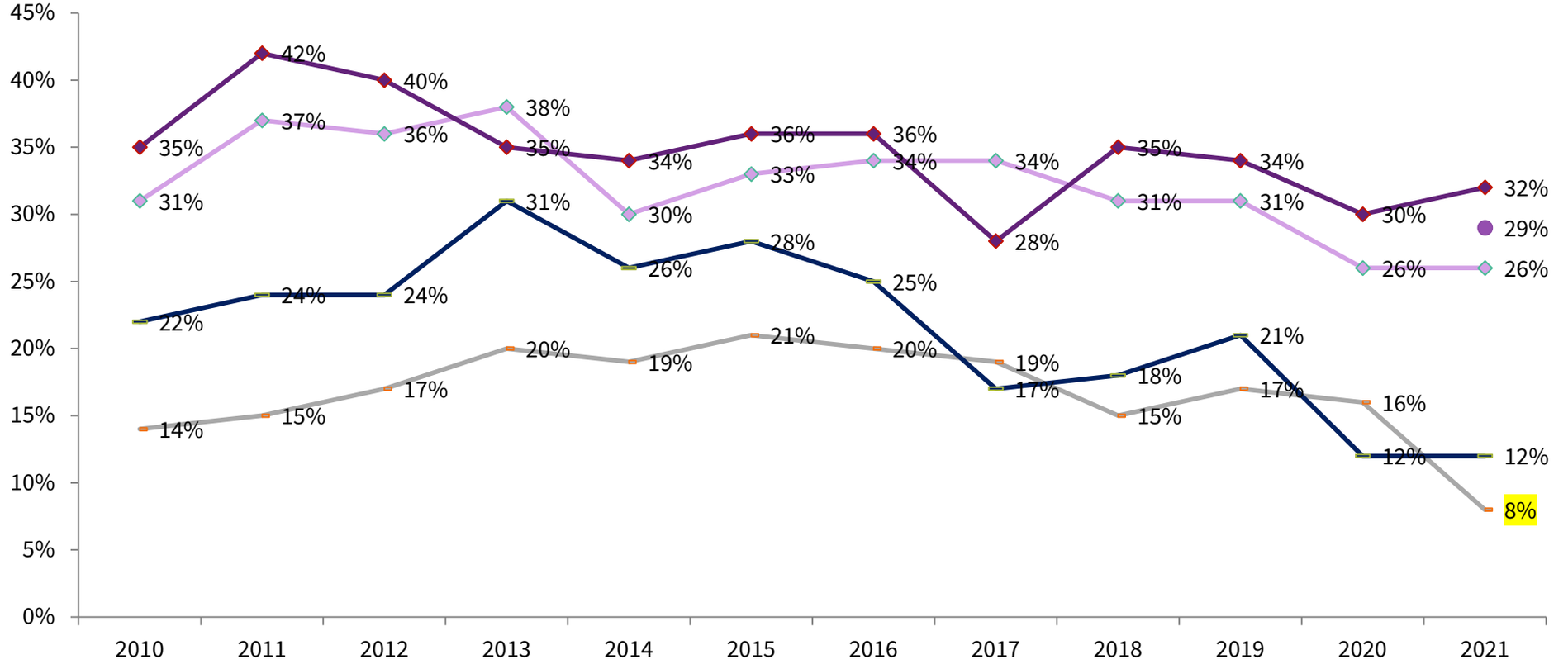
- Visited a historic site
- Visited the Regional Museum
- Visited the Whanganui airport
- Actively involved in a community organisation
- Used the libraries
- Involved in, or attended any arts events or cultural…performances*

**Year-on-year comparisons are indicative due to wording changes in the questionnaire in 2021.*

Cultural Activities Undertaken

2010 - 2021 TREND (CONT.)

Most measures from 2021 have plateaued with only small shifts in the results this year. The biggest decline was seen for attending a Māori cultural event or performance, which was 8% this year (cf. 2020, 16%).

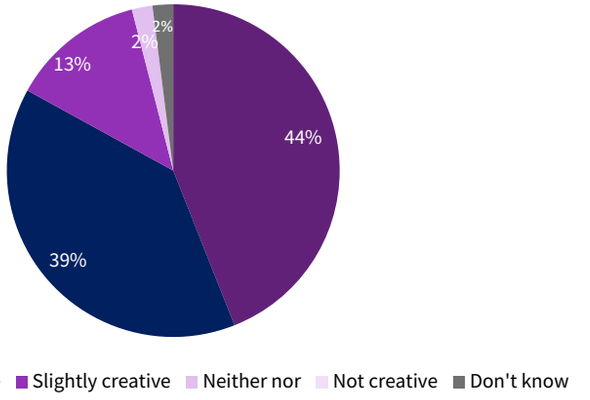


Whanganui Creativity

2021 RESULTS

A total of 83% of residents felt that Whanganui District was either very creative (44%) or creative (39%). Thirteen per cent felt that Whanganui was slightly creative and only 2% felt that the district was not creative.

This was a new question for 2021 so there are no prior comparisons available.



BY SUBURB

	Aramoho	Castlecliff	Gonville	Bastia Hill / Durie Hill	St Johns Hill / Otamatea	Springvale	Wng Central	Wng East	Blueskin-Maxwell	Marybank et al
Very creative	42%	42%	55%	60%	47%	38%	34%	45%	35%	37%
Creative	45%	36%	26%	25%	46%	47%	50%	38%	41%	33%
Slightly creative	10%	13%	13%	15%	5%	8%	16%	7%	24%	30%
Neither creative nor uncreative	3%	4%	3%	0%	0%	0%	0%	7%	0%	0%
Not creative	0%	0%	0%	0%	2% ↑	0%	0%	0%	0%	0%
Don't know	0%	6%	2%	0%	0%	7%	0%	3%	0%	0%

BY AGE AND GENDER

	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over	Male	Female
Very creative	24%	38%	48%	38%	56% ↑	32% ↓	54% ↑
Creative	55%	43%	31%	44%	31%	47%	33%
Slightly creative	14%	19%	17%	10%	10%	14%	11%
Neither creative nor uncreative	7%	0%	5%	3%	1%	4%	1%
Not creative	0%	0%	0%	0%	1%	0%	0%
Don't know	0%	0%	0%	5%	2%	3%	1%

Recreational Activities Undertaken

2021 RESULTS

The primary recreational activities undertaken by residents in the Whanganui district in 2021 included visiting a beach (78%), using the Whanganui Riverbank Walkway (67%), and using a neighborhood park (60%). Following this, 39% of residents used or visited a sports ground, and 32% each used a Premier Park or a cycleway or cycle lane.

BY RESIDENTS (2020 FIGURES IN BRACKETS)

78% (77%) Visited a beach

67% (67%) Used the Whanganui Riverbank Walkway

60% (64%) Used or visited a neighbourhood park

53% (65%) Used other walkways along the river (shared pathways etc)

50% (51%) Used or visited a playground

39% (42%) Used or visited a sports ground

32% (83%) Used or visited a Premier Park*

32% (36%) Used a cycleway or cycle lane

28% (32%) Played sport on an informal or casual basis

26% (30%) Used, visited, or attended an event at Cooks Gardens

25% (27%) Played organised sport

24% (25%) Undertook activities on the Awa (Whanganui River)

5% (4%) None of these

AREA DIFFERENCES

Residents from nearly all suburbs have visited a beach, with the lowest use from those in Springvale (67%) and Whanganui Central (67%).

BY SUBURB

	Aramoho	Castlecliff	Gonville	Bastia Hill / Durie Hill	St Johns Hill / Otamatea	Springvale	Wng Central	Wng East	Blueskin-Maxwell	Marybank et al
Visited a beach	74%	84%	78%	86%	81%	67%	67%	83%	85%	80%
Used the Riverbank Walkway	72%	48%	79%	85%	75%	51%	68%	74%	56%	54%
Used or visited a neighbourhood park	58%	53%	61%	73%	80%	54%	49%	72%	39%	47%
Used other river or park walkways	62%	37%	49%	80%	59%	43%	43%	60%	67%	44%
Used or visited a playground	67%	45%	50%	72%	55%	48%	27%	64%	36%	44%
Used or visited a sports ground for organised sport	25%	41%	36%	59%	59%	45%	32%	36%	40%	23%
Used or visited a Premier Park*	35%	39%	30%	41%	50%	11%	29%	23%	30%	25%
Used a cycle way or cycle lane	37%	27%	41%	47%	40%	17%	29%	35%	22%	13%
Played sport on an informal or casual basis	17%	34%	16%	44%	29%	37%	38%	33%	20%	9%
Used, visited, or attended an event at Cooks Gardens	24%	19%	26%	29%	35%	17%	35%	23%	26%	23%
Played an organised sport	25%	23%	14%	35%	45%	18%	22%	35%	14%	9%
Undertook activities on the Awa (Whanganui River)	26%	19%	12%	37%	33%	10%	18%	38%	20%	31%
None of these	4%	7%	6%	0%	2%	3%	11%	0%	3%	8%

Year-on-year comparisons are indicative due to wording changes in the questionnaire in 2021.

Recreational Activities Undertaken

BY AGE AND GENDER

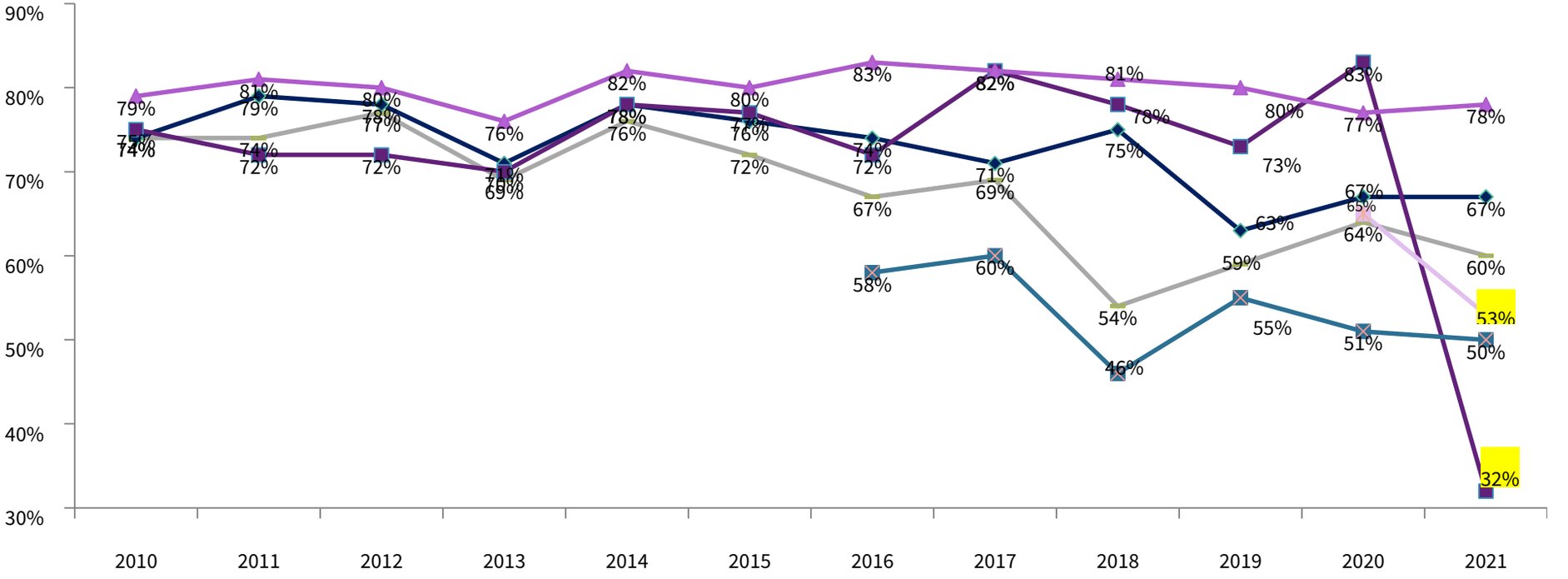
	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over	Male	Female
Visited a beach	69%	93%	95%	69%	74%	77%	79%
Used the Riverbank Walkway	55%	78%	75%	64%	66%	63%	71%
Used or visited a neighbourhood park	51%	69%	69%	59%	55%	56%	63%
Used other river or park walkways	48%	51%	70%	50%	52%	44%	60%
Used or visited a playground	52%	63%	58%	51%	40%	43%	57%
Used or visited a sports ground for organised sport	21%	52%	49%	40%	35%	37%	40%
Used or visited a Premier Park*	21%	24%	21%	38%	38%	30%	33%
Used a cycle way or cycle lane	18%	45%	47%	35%	25%	31%	33%
Played sport on an informal or casual basis	10%	31%	42%	32%	25%	28%	28%
Used, visited, or attended an event at Cooks Gardens	14%	31%	36%	28%	24%	24%	28%
Played an organised sport	10%	33%	39%	26%	21%	23%	27%
Undertook activities on the Awa (Whanganui River)	21%	27%	17%	26%	23%	25%	23%
None of these	7%	0%	0%	7%	6%	6%	4%

**Year-on-year comparisons are indicative due to wording changes in the questionnaire in 2021.*

Recreational Activities Undertaken

2010 - 2021 TREND

There has been significant decrease in the number of residents who mentioned they used or visited a Premier Park in 2021 (32% cf. 2020, 83%). The number of people who used neighbourhood parks, the Whanganui Riverbank Walkway, and/or who visited a playground have remained similar to 2020.

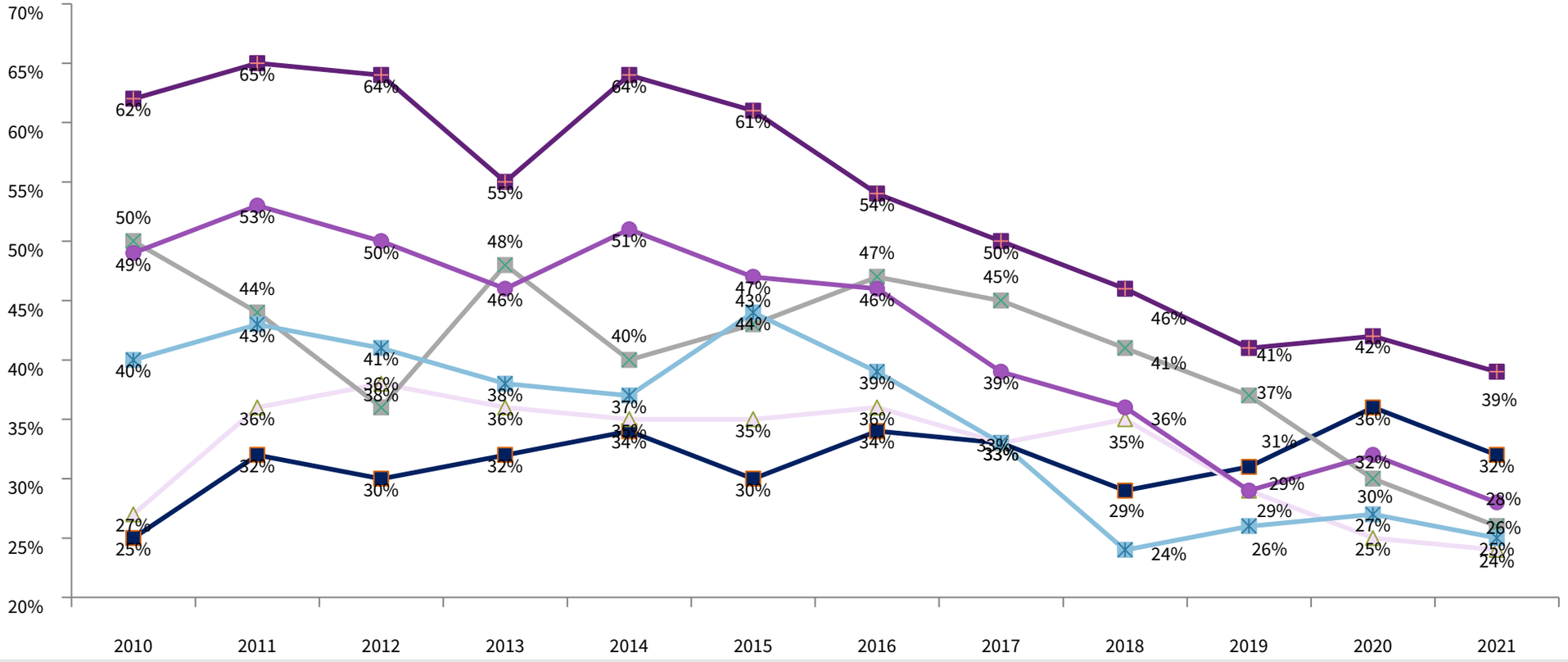


**Year-on-year comparisons are indicative due to wording changes in the questionnaire in 2021.*

Recreational Activities Undertaken

2010 - 2021 TREND (CONT.)

At a lower level, nearly all other recreational activities have decreased slightly since 2020.



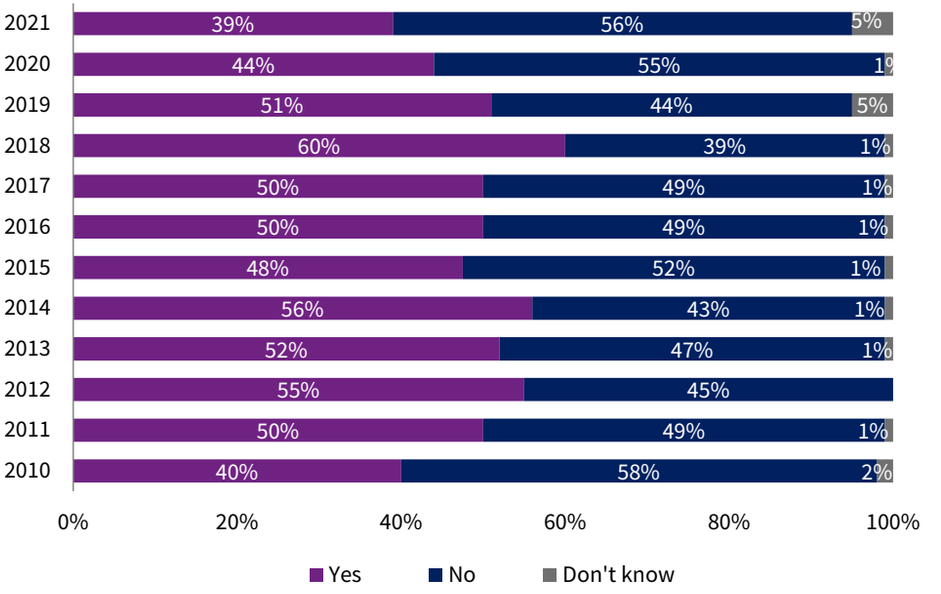
Emergency Planning

Emergency Survival Kit

2021 RESULTS

Thirty-nine per cent of respondents had an emergency survival kit; this figure has consistently decreased since 2018 (60%). A further 56% of residents did not have an emergency survival kit, and 5% were unsure.

2010 - 2021 TREND



BY SUBURB

	Aramoho	Castlecliff	Gonville	Bastia Hill / Durie Hill	St Johns Hill / Otamatea	Springvale	Wng Central	Wng East	Blueskin-Maxwell	Marybank et al
Yes	37%	31%	37%	34%	57%	39%	41%	41%	32%	38%
No	47%	68%	56%	66%	43%	61%	57%	53%	68%	45%
Don't know	16%	1%	7%	0%	0%	0%	3%	6%	0%	18%

BY AGE AND GENDER

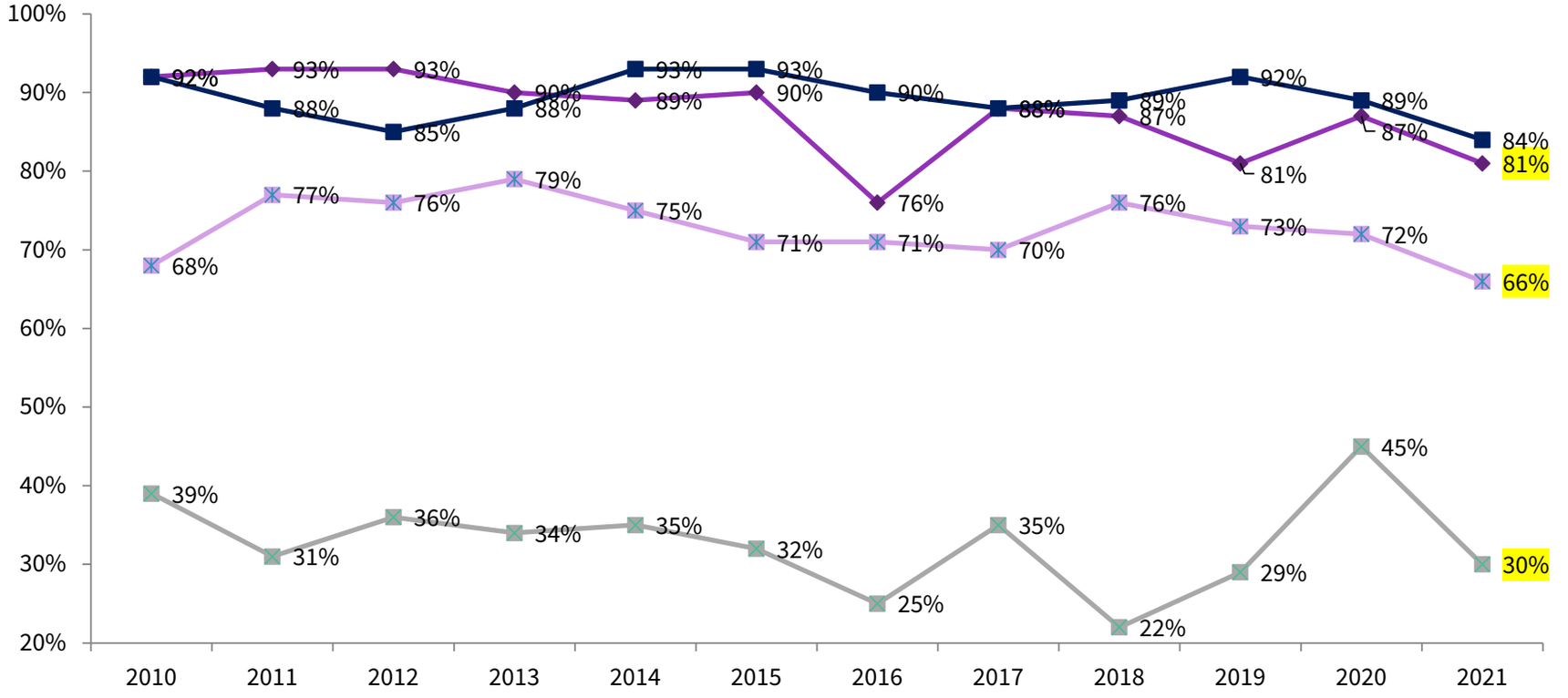
	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over
Yes	31%	19% ↓	36%	45%	49% ↑
No	44%	77% ↑	64%	53%	49%
Don't know	25% ↑	5%	0%	2%	2% ↓

Male	Female
38%	41%
55%	56%
7%	3%

Emergency Survival Kit Contents

2010 - 2021 TREND

For those households that did have an emergency survival kit in 2021 (39%), 84% had a first aid kit and instruction book, a decrease of 5% from 2020 (89%), while 81% had dried or tinned food to feed the household for at least three days, a decrease of 6% from 2020 (87%). Sixty-six per cent of residents had a battery powered radio (cf. 2020, 72%), and only 30% had important personal documents, a significant decrease compared with last year (cf. 2020, 45%).

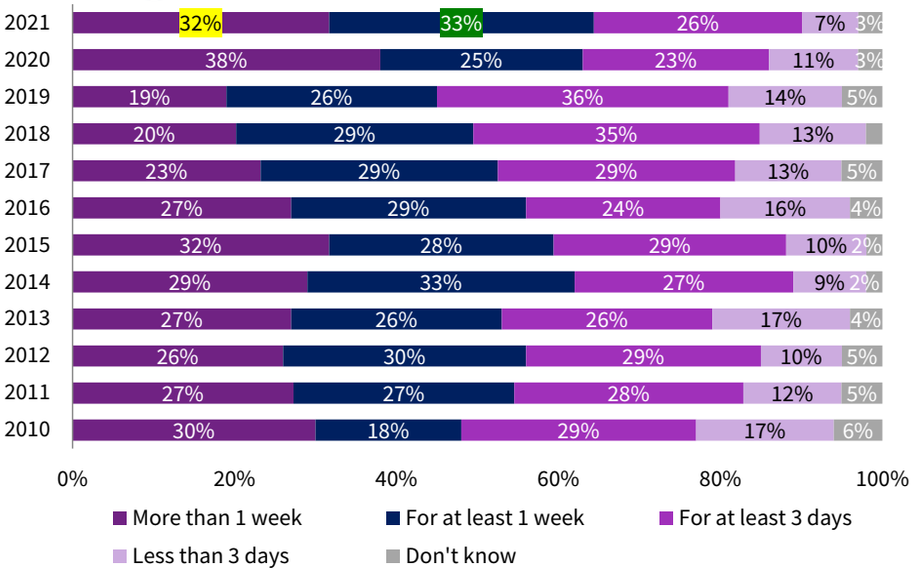


Duration of Coping

2021 RESULTS

Thirty-two per cent of residents thought that they could survive for more than one week without outside assistance, a significant decrease compared with last year (cf. 2020, 38%). There were also increases in the number of residents who felt they could survive for at least one week (33% cf. 2020, 25%) or least three days without outside assistance (26% cf. 2020, 23%).

2010 - 2021 TREND



BY SUBURB

	Aramoho	Castlecliff	Gonville	Bastia Hill / Durie Hill	St Johns Hill / Otamatea	Springvale	Wng Central	Wng East	Blueskin-Maxwell	Marybank et al
Less than three days	5%	4%	11%	8%	5%	14%	1%	7%	2%	16%
For at least three days	25%	23%	15%	28%	36%	25%	36%	25%	25%	10%
For at least one week	37%	36%	28%	25%	28%	49%	28%	36%	35%	24%
More than one week	33%	31%	41%	29%	30%	6% ↓	34%	31%	36%	50%
Don't know	0%	6%	5%	10%	1%	5%	1%	0%	2%	0%

BY AGE AND GENDER

	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over
Less than three days	13%	5%	13%	9%	2% ↓
For at least three days	35%	33%	29%	22%	21%
For at least one week	27%	23%	35%	32%	39%
More than one week	25%	39%	22%	31%	36%
Don't know	0%	0%	2%	6%	3%

Male	Female
5%	8%
25%	26%
31%	34%
37%	29%
2%	3%

Perceptions of Safety

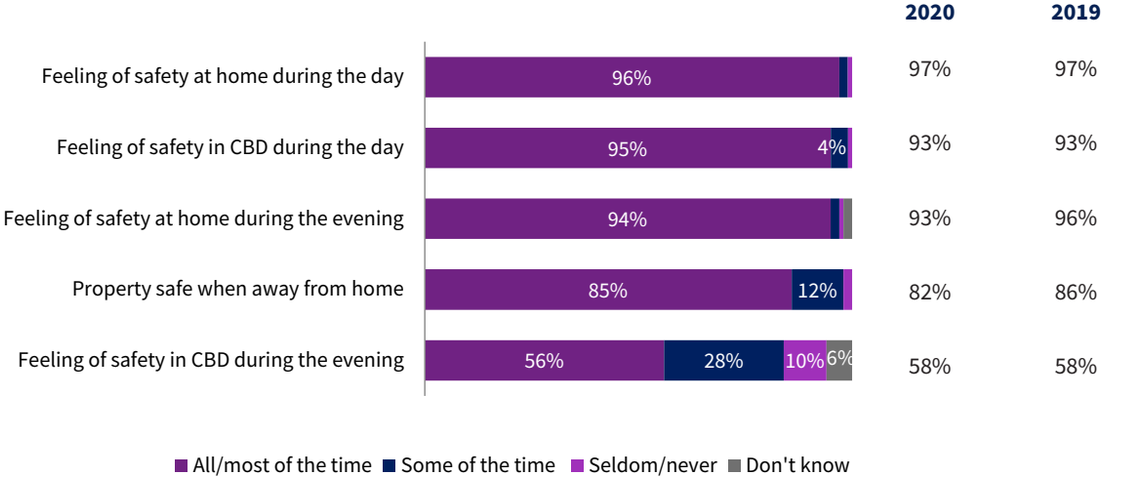
Perceptions of Safety

2021 RESULTS

In 2021, 96% of residents felt safe at home, and 95% felt safe in the Central Business District (CBD) during the day. During the evening, 94% of residents felt safe at home, while 56% felt safe in the CBD.

Eighty-five per cent of residents felt their property was safe when they were away from home.

BY RESIDENTS



ASPECTS THAT CONTRIBUTE TO FEELINGS OF REDUCED SAFETY

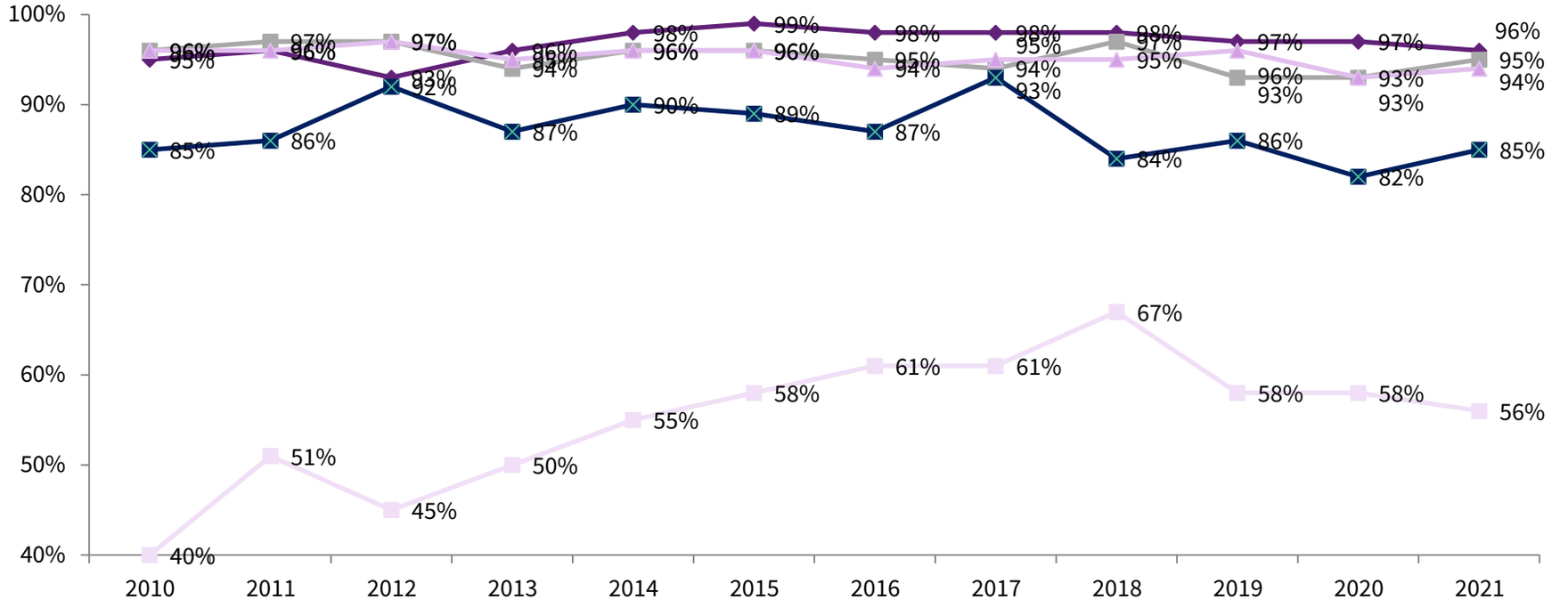
Residents who indicated they felt unsafe either in the CBD or at home were asked to state why they felt this way. A total of 33 people responded to this question. Just over half (51%) indicated that people loitering around were an issue and 25% indicated the there were certain areas which were poorly lit. Twenty-four percent of these respondents indicated that there are fewer people around leading to feelings of isolation, 22% mentioned the potential for violence, and 18% each mentioned aggressive youths and/or that they were unsure what might happen with people in the area. At a lower level, 9% of people mentioned gangs, 8% mentioned a report from the media had influenced their perceptions, 5% noted boy racers, and 4% mentioned drunken behaviour.

Residents who indicated they felt that their property was unsafe when they were away from home were asked to provide reasons for this. Eleven people provided a response for this, with 64% stating that burglaries made them feel that their property was unsafe, 27% mentioned people loitering in the area, and 18% each mentioned gangs or unsavoury people in their area.

Perceptions of Safety

2010 - 2021 TREND (NET ALL/MOST OF THE TIME)

Feelings of safety in the home and during the CBD during the day have remained relatively static since 2010 when monitoring began. However, feelings of safety in the CBD during the evening have declined since 2018; with now 56% of respondents reporting feeling safe in 2021 (cf. 2020, 58%).



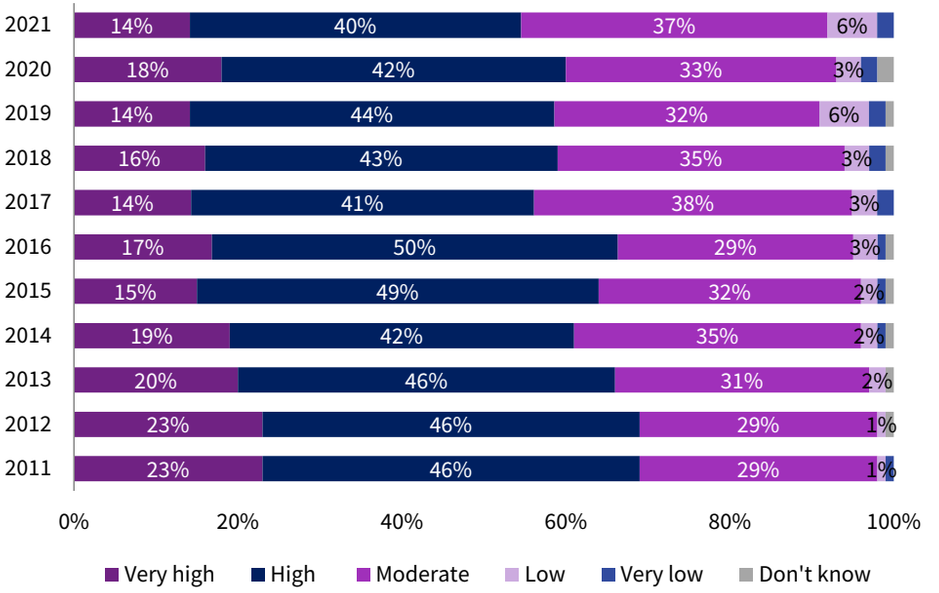
Wellbeing and Belonging

Community Wellbeing

2021 RESULTS

When asked to describe their current level of wellbeing, 54% of residents rated their wellbeing as high (40%) or very high (14%). Following this, 37% of residents rated their wellbeing as moderate, while 8% rated their wellbeing as low (6%) or very low (2%).

2011 - 2021 TREND



AREA DIFFERENCES

Residents in Aramoho (18%) appeared to have lower levels of wellbeing than other areas. In comparison, residents in Bastia Hill/Durie Hill and St Johns Hill/ Otamatea have split levels of wellbeing; a greater number or residents reported low levels of wellbeing, while simultaneously a greater number of residents also reported high levels of wellbeing.

BY SUBURB

	Aramoho	Castlecliff	Gonville	Bastia Hill / Durie Hill	St Johns Hill / Otamatea	Springvale	Wng Central	Wng East	Blueskin-Maxwell	Marybank et al
Very low	0%	4%	4%	0%	1%	6%	0%	0%	0%	10%
Low	18%	5%	8%	12%	10%	0%	3%	2%	0%	0%
Moderate	35%	32%	34%	32%	29%	37%	52%	41%	40%	33%
High	38%	52%	39%	32%	52%	46%	28%	36%	39%	40%
Very high	8%	6%	15%	24%	8%	11%	17%	21%	21%	17%
Don't know	2%	1%	0%	0%	0%	0%	1%	0%	0%	0%

Community Wellbeing

BY AGE AND GENDER

	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over	Male	Female
Very low	3%	0%	9%	2%	1%	3%	1%
Low	0%	10%	12%	8%	3%	6%	6%
Moderate	77% ↑	36%	36%	32%	28%	42%	33%
High	20%	37%	31%	44%	48%	36%	44%
Very high	0%	17%	12%	13%	19%	12%	16%
Don't know	0%	0%	0%	1%	1%	0%	1%

BY ETHNICITY

	Māori	European	Asian*	Pacific Islander*	Other
Very low	12%	1%	*0%*	*0%*	0%
Low	7%	6%	*0%*	*0%*	12%
Moderate	23%	40%	*63%*	*23%*	17%
High	53%	37%	*33%*	*62%*	58%
Very high	5%	16%	*3%*	*15%*	13%
Don't know	0%	0%	*0%*	*0%*	0%

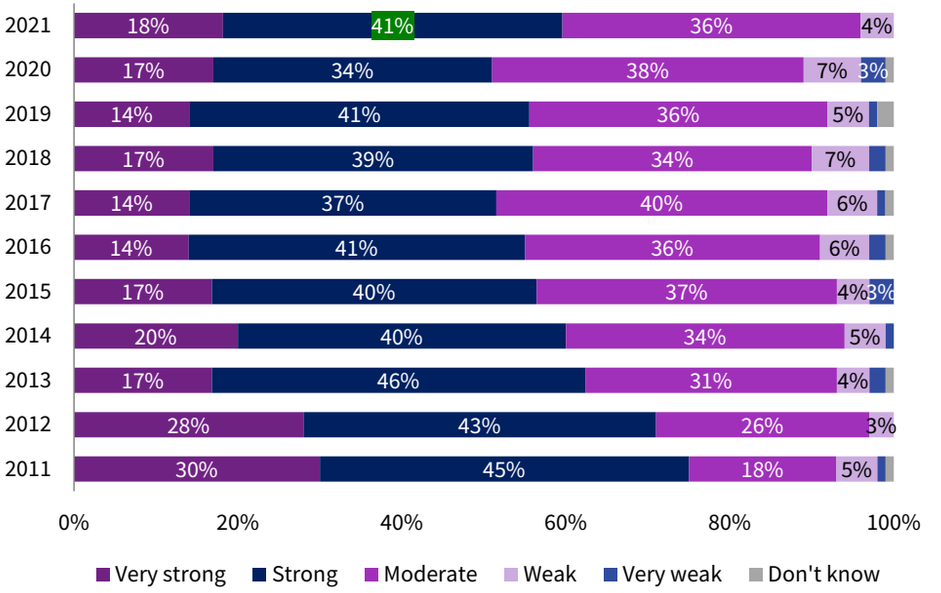
**Caution, very low base size.*

Sense of Belonging

2021 RESULTS

When asked to consider their sense of belonging, or feeling part of a community, more than half of Whanganui residents (59%) rated their sense of belonging as strong (41%) or very strong (18%). There was an increase in the number of residents who rated their sense of belonging as strong (cf. 2020, 34%). A further 36% of residents rated their sense of belonging as moderate, while 4% rated it as weak.

2011 - 2021 TREND



AREA DIFFERENCES

While not statistically significant, residents in Bastia Hill/Durie Hill and Gonville appeared more To have higher levels of very strong sense of belonging (38% and 34% respectively).

BY SUBURB

	Aramoho	Castlecliff	Gonville	Bastia Hill / Durie Hill	St Johns Hill / Otamatea	Springvale	Wng Central	Wng East	Blueskin-Maxwell	Marybank et al
Very weak	0%	0%	0%	0%	0%	0%	2%	0%	0%	0%
Weak	4%	5%	3%	2%	2%	10%	3%	13%	0%	0%
Moderate	27%	48%	21%	18%	55%	42%	34%	7%	48%	35%
Strong	64%	35%	41%	42%	29%	36%	45%	55%	46%	32%
Very strong	4%	12%	34%	38%	14%	12%	17%	26%	5%	33%
Don't know	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%

Sense of Belonging

BY AGE AND GENDER

	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over
Very weak	0%	0%	0%	0%	1%
Weak	0%	16%	0%	0%	5%
Moderate	56%	50%	22%	38%	27%
Strong	26%	0%	44%	53%	50%
Very strong	19%	34%	33%	9%	17%
Don't know	0%	0%	0%	0%	0%

Male	Female
0%	1%
2%	5%
44%	30%
32%	49%
22%	15%
0%	0%

BY ETHNICITY

	Māori	European	Asian*	Pacific Islander*	Other
Very weak	0%	0%	*0%*	*0%*	4% ↑
Weak	0%	5%	*0%*	*0%*	0%
Moderate	61%	35%	*100%*	*0%*	20%
Strong	32%	40%	*0%*	*60%*	65%
Very strong	6%	20%	*0%*	*40%*	11%
Don't know	0%	0%	*0%*	*0%*	0%

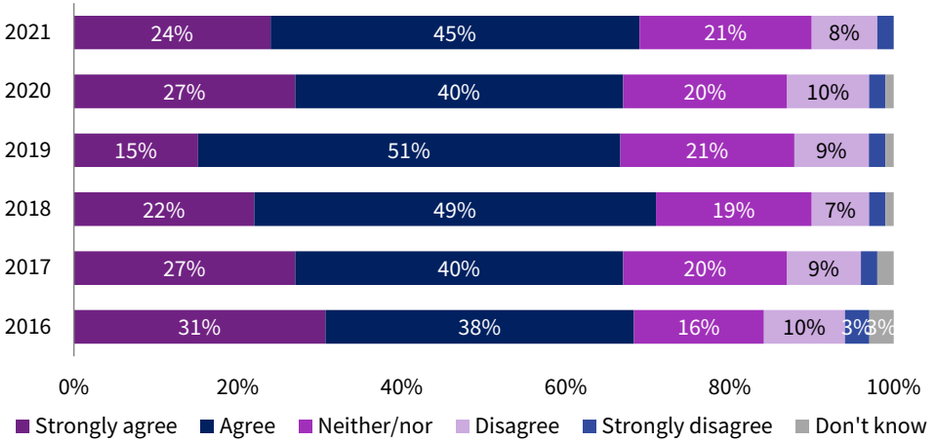
**Caution, very low base size.*

Pride in my Neighbourhood

2021 RESULTS

Sixty-nine per cent of residents agreed (45%) or strongly agreed (24%) that they felt a sense of pride with how their neighbourhood looks and feels. A further 21% neither agreed nor disagreed, while 10% disagreed (8%) or strongly disagreed (2%) with this.

2016 - 2021 TREND



AREA DIFFERENCES

Residents living in St Johns Hill/ Otamatea or Blueskin-Maxwell were significantly more likely to strongly agree that they have pride in the way their neighbourhood looks and feels (43% and 51%, respectively). Gonville residents were significantly less likely to strongly agree that they have pride in their neighbourhood (11%) and were significantly more likely to strongly disagree (10%).

BY SUBURB

	Aramoho	Castlecliff	Gonville	Bastia Hill / Durie Hill	St Johns Hill / Otamatea	Springvale	Wng Central	Wng East	Blueskin-Maxwell	Marybank et al
Strongly agree	26%	24%	11% ↓	28%	43% ↑	12%	21%	16%	51% ↑	21%
Agree	45%	42%	42%	43%	45%	38%	32%	63%	31%	72% ↑
Neither agree nor disagree	16%	17%	23%	20%	3% ↓	45% ↑	40% ↑	17%	18%	8%
Disagree	12%	17%	13%	6%	8%	5%	7%	5%	0%	0%
Strongly disagree	2%	0%	10% ↑	4%	1%	0%	0%	1%	0%	0%
Don't know	0%	0%	1% ↑	0%	0%	0%	0%	0%	0%	0%

Pride in my Neighbourhood

BY AGE AND GENDER

	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over
Strongly agree	10%	17%	9%	23%	36% ↑
Agree	45%	51%	54%	36%	44%
Neither agree nor disagree	34%	26%	18%	26%	12% ↓
Disagree	10%	7%	7%	12%	6%
Strongly disagree	0%	0%	11% ↑	2%	1%
Don't know	0%	0%	0%	0%	1%

Male	Female
22%	25%
47%	42%
21%	21%
7%	9%
2%	2%
0%	0%

BY ETHNICITY

	Māori	European	Asian*	Pacific Islander*	Other
Strongly agree	21%	25%	*3%*	*15%*	27%
Agree	33%	46%	*80%*	*15%*	35%
Neither agree nor disagree	29%	20%	*17%*	*47%*	24%
Disagree	11%	8%	*0%*	*23%*	7%
Strongly disagree	6%	1%	*0%*	*0%*	7%
Don't know	0%	0%	*0%*	*0%*	0%

**Caution, very low base size.*

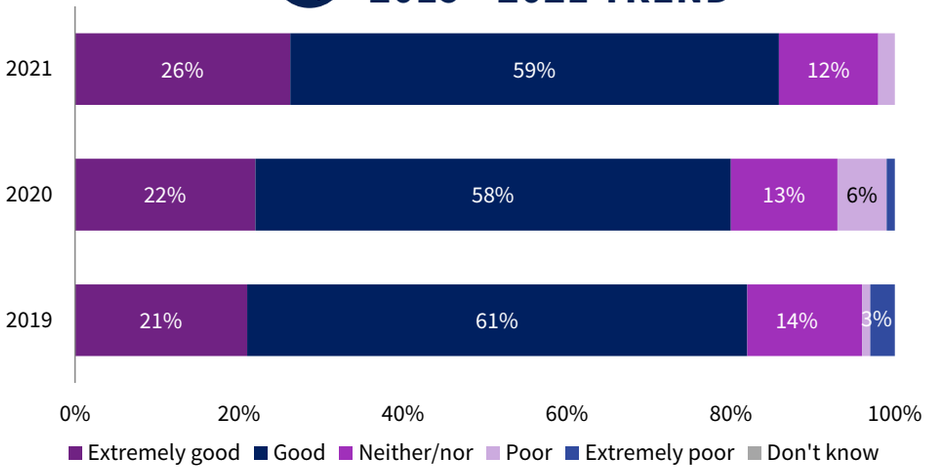
Living in Whanganui

Standard of Living

2021 RESULTS

Eighty-five per cent of residents rated their standard of living as good (59%) or extremely good (26%). Following this, 12% of residents rated their standard of living as neither good nor poor, while only 2% rated their standard of living as poor.

2019 - 2021 TREND



AREA DIFFERENCES

Although not significant, residents in Castlecliff (37%), St Johns Hill/Otamatea (30%), and Blueskin-Maxwell (39%) reported their standard of living as extremely good compared with residents in other areas.

BY SUBURB

	Aramoho	Castlecliff	Gonville	Bastia Hill / Durie Hill	St Johns Hill / Otamatea	Springvale	Wng Central	Wng East	Blueskin-Maxwell	Marybank et al
Extremely good	18%	37%	21%	22%	30%	27%	25%	21%	39%	27%
Good	62%	50%	61%	56%	65%	45%	68%	66%	43%	44%
Neither good nor poor	17%	13%	14%	14%	5%	28%	3%	9%	18%	26%
Poor	4%	0%	3%	4%	0%	0%	3%	5%	0%	3%
Extremely poor	0%	0%	1%	4%	0%	0%	1%	0%	0%	0%
Don't know	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%

Standard of Living

BY AGE AND GENDER

	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over	Male	Female
Extremely good	7%	27%	24%	26%	34%	25%	28%
Good	77%	60%	51%	51%	59%	63%	55%
Neither good nor poor	16%	14%	15%	19%	5% ↓	10%	15%
Poor	0%	0%	6%	4%	2%	3%	2%
Extremely poor	0%	0%	4% ↑	0%	0%	0%	1%
Don't know	0%	0%	0%	0%	0%	0%	0%

BY ETHNICITY

	Māori	European	Asian*	Pacific Islander*	Other
Extremely good	27%	26%	*37%*	*38%*	18%
Good	38%	60%	*63%*	*39%*	61%
Neither good nor poor	30%	10%	*0%*	*23%*	20%
Poor	6%	2%	*0%*	*0%*	0%
Extremely poor	0%	1%	*0%*	*0%*	0%
Don't know	0%	0%	*0%*	*0%*	0%

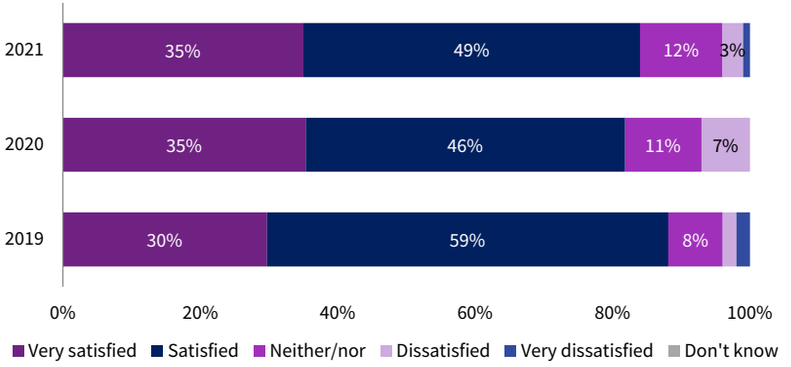
**Caution, very low base size.*

Living in Whanganui

2021 RESULTS

Eighty-four per cent of residents were either satisfied (49%) or very satisfied (35%) with regards to living in Whanganui, a slight increase in last year's result of 81%. A further 12% of residents were neither satisfied nor dissatisfied with living in Whanganui, while only 4% were dissatisfied.

2019 - 2021 TREND



AREA DIFFERENCES

While not statistically significant, Whanganui East (90%) residents had the highest levels of satisfaction with living in Whanganui, while residents in Gonville had the highest levels of dissatisfaction (8%).

BY SUBURB

	Aramoho	Castlecliff	Gonville	Bastia Hill / Durie Hill	St Johns Hill / Otamatea	Springvale	Wng Central	Wng East	Blueskin-Maxwell	Marybank et al
Very dissatisfied	0%	4%	1%	4%	2%	0%	0%	1%	3%	0%
Dissatisfied	6%	1%	7%	0%	2%	0%	1%	4%	0%	0%
Neither satisfied nor dissatisfied	16%	14%	4%	14%	16%	23%	12%	5%	16%	18%
Satisfied	47%	45%	53%	33%	35%	51%	51%	61%	40%	59%
Very satisfied	30%	36%	36%	49%	45%	26%	36%	29%	40%	24%

BY AGE AND GENDER

	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over
Very dissatisfied	0%	2%	2%	2%	1%
Dissatisfied	0%	2%	6%	5%	1%
Neither satisfied nor dissatisfied	27%	9%	14%	20%	3% ↓
Satisfied	62%	55%	58%	43%	42%
Very satisfied	10%	32%	20%	30%	53% ↑

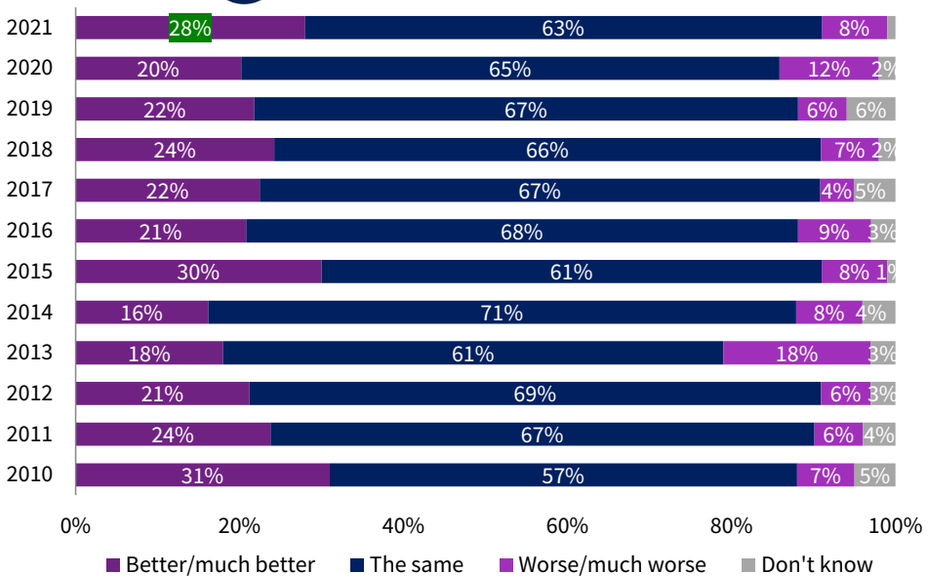
Male	Female
0%	2%
4%	2%
12%	12%
53%	46%
31%	38%

Quality of Life

2021 RESULTS

Residents were asked to think of their general quality of life and consider this with regards to last year. Sixty-three per cent of residents felt their quality of life was the same as last year, while 28% felt it was better or much better, an increase of 8% since last year (cf. 2020, 20%). Eight per cent of residents felt their qualify of life was worse or much worse than last year (cf. 2020, 12%). A further 2% were unsure.

2010 - 2021 TREND



AREA DIFFERENCES

While not statistically significant, Bastia Hill/Durie Hill (42%), Gonville (48%), and Aramoho (43%) suburbs, had larger proportions of residents who felt that their general quality of life was better or much better than last year.

BY SUBURB

	Aramoho	Castlecliff	Gonville	Bastia Hill / Durie Hill	St Johns Hill / Otamatea	Springvale	Wng Central	Wng East	Blueskin-Maxwell	Marybank et al
Much better/Better	43%	30%	48%	42%	16%	24%	10%	20%	26%	11%
The same	49%	55%	44%	47%	84%	66%	85%	80%	66%	53%
Much worse/Worse	4%	11%	7%	8%	0%	7%	4%	0%	7%	36%
Don't know	3%	3%	0%	3%	0%	3%	2%	0%	0%	0%

Quality of Life

BY AGE AND GENDER

	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over	Male	Female
Much better/Better	27%	69%	33%	20%	24%	31%	25%
The same	67%	0%	67%	76%	67%	65%	62%
Much worse/Worse	6%	31%	0%	3%	7%	3%	12%
Don't know	0%	0%	0%	0%	3%	1%	2%

BY ETHNICITY

	Māori	European	Asian*	Pacific Islander*	Other
Much better/Better	24%	28%	*0%*	*40%*	35%
The same	63%	64%	*100%*	*40%*	58%
Much worse/Worse	13%	6%	*0%*	*20%*	7%
Don't know	0%	2%	*0%*	*0%*	0%

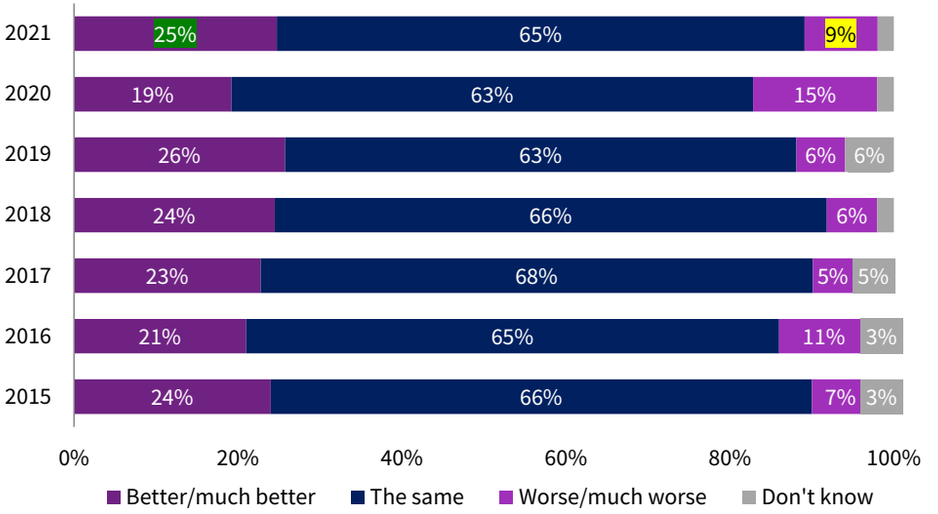
**Caution, very low base size.*

Whanganui District Overall

2021 RESULTS

Residents were asked to consider what the district provided compared to last year. Ninety per cent of residents felt what the district provided was either the same as last year (65%), or better or much better (25%). There was a decrease in the number of residents who felt it was worse or much worse, with only 9% providing this rating (cf. 2020, 15%).

2015 - 2021 TREND



REASONS FOR WORSE/MUCH WORSE

Residents who indicated that they thought Whanganui was worse or much worse than last year, were asked to provide a reason for their rating. A total of 39 people provided a response with the main themes indicating that social issues (28%), Council rates (21%), inactivity by Council (15%), that the town was run down (15%), housing/cost of living (13%), and traffic/roading (13%) were the main issues.

BY SUBURB

	Aramoho	Castlecliff	Gonville	Bastia Hill / Durie Hill	St Johns Hill / Otamatea	Springvale	Wng Central	Wng East	Blueskin-Maxwell	Marybank et al
Better/much better	32%	12% ↓	32%	21%	29%	36%	20%	16%	33%	27%
The same	58%	84% ↑	45% ↓	59%	67%	61%	77%	72%	60%	47%
Worse/much worse	10%	4%	14%	20%	3%	4%	1% ↓	12%	7%	27%
Don't know	1%	0%	9% ↑	0%	0%	0%	2%	0%	0%	0%

BY AGE AND GENDER

	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over
Better/much better	21%	14%	31%	24%	30%
The same	64%	74%	49%	68%	63%
Worse/much worse	14%	7%	20%	6%	6%
Don't know	0%	5%	0%	2%	1%

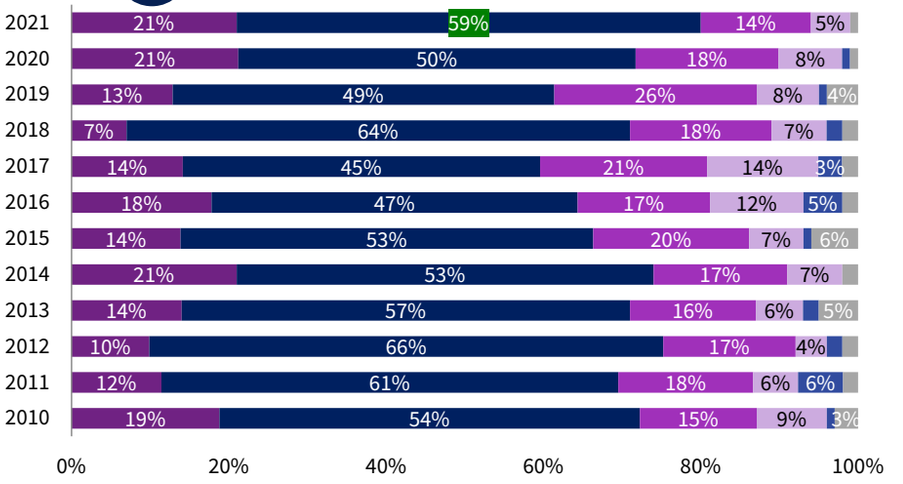
Male	Female
24%	25%
66%	64%
8%	9%
2%	1%

CBD Contribution to Lifestyle and Image

2021 RESULTS

Residents were asked how satisfied or dissatisfied they were with the contribution the Central Business District (CBD) makes to the lifestyle and image of Whanganui. Eighty per cent of residents were satisfied (59%) or very satisfied (21%) with the contribution that the CBD makes, an increase of 8% since last year (cf 2020, 71%). A further 14% of residents were neither satisfied nor dissatisfied, while 5% were dissatisfied and 1% were unsure.

2010 - 2021 TREND



BY SUBURB

	Aramoho	Castlecliff	Gonville	Bastia Hill / Durie Hill	St Johns Hill / Otamatea	Springvale	Wng Central	Wng East	Blueskin-Maxwell	Marybank et al
Very dissatisfied	0%	0%	0%	0%	2%	1%	0%	1%	0%	2%
Dissatisfied	13%	2%	12%	0%	3%	13%	0%	0%	0%	12%
Neither satisfied nor dissatisfied	8%	17%	14%	25%	7%	21%	13%	16%	18%	8%
Satisfied	64%	66%	49%	45%	63%	53%	66%	55%	55%	61%
Very satisfied	15%	14%	23%	30%	25%	9%	20%	28%	24%	17%
Don't know	0%	1%	2%	0%	1%	3%	1%	0%	3%	0%

BY AGE AND GENDER

	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over	Male	Female
Very dissatisfied	0%	0%	2%	0%	1%	0%	1%
Dissatisfied	3%	2%	24% ↑	4%	3%	6%	4%
Neither satisfied nor dissatisfied	21%	21%	5%	18%	8%	15%	13%
Satisfied	73%	60%	58%	58%	54%	60%	57%
Very satisfied	3%	17%	11%	20%	33% ↑	18%	23%
Don't know	0%	0%	0%	1%	2%	0%	1%

Satisfaction with Council Facilities and Services

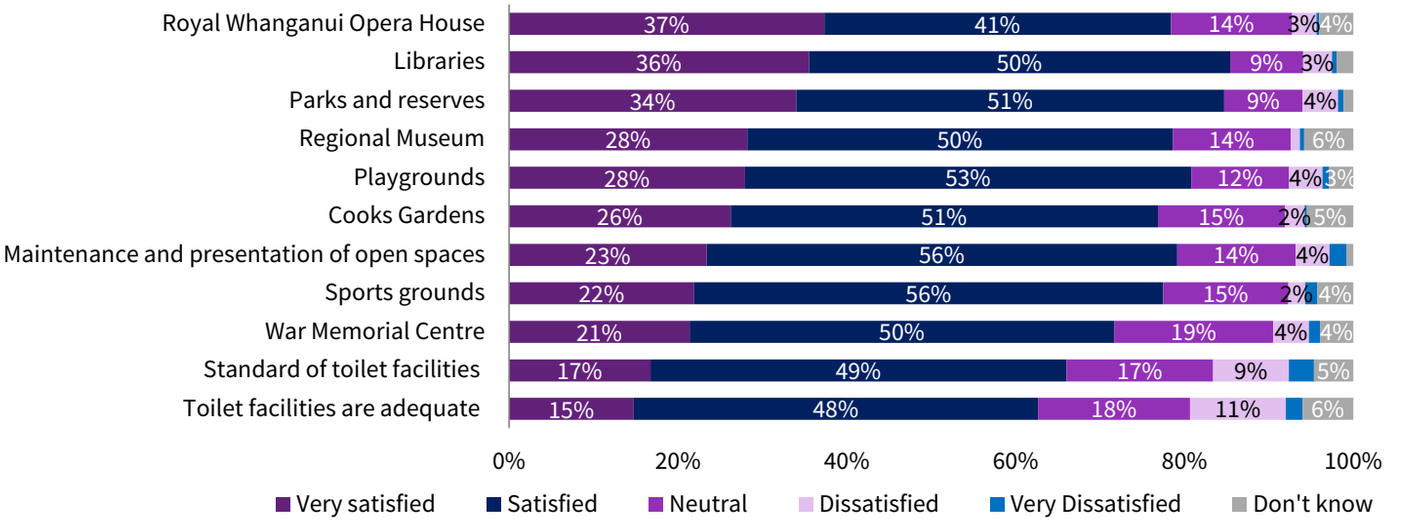
Facilities Provided by Council (Users)

2021 RESULTS

Residents were asked to rate the council provided facilities that they have used.

Users were most satisfied with the libraries (86% satisfied or very satisfied) and the parks and reserves (85% satisfied or very satisfied). This was followed by playgrounds (81% very satisfied or satisfied), open spaces (79% very satisfied or satisfied), the Royal Whanganui Opera House (78% satisfied or very satisfied), and the regional museum (78% satisfied or very satisfied). Users of the public toilets showed the highest levels of dissatisfaction.

BY RESIDENTS



REASONS FOR DISSATISFACTION

Residents who rated their satisfaction poorly were asked to provide reasons for their ratings. A total of 90 people provided comments about these issues. The main reasons for poor ratings related to the provision of the number of services and needing more services (38%). Facilities being run down/derelict (31%), cleanliness/dirty condition (27%), or poor maintenance (22%), were the other reasons that were provided for poor ratings. At a lower level 4% stated that the opening hours of facilities were an issue.

Facilities Provided by Council (Users)

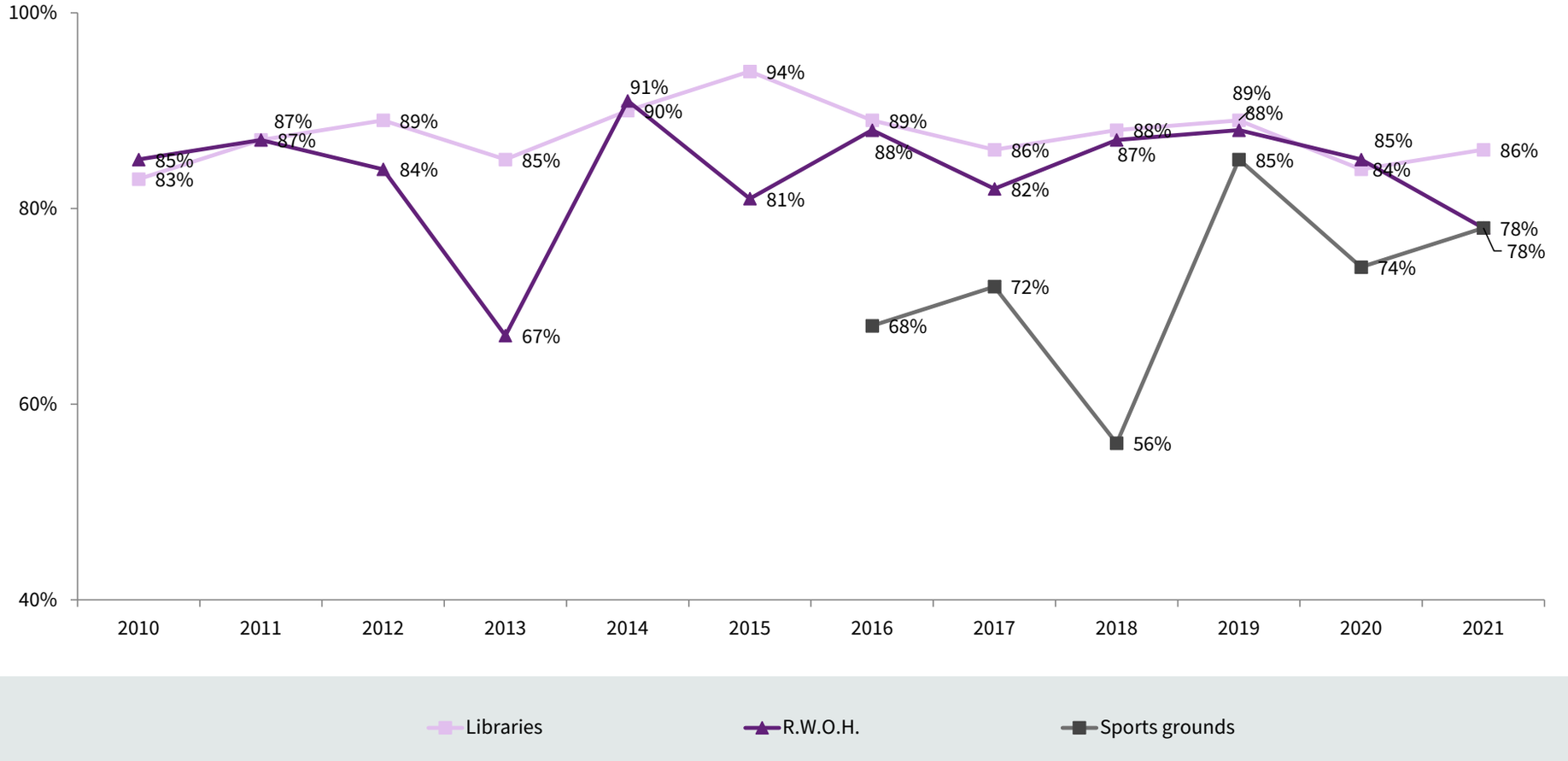
BY AGE AND GENDER (TOTAL VERY SATISFIED AND SATISFIED)

	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over	Male	Female
Royal Whanganui Opera House	81%	76%	57%	79%	85%	71%	84%
Libraries	79%	92%	73%	86%	88%	84%	87%
Parks and reserves	81%	88%	84%	83%	86%	85%	85%
Regional Museum	77%	89%	70%	79%	76%	74%	83%
Playgrounds	71%	87%	79%	80%	82%	80%	81%
Cooks Gardens	72%	94%	60%	82%	71%	76%	78%
Maintenance and presentation of open spaces	85%	86%	77%	71%	80%	78%	80%
Sports grounds	58%	76%	68%	73%	75%	66%	77%
War Memorial Centre	72%	91%	58%	79%	77%	78%	77%
Standard of toilet facilities (cleanliness/general maintenance)	41%	54%	67%	70%	77% ↑	70%	63%
Toilet facilities are adequate to meet user needs (location/layout/ accessibility)	50%	62%	58%	65%	67%	66%	60%

User Satisfaction with Facilities (Users)

2010 - 2021 TREND

With regards to user satisfaction of certain facilities, 86% of residents who attended a performance or event at the Royal Whanganui Opera House were satisfied with these facilities. Seventy-eight per cent (each) of residents who used the libraries a sports ground were satisfied with these facilities.



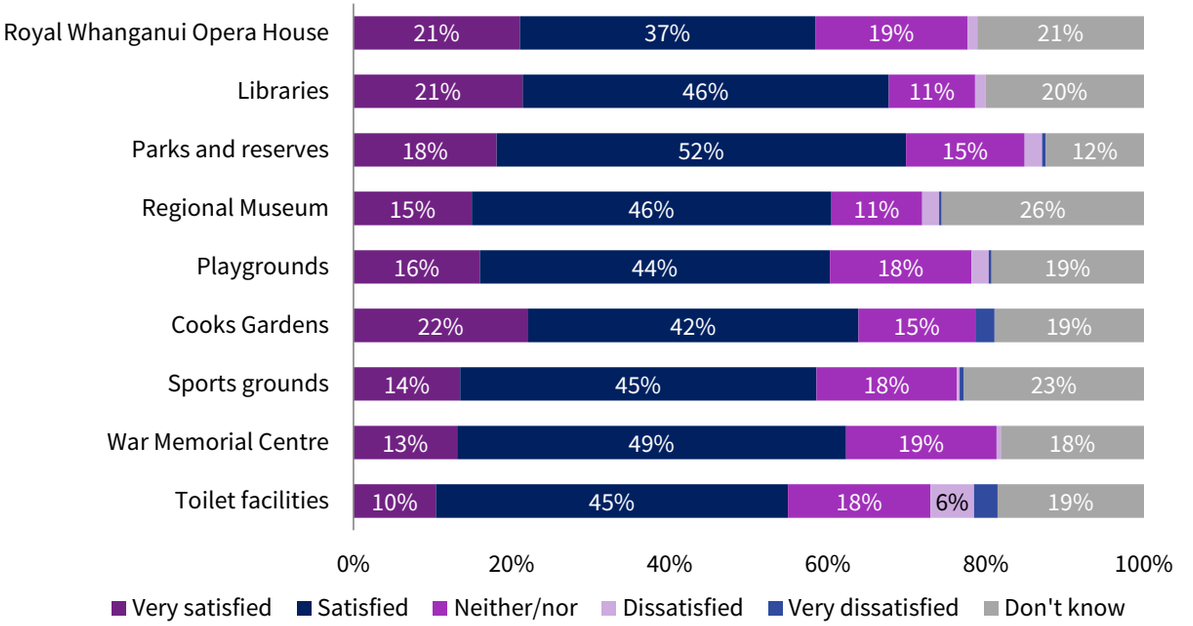
Facilities Provided by Council (Non-users)

2021 RESULTS

Residents who did not use the council provided facilities were also asked to rate their satisfaction with the facility.

Despite a lack of use, these residents still demonstrated high levels of satisfaction with most facilities. Notably, the highest satisfaction was seen for parks and reserves (70% of non-using residents were either satisfied of very satisfied) and libraries (67% of non-using residents were either satisfied or very satisfied).

BY RESIDENTS



REASONS FOR DISSATISFACTION

Residents who rated their satisfaction poorly were asked to provide reasons for their ratings. A total of 10 non-users rated their satisfaction poorly, amongst this group, half mentioned maintenance issues (50%), 30% talked about the cleanliness of the facilities, and 10% talked about the lack of facilities available.

Facilities Provided by Council (Non-users)

BY AGE AND GENDER (TOTAL VERY SATISFIED AND SATISFIED)

	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over	Male	Female
Royal Whanganui Opera House	78%	61%	58%	50%	58%	51%	65%
Libraries	59%	79%	73%	64%	62%	69%	67%
Parks and reserves	57%	83%	74%	63%	67%	64%	75%
Regional Museum	76%	67%	70%	57%	51%	59%	62%
Playgrounds	60%	75%	67%	52%	53%	52%	68%
Cooks Gardens	78%	77%	66%	72%	42% ↓	66%	62%
Sports grounds	70%	74%	57%	58%	43%	60%	57%
War Memorial Centre	81%	56%	65%	68%	54%	63%	61%
Toilet facilities	45%	58%	64%	52%	54%	58%	52%

Facilities Provided by Council Comparison

COMPARISON OF USERS AND NON-USER RESULTS

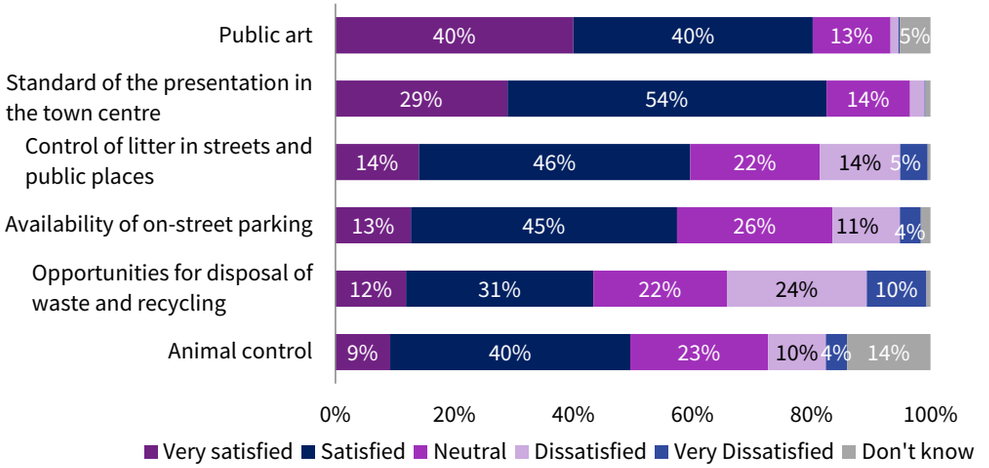
	User	Non-User
Royal Whanganui Opera House	78%	58%
Libraries	86%	67%
Parks and reserves	85%	70%
Regional Museum	78%	61%
Playgrounds	81%	60%
Cooks Gardens	77%	64%
Sports grounds	78%	59%
War Memorial Centre	71%	62%
Toilet facilities (standard)	66%	55%

Services Provided by Council

2021 RESULTS

The standard of the presentation of the town centre was the highest rated service provided by Council, with 83% of residents satisfied (54%) or very satisfied (29%) with this. Following this, 80% of residents were satisfied (40%) or very satisfied (40%) with public art, and 60% of residents were satisfied (46%) or very satisfied (14%) with the control of litter. At a lower level, 58% of residents were satisfied (45%) or very satisfied (13%) with the availability of on-street parking, and 49% of residents were satisfied (40%) or very satisfied (9%) with animal control. Opportunities for the disposal of waste and recycling had the lowest level of satisfaction (31% satisfied and 12% very satisfied) and the highest proportion of dissatisfaction (24% dissatisfied and 10% very dissatisfied).

BY RESIDENTS



AREA DIFFERENCES

Residents from different suburbs displayed similar levels of satisfaction for most of the services provided by Council, with opportunities for disposal of waste and recycling the lowest rated service in all areas.

REASONS FOR DISSATISFACTION

Residents who indicated they were dissatisfied with the services provided by Council were asked to provide reasons for their ratings. A total of 232 respondents were dissatisfied with at least one of the services provided by Council and the main comment related to the lack of kerbside recycling (51%). Other comments related to poor litter control (23%), stray cats or dogs or poor animal control (21%), and a lack of parking (18%). At a lower level, residents mentioned maintenance issues, e.g., grass being (9%), recycling fees (8%), general cleanliness of the city (5%), parking meters (3%), and lack of footpaths (1%). Six percent of respondents made a comment unrelated to the above topics.

Services Provided by Council

BY SUBURB (TOTAL VERY SATISFIED AND SATISFIED)

	Aramoho	Castlecliff	Gonville	Bastia Hill / Durie Hill	St Johns Hill / Otamatea	Springvale	Wng Central	Wng East	Blueskin-Maxwell	Marybank et al
Public art	84%	76%	80%	83%	74%	69%	86%	81%	81%	91%
Standard of the presentation in the town centre	84%	82%	82%	88%	95%	69%	79%	82%	75%	89%
Control of litter in streets and public places	57%	60%	56%	35%	68%	61%	67%	67%	49%	49%
Availability of on-street parking	63%	68%	38%	70%	62%	50%	62%	59%	54%	51%
Opportunities for disposal of waste and recycling	45%	47%	48%	42%	47%	48%	50%	32%	33%	32%
Animal control	52%	62%	52%	49%	60%	45%	37%	47%	30%	55%

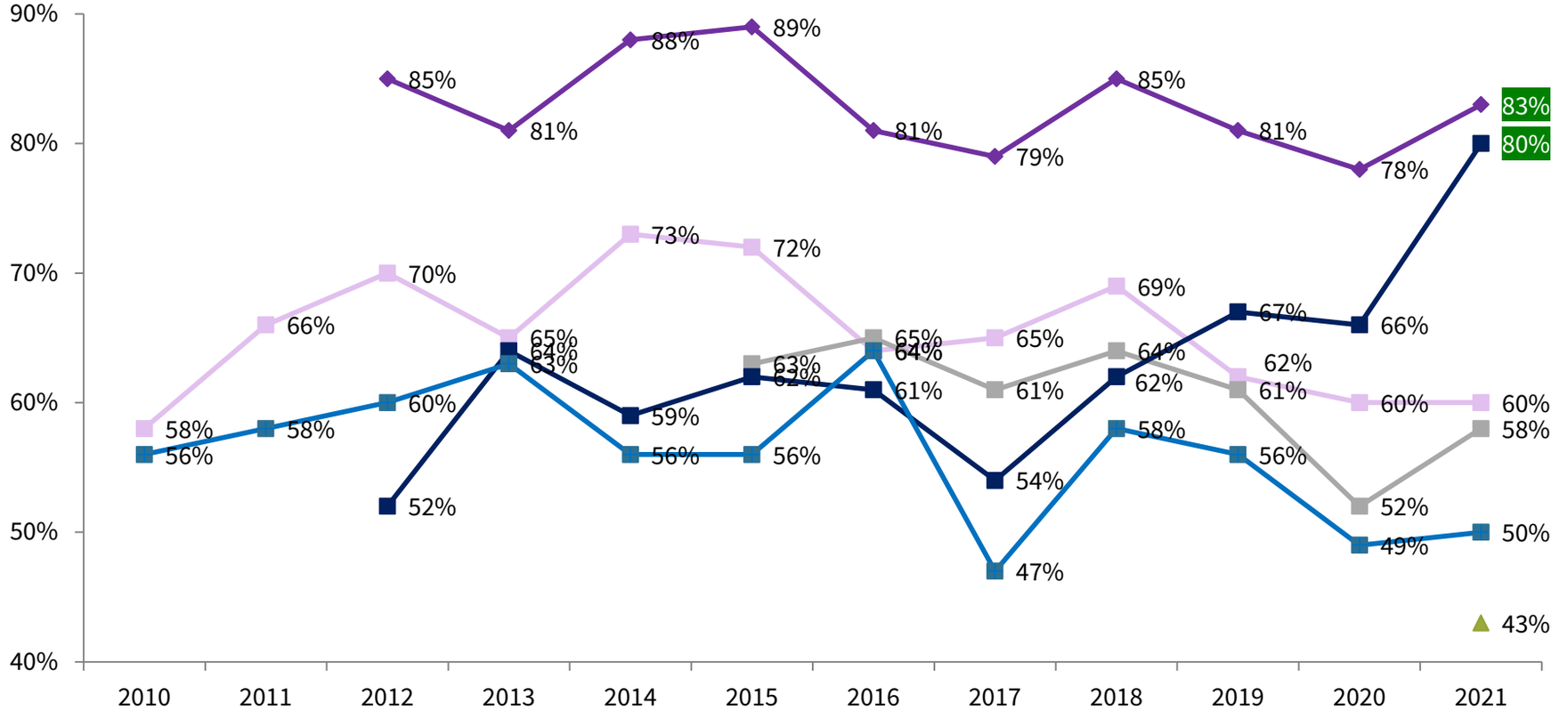
BY AGE AND GENDER (TOTAL VERY SATISFIED AND SATISFIED)

	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over	Male	Female
Public art	79%	88%	78%	77%	80%	73%	87%
Standard of the presentation in the town centre	76%	84%	81%	82%	85%	83%	82%
Control of litter in streets and public places	49%	63%	54%	58%	64%	66%	54%
Availability of on-street parking	49%	60%	49%	55%	63%	57%	58%
Opportunities for disposal of waste and recycling	42%	39%	25%	37%	55% ↑	47%	40%
Animal control	31%	53%	59%	46%	54%	52%	47%

Services Provided by Council

2010 - 2021 TREND

Regarding the services provided by Council, satisfaction ratings for the presentation of the town centre (83% cf. 2020, 78%), public art (80% cf. 2020, 66%), and on-street parking (58% cf. 2020, 52%) have all seen increases since last year. Other measures have remained relatively stable, with opportunities for disposal of waste and recycling a new measure for 2021.



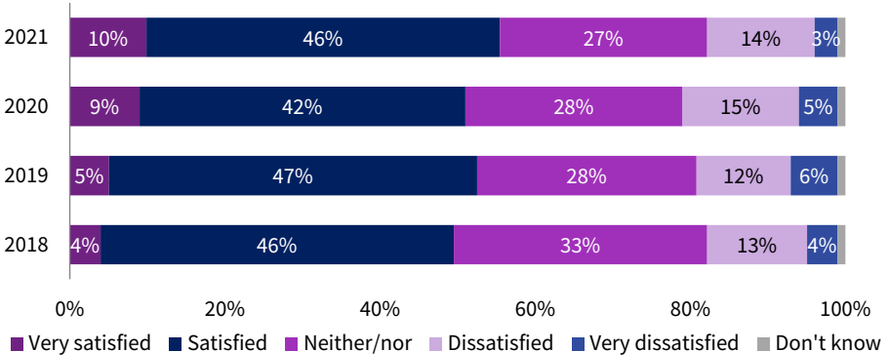
- Standard of the presentation in the town centre
- Control of litter
- On-street parking
- Public art
- Animal control
- Opportunites for disposal of waste and recycling

Travelling around Whanganui - Road Satisfaction

2021 RESULTS

Fifty-six per cent of residents were satisfied (46%) or very satisfied (10%) with the roads in the Whanganui district. A further 27% were neither satisfied nor dissatisfied, 17% were dissatisfied (14%) or very dissatisfied (3%), and 1% were unsure.

2018 - 2021 TREND



AREA DIFFERENCES

While not statistically significant, residents in Aramoho (66%) and Whanganui Central (64%) appeared to have the highest levels of satisfaction with the roads in the Whanganui district.

BY SUBURB

	Aramoho	Castlecliff	Gonville	Bastia Hill / Durie Hill	St Johns Hill / Otamatea	Springvale	Wng Central	Wng East	Blueskin-Maxwell	Marybank et al
Very dissatisfied	6%	8%	3%	0%	1%	0%	1%	1%	2%	0%
Dissatisfied	12%	17%	12%	18%	24%	18%	6%	10%	9%	26%
Neither satisfied nor dissatisfied	16%	29%	38%	24%	17%	23%	28%	29%	29%	24%
Satisfied	62%	36%	38%	48%	43%	47%	53%	46%	51%	42%
Very satisfied	4%	10%	6%	10%	15%	12%	11%	12%	10%	8%
Don't know	0%	0%	3%	0%	0%	0%	1%	1%	0%	0%

BY AGE AND GENDER

	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over
Very dissatisfied	0%	5%	2%	4%	2%
Dissatisfied	23%	7%	17%	15%	13%
Neither satisfied nor dissatisfied	28%	28%	38%	29%	20%
Satisfied	32%	43%	32%	48%	56%
Very satisfied	17%	15%	10%	4%	9%
Don't know	0%	2%	2%	0%	0%

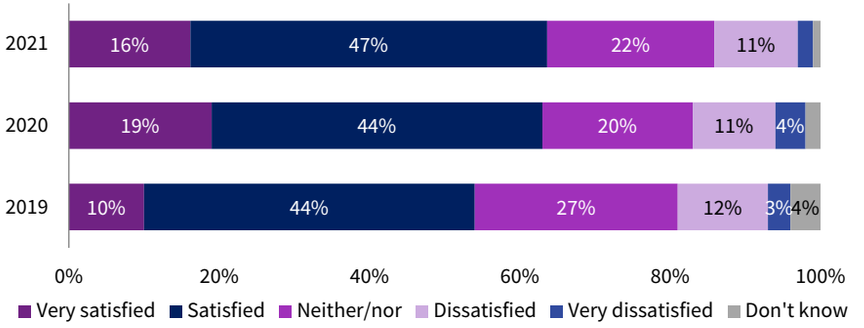
Male	Female
3%	3%
15%	13%
26%	27%
47%	45%
10%	10%
0%	1%

Travelling around Whanganui - Footpath Satisfaction

2021 RESULTS

Sixty-three per cent of residents were satisfied (47%) or very satisfied (16%) with the shared pathways and footpaths in the city. Following this, 22% were neither satisfied nor dissatisfied, a slight increase compared with last year (cf. 2020, 20%). A further 13% were dissatisfied (11%) or very dissatisfied (2%), and 1% were unsure.

2019 - 2021 TREND



AREA DIFFERENCES

Satisfaction with shared pathways and footpaths in the city appeared similar across the suburbs. However, residents in Gonville (20%), Springvale (22%), and Whanganui Central (18%) appeared to have higher levels of dissatisfaction with the shared footpaths in the district.

BY SUBURB

	Aramoho	Castlecliff	Gonville	Bastia Hill / Durie Hill	St Johns Hill / Otamatea	Springvale	Wng Central	Wng East	Blueskin-Maxwell	Marybank et al
Very dissatisfied	0%	5%	3%	4%	2%	0%	5%	1%	0%	0%
Dissatisfied	4%	9%	17%	12%	7%	22%	13%	12%	13%	5%
Neither satisfied nor dissatisfied	28%	15%	15%	28%	19%	20%	19%	32%	18%	38%
Satisfied	55%	58%	51%	39%	45%	42%	54%	27%	55%	35%
Very satisfied	9%	12%	15%	14%	24%	16%	9%	26%	11%	22%
Don't know	3%	1%	0%	3%	2%	0%	0%	1%	2%	0%

BY AGE AND GENDER

	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over
Very dissatisfied	0%	5%	2%	4%	1%
Dissatisfied	3%	14%	15%	12%	11%
Neither satisfied nor dissatisfied	21%	16%	18%	26%	24%
Satisfied	62%	43%	51%	45%	44%
Very satisfied	14%	22%	15%	11%	17%
Don't know	0%	0%	0%	2%	2%

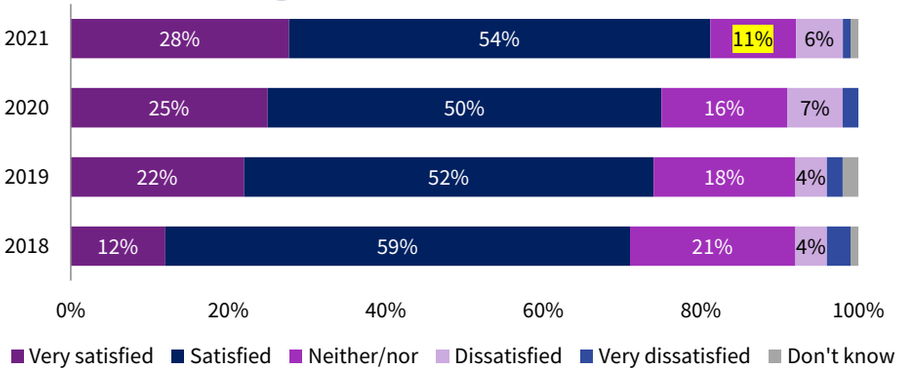
Male	Female
1%	3%
11%	11%
18%	26%
50%	45%
19%	13%
1%	1%

Travelling around Whanganui - Getting Around

2021 RESULTS

Eighty-two per cent of residents were satisfied (54%) or very satisfied (28%) with how easy it was to get around Whanganui. Satisfaction with this measure has grown consistently over the past three years. A further 11% were neither satisfied nor dissatisfied, and 7% were dissatisfied (6%) or very dissatisfied (1%).

2018 - 2021 TREND



AREA DIFFERENCES

Satisfaction with how easy it was to get around Whanganui appeared similar across the suburbs. However, residents in Bastia Hill/Durie Hill (16%) appeared to have higher levels of dissatisfaction with the getting around Whanganui.

BY SUBURB

	Aramoho	Castlecliff	Gonville	Bastia Hill / Durie Hill	St Johns Hill / Otamatea	Springvale	Wng Central	Wng East	Blueskin-Maxwell	Marybank et al
Very dissatisfied	0%	0%	0%	0%	3%	0%	1%	0%	0%	4%
Dissatisfied	1%	8%	6%	16%	6%	2%	1%	7%	11%	8%
Neither satisfied nor dissatisfied	12%	9%	8%	11%	12%	14%	7%	13%	24%	6%
Satisfied	62%	58%	55%	61%	49%	65%	54%	39%	51%	61%
Very satisfied	25%	24%	25%	12%	30%	19%	38%	41%	14%	20%
Don't know	0%	0%	6%	0%	0%	0%	0%	0%	0%	0%

BY AGE AND GENDER

	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over
Very dissatisfied	0%	0%	2%	0%	1%
Dissatisfied	7%	5%	10%	6%	4%
Neither satisfied nor dissatisfied	17%	7%	13%	10%	11%
Satisfied	45%	57%	51%	60%	53%
Very satisfied	24%	32%	25%	23%	31%
Don't know	7%	0%	0%	0%	0%

Male	Female
0%	1%
5%	7%
8%	14%
56%	52%
29%	26%
2%	0%

Additional Comments About Travelling Around

2021 RESULTS

In a new question for 2021, residents were asked if they had any other comments about travelling around Whanganui. A total of 440 residents provided an additional comment about travelling around. Thirty-six per cent of respondents thought that there were no real issues with travelling around the district. Eleven per cent of respondents talked about poor maintenance and repairs being needed, 10% (each) noted congestion and footpaths need improving, 8% (each) talked about traffic light issues and/or provided a positive comment about traveling around. At a lower level 6% noted the dangerous interactions between road users, 5% noted poor roading layout/design, 4% (each) commented on roadworks and/or public transport, while 3% (each) talked about parking issues and/or noted that they would prefer a roundabout (to traffic lights). Two per cent of respondents noted that they needed more cycleways.

COMMENTS ABOUT TRAVELLING AROUND WHANGANUI

36% No issues

11% Poor maintenance/repairs

10% Congestion

10% Footpaths need improving

8% Traffic light issues (phasing/too many)

8% Positive comment re travelling around

6% Dangerous interaction between road users

5% Poor layout/design

4% Road works

4% Public transport

3% Parking issue

3% Prefer roundabout

2% More cycleways

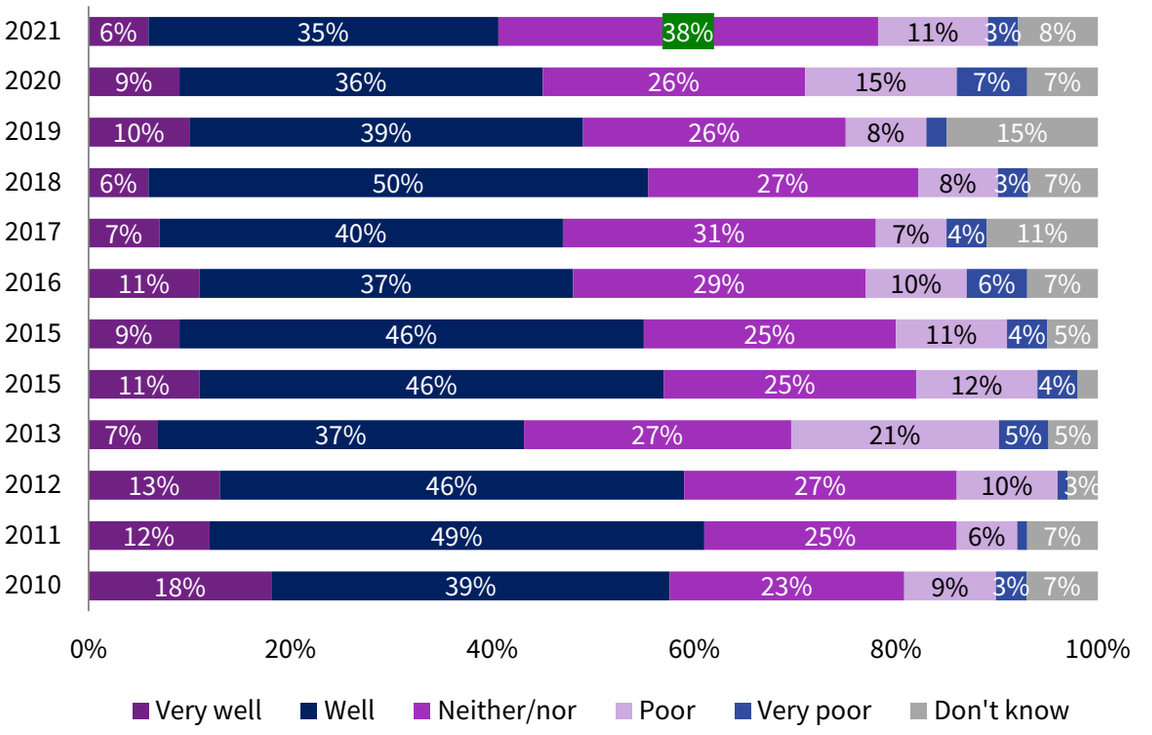
Performance of Council

Council Response to Community Needs and Issues

2021 RESULTS

Forty-one per cent of residents felt Council responded to community needs and issues well (35%) or very well (6%). This measure has declined steadily since 2018. A further 38% of residents felt Council responded neither well nor poorly, while 14% felt it was poor (11%) or very poor (3%). There has been a decrease in the proportion of residents who felt Council's response was poor or very poor since last year (cf. 2020, 22%) and an increase in the proportion of residents who felt Council responded neither well nor poorly (cf. 2020, 26%).

2010 - 2021 TREND



BY AGE AND GENDER

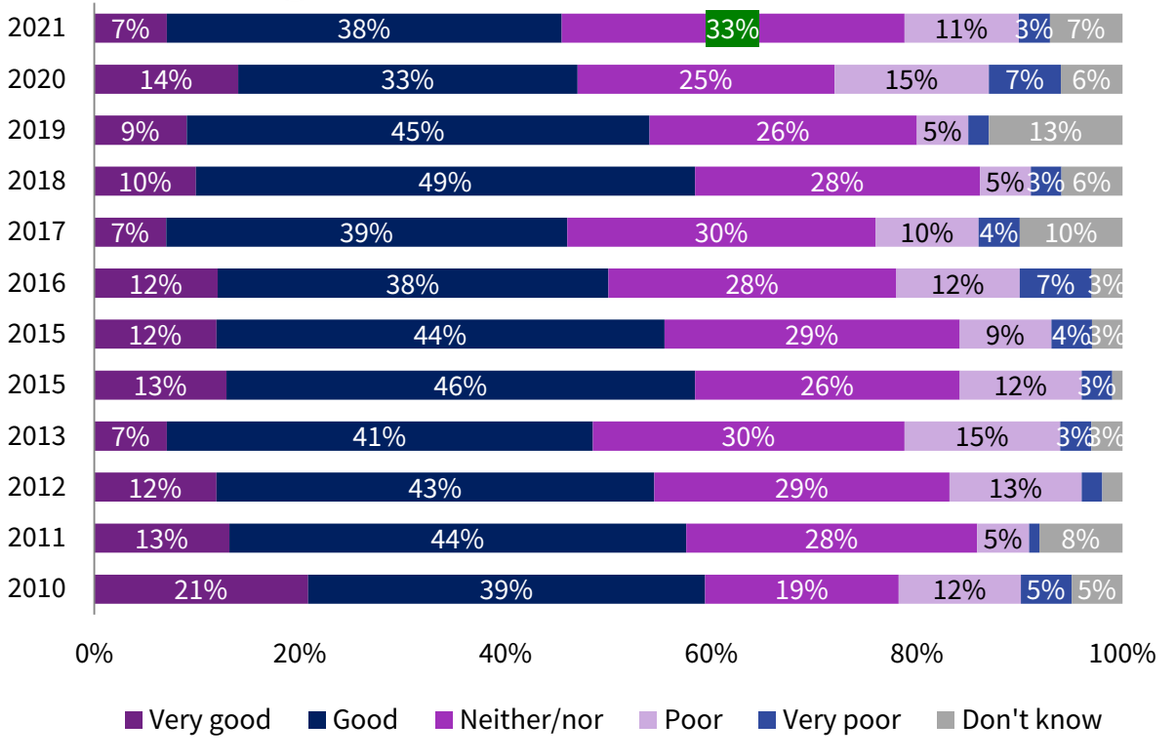
	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over	Male	Female
Very well	7%	5%	0%	5%	8%	7%	5%
Well	24%	33%	33%	31%	42%	34%	36%
Neither well nor poorly	38%	45%	43%	40%	32%	39%	37%
Poorly	10%	10%	5%	14%	10%	11%	10%
Very poorly	0%	5%	8%	4%	2%	3%	4%
Don't know	20%	2%	11%	7%	6%	6%	9%

Performance of Mayor and Councillors

2021 RESULTS

Forty-five per cent of residents felt the performance of the Mayor and Councillors was good (38%) or very good (7%). This measure has declined consistently since 2018, and is now similar to results seen in 2017. Thirty-three per cent of residents felt the performance was neither good nor poor, while 14% felt it was poor (11%) or very poor (3%), which is a decrease compared with last year (cf. 2020, 15% and 7% respectively).

2010 - 2021 TREND



BY AGE AND GENDER

	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over	Male	Female
Very good	0%	2%	8%	6%	12%	4%	10%
Good	31%	37%	34%	35%	44%	43%	34%
Neither good nor poor	38%	38%	38%	32%	29%	33%	33%
Poor	14%	17%	4%	13%	9%	11%	11%
Very poor	0%	2%	5%	5%	3%	2%	4%
Don't know	17%	5%	11%	8%	4%	7%	8%

Reasons for Performance Rating

2021 RESULTS

In a new question for 2021, residents were asked why they rated the Mayor and Councillor's performance the way they did. A net total of 45% of people provided a positive comment with the leading reason being that they are doing a good job, that they have no problems with Council, and that they act in the best interests of Whanganui. A net total of 43% of respondents provided a negative comment, with the leading reasons relating to wasting money, the need to do more for Whanganui, and focusing on the wrong things.

REASONS FOR POSITIVE RATING

22% Doing a good job

12% Okay/No problems

9% Act in the best interests of Whanganui

9% I like the Mayor

6% Takes feedback/consults well

5% Has a hard environment to work in

4% Proactive/take action

4% Whanganui is thriving

2% Lots of events in the area/ things to do

1% Good planning

REASONS FOR NEGATIVE RATING

14% Wasting money

14% Don't do anything/could do more

13% Focus on the wrong things

10% Never hear from them

8% Don't see them around

8% Dislike the Mayor

7% Mixed performance/some good and some poor

4% Too slow to make progress

4% Don't follow through with promises

4% Unprofessional/poor behaviour

Contacting Council

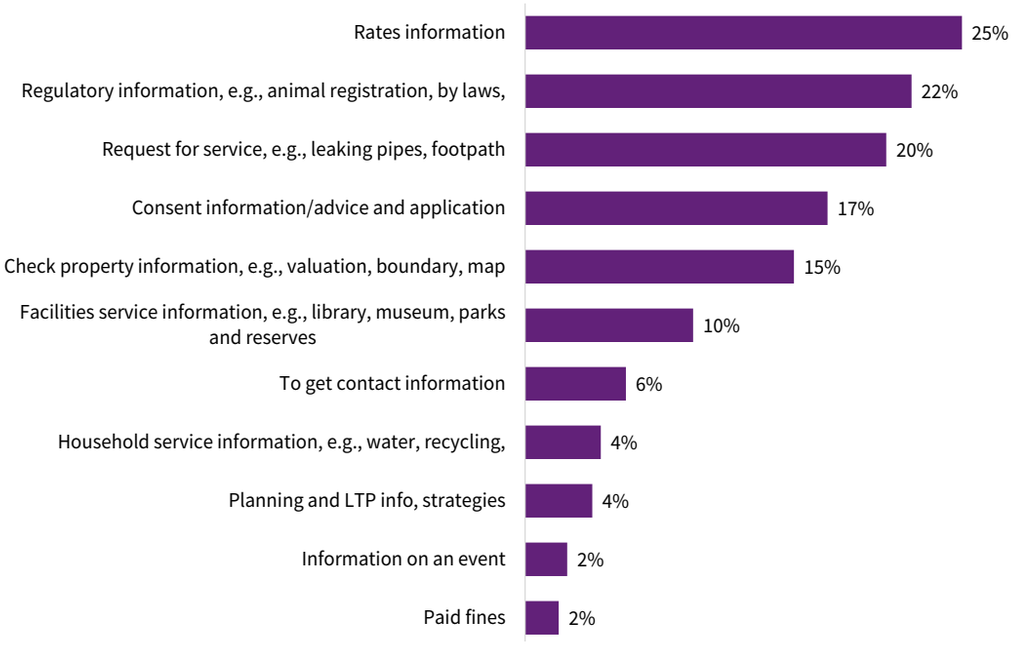
2021 RESULTS

A total of 37% of residents had contacted a council staff member in the past 12 months.

In a new question for 2021, residents were asked why they had contacted Council in the past 12 months.

The most common reason for contacting council staff related to rates information (25%), followed by regulatory inquiries (22%), requests for service (20%), and consent information, advice or applications (17%).

BY RESIDENTS



AREA DIFFERENCES

Residents in Bastia Hill/Durie Hill were more likely to have contacted a council staff member in the past 12 months (63%). This is followed by residents in Whanganui East (43%) and Aramoho (40%).

BY SUBURB

	Aramoho	Castlecliff	Gonville	Bastia Hill / Durie Hill	St Johns Hill / Otamatea	Springvale	Wng Central	Wng East	Blueskin-Maxwell	Marybank et al
Have contacted Council	40%	29%	35%	63%	39%	20%	35%	43%	39%	37%
Have not contacted Council	56%	66%	64%	37%	61%	74%	63%	56%	61%	55%
Unsure/can't recall	4%	4%	1%	0%	0%	6%	2%	1%	0%	8%

BY AGE AND GENDER

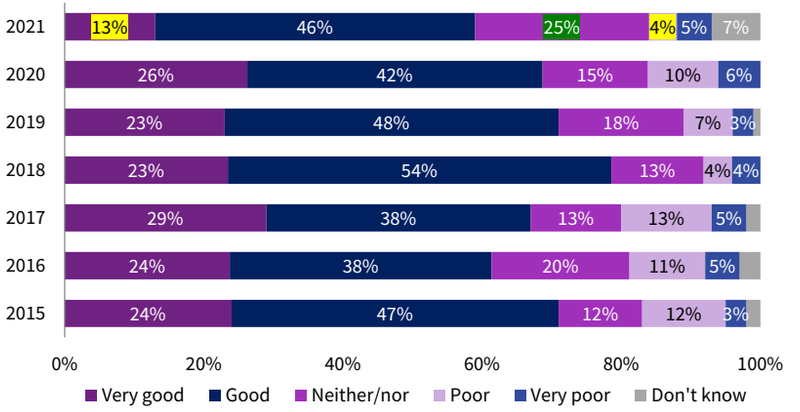
	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over	Male	Female
Have contacted Council	7%	36%	28%	45%	45%	38%	36%
Have not contacted Council	86%	62%	70%	52%	54%	61%	61%
Unsure/can't recall	7%	2%	2%	3%	1%	1%	3%

Performance of Council Staff

2021 RESULTS

Of those residents who have had contact with a council staff member, 59% rated the performance of Council's staff as good (46%) or very good (13%). Twenty-five per cent felt the performance was neither good nor poor, while 9% rated it as poor (4%) or very poor (5%).

2015 - 2021 TREND



AREA DIFFERENCES

Residents living in Gonville were more likely to have felt the performance of Council staff was poor (15%) compared to other areas. While not statistically significant, residents in Bastia Hill/Durie Hill (63%), Whanganui East (63%), and Whanganui Central (60%) appeared to rate the performance of Council's staff more highly.

BY SUBURB

	Aramoho	Castlecliff	Gonville	Bastia Hill / Durie Hill	St Johns Hill / Otamatea	Springvale	Wng Central	Wng East	Blueskin-Maxwell	Marybank et al
Very good	12%	10%	11%	28%	15%	38%	13%	13%	11%	7%
Good	39%	49%	45%	55%	38%	17%	47%	50%	60%	59%
Neither good nor poor	25%	26%	21%	13%	29%	45%	33%	25%	10%	14%
Poor	0%	5%	15% ↑	0%	2%	0%	1%	4%	3%	3%
Very poor	15%	5%	4%	4%	4%	0%	1%	0%	12%	0%
Don't know	9%	5%	5%	0%	11%	0%	5%	7%	4%	16%

BY AGE AND GENDER

	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over	Male	Female
Very good	0%	4%	0%	16%	20% ↑	8% ↓	19% ↑
Good	41%	65%	65%	43%	41%	47%	45%
Neither good nor poor	59% ↑	18%	13%	22%	20%	33% ↑	17% ↓
Poor	0%	9%	0%	3%	5%	4%	5%
Very poor	0%	4%	9%	11%	2%	6%	3%
Don't know	0%	0%	13%	4%	11% ↑	2% ↓	11% ↑

Access to Information

Accessing Information

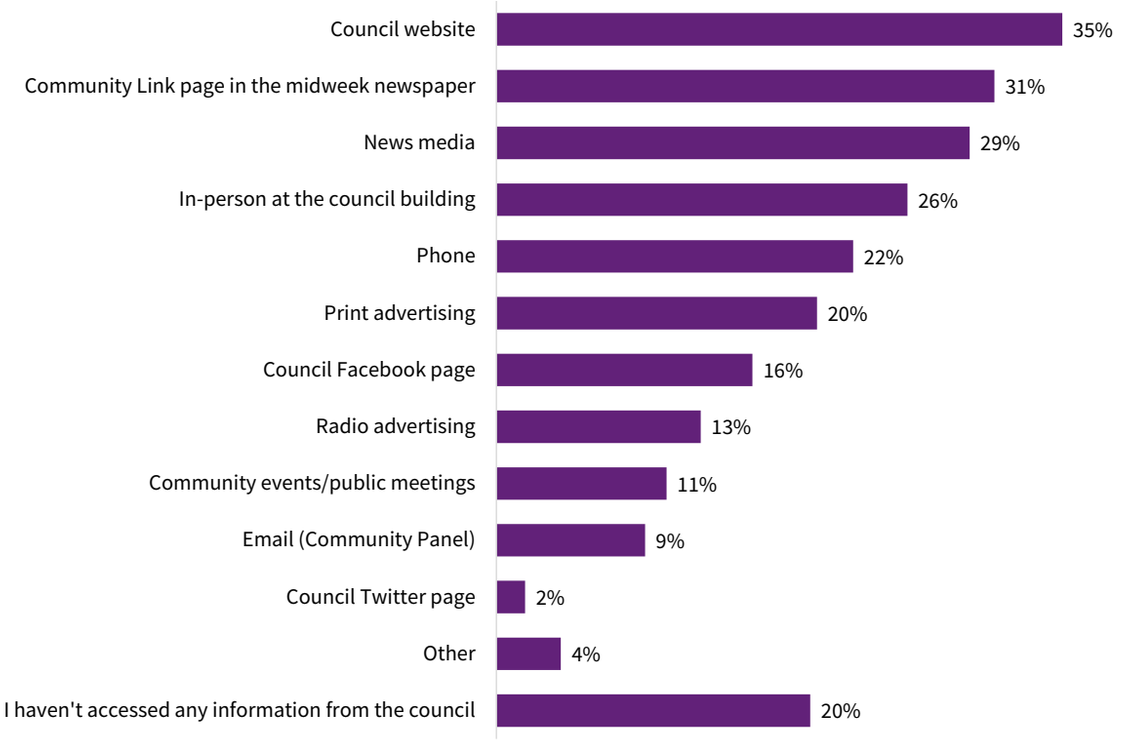
2021 RESULTS

In a new question for 2021, residents were asked to state the ways they had accessed or obtained information from Council in the past 12 months.

Thirty-five per cent of residents had accessed information on Council's website, while 31% had accessed information in the Community Link page of the midweek paper. Following this, 29% had accessed information in news media, 26% had been to Council's building, 22% had phoned Council, and 20% had seen print advertising.

Twenty per cent of residents had not accessed any information from Council in the past 12 months.

BY RESIDENTS



Accessing Information

BY SUBURB

	Aramoho	Castlecliff	Gonville	Bastia Hill / Durie Hill	St Johns Hill / Otamatea	Springvale	Wng Central	Wng East	Blueskin-Maxwell	Marybank et al
Council website	37%	33%	38%	70% ↑	34%	24%	33%	26%	40%	38%
Community Link page in the midweek newspaper	36%	16%	22%	43%	39%	28%	39%	34%	22%	36%
News media	31%	25%	35%	54%	28%	19%	42%	14%	32%	21%
In-person at the council building	25%	30%	28%	39%	17%	23%	19%	21%	28%	45%
Phone	23%	31%	31%	38%	18%	16%	15%	20%	18%	8%
Print advertising	26%	16%	18%	34%	19%	14%	20%	28%	8%	12%
Council Facebook page	22%	14%	20%	34%	8%	6%	13%	14%	13%	28%
Radio advertising	3%	18%	15%	27%	19%	10%	11%	9%	14%	3%
Community events/public meetings	16%	10%	7%	17%	15%	6%	17%	3%	7%	6%
Email (Community Panel)	3%	10%	8%	18%	17%	6%	14%	5%	10%	2%
Council Twitter page	0%	0%	0%	13%	8%	3%	1%	0%	0%	0%
Other	4%	5%	7%	2%	3%	7%	4%	2%	3%	0%
I haven't accessed any information from the council	14%	19%	17%	5%	18%	35%	26%	22%	19%	7%

Accessing Information

BY AGE AND GENDER

	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over	Male	Female
Council website	7% ↓	41%	43%	47%	32%	38%	33%
Community Link page in the midweek newspaper	14%	5% ↓	16%	36%	51% ↑	28%	34%
News media	25%	19%	27%	21%	42% ↑	30%	29%
In-person at the council building	7%	19%	18%	29%	35% ↑	23%	27%
Phone	3%	21%	21%	27%	27%	16%	27%
Print advertising	10%	12%	13%	21%	28% ↑	20%	20%
Council Facebook page	3%	26%	16%	20%	13%	11%	20%
Radio advertising	3%	22%	9%	10%	14%	15%	11%
Community events/public meetings	10%	7%	5%	10%	14%	11%	10%
Email (Community Panel)	0%	12%	5%	8%	13%	9%	9%
Council Twitter page	0%	5%	0%	3%	1%	3%	1%
Other	0%	2%	5%	7%	4%	5%	3%
I haven't accessed any information from the council	42%	23%	28%	12%	12% ↓	21%	18%

Reasons for Accessing Website

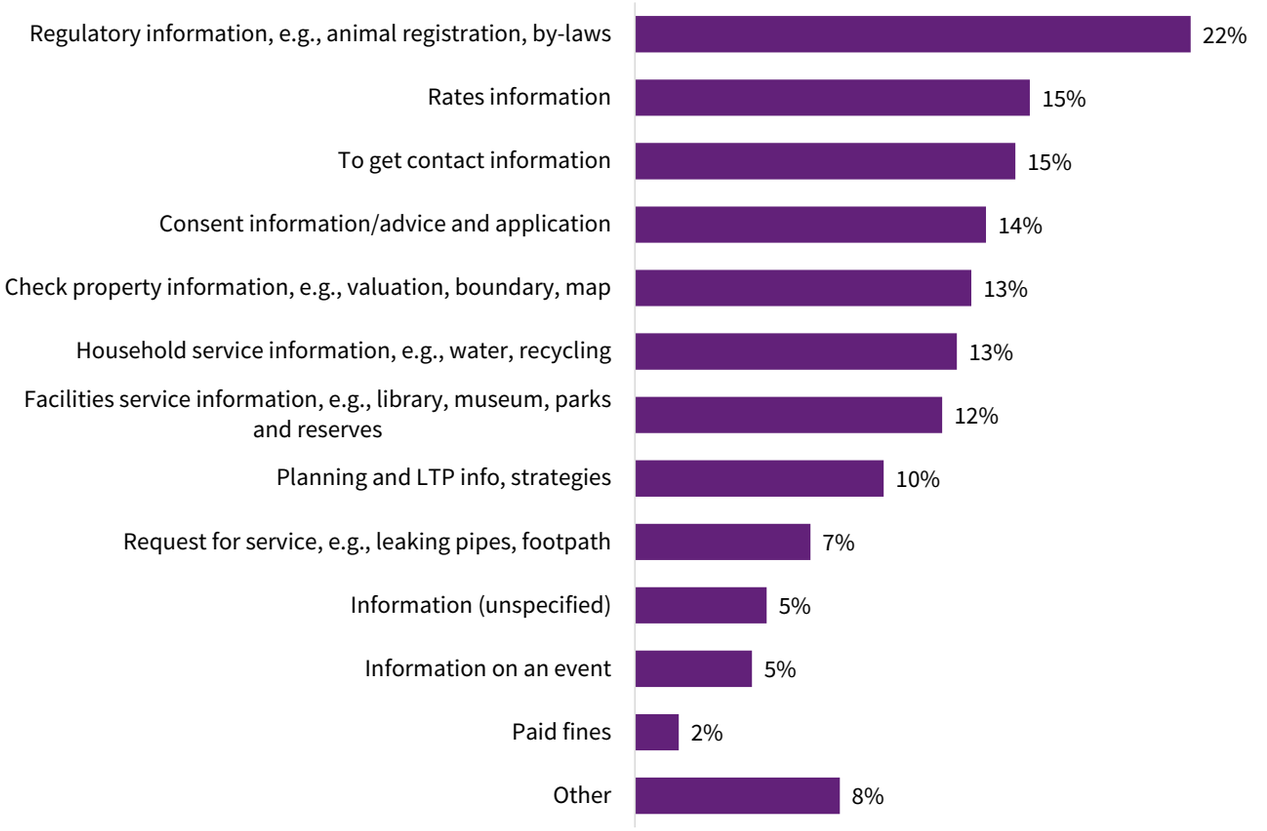
2021 RESULTS

In a new question for 2021, residents were asked the reasons they had accessed Council's website.

Twenty-two per cent had accessed the website for regulatory information, while 15% had accessed the website for rates information, and 15% had accessed it for contact information.

This was followed by consent information (14%), to check property information (13%), and household service information (13%).

BY RESIDENTS



Reasons for Accessing Website

BY AGE AND GENDER

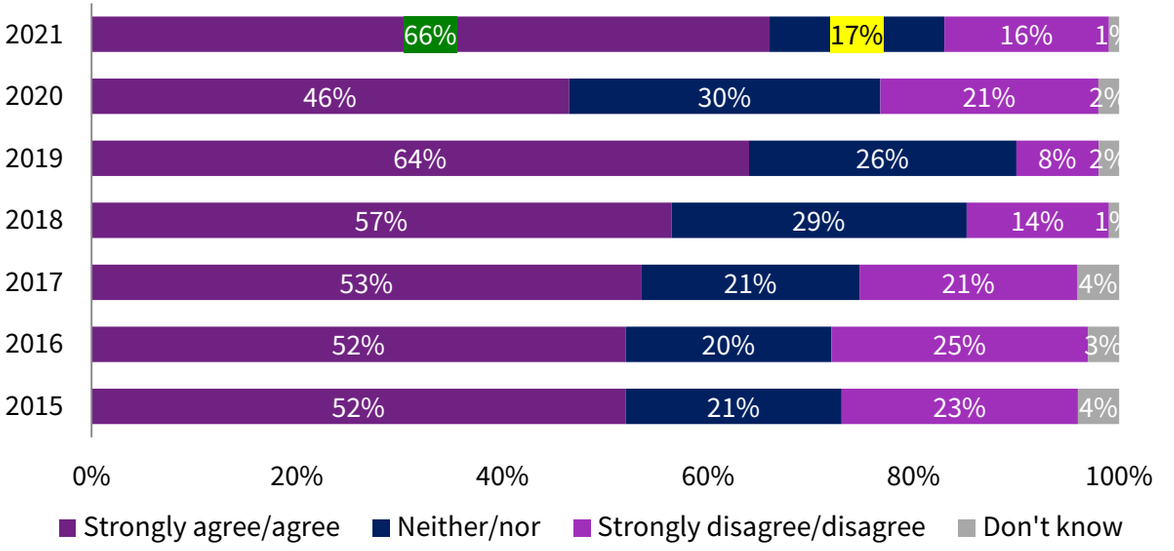
	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over	Male	Female
Regulatory information, e.g., animal registration, by-laws	0%	50%	32%	20%	18%	18%	24%
Rates information	0%	33%	21%	7%	16%	17%	15%
To get contact information	0%	0%	26%	32%	8%	18%	13%
Consent information/advice and application	0%	25%	11%	15%	13%	14%	14%
Check property information, e.g., valuation, boundary, map	50%	8%	11%	22%	10%	15%	12%
Household service information, e.g., water, recycling	50%	17%	5%	15%	12%	14%	12%
Facilities service information, e.g., library, museum, parks and reserves	0%	17%	11%	7%	14%	17%	9%
Planning and LTP info, strategies	0%	0%	0%	15%	11%	9%	10%
Request for service, e.g., leaking pipes, footpath	0%	0%	0%	7%	9%	8%	6%
Information (unspecified)	50%	8%	5%	2%	5%	6%	5%
Information on an event	0%	8%	5%	2%	5%	5%	5%
Paid fines	0%	0%	0%	0%	3%	3%	1%
Other	0%	0%	5%	2%	12%	9%	7%

Ease of Website Navigation

2021 RESULTS

Of those who have used Council's website in the past 12 months, 66% agreed or strongly agreed that the website was easy to navigate. This result is an increase on last year's result (cf. 2020, 46%) and is similar to the result seen in 2019.

2015 - 2021 TREND



BY AGE AND GENDER

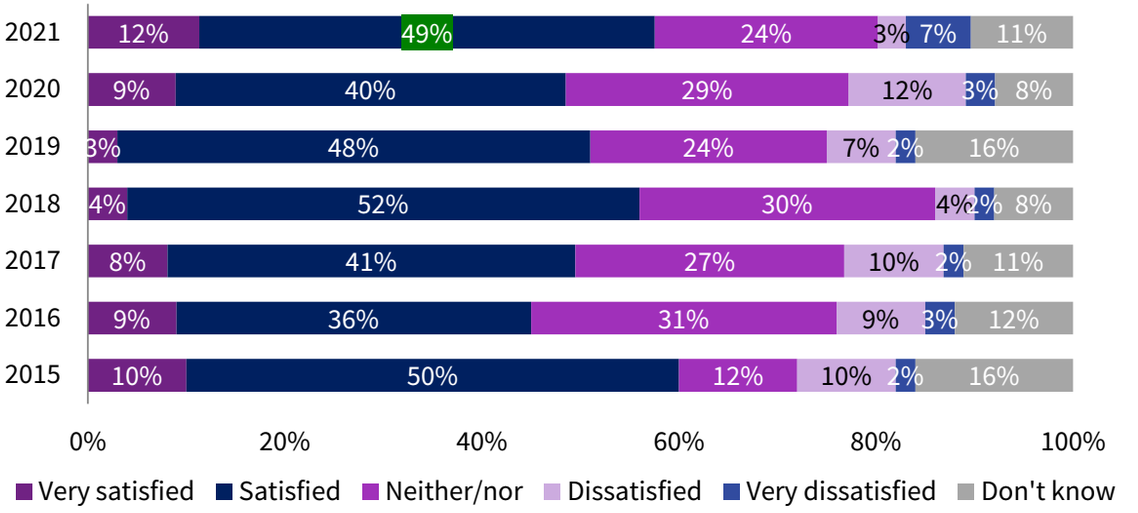
	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over	Male	Female
Strongly agree / agree	100%	88%	64%	52%	66%	66%	67%
Neither agree nor disagree	0%	0%	17%	26%	20%	15%	19%
Strongly disagree / disagree	0%	12%	19%	22%	13%	19%	13%
Don't know	0%	0%	0%	0%	2%	0%	1%

Access to Information

2021 RESULTS

Sixty-one per cent of residents were satisfied (49%) or very satisfied (12%) with the ease of access to Council information. Following this, 24% were neither satisfied nor dissatisfied, while 10% were dissatisfied (3%) or very dissatisfied (7%). This year saw an increase in satisfaction from last year's result (cf. 2020, 49%) and a decrease in total dissatisfaction (cf. 2020, 15%)

2015 - 2021 TREND



BY AGE AND GENDER

	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over	Male	Female
Very dissatisfied	0%	0%	2%	2%	2%	1%	1%
Dissatisfied	0%	2%	5%	2%	4%	3%	3%
Neither satisfied nor dissatisfied	18%	31%	31%	28%	20%	22%	26%
Satisfied	62%	28%	46%	49%	54%	53%	45%
Very satisfied	7%	27%	4%	11%	10%	11%	13%
Don't know	14%	12%	14%	8%	10%	9%	12%

Reasons for Access Rating

2021 RESULTS

In a new question for 2021, residents were asked why they provided the rating to information access as they had. A net total of 55% of residents provided a positive comment with the leading reason being that they felt their ability to access information was good and there were no problems with accessing information (43%). This was followed by information being easy to find (21%), the website being easy to navigate (12%), and staff being helpful (11%) and polite (9%).

A net total of 15% of residents provided negative comments with the main reason being that the information was hard to find (13%). This was followed by Council being slow to respond (3%), and not returning calls (2%).

A total of 14% of residents stated that they didn't need information from Council and a further 7% were either unsure (3%) or didn't feel that they could respond to the question (4%).

REASONS FOR POSITIVE RATING

43% Good/no issues/positive response

21% Easy to find information

12% Website is easy to navigate

11% Staff were helpful

9% Staff were friendly

9% Lots of ways to get information

5% Information was clear

4% Information was helpful

3% Quick/efficient responses

REASONS FOR NEGATIVE RATING

13% Hard to find information

3% Slow to respond

2% Didn't return calls

OTHER RESPONSES

14% I don't need information from Council

4% No response/NA

3% Don't know

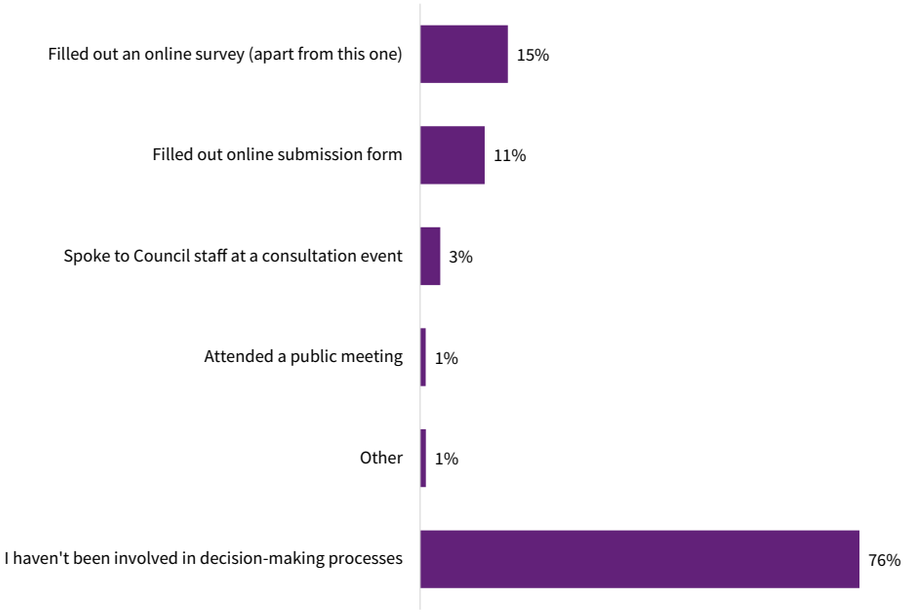
Involvement in Decision Making

2021 RESULTS

In a new question for 2021, residents were asked how they had been involved in Council's decision making processes.

Twenty-four per cent of residents indicated that they had been involved in Council's decision making processes. Within this, the most common way of engaging was completing an online survey (15%) or filling out an online submission form (11%).

BY RESIDENTS



AREA DIFFERENCES

Residents in Bastia Hill/Durie Hill were more likely to have been involved in decision making processes (59% had engaged with the decision making processes). Those in Blueskin-Maxwell were the least likely to have engaged (7% had engaged, while 93% had not).

BY SUBURB

	Aramoho	Castlecliff	Gonville	Bastia Hill / Durie Hill	St Johns Hill / Otamatea	Springvale	Wng Central	Wng East	Blueskin-Maxwell	Marybank et al
Filled out an online survey (apart from this one)	24%	3%	14%	48% ↑	10%	11%	17%	8%	7%	19%
Filled out online submission form	25%	0%	3%	19%	30%	3%	25%	6%	0%	0%
Spoke to Council staff at a consultation event	0%	13%	0%	4%	23% ↑	2%	1%	0%	0%	5%
Attended a public meeting	0%	0%	2%	0%	5%	2%	0%	1%	0%	0%
Other	3%	0%	0%	7%	0%	0%	0%	2%	0%	0%
I haven't been involved in decision-making processes	66%	84%	86%	41% ↓	63%	85%	70%	84%	93%	76%

Involvement in Decision Making

BY AGE AND GENDER

	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over	Male	Female
Filled out an online survey (apart from this one)	8%	14%	15%	16%	18%	14%	17%
Filled out online submission form	0%	15%	4%	17%	9%	14%	9%
Spoke to Council staff at a consultation event	0%	6%	0%	4%	3%	6%	1%
Attended a public meeting	0%	0%	0%	0%	4% ↑	1%	1%
Other	0%	0%	2%	1%	2%	1%	1%
I haven't been involved in decision-making processes	92%	77%	81%	71%	74%	74%	78%

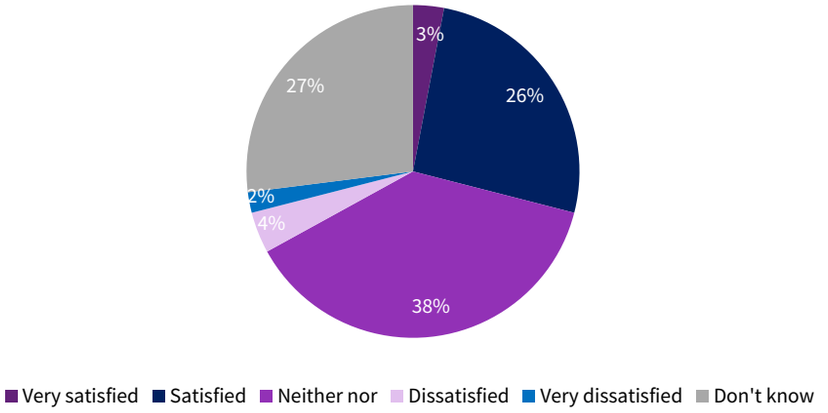
Satisfaction with Involvement in Decision Making

2021 RESULTS

In a new question for 2021, residents were asked how satisfied they were with their ability to be involved in Council's decision making processes.

With this, 29% were satisfied (26%) or very satisfied (3%) with their ability to be involved, 38% were neither satisfied nor dissatisfied, and only 6% were dissatisfied (4%) or very dissatisfied (2%). A total of 27% of residents were unsure how to respond.

BY RESIDENTS



REASONS FOR DISSATISFACTION

Residents who indicated that they were dissatisfied with their involvement in decision making (n=15 people), were asked why they were dissatisfied. The main themes being that they felt Council didn't listen to residents (53%) or that the community needs to have more say in decision making (20%). A further 27% of residents made a comment of another kind.

BY SUBURB

	Aramoho	Castlecliff	Gonville	Bastia Hill / Durie Hill	St Johns Hill / Otamatea	Springvale	Wng Central	Wng East	Blueskin-Maxwell	Marybank et al
Very dissatisfied	0%	0%	2%	12%	0%	6%	2%	0%	3%	0%
Dissatisfied	0%	0%	7%	6%	0%	11%	1%	7%	0%	0%
Neither satisfied nor dissatisfied	48%	60%	34%	26%	40%	31%	44%	28%	36%	46%
Satisfied	37%	27%	22%	45%	34%	20%	19%	26%	13%	22%
Very satisfied	0%	0%	1%	0%	2%	0%	1%	13% ↑	0%	2%
Don't know	14%	13%	33%	11%	23%	32%	33%	27%	48%	30%

Satisfaction with Involvement in Decision Making

BY AGE AND GENDER

	18 to 29 years	30 to 39 years	40 to 49 years	50 to 59 years	60 years or over	Male	Female
Very dissatisfied	8%	0%	0%	1%	5%	3%	2%
Dissatisfied	0%	6%	6%	2%	4%	3%	5%
Neither satisfied nor dissatisfied	34%	44%	30%	39%	36%	40%	37%
Satisfied	16%	29%	19%	25%	30%	22%	29%
Very satisfied	0%	6%	0%	1%	4%	4%	2%
Don't know	42%	15%	45%	31%	21%	29%	26%

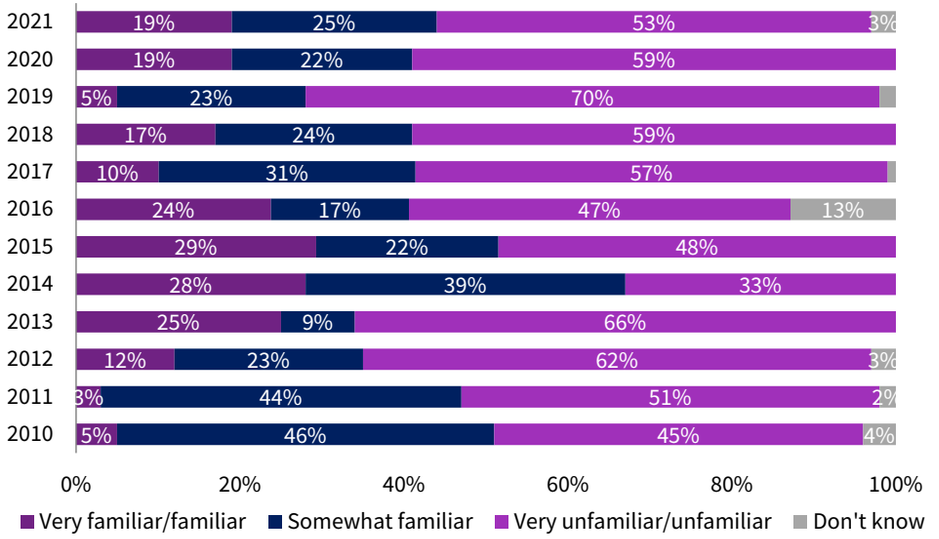
Rural Community Board

Familiarity with the Rural Community Board

2010 - 2021 TREND

Sixty-four per cent of rural residents know of, or have heard about the Rural Community Board.

Of those rural residents, familiarity with the Rural Community Board's role and activities is similar to that of 2020 (19% cf. 2020, 19%).



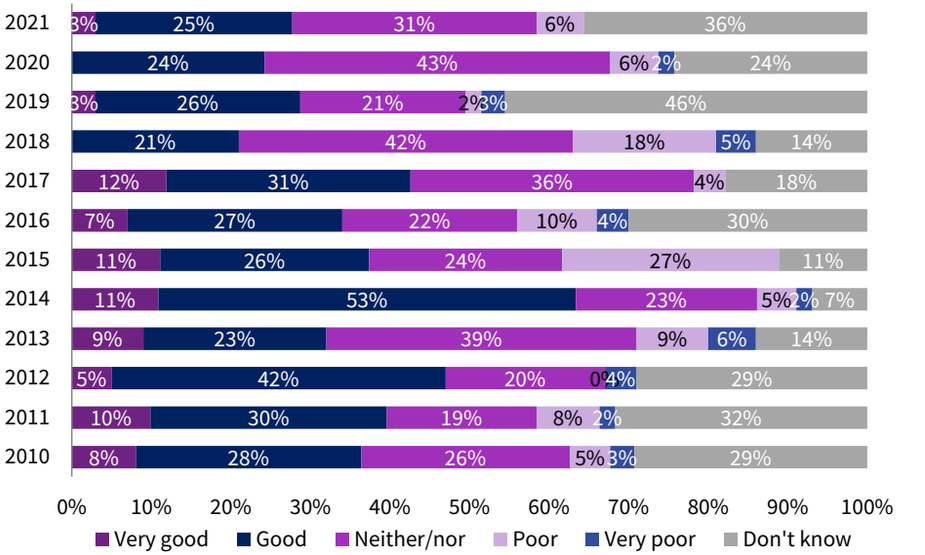
BY PROPERTY SIZE

	Less than two hectares	Between 2 and 10 hectares	10 or more hectares
Awareness	50%	80%	73%
Very familiar/familiar	40%	0%	9%
Somewhat familiar	7%	30%	45%
Very unfamiliar/unfamiliar	47%	70%	45%
Don't know	7%	0%	0%

Performance of the Rural Community Board

2010 - 2021 TREND

Following this, 28% of those rural residents thought the performance of the Rural Community Board was good (25%) or very good (3%). A further 31% stated it was neither good nor poor, and 6% thought it was poor. Thirty-six per cent of those rural residents were unsure how to answer this question.



	Less than two hectares	Between 2 and 10 hectares	10 or more hectares
Very good/good	40%	10%	27%
Neither good nor poor	20%	40%	36%
Very poor/poor	0%	10%	9%
Don't know	40%	40%	27%

Appendix

Appendix: Questionnaire

9) For each of the following places please indicate if you feel safe all of the time, most of the time, some of the time, seldom, or never.*

	All of the time	Most of the time	Some of the time	Seldom	Never	Don't know
Do you feel safe in the Central Business District during the day time...	( )	( )	( )	( )	( )	( )
Do you feel safe in the Central Business District in the evening...	( )	( )	( )	( )	( )	( )
Do you feel safe in your home during the day time...	( )	( )	( )	( )	( )	( )
Do you feel safe in your home during the evening...	( )	( )	( )	( )	( )	( )

Logic: Hidden unless: (((Question "Do you feel safe in the Central Business District during the day time..." is one of the following answers ("Seldom","Never") OR Question "Do you feel safe in the Central Business District in the evening..." is one of the following answers ("Seldom","Never")) OR Question "Do you feel safe in your home during the day time..." is one of the following answers ("Seldom","Never")) OR Question "Do you feel safe in your home during the evening..." is one of the following answers ("Seldom","Never"))

10) You mentioned that you feel less safe in some places than others, what is it about these places that makes you feel unsafe?

Multiple answers allowed*

( ) Aggressive youth / street kids
( ) People in general loitering around
( ) You don't know what might happen
( ) Gangs
( ) Less people around / isolated
( ) Some experience with an attack / media report of an attack
( ) Potential for violence
( ) I don't go out at night anyway
( ) Drunk people
( ) Hoons / boy racers
( ) Poorly lit areas
( ) Other, please specify: _____*

Logic: Show/hide trigger exists.

11) When you go away from home, either on holiday or out for the day, do you think your property is safe...*

( ) All of the time
( ) Most of the time
( ) Some of the time
( ) Seldom
( ) Never
( ) Don't know

Logic: Hidden unless: #11 Question "When you go away from home, either on holiday or out for the day, do you think your property is safe..." is one of the following answers ("Seldom","Never")

12) Why do you feel your property is unsafe?*

_____
_____
_____
_____

4. Wellbeing and Belonging

13) The next questions are about your feelings of wellbeing and belonging.

Wellbeing is a broad term used to describe feelings of being happy, healthy and prosperous. With this in mind how would you rate your current level of wellbeing? Would you say that it is...

A high level of wellbeing might include feeling good, enjoying life and having a positive outlook on the future.*

( ) Very low
( ) Low
( ) Moderate
( ) High
( ) Very high
( ) Don't know
( ) Prefer not to answer

13a) A strong sense of belonging means feeling that you are part of a community/ With this in mind how would you rate your current sense of belonging? Would you say that it is...

If needed: this is marked by plenty of social interactions with friends, family and neighbours. It includes feeling that you have something to contribute to society, that you have interests that keep you busy and that you are content with where you live.

( ) Very weak
( ) Weak
( ) Moderate
( ) Strong
( ) Very strong
( ) Don't know
( ) Prefer not to answer

14) Now, talking specifically about your neighbourhood, how strongly do you agree with the following statement: I feel a sense of pride with how my neighbourhood looks and feels?*

( ) Strongly agree
( ) Agree

Appendix: Questionnaire

( ) Neither agree nor disagree
( ) Disagree
( ) Strongly disagree
( ) Don't know

5. Living in Whanganui

15) When you think about your standard of living, how would you currently rate it... *

( ) Extremely good
( ) Good
( ) Neither good nor poor
( ) Poor
( ) Extremely poor
( ) Don't know

16) And, when you think generally about living in Whanganui, are you...*

( ) 1 - Very dissatisfied
( ) 2 - Dissatisfied
( ) 3 - Neither satisfied nor dissatisfied
( ) 4 - Satisfied
( ) 5 - Very satisfied
( ) Don't know

16a) When you think about your general quality of life that Whanganui district provides, do you think it is better, the same, or worse than last year?

( ) Much better
( ) Better
( ) About the same
( ) Worse
( ) Much worse
( ) Don't know
( ) Did not live here last year

17) When you think about the Whanganui district, and what it provides to people, do you think that the District is better, the same, or worse from last year?*

( ) Much better
( ) Better
( ) About the same
( ) Worse
( ) Much worse
( ) Don't know
( ) Did not live here last year

Logic: Hidden unless: #17 Question "When you think about the Whanganui district, and what it provides to people, do you think that the District is better, the same, or worse from last year?" is one of the following answers ("Worse","Much worse")

18) What makes you think that? *

_____
_____
_____
_____

19) When you think about Whanganui's town centre, how satisfied or dissatisfied are you with the contribution it makes to the image of Whanganui? Please note that we are referring to the physical environment of the Central Business District and not the mix of shops.
***

( ) 1 - Very dissatisfied
( ) 2 - Dissatisfied
( ) 3 - Neither satisfied nor dissatisfied
( ) 4 - Satisfied
( ) 5 - Very satisfied
( ) Don't know

6. Satisfaction with Council Facilities and Services

20) In this next question we are interested in users' satisfaction with various Council facilities. For all the facilities you have used over the past 12 months listed in the following list, please tell me how satisfied or dissatisfied you are with them using a 1 to 5 scale. If you have not used the service please just select 'Do Not Use'.

	1 - Very dissatisfied	2 - Dissatisfied	3 - Neither satisfied nor dissatisfied	4 - Satisfied	5 - Very satisfied	Don't know	Don't use
War Memorial Centre (was War Memorial Hall)	( )	( )	( )	( )	( )	( )	( )
Parks and reserves	( )	( )	( )	( )	( )	( )	( )
Sports grounds	( )	( )	( )	( )	( )	( )	( )
Cooks Gardens	( )	( )	( )	( )	( )	( )	( )
Libraries	( )	( )	( )	( )	( )	( )	( )
Regional Museum	( )	( )	( )	( )	( )	( )	( )
Royal Whanganui Opera House	( )	( )	( )	( )	( )	( )	( )
Toilet facilities are adequate to meet user needs (location/layout/accessibility)	( )	( )	( )	( )	( )	( )	( )
Standard of toilet facilities (cleanliness/general maintenance)	( )	( )	( )	( )	( )	( )	( )
Maintenance and presentation of open spaces	( )	( )	( )	( )	( )	( )	( )
Playgrounds	( )	( )	( )	( )	( )	( )	( )

ASK Q21 FOR ALL SERVICES NOT USED IN Q20

Appendix: Questionnaire

21) In this next question we are interested in the satisfaction with various Council facilities of those who have not used them in the last 12 months. Please tell me how satisfied or dissatisfied you are with the following facilities using a 1 to 5 scale.

	1 - Very dissatisfied	2 - Dissatisfied	3 - Neither satisfied nor dissatisfied	4 - Satisfied	5 - Very satisfied	Don't know
War Memorial Centre (was War Memorial Hall)	( )	( )	( )	( )	( )	( )
Parks and reserves	( )	( )	( )	( )	( )	( )
Sports grounds	( )	( )	( )	( )	( )	( )
Cooks Gardens	( )	( )	( )	( )	( )	( )
Libraries	( )	( )	( )	( )	( )	( )
Regional Museum	( )	( )	( )	( )	( )	( )
Royal Whanganui Opera House	( )	( )	( )	( )	( )	( )
Toilet facilities	( )	( )	( )	( )	( )	( )
Playgrounds	( )	( )	( )	( )	( )	( )

Logic: Ask all dissatisfied with any services listed in Q20 or Q21

22) You indicated that you are dissatisfied with some of the facilities in Whanganui; why are you dissatisfied with these facilities and provide an example if you are able to.*

_____
_____
_____
_____

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FINAL

23) Council provides or supports a number of SERVICES for the benefit of the community. Using the same 1 to 5 scale as before, overall, how satisfied or dissatisfied are you with the following Council SERVICES...*

	1 - Very dissatisfied	2 - Dissatisfied	3 - Neither satisfied nor dissatisfied	4 - Satisfied	5 - Very satisfied	Don't know
Animal control	( )	( )	( )	( )	( )	( )
Control of litter in streets and public places	( )	( )	( )	( )	( )	( )
Standard of the presentation in the town centre	( )	( )	( )	( )	( )	( )
Public art	( )	( )	( )	( )	( )	( )
Availability of on-street parking	( )	( )	( )	( )	( )	( )
Opportunities for disposal of waste and recycling	( )	( )	( )	( )	( )	( )

Logic: Hidden unless: (((((Question "Animal control" is one of the following answers ("1 - Very dissatisfied","2 - Dissatisfied") OR Question "Control of litter in streets and public places" is one of the following answers ("1 - Very dissatisfied","2 - Dissatisfied")) OR Question "Standard of the presentation in the town centre" is one of the following answers ("1 - Very dissatisfied","2 - Dissatisfied")) OR Question "Public art" is one of the following answers ("1 - Very dissatisfied","2 - Dissatisfied")) OR Question "Availability of on-street parking" is one of the following answers ("1 - Very dissatisfied","2 - Dissatisfied")) AND Question "Opportunities for disposal of waste and recycling" is one of the following answers ("1 - Very dissatisfied","2 - Dissatisfied"))

24) You indicated that you are dissatisfied with some of the services Council provides to Whanganui residents; why are you dissatisfied with these services and provide an example if you are able to.*

_____
_____
_____

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_____

25) The next couple of questions are about travelling around Whanganui. Overall, how satisfied or dissatisfied are you with the following?*

	1 - Very dissatisfied	2 - Dissatisfied	3 - Neither satisfied nor dissatisfied	4 - Satisfied	5 - Very satisfied	Don't know
Local roads (not state highways)	( )	( )	( )	( )	( )	( )
Shared pathways and footpaths in the city	( )	( )	( )	( )	( )	( )
How easy it is to get around the Whanganui district (think of all ways you travel, e.g. walking, cycling, driving, etc)	( )	( )	( )	( )	( )	( )

26) Is there anything you'd like to add about travelling around Whanganui?

This includes the roads; the shared pathways and footpaths; and how easy it is to get around.
*

_____
_____
_____
_____

Appendix: Questionnaire

7. Performance of Council

27) In the past 12 months, how well do you think Council has responded to community needs and issues...*

( ) Very well
( ) Well
( ) Neither well nor poorly
( ) Poorly
( ) Very Poorly
( ) Don't know

28) How would you rate the overall performance of the Mayor and Whanganui District Councillors over the last year? Would you say their performance has been.... *

( ) Very good
( ) Good
( ) Neither good nor poor
( ) Poor
( ) Very poor
( ) Don't know

29) Please provide details for your reasons for your rating of their performance?*

_____
_____
_____
_____

Logic: Show/hide trigger exists.

30) In the past 12 months, have you had any contact with a council staff member? This excludes the Mayor and Councillors.*

( ) Yes
( ) No
( ) Don't know

Logic: Hidden unless: #30 Question "In the past 12 months, have you had any contact with a council staff member? This excludes the Mayor and Councillors." is one of the following answers ("Yes")

31) What did you have contact with Council staff for?*

_____
_____
_____
_____

Logic: Hidden unless: #30 Question "In the past 12 months, have you had any contact with a council staff member? This excludes the Mayor and Councillors." is one of the following answers ("Yes")

32) How would you rate the overall performance of Council staff over the last 12 months? Please note this does not include the Mayor and Councillors. Would you say it was...*

( ) Very good
( ) Good
( ) Neither good nor poor
( ) Poor
( ) Very poor
( ) Don't know

8. Access to Information

Logic: Show/hide trigger exists.

33) Which of the following ways have you accessed or obtained information from the Council in the past 12 months:*

[ ] Council website
[ ] News media
[ ] Community Link page in the Midweek newspaper
[ ] Print advertising
[ ] Radio advertising
[ ] Council Facebook page
[ ] Council Twitter page
[ ] Email (Community Panel)
[ ] Phone
[ ] In-person at the council building
[ ] Community events/public meetings
[ ] Other, please specify: _____*
[ ] I haven't accessed any information from the council

Logic: Hidden unless: #33 Question "Which of the following ways have you accessed or obtained information from the council in the past 12 months:" is one of the following answers ("Council website")

34) You indicated that you have visited the Council website in the past 12 months, what was this for?*

_____
_____
_____
_____

Logic: Hidden unless: #33 Question "Which of the following ways have you accessed or obtained information from the council in the past 12 months:" is one of the following answers ("Council website")

35) Given you used the Council website in the past 12 months, how strongly do you agree or disagree that you were easily able to find what you were looking for?*

( ) Strongly agree
( ) Agree
( ) Neither agree nor disagree
( ) Disagree
( ) Strongly disagree
( ) Don't know

36) Overall, how satisfied or dissatisfied are you with the ease of accessing Council information?*

( ) 1 - Very dissatisfied
( ) 2 - Dissatisfied
( ) 3 - Neither satisfied nor dissatisfied
( ) 4 - Satisfied
( ) 5 - Very satisfied
( ) Don't know

37) Please provide a reason for your answer?*

_____
_____
_____

Page exit logic: Skip / Disqualify Logic**IF:** #1 Question "**Which area best describes where you live?** " is not one of the following answers ("Blueskin-Maxwell/Kai-Iwi/Westmere","Marybank et al/ Fordell") **THEN:** Jump to page 29 - 10. Demographics

38) These next few questions relate to involvement in local decision-making. In which of the following ways have you been involved in decision-making processes for the district in the past 12 months:*

[ ] Attended a public meeting
[ ] Spoke to Council staff at a consultation event
[ ] Filled out online submission form
[ ] Filled out an online survey (apart from this one)
[ ] Presented at a Council meeting
[ ] Other, please specify: _____*
[ ] I haven't been involved in decision-making processes

Logic: Show/hide trigger exists.

39) Overall, how satisfied or dissatisfied are you with your ability to be involved in Council decision-making processes?*

( ) 1 - Very dissatisfied
( ) 2 - Dissatisfied
( ) 3 - Neither satisfied nor dissatisfied
( ) 4 - Satisfied
( ) 5 - Very satisfied
( ) Don't know

Appendix: Questionnaire

Logic: Hidden unless: #39 Question "Overall, how satisfied or dissatisfied are you with your ability to be involved in Council decision-making processes?" is one of the following answers ("1 - Very dissatisfied","2 - Dissatisfied")

40) Why are you dissatisfied with your ability to be involved in decision-making?*

_____
_____
_____
_____

9. Rural Community Board

41) You indicated you reside in a rural area in the district. The next set of questions are about the Rural Community Board.

Do you know of, or have you heard about, the 'Rural Community Board'?*

( ) Yes
( ) No/ Don't know

42) How familiar would you say you are with the Board's role and their activities over the past 12 months? Would you say you are...*

( ) Very unfamiliar with their role and activities
( ) Unfamiliar
( ) Somewhat familiar
( ) Familiar
( ) Very familiar with their role and activities
( ) Don't know

43) When you think about the overall performance of the Rural Community Board over the last year in terms of its role to represent and act as an advocate for the interests of the rural community, would say the Board's performance has been...*

( ) Very good
( ) Good
( ) Neither good nor poor
( ) Poor
( ) Very poor
( ) Don't know

44) Is there anything that you feel the Rural Community Board should be focusing on, or could be doing better?*

_____
_____
_____
_____

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45) Is the size of your property.... *

( ) Less than 2 hectares
( ) Between 2 and 10 hectares
( ) 10 or more hectares

10. Demographics

46) Which gender to you identify with?*

_____

47) And, which of the following age groups do you belong to? *

( ) 18 to 29 years
( ) 30 to 39 years
( ) 40 to 49 years
( ) 50 to 59 years
( ) 60 years or over
( ) Prefer not to say

48) What is your ethnicity?*

( ) European
( ) Māori
( ) Pacific
( ) Asian
( ) Middle Eastern/Latin American/African
( ) Other, please specify: _____*
( ) Prefer not to say

Thank You!

Thank you for your feedback today/ tonight, just to confirm these answers are completely anonymous and the information you have provided will be combined with all other responses.

versus.co.nz

WHANGANUI
DISTRICT COUNCIL
Te Kaunihera a Rohe o Whanganui

Whanganui District Council Waste Plan 2021

Consultation document

Working towards a low-waste future

Introduction

Whanganui District Council is in the process of reviewing how we can make waste management and minimisation more convenient for our community and better for the environment.

Having the council more involved with providing waste services and facilities would lead to better waste management and minimisation outcomes for the community, but would lead to rates rises.

We've taken into account what you told us in the 2018 Household Waste Survey and come up with a draft waste plan.

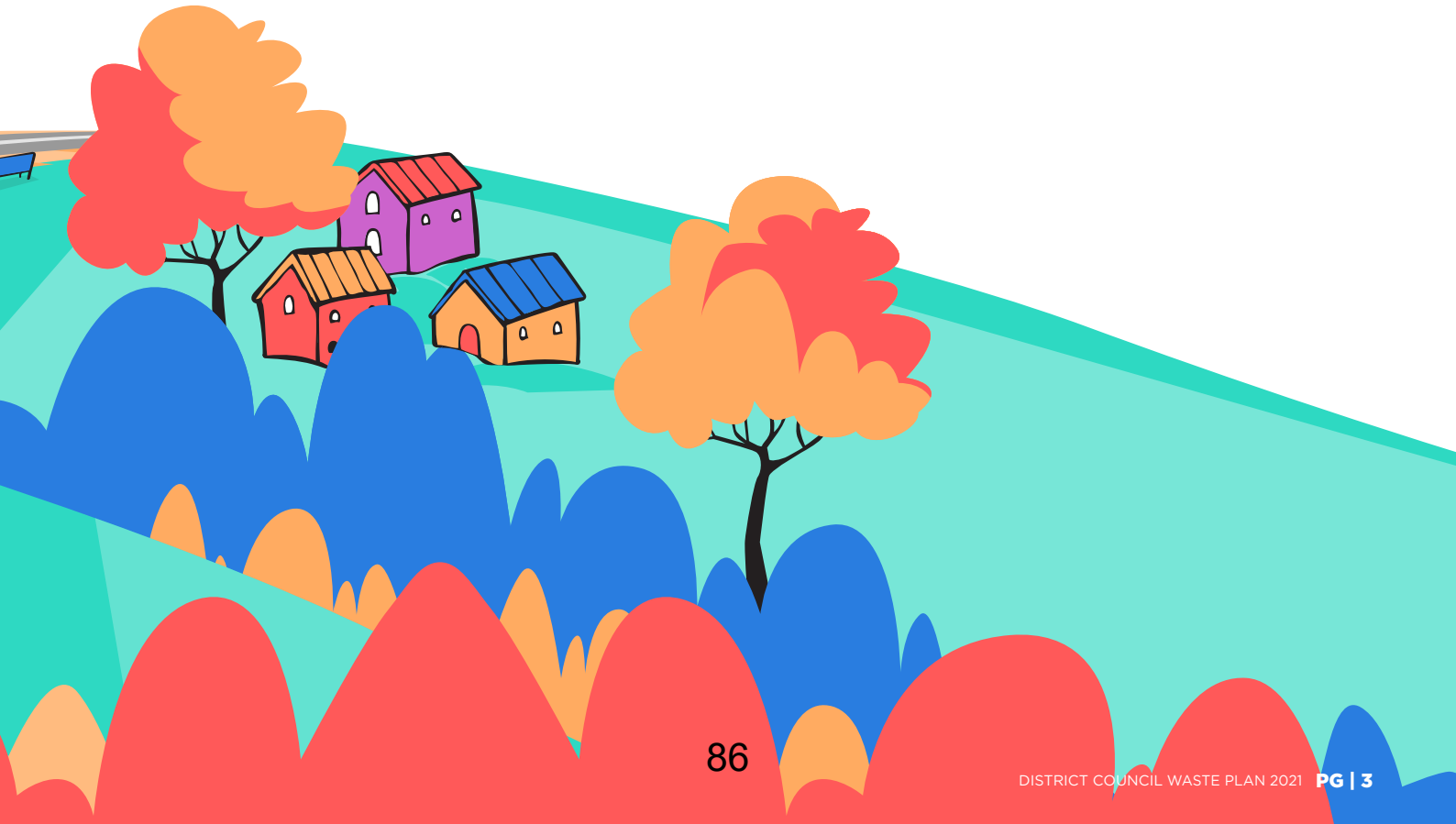
This draft plan sets out our current situation and proposed action plan. The finalised plan will be implemented over six years, from 2021-2027.

For now we'd like you to look over our draft plan and let us know whether you think we're on the right track. There will be an opportunity to give us feedback on the finer detail, such as types of service and funding, during our Long-Term Plan amendment consultation in March 2022.

Give feedback

To give us feedback on our draft plan go to the 'Have Your Say' section of the Whanganui District Council website.

Contents



Part A:

The current situation

What is waste and why is it a problem?

Most of the things we do, buy and consume generate some form of waste. This costs money when we throw things away and if we don't manage the waste properly it can damage the environment and people's health.

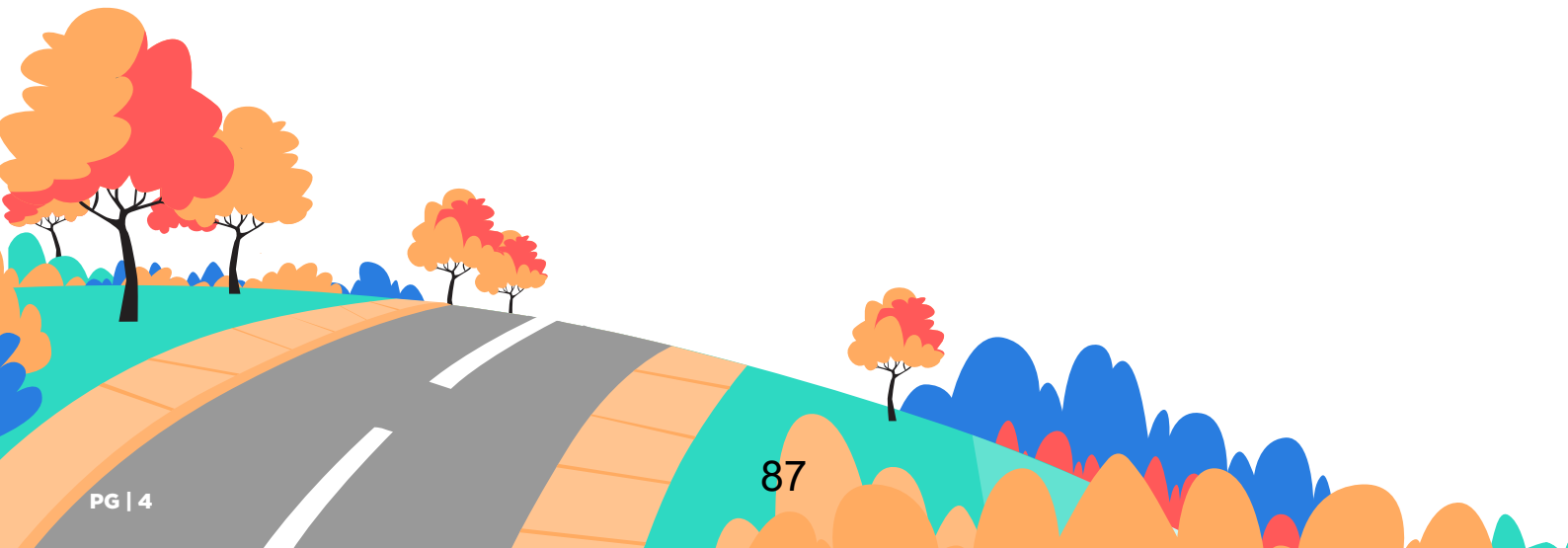
This Waste Management and Minimisation Plan (WMMP) covers all waste in our district whether it is managed by the council or not. As well as rubbish and recycling and other diverted waste, it covers hazardous chemicals and the outputs of our wastewater treatment plant.

This does not necessarily mean that the council will have direct involvement in managing all waste. However, there is a responsibility for the council to consider all of the waste in our district and look at what the council should do as well as suggesting areas where other groups, such as businesses and residents, could take action themselves.

Whanganui's current waste services

Right now most waste management services and facilities in the district are run by the private sector (with the exception of recycling services at the Whanganui Resource Recovery Centre (WRRC) and council waste collections in areas where the market fails).

- WRRC
- The council's rubbish bag collection services (inner-rural) and drop off points (outer-rural)
- Private kerbside wheelie bin and bagged rubbish collection and composting services
- Two privately-owned transfer stations – one which accommodates public waste disposal and the other which aggregates commercial waste streams before disposal to landfill
- Private organic waste collection service and composter
- Household hazardous waste collection drop-off days
- Zero waste event recycling services
- Collection and support of the Paper4trees recycling programme throughout schools in Whanganui
- Monthly kerbside recycling collection service for the infirm or carless who are unable to get to the WRRC.



How well is Whanganui doing?

We know that in 2020 Whanganui sent 22 849 tonnes of waste – an estimated 483kg per person – to landfill. This quantity is rising due to a buoyant economy and the resulting local construction and deconstruction boom. Kerbside rubbish accounts for 20% of the district's waste, with construction, demolition, industrial and commercial operators accounting for the rest.

Because of the high level of private sector involvement in rubbish collection we lack accurate information about the type of rubbish households are sending to landfill. However, surveys from similar districts to Whanganui tells us it's likely that over half of what we are sending to landfill could be recycled, reused or composted.

Approximately 35% of Whanganui residents use 240L wheelie bins for rubbish. Research shows these households tend to fill up their bins with material that could be diverted to landfill, such as recyclables, food waste and green (garden) waste, compared to households that use smaller bins. When food waste and green waste is sent to landfill it creates methane as it breaks down, which works against our efforts to address climate change.

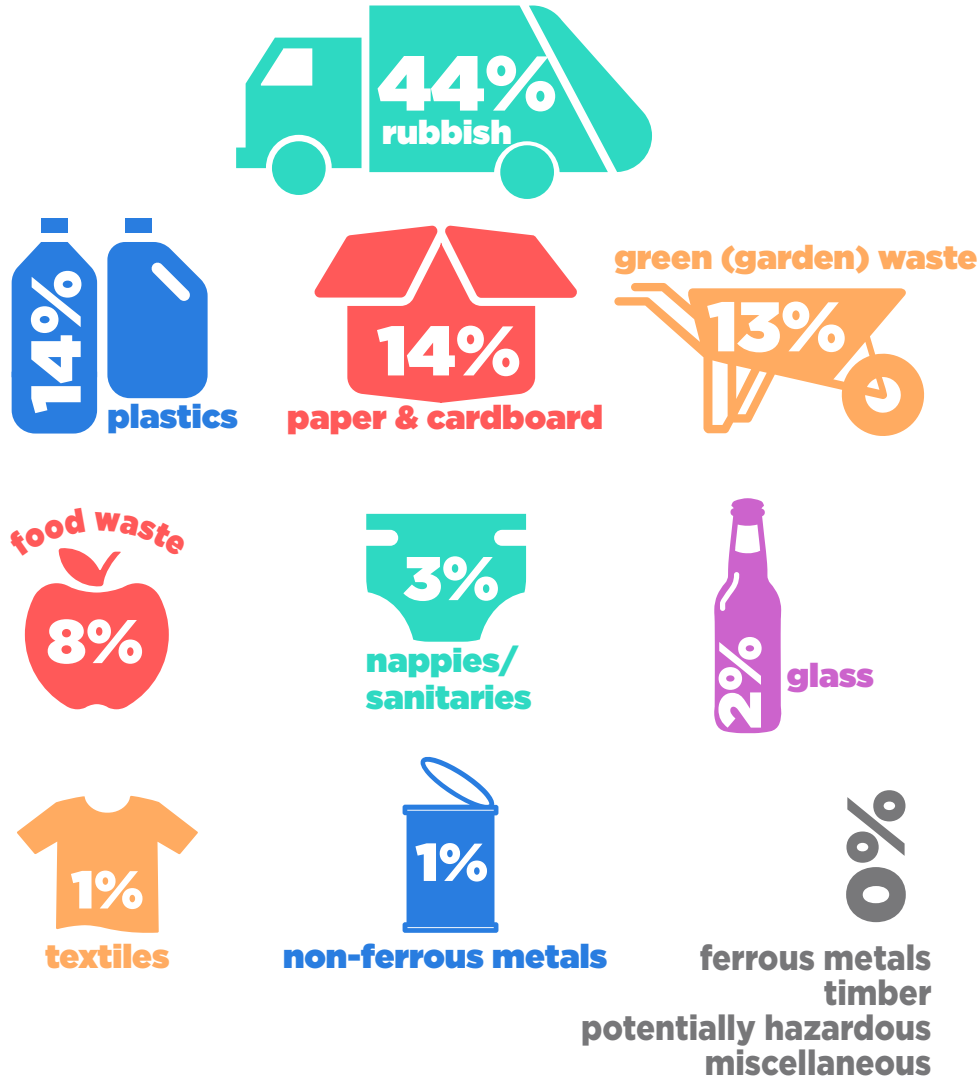
The council partners with the community in the successful WRRC, which has acted as a flagship for the community's recycling and waste diversion activities. The total amount of recyclables captured in the Whanganui district in 2020 was 5 000. Because we don't have kerbside recycling, the amount we are recycling is quite low compared to other districts.

Over half of what we are sending to landfill could be recycled, reused or composted

When food waste and green waste is sent to landfill it creates methane as it breaks down, which works against our efforts to address climate change

The amount we are recycling is quite low compared to other districts

What's in our waste placed out at the kerbside for collection



Our last Waste Management and Minimisation Plan

Our last WMMP set out 19 separate actions. Fourteen of these have been completed and the remaining five have either been partially completed or proved to be impractical.

Our evaluation of our last WMMP has helped us to formulate this draft plan.

Rural waste services

The council reviewed the rural waste services early in 2021 due to expiring contracts, with the view waste collection services needed to continue in rural areas where the private market fails to provide. Resolutions from that review have informed this plan and can be found under the General supporting actions section of this document..

Why do we need a plan?

We're legally required to have a waste management and minimisation plan under the Waste Minimisation Act 2008 (the WMA). We also have obligations under the Health Act, which requires the council to ensure that our waste management 'protects public health'.

Our plan should be aligned with the New Zealand Waste Strategy, the government's general direction, the waste hierarchy and the council's long-term and annual plans.

It should make sure waste does not create a nuisance and consider the outcomes of our local waste assessment.

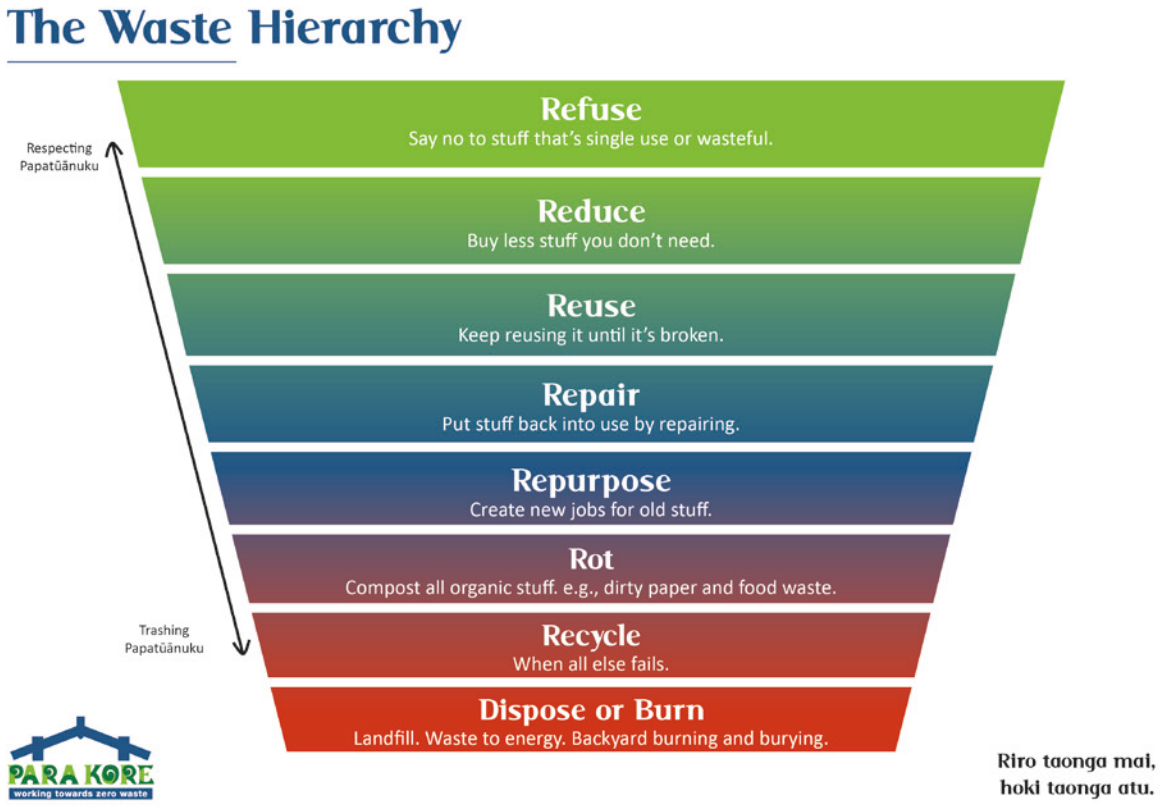
The national level

There is a lot happening nationally in the waste management and minimisation industry, with a renewed focus on this from central government since 2017. A number of new policies and projects have been introduced and still more are in progress, including product stewardship schemes, infrastructure investment strategies and reviews of the New Zealand Waste Strategy and the Waste Management and Minimisation Act. One very significant change is the increase and expansion of the landfill levy from July 2021, which means it will become more expensive to throw things away as waste.

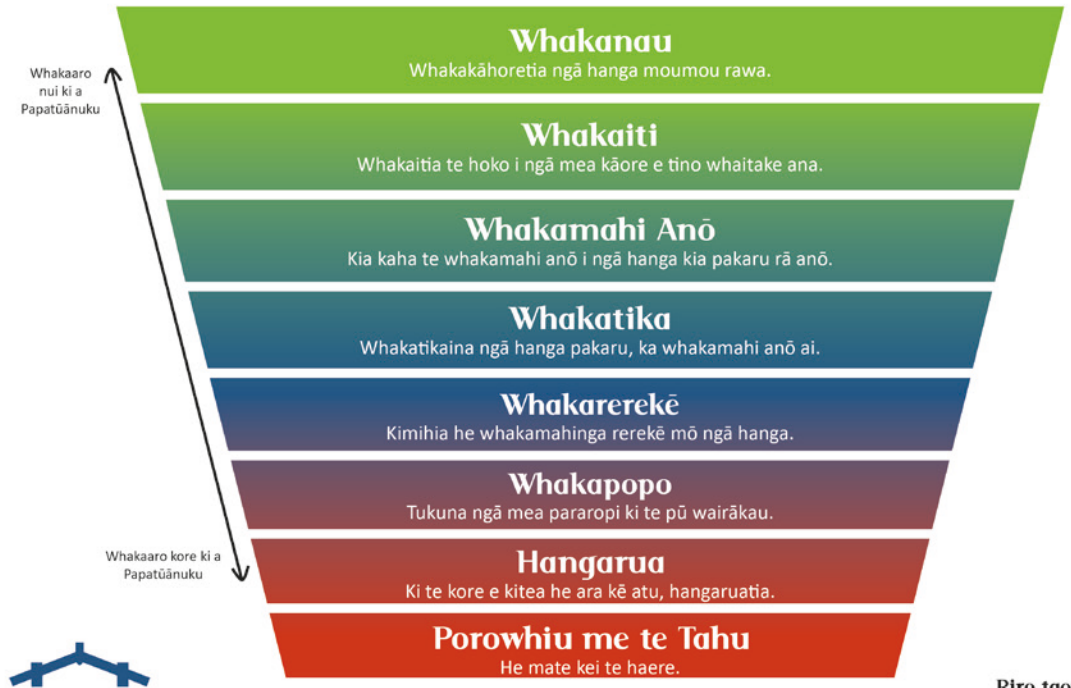
While much of our recycling can still be exported for reprocessing, these markets are becoming increasingly restrictive. As a result, the range of items that are usually considered recyclable in New Zealand has reduced and more of this material is being reprocessed nationally.

The waste hierarchy

The waste hierarchy is commonly used as a way to think about waste. Essentially it says that reducing, reusing and recycling is preferable to disposal.



Te Pūnaha Whakarōpū Para



PARA KORE
working towards zero waste

Riro taonga mai,
hoki taonga atu.

Part B:

Our strategy for the future

Our vision

“Working towards a low-waste future”

As a district we need to take more responsibility for the waste we produce, and take more control of how that waste is managed. The council has set this vision to reflect that we want to make as much effort as we can to transition to being a low-waste district which views waste as a resource to be managed sustainably.

Tangata whenua view of waste management

This vision aligns with tangata whenua principles such as kaitiakitanga, taking an integrated view of the environment and aiming to protect land, air and water from the possible negative impacts of inappropriate management of waste.

Traditionally, tangata whenua societies produced only organic waste which could be managed by returning it to the land. In modern times, this is no longer possible due to the increase in waste volumes and a shift to non-organic and potentially hazardous waste types.

Kaitiakitanga, mauri and the waste hierarchy are seen as an aligned set of principles that support our vision of minimising the amount of waste we send to landfill.

Goals and objectives

To make this vision a reality, we need to set goals.

Goal 1:

To be a community that takes responsibility for its waste and is actively involved in managing it

Objectives	
01	Understand what is happening to our waste at the moment and how it could be managed better.
02	Have district-wide access to services and facilities that enable the community to divert more from landfill.
03	As a council, take a more active role in providing services and regulating the private waste services sector.
04	As a council, use charging approaches that promote waste minimising behaviour, such as recycling and recovery.
05	Work together as a community to make sure we manage our waste better and reduce the community's reliance on landfill, by viewing waste as a resource.
06	Support our community through the transition to the council taking a more active role in waste services.
07	Remove or reduce barriers that prevent the community from making best use of existing waste diversion services, and any potential new services.

Goal 2:

To be a community that welcomes new initiatives and ways to assist with reducing, reusing and recycling waste

Objectives	
08	The Whanganui district understands the reasons why better waste management and minimisation is important.
09	Focus on processing and managing waste locally wherever feasible and cost-effective.
10	Investigate and implement new services, facilities or other initiatives that will increase the amount of waste reduced, reused, or recycled.

Goal 3:

To minimise environmental harm and protect public health

Objectives	
11	Consider the environmental impact and public health implications of all waste management options and choose those which are cost-effective to the community, while also protecting environmental and public health.

Target

Council has set one simple target for this WMMP, which is to increase the proportion of our district's waste that is diverted from landfill:

Divert an additional 15,000 tonnes of material from landfill over the course of the plan.

We plan to achieve this target through specific actions, time-frames and tonnages (as set out in Part B), summarised below:

Specific action	Potential diversion per annum - tonnes	Year 2021-22	Year 2022-23	Year 2023-24	Year 2024-25	Year 2025-26	Year 2026-27	Total diversion over six years of WMMP
Action 1: Recycling kerbside collection	800	-	400	800	800	800	800	3,600
Action 2: Organic kerbside collection	1,700	-	-	800	1,700	1,700	1,700	5,900
Action 3: Create waste bylaw to control size of wheelie bins allowed including contents	600	-	-	200	200	600	600	1,600
Action 4: Construction and demolition waste facility	700	-	300	700	700	700	700	3,100
General supporting actions	200	-	-	200	200	200	200	800
Annual total	4,000	0	700	2,700	3,600	4,000	4,000	15,000
Total accumulative impact		0	700	3,400	7,000	11,000	15,000	

Key issues

By looking at all the information we have collected the council has put together a list of the key issues. Our proposed action plan (in Part C) will address the issues below.

1. Private sector domination

Waste services and facilities in Whanganui are dominated by the private sector, meaning the council has little information on how we are performing and little control over how waste is managed and minimised.

2. User pays benefits

Waste services are currently largely user pays with a high level of customer choice, and it may be possible to preserve aspects of this approach while also improving services and performance.

3. Large wheelie bins

It is likely that there is a significantly higher proportion of material that should not be going to landfill in rubbish from households with 240L private wheelie bin collections, including recyclables and green waste.

4. Organic waste

A significant proportion of waste going to landfill is organic waste, with food waste likely to be present across all waste collection systems.

5. Construction and demolition waste

Lack of facilities to recycle or otherwise divert construction and demolition waste, meaning it is likely that we are currently sending most of this to landfill.

6. No waste bylaw

Council does not have a waste bylaw. A bylaw could be a way to collect data and influence private sector service provision.

7. Farm waste

There is little information available on waste from farms, which is a particular concern with hazardous waste, and few service options.

8. Industrial and commercial waste

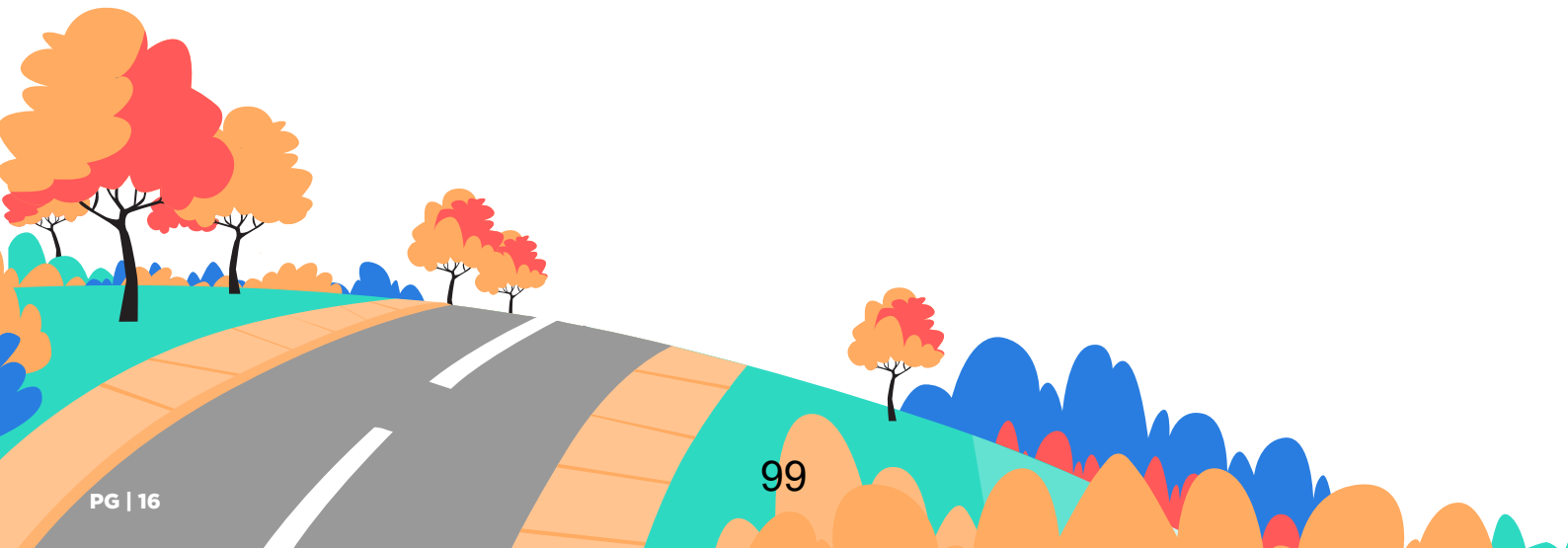
Industrial and commercial waste generally presents scope for increased diversion as it is the largest waste stream by volume.

Part C:

Action plan: What are we proposing?

The action plan aims to set out clear, practical initiatives that we believe the Whanganui community needs to implement – either through the council or through other agencies or community groups – to address the key issues our district is experiencing.

The action plan will be updated regularly in response to changes in the local situation - such as with costs, contracts and feasibility - as well as in response to changes brought about by new central government initiatives.




Adobe Stock

The council's intended role

The council intends to oversee, facilitate and manage a range of programmes and interventions to achieve effective and efficient waste management and minimisation within the district.

In this plan we are proposing that the council takes more control of parts of the waste stream where we can see significant waste minimisation opportunities.

The council would do this by introducing new waste minimisation services at the kerbside, bringing in a new bylaw and data collection and continuing education and assisted partnerships to encourage infrastructure and services.

A number of supporting actions are also proposed which won't make a significant difference to the amount of waste going to landfill individually, but will provide general support to the big wins that the council has proposed.

Rubbish collection services

We are proposing that the private sector continues to provide kerbside rubbish collection services, rather than the council. This is because right now we think the rates increase would be too high if the council got involved - it would be an extra four per cent rates increase (about $160 per household per year) on top of the three percent for services proposed in our plan (that's two percent for recycling plus one percent for food waste).

Also, the private sector can offer 'pay as you throw' technology, saving households money and encouraging them to send less to landfill.

We will keep a watching brief over rubbish collection services and industry developments.

Summary of our proposed actions

Action area	Key actions	What it will do
Collections	The council plans to introduce two new kerbside collections: firstly a kerbside recycling collection (recycling will still be able to be dropped at the WRRC as well) and secondly, a kerbside household food waste collection.	Divert more waste from landfill - recycling and household food waste are the two areas where we can make the biggest difference with diverting waste from landfill.
Regulation	Implement a solid waste management and minimisation bylaw, and consider introducing rules to regulate the use of smaller rubbish bins.	Maintain an even playing field for industry, regulate the collection of data to enable better planning, and encourage better waste management and minimisation behaviours.
Data	Collect data externally through licensing (enabled by the bylaw) and regular surveys. Improve recording and analysis of internal data to enable performance monitoring over time.	Consistent, high-quality data will help us track our progress and inform future WMMPs.
Infrastructure	The council will work with the WRRC to expand the range of services provided, such as construction and demolition waste recovery.	Builds on the community-led facility and focuses on another large waste stream that currently mostly goes to landfill.
Education, engagement, communication	Maintain existing levels, and carry out one-off campaigns where necessary, such as when a new service or significant service change is implemented..	Ensure the community is engaged and understands service decisions, and is able to make the most of existing and any new or altered services.
Leadership and management	Lobby central government, and work more closely with the community.	Various issues such as extender producer responsibility cannot be addressed at a council level; however, the council can lobby central government. Closer working partnerships will ensure understanding and support of the council's plans.

Action area 1 – Recyclables

What is the problem?

Whanganui district sends a lot of recyclable material – such as glass, paper, cardboard, tins and cans – to landfill. This material comes from both households and commercial sources. The reason for this is that we have relatively limited recycling collections and other services that don't encourage recycling. Most of the recyclables going to landfill from households get there through private collection companies that provide their customers with wheelie bins, particularly large bins. Other recyclables come from commercial rubbish collections and the transfer station.

What is the suggested solution?

We are proposing that the council introduces a rates-funded kerbside recycling service. The details of this service will be worked out when a contractor is procured to deliver the service. At this stage we envisage that there would be a two weekly collection from a 40L crate for glass bottles and jars and from two other crates for recyclables (such as plastic containers, paper/cardboard, tins and cans). These would be collected on alternate weeks so one week glass would be collected and the next week other recyclables would be collected. This service is likely to cost around $70 per household per year (note that this doesn't take into account possible savings for households through reducing their need for rubbish bags or bins). The council plans to find a contractor for this service in 2022, alongside our other proposed kerbside service (see action area 2), and introduce the service in 2023. Funding from central government may be available through the Waste Minimisation Fund to subsidise the cost. Providing a recycling service to businesses on a user-pays basis could divert another 500 to 1500 tonnes per year, depending on exactly what services were provided.

We are proposing that the council introduces a rates-funded kerbside recycling service. This service is likely to cost around $70 per household per year.

How will this address the issue?

Providing a kerbside recycling service across most of the district will make recycling much easier and more convenient for people, increasing the amount of recycling diverted from landfill. The way the council is proposing to collect recycling is considered best practice for household kerbside recycling collections – it will minimise incorrect items collected and maximise the quality of the recycling that is collected. The council will canvass business owners to assess their need for services, and decide whether it makes sense for the council to meet this need.

What is the likely impact?

We expect that an extra 800 tonnes per year could be diverted from landfill by introducing a kerbside recycling service to householders. Note that this assumes kerbside rubbish collections will stay the same. The Whanganui Resource Recovery Centre will continue to function 24/7 - albeit at a reduced scale - when the kerbside recycling collection service is introduced. The WRRC would cater for households without a kerbside recycling collection service and would also receive recycling products unable to be collected at the kerbside.

Action area 2 – Organic waste

What is the problem?

Whanganui district sends a significant amount of organic waste to landfill. This can be broken down into two types – food waste, and garden or green waste. Organic waste is very harmful in landfills, as the lack of oxygen in landfills means it breaks down to create leachate and methane (a greenhouse gas at least 25 times more powerful than CO2), only part of which is captured. Much of the food waste going to landfill comes from households. Surveys show that every household puts out at least some food waste each week, even if they have a compost or worm farm at home. Some of the food waste comes from businesses and large organisations like educational institutions, hospitals and accommodation buildings.

Most of the green waste going to landfill comes from households that have wheelie bins supplied by private companies for their rubbish collection, particularly large bins, and various other sources such as through transfer stations.

What is the suggested solution?

The council is proposing to introduce a weekly rates-funded kerbside food waste collection to households in the urban parts of the district, and to extend this service to businesses on a user-pays basis. A tailored service could be offered to those that have larger quantities such as restaurants, hostels and cafeterias. The council would appoint a contractor at the same time as it appoints a contractor for the proposed kerbside recycling collection, which would reduce costs. However, the introduction of the food waste service would be delayed for a year until residents were familiar with the kerbside recycling service. The food waste collection would be from a small closed container, and all types of food waste would be collected including things like cooked food, dairy, meat and fish – items that most people can't put into a compost bin or worm farm. The food waste would be processed into a beneficial compost product. The estimated cost of this service is $40 per year for each household – note that this doesn't take into account possible savings for households through reducing their need for rubbish bags or bins. The council would try to get support from central government through the Waste Minimisation Fund to subsidise the cost.

The council is proposing to introduce a weekly rates-funded kerbside food collection service to households in the urban part of the district, and to extend this service to businesses on a user-pays basis. The estimated cost of this service is $40 per year for each household.

Green waste

Green waste would not be collected as part of this service. However, green waste disposal would still be available at the WRRC and the council would encourage private green waste collection services as well as encouraging households to home compost.

How will this address the issue?

All households that receive the service would be able to divert their food waste from landfill. Even those that currently compost or have a worm farm would be able to divert more food waste than they currently are because all types of food waste would be collected. The amount of food waste the district sends to landfill would drop significantly.

All types of food waste would be collected - including items that most people can't put into a compost or worm farm.

What is the likely impact?

The council expects around 1,750 tonnes per year could be diverted from landfill by introducing a kerbside recycling service to householders (note that this assumes kerbside rubbish collections will stay the same), with another possible 500 tonnes from businesses.

Action area 3 – Regulation

What is the problem?

The council does not currently have a solid waste bylaw. Other councils use a bylaw to address event and construction waste, containers for different waste collections, and licensing of private waste operators. A particular problem in Whanganui is that a number of households in the city (around two-thirds) use wheelie bins provided by private companies for their rubbish collection, and research shows that around half of these are large (240L) wheelie bins. This creates issues as households with large wheelie bins tend to top up their bins to fill up the space. This means they send more recyclables, food waste and green waste to landfill than households that use smaller bins. For example, in other areas households using bags leave around 4kg of recyclable glass bottles and jars in their landfill rubbish each week, compared to over 26kg for a household using a large wheelie bin. Large wheelie bins can contain an average of 386kg of green waste per household each year, compared to virtually none from households using a bag service.

If the council does introduce a kerbside recycling and food waste collection for households, it is likely that households will tend to need smaller bags and bins for rubbish.

Households with large wheelie bins tend to top up their bins to fill up the space. This means they send more recyclables, food waste and green waste to landfill than households that use smaller bins.

A new bylaw could prevent rubbish collection companies from issuing new 240L bins and require them to phase out these bins where they are being used.

What is the suggested solution?

The council intends to adopt a waste management and minimisation bylaw that will cover a number of issues, including introducing rules for private companies that collect rubbish from households. Rules could also require recycling at large events and monitoring of waste and recycling on construction projects.

How will this address the issue?

These rules could include things like requiring waste management companies to provide education and information on the council's proposed new kerbside collection services and other options, and preventing these companies from emptying rubbish bins that contain a lot of recyclable materials or food waste that could have been diverted using these new services. A new bylaw could prevent rubbish collection companies from issuing new 240L rubbish bins and require them to phase out these bins where they are being used.

What is the likely impact?

Encouraging more use of bags and small bins for rubbish collections will make kerbside collection services more effective – potentially increasing the diversion rate by 10% or more. Householders would be more aware of waste management issues and could make more informed choices about the way they manage their waste.

Action area 4 – Construction and demolition waste

What is the problem?

Construction and demolition waste is a large proportion of the waste going to landfill from the Whanganui district. Much of the increased waste to landfill over the past few years could be attributed to a buoyant local economy, especially in the building sector. There have been very limited options to divert waste materials from construction and demolition projects in Whanganui to date.

What is the suggested solution?

The council could work with the Whanganui Resource Recovery Trust or a similar entity to establish a service to collect, sort and divert as much of this waste as feasible, on a full or partial cost-recovery basis.

How will this address the issue?

Similar operations elsewhere have shown that it is possible to divert at least one-third of waste from most construction projects, if not more. This is dependent on the operation being integrated with the wider waste management system and, in particular, cleanfill and landfill disposal options being available for the waste that can't be diverted.

What is the likely impact?

Up to 700 tonnes per year could be diverted from landfill eventually.

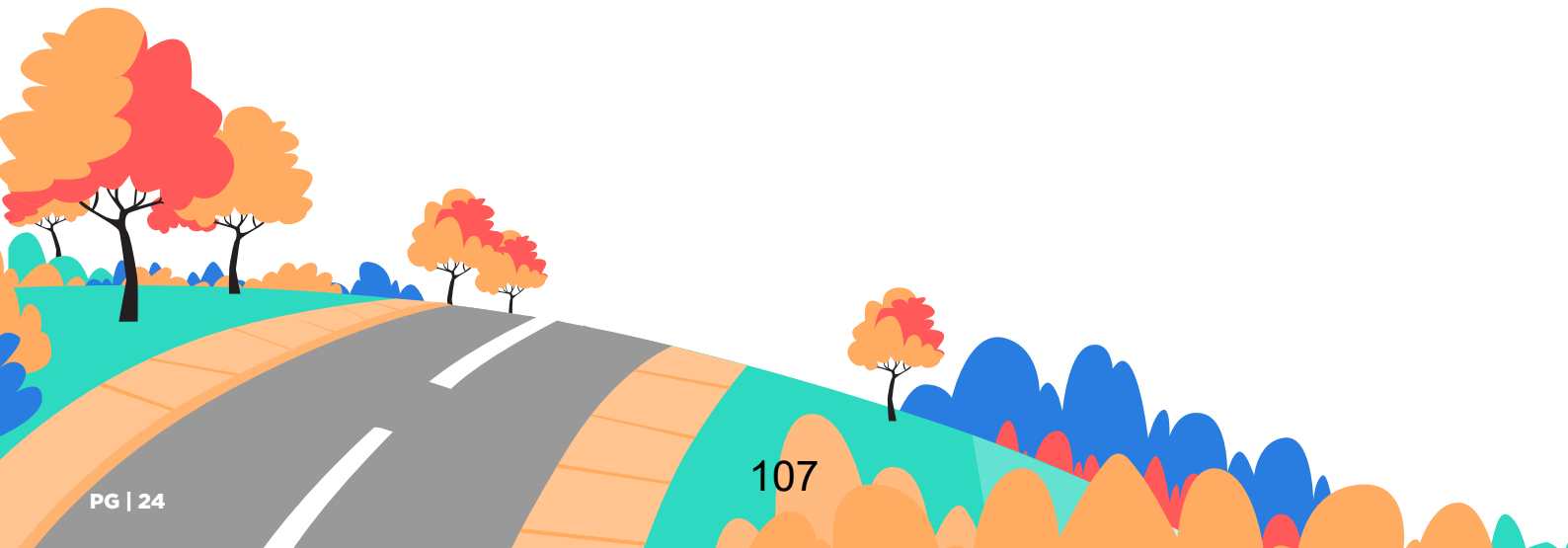
Construction and demolition waste is a large proportion of the waste going to landfill from the Whanganui district.

Similar operations elsewhere have shown that it is possible to divert at least one-third of waste from most construction projects.

General supporting actions

These supporting actions would make sure waste is managed as effectively and efficiently as possible in the district.

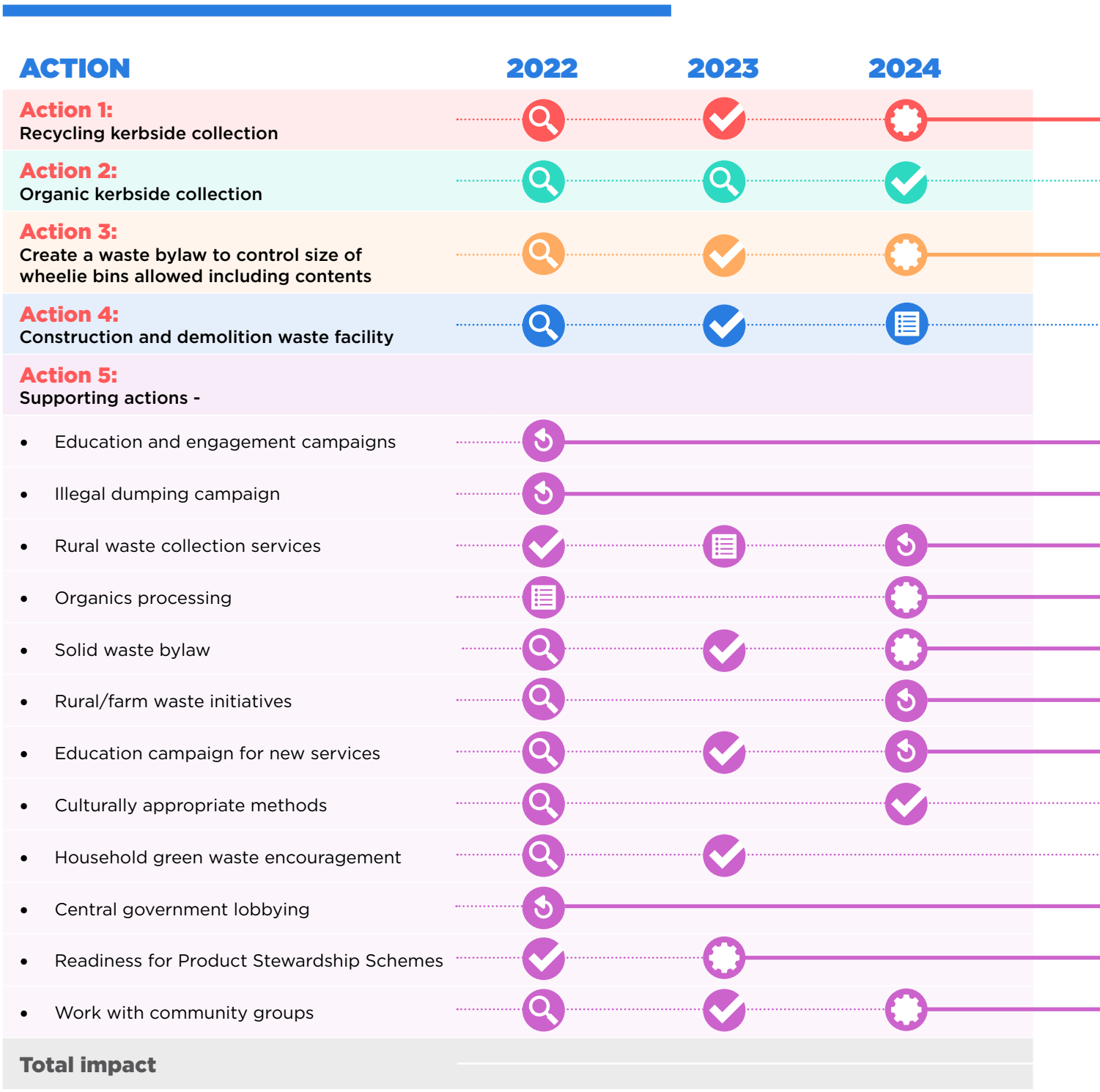
Proposal	Expected impact
Maintain current education and engagement campaigns and continue to work with existing community-based zero waste action groups.	Maintain current performance
Continue the current illegal dumping campaign which includes enforcement.	Maintain current performance
Allow the current contract for rubbish bag collection from the inner rural area to lapse, as the private sector is currently meeting this need – but review before June 2022 to ensure this is working for residents.	Maintain current performance
The council will let a contract for the provision of waste skip bins in outer rural areas, at the council's designated sites, on a three plus two-year basis. In addition, the council signals – • It will investigate a targeted rate for this service as part of a funding review • It will trial recycling stations in one or two rural settlements • It will continue to work with communities over types of bins, sites and frequency of collections.	Maintain current performance with enhancements and additional services where beneficial
Continue to liaise with and support the local organics processing industry.	Maintain current performance and integrate where possible with other actions
Adopt a solid waste management and minimisation bylaw that enables the actions described above, along with events waste, construction and demolition project waste, and the ability to license local operators and collect data on waste they handle.	Enable actions and targets to be monitored, and performance/progress reported



Proposal	Expected impact
Review available information and national initiatives relating to rural and farm waste and implement where appropriate.	Improve management of rural and farm waste where possible
Carry out specific communication and education campaigns to support the introduction of new kerbside recycling and new food waste collection services, and if regulatory changes are made (e.g. 240L bin ban).	Supports the impact of the new services. Diversion rates can be maximised if supported with excellent information campaigns (potentially 20% higher success than with basic campaigns)
Work closely with mana whenua to ensure culturally appropriate waste management methods where possible.	Support other actions and deliver on bicultural responsibilities
Encourage households to make use of diversion options for green waste such as home composting, delivery to the WRRC or transfer station or a private collection.	Maintain existing performance
Lobby central government to encourage and support action in areas such as extended producer responsibility.	Supports other actions
Keep abreast of and develop readiness for government's/industry's product stewardship scheme roll-outs.	Community opportunity for diversion of new waste products
Work closely with community groups and the private sector to progress opportunities for increased waste diversion.	Supports other actions

Action plan

Time Line



Key:

- Investigation
- Implementation
- Operational
- Ongoing
- Trial
- As required

Funding the plan

The Waste Minimisation Act 2008 (s43) (WMA) requires that we include information about how the implementation of this plan will be funded, as well as information about any grants made and expenditure of waste levy funds.

Funding local actions

There are a range of options available to local councils to fund the activities set out in this plan. These include:

- User charges – includes charges for user-pays collections as well as RRC gate fees[1].
- Targeted rates – a charge applied to those properties receiving a particular council service.
- Waste levy funding – the government redistributes funds from the (currently) $10 per tonne waste levy to local authorities on a per capita basis. Under current law 50% of the money collected through the levy must be returned to councils. This money must be applied to waste minimisation activities.
- Waste Minimisation Fund – most of the remaining 50% of the levy money collected is currently redistributed to specific projects approved by the Ministry for the Environment. Anyone can apply to the WMF for funding for projects.
- Sale of recovered materials – the sale of recovered materials can be used to help offset the cost of some initiatives.
- Private sector funding – the private sector may undertake to fund/supply certain waste minimisation activities; for example, to generate income from the sale of recovered materials, etc. The council may look to work with private sector service providers where this will assist in achieving the WMMP goals.
- Funding considerations take into account a number of factors including:
- Prioritising harmful wastes
- Waste minimisation and reduction of residual waste to landfill
- Full-cost pricing – polluter pays
- Public good vs private good component of a particular service
- The environmental effects of production, distribution, consumption and disposal of goods and services should be consistently costed, and charged as closely as possible to the point they occur to ensure that price incentives cover all costs
- Protection of public health
- Affordability
- Cost-effectiveness.

The potential sources of funding for each of the actions are noted where appropriate in the tables in Part B of the WMMP. The council intends to make use of rates-funded services to encourage desired behaviours like recycling, and user-pays approaches to discourage unwanted behaviour.

It is noted that the actions noted in the tables are to be implemented or worked through over the period of this six-year plan as indicatively time-framed in the table.

Budgets to deliver the activities set out in this plan will be carefully developed through the council's annual plan and long-term plan processes. The approach taken will be to implement as many of the activities as possible while controlling costs and, where possible, taking advantage of cost savings and efficiencies. It is anticipated that by setting appropriate user charges, reducing costs through avoided disposal, more efficient service delivery from joint working and targeted application of waste levy money, the increased levels of waste minimisation as set out in this WMMP will be achieved without overall additional increases to the average household cost.

[1] *Most councils in the region own transfer stations and or landfills and are able to set the fees at these facilities and can derive income from these activities. In accordance with s46 (2) of the Act, councils can charge fees for a facility that are higher or lower than required to recover the costs to provide the service, providing the incentives or disincentives will promote waste minimisation.*

Territorial Authority (TA) waste levy funding

Councils receive a share of national waste levy funds, derived from landfill waste levies, from the Ministry for the Environment. The levy amount is based on population. The current rate of $10 per tonne sees Whanganui District Council receiving $160k per annum as its pro rata share of the fund. The current government is increasing the landfill levy from $10 per tonne currently to $60 per tonne over the next five years, which will increase the council's share significantly.

The WMA requires that all waste levy funding received by councils must be spent on 'matters to promote waste minimisation and in accordance with their WMMP'.

Waste levy funds can be spent on ongoing waste minimisation services, new services or an expansion of existing services. The funding can be used on education and communication, services, policy research and reporting, grants, contract costs or as infrastructure capital.

Whanganui District Council intends to use its waste levy funds for a range of waste minimisation activities and services as set out in the action plan.

In addition, the council may make an application for contestable waste levy funds from the Waste Minimisation Fund, either separately, with other councils or with another party. The Waste Minimisation Fund provides additional waste levy funds for waste minimisation activities.

Monitoring evaluating and reporting progress

Monitoring and reporting

This WMMP contains a number of actions with timeframes (refer to Part B), as well as a set of waste minimisation targets.

Each of these actions and targets will be reported against in terms of progress to the council.

Supporting Information

Glossary of terms 2021 Waste Assessment

C&D waste
Waste generated from the construction or demolition of a building including the preparation and/or clearance of the property or site. This excludes materials such as clay, soil and rock when those materials are associated with infrastructure such as road construction and maintenance, but includes building-related infrastructure.

Cleanfill
A cleanfill (properly referred to as a Class 4 landfill) is any disposal facility that accepts only cleanfill material. This is defined as material that, when buried, will have no adverse environmental effect on people or the environment.

Disposal
Final deposit of waste into or onto land or incineration.

Diverted material
Anything that is no longer required for its original purpose and – except for commercial or other waste minimisation activities – would be disposed of or discarded.

Domestic waste
Waste from domestic activity in households.

ETS
Emissions Trading Scheme.

Food waste
Any food scraps – from preparing meals, leftovers, scraps, tea bags, coffee grounds.

Green waste
Waste largely from the garden – hedge clippings, tree/bush prunings, lawn clippings.

Hazardous waste
Waste that can cause harm or damage to people or the environment, such as strong chemicals. Shouldn't go in to landfills.

ICI
Industrial, commercial, institutional.

Landfill
Tip or dump. A disposal facility as defined in S.7 of the Waste Minimisation Act 2008, excluding incineration. Includes, by definition in the WMA, only those facilities that accept 'household waste'. Properly referred to as a Class 1 landfill.

LGA
Local Government Act 2002.

LTP
Long-term plan.

Managed fill
A disposal site requiring a resource consent to accept well-defined types of non-household waste, e.g. low-level contaminated soils or industrial by-products, such as sewage by-products. Properly referred to as a Class 3 landfill.

MfE
Ministry for the Environment.

MGB
Mobile garbage bin – wheelie bin.

MRF
Materials recovery facility.

MSW
Municipal solid waste.

New Zealand Waste Strategy (NZWS)
A document produced by the Ministry for the Environment in 2010. Currently being reviewed.

Food, garden, green waste
Plant based and other bio-degradable material that can be recovered through composting, digestion or other similar processes.

Recovery
a) Extraction of materials or energy from waste or diverted material for further use or processing, and
b) Includes making waste or diverted material into compost.

Recycling
The reprocessing of waste or diverted material to produce new materials.

Reduction
a) Lessening waste generation, including by using products more efficiently or by redesigning products, and
b) In relation to a product, lessening waste generation in relation to the product.

Reuse
The further use of waste or diverted material in its existing form for the original purpose of the materials or products that constitute the waste or diverted material, or for a similar purpose.

RRP
Resource recovery park.

RTS
Refuse transfer station.

Rubbish
Waste that currently has little other management options other than disposal to landfill.

Service delivery review
As defined by s17A of the LGA 2002. Councils are required to review the cost-effectiveness of current arrangements for meeting the needs of communities within its district or region for good-quality local infrastructure, local public services and performance of regulatory functions. A review under subsection (1) must consider options for the governance, funding and delivery of infrastructure, services, and regulatory functions.

TA
Territorial authority (a city or district council).

Transfer station
Where waste can be sorted for recycling or reprocessing, or is dumped and put in to larger trucks for transport to landfill.

Treatment
a) Means subjecting waste to any physical, biological or chemical process to change its volume or character so that it may be disposed of with no or reduced adverse effect on the environment
b) Does not include dilution of waste.

WA
Waste Assessment as defined by s51 of the Waste Minimisation Act 2008. A Waste Assessment must be completed whenever a WMMP is reviewed

Waste
Means, according to the WMA:
a) Anything disposed of or discarded
b) Includes a type of waste that is defined by its composition or source (for example, organic waste, electronic waste, or construction and demolition waste), and
c) To avoid doubt, includes any component or element of diverted material, if the component or element is disposed or discarded.

Waste Assessment
A document summarising the current situation of waste management in a locality, with facts and figures, and required under the Waste Minimisation Act.

Waste hierarchy
A list of waste management options with decreasing priority – usually shown as 'reduce, reuse, recycle, reprocess, treat, dispose'

WMA
Waste Minimisation Act (2008)

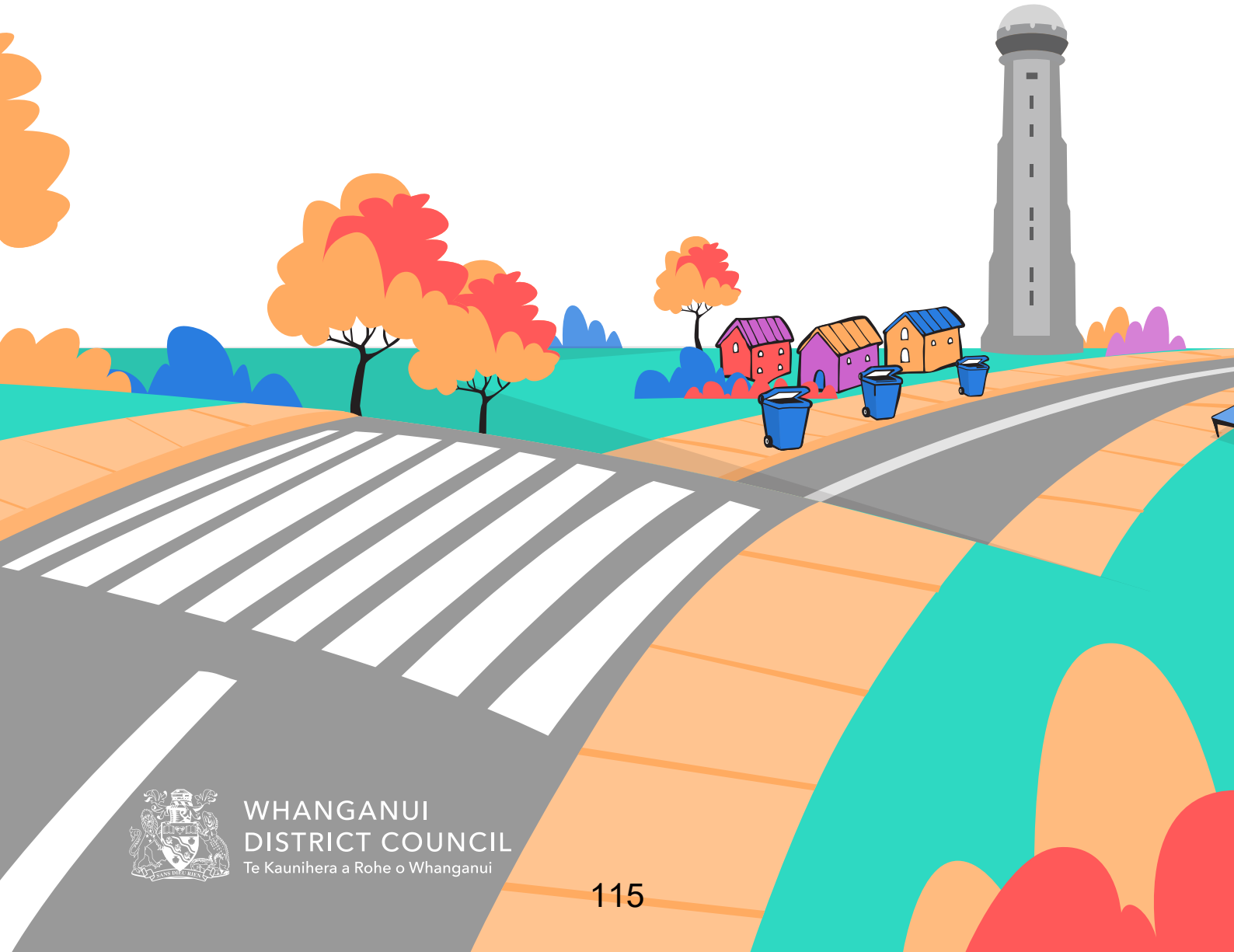
WMMP
Waste Management and Minimisation Plan as defined by s43 of the Waste Minimisation Act 2008

WWTP
Wastewater treatment plant

Zero waste
A philosophy for waste management, focusing on council/community partnerships, local economic development, and viewing waste as a resource. Can also be a target (but not in this case).

Waste Assessment

The 2021 Waste Assessment can be found on the council's website.



WHANGANUI
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Statement of Proposal

For

Waste Management and Minimisation Plan 2021

1. SUMMARY OF INFORMATION

Whanganui District Council ("the Council") is seeking feedback on its proposed Waste Minimisation and Management Plan 2021 ("WMMP").

Council has reviewed its existing WMMP 2015 and undertaken a recent Waste Assessment of its district and concluded the following areas are where it could make a big reduction in the amount of waste going to landfill:

- Significant quantities of organic waste going to landfill
- Quantities of recyclables going to landfill
- Many households use a private wheeled bin service which is likely to contribute to the first two issues
- A significant quantity of construction and demolition waste going to landfill.

The proposed WMMP 2021 has a target to increase the proportion of our district's waste that is diverted from landfill by an additional 15,000 tonnes over the course of the plan through four key action areas i.e.

- Introduce a kerbside recycling collection service
- Introduce a kerbside food waste collection service
- Introduce regulation (bylaw) to licence operators, collect data and limit collection of certain wastes or from certain waste bin sizes
- Extend reuse activities to address construction and demolition waste

Council has considered that the proposed WMMP addresses the most appropriate issues for the next six years in order to promote effective and efficient waste management and minimisation practices in Whanganui.

2. BACKGROUND AND REASONS FOR PROPOSAL

Council has a statutory requirement under the Waste Minimisation Act 2008 (the WMA) to develop and maintain a WMMP. The proposed WMMP will be Council's third plan since the inception of the Act. The plan is required to 'promote effective and efficient waste management and minimisation' for the Whanganui district. We also have obligations under other legislation, like the Health Act, which requires the council to ensure that our waste management 'protects public health'.

The WMMP sets the priorities and strategic framework for managing **all** waste in the district. It should be aligned with the New Zealand Waste Strategy, the government's general direction, the waste hierarchy and the council's long-term and annual plans.

Once the plan is adopted, the actions will be carried forward into our annual and long-term plans to ensure we have the resources to deliver the plan's goals and objectives.

Our WMMP needs to be reviewed at least every six years and new goals set. The proposed plan spans from 2021 through to 2027.

In reviewing its current WMMP and developing the current proposed WMMP, Council has held a number of workshops to work through options to best meet our community's needs in an ever developing environment. Council also engaged "Eunomia', expert waste management

consultants, to give Council quality advice and undertook a statutory waste assessment in order to better understand the waste situation in Whanganui.

During the review council clearly indicated a desire to take more control of parts of the waste stream where we can see significant waste minimisation opportunities. Areas where we could make a big reduction in the amount of waste going to landfill are:

- Significant quantities of organic waste going to landfill
- Quantities of recyclables going to landfill
- Many households use a private wheeled bin service which is likely to contribute to the first two issues
- A significant quantity of construction and demolition waste going to landfill.

Council is proposing a new vision in the WMMP and has set one simple target, which is to increase the proportion of our district's waste that is diverted from landfill by an additional 15,000 tonnes over the course of the plan through four key action areas.

3. OPTIONS FOR CONSIDERATION

Council is mindful most collection services, waste facilities and rubbish disposal in the Whanganui district are provided by the private sector. The main exceptions are the Whanganui Resource Recovery Centre and some council rubbish collections in areas where the market fails. The information that is available suggests we are sending a lot to landfill that we don't need to, and that the amount recycled is quite low compared to similar districts. Changing this situation will probably mean the council getting more involved in how, and what, waste services and facilities are provided and how they are paid for – which could lead to rates rises. However, private provision of waste services has led to a 'user pays, polluter pays' principle which fundamentally is worth protecting.

Generally Council is of the mind to increase the waste services it directly purchases in the future and increase rates within certain percentages in order to do so.

On a macro level Council is proposing to –

- Introduce a kerbside recycling and food waste collection service
- Leave the kerbside waste collection service to 'market provision' but keep a watching brief on innovation in this sector that could assist waste minimisation targets i.e. pay as you throw services
- Introduce regulation (bylaw) to licence operators, collect data and limit collection of certain wastes or from certain waste bin sizes
- Extend reuse activities to address construction and demolition waste

These proposals (options) are further explained in the WMMP including costs to introduce.

4. DETERMINATION OF APPROPRIATENESS

In reviewing the WMMP Council has followed statutory process in undertaking a Waste Assessment of its District, engaging experts in the field and following recommended template processes approved by MfE.

Council has considered its current levels of service, waste assessment, strategic context, demographic and economic trends, government and industry initiatives.

The New Zealand Waste Strategy 2010 also makes clear that TAs have a statutory obligation (under the WMA) to promote effective and efficient waste management and minimisation in their district.

The proposed WMMP has determined that Council needs to increase the waste services it directly purchases in the future in order to promote effective and efficient waste management and minimisation.

5. FORM OF WMMP

The form of the proposed WMMP follows recognised good practice templates and is considered the most appropriate form of WMMP to address the identified issues and for the purpose of public consultation.

6. CONSULTATION AND SUBMISSION

In preparing, amending, or revoking a waste management and minimisation plan, a territorial authority must—

(a) consider the waste hierarchy in order of importance
(b) ensure that the collection, transport, and disposal of waste does not, or is not likely to, cause a nuisance; and
(c) have regard to the New Zealand Waste Strategy, or any government policy on waste management and minimisation that replaces the strategy; and
(d) have regard to the most recent assessment undertaken by the territorial authority under section 51; and
(e) use the special consultative procedure set out in section 83 of the Local Government Act 2002 and, in doing so, the most recent assessment undertaken by the territorial authority under section 51 must be notified with the statement of proposal.

Council has prepared the proposed WMMP for public consultation. Any person can make a submission on the proposed WMMP.

A copy of the Statement of Proposal, including the proposed WMMP, Waste Assessment and information about making a submission can be obtained from the Council website www.whanganui.govt.nz

You can make a submission online at www.whanganui.govt.nz/have-your-say or alternatively submission forms are available from the Whanganui District Council Customer Service counter at the main municipal building located at 101 Guyton Street, the Davis Central City Library and Gonville Library. Please indicate whether you would like to speak to your submission and include contact details. People who wish to be heard by Council will be given the opportunity to do so. The hearing of submissions is scheduled for 10 November 2021 at the main municipal building located at 101 Guyton Street.

For any queries please contact Stuart Hylton, Waste Advisor on (06) 349 0001.

The period for making submissions is from 23 August 2021 to 27 September 2021.

7. **ATTACHMENTS**

Attachment 1 – Proposed Waste Management and Minimisation Plan 2021

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Whanganui District Council Waste Assessment

Consultation document

Working towards a low-waste future

Contents

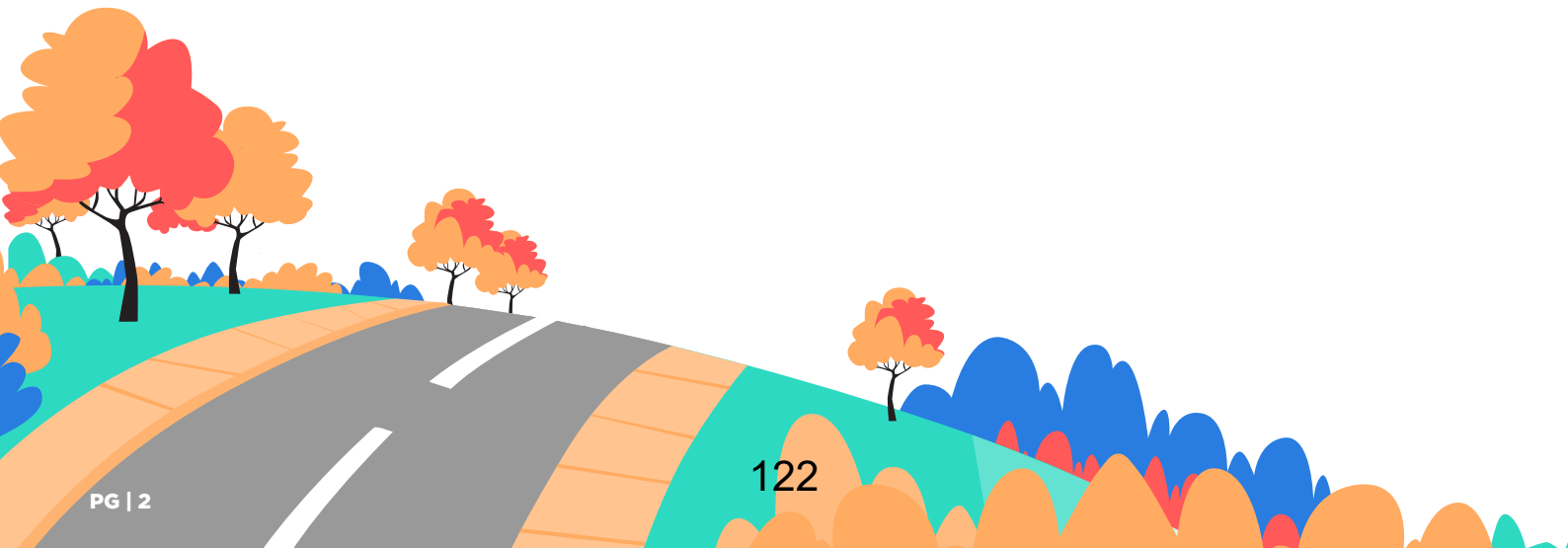


Table of Figures

1.

Introduction

This Waste Assessment has been prepared by Whanganui District Council in accordance with the requirements of the Waste Minimisation Act 2008 (WMA). This document provides background information and data to support the council's waste management and minimisation planning process.

1.1 Structure of this document

This document is arranged into a number of sections designed to help construct a picture of waste management in our district. The key sections are outlined below.

Introduction

The introduction covers a number of topics that set the scene. This includes clarifying the purpose of this Waste Assessment, its scope, the legislative context and key documents that have informed the assessment.

Manawatū-Whanganui region

This section presents a brief overview of key aspects of the region's geography, economy and demographics that influence the quantities and types of waste generated and potential opportunities. It also provides an overview of regional waste facilities and initiatives that may be of relevance to how we manage our waste.

Our district

This section presents a brief overview of key aspects of the district's geography, economy and demographics that influence the quantities and types of waste generated and potential opportunities.

Waste infrastructure, services, data and performance measurement

These sections examine how waste is currently managed, where waste comes from, how much there is, its composition and where it goes. The focus of these sections is on the regional picture.

Gap analysis and future demand

This section provides an analysis of what is likely to influence demand for waste and recovery services in the region. It identifies key gaps in current and future service provision and in the council's ability to promote effective and efficient waste management and minimisation.

Statement of options and the council's proposed role

These sections develop options available for meeting the forecast future demand and identify the council's proposed role in ensuring that future demand is met. It also looks at the council's ability to meet its statutory obligations.

Statement of proposals

The statement of proposals sets out what actions are proposed to be taken forward. The proposals are identical to the actions that will be put forward in the upcoming Waste Management and Minimisation Plan (WMMP) so the Waste Assessment simply references the WMMP for this section.

Appendices

The appendices contain additional waste management data and further detail about facilities in each district. This section includes the statement from the Whanganui medical officer of health as well as additional detail on legislation.

1.2 Purpose of this waste assessment

This Waste Assessment is intended to provide an initial step towards the development of a WMMP. It sets out the information necessary to identify the key issues and priority actions that will be included in the draft WMMP.

Section 51 of the WMA outlines the requirements of a waste assessment, which must include:

- A description of the collection, recycling, recovery, treatment, and disposal services provided within the territorial authority's district
- A forecast of future demands
- A statement of options
- A statement of the territorial authority's intended role in meeting demands
- A statement of the territorial authority's proposals for meeting the forecast demands
- A statement about the extent to which the proposals will protect public health, and promote effective and efficient waste management and minimisation.

1.3 Legislative context

The principal solid waste legislation in New Zealand is the Waste Minimisation Act 2008 (WMA). The stated purpose of the WMA is to:

"Encourage waste minimisation and a decrease in waste disposal in order to

(a) Protect the environment from harm; and

(b) Provide environmental, social, economic, and cultural benefits.

To further its aims, the WMA requires territorial authorities (TAs) to promote effective and efficient waste management and minimisation within their district. To achieve this, all TAs are required by the legislation to adopt a WMMP.

The WMA requires every TA to complete a formal review of its existing waste management and minimisation plan at least every six years. The review must be consistent with WMA sections 50 and 51. Section 50 of the WMA also requires all TAs to prepare a waste assessment prior to reviewing its existing plan. This document has been prepared in fulfilment of that requirement. The council's existing Waste Assessment was written in 2015 and the WMMP was adopted on 18 November 2015.

The Ministry for the Environment is currently taking a lead role in developing a new waste strategy and is conducting a review of our waste and resource efficiency legislation.

Further detail on key waste-related legislation is contained in Appendix A.3.0.

1.4 Scope

1.4.1 General

As well as fulfilling the statutory requirements of the WMA, this Waste Assessment will build a foundation that will enable the council to update its WMMP in an informed and effective manner. In preparing this document, reference has been made to the Ministry for the Environment's Waste Management and Minimisation Planning: Guidance for Territorial Authorities.

A key issue for this Waste Assessment will be forming a clear picture of waste flows and management options in the district. The WMA requires that a waste assessment must contain:

'A description of the collection, recycling, recovery, treatment, and disposal services provided within the territorial authority's district (whether by the territorial authority or otherwise).'

This means that this Waste Assessment must take into consideration all waste and recycling services carried out by private waste operators as well as the TA's own services. While the council has reliable data on the waste flows that it controls, data on those services provided by private industry is limited. The council only controls approximately 10% of the waste stream by volume. Reliable, regular data on waste flows is important if the TA chooses to include waste reduction targets in their WMMP. Without data, targets cannot be readily measured. Therefore, within this WMA, the council has had to rely on data from external sources that are less than reliable as well as make some assumptions based on previous reports and national information.

The New Zealand Waste Strategy 2010 also makes clear that TAs have a statutory obligation (under the WMA) to promote effective and efficient waste management and minimisation in their district. This applies to all waste and materials flows in the district, not just those controlled by councils.

1.4.2 Period of waste assessment

The WMA requires WMMPs to be reviewed at least every six years, but it is considered prudent to take a longer-term view. The horizon for the WMMP is not fixed but is assumed to be centred on a 10-year timeframe, in line with council's long-term plans (LTPs). For some assets and services, it is necessary to consider a longer time frame, so this is taken into account where appropriate.

1.4.3 Consideration of solid, liquid and gaseous wastes

In line with the council's previous WMMP, this Waste Assessment is focused on solid waste that is disposed of to land or diverted from land disposal.

The guidance provided by the Ministry for the Environment on preparing WMMPs states that:

'Councils need to determine the scope of their WMMP in terms of which wastes and diverted materials are to be considered within the plan.'

The guidance further suggests that liquid or gaseous wastes that are directly managed by a TA or are disposed of to landfill, should be seriously considered for inclusion in a WMMP.

Other wastes that could potentially be within the scope of the WMMP include gas from landfills and the management of biosolids from wastewater treatment plant (WWTP) processes.

The nearest landfill to Whanganui district is Bonny Glen landfill, which has a landfill gas capture system in place.

Biosolids from the WWTP processes are currently not disposed of at Class 1 landfills, so it is reasonable to not consider them in the context of this assessment. Currently, and for the next three to four years, the biosolids from the WTTP are being stockpiled in a lined pond the council has on site.

Therefore, apart from some liquid hazardous wastes that are managed through solid waste facilities, this Waste Assessment and the subsequent WMMP will focus primarily on solid waste.

1.4.4 Public health issues

Protecting public health is one of the original reasons for local authority involvement in waste management. The New Zealand Waste Strategy 2010 contains the twin high-level goals of 'reducing the harmful effects of waste', and 'improving the efficiency of resource use'. In terms of addressing waste management in a strategic context, protection of public health can be considered one of the components entailed in reducing harm.

Protection of public health is currently addressed by a number of pieces of legislation. Discussion of the implications of the legislation is contained in Appendix A.3.0.

Key issues that are likely to be of concern in terms of public health include the following:

- Population health profile and characteristics
- Meeting the requirements of the Health Act 1956
- Management of putrescible wastes
- Management of nappy and sanitary wastes
- Potential for dog/seagull/vermin strike
- Timely collection of material
- Locations of waste activities
- Management of spillage
- Litter and illegal dumping
- Medical waste from households and healthcare operators
- Storage of wastes
- Management of biosolids/sludges from WWTP
- Management of hazardous wastes (including asbestos, e-waste, etc.)
- Private on-site management of wastes (i.e. burning, burying)
- Closed landfill management including air and water discharges, odours and vermin
- Health and safety considerations relating to collection and handling
- Waste from former industrial sites.

From a strategic perspective, the public health issues listed above are likely to apply to a greater or lesser extent to virtually all options under consideration.

For example, illegal dumping tends to take place ubiquitously, irrespective of whatever waste collection and transfer station systems are in place. Some systems may exacerbate the problem (infrequent collection, user charges, inconveniently located facilities, etc.) but, by the same token, the issues can be managed through methods such as enforcement, education and the provision of convenient facilities.

In most cases, public health issues will be able to be addressed by setting appropriate performance standards for waste service contracts. It is also important to ensure performance is monitored and reported on and that there are appropriate structures within the contracts for addressing issues that arise. A current review of health and safety in the waste sector could impact which collection methodologies are preferred, working practices and the design of waste facilities.

In addition, public health impacts will be able to be managed through consideration of potential effects of planning decisions, especially for vulnerable groups. That is, potential issues will be identified prior to implementation so their impact can be mitigated.

1.5 Strategic context

1.5.1 New Zealand Waste Strategy

The New Zealand Waste Strategy: Reducing Harm, Improving Efficiency (NZWS) is the government's core policy document concerning waste management and minimisation in New Zealand.

The two goals of the NZWS are:

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

The NZWS provides high-level, flexible direction to guide the use of the tools available to manage and minimise waste in New Zealand. These tools include:

- The Waste Minimisation Act 2008
- Local Government Act 2002
- Hazardous Substances and New Organisms Act 1996
- Resource Management Act 1991
- Climate Change Response Act 2002 and Climate Change (Emissions Trading) Amendment Act 2008
- International conventions
- Ministry for the Environment guidelines, codes of practice
- Voluntary initiatives.

The flexible nature of the NZWS means that councils are able to decide on solutions for waste management and minimisation that are relevant and appropriate to local situations and desired community outcomes.

Section 44 of the WMA requires councils to have regard to the NZWS when preparing their WMMP.

While noting that the Ministry is currently in the process of reviewing the NZWS, the council has given regard to the NZWS and the current WMMP (2015) in this Waste Assessment.

1.5.2 International commitments

New Zealand is party to the following key international agreements:

1. Montreal Protocol – to protect the ozone layer by phasing out the production of numerous substances
2. Basel Convention – to reduce the movement of hazardous wastes between nations
3. Stockholm Convention – to eliminate or restrict the production and use of persistent organic pollutants
4. Waigani Convention – bans export of hazardous or radioactive waste to Pacific Islands Forum countries.

The Basel Convention in particular has implications for waste management, particularly following the amendments to the convention in 2019 which were aimed at discouraging the international trade of low-value mixed plastic. From 1 January 2021, most exported mixed plastic required consent from the receiving country before they leave New Zealand's shores.

1.5.3 National projects

A number of national projects are underway to support waste management and minimisation.

1. Ministry for Environment work programme

Projects recently completed by MfE include:

- Banning single-use plastic carrier bags under 70 microns in thickness
- Consulting on proposals to increase and expand New Zealand's landfill levy
- Naming six priority products – plastic packaging, tyres, electrical and electronic products (e-waste), agrichemicals and their containers, refrigerants and farm plastics
- Supporting the development of a beverage container return scheme.

The ongoing work programme includes:

- Implementing the landfill levy changes from 1 July 2021
- Collecting landfill levy-related data from Class 2-4 landfills as well as Class 1
- Regulating the provision of data from Class 5 landfills and transfer stations
- Supporting the development and implementation of product stewardship programmes for the six priority products
- Reviewing the New Zealand Waste Strategy, the Waste Minimisation Act and the Litter Act
- Introducing a national resource recovery work programme to increase the amount of waste diverted form landfill and improve recycling, with a focus on an infrastructure investment strategy
- Developing and extending performance reporting for TAs.

These projects are likely to have a significant impact on the way waste management and minimisation evolves over the period of a new WMMP, particularly changes in the scope and rate of the landfill levy and a beverage container return scheme.

2. Climate Change Commission

The Climate Change Commission is an independent Crown entity, formed following the adoption of the Climate Change Response (Zero Carbon) Amendment Act in 2019. This Act provides a framework for reducing emissions by 2050 and achieving a climate resilient future. The Climate Change Commission was established to provide independent expert advice to government and to monitor/review progress towards emissions reduction and adaptation.

The draft Climate Change Commission Advice was released for consultation in early 2021, and the Commission finalised its advice during May 2021.

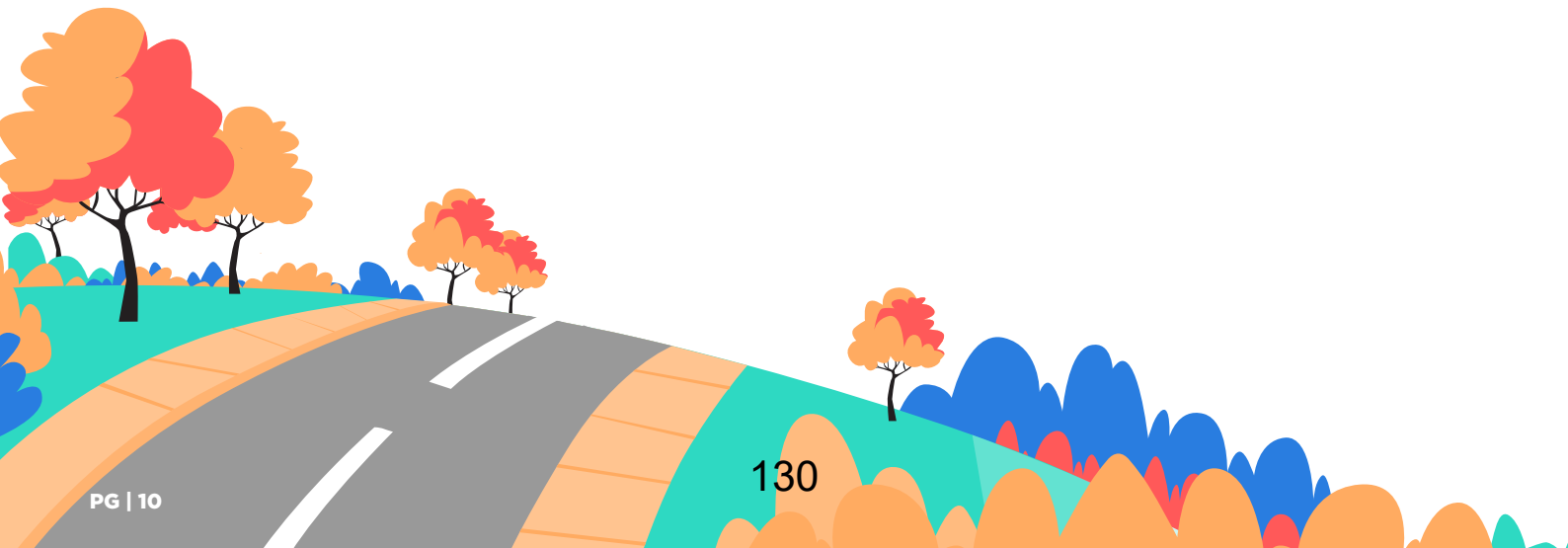
3.National kerbside standardisation

In 2020, the Ministry for the Environment contracted WasteMINZ to undertake an engagement project with the waste sector across New Zealand to determine best practice kerbside collection methodologies for rubbish, recycling and organics.

The project included recommendations for materials to be collected in kerbside recycling, and their presentation.

The four key recommendations provided by this report are:

- Standardise materials to be collected in domestic kerbside recycling collections across the country, and how they should be presented, to increase consistency, reduce confusion for householders and reduce contamination
- Incentivise local authorities to collect food waste for composting or AD to reduce kerbside residual rubbish to landfill
- Incentivise local authorities to collect glass separately to other recyclable materials to improve the quality of all materials accepted in kerbside recycling
- Provide best practice recommendations for food waste, recycling and residual rubbish collections to increase consistency across the country.



4. Waste data

The national waste data framework (WDF) was a project led by WasteMINZ, with funding through the Waste Minimisation Fund, and provided the following:

- A staged development approach for a full WDF, focusing initially on the most important elements while also setting out a clear 'upgrade' path to include other elementsThe completed first stage covers data relating to waste disposed of at levied disposal sites (Class 1 landfills) and information on waste services and infrastructure, as well as other areas where practicable
- Subsequent stages of the WDF will include more detailed data on diverted materials and waste disposed of at non-levied disposal sites.

The implementation of the WDF has been variable to date, although increasingly the terminology and protocols are being used in data collection by waste operators and reporting. The MfE and a number of TAs around the country are currently working on projects that will improve the quantity and quality of waste data available.

The council uses the categories and terminology of the WDF in the Waste Assessment and the forthcoming WMMP.

5. National standardisation of colours for bins

Since 2015, anyone providing collections of waste and diverted materials has been strongly encouraged to comply with this national standard, which is for bin bodies:

(a) For 240L and 120L wheeled bins, black or dark green should be used. These colours maximise the amount of recycled content used in the production of the bins.

(b) For bin lids, crates and internal office bins:

- Red should be used for rubbish
- Yellow should be used for commingled recycling (glass, plastic, metal and paper combined)
- Lime green should be used for food waste and food waste/garden (referring to green) waste combined, noting that food waste-only collections are strongly encouraged to use a smaller bin size than combined food and garden collections.
- Dark green should be used for garden waste.
- Light blue should be used for commingled glass collections (white, brown, green glass combined).
- Grey should be used for paper and cardboard recycling.

The council will reflect these colours if/when bins are supplied for contracts and services locally, and will also incorporate these colours into proposed waste operator conditions.

6. Rural waste minimisation project

Two research projects (in the Canterbury region and the Waikato/Bay of Plenty regions) have been carried out to better understand the nature of waste on farms and to begin the identification of alternatives to burning, burial and bulk storage of waste. The projects had the following objectives:

1. To determine the impacts on and risks to New Zealand's natural resources (land, water and air), economy, and social and cultural well-being from current rural waste burning, burying and stockpiling practices
2. To identify new waste minimisation options for rural waste management and assess the technical and economic feasibility of these
3. To develop implementation plans with service providers for feasible waste minimisation options.

Practical outcomes from this project have so far been few but could facilitate the development of rural waste solutions in our district.

1.6 Local and regional planning context

This Waste Assessment and the resulting WMMP, have been prepared within a local and regional planning context whereby the actions and objectives identified in the Waste Assessment and WMMP reflect, intersect with, and are expressed through other planning documents. Key planning documents and waste-related goals and objectives are noted in this section.

1.6.1 Long-term plan

A key part of the long-term plan (LTP) is the Leading Edge Strategy which acts as the council's overarching strategic document.

This strategy's vision is:

'To be an energised, united and thriving district offering abundant opportunities for everyone.'

Strategic pillars:

- Community - A deeply united community
- Connectivity - Connected
- Creativity - Innovative and creative
- Environment - Safeguarding our place
- Economy - Works for everyone

Key LTP projects/actions

Key issues:

1. Pandemic, recovery and worldwide recession
2. Catering for projected population growth and the associated growth-related issues (housing)
3. Climate change adaptation and mitigation
4. Increasing regulatory standards, legislation changing
5. Affordability

1.6.2 Other local plans

The council has a number of other plans relating to the Whanganui district that have been considered when preparing this assessment. These include:

- Climate Change Strategy

Since 2018, Whanganui District Council has developed and costed a Climate Change Outcomes Strategy which identifies actions that the council could take to demonstrate its commitment to addressing climate change – a lead by example approach.

Vision: A leading edge, climate-smart and resilient district that has an informed and proactive community in the face of climate change.

Timeline: Policy team looking to go out to consultation in late 2020, with a final Climate Change Strategy to be discussed and adopted by council in early 2021.

- Leading Edge Strategy

Leading Edge is about Whanganui being seen as positive and exciting – a community that is united, connected, creative, environmentally rich and economically prosperous.

The Leading Edge Strategy sets out to achieve the targets in our Waste Management and Minimisation Plan. To achieve this goal we will pursue green tech approaches and take a responsible approach to the disposal of waste, enhance our responsibilities in relation to sustainable land use and pursue innovative partnerships to value resources and eliminate waste, promote environmentally sustainable practices to divert more waste to landfill and to position disposal as the last choice behind reduced waste-producing habits, reuse of products and recycling.

The council has devised a Whanganui District Housing Strategy, the vision for which is:

'Everyone in Whanganui has the right housing opportunities and a great neighbourhood to live in.'

The goals driving this strategy are that Whanganui's -

- Housing systems and infrastructure function well
- Homes are good quality and future-proofed
- Homes meet the needs of our people
- Housing network supports united, thriving and connected communities

Comment: The council's housing strategy and response to earthquake-prone building upgrade needs (Whanganui is overrepresented with earthquake-prone buildings requiring retrofitting or demolition to meet seismic building codes), coupled with Whanganui's economic growth of late including the building sector, means there will undoubtedly be more construction and demolition waste produced over the next period.

1.6.3 Regional council plans

Horizons Regional Council, which covers the Manawatū-Whanganui region, adopted the One Plan in November 2014. This document covers the requirements of the consolidated regional policy statement, the regional plan, and the regional coastal plan for the region.

In the One Plan, the regional council states that it recognises 'the need to focus on the full life cycle of waste from generation to disposal, and that waste is a wasted resource'. The plan goes on to discuss specific requirements with respect to hazardous substances and contaminated land.

Waste is defined as **'any material, solid, liquid or gas that is unwanted or unvalued and discarded or discharged'.**

Chapter three of the One Plan sets out the objectives, policies and methods relating to waste.

Increased quantities of waste produced and hazardous substances used results in concern in several areas:

- Wasted resources and an increasing need for appropriate disposal
- Potential for poor management of hazardous substances
- Potential for land contamination, leading to risks to people and environment.

The waste management objective included in the One Plan is:

'The regional council and territorial authorities must work together in a regionally consistent way to:

i. Minimise the quantity of waste generated in the region and ensure it is disposed of appropriately

ii. Manage adverse effects from the use, storage, disposal and transportation of hazardous substances

iii. Manage adverse effects from contaminated land.'

Solid waste facilities such as landfills, transfer stations and resource recovery facilities should be recognised as being physical resources of regional and national importance. These should be managed in a way that considers the significant benefits derived from the assets.

The One Plan includes four policies intended to give effect to the objective above. These policies are as follows:

Policy 3-8 Waste policy hierarchy

'Wastes, including solid, liquid, gas and sludge waste, must be managed in accordance with the following hierarchy:

(a) Reducing the amount of waste produced

(b) Reusing waste

(c) Recycling waste

(d) Recovering resources from waste

(e) Appropriately disposing of residual wastes.

Policy 3-9 Consent information requirements – waste policy hierarchy and hazardous substances

'Where a proposal has the potential to give rise to significant adverse effects on the receiving environment, an assessment must be required, as part of the consent information requirements for all discharges to air, land, water and the coastal marine area, of:

(a) Reduction, reuse, recycle and recovery options for the discharge in accordance with Policy 3-8, and

(b) Any hazardous substances that may be present in the discharge, and alternatives to those hazardous substances.

Policy 3-10 Cleanfills, composting and other waste reduction activities

'Waste reduction activities will be encouraged, in particular by generally allowing cleanfills and composting activities.'

Policy 3-11 Landfill management

'Landfills must generally be designed, constructed, managed, operated, remediated and monitored in line with appropriate guidelines and national environmental standards. Taking into account the applicability of these guidelines and standards in relation to the type and scale of activity proposed, the following guidelines may be considered appropriate:

(a) Centre for Advanced Engineering Landfill Guidelines, April 2000

(b) Ministry for the Environment, Module 1: Hazardous Waste Guidelines – Identification and Record Keeping, June 2002, ME637

(c) Ministry for the Environment, Module 2: Hazardous Waste Guidelines, Landfill Waste Acceptance Criteria and Landfill Classification, May 2004, ME510

(d) Ministry for the Environment, A Guide to the Management of Cleanfills, January 2002, ME418

(e) Ministry for the Environment, A Guide to the Management of Closing and Closed Landfills in New Zealand, May 2001, ME390

(f) Ministry for the Environment, Guide to Landfill Conditions, May 2001, ME389

(g) Ministry for the Environment, Good Practice Guide for Assessing and Managing the Environmental Effects of Dust Emissions, September 2001

(h) Landfill Gas Collection and Destruction or Reuse in Accordance with the Resource Management (National Environmental Standards Relating to Certain Air Pollutants, Dioxins and other toxics) Regulation 2004.'

Cleanfills are defined as landfills only accepting:

"Materials such as clay, soil and rock, and other inert materials such as concrete or brick that are free of:

a. Combustible, putrescible (except that cleanfill material can contain up to 5% by weight putrescible matter), degradable or leachable components

b. Hazardous substances

c. Products or materials derived from hazardous waste treatment, hazardous waste stabilisation or hazardous waste disposal practices

d. Materials that may present a risk to human health

e. Liquid waste.'

This definition departs from the waste acceptance criteria set out in the 2016 Technical Guidelines for Disposal of Waste to Land in two key respects – firstly, the criteria allow no more than 2% of biodegradable material by volume per load; and secondly, manufactured materials such as concrete and brick are permitted to make up no more than 5% by volume per load.

The non-regulatory methods associated with the objective and policies above are:

Method 3-1 Regional Territorial Authority Waste Forum: Work with the territorial authorities to achieve a regionally consistent approach to waste and to progress region-wide waste issues and implement agreed initiatives, including:

- Hazardous waste disposal facilities
- Recycling facilities
- Resource recovery network waste exchange
- Public information
- Waste education schools
- Consistent waste data collection and reporting
- Development of region-wide waste reduction targets in line with the New Zealand Waste Strategy 2002
- Cleanfill management and monitoring
- Waste minimisation and cleaner production in business/trade sectors
- Economic instruments including incentives for waste reduction.

Method 3-2 Public Information: Easily accessible information will be developed and provided to increase public awareness of waste issues generic to the region, including:

- Cleanfill management and guidelines
- Waste minimisation
- Availability of waste disposal and recovery facilities (including for campervans)
- Fly-tipping
- Hazardous substances
- Burning of waste
- Offal pits and farm dumps
- Septic tank discharges
- Composting.

under the Local Government Act (2002) rather than the Waste Minimisation Act (2008). The One Plan also refers to the New Zealand Waste Strategy 2002, particularly with respect to targets (even though this document was reviewed in 2010) and any specific targets removed.

Although the One Plan was not adopted until 2014, large sections of the plan were notified for consultation as early as 2007, so referred to strategies and legislation that were in effect at that time. As no submissions were received with respect to the waste section of the plan, it was not possible to update this section prior to final adoption.

Horizons Regional Council acknowledges that there are references in the One Plan that are now dated and perhaps even obsolete, but also notes that the changes which took place following the introduction of the Waste Minimisation Act in 2010 have significantly reduced any statutory role it plays in solid waste management and planning, beyond a consenting and monitoring role.

1.6.4 Cross-regional collaboration

The councils within the wider Horizons Regional Council area collaborate on areas of mutual benefit and meet informally to share waste management information and happenings. An example of collaboration is Manawatū District Council providing shared services for Rangitīkei District Council, which include waste management advice and actual joint services. We are not aware of any other joint services in the region.

2.

Manawatū-Whanganui region

This section presents a brief overview of key aspects of the region's geography, economy and demographics. These key aspects influence the quantities and types of waste generated and potential opportunities for the council to manage and minimise these wastes in an effective and efficient manner.

2.1 Overview

Whanganui is one of the two main urban centres in the region, along with Palmerston North City.

Local authorities in the region comprise 10 territorial authorities and the Manawatū-Whanganui Regional Council, trading as Horizons Regional Council. The region completely covers five territorial authorities (Palmerston North City and Whanganui, Manawatū, Horowhenua and Ruapehu districts), and part of five (Tararua, Rangitīkei, Stratford, Waitomo and Taupō Districts) – these five territorial authorities are also included in the regions of Waikato, Bay of Plenty, Taranaki, Hawke's Bay and Wellington.

The land area of the region covers 22,215 hectares. It has a diverse geography, dominated by two river systems – the Manawatū, which is characterised by rolling farmland, and the Whanganui, which travels through forest-covered mountains and hills.

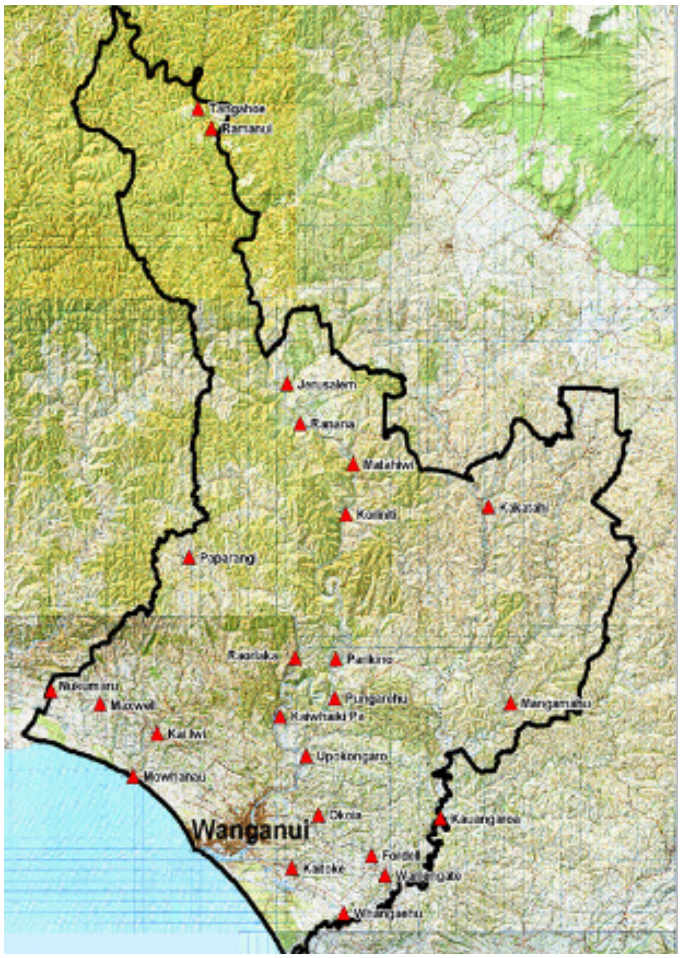
igure 1: Map of region and territorial authority areas

3.

Our district

This section presents a brief overview of key aspects of the district's geography, economy and demographics. These key aspects influence the quantities and types of waste generated and potential opportunities for the council to manage and minimise these wastes in an effective and efficient manner.

Figure 2: Map of district



3.1 Physical characteristics

3.1.1 Overview

Our district has a land area of 2,373km2. Key features are hill country, with deep incised rivers and narrow valleys, and rugged coastal areas. The main population centre in the district is Whanganui. At the 2013 Census, the district had a usually resident population of 42,153 on census night (a decrease of 486 people from 2006). However, the estimated population count of the Whanganui district as of 2019 is 47,300.

We sit on the south-west coast of the North Island facing the Tasman Sea, south of Taranaki and Ruapehu regions, and north of Manawatū. This area is known for Māori culture, heritage and Whanganui National Park, and river activities as a result of our position on the banks of the Whanganui River. Whanganui is reasonably centrally located on the west coast of the North Island, with Palmerston North one hour south and New Plymouth two hours north as our nearest 'big city' neighbours.

The vast majority of people (37,000 of us) and households are located within 10 minutes of the city centre, making kerbside collections for the majority relatively easy. The rural population (6,000 people) is spread far and wide, often in remote locations – apart from the main rural townships of Mowhanau, Brunswick, Upokongaro and Fordell.

Whanganui has a higher than national average median age of 40 and this is projected to get even older. In addition, 12,500 people within the district are beneficiaries of some sort. The median personal income is around $20,000.

Our district is the third oldest settlement in New Zealand. Its original discovery is attributed to Kupe, New Zealand's legendary discoverer. Tamatea, Captain of the Takitimu waka, explored the region fully and, soon after, attracted by the Whanganui River, Māori settlers came to the region.

3.1.2 Geography

The district has a land area of 2,373 km2, the majority of which is hill country, with deeply incised rivers and narrow valleys. The coastal lowland areas are marine terraces separated by old sea cliffs, resulting from a series of uplifts. Rivers and streams have cut deep valleys into these surfaces. A belt of sand dunes lies along the coast, and in places fossil dunes extend up to 7km inland, overlying parts of the marine terraces and blocking streams to form a chain of small shallow lakes. North-west of the city, a 45m-high cliff extends along the coast fronted by a wide sandy beach. Coastal, terrace and river valley landscapes are largely rural in character, dominated by mainly pastoral farming. Further inland, especially to the north-west, there is a much greater proportion of scrub and forest cover. The Whanganui and Whangaehu rivers and their main tributaries flow in a general southerly direction.

A large portion of the district is within the Whanganui National Park. The park is administered by the Department of Conservation and comprises a main core area, with smaller outliers to the north and south, covering a total area of 74,231 hectares. The Whanganui River is the second largest river in the North Island and the longest navigable waterway in the country, covering 290km from the heights of Mount Tongariro to Whanganui's coast and the Tasman Sea.

3.1.3 Climate

We are noted for our temperate climate, but Whanganui's position on the coast, alongside a river and with a catchment comprising steep hill country underlain by soft rock means that Whanganui has experienced, and will continue to experience, a large number of weather-related events. The Ministry for the Environment publication entitled Climate Change and Long-Term Council Community Planning includes a number of predictions about New Zealand's future climate:

- Temperatures will rise on average by 1°C by 2040 and 2°C by 2090
- Rainfall will increase in western areas by up to 5% by 2040 and 10% by 2090. There will be increased seasonality in the rainfall distribution patterns
- Sea levels will rise
- Frosts will decrease
- There will be an increased frequency of high temperatures
- There will be an increase in the frequency of extreme daily rainfalls
- Possible increase in strong winds
- Increases in the severity and frequency of extreme weather events.

3.1.4 Demographics

Whanganui's population distribution and growth is shown in Figure 3 below:

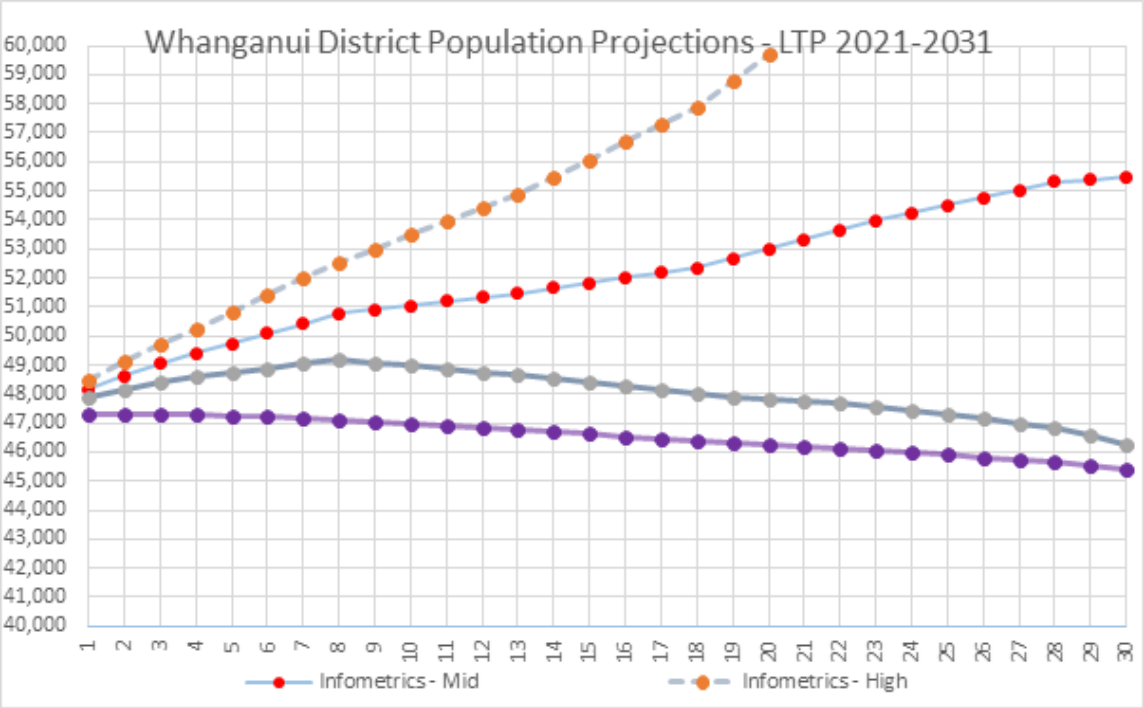
Population and growth:

- 2019 population = 47,300
- Significant migration since 2013 census
- Average growth was 590 people per annum since 2013 (accelerated since 2016)
- Ageing population – it is predicted that from 2021 there will be more deaths than births until 2040. Deaths stay at current levels (430–450) until 2030 then rise to 580 per annum in 2050.

2019 population = 47,300

Figure 3: Population projections [1]

Whanganui District Population Projections LTP 2021-2031

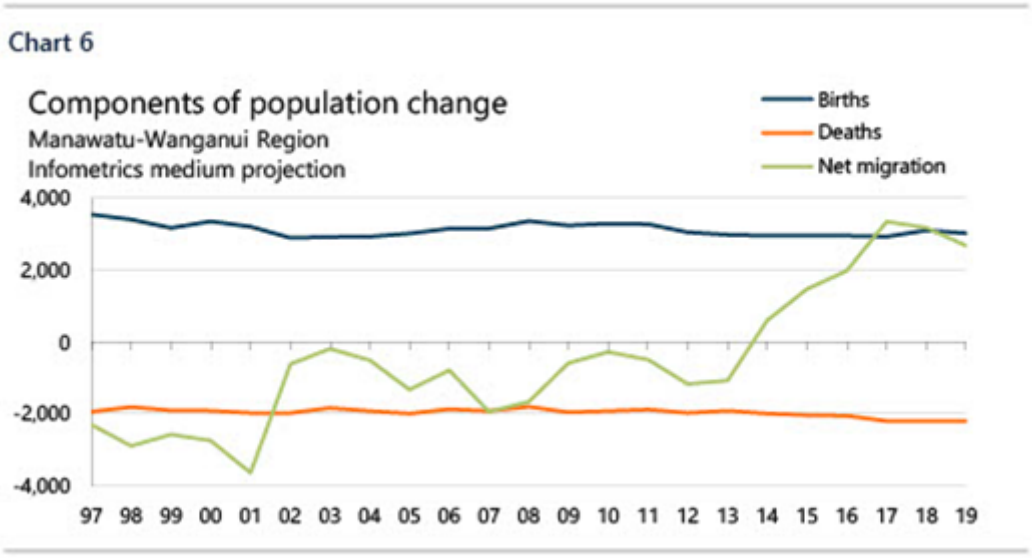


The population projections below have been produced in consideration of both short- and long-term trends for the Whanganui region. Although long-term trends would suggest relatively weak population growth underpinned by weak or negative net migration, recent trends suggest strong population growth driven by strongly positive net migration. A further consideration is weakening international net migration at a national level, accelerated by Covid-19, which is likely to push down net migration into the region.

Figure 4 below displays the population growth rates for the region across the three scenarios. The medium projection sustains recent strong net migration and population growth for the next 10 years. However, the strength of the region's population growth since 2013 is an insufficient evidence base to determine the entire projection of 30 years, so beyond 2028, the medium projection follows a path that could be described as in between long-term historic and recent historic trends. The high projection portrays a scenario in which recent historic trends are sustained for a longer period.

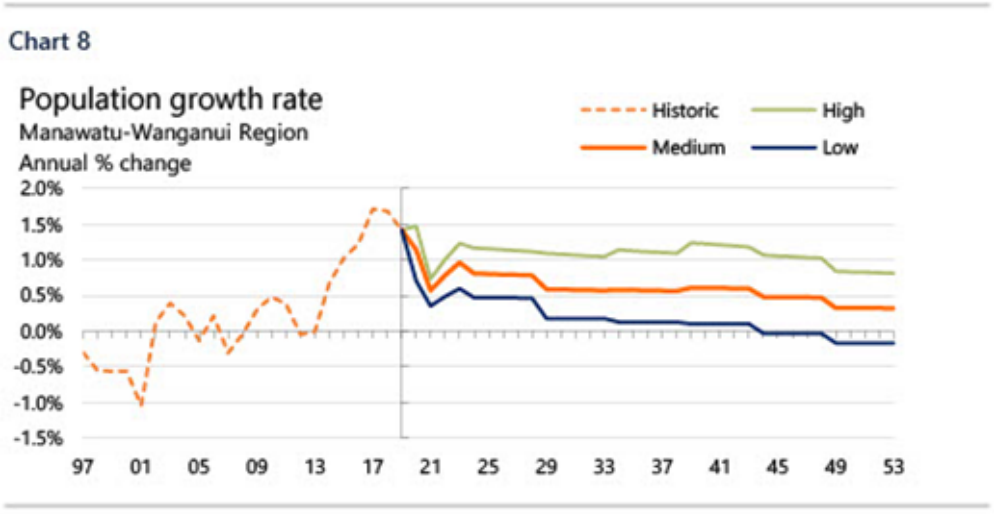
[1] *Source: Statistics NZ sub-national population estimates*
[2] *(Infometrics: Manawatu-Wanganui Projections 2018-2053 July 2020)*
[3] *(Infometrics: Manawatu-Wanganui Projections 2018-2053 July 2020)*

Figure 4: Population growth rate [2]



The Manawatū-Whanganui region has a relatively youthful population, and as a result, the population experiences strong natural increase, with births outnumbering deaths. Over the past two decades, net migration has predominantly been negative, with net outflows of people from the region. However, net migration has turned positive in the past five years, reaching record high levels, which may indicate an increase of waste generated and disposed of.

Figure 5: Components of population change[3]



As a result of Covid-19 and the associated recession, employment in Manawatū-Whanganui is forecast to fall by 8.5% over the year to March 2021, just below the national decline of 9.9%. Employment is forecast to steadily recover from 2023 onwards, with Manawatū-Whanganui broadly following the national trend. This includes weak growth expectations from 2030 onwards, based on the introduction of more stringent carbon pricing and environmental regulation, coupled with adoption of automation technology, which will dent employment, particularly in the primary sector.

Taking the medium projection suggests a small population growth which would likely result in a small increase of waste generation.

Figure 6: Whanganui district population projection

Scenario	High	Medium	Low
2018	46,680.00	46,680.00	46,680.00
2019	47,300.00	47,300.00	47, 300.00
2020	47,759.00	47,582.00	17,389.00
2021	47,991.00	47,724.00	47,435.00
2022	48,312.00	47,921.00	47,497.00
2023	48,708.00	48,164.00	47,574.00
2028	51,042.00	49,438.00	47,949.00
2033	53,385.00	50,182.00	47,488.00
2038	56,490.00	51,149.00	46,946.00
2043	61 ,110. 00	52,841.00	46,701.00
2048	65,467.00	54,243.00	46,112.00
2053	68,322.00	54,692.00	44,792.00

The following table shows key demographic metrics for the district.

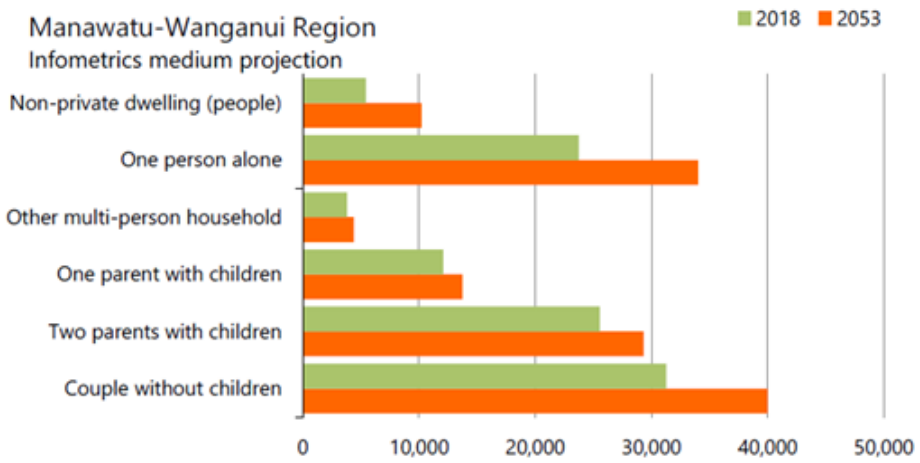
Figure 7: Demographic indicators

2018 Census Data						
Demographic Indicators	**Households (Occupied Dwellings)**	**Unoccupied Dwellings**	**Median Income**	**Home Ownership**	**Formal Qualifications**	**Dwelling Under Construction**
Whanganui District	18,153	1,557	24,400	55.20%	9.40%	36

Source: https://www.stats.govt.nz/tools/2018-census-place -summaries/whanganui-district

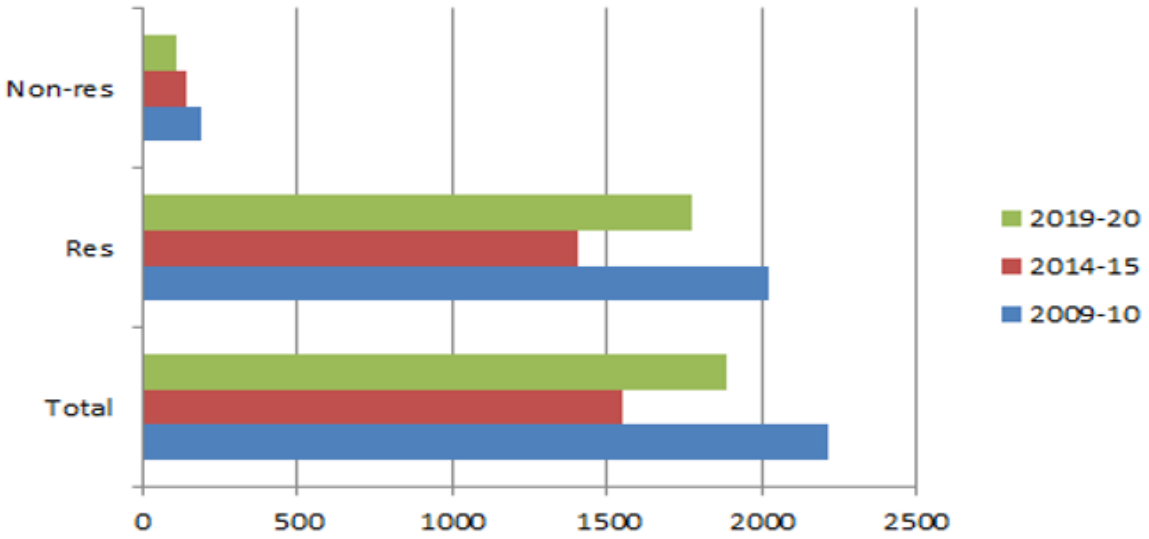
Changing population will form different households: the decreasing household size is a function of changes in household formation. The fastest growing household types are one person and couple without children households. Due to overall growth in the number of households, all household types are projected to grow to some extent.

Figure 8: Households by type



This data suggests household size will decrease across the region but household numbers will still increase overall.

Figure 9: Whanganui building consent numbers (as an indicator of increased waste from households)



The numbers of residential building consents are increasing which suggests a similar level of waste generation will increase.

3.2 Economy

Whanganui in 2016–2017. The industry grew by 4.6% over the year and contributed 0.5% to the district's total growth of 2.4%. Among broad industries, health care and social assistance was the largest employer in Whanganui in 2017, accounting for 16.1% of total employment. The second largest employer was manufacturing (13.7%) followed by retail trade (10.1%). A total of 3897 business units were recorded in Whanganui in 2017, down 1.8% from a year earlier. The number of business units in New Zealand increased by 2.1% over the same period.

Analysis of the five-year age groups of the Whanganui district in 2017 compared to New Zealand shows that there was a similar proportion of people in the younger age groups (under 15) and a higher proportion of people in the older age groups (65+). Overall, 20.3% of our population were aged between 0 and 14, and 20.5% were aged 65 years and over, compared with 20.4% and 14.3% respectively for New Zealand. [4]

Council land use consents and subdivision consents

Land use consents have increased 24% over the 10 years from 2010 to 2020. Subdivision consents have increased 54% over the same 10-year period. The increases year on year over the past four years show a growth in housing numbers and may mean a comparable increase in waste generation.

Figure 10: Resource consents

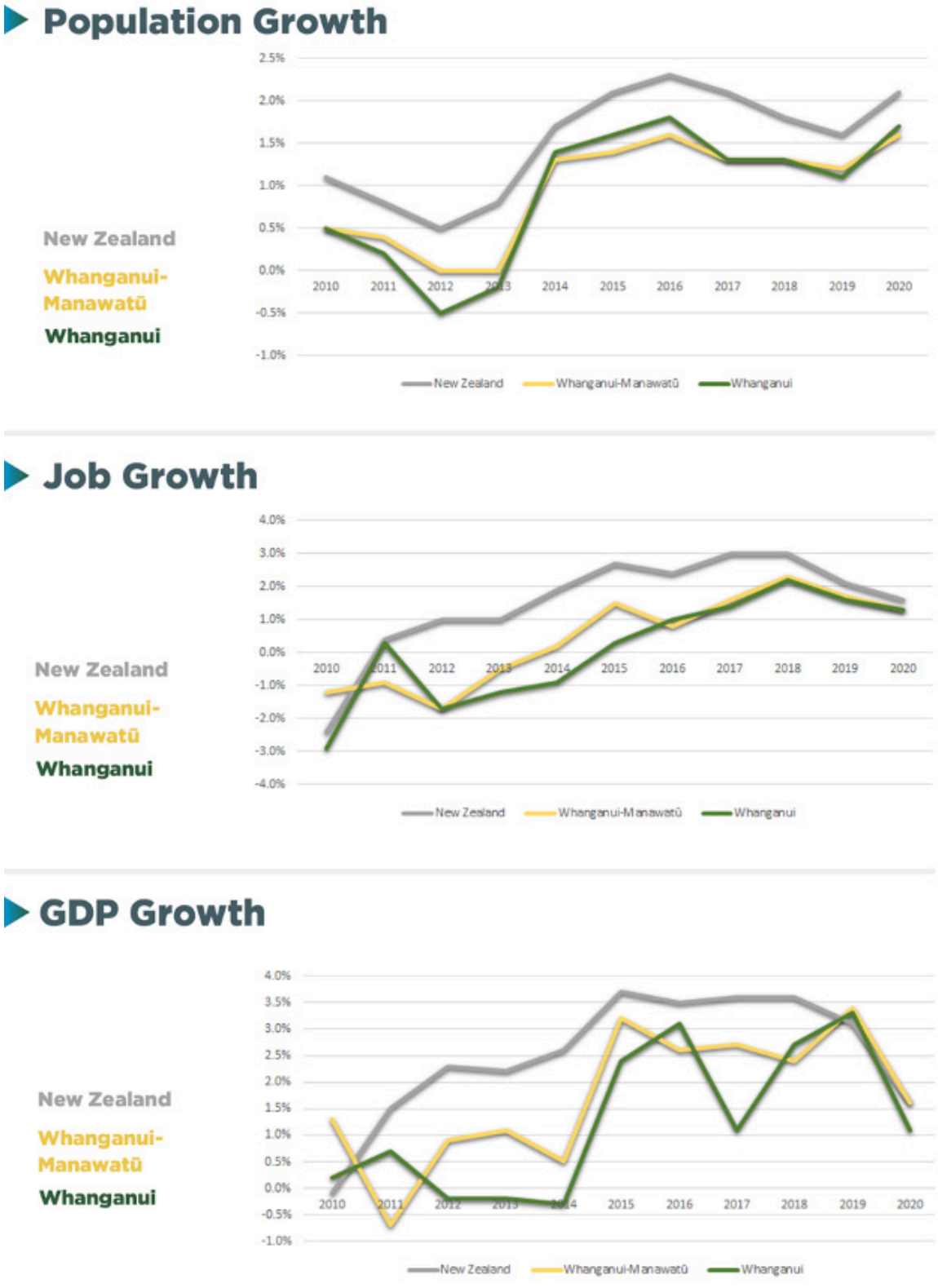
Resource Consents	Land Use	Subdivision	Total
2020	155	106	261
2019	150	92	242
2018	132	91	223
2017	134	63	197
2016	109	57	166
2015	124	39	163
2014	132	57	189
2013	144	54	198
2012	107	54	161
2011	118	39	157
2010	119	22	176

Rural sector

Whanganui's economy has an agricultural base – mainly sheep, beef and dairy – and has a strong primary processing sector. Whanganui's economic footprint extends well beyond our district boundary, with products and services flowing to and from Whanganui into neighbouring districts and townships. In 2017, the agriculture, forestry and fishing sectors were responsible for 6.1% of employment, 8.6% of GDP and 17.8% of business units in the Whanganui district [5].

[4] *Population Experts 2013-2017 Census and Forecast Data*
[5] *Infometrics analysis March 2017*

Figure 11: Population, job, GDP growth[6]



[6] *Infometrics*

Figure 12: GDP growth

3.3 Implications of economic and demographic trends

While the job and GDP graphs show a decline in the 2019-2020 period, the population graph shows an increase which, when building and subdivision consents are taken into consideration, suggest an increase in waste generation is likely.

The retail sector was hit during the Covid lockdown and some businesses have not recovered. This is unlikely to have much of an impact on waste to landfill as this sector's proportion of waste is minimal.

4.

Waste infrastructure

Most of the facilities available in the Whanganui district are owned, operated and/or managed by commercial entities, with some owned and/or operated by the council or community groups.

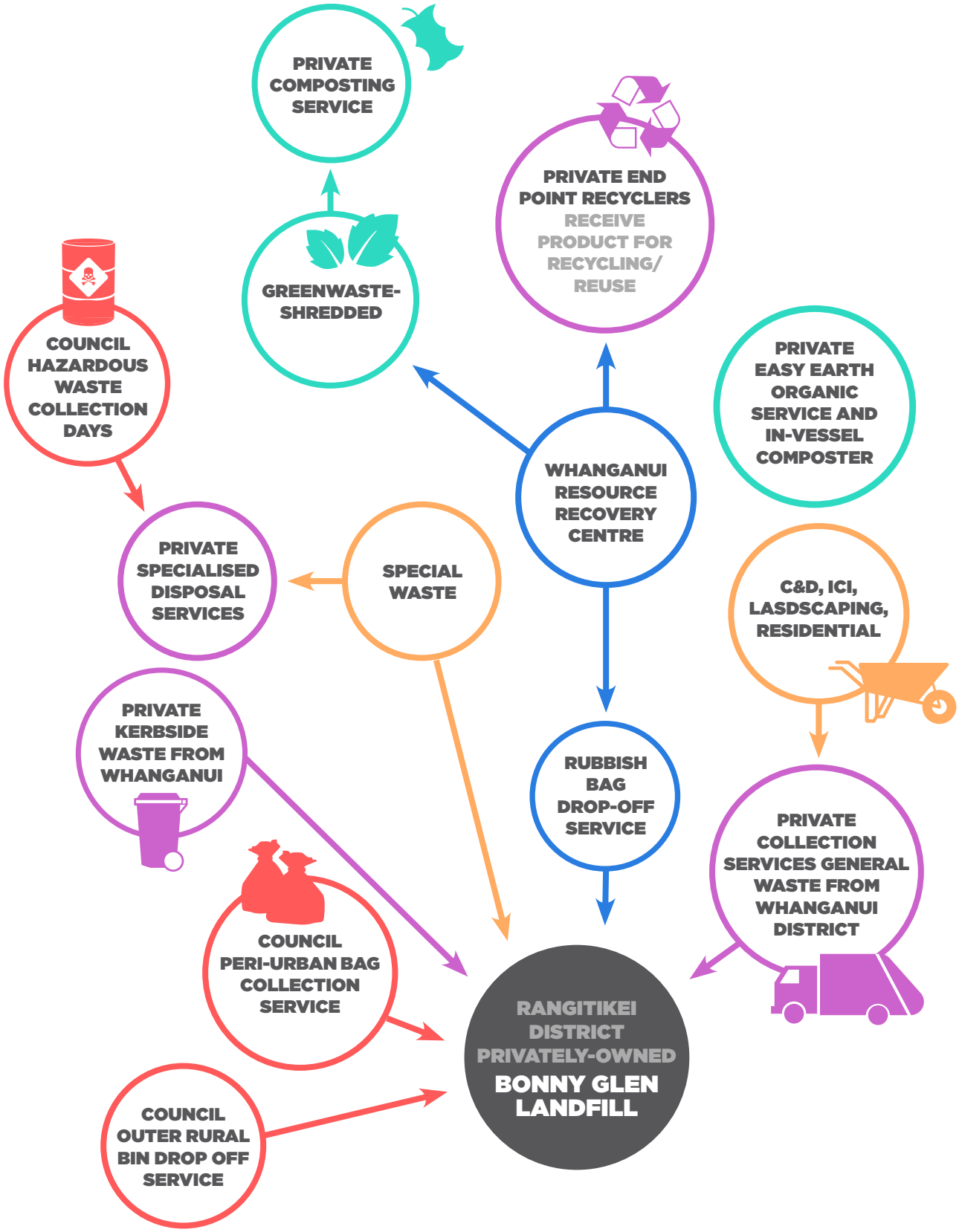
Since the late 1990s, Whanganui District Council has followed a conscious strategic direction and withdrawn from owning or providing waste facilities and services, allowing the market to assume provision of services – except where there were market gaps or failures. This has resulted in today's situation where the council only controls approximately 9% of the waste stream by weight. The current infrastructure situation for Whanganui district can be summarised as follows:

- No local landfill or publicly-owned landfill
- Our waste disposal is accommodated in a privately owned landfill in the Rangitīkei district.
- Two transfer stations separately owned by private firms; only one is public
- Whanganui Resource Recovery Centre
- Easy Earth organic collection and compost operation.

This inventory is not to be considered exhaustive, particularly with respect to the commercial waste industry as infrastructure is subject to change. It is also recognised that there are many small private operators and second-hand goods dealers that are not specifically listed. However, the data is considered accurate enough for the purposes of determining future strategy and to meet the needs of the WMA.

The withdrawal from the waste stream has allowed industry advances into waste infrastructure and encouraged the user-pays principle to apply with little or no rates funding. It also means the council has not had to fund costly infrastructure such as landfills, transfer stations and waste collection vehicles.

Figure 13: Key waste flows in Whanganui



4.1 Disposal facilities

4.1.1 Landfills

In April 2016, the Waste Management Institute of New Zealand (WasteMINZ) released the final version of the Technical Guidelines for Disposal to Land. These guidelines were then updated and republished in August 2018.

The definitions of the five classes of landfills provided in the guidelines are summarised below.

Class 1 - Municipal landfill

A Class 1 landfill is a site that accepts municipal solid waste. A Class 1 landfill generally also accepts construction and demolition (C&D) waste, some industrial wastes and contaminated soils. Class 1 landfills often use managed fill and cleanfill materials as daily cover. A Class 1 landfill is the equivalent of a 'disposal facility' as defined in the WMA.

Class 2 - C&D/Industrial landfill

A Class 2 landfill is a site that accepts non-putrescible wastes including construction and demolition wastes, inert industrial wastes, managed fill, controlled fill and cleanfill. C&D waste and industrial wastes from some activities may generate leachates with chemical characteristics that are not necessarily organic. Hence there is usually a need for an increased level of environmental protection at Class 2 sites. sites.

Class 3 – Managed fill

These facilities accept mainly non-putrescible cleanfill and controlled fill, but may include material with contaminant concentrations in excess of controlled fill limits. As contaminated materials may be accepted, these require environmental site assessments, monitoring of accepted material, operational controls and monitoring of surface and ground water.

Class 4 - Controlled fill

A Class 4 landfill accepts controlled fill material. These comprise predominantly controlled fill and cleanfill materials, but may also include other inert materials and soils with chemical contaminants at concentrations greater than local natural background concentrations.

Class 5 - Clean fill

A cleanfill is a landfill that accepts only cleanfill materials. The principal control on contaminant discharges to the environment from cleanfills is the waste acceptance criteria.

The actual wording used in the guidelines is provided in Appendix A.2.1

There are two Class 1 landfill disposal facilities (as defined above) near the Whanganui district. These are Bonny Glen landfill, near Marton (20 minutes from Whanganui), and Levin landfill. There is one closed landfill in the district.

Figure 14: Class 1 landfills accessible from Whanganui district

Name and Owner/ Operator	Description	Location	Capacity and Consent
Bonny Glen Landfill {Manawatū Waste - joint venture of EnviroNZ and Waste Management NZ Ltd)	Municipal landfill accepting non- hazardous residential, commercial and industrial waste Primarily from the surrounding region. Gas capture in place, largely flared off.	West of Marton	Consent extended in 2013. Anticipated life 50-80 years.
Levin Landfill (Horowhenua District Council, operated by Midwest Disposals Ltd)	Municipal land fill accepting non-hazardous residential, commercial and industrial solid waste. Approx 39% of waste comes from inside Horowhenua, remainder from Kapiti DC.	Levin	Currently landfilling approximately 30,000 tpa - resource consents expire in 2037. At its present rate of volume usage it is projected that the consented area will last for approximately 20 years.

The 2013 extension of the consent at Bonny Glen landfill ensures that Whanganui has access to a Class 1 facility including a gas capture system for many decades to come.

Anecdotal evidence suggests that pricing at Bonny Glen is competitive with other large landfills in the North Island, such as Hampton Downs in north Waikato and Silverstream landfill in Wellington.

Research estimates that waste disposed of to land (other than Class 1 landfills) accounts for approximately 70% of all waste disposed of. These operators are not required currently to pay the waste levy to central government; however, this will change for Class 2-4 landfills from July 2021. Other disposal sites include Class 2-5 landfills and farm dumps.

In the MfE's A Guide to the Management of Cleanfills (2002), 'cleanfill' is defined as: 'Material that when buried will have no adverse effect on people or the environment. Cleanfill material includes virgin natural materials such as clay, soil and rock, and other inert materials such as concrete or brick that are free of:

- Combustible, putrescible, degradable or leachable components
- Hazardous substances
- Products or materials derived from hazardous waste treatment, hazardous waste
- Stabilisation or hazardous waste disposal practices
- Materials that may present a risk to human or animal health such as medical and
- Veterinary waste, asbestos or radioactive substances
- Liquid waste.'

The Horizons One Plan states that waste reduction activities, which are perceived as including cleanfills, will be encouraged. Cleanfill is defined as landfills only accepting:

'Materials such as clay, soil and rock, and other inert materials such as concrete or brick that are free of:

a. *Combustible, putrescible (except that cleanfill material can contain up to 5% by weight putrescible matter), degradable or leachable components*

b. *Hazardous substances*

c. *Products or materials derived from hazardous waste treatment, hazardous waste stabilisation or hazardous waste disposal practices*

d. *Materials that may present a risk to human health*

e. *Liquid waste.'*

This definition departs from the waste acceptance criteria set out in the 2018 Technical Guidelines for Disposal of Waste to Land in two key respects – firstly, the criteria allow no more than 2% of biodegradable material by volume per load; and secondly, manufactured materials such as concrete and brick are permitted to make up no more than 5% by volume per load.

Horizons states that cleanfills are a permitted activity if they accept less than 2,500m3/year. They must also be sited appropriately with regard to landscape type and slope stability.

For this reason, and because few of these cleanfills are open to the public and many are temporary or short term associated with roading projects, it is very difficult to list these individually.

Class 2 landfills can be an issue for effective and efficient waste management as, for some materials, Class 2 landfills are competing directly with other options such as composting sites and Class 1 landfills. However, Class 2 landfills are much less costly than Class 1 landfills to establish and require much lower levels of engineering investment to prevent discharges into the environment. Class 2 landfills also have much lower compliance costs than Class 1 landfills and are not required to pay the waste levy. Because of these differing cost structures, Class 2 landfills charge markedly less for disposal than Class 1 landfills. There are no known Class 2 landfills in or near the district.

4.1.2 Transfer stations

Refuse transfer stations (RTS) provide for those who cannot or choose not to make the journey to a landfill. There is no public landfill in or near Whanganui with public access and only one privately owned transfer station accessible by public for depositing general waste (Midtown Transfer Station). Waste can be dropped off at this RTS by the public and by commercial collectors after paying a gate fee. Waste is subsequently compacted before transport to a Class 1 landfill – Bonny Glen landfill.

There is one other privately owned RTS which does not allow public access. This is owned by EnviroNZ and is used to aggregate waste collected in Whanganui by EnviroNZ before it is transported to Bonny Glen landfill.

Figure 15: Transfer stations in Whanganui district

Facility Description	Operation	Hours	Materials Accepted
Midtown Transfer Station	Waste Management NZ Address: 14 Liffiton Street, Whanganui.	Mon-Sat: 8am to 4.30pm Sunday: 9am to 4pm Closed: Christmas Day, Boxing Day, New Year's Day, Good Friday, ANZAC day (open from 1pm)	Rubbish, greenwaste, recycling drop off, cardboard drop off, cleanfill, whiteware, tyres
Gilberd Street Transfer Station (not open to public)	Envirowaste NZ Gilberd Street, Whanganui	Not open as a public transfer station. Utilised by Envirowaste for their aggregation of privately collected waste streams prior to disposal.	Nil

4.1.3 Assessment of residual waste management infrastructure

Residents of Whanganui district have good access to a transfer station; although the fact that this is privately owned and operated means the council has very little influence over what materials are accepted at this site and what charges are levied. RTS charges can be used to guide users towards preferred waste management and minimisation behaviours. RTS are often used as a collection point for difficult or uncommon waste types including hazardous wastes. In the case of Whanganui district, this role is largely filled by the Whanganui Resource Recovery Centre.

There is also a risk that the Waste Management NZ RTS is operating as a monopoly in the public waste drop-off space; and that Waste Management NZ may choose at any point to restrict public access to the RTS or cease accepting certain material types.

4.2 Facilities for Specific Difficult Waste Streams

Hazardous waste

The hazardous waste market comprises both liquid and solid wastes that, in general, require further treatment before conventional disposal methods can be used.

The most common types of hazardous waste include:

- Organic liquids, such as those removed from septic tanks and industrial cesspits
- Solvents and oils, particularly those containing volatile organic compounds
- Hydrocarbon-containing wastes, such as inks, glues and greases
- Contaminated soils (lightly contaminated soils may not require treatment prior to landfill disposal)
- Chemical wastes, such as pesticides and agricultural chemicals
- Medical and quarantine wastes
- Wastes containing heavy metals, such as timber preservatives
- Contaminated packaging associated with these wastes.

A range of treatment processes are used before hazardous wastes can be safely disposed of.

Most disposal is either to Class 1 landfills or through the trade waste system. Some of these treatments result in trans-media effects, with liquid wastes being disposed of as solids after treatment. A very small proportion of hazardous wastes are 'intractable', and require exporting for treatment. These include polychlorinated biphenyls, pesticides and persistent organic pollutants.

There are a number of participants nationally that are able to deal with the district's commercial hazardous waste market. Table 7 contains known hazardous waste operators in the district.

Figure 16: Hazardous Waste Operators

Name	Location	Materials Collected/Processed
Envirowaste **contractors Chemwaste**	27 Gilberd Street, Castlecliff	no hazardous waste received liquid waste, hazardous chemical waste, dangerous goods waste, waste collection and transport, licensed disposal facility, intercept or, cess pit, grease trap cleaning
WDC coordinates domestic hazardous waste days at a site nearby the WRRC	81 Maria Place, Central	solvents, strippers, thinners; wood treatment or preservatives; glue; garden and pest chemicals (herbicides,fertilisers, insecticides, fungicides, pesticides, weedkillers); petrol and oil; vehicle batteries; pool chemcials; disinfectant or bleach; medicines; nail polish and nail polish remover; shoe polish; kitchen and oven cleaners

Agricultural wastes

The Agrecovery and Plasback programmes provides New Zealand's primary sector with responsible and sustainable systems for the recovery of on-farm plastics and the disposal of unwanted chemicals. They currently provide three nationwide programmes:

- Containers for the recovery of agrichemical, animal health and dairy hygiene plastic containers
- Wrap for the recovery of used silage wrap and pit covers
- Chemicals for the disposal of unwanted and expired chemicals in agriculture

4.3 Recycling and reprocessing facilities

There are few waste processing and recycling facilities that handle materials collected in the Whanganui district. The major recycling and reprocessing facility in Whanganui is the WRRC.

The WRRC was established in August 2013 and is situated at 83-87 Maria Place, Whanganui, next to the Whanganui Fire Station. The WRRC builds on and supersedes the Peat Street Recycling Drop-Off Centre as Whanganui's flagship centre, offering a wider range of waste minimisation opportunities. Conceptually the centre is designed to become the environmental hub for Whanganui, building on current waste minimisation efforts with increased product, infrastructure, education and partnerships.

The WRRC concept was born from discussions between Sustainable Whanganui Trust and the council and resulted in the commissioning of a feasibility study and business plan by the council's Waste and Environment Working Party.

The advent of the WRRC along with the monthly pick-up service for the infirm/carless means Whanganui is meeting its commitment towards the New Zealand Waste Minimisation Strategy goal - 'for all New Zealanders to have opportunity to recycling services'.

The WRRC also reflects the current Whanganui Waste Management and Minimisation Plan's objectives of providing more cost-effective waste minimisation services for the community to assist in meeting waste minimisation targets, including limiting waste to landfill.

The WRRC is governed by the WRRC Trust. The trust was formed on 14 December 2012, and is a charitable entity set up with the objective to develop, manage and promote a resource recovery centre in Whanganui. Its purpose is to advance the health and well-being of our community and environment, provide waste minimisation opportunities and services for the community, create employment and strengthen respectful relationships within the community.

The trust board comprises two trustees each from the council and Tupoho Whanau Trust and one community trustee appointed by existing trustees. A Sustainable Whanganui nominee currently fills the community trustee position.

Other than the WRRC, Whanganui has a few smaller recycling and waste processing facilities including:

- One transfer station (mentioned earlier) that offers some user-pays recycling services.
- O-I's commercial fibre collection contributes 1774 tonnes of diverted fibre material that is baled in Whanganui before being processed through Carter Holt Harvey's pulp and paper mills. Collection point located at the WRRC.
- Easy Earth offers organic waste collection for processing through an in-vessel hot composting system.
- Second-hand goods stores, of which Whanganui has a prolific number, allow for reuse of predominantly household items and clothes. These stores are typically run by not-for-profit organisations using volunteer labour to raise funds for their cause. Whanganui is also head office for the Savemart chain of second-hand clothing stores and rag trade.
- Burgess Matting & Surfacing Ltd - founded in 1951 with premises at 22 Poutini Street, Whanganui. This company recycles used tyres to produce rubber matting and surfacing products.
- Garage sales – Whanganui has its fair share of garage sales to accommodate people's desire to buy and reuse second-hand goods.
- Whiteware - repairs are undertaken by Murray's Appliance Repair and Appliance Repair Care. WRRC and Midtown transfer station receive whiteware for recycling.
- E-waste – Technoman reconditions e-waste where possible. WRRC sends e-waste for recycling. GOME strips e-waste to recover saleable components.
- WRRC is a collection point for batteries, light bulbs/ fluorescent tubes, baby car seats and oral care products.
- Sustainable Whanganui Trust's office is a collection point for writing implements, bread bag tags and has a Reuse Academy with rooms for garden, packaging, festivities, craft, textile, jar/bottle, paper/magazine items – keeping all from landfill. Green Bikes reconditions bicycles, making them roadworthy and recycles bike parts (coming under the SWT's umbrella as well).
- Agricultural chemical containers can be delivered to Farm Supplies in Church Place.

4.3.1 Assessment of recycling and reprocessing facilities

Whanganui's principal recycling and reprocessing facility, the WRRC has a service-level agreement between the council and the WRRC Trust, which ensures the operational viability and continuance of the service. While the WRRC negotiates and maintains contracts for reprocessing the various products off site, the trust and the council partner in the overall viability of the centre to manage the variability of the industry, including product markets, government policy and industry innovations.

5.

Waste services

5.1 Council-provided waste services

Council provides approximately only 10% of waste collection services by volume, leaving the majority of services to the market.

The council provides key collection services in the rural area where the market fails, i.e. outer rural bin drop-off locations and peri-urban bag collection service contracts. Within the urban environment the only collection/drop-off service the council is involved in is the Whanganui Resource Recovery Centre where a number of recyclable/reuse resources are able to be dropped off.

Additionally, the council provides a number of waste minimisation advocacy and educational services, which are briefly listed as:

- Administration of the council's portion of the Waste Levy Fund including a contestable fund for waste minimisation initiatives
- Waste minimisation education programmes including zero waste education through Whanganui's primary schools, Pare Kore education services, environmental educators at the Whanganui Resource Recovery Centre, provision of a RSsource A-Z website, distribution of Love Food Hate Waste campaign resources, education through the Home & Lifestyle Show and Keep NZ Beautiful events, provision of waste-free parenting workshops and engagement of consultants to map the district's waste services and associated plans
- Assistance with providing zero waste events locally
- Illegal dumping campaign
- Supporting initiatives such as Kids Kitchen, Liteclub recycling programmes, reusable coffee cup initiative and e3 environmental education expo for secondary students and teachers.

5.1.1 Council-contracted collection services

The table below outlines the key council-provided refuse and recycling collection services.

Figure 17: Summary of council-contracted collection services

	Container	Frequency	Materials	Charges
RUBBISH				
• Peri-urban	60L Bag	Weekly	Domestic waste	Mix of rates and user fees
• Outer Rural	Skip Bins 3m3 (number of bins vary per site)	Mix of weekly and Fortnightly collection site	Domestic waste	Rates-funded
RECYCLING				
• Resource Recovery Centre	Various	24/7/365	Dry recyclables, green waste, car seats, waste oil, e-waste, EFL bulbs, batteries, whiteware	Free for dry recyclables, rest incur user charges
• Monthly kerbside recycling collection service for the infirm or car-less	Households. Plastic bags/ties/ bins	Monthly	Fibre, glass, plastics 1, 2 and 5, aluminium and steel cans	Rates-funded
OTHER COLLECTIONS				
• Domestic Hazardous Waste	Unspecified drop off	Twice a year	Paints, pesticides, solvents, oils, cleaning chemicals, aerosols, pool chemicals	Rates-funded. Participants must register goods.
• Event Recycling	Various containers including trailer, 240L and 120L bins	All major events	Fibre, glass, plastics 1, 2 and 5, aluminium and steel cans, organics	Free, Rates-funded

The council's provision of waste services to the rural sector has historically occurred essentially where the market fails. For the past 20 years the council has left urban waste collection and drop-off services to private industry providers on a user-pays basis.

Two decades ago, market provision of waste services never extended far into the rural area, resulting in the development of the two council-let contracts for rural rubbish collection. Apart from minor adjustments these contracts have been extended and re-let and are due to expire in August 2021. The service is currently being reviewed.

Council has let two contracts for rural waste collection services, i.e. rural bag contract and rural bin contract.

1. Rural (peri-urban) bag collection contract

A bag collection service for the rural area that is relatively close to town (peri-urban) is provided through contract. This is a mix of kerbside pick-up from properties on main roads, along with designated bag drop-off points where residents from outlying roads can bring their bags on a designated day of the week to be picked up. In order to be picked up under this contract all bags must have a pre-paid sticker and comply with weight/size limits. This bag collection contract cost is partially offset by user fees, i.e. sticker purchase.

2. Rural bin collection contract

This contract provides the outer rural community with large refuse bins (4m3) at strategic locations (12) to service the remote areas of the district's domestic refuse drop-off needs. These skip bins are for residents to deposit domestic rubbish bags into. They are serviced on either a weekly or fortnightly roster depending on location. The numbers of bins at locations range from one to four bins. The location, number of bins, frequency of collection and costs are outlined below. This contract started around the turn of the century when regional councils tightened environmental controls around the many unconsented landfills around the district, many close to our waterways. This contract assists with managing the issue of fly-tipping and the need for unofficial rural dump'.

A number of key issues were identified during the review of these two contracts:

- Market changes including waste companies' reluctance to collect rubbish bags from sides of rural roads due to health and safety concerns
- Urban/rural boundary creep over the last 20 years, meaning large parts of the peri-urban areas could potential be serviced by the user-pays urban services
- Contamination/abuse of site – current drop-off areas attract non-compliant rubbish, either being oversized or overweight bags, non-domestic waste, no stickers or rubbish from people outside the area/ town
- Equity of service – currently urban residents pay directly for their own waste collection services, while peri-urban residents receive a subsidised service and rural residents have drop-off facilities at various locations, quantities and frequencies. The peri-urban bag collection/drop-off service has a ratepayer cost of $29 per resident serviced whereas the outer rural bin drop-off service has a ratepayer cost of $426 per resident
- Cost of service and who pays – aligned with the above issue is the question of who pays for the services. Currently both contracts are paid through general rate with the peri-urban bag collection service subsidised through user pays (cost of sticker purchase)
- Illegal dumping cost and complaints of not providing adequate service levels
- Meeting customer expectations.

5.1.2 Other council services

In addition to the services described above, there are other waste-related programmes and services provided by the council, e.g. rates-funded clean-ups of illegal dumping, and provision of litter bins/recycling bins in public places. The council's litter team proactively surveys and coordinates litter pick-ups and the coordination of graffiti removal.

5.1.3 Waste education and minimisation programmes

The council funds WRRC environmental educators to provide schools and other community groups with the opportunity to tour the WRRC and receive on-site environmental education relating to waste streams.

Sustainable Whanganui Services (SWS) conducts business waste audits. Under the umbrella of Sustainable Whanganui Trust, SWS has conducted 12 waste audits in the region. Ten of these have been with a diverse range of local businesses including hospitality, supermarket, retail, education, manufacturing, construction and government. An audit was also conducted with the Whanganui District Health Board, and another of litter bins in the CBD and shopping centres/parks. The purpose of these audits was to highlight to the business owners/organisations how much of their rubbish could be recycled and, as an incentive, how that could save money.

ReSource Whanganui A-Z website directory is a partnership project led by Whanganui District Council and including Sustainable Whanganui Trust and the Whanganui Resource Recovery Centre. The website aims to educate locals about the environmental impacts of some waste items and offers suggestions for how to reduce and reuse before recycling. It lists 200+ elements which are Whanganui-centric.

Zero Waste Education Services are contracted by the council to provide environmental education services in primary schools throughout Whanganui. This gives 10 schools a year access to this service.

The council funds the coordination of zero waste events

each year. These include the Downer Masters Games, Vintage Weekend and the Home & Leisure Show.

The council also funds two waste-free parenting seminars designed to inform and empower young parents to minimise waste and their environmental footprint.

Support is also offered for community groups hosting or participating in shows and expos, e.g. Plastic Free July presence at the Whanganui River Markets every Saturday during July, e3 environmental education expo for students and teachers, Home & Leisure Show and UCOL Community Connect Days.

5.1.4 Solid waste bylaws

In addition to key strategic waste infrastructure assets, the council also has responsibilities and powers as regulators through the statutory obligations placed upon them by the WMA. The council operates in the role of regulator with respect to:

- Management of litter and illegal dumping under the litter act 1979
- Trade waste requirements
- Nuisance-related bylaws.

The council does not have a current waste bylaw. This has been identified as an issue in this Waste Assessment and is likely to be included in the draft 2021 WMMP. The council intends to investigate whether a waste bylaw can be used to license waste collectors to ensure consistency of private collections, sharing of waste data, control of waste bin sizes and control of what can be deposited in waste bins at the kerb.

5.1.5 Litter control and enforcement

Litter control surveillance and enforcement is overseen by council officers under the statutory controls of the Litter Act, Health Act and Resource Management Act. Council co-invests with WINZ to employ a litter team which acts as the council's active litter surveillance team. It can undertake small scale clean-ups, organise contractors for larger clean-ups and gather intelligence for follow-up of perpetrators and possible enforcement.

Intelligence, interviews and enforcement is mainly undertaken by the council's environmental health officers.

During 2020 the council adopted an illegal waste dumping campaign which involved increased awareness of the problem, engaging the public to advise the council through various tools of any dumping, increasing litter infringements, development of better surveillance tools and greater impetus to take enforcement action against known dumpers.

The illegal dumping campaign has now been in effect for a year or so now with the latest initiative being the illegal dumping signage that's been erected in known dumping areas.

A comparison of pre-campaign to post-campaign is presented below showing:

- The level of illegal dumping activity
- The level of reporting through snap send solve of illegal dumping
- Any other comment.

Note: The method of receiving and recording illegal dumping has changed during the campaign.

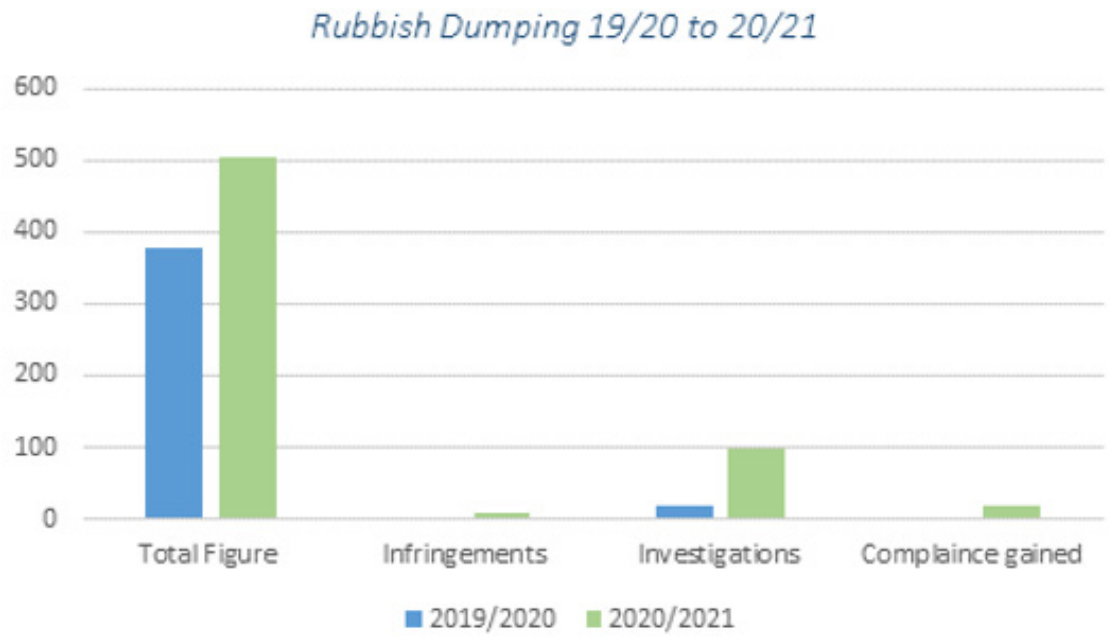
Figure 18: Outcome of recent illegal dumping enforcement campaign[7]

Period 1 Jan to 31 Dec	2019-2020	2020-2021
Total dumping reported	377	505
Infringements issued	1	8
Investigated	*	100 (approx.)

**No recorded figures for investigations or compliance gained but expected to be very low – approximately 20.*

[7] *Whanganui DC Compliance Team 2021*

Figure 19: Comparison of key metrics before and after campaign



Other comments

- The compliance team looks for compliance before using enforcement for members of the public.
- Compliance has been gained for about 20 of the dumping sites. This is when the person dumping the litter is located and is given the opportunity to remove the litter before they are infringed. In the last year we have had
  20 positive outcomes for rubbish dumping.

Snap Send Solve

- 2019/20 - 25 reported illegal dumping through SSS
- 2020/21 – 29 reported illegal dumping through SSS

5.1.6 Public litter bins

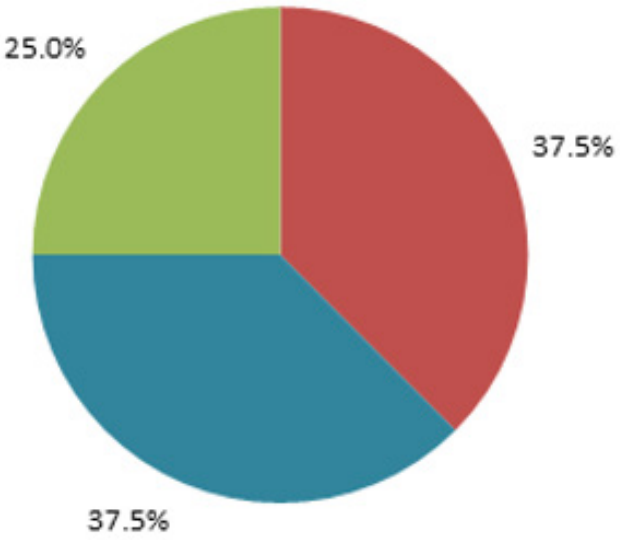
Council provides the normal range of public litter bins through its parks and public spaces along with urban streetscapes. The central business district and suburban shopping centres have the greatest concentration of litter bins to meet the obvious need. Recycling bins were introduced to public spaces along the riverfront area and Majestic Square as a recycling trial in 2019. These have been mildly successful. The emptying of the public bins, including maintenance and cleaning, are covered by the council through a number of general area maintenance contracts.

Doggy poo bins are also located within the district along the designated dog exercise areas and are regularly cleared and cleaned.

In 2019 Sustainable Whanganui Services was contracted to undertake an audit of a sample of public litter bins in the CBD and parks. This showed there were opportunities to reduce the volume of waste from street bins to landfill through increased recycling and separating out food waste/compostables.

The results from sorting the six council park/shopping centre and four Mainstreet CBD rubbish bags:

Figure 20: CBD and park/shopping centres bin audit



In order of volume

- 37.5% could be recycled - plastics #1 and #2, aluminium/tin
- 25.0% food waste/compostables including paper/ cardboard
- Only 37.5% was rubbish

The audit sample therefore suggested over 60% of street and park waste could be diverted from landfill.

Waste elements from the audit are shown as follows:

Figure 21: CBD and park/shopping centres audit findings

Item	Note	WDC Bins	Main Street Bins	Combined Bins
Plastic bottles		21	1	22
Other clean plastic		3		3
Aluminium cans	includes one pie plate	20	8	28
Steel cans			16	16
Glass bottles		6	3	9
Paper	amount from 3 bags	3		3
Plastic bags		5	2	7
Household rubbish	in plastic shopping bags	2	1	3
Plastic cutlery/ straws	20 spoons, 4 forks, 22 straws	35	11	46

Of particular note in the sector labelled 'rubbish' is food packaging; a more granular breakdown showed that one-third of this rubbish comprised non-compostable takeaway food packaging.

Since this survey, sets of bins have been installed in two notable public places for rubbish/commingled recyclables. Service of these bins shows contamination rates are over 50% for the recyclables bins.

5.1.7 Abandoned vehicles

Whanganui has its fair share of abandoned vehicles. When the price of steel is reasonable, abandoned vehicle numbers decrease as there is residual value in taking old disused vehicles to a yard for scrap value. Over the last few years the price of steel has been very low although it has shown signs of softening over the last 12 months. This results in more vehicles abandoned on the street, in public places and over riverbanks, etc. Some abandoned vehicles are stolen or broken down.

The council's litter team, customer services group and environmental health officers offer surveillance for abandoned vehicles and follow up on notified abandonments.

Number plates and chassis numbers are followed up on and possible owners asked to deal with the vehicle. Where this is not possible, the council uses its powers under the Local Government Act to pick up and dispose of the vehicle appropriately.

During the 2020 year the council received the following notifications:

Total notifications for abandoned vehicles received between April 2020 to April 2021 = 133.

89 of these were resolved for various reasons i.e.

- Vehicle moved after contact made with registered owner
- Stolen
- Broken down
- Not abandoned, compliant

Thirty-two vehicles were sent to scrap after following due process.

5.1.8 Street cleansing

The central business district's streets and footpaths are swept and tidied daily. Paved footpaths are washed/ steam cleaned weekly, under contract from Mainstreet Whanganui. Downer provides kerb cleaning services for other streets and public places along with a specific leaf-drop collection service around autumn. Downer has yet to find a suitable composting operation to take this seasonal overload of organic material.

5.1.9 Stream, beach, park cleaning

Castlecliff Beach has one driftwood clearance per year. Most other beaches and riverbanks receive numerous litter clean-ups during the year, organised by the council and other organisations. The litter team undertake surveillance of the beaches and public places for illegal dumpings and organise clean-ups and enforcement where appropriate.

The council lets contracts for the maintenance, litter clean-up and cleaning of parks and parks equipment throughout the district.

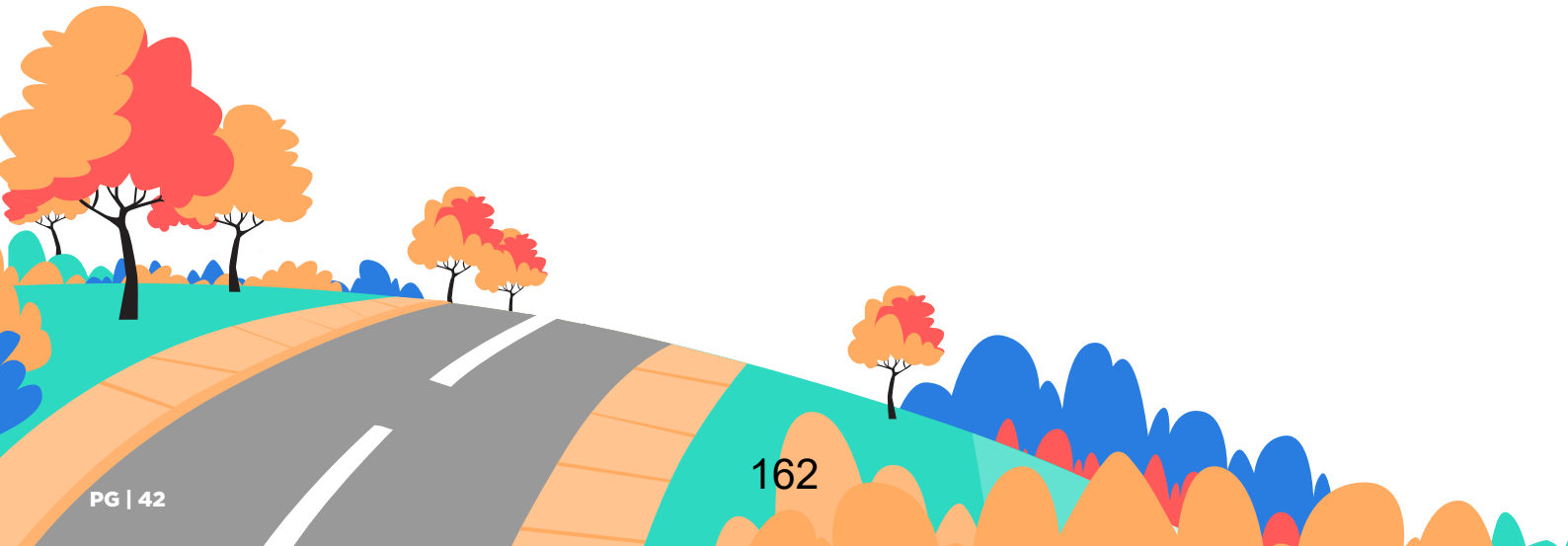
5.1.10 Rural and farm waste

A study of farm waste management practices in the Waikato and Bay of Plenty was carried out in 2014. This study found that a very large number of farms use one of the 'three B' methods of waste management – bury, burn, or bulk storage on property. The study also estimated that there would be an average of 37 tonnes of waste disposed of on each farm property.

The methods currently used to manage farm wastes are far from ideal and, in some cases, have the potential to have a negative impact on the environment. Farmers generally agreed that these methods are not ideal and would like to have access to better options. However, the 'three Bs' are perceived to have no cost compared to alternatives that do have a financial cost associated.

The study concluded that better information, education and awareness of existing alternatives are required. A better understanding of the risks and associated indirect costs involved in the current 'three B' practices would support this.

This situation would not be too dissimilar to Whanganui, although user pays systems are in place for the likes of baleage wrap and chemical containers.



5.1.11 Hazardous waste

The council offers two domestic hazardous waste drop-off days per year. Three have successfully been run so far. A qualified hazardous waste handler is contracted to attend at a designated site to receive and deal with registered hazardous waste that has been dropped off. Approximately 700L of hazardous waste is dropped off at each event.

Industries and businesses that generate hazardous waste engage suitable companies to deal with this waste correctly.

Commercial and domestic batteries, eco-bulbs, fluorescent tubes and waste oil are able to be taken to the Whanganui Resource Recovery Centre for controlled disposal.

5.2 Assessment of council-provided solid waste services

As mentioned earlier in this Waste Assessment and demonstrated through the analysis above, the council currently provides minimal waste collection and disposal services, only getting involved where the market fails. This has allowed the council to focus on its waste minimisation role and associated services, although this is compromised somewhat by not being able to understand and influence the whole waste stream to incentivise services offered through price and function.

The council is also conscious of large parts of the waste stream that have limited opportunity locally for waste diversion, i.e. C&D waste, organics, e-waste, etc.

The council has signalled a desire to take a more active role in service provision in the future to allow for greater waste diversion opportunities. These opportunities will be progressed through the WMMP.

5.3 Funding for council-provided services

Direct council services such as peri-urban/rural waste collection and the RRC are funded by a mix of rates and user fees.

Likewise ongoing waste minimisation services are funded via a mix of rates and user fees with new waste minimisation initiatives being able to be subsidised through the waste levy fund directed from MfE.

5.4 Non-council services

There are a number of non-council waste and recycling service providers operating, which make up 90% of the waste collection services in the district. EnviroWaste and Waste Management have been the main providers of waste collection services for both rural and urban areas over the past two to three years. In November 2020, Low Cost Bins entered the market, offering a wheelie bin and rubbish bag collection service for the district. These services are a direct user-pays service with the provider.

The council does apportion some of its waste levy fund towards private waste minimisation initiatives that accord with the council's WMMP ideals.

Easy Earth is a locally owned private organics processing plant that uses in-vessel 'hot rot' organic waste treatment plant technology. Easy Earth started in 2019 and is slowly building quantities of processed organics collected from households, work environments and events, creating nutrient-rich and weed-free compost.

In 2019-20 Easy Earth processed 23 tonnes of organic waste and increased this to 124 tonnes in 2020-21.

A survey was undertaken of urban kerbside waste collection services in August 2020. This mirrors similar surveys undertaken over the last 22 years to gauge market share and type of services being offered by private waste collection companies. Additionally, this survey, for the first time, included a 'forensic' audit of a sample of bags and bins placed out at the kerb to see what Whanganui's kerbside waste disposal profile is.

The private waste collection service providers offer user-pays kerbside rubbish collection services of varying frequencies and receptacle types, with different suburbs serviced each day of the working week. Figure 22 below provides an overview of the format of rubbish items picked up from the kerbside, and the amount, along the collection routes in each suburb in the urban area

[Note: some households have only a fortnightly or monthly collection and will not be represented here.]

Figure 22: Survey of non-council kerbside waste collection services

	Monday Springvale/ CBD	Tuesday St John's Hill/ Durie Hill	Wednesday Bastia Hill & Whanganui East	Thursday Aramoho	Friday Gonville/ Castlecliff	Total
Wheelie Bins						
EnviroWaste 240 L	352	263	237	230	344	1426
EnviroWaste 120 L	181	119	29	15	141	485
EnviroWaste 80 L	136	96	110	144	115	601
WMNZL 240 L	161	164	89	123	188	725
WMNZL 120 L	125	110	48	27	93	403
WMNZL 80 L	105	83	83	89	63	423
Other*		2	5		3	9
Bin Total	**1060**	**837**	**601**	**628**	**947**	**4072**
Rubbish Bags						
Bag Total	**186**	**300**	**150**	**164**	**762**	**1562**
Total (Bins + Bags)	**1246**	**1137**	**751**	**792**	**1709**	**5634**

*Other - includes bins labelled recycling, greenwaste, Transpacific. It does not include Low Cost Bins, as this company had not commenced business at the time this survey was undertaken.

From the urban kerbside waste survey undertaken in 2020 (not including Low Cost Bins' presence in the market), the following split between bins and bags was found:

Figure 23: Proportion of bags and bins

This is the actual number placed out but does not necessarily reflect which households have which types of receptacles, i.e. some households place out multiple bags.

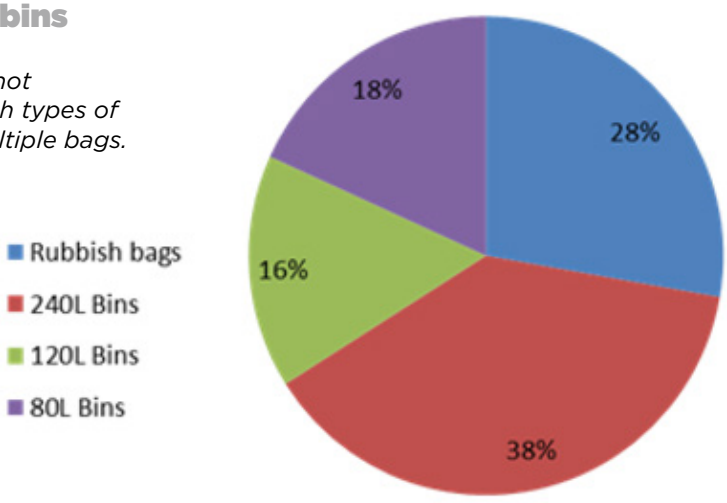


Figure 24: Urban kerbside refuse collection receptacles numbers 1998–2020

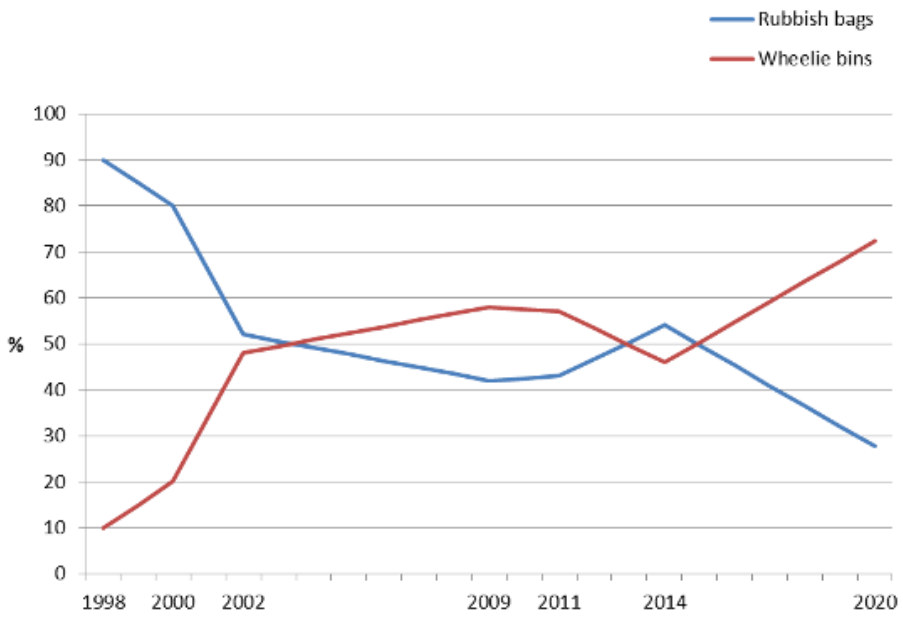


Figure 25 below provides a summary of the previous year's non-council waste collection services including bags vs bins and apparent tonnages over a week.

As indicated in the table, a total of 5634 rubbish items are picked up each week, the majority (72%) of which are in the form of wheelie bins. A notable trend was the gradual shift away from rubbish bags (only 28%) being used and picked up by the collection services since 1998.

A catalyst for the shift away from rubbish bags was Waste Management's decision in 2020 to cease this collection service. A newcomer to the market, Low Cost Bins, is now offering a bag collection service and has picked up just over 20% of the total bin market share.

Figure 25: Amount of urban kerbside waste collected by non-council waste services

Year	Wheelie Bins (weekly)	Rubbish Bags (weekly)	Total	Approx. weight (tonnes/week)	% change
1998	996 (10%)	8500{90%)	9496	61 T	-
2000	1502 (20%)	6000 (80%)	7502	57T	-6.56
2002	3901 (48%)	4257 (52%)	8158	92T	61.4
2009	4101 (58%)	2918 (42%)	7019	88T	-4.35
2011	6060 (57%)	4532 (43%)	10592	131 T	48.86
2014	4352 (54%)	3801(46%)	8153	97T	-25.95
2020	4072 (72%)	1562 (28%)	5634	81 T	-16.49

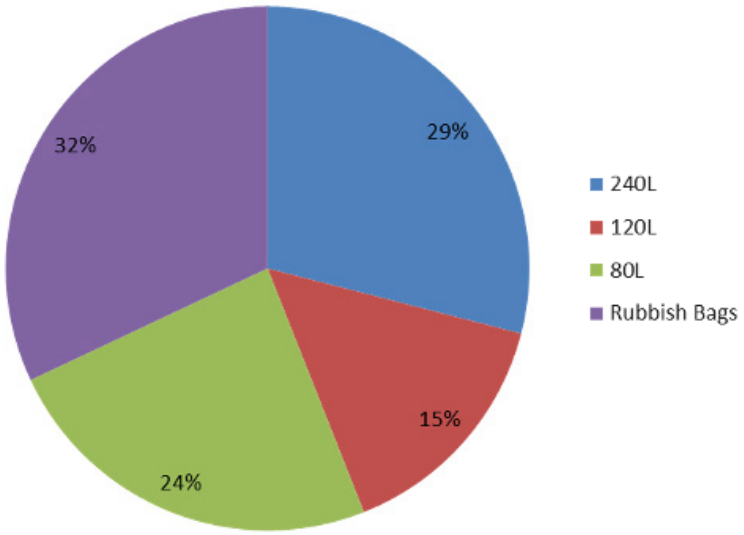
Note: Weights derived from assuming on average wheelie bins are 18kg and rubbish bags are 5kg. Over a year this realises 4,200T.

Peri-urban collection area kerbside waste survey:

In early 2021, the council undertook a kerbside waste survey of the peri-urban roads that use either a wheelie bin or rubbish bag collection service. From the peri-urban kerbside survey the composition of bin-size preference across all waste collection companies is (including Low Cost Bins) as follows. The peri-urban kerbside services are a mix of private user-pays wheelie bin service and the council's rates-funded rubbish bag collection service.

Kerbside Service Receptacle	240L Wheelie Bin	120L Wheelie Bin	80L Wheelie Bin	Rubbish Bags
Total #	219	112	178	238
Percentages	29%	15%	24%	32%

Figure 26: Wheeled bin sizes across all providers for peri-urban collection



Close to half of all peri-urban households with wheeled bins subscribe to the largest size bin available (240L). The next largest percentage is the smallest bin-size available (80L), with the 120L bin-size having the lowest uptake. This has significant implications, given what is known about the poor performance of households that use large wheeled bins for rubbish collections when it comes to recycling and organic waste diversion. A total of 747 waste receptacles were placed out for collection on this given day out of the 1300 households living on the route.

Peri-urban bag drop-off areas

The peri-urban area has approximately 2523 residences, of which 1300 are located on the roads that are kerbside serviced and were the subject of the survey; while 1223 residences are on arterial roads outside the service area, requiring them to place their rubbish bags at designated drop-off points or bring them into a transfer station in Whanganui.

The four official and four unofficial peri-urban bag drop-off points collect approximately 250 bags per week.

5.4.1 Assessment of non-council services

While the market provides for most of the collection and disposal services in Whanganui, there is a sense from some that the market is not as competitive as it should be, resulting in overpriced collection services and poor customer service. Of late a third player (Low Cost Bins) has entered the market, driving down cost and offering greater variety of services. Only one true public transfer station remains, which is privately operated.

Provision of a user-pays rubbish bag service continues to be provided by Low Cost Bins. However, there is a sense this service may cease over time, leaving the council with a decision whether it wants to provide this service on a user-pays basis. A rubbish bag kerbside pick-up service is still very popular with the elderly, single occupant households and renters.

Although Waste Management NZ offers a wheelie bin collection service for both recyclables and green waste, neither of these services are well subscribed to, meaning a lot of this material is disposed of as waste.

This dilemma with rubbish bags in the urban area is mirrored in the peri-urban area.

The outer rural bin collection contract appears fit for purpose and although relatively expensive, it is more palatable than no service at all and the environmental damage that would accrue.

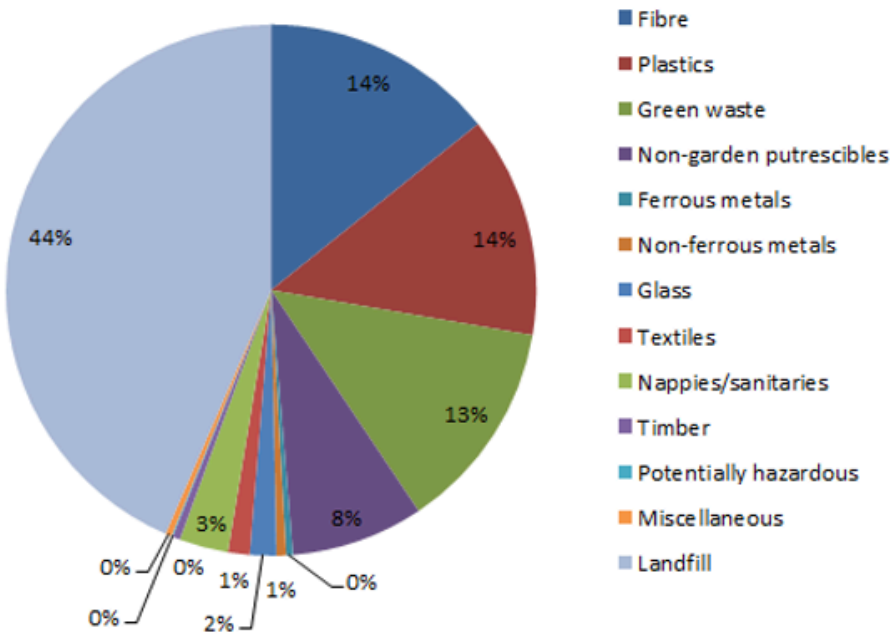
What's in Whanganui waste streams?

The assessment below is data from a September 2020 forensic waste assessment of Whanganui's urban kerbside collection services. This was from a mix of various sized wheelie bins along with rubbish bags.

Figure 27: Forensic Waste assessment of Whanganui's Urban Kerbside Waste – September 2020

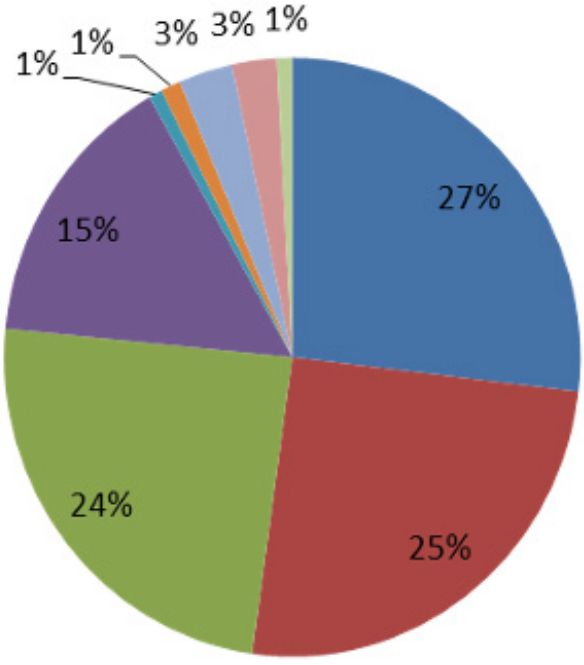
Waste Stream	Waste stream explained	TOTALS (Litres)	%
Fibre	Mixed paper, newspaper, cardboard	1860	14%
Plastics		1760	14%
Organic - green waste	Mixed paper, newspaper, cardboard	1860	14%
Non-garden putrescible	Meat, food waste	1055	8%
Ferrous metals	Tin cans, stainless steel	52	0%
Non-Ferrous metals	Aluminium cans, plates, foil, aerosol cans	77	0.5%
Glass		210	1.5%
Textiles		173	1%
Sanitary		390	3%
Rubble			
Timber		60	0%
Potentially hazardous	Lightbulbs, broken glass, tin flashing, wire netting, batteries, bio-waste	10.5	0%
Miscellaneous	Polystyrene, ewaste, ceramics, oral care, writing instruments	50	0%
Landfill		5680	44%
TOTALS		**13063**	**100%**

Figure 28: Chart showing types of waste by % found in urban kerbside forensic audit



The following chart excludes all waste streams that are landfill destined and focuses on waste streams that have potential to be diverted from landfill.

Figure 29: Urban kerbside waste streams by % that are capable of being diverted from landfill



The chart above shows that higher than 75% of other-than-landfill waste from kerbside collections could be diverted from landfill.

6.

Situation review

The terminology that is used in this section to distinguish sites where waste is disposed of to land is taken from the National Waste Data Framework which, in turn, is based on those in the WasteMINZ Technical Guidelines for Disposal to Land

6.1 Waste to Class 1-5 landfills

6.1.1 Definitions used in this section

The terminology that is used in this section to distinguish sites where waste is disposed of to land is taken from the National Waste Data Framework which, in turn, is based on those in the WasteMINZ Technical Guidelines for Disposal to Land (summarised in section 4.1).

6.2 Overview of waste to Class 1-4 landfills

Virtually all waste from Whanganui that is landfilled goes to Bonny Glen landfill. This is a Class 1 privately owned landfill in the Rangitīkei district, some 20 minutes south-east of Whanganui. There may be an insignificant portion that goes to the Levin landfill in Horowhenua. Some waste travels directly from the source to Bonny Glen (mainly special wastes); but the majority would pass through either the Liffiton Street or Gilberd Street RTS first. Both are privately owned, with the former a public RTS and the latter a private RTS. Most, if not all, kerbside collection waste would go to Bonny Glen along with all transfer station waste and most of the commercial/industrial waste streams privately collected and disposed of. The council is not privy to the details of these waste streams.

There would be an element of cleanfill material which would be entering cleanfill sites in and around Whanganui. This would especially be so over the last five years as growth and development within the construction industry will have meant greater C&D waste, including waste soils and aggregate. Again the council is not privy to these details.

Kerbside waste collection services by Envirowaste, Waste Management and Low Cost Bins deliver waste directly to Bonny Glen landfill, as does peri-urban and rural waste from skips at 29 collection sites. This was detailed in section 5.1.1.

6.3 Waste quantities

6.3.1 Waste to Class 1 landfills

Midwest Disposals Ltd, which operates the Bonny Glen landfill, advises that during 2019-20 the landfill received 22,849 tonnes of waste from Whanganui. The figure comes with the following provisos:

- Midwest relies on driver information regarding which waste comes from Whanganui.
- The district boundaries and 'collection and consolidation' boundaries are likely different or blurred. Where waste is dropped off is often determined by where the collection business's trucks are based rather than where the waste was collected.
- No special waste from Whanganui businesses is included in the tonnage above, including sludge and screenings from the council's WWTP.

Note: In 2019 special waste made up 11% of all landfill disposals. One-off contaminated soils disposal, asbestos and events at AFFCO or Tasman Tanning can alter the tonnage received significantly in any one year.

Figure 30: Waste to Class 1 landfill (by year)

Year ended June	Tonnages to Bonny Glen Landfill	Percentage change from previous year's data (%)
2007	30,212	
2008	26,663	-11%
2009	23,775	-10%
2010	21,668	-8.9%
2011	21,206	-2.1%
2012	20,022	-5.5%
2013	20,459	+2.1%
2014	20,627	+0.8%
2019	22,707	+10%
2020	22,849	+0.6%

While we cannot guarantee the validity of these figures from the landfill operator, it does give an indication of the Class 1 destined waste generated within Whanganui. The increase in landfill waste over the last two years could be attributed to Whanganui's buoyant economy and resulting increase in construction and demolition waste.

6.3.2 Other waste disposed of to land

Class 2 - 5 landfills

As discussed earlier in this report, there is very little information available regarding most cleanfilled waste as Horizons Regional Council does not require these facilities to be consented unless they take very large quantities (over 3,500 tonnes per year).

A 2011 MfE report on non-levied disposal facilities stated:

> *No information about cleanfill quantities was compiled for this report because the few sites with available data are unlikely to be indicative of what is happening around the country.'*

Several other studies have attempted to quantify the disposal of waste to Class 2-5 landfills, often on a per capita basis, with widely-varying results. In practical terms, the lack of precise data about disposal of waste to Class 2-5 landfills makes it impossible to reliably monitor any changes over time in the disposal of major waste streams, such as construction and demolition waste.

On a national basis it is estimated that the quantity of Class 1 landfill is around a quarter to a fifth of total waste disposed to land. Based on estimates prepared for similar councils, such as Tauranga and Hamilton, there may be around 70,000 tonnes per annum going to land disposal (other than Class 1 landfills) from Whanganui at present. This figure needs to be treated as a very rough estimate based on the aforementioned assumptions.

2. Farm waste disposed of on-site

Very little research has been conducted on the quantity of waste generated on farms and disposed of on site. There are two substantive pieces of research, including one conducted in the Waikato and Bay of Plenty in 2014 and a 2013 study of farm waste in Canterbury. The Canterbury study found that 92% of the farms surveyed practised one of the 'three B' methods (burn, bury, or bulk store indefinitely) for on-site disposal of waste. The studies calculated average annual tonnages of waste for four different types of farm in the regions. As farm waste from a specific type of farm is likely to be similar around the country, the data is considered to be suitable for applying to other regions, if the correct number of farm types is used for the calculations.

The presence of hazardous wastes including agrichemicals and containers, treated timber, paints, solvent, and used oil was noted in the study, and the management techniques applied to these was variable and often of concern.

The data from the Canterbury report was applied nationally, on a regional basis, in a 2014 study that produced a database of non-municipal landfills for the Ministry for the Environment. The report considered non-municipal landfills to include 'cleanfills, industrial fills, construction and demolition fills, and farm dumps'.

Based on the data contained in the 2013 Canterbury and 2014 Waikato/BOP and national studies, it is likely that around 7,500 tonnes of waste is being disposed of on farms through burial, burning or indefinite bulk storage across the Whanganui district.

Of this total 2,500 tonnes per annum is likely to be non-natural rural waste. This waste stream includes materials such as scrap metal, treated timber, fence posts, plastic wraps and ties, crop netting, glass, batteries, and construction and demolition wastes.

Over two-thirds of farm waste is organic materials (5,000 tonnes per annum), which the survey found to include animal carcasses and crop residues.

6.3.3 Summary of waste disposed of to Land

The previous sections have quantified the disposal of solid waste to land through two separate mechanisms: waste to Class 1 landfills and waste to Class 2-5 landfills. The disposal of solid waste to land from Whanganui is summarised in Figure 31.

Figure 31: Waste disposed of to land – 2020

Waste disposed of to land	Tonnes	% of total	Tonnes/capita/ annum
2020	22,849	25%	0.48
2020	500	0.5%	0.01
2020	23,349	25.5%	0.49
2020	70,047	75%	1.48
2020	93,396	100%	1.97

It has been estimated that a total of 93,396 tonnes of solid waste were disposed of to land from Whanganui in 2020. Waste disposed of at Class 2-5 landfills comprised over 75% of the total, and was equivalent to more than 1.48 tonnes per person in 2020. It should be noted that the reliability of the estimates for the different types of waste disposal varies.

The data on waste to Class 1 landfills is as reliable as the landfill operator's data capture systems. The council takes the landfill operators' information on their word. In terms of the estimates of waste to Class 2-5 landfills, this figure is a best estimate based on calculations from similar geographic districts with adjustments made based on calculated assumptions.

6.4 Composition of waste to Class 1 landfills

The composition of waste from Whanganui sources to our nearest Class 1 landfill, Bonny Glen, is unknown as the council has little if any involvement in these services.

The table below is an extrapolation composition based on our neighbour Palmerston North's assessment with assumptions made for our population differences. The extrapolated composition results should be considered to be of an indicative nature only.

Figure 32: Composition of levied waste to Class 1 landfills

Composition of levied waste to Class 1 landfill – 2020	General waste - excludes special waste and cleanfill	
	% of total	Tonnes per annum
Paper	9.2%	2,095 T/annum
Plastic	13.4%	3,049 T/annum
Organic	31.1%	7,086 T/annum
Ferrous metal	3.3%	762 T/annum
Non-ferrous metal	0.7%	164 T/annum
Glass	3.1%	712 T/annum
Textiles	7.2%	1,641 T/annum
Sanitary	5.0%	1,131 T/annum
Rubble	9.0%	2,050 T/annum
Timber	15.5%	3,538 T/annum
Rubber	1.3%	302 T/annum
Potentially hazardous	1.0%	237 T/annum
TOTAL	100.0%	22,770 T/annum

6.5 Activity source of waste

This section presents the activity source of levied waste disposed of at Class 1 municipal landfills from district. Again we have used Palmerston North's analysis to indicatively show activity sources for our waste.

Figure 33: Activity source of waste to Class 1 landfills

Activity source of levied waste to Class 1 landfills from district – 2020 year	% of total weight	Tonnes per week
Construction & demolition	14%	56T/week
Domestic kerbside	38%	149T/week
Industrial/commercial/institutional	40%	160T/week
Landscaping and earthworks	2%	10T/week
Residential	6%	22T/week
TOTAL	100%	397T/week

Whilst this table represents indicative waste sources to Class 1 landfill, there will be other sources which will undoubtedly be disposed on in other classes of landfills, not captured during the survey or disposed in unofficial areas. These activity sources do show the potential for diversion that is largely ignored in Whanganui, that being the industrial/commercial/institutional and construction & demolition sources.

6.6 Diverted materials

6.6.1 Overview of diverted materials

The data on diverted materials in Figure 34 below is taken primarily from the council's services, i.e. WRRC and limited monthly kerbside recycling collection for the carless/infirm; with additional volumes of 'commodities' (i.e. paper, craft, glass, plastic and metal containers) collected by commercial recyclers. Rural contracts?

Minor attempts have been made to quantify other diverted materials, such as:

- Scrap metal
- Concrete
- Construction and demolition materials such as timber
- Organic waste
- Tyres
- Secondhand goods
- Timber processing waste.

Figure 34: Diverted materials quantities for the Whanganui district 2015 and 2020

Source	Materials	Tonnages 2020	Tonnages 2015
Whanganui Resource Recovery Centre	Glass	1,185	912
	Plastics	106	140
	Cardboard	294	306
	Mixed Paper	206	334
	Newspaper	141	205
	Greenwaste	1,574	286
	Waste Oil	6.6	5
	E-waste	28	20
	Scrap Metal	10	20
	Aluminium cans	21	9
	Steel cans	50	30
	Car seats	1.1	-
	Whiteware	4.9	-
	Clothing/ Bric-a-brac	5.5	80
	Sub-total	**3,682**	**2,498**
Nga Hononga Marae Trust	Composting operation	No longer operating	2,900
Easy Earth	Hot rot composting operation	124	-
(OJI) Fullcircle – commercial fibre collection	Fibre collection and baling operation	1,200	11,774
	Total	**5,006**	**6,974**

The green waste composting tonnage in 2015 related to Nga Hononga Marae Trust composting operation which has since closed. It is assumed some of that tonnage has moved to the WRRC and to other private green waste services.

Figures from OJI's commercial fibre operation in Whanganui were not forthcoming; therefore, we've assumed a figure based on the 2015 data, minus assumed downturn due to market depression.

Approximately 5000 tonnes of diverted materials are estimated to be collected annually in the Whanganui district from sources known to Whanganui District Council.

This is made up predominantly of 3682 tonnes from the Whanganui Resource Recovery Centre and 1200 tonnes from OJI's commercial fibre collection service and Easy Earth in-vessel composting operations. It has to be noted that the council is broadly aware of a number of privately owned and not for profit organisations that are involved in waste diversion of some degree; however, the data is not available to the council in a reliable format to inform this Waste Assessment.

It is assumed a quantity of recyclables were sent to landfill during the Covid-19 lockdown in 2020. However, the WRRC was extraordinarily busy when it reopened, with people queuing for 20 minutes to access the centre.

The notable drop in fibre tonnage is due to instability in that market. This caused the WRRC to issue a notification to the public that it may have to discontinue collecting fibre.

Surveys were undertaken in 2018 and 2020 to assess the numbers of both vehicles and people who used the WRRC.

The front of the WRRC is open for recyclables at all times, and the back is open 7.5 hours every day, providing additional access for customers to drop off green waste, waste oil, scrap metal, clothing/textiles, e-waste, batteries, oral care, EFL bulbs, baby car seats and whiteware.

Figure 35: Vehicle/person count comparison 2018-2020

WRRC Customer Survey		
WEEKDAY	2020	2018
Front (x12hrs)		
vehicles	173	252
people	213	396
Back (x7.5hrs)		
vehicles	144	202
people	189	300
Sub-total		
vehicles	317	454
people	402	696
WEEKEND	2020	2018
Front (x12hrs)		
vehicles	419	408
people	800	684
Back (x7.5hrs)		
vehicles	353	382
people	684	577
Sub-total		
vehicles	772	790
people	1484	1261
TOTAL	2020	2018
vehicles	1089	1244
people	1886	1957

The lower number of vehicles and people through the WRRC in 2020 compared with 2018 is attributed to Covid-19 lockdown. This table shows the popularity of the WRRC, which has been operational now in some form since 2004. This popularity reflects the non-kerbside recycling collection service and is reflected in the RRC's high material tonnages.

6.6.2 Kerbside recycling and drop-off facilities

Where the Whanganui district lags behind other districts is not having a well-established kerbside collection service for dry recyclables. Whanganui District Council has resisted providing a rates-funded kerbside recycling service for the district, due primarily to the increased costs in rates that would ensue and other competing council services and costs. The council has argued that its $40M wastewater upgrade is a priority waste stream to get right first. Council needs to test this assumption during WMMP reviews.

6.6.3 Commercially collected diverted materials

While we have indicated earlier in this assessment good quantities of diverted materials being achieved by Easy Earth (organic composting) and OJI (commercial fibre), the council does not have a good handle on other commercially collected diverted materials such as Waste Management NZ, scrap metal dealers, second-hand goods dealers, etc.

6.6.4 Diversion of organic waste

Organic waste is diverted from landfill disposal through other means, which are not quantified in this waste assessment, including:

- Arborists chip considerable quantities of vegetation, much of which is disposed of as mulch
- Piggeries collect food waste from supermarkets and food manufacturers for use as stock feed

Based again on Palmerston North data, we estimate there is potential in Whanganui to divert approximately 750 tonnes per annum of food waste and 675 tonnes per annum of green waste.

7.

Performance measurement

This section provides comparisons of several waste metrics between Whanganui district and other territorial authorities. The data from the other districts has been sourced from a variety of research projects undertaken by Eunomia Research & Consulting and Waste Not Consulting.

7.1 Current performance measurement

This section provides comparisons of several waste metrics between Whanganui district and other territorial authorities. The data from the other districts has been sourced from a variety of research projects undertaken by Eunomia Research & Consulting and Waste Not Consulting.

7.1.1 Per capita waste to Class 1 Landfills

The total quantity of waste disposed of at Class 1 landfills in a given area is related to a number of factors, including:

- The size and levels of affluence of the population
- The extent and nature of waste collection and disposal activities and services
- The extent and nature of resource recovery activities and services
- The level and types of economic activity
- The relationship between the costs of landfill disposal and the value of recovered materials
- The availability and cost of disposal alternatives, such as class 2-4 landfills
- Seasonal fluctuations in population (including tourism)
- The extent to which one district's waste can be distinguished and captured from other districts' waste in a regional landfill.

By combining Statistics NZ population estimates and the Class 1 landfill waste data in section 6.3.1, the per capita per annum waste to landfill in 2020 from Whanganui district can be calculated as in Figure 36 below. The estimate excludes special wastes and non-levied cleanfill materials.

Figure 36: Whanganui's waste disposal per capita

Calculation of per capita waste to Class 1 landfills	2015 Result	2021 Result
Population (census 2018)	42,500	47,300
Total waste to Class 1 landfill (Tonnes 2020)	20,627	22,849
Tonnes/capita/annum of waste to Class 1 landfill	0.48	0.48

Interestingly the per capita rate of disposal per annum has not changed from 2015 to 2021 although due to data validity issues these results can only be assumed indicative.

Figure 37: Per capita waste to Class 1 landfills compared to other districts

Overall waste to landfill (excluding cleanfill and cover materials)	Tonnes per capita per annum
Gisborne District 2010	0.305
Waimakariri District 2012	0.311
Westland District 2011	0.331
Carterton/Masterton/South Wairarapa Districts 2015	0.352
Ashburton District 2014-15	0.366
Tauranga and WBoP District 2010	0.452
Whanganui	**0.483**
Napier/Hastings 2012	0.483
Southland region 2011	0.500
Wellington City & Porirua City 2015	0.507
Christchurch City 2012	0.524
Taupo District 2013	0.528
Kāpiti Coast District 2015	0.584
Wellington region 2015	0.608
New Plymouth District 2010	0.664
Hamilton City	0.668
Queenstown Lakes District 2012	0.735
Rotorua District 2009	0.736
Auckland region 2012	0.800
Upper Hutt City & Hutt City 2015	0.874

The districts with the lowest per capita waste generation tend to be rural areas or urban areas with relatively low levels of manufacturing activity. The areas with the highest per capita waste generation are those with significant primary manufacturing activity or with large numbers of tourists.

Whanganui's waste generation is expected to increase with the increases in population and building growth.

7.1.2 Per capita domestic kerbside refuse to class 1 Landfills

The quantity of domestic kerbside refuse disposed of per capita per annum has been found to vary considerably between different areas. There are several reasons for this variation.

Kerbside refuse services are used primarily by residential properties, with small-scale commercial businesses comprising a relatively small proportion of collections (typically on the order of 5-10%). In districts where more businesses use kerbside wheelie bin collection services – which can be related to the scale of commercial enterprises and the services offered by private waste collectors – the per capita quantity of kerbside refuse can be higher. There is relatively little data in most areas on the proportion of businesses that use kerbside collection services, so it is not usually possible to provide data solely on residential use of kerbside services.

The type of service provided by the local TA or private providers has a considerable effect on the per capita quantity of kerbside refuse. Councils where householders have access to wheelie bins (particularly 240L wheelie bins) or rates-funded bag collections generally have higher per capita collection rates than councils that provide user-pays bags. The effect of rates-funded bag collections is reduced in those areas where the council limits the number of bags that can be set out on a weekly basis.

Evidence indicates that the most important factor determining the per capita quantity of kerbside refuse is the proportion of households that use private wheelie bin collection services. Households that use private wheelie bins, particularly the larger 240L wheelie bins, tend to set out greater quantities of refuse than households that use refuse bags. As a result, in general terms, the higher the proportion of households that use private wheelie bins in a given area, the greater the per capita quantity of kerbside refuse generated.

Other options that are available to households for the disposal of household refuse include burning, burying or delivery direct to a disposal facility. The effect of these on per capita disposal rates varies between areas, with residents of rural areas being more likely to use one of these options.

The disposal rate of domestic kerbside refuse for the district/city has been calculated to be 121kg per capita per annum in the 2020 year.

Due to the variances and risks associated with the data capture during the survey of domestic rubbish, the figure should only be used as indicative at best. One would expect that without any recycling or organic collections at the kerbside, Whanganui's household rubbish rate would be reasonably high. On the other hand, Whanganui has a high proportion of single person households and a user-pays system, which might drive the figure down compared with other districts.

Figure 38 compares the per capita rate of disposal of kerbside refuse in district/city with other urban areas in New Zealand. Data for the other districts has been taken from SWAP surveys conducted by Waste Not Consulting.

Figure 38: Per capita disposal of kerbside refuse – comparison with other areas

District and year of survey	Kg/capita/ annum	Comment
Christchurch City 2011	110	Fortnightly 140-litre refuse wheelie bin. Weekly organic collection
Christchurch City 2011	110	Fortnightly 140-litre refuse wheelie bin. Weekly organic collection
Whanganui District 2020	121	User pays bags and bins
Auckland Council 2012	160	Range of legacy council services.
Hamilton City 2013	182	Rates-funded refuse bags, max. 2 per week
Tauranga City and Western Bay of Plenty District 2010	183	User-pays bags in Tauranga. No council service in WBoP.
Wellington region 2014/15	206	Estimate based on SWAP surveys at Silverstream landfill and Kāpiti Coast
Taupo District 2013	212	User-pays refuse bags
Hastings District/Napier City 2012	214	User-pays refuse bags (Hastings) & rates-funded bags max. 2 bags/ week(Napier)
Rotorua District 2009	216	Council rates-funded Kleensaks. No kerbside recycling service

Of the urban areas that have been assessed, Christchurch has the lowest per capita disposal rate of kerbside refuse. This is associated with the diversion of organic waste through the council's kerbside organic collection and the council's high market share.

Rotorua had the highest disposal rate of the urban areas shown in the table. This is associated with the high proportion of households in Rotorua that then used private collector wheelie bin services and the absence of kerbside recycling services (since introduced).

7.1.3 Per capita kerbside recycling

While Whanganui does not have a kerbside recycling service it does have a very popular RRC which accepts dry recyclables as well as other resources able to be recycled or reused.

The RRC receives 2003 tonnes per annum of dry recyclables from the community. This gives a recycling rate of 43kg/capita/annum.

This is an interesting rate when compared with Figure 39 below which compares recycling rates from main centres with kerbside recycling services.

Per capita recycling rates for district/city are calculated in Figure 39.

Figure 39: Per capita kerbside recycling – kg/capita/annum

District	Kg/capita/ Annum	System type
Whanganui District Council	43 kg	Resource Recovery Centre (Drop Off) Centre (no kerbside collection)
Napier City Council	52 kg	Fortnightly bags or crates
Wellington region	53 kg	Various systems
Ashburton District	62 kg	Weekly bags or crates depending on area
Tauranga City Council	65 kg	Private wheelie bin collection service
Invercargill City Council	69 kg	Fortnightly 240-litre wheeled bin, commingled
Waipa District	73 kg	Weekly/Fortnightly 55-litre crate, separate paper collection
Waikato District	74 kg	Weekly 55-litre crate, separate paper collection
Dunedin City	77 kg	Fortnightly 240-litre wheeled bin, fortnightly crate for glass
Horowhenua District	81 kg	Weekly crate
Auckland Council	84 kg	Fortnightly 240-litre commingled wheelie bins or 140-litre wheelie bin with separate paper collection
Waimakariri District Council	85 kg	Fortnightly 240-litre wheeled bin, commingled
Hamilton City Council	86 kg	Weekly 45-litre crate, separate paper collection
Palmerston North City	87 kg	Fortnightly 240-litre wheeled bin for commingled materials alternating with 45-litre crate for glass
Christchurch	109 kg	Fortnightly 240-litre wheeled bin

7.1.4 Diversion potential of waste to Class 1 landfills

Materials that have been considered divertible are those which are already being recovered or otherwise diverted from landfill disposal elsewhere in New Zealand. It is recognised that no system established for the recovery of waste materials is capable of diverting 100% of that material from the waste stream. The estimate that is presented, therefore, represents a theoretical maximum, rather than the proportion of the waste stream that is likely to be recovered should a full suite of diversion initiatives be established.

Based on waste figures within this assessment, combined with an analysis of like-minded districts, Whanganui's diversion potential of waste from its Class 1 landfill is 6136 tonnes (24% of total waste stream) of recyclables (fibre, plastics, ferrous and non-ferrous metals, glass, textiles, rubble and timber) and 3484 tonnes (14% of total waste stream) of compostables (food waste, green waste, etc).

The council granted waste minimisation levy funding to Sustainable Whanganui Services (SWS) to undertake business waste audits between 2017 and 2020. The audits included a range of businesses and organisations, the council buildings, the Whanganui District Health Board and a sample of public litter bins in the CBD and parks.

In 2017 the first five business waste audits were undertaken as a feasibility study. The audits covered a range of businesses: supermarket, large retail store, manufacturer, government office and chartered club. The audit process and subsequent reporting aimed to:

- Raise awareness of the components of each organisation's waste streams
- Highlight the volume of waste being sent to landfill which could be diverted
- Offer alternatives which these organisations may have been unaware of, or too busy to investigate themselves.

When calculating volumes for diversion from landfill SWS erred towards conservative estimates. SWS assessed 10-50% of waste could be diverted by these organisations (using a 240L wheelie bin as the common denominator).

• Manufacturing	20%	656 bins
• Supermarket	10%	167 bins
• Chartered club (hospitality)	50%	156 bins
• Government office	15%	8 bins
• Large retail store	30%	105 bins

Total: 1092 x 240L wheelie bins per year or 262,080L

In 2018 a further five businesses were audited: high school, manufacturing, construction, vehicle dealership/repairs, private training establishment (PTE).

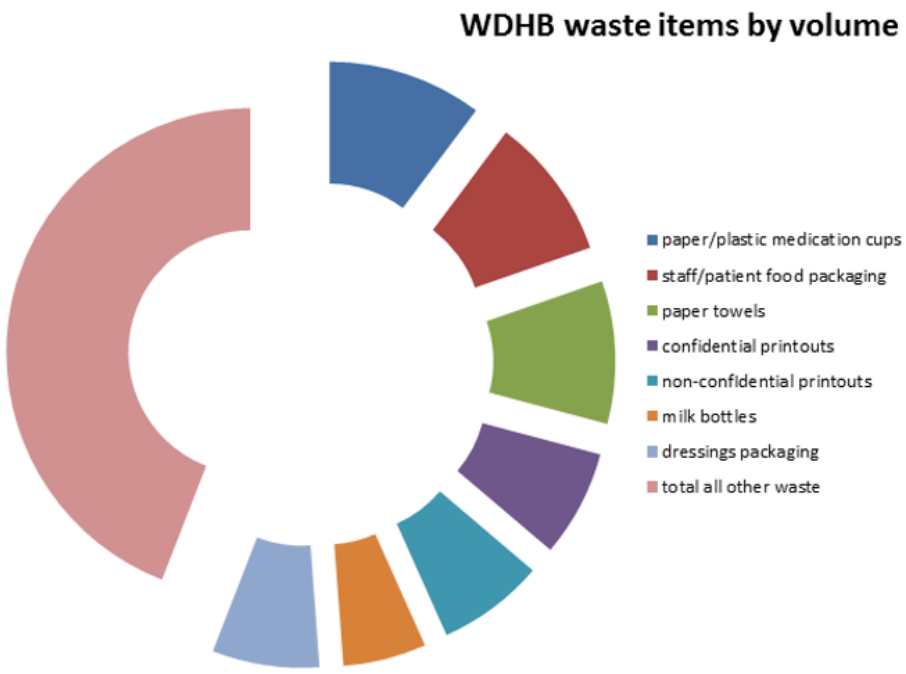
This second series of audits showed 40-50% of waste could be diverted.

• High school	40%	390 bins
• Manufacturing	50%	572 bins
• Construction	50%	520 bins
• Vehicle dealership/repairs	50%	832 bins
• Pte	50%	225 bins

Total: 2539 x 240L wheelie bins per year, or 609,360L

Also in 2018 the Whanganui District Health Board was audited. The leading seven waste streams by volume are represented in the following graph.

Figure 40: WDHB waste streams by volume



(The report did not deal with controlled biohazard and cytotoxic waste: all such contaminated materials must be disposed of in a way that complies with infection prevention control regulations.)

SWS estimated roughly 50% of the WDHB's waste to landfill was not actually rubbish and therefore could be reduced, reused or recycled. It was considered that a significant reduction of waste to landfill could be realised in two general categories:

- Food waste and compostable matter, including paper hand towels
- Co-mingled recycling – non-confidential paper, light card, hard plastics, milk bottles, plastic bottles, tin/ aluminium

In 2019 a sample of public litter bins in the CBD and parks showed there were opportunities to reduce the volume of waste from street bins to landfill through increased recycling and separating out food waste/ compostables.

In order of volume

- 37.5% could be recycled - plastics #1 and #2, aluminium/tin
- 25.0% food waste/compostables including paper/ cardboard
- Only 37.5% was rubbish

The audit sample therefore suggested over 60% of street and park waste could be diverted from landfill.

Anecdotally, SWS found through conversation with business owners/managers that they are willing to 'do the right thing' and divert waste appropriately from landfill when it is shown to be cost neutral or cost saving. However, most businesses took up the offer of a business waste audit at no charge, and would not have contemplated it otherwise.

8.

Future demand and gap analysis

There are a wide range of factors that are likely to affect future demand for waste minimisation and management.

8.1 Future Demand

There are a wide range of factors that are likely to affect future demand for waste minimisation and management. The extent to which these influence demand could vary over time and in different localities. This means that predicting future demand has inherent uncertainties. Key factors are likely to include the following:

- Overall population growth
- Economic activity
- Changes in lifestyle and consumption
- Changes in waste management approaches
- Changes in legislation regarding regulated product stewardship of six types: plastic packaging, tyres, electrical and electronic products (e-waste), agrichemicals and their containers, refrigerants, farm plastics.

In general, the factors that have the greatest influence on potential demand for waste and resource recovery services are population and household growth, construction and demolition activity, economic growth and changes in the collection service or recovery of materials.

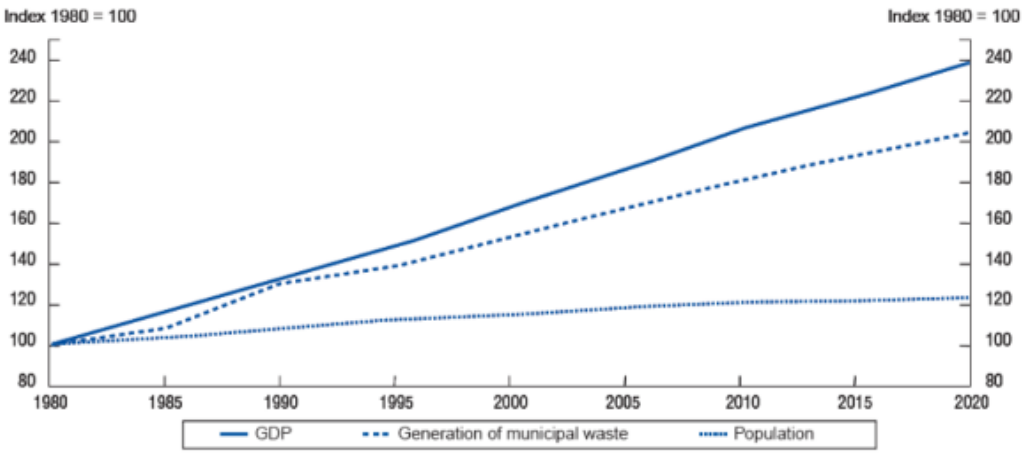
8.1.1 Population

As outlined earlier in the assessment, recent trends suggest Whanganui has become an attractive town and is experiencing strong population growth driven by strongly positive net migration. International net migration, having halted due to Covid-19, is likely to push up population figures in the region once travel and immigration resumes.

8.1.2 Economic activity

For reference, Figure 41 below shows the growth in municipal waste in the OECD plotted against GDP and population.

Figure 41: Municipal waste generation, GDP and population in OECD 1980–2020



Research from the UK and USA suggests that underlying the longer-term pattern of household waste growth is an increase in the quantity of materials consumed by the average household, and that this in turn is driven by rising levels of household expenditure.

The relationship between population, GDP and waste seems intuitively sound, as an increased number of people will generate increased quantities of waste, and greater economic activity is linked to the production and consumption of goods which in turn generates waste.

Total GDP is also a useful measure as it takes account of the effects of population growth as well as changes in economic activity. The chart suggests that municipal solid waste growth tracks above population growth but below GDP. The exact relationship between GDP, population and waste growth will vary according to local economic, demographic and social factors. To be able to use GDP and population as accurate predictors of waste generation requires establishing correlations between changes in these factors and changes in waste generation.

The effect of Covid-19 on the economic situation and its impact on Whanganui and likely waste generation is complicated. Normal consumption from local retailers will have dropped dramatically during lockdown and now will have or will be experiencing a resurgence. Anecdotally, a number of shoppers' habits will have shifted more permanently away from the high street to having purchased items delivered by courier – everything from the weekly supermarket shop to clothes and leisure items.

While Whanganui had no active Covid-19 cases, there will have been and will be quantities of single-use medical supplies used by individual citizens and medical staff – most likely a lot of plastic and composite products which cannot be recycled.

8.1.3 Changes in lifestyle and consumption

Community expectations relating to recycling and waste minimisation are anticipated to lead to increased demand for recycling services.

Consumption habits will affect the waste and recyclables generation rates. For example, there has been a national trend related to the decline in newsprint. In New Zealand, the production of newsprint has been in decline since 2005, when it hit a peak of 377,000 tonnes, falling to 276,000 tonnes in 2011.

8.1.4 Changes in waste management approaches

There are a range of drivers that mean methods and priorities for waste management are likely to continue to evolve, with an increasing emphasis on diversion of waste from landfill and recovery of material value. These drivers include:

- Statutory requirement in the Waste Minimisation Act 2008 to encourage waste minimisation and decrease waste disposal – with a specific duty for TAs to promote effective and efficient waste management and minimisation and to consider the waste hierarchy in formulating their WMMPs.
- Requirement in the New Zealand Waste Strategy 2010 to reduce harm from waste and increase the efficiency of resource use.
- Increased cost of landfill. Landfill costs have risen in the past due to higher environmental standards under the RMA, introduction of the waste disposal levy (currently $10 per tonne) and the New Zealand Emissions Trading Scheme. While these have not been strong drivers to date, there remains the potential for their values to be increased and to incentivise diversion from landfill.
- Collection systems. In brief, more convenient systems encourage more material. An increase in the numbers of large wheeled bins used for refuse collection, for example, drives an increase in the quantities of material disposed of through them. Conversely, more convenient recycling systems with more capacity help drive an increase in the amount of recycling recovered. It is likely that the initial work carried out by WasteMINZ in 2020 will develop into a national kerbside standardisation implementation project.
- Waste industry capabilities. As the nature of the waste sector continues to evolve, the waste industry is changing to reflect a greater emphasis on recovery and is developing models and ways of working that will help enable effective waste minimisation in cost-effective ways.
- Local policy drivers, including actions and targets in the WMMP, bylaws and licensing.
- Recycling and recovered materials markets. Recovery of materials from the waste stream for recycling and reuse is heavily dependent on the recovered materials having an economic value. This particularly holds true for recovery of materials by the private sector. Markets for recycled commodities are influenced by prevailing economic conditions and most significantly by commodity prices for the equivalent virgin materials. The risk is linked to the wider global economy through international markets.

8.1.5 Summary of demand factors

The analysis of factors driving demand for waste services in the future suggests the key trend over the term of this plan will be increasing disposal costs, due to the increase and expansion in the landfill levy. This is likely to drive increasing demand for alternative services, particularly for large and difficult to manage waste streams like C&D waste and food waste. If new waste management approaches are introduced, this could shift material between disposal and recovery management routes.

Population and economic growth will drive moderate increases in the waste generated. The biggest change in demand is likely to come about through changes within the industry, with economic and policy drivers leading to increased waste diversion and waste minimisation.

8.1.6 Projections of future demand

The aim of waste planning at a territorial authority level is to achieve effective and efficient waste management and minimisation. The following gaps have been identified:

8.2 Future demand – gap analysis

The aim of waste planning at a territorial authority level is to achieve effective and efficient waste management and minimisation. The following gaps have been identified:

8.2.1 Waste streams

Priority waste streams that could be targeted to further reduce waste to landfill would include: (e.g.)

- Kerbside recyclables both from domestic and commercial properties
- Organic waste, particularly food waste both from domestic and commercial properties
- Industrial and commercial plastic is a significant part of the waste stream which may be able to be recycled
- Farm waste is a relatively unknown quantity, and increased awareness of the problems associated with improper disposal may drive demand for better services
- Construction and demolition waste – in particular timber – is a significant part of the waste stream which may be able to be recovered
- E-waste collection and processing capacity in the district, while better than many areas, has room for improvement
- Biosolids
- Waste tyres may not be a large proportion of the waste stream; however, the effectiveness of the management of this waste stream is unknown. Issues with management of this waste stream have recently been highlighted nationally
- Plastics (other than kerbside)
- Nappies/sanitary waste
- Whiteware.

Infrastructure to manage the increased quantities and new waste streams will be required.

8.2.2 Hazardous wastes

1. Asbestos removal

Some commonly used products that contain asbestos include roof tiles, wall claddings, fencing, vinyl floor coverings, sprayed fire protection, decorative ceilings, roofing membranes, adhesives and paints. The most likely point of exposure is during building or demolition work.

2. Medical waste

The Pharmacy Practice Handbook states:

4.1.16 Disposal of Unused, Returned or Expired Medicines

Members of the public should be encouraged to return unused and expired medicines to their local pharmacy for disposal. Medicines, and devices such as diabetic needles and syringes, should not be disposed of as part of normal household refuse because of the potential for misuse and because municipal waste disposal in landfills is not the disposal method of choice for many pharmaceutical types. Handling and disposal should comply with the guidelines in NZ Standard 4304:2002 – Management of Healthcare Waste.

3. E-waste

Without a national product stewardship scheme, the e-waste treatment and collection system will continue to be somewhat precarious. Currently, companies tend to cherry-pick the more valuable items, such as computers and mobile phones. As a result, the more difficult or expensive items to treat, such as CRT TVs and domestic batteries, will often still be sent to landfill.

Encourage mobile phone recycling through RE:MOBILE initiative. Various drop-off bins in Whanganui CBD. (RE:MOBILE is a product stewardship programme supported by Resene, 2degrees, Spark and Vodafone and accredited by the Ministry for the Environment.)

9.

Initial review of the 2015 Waste Management and Minimisation Plan

9.1 Data

The council's previous Waste Management and Minimisation Plan was adopted in 2015. While recognising the council's limited involvement in the waste stream, the plan had a vision of 'A district that strives to be leading edge through innovative partnerships to value resources and eliminate waste'. The six objectives that underpinned that vision were:

1. To find better ways to recover, reuse and recycle resources
2. To educate the community and organisations to reduce waste and improve efficiency of resources
3. To deliver waste and waste minimisation services more efficiently where required
4. To support waste minimisation initiatives in the community
5. To improve reliability and completeness of waste data collected to enable the setting of future targets, plans and services.
6. To be in a position to take best advantage of mandatory and voluntary producer responsibility schemes.

The 2015 plan, like the 2009 plan, suffered from insufficient information and data around waste flows and disposal in the district. This was born from the council's lack of involvement in the provision of direct services. Where the data was unavailable, the council made estimations based on background knowledge, information from similar districts and assumptions.

9.2 Key issues

The key issues identified in the 2015 Waste Assessment were a key understanding that waste consumption was increasing and that the council had little control over the waste streams. Therefore, at the heart of the WMMP would be the need to partner with organisations to achieve a shared interest in environmentally-friendly practice, with recycling as a cornerstone of this.

It was also clear that more needed to be done to promote environmentally sustainable practice, to divert even more waste from landfill and to position disposal as the last choice behind reduced waste producing habits, reuse of products and recycling.

The extent of this drive for greater control rested with the WRRCT's position as a service provider in the first instance, and secondly with the council as it considered potential changes (and the costs of change) to these options into the future.

The 2015 WMM Plan's vision is simple and reflects the New Zealand Waste Strategy's two key goals of –

- **Reducing the harmful effects of waste**
- **Improving the efficiency of resource use**

It was supported by six key objectives and a suite of actions that were designed to drive forward the council and the community's response to the district's waste minimisation issues and challenges.

In adopting the 2015 plan, the council acknowledged that it has minimal control over large sections of the waste stream, coupled with limited resources to implement wholesale changes to affect waste minimisation practices. It did however commit through this plan to continue to take positive steps to influence change and deliver services that will incrementally over time deliver enhanced environmental outcomes and resourcefulness.

At the heart of the 2015 plan was a continued approach to partnering with like-minded groups and organisations to deliver sustainable waste minimisation services. The flagship for a number of these services was the then recently opened Whanganui Resource Recovery Centre, a critical capital venture going forward from the 2009 WMMP. The plan also signalled the continued judicious use of the waste levy funding received by the council to support waste initiatives.

9.3 Other issues not addressed

Since the last plan in 2015, the government has taken early steps to revise the waste levy scheme around landfills, started a process around product stewardship schemes by naming the six priority products, taken steps to ban single-use plastics and signalled a review of key legislation such as the Waste Management Act, Litter Act and Health Act.

Globally prices for traditional dry recyclables have been soft caused, in the main, by China's and other countries' reluctance as well as bans on taking low-grade recyclable products from other countries. This has resulted in dramatic price reductions for plastic and in some grades no markets at all. Fibre is similar, with large price decreases experienced. This has resulted in research and development opportunities closer to home, investigation into other alternatives such as waste-to-energy plants and greater investment by government.

Locally, a third waste collection company has come into the district, resulting in better kerbside services, retention of bag collection service and significant price reductions for kerbside services.

9.4 New guidance

New guidance from MfE on waste management and minimisation planning was released during the development of the last Waste Assessment. The 2015 WA and WMMP, while consistent with the guidance at the time they were written, do not fully align with the new (2015) MfE guidance. The new guidance places more emphasis on funding of plans, inclusion of targets and how actions are monitored and reported. The 2015 documents did not provide data in total accordance with the National Waste Data Framework, as suggested by the new guidance

9.5 Actions

The 2015 plan had six objectives which were supported by 19 actions and 20 targets. The actions were about right and largely achieved where possible. The targets, in hindsight, were probably far too many – it would have been better to have three or four, which would have been easier to monitor. These could have become more of a call to action.

Of the 19 actions, 14 were completed successfully, while five were either partially achieved or not at all.

Most of the actions were around what influence the council could bring on the minimisation of waste and its diversion. As the council does not handle great portions of the waste activity, its actions had less of an ability to achieve great diversion.

9.6 Implementation plan

There was an implementation plan of sorts which was largely followed. The waste levy funding was very helpful to fund initiatives in this activity.

9.7 Progress

The council has investigated whether it should offer a rates-funded kerbside waste and/or recycling collection. It knows what the costs are and the pros and cons. It has also progressed the Resource Recovery Centre into a nationally-recognised centre offering increased diversion options. The Resource Recovery Centre is well positioned to take advantage of the new product stewardship schemes when developed.

10.

Statement of options

This section sets out the range of options available to the council to address the key issues that have been identified in this Waste Assessment.

This section sets out the range of options available to the council to address the key issues that have been identified in this Waste Assessment. An initial assessment is made of the strategic importance of each option, the impact of the option on current and future demand for waste services, and the council's role in implementing the option. Options presented in this section would need to be fully researched, and the cost implications understood before being implemented.

10.1 Key issues to be addressed by WMMP

The council's key issue in this Waste Assessment and WMMP review is whether it wishes to get more involved in directly delivering waste services to enable it to influence change. The council has identified the following:

- Waste services and facilities in Whanganui are **dominated by the private sector**, meaning the council has **little information** on how we are performing and little control over how waste is managed and minimised.
- Waste services are currently **largely user-pays** with a high level of **customer choice**, and it may be possible to preserve aspects of this approach while also improving services and performance.
- It is likely that there is a **significantly higher proportion of material that should not be going to landfill** in rubbish from **households with private wheeled bin collections** (particularly those with large bins), including **recyclables and green waste**.
- A significant proportion of waste going to landfill is **organic waste**, with **food waste** likely to be present across all waste collection systems.
- There is a **lack of facilities to recycle or otherwise divert construction and demolition waste**, meaning it is likely that we are currently sending most of this to landfill.
- **Litter and illegal dumping** are perennial problems.
- The council does have not have a **waste bylaw**. A bylaw could be a way to **collect data** and **influence private sector service provision**.
- There is little information available on waste from farms, which is a particular concern with hazardous waste, and few service options.
- While there are services to manage **household hazardous waste**, this is a recent arrangement and could be enhanced.
- **Community engagement**, understanding and awareness of waste issues could be improved further.
- **E-waste collection and processing** capacity in the district, while better than many areas, still has some room for improvement.
- **Industrial and commercial waste** generally presents scope for increased diversion as it is the largest waste stream by volume.

The council then has to consider how it addresses these issues, its role in delivering waste services, what regulatory mechanisms it wishes to use and at what cost. It also has to seek the community's views.

Generally, the council is of the mind to increase the waste services it directly purchases in the future and increase rates within certain percentages in order to do so.

On a macro level the council is of the mind to:

- Get further involved in kerbside recycling and food waste collection services
- Leave the kerbside waste collection services to market provision but keep a watching brief on innovation in this sector that could assist waste minimisation targets, i.e. pay as you throw services
- Introduce regulation (bylaw) to license operators, collect data and limit collection of certain wastes or from certain waste bin sizes
- Extend reuse activities to address construction and demolition waste.

Figure 42: Summary of proposed actions and methods for achieving waste management and minimisation

Action area	Key actions	Issues addressed and what it will do
Education, engagement, communications	Maintain existing levels, and carry out one-off campaigns where necessary, such as a new service, or significant service change.	Ensure community is engaged and understands service decisions; and is able to make the most of existing and any new or altered services.
Collections	The council plans to introduce a kerbside household recycling collection to augment drop-off at the RRC, followed later by a kerbside household food waste collection.	Diverting more recycling and household food waste from landfill are the two biggest opportunities to increase diversion rates.
Regulation	Implement the solid waste management and minimisation bylaw, and consider introducing rules to regulate the use of smaller rubbish bins.	Maintain an even playing field for industry, collect data to enable better planning and encourage preferred waste management and minimisation behaviours. Will reflect householders' increased opportunity to minimise waste through new waste minimisation services.
Data	Collect data externally through licensing (enabled by the bylaw) and regular surveys. Improve recording and analysis of internal data to enable performance monitoring over time.	Consistent, high-quality data will help us track our progress and inform future WMMP.
Infrastructure	The council will work with the Whanganui Resource Recovery Centre to expand the range of services provided, such as construction and demolition waste recovery.	Builds on the community-lead facility and focuses on another large waste stream that currently mostly goes to landfill.
Leadership and management	Lobby central government, and work more closely with the community	Various issues such as extender producer responsibility cannot be addressed at a council level; however, the council can lobby central government. Closer community working will ensure understanding and support of the council's plans.

Action area 1 – Recyclables

What is the problem? Whanganui district is likely to be sending a lot of recyclable material such as glass, paper, cardboard, tins and cans to landfill. This material will come both from householders and commercial sources, and is largely due to the way waste services are provided in Whanganui; with relatively limited recycling collections and other services that don't encourage people to recycle. Most of the recyclables going to landfill that come from households get there through private collection companies that provide their customers with wheeled bins, particularly large bins. Other recyclables get there through commercial rubbish collections and the transfer station.

What is the suggested solution?The introduction of a council rates-funded kerbside recycling service to support drop-off options at the RRC. While the exact way this service would be provided will depend on a procurement process, the council's preferred approach is to collect weekly from a 40L crate for glass bottles and jars; and from two additional crates other recyclables such as plastic containers, paper/cardboard, tins and cans. This service is likely to cost around $70 per household per year (note that this doesn't take into account possible savings for households through reducing their need for rubbish bags or bins). The council plans to find a contractor for this service in 2022, alongside other proposed kerbside services (action area 2), and introduce the service in 2023. Funding from central government may be available through the Waste Minimisation Fund to subsidise the cost. Providing a recycling service to businesses on a user-pays basis could divert another 500 to 1,500 tonnes per year, depending on exactly what services were provided.

How will this address the issue? Provision of a kerbside recycling service across much of the district will make recycling much easier and more convenient for people, increasing the amount of recycling diverted from landfill. The way Council is proposing to collect recycling is considered 'best practice' for household kerbside recycling collections, and will minimise incorrect items collected and maximise the quality of the recycling that is collected. Council would canvass business owners to assess their need for services, and whether it makes sense for Council to meet these.

What is the likely impact? Council expects that around 800 tonnes per year could be diverted from landfill by introducing a kerbside recycling service to householders (note that this assumes kerbside rubbish collections will stay the same).

Action area 2 – Organic waste

What is the problem? Whanganui district sends a significant amount of organic waste to landfill. This can be broken down into two types – food waste, and garden or green waste. Organic waste is very harmful in a landfill, as the lack of oxygen in landfills means that this material breaks down to create leachate, and methane (a greenhouse gas at least 25 times more powerful than CO2) only part of which is captured. Much of the food waste going to landfill will come from households, with surveys showing that every house puts out at least some food waste each week even if they have a compost or worm farm at home. Some of the food waste comes from businesses, and large organisations like educational institutions, hospitals, and accommodation buildings.

Most of the green waste going to landfill comes from households that have wheeled bins supplied by private companies for their rubbish collection, particularly large bins; and various other sources such as through transfer stations.

What is the suggested solution? Council is proposing to introduce a weekly rates-funded kerbside food waste collection to households in the urban parts of the district, and to extend this service to businesses on a user-pays basis. A tailored service could be offered to those that have larger quantities such as restaurants, hostels, and cafeterias. Council would appoint a contractor at the same time as for the proposed kerbside recycling collection, reducing cost, but would delay the introduction to a year later once residents have become familiar with the kerbside recycling service. The food waste collection would be from a small closed container, and all types of food waste could be collected including things like cooked food, dairy, meat and fish – items that most people don't like to put into a compost or worm farm. The food waste would be processed into a beneficial compost product. The estimated cost of this service is $40 per year for each household (note that this doesn't take account of possible savings for households through reducing their need for rubbish bags or bins), and once again Council would try to get support from central government through the Waste Minimisation Fund to subsidise the cost.

How will this address the issue? All households that receive the service would be able to divert their food waste from landfill. Even those that currently compost or have a worm farm would be able to divert more food waste than they currently are. The amount of food waste the district sends to landfill would drop significantly.

What is the likely impact? Council expects that around 1,750 tonnes per year could be diverted from landfill by introducing a kerbside recycling service to householders (note that this assumes kerbside rubbish collections will stay the same) with another possible 500 tonnes from businesses.

Action area 3 – Regulation

What is the problem? Council does not currently have a solid waste bylaw. Other councils use a bylaw to address issues like litter/illegal dumping, accumulating rubbish, event and construction waste, what containers can be used for different collections, and to require private waste operators to hold a licence and provide data. A particular problem in Whanganui in that a number of households in the city (around two thirds) use wheeled bins provided by private companies for their rubbish collection, and research shows that around half of these are large (240L) wheeled bins. This creates issues as these households, particularly those that have large wheeled bins, put more recyclables, food waste, and green waste in their landfill rubbish bin. For example, in other areas households using bags leave around 4kg of recyclable glass bottles and jars in their landfill rubbish each week, compared to over 26kg for a household using a large wheeled bin. Large wheeled bins can contain an average of 386 kg per household of green waste each year, compared to virtually none from households using a bag service.

If Council does introduce a kerbside recycling and food waste collection for households, it is likely that households that use bags and small bins for rubbish will use these services more. Therefore, if Council can encourage householders to use these methods, the new services will be much more effective.

What is the suggested solution? Council intends to adopt a waste management and minimisation bylaw that will cover a number of issues, including introducing rules for the private companies that collect rubbish from households. Rules could also require recycling at large events, and for construction projects to monitor their waste and recycling.

How will this solve the problem? These rules could include things like requiring these companies to provide education and information on council's proposed new kerbside collection services and other options; and preventing these companies from emptying rubbish bins that contain a lot of recyclable materials or food waste that could have been diverted using these new services. The rules could also encourage householders to use rubbish bags or smaller bins, by preventing companies from issuing new large rubbish bins and requiring them to phase out these bins where they are being used.

What is the likely impact? Encouraging more use of bags and small bins for rubbish collections will make planned new kerbside collection services more effective – potentially increasing the diversion rate by 10% or more. Householders would be more aware of waste management issues, and can make more informed choices about the way they manage their waste.

Action area 4 – Construction and Demolition Waste

What is the problem? Construction and demolition waste is a large proportion of the waste going to landfill from the Whanganui district - a lot of the increased waste to landfill over the past few years could be attributed to a buoyant local economy, especially in the building sector. There have been very limited options to divert waste materials from construction and demolition projects in Whanganui to date.

What is the suggested solution? Council could work with the Whanganui Resource Recovery Trust or similar entity to establish a service to collect, sort and divert as much as feasible of this waste, on a full or partial cost-recovery basis. Similar operations have been able to recover at least one third of the waste stream.

How will this solve the problem? Similar operations elsewhere have shown that it is possible to divert at least one third of waste from most construction projects, if not more – as long as the operation is integrated with the wider waste management system and, in particular, cleanfill and landfill disposal options for the waste that can't be diverted.

What is the likely impact? Up to 700 tonnes per year could be diverted from landfill eventually.

Action area 5 – General Supporting Actions

Council is proposing the following supporting actions to ensure that waste is managed as effective and efficiently as possible in the district:

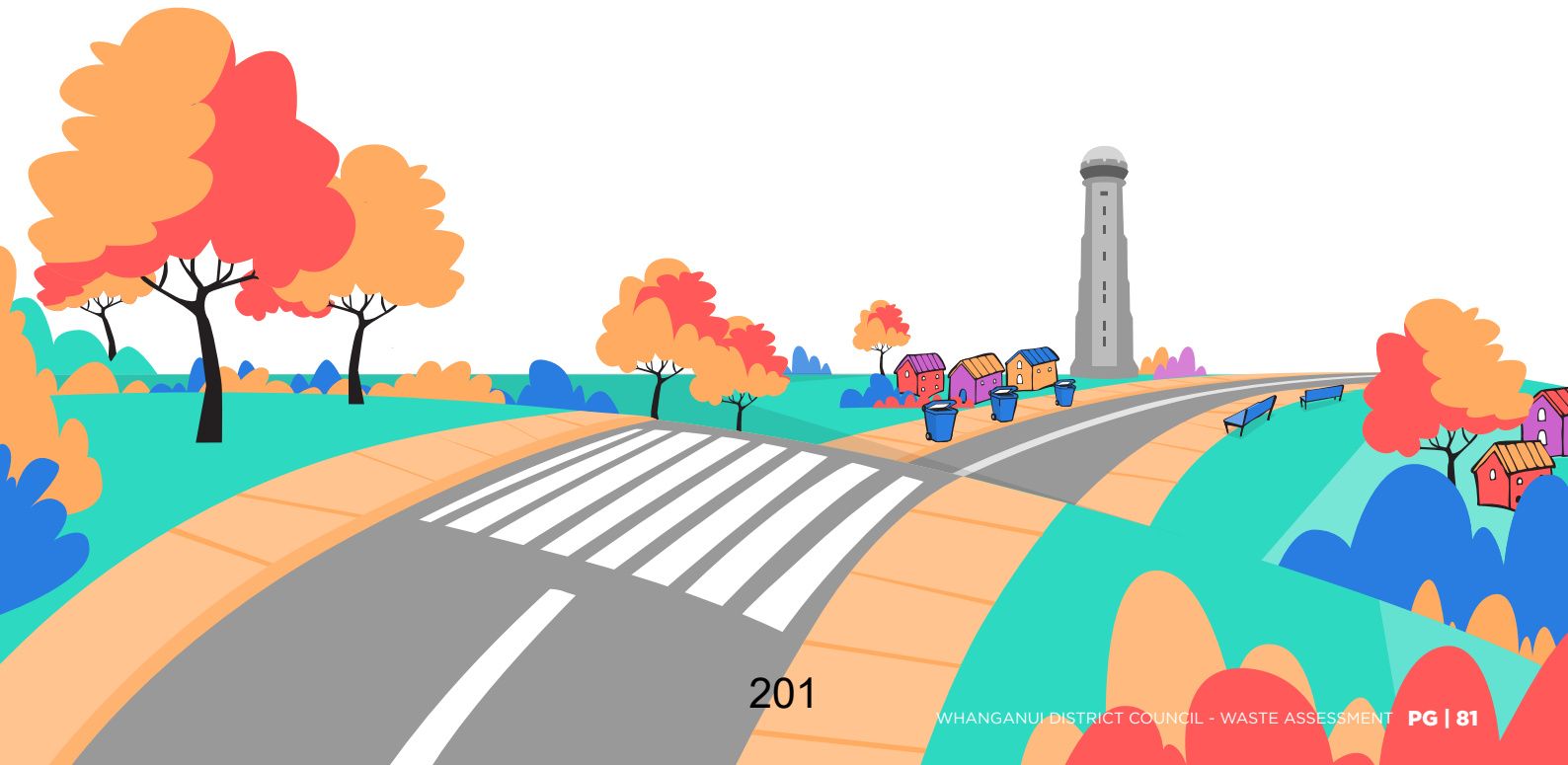
Figure 43: Council-proposed supporting actions

Proposal	Expected Impact
Maintain current education and engagement campaigns and continue to work with existing community-based zero waste action groups	Maintain current performance
Continue the current illegal dumping campaign which includes enforcement	Maintain current performance
Allow the current contract for rubbish bag collection from the inner rural area to lapse as the private sector is currently meeting this need – but review before June 2022 to ensure this is working for residents.	Maintain current performance
The council will let a contract for the provision of waste skip bins in outer rural areas, at the council's designated sites, on a three-plus two-year basis. In addition the council signals – • It will investigate a targeted rate for this service as part of a funding review • It will trial of recycling stations in one or two rural settlements; • It will continue to work with communities over types of bins, sites and frequency of collections.	Maintain current performance with enhancements and additional services where found beneficial.
Continue to liaise with and support the local organics processing industry	Maintain current performance and integrate where possible with other actions
Adopt a solid waste management and minimisation bylaw that enables the actions described above, along with events waste, construction and demolition project waste, and the ability to license local operators and collect data on waste they handle	Enable actions and targets to be monitored, and performance/progress reported
Review available information and national initiatives relating to rural and farm waste and implement where appropriate	Improve management of rural and farm waste where possible
Carry out specific communication and education campaigns to support the introduction of new kerbside recycling and new food waste collection services, and if regulatory changes are made (e.g. 240L bin ban)	Supports the impact of the new services. Diversion rates can be maximised if supported with excellent information campaigns (potentially 20% higher success than with basic campaigns)
Work closely with mana whenua to ensure culturally appropriate waste management methods where possible	Support other actions and deliver on bicultural responsibilities
Encourage households to make use of diversion options for green/garden waste such as home composting, delivery to the RRC or transfer station, or a private collection.	Maintain existing performance
Lobby central government to encourage and support action in areas such as extended producer responsibility	Supports other actions
Keep abreast of and develop readiness for governments/ industry's product stewardship scheme roll-outs	Community opportunity for diversion of new waste products
Work closely with community groups and the private sector to progress opportunities for increased waste diversion	Supports other actions

We plan to achieve this target through specific actions, timeframes and tonnages as summarised below.

Figure 44: Actions, timeframes and tonnages

	Potential Diversion Per Annum - Tonnes	Year 2021-22	Year 2022-23	Year 2023-24	Year 2024-25	Year 2025-26	Year 2026-27
Annual Total		0	850	2,550	3,350	3,900	4,350
Total Cumulative Impact		0	850	3,400	6,750	10,650	15,000



11.

11 Statement of the council's intended role

11.1 Statutory obligations and powers

Councils have a number of statutory obligations and powers with respect to the planning and provision of waste services. These include the following:

- Under the WMA each council 'must promote effective and efficient waste management and minimisation within its district' (section 42). The WMA requires TAs to develop and adopt a Waste Management and Minimisation Plan (WMMP).
- •The WMA also requires TAs to have regard to the New Zealand Waste Strategy 2010. The strategy has two high level goals: 'Reducing the harmful effects of waste' and 'Improving the efficiency of resource use'. These goals must be taken into consideration in the development of the council's waste strategy.
- Under Section 17A of the Local Government Act 2002 (LGA), local authorities must review the provision of services and must consider options for the governance, funding and delivery of infrastructure, local public services and local regulation. There is substantial crossover between the section 17A requirements and those of the WMMP process, in particular in relation to local authority service provision.
- Under the Local Government Act 2002 (LGA) councils must consult the public about their plans for managing waste.
- Under the Resource Management Act 1991 (RMA), TA 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 within district planning documents, thereby defining further land-use-related resource consent requirements for waste-related facilities.
- Under the Litter Act 1979, TAs have powers to make bylaws, issue infringement notices and require the clean-up of litter from land.
- The Health Act 1956. Health Act provisions for the removal of refuse by local authorities have been repealed by local government legislation. The Public Health Bill is currently progressing through Parliament. It is a major legislative reform reviewing and updating the Health Act 1956, but it contains similar provisions for sanitary services to those currently contained in the Health Act 1956.
- The Hazardous Substances and New Organisms Act 1996 (the HSNO Act). The HSNO Act provides minimum national standards that may apply to the disposal of hazardous substances. However, under the RMA a regional council or TA may set more stringent controls relating to the use of land for storing, using, disposing of or transporting hazardous substances.
- Under current legislation and the new Health and Safety at Work Act, the council has a duty to ensure that its contractors operate in a safe manner.

The Whanganui District Council, in determining its role, needs to ensure that its statutory obligations, including those noted above, are met.

11.2 Overall strategic direction and role

The overall strategic direction and role is presented in the Waste Management and Minimisation Plan.

12.

Statement of proposals

Based on the options identified in this Waste Assessment and the council's intended role in meeting forecast demand, a range of proposals are put forward. Actions and time frames for delivery of these proposals are identified in the draft Waste Management and Minimisation Plan.

It is expected that the implementation of these proposals will meet forecast demand for services as well as support the council's goals and objectives for waste management and minimisation. These goals and objectives will be confirmed as part of the development and adoption of the Waste Management and Minimisation Plan.

12.1 Statement of extent

In accordance with section 51(f), a Waste Assessment must include a statement about the extent to which the proposals will (i) ensure that public health is adequately protected and (ii) promote effective and efficient waste management and minimisation.

12.1.1 Protection of public health

The Health Act 1956 requires the council to ensure the provision of waste services adequately protects public health.

The Waste Assessment has identified potential public health issues associated with each of the options. Appropriate initiatives to manage these risks would be a part of any implementation programme.

In respect of council-provided waste and recycling services, public health issues will be addressed by setting appropriate performance standards for waste service contracts and ensuring performance is monitored and reported on, and that there are appropriate structures within the contracts for addressing issues that arise.

Private -provided services will be regulated through local bylaws.

Uncontrolled disposal of waste – for example, in rural areas and in cleanfills – will be regulated through local and regional bylaws.

It is considered that, subject to any further issues identified by the medical officer of health, the proposals would adequately protect public health.

12.1.2 Effective and efficient waste management and minimisation

The Waste Assessment has investigated current and future quantities of waste and diverted material, and outlines the council's role in meeting the forecast demand for services.

It is considered that the process of forecasting has been robust, and that the council's intended role in meeting these demands is appropriate in the context of the overall statutory planning framework for the council.

Therefore, it is considered that the proposals would promote effective and efficient waste management and minimisation.

Appendices

1. Medical officer of health statement

Council has consulted with the Medical Officer of Health on its draft Waste Assessment as per section 51 of the Waste Minimisation Act 2008. Patrick O'Connor, Medical Officer of Health for Whanganui has provided the following feedback on Council's Waste Assessment including proposed Waste Management and Minimisation Plan 2021.

"The Waste Assessment covers the topics outlined in s.51(1). It is acknowledged that the information is incomplete at times. Because domestic collection is provided at arm's length from the Council by private operators, there is some uncertainty about components of the domestic waste. We also noted an increase over the past year in tonnage to landfill, very likely associated with building activity.

The Waste Assessment still provides a good basis for addressing key issues, as set out in the draft Waste Management and Minimisation Plan The main points of interest we discussed today were:

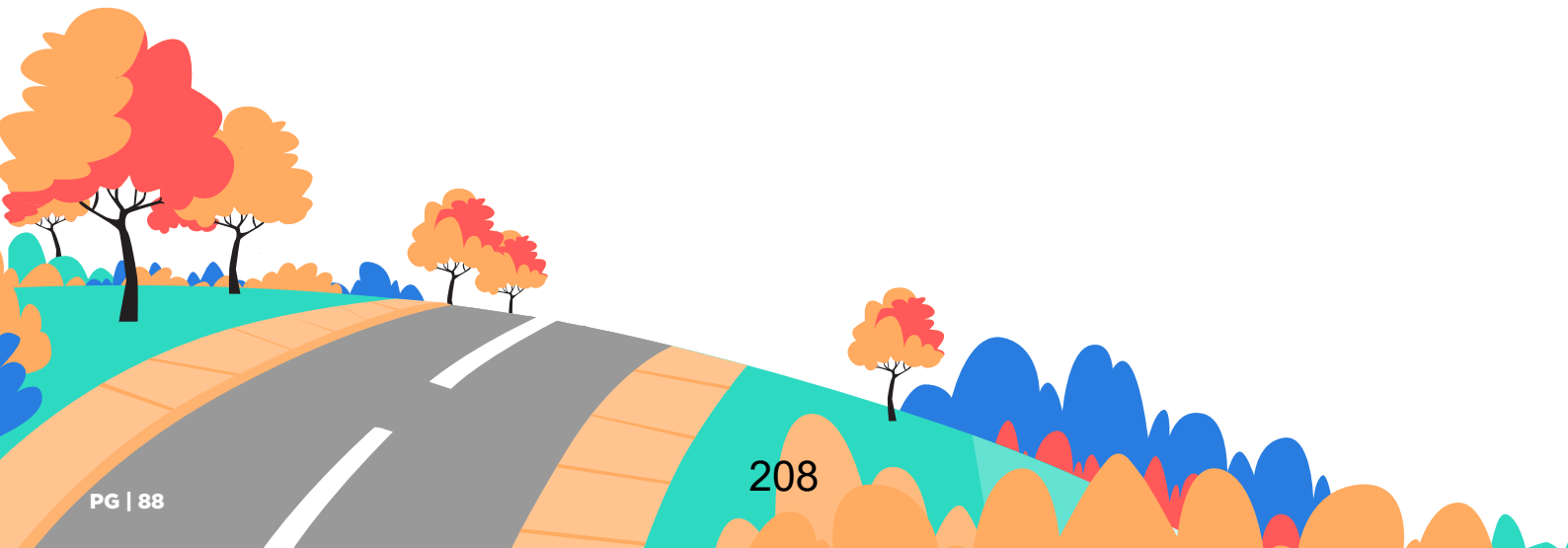
1. Introduction of kerbside collection for recyclables;
2. recognition of the need for better information from private operators;
3. introduction of a Waste By-Law which, among other things, will clarify the information expected of private operators, and standardise bin size;
4. involvement by the Council where the market fails, e.g. in rural collection;
5. discussion with other Councils of the need for regional infrastructure to manage recycling of construction waste;
6. setting of goals for reduction of tonnage to landfill, and increase in recycling.
7. Introduction of kerbside collection for recyclables;
8. recognition of the need for better information from private operators;
9. introduction of a Waste By-Law which, among other things, will clarify the information expected of private operators, and standardise bin size;
10. involvement by the Council where the market fails, e.g. in rural collection;
11. discussion with other Councils of the need for regional infrastructure to manage recycling of construction waste;
12. setting of goals for reduction of tonnage to landfill, and increase in recycling.

I look forward to the opportunity for further comment on the Waste Management and Minimisation Plan."

2. Glossary of terms

Class 1-5 landfills	Classification system for facilities where disposal to land takes place. The classification system is provided in A.2.1 below for reference.
Cleanfill	A cleanfill (properly referred to as a Class 4 landfill) is any disposal facility that accepts only cleanfill material. This is defined as material that, when buried, will have no adverse environmental effect on people or the environment.
C&D waste	Waste generated from the construction or demolition of a building including the preparation and/or clearance of the property or site. This excludes materials such as clay, soil and rock when those materials are associated with infrastructure such as road construction and maintenance, but includes building-related infrastructure.
Diverted material	Anything that is no longer required for its original purpose and, but for commercial or other waste minimisation activities, would be disposed of or discarded.
Domestic waste	Waste from domestic activity in households.
ETS	Emissions Trading Scheme
ICI	Industrial, commercial, institutional
Landfill	A disposal facility as defined in S.7 of the Waste Minimisation Act 2008, excluding incineration. Includes, by definition in the WMA, only those facilities that accept 'household waste'. Properly referred to as a Class 1 landfill.
LGA	Local Government Act 2002
Managed fill	A disposal site requiring a resource consent to accept well-defined types of non-household waste, e.g. low-level contaminated soils or industrial by-products, such as sewage by-products. Properly referred to as a Class 3 landfill.
MfE	Ministry for the Environment
MRF	Materials recovery facility
MSW	Municipal solid waste
NZ	New Zealand
NZWS	New Zealand Waste Strategy
Putrescible, garden, greenwaste	Plant-based material and other biodegradable material that can be recovered through composting, digestion or other similar processes.
RRP	Resource Recovery Park

RTS	Refuse transfer station
Service delivery review	As defined by s17A of the LGA 2002. Councils are required to review the cost-effectiveness of current arrangements for meeting the needs of communities within its district or region for good-quality local infrastructure, local public services and performance of regulatory functions. A review under subsection (1) must consider options for the governance, funding and delivery of infrastructure, services and regulatory functions.
TA	Territorial Authority (a city or district council)
Waste	Means, according to the WMA: a. Anything disposed of or discarded b. Includes a type of waste that is defined by its composition or source (for example, organic waste, electronic waste, or construction and demolition waste)To avoid doubt, includes any component or element of diverted material, if the component or element is disposed of or discarded.
WA	Waste Assessment as defined by section 51 of the Waste Minimisation Act 2008. A Waste Assessment must be completed whenever a WMMP is reviewed.
WMA	Waste Minimisation Act 2008
WMMP	A Waste Management and Minimisation Plan as defined by section 43 of the Waste Minimisation Act 2008.
WWTP	Wastewater treatment plant



1. Classifications for disposal to land

In the Technical Guidelines for Disposal to Land (2016) the following definitions are given:

Class 1 - landfill

A Class 1 landfill is a site that accepts municipal solid waste as defined in this guideline. A Class 1 landfill generally also accepts C&D waste, some industrial wastes and contaminated soils. Class 1 landfills often use managed fill and cleanfill materials as daily cover.

Class 1 landfills require:

- A rigorous assessment of siting constraints, considering all factors, but with achieving a high level of containment as a key aim
- Engineered environmental protection by way of a liner and leachate collection system, and an appropriate cap, all with appropriate redundancy
- Landfill gas management.

A rigorous monitoring and reporting regime is required, along with stringent operational controls. Monitoring of accepted waste materials is required, as is monitoring of sediment runoff, surface water and groundwater quality, leachate quality and quantity, and landfill gas.

Waste acceptance criteria (WAC) comprises:

- Municipal solid waste
- For potentially hazardous leachable contaminants, maximum chemical contaminant leachability limits (TCLP) from Module 2 Hazardous Waste Guidelines – Class A4.

WAC for potentially hazardous wastes and treated hazardous wastes are based on leachability criteria to ensure that leachate does not differ from that expected from nonhazardous municipal solid waste.

For Class 1 landfills, leachability testing should be completed to provide assurance that waste materials meet the WAC.

Class 2 Landfill

A Class 2 landfill is a site that accepts non-putrescible wastes including C&D wastes, inert industrial wastes, managed fill material and cleanfill material as defined in the guidelines. C&D waste can contain biodegradable and leachable components which can result in the production of leachate – thereby necessitating an increased level of environmental protection. Although not as strong as Class 1 landfill leachate, Class 2 landfill leachate is typically characterised by mildly acidic pH and the presence of ammoniacal nitrogen and soluble metals, including heavy metals. Similarly, industrial wastes from some activities may generate leachates with chemical characteristics that are not necessarily organic.

Class 2 landfills should be sited in areas of appropriate geology, hydrogeology and surface hydrology. A site environmental assessment is required, as are an engineered liner, a leachate collection system, and groundwater and surface water monitoring. Additional engineered features such as leachate treatment may also be required.

Depending on the types and proportions of C&D wastes accepted, Class 2 landfills may generate minor to significant volumes of landfill gas and/or hydrogen sulphide. The necessity for a landfill gas collection system should be assessed.

Operational controls are required, as are monitoring of accepted waste materials, monitoring of sediment runoff, surface water and groundwater quality, and monitoring of leachate quality and quantity.

Waste acceptance criteria comprises:

- A list of acceptable materials
- Maximum ancillary biodegradable materials (e.g. vegetation) to be no more than 5% by volume per load
- Maximum chemical contaminant leachability limits (TCLP) for potentially hazardous leachable contaminants
- For Class 2 landfills, leachability testing should be completed to provide assurance that waste materials meet the WAC.

Class 3 landfill – managed/controlled fill

A Class 3 landfill accepts managed fill materials as defined in the guidelines. These comprise predominantly clean fill materials, but may also include other inert materials and soils with chemical contaminants at concentrations greater than local natural background concentrations, but with specified maximum total concentrations.

Site ownership, location and transport distance are likely to be the predominant siting criteria. However, as contaminated materials (in accordance with specified limits) may be accepted, an environmental site assessment is required in respect of geology, stability, surface hydrology and topography.

Monitoring of accepted material is required, as are operational controls, and monitoring of sediment runoff and groundwater.

Waste acceptance criteria comprises:

- A list of acceptable solid materials
- Maximum incidental or attached biodegradable materials (e.g. vegetation) to be no more than 2% by volume per load
- Maximum chemical contaminant limits.

A Class 3 landfill does not include any form of engineered containment. Due to the nature of material received it has the potential to receive wastes that are above soil background levels. The WAC criteria for a Class 3 landfill are therefore the main means of controlling potential adverse effects.

For Class 3 landfills, total analyte concentrations should be determined to provide assurance that waste materials meet the WAC.

Class 4 landfill - cleanfill

Class 4 landfill accepts only cleanfill material as defined in the guidelines. The principal control on contaminant discharges to the environment from Class 4 landfills is the waste acceptance criteria.

Stringent siting requirements to protect groundwater and surface water receptors are not required. Practical and commercial considerations such as site ownership, location and transport distance are likely to be the predominant siting criteria, rather than technical criteria.

Cleanfilling can generally take place on the existing natural or altered land without engineered environmental protection or the development of significant site infrastructure. However, surface water controls may be required to manage sediment runoff.

Extensive characterisation of local geology and hydrogeology is not usually required. Monitoring of both accepted material and sediment runoff is required, along with operational controls.

Waste acceptance criteria comprises:

- Virgin excavated natural materials (VENM), including soil, clay, gravel and rock
- Maximum incidental inert manufactured materials (e.g. concrete, brick, tiles) to be no more than 5% by volume per load
- Maximum incidental or attached biodegradable materials (e.g. vegetation) to be no more than 2% by volume per load
- Maximum chemical contaminant limits are local natural background soil concentrations.

Materials disposed to a Class 4 landfill should pose no significant immediate or future risk to human health or the environment.

The WAC for a Class 4 landfill should render the site suitable for unencumbered potential future land use, i.e. future residential development or agricultural land use.

The WAC for a Class 4 landfill are based on the local background concentrations for inorganic elements, and provide for trace concentrations of a limited range of organic compounds.

Note: The guidelines should be referred to directly for the full criteria and definitions.

3. National legislative and policy context

The New Zealand Waste Strategy 2010

The New Zealand Waste Strategy 2010 provides the government's strategic direction for waste management and minimisation in New Zealand. This strategy was released in 2010 and replaced the 2002 Waste Strategy.

The New Zealand Waste Strategy has two goals. These are to:

- Reduce the harmful effects of waste
- Improve the efficiency of resource use.

The strategy's goals provide direction to central and local government, businesses (including the waste industry) and communities on where to focus their efforts to manage waste. The strategy's flexible approach ensures waste management and minimisation activities are appropriate for local situations.

Under section 44 of the Waste Management Act 2008, in preparing their waste management and minimisation plan (WMMP) councils must have regard to the New Zealand Waste Strategy, or any government policy on waste management and minimisation that replaces the strategy. Guidance on how councils may achieve this is provided in section 4.4.3.

A copy of the New Zealand Waste Strategy is available on the Ministry's website at

www.mfe.govt.nz/publications/waste/new-zealand-waste-strategy-reducing-harm-improving-efficiency.

2. Waste Minimisation Act 2008

The purpose of the Waste Minimisation Act 2008 (WMA) is to encourage waste minimisation and a decrease in waste disposal to protect the environment from harm and obtain environmental, economic, social and cultural benefits.

The WMA introduced tools, including:

- Waste management and minimisation plan obligations for Territorial Authorities
- A waste disposal levy to fund waste minimisation initiatives at local and central government levels
- pProduct stewardship provisions.

Part 4 of the WMA is dedicated to the responsibilities of a council. Councils 'must promote effective and efficient waste management and minimisation within its district' (section 42).

Part 4 requires councils to develop and adopt a WMMP. The development of a WMMP in the WMA is a requirement modified from part 31 of the Local Government Act 1974, but with even greater emphasis on waste minimisation.

To support the implementation of a WMMP, section 56 of the WMA also gives councils the ability to:

- Develop bylaws
- Regulate the deposit, collection and transportation of wastes
- Prescribe charges for waste facilities
- Control access to waste facilities
- Prohibit the removal of waste intended for recycling.

A number of specific clauses in part 4 relate to the WMMP process. It is essential that those involved in developing a WMMP read and are familiar with the WMA and part 4 in particular.

The Waste Minimisation Act 2008 (WMA) provides a regulatory framework for waste minimisation that had previously been based on largely voluntary initiatives and the involvement of territorial authorities under previous legislation, including Local Government Act 1974, Local Government Amendment Act (No 4) 1996, and Local Government Act 2002. The purpose of the WMA is to encourage a reduction in the amount of waste disposed of in New Zealand..

In summary, the WMA:

- Clarifies the roles and responsibilities of territorial authorities with respect to waste minimisation, e.g. updating Waste Management and Minimisation Plans (WMMPs) and collecting/administering levy funding for waste minimisation projects
- Requires that a territorial authority promote effective and efficient waste management and minimisation within its district (Section 42)
- Requires that when preparing a WMMP a Territorial Authority must consider the following methods of waste management and minimisation in the following order of importance:
    - Reduction
    - Reuse
    - Recycling
    - Recovery
    - Treatment
    - Disposal
    - Put a levy on all waste disposed of to landfill.
    - Allow for mandatory and accredited voluntary product stewardship schemes
    - Allow for regulations to be created making it mandatory for certain groups (for example, landfill operators) to report on waste to improve information on waste minimisation
    - Establish the Waste Advisory Board to give independent advice to the Minister for the Environment on waste minimisation issues.

Various aspects of the Waste Minimisation Act are discussed in more detail below.

3. Waste levy

On 1 July 2009 the waste levy came in to effect, adding $10 per tonne to the cost of landfill disposal at sites which accept household solid waste. The levy has two purposes, which are set out in the Act:

- To raise revenue for promoting and achieving waste minimisation
- To increase the cost of waste disposal to recognise that disposal imposes costs on the environment, society and the economy.

This levy is collected and managed by the Ministry for the Environment (MfE) which distributes half of the revenue collected to territorial authorities (TA) on a population basis to be spent on promoting or achieving waste minimisation as set out in their WMMPs. The other half is retained by the MfE and managed by it as a central contestable fund for waste minimisation initiatives.

Currently the levy is set at $10/tonne and applies to wastes deposited in landfills accepting household waste. The MfE published a waste disposal levy review in 2014. The review indicates that the levy may be extended in the future:

"The levy was never intended to apply exclusively to household waste, but was applied to landfills that accept household waste as a starting point. Information gathered through the review supports consideration being given to extending levy obligations to additional waste disposal sites, to reduce opportunities for levy avoidance and provide greater incentives for waste minimisation."

4. Product stewardship

Under the Waste Minimisation Act 2008, if the Minister for the Environment declares a product to be a priority product, a product stewardship scheme must be developed and accredited to ensure effective reduction, reuse, recycling or recovery of the product and to manage any environmental harm arising from the product when it becomes waste. No priority products have been declared as of xx 2017.

The following voluntary product stewardship schemes have been accredited by the Minister for the Environment:

- Agrecovery rural recycling programme
- Envirocon product stewardship
- Fonterra Milk for Schools Recycling Programme
- Fuji Xerox Zero Landfill Scheme
- Interface ReEntry Programme
- Plasback
- Public Place Recycling Scheme
- Recovering of Oil Saves the Environment (R.O.S.E. NZ)
- Refrigerant recovery scheme
- RE:MOBILE
- Resene PaintWise
- The Glass Packaging Forum
- Soft Plastic Recovery Scheme
- Sharp Comprehensive Recycling and Waste Reduction Scheme
- Filter Disposal Services Ltd

Further details on each of the above schemes are available at: http://www.mfe.govt.nz/waste/product-stewardship/accredited-voluntary-schemes

Former schemes:

- Holcim Geocycle Used Oil Recovery Programme (no longer operating)
- Kimberly Clark NZ's Envirocomp Product Stewardship Scheme for Sanitary Hygiene Products

5. Waste Minimisation Fund

The Waste Minimisation Fund has been set up by the Ministry for the Environment to help fund waste minimisation projects and to improve New Zealand's waste minimisation performance through:

- Investment in infrastructure
- Investment in waste minimisation systems
- Increasing educational and promotional capacity.

Criteria for the Waste Minimisation Fund are:

1. Only waste minimisation projects are eligible for funding. Projects must promote or achieve waste minimisation. Waste minimisation covers the reduction of waste and the reuse, recycling and recovery of waste and diverted material. The scope of the fund includes educational projects that promote waste minimisation activity.
2. Projects must result in new waste minimisation activity, either by implementing new initiatives or a significant expansion in the scope or coverage of existing activities.
3. Funding is not for the ongoing financial support of existing activities, nor is it for the running costs of the existing activities of organisations, individuals, councils or firms.
4. Projects should be for a discrete time frame of up to three years, after which the project objectives will have been achieved and, where appropriate, the initiative will become self-funding.
5. Funding can be for operational or capital expenditure required to undertake a project.
6. For projects where alternative, more suitable, government funding streams are available (such as the Sustainable Management Fund, the Contaminated Sites Remediation Fund, or research funding from the Foundation for Research, Science and Technology), applicants should apply to these funding sources before applying to the Waste Minimisation Fund.
7. The applicant must be a legal entity.
8. The fund will not cover the entire cost of the project. Applicants will need part funding from other sources.
9. The minimum grant for feasibility studies will be $10,000.00. The minimum grant for other projects will be $50,000.00.

Application assessment criteria have also been published by the Ministry.

6. Local Government Act 2002

Council levy fund

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.

More information on the LGA can be found at www.dia.govt.nz/better-local-government.

7. Section 17 A review

Local authorities are now under obligation to review the cost-effectiveness of current arrangements for meeting community needs for good-quality infrastructure, local public services and local regulation. Where a review is undertaken local authorities must consider options for the governance, funding and delivery of infrastructure, local public services and local regulation that include, but are not limited to:

a. In-house delivery

b. Delivery by a CCO, whether wholly-owned by the local authority, or a CCO where the local authority is a part-owner

c. Another local authority

d. Another person or agency (for example central government, a private sector organisation or a community group).

Local authorities have three years from 8 August 2014 to complete the first review of each service i.e. they must have completed a first review of all their services by 7 August 2017 (unless something happens to trigger a review before then).

Other than completion by the above deadline, there are two statutory triggers for a section 17A review:

- The first occurs when a local authority is considering a significant change to a level of service
- The second occurs where a contract or other binding agreement is within two years of expiration.

Once conducted, a section 17A review has a statutory life of up to six years. Each service must be reviewed at least once every six years unless one of the other events that trigger a review comes into effect.

While the WMMP process is wider in scope – considering all waste service provision in the local authority area – and generally taking a longer term, more strategic approach, there is substantial crossover between the section 17A requirements and those of the WMMP process, in particular in relation to local authority service provision. The S17A review may however take a deeper approach and go into more detail in consideration of how services are to be delivered, looking particularly at financial aspects to a level that are not required under the WMMP process.

Because of the level of crossover however it makes sense to undertake the S17A review and the WMMP process in an iterative manner. The WMMP process should set the strategic direction and gather detailed information that can inform both processes. Conversely the consideration of options under the s17A process can inform the content of the WMMP – in particular what is contained in the action plans.

8. 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.

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 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 (e.g. 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.

9. New Zealand Emissions Trading Scheme

The Climate Change Response Act 2002 and its associated regulations is the government's principal response to manage climate change. A key mechanism for this is the New Zealand Emissions Trading Scheme (NZETS) The NZETS puts a price on greenhouse gas emissions, providing an incentive for people to reduce emissions and plant forests to absorb carbon dioxide. Certain sectors are required to acquire and surrender emission units to account for their direct greenhouse gas emissions or the emissions associated with their products. Landfills 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.

The NZ ETS was introduced in 2010 and, from 2013, landfills have been required to surrender New Zealand Emissions Units for each tonne of CO2 (equivalent) that they produce. Until recently, however, the impact of the NZETS on disposal prices has been limited.

There are a number of reasons for this:

- The global price of carbon crashed during the GFC in 2007-8 and has been slow to recover. Prior to the crash it was trading around $20 per tonne. The price has been as low as $2, although since, in June 2015, the government moved to no longer accept international units in NZETS the NZU price has increased markedly (currently sitting at around $19 per tonne).
- The transitional provisions of the Climate Change Response Act, which were extended in 2013 (but have now been reviewed), mean that landfills have only had to surrender half the number of units they would be required to otherwise. These transitional provisions were removed in January 2017 which will effectively double the price per tonne impact of the ETS.
- Landfills are allowed to apply for a methane capture and destruction Unique Emissions Factor (UEF). This means that if landfills have a gas collection system in place and flare or otherwise use the gas (and turn it from methane into CO2) they can reduce their liabilities in proportion to how much gas they capture. Up to 90% capture and destruction is allowed to be claimed under the regulations, with large facilities applying for UEFs at the upper end of the range.

Taken together (a low price of carbon, two-for-one surrender only required and methane destruction of 80-90%) these mean that the actual cost of compliance with the NZETS has been small for most landfills – particularly those that are able to claim high rates of gas capture. Disposal facilities have typically imposed charges (in the order of $5 per tonne) to their customers. However, these charges have mostly reflected the costs of scheme administration, compliance and hedging against risk, rather than the actual cost of carbon.

The way the scheme has been structured has also resulted in some inconsistencies in the way it is applied – for example Class 2-4 landfills and closed landfills do not have any liabilities under the scheme. Further, the default waste composition (rather than a SWAP) can be used to calculate the theoretical gas production, which means landfill owners have an incentive to import biodegradable waste, which then increases gas production and can then be captured and offset against ETS liabilities.

Recently, however, the scheme has had a greater impact on the cost of landfilling, and this is expected to continue in the medium term. Reasons for this include:

- In June 2015, the government moved to no longer accept international units in NZETS. This has had a significant impact, as cheap international units which drove the price down cannot be used. Many of these were also of dubious merit as GHG offsets. This has resulted in a significant rise in the NZU price.
- The transitional provisions relating to two-for-one surrender of NZUs were removed from 1 January 2017, meaning that landfills will need to surrender twice the number of NZUs they do currently – effectively doubling the cost of compliance.
- The United Nations Climate Change Conference (COP21), held in Paris, France in November–December 2015, established universal (but non-binding) emissions reduction targets for all the nations of the world. The outcomes could result in growing demand for carbon offsets and hence drive up the price of carbon. Balanced against this, however, is the degree to which the United States, under the new Republican administration, will ratify its commitments.

These changes to the scheme mean that many small landfills which do not capture and destroy methane are now beginning to pay a more substantial cost of compliance. The ability of landfills with high rates of gas capture and destruction to buffer the impact of the ETS will mean a widening cost advantage for them relative to those without such ability. This could put further pressure on small (predominantly council-owned) facilities and drive further tonnage towards the large regional facilities (predominantly privately owned).

If, for example, the price of carbon rose to $50 per tonne, the liability for a landfill without gas capture will be $65.50 (based on a default emissions factor of 1.31 tonnes of CO2e per tonne of waste); whereas for a landfill claiming 90% gas capture (the maximum allowed under the scheme), the liability will be only $6.55. This type of price differential will mean it will become increasingly cost competitive to transport waste larger distances to the large regional landfills.

More information is available at **www.climatechange.govt.nz/emissions-trading-scheme.**

10. Litter Act 1979

Under the Litter Act it is an offence for any person or body corporate to deposit or leave litter:

- In or on any public place; or
- In or on any private land without the consent of its occupier.

The Act enables the council to appoint litter officers with powers to enforce the provisions of the legislation.

The legislative definition of the term "litter" is wide and includes refuse, rubbish, animal remains, glass, metal, garbage, debris, dirt, filth, rubble, ballast, stones, earth, waste matter or other thing of a like nature.

Any person who commits an offence under the Act is liable to:

- An instant fine of $400 imposed by the issue of an infringement notice; or a fine not exceeding $5,000 in the case of an individual or $20,000 for a body corporate upon conviction in a district court
- A term of imprisonment where the litter is of a nature that it may endanger, cause physical injury, disease or infection to any person coming into contact with it.

The Litter Act is enforced by Territorial authorities, which 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 could be used to address illegal dumping issues that may be included in the scope of a council's waste management and minimisation plan.

11. Health Act 1956

The Health Act 1956 places obligations on TAs (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). It specifically identifies certain waste management practices as nuisances (section 29) and offensive trades (third schedule). Section 54 places restrictions on carrying out an offensive trade and requires that the local authority and medical officer of health must give written consent and can impose conditions on the operation. Section 54 only applies where resource consent has not been granted under the RMA. The Health Act enables TAs to raise loans for certain sanitary works and/or to receive government grants and subsidies, where available.

Health Act provisions to remove refuse by local authorities have been repealed.

12. Hazardous Substances and New Organisms Act 1996 (HSNO Act)

The HSNO Act addresses the management of substances (including their disposal) that pose a significant risk to the environment and/or human health. The Act relates to waste management primarily through controls on the import or manufacture of new hazardous materials and the handling and disposal of hazardous substances.

Depending on the amount of a hazardous substance on site, the HSNO Act sets out requirements for material storage, staff training and certification. These requirements would need to be addressed within operational and health and safety plans for waste facilities. Hazardous substances commonly managed by TAs include used oil, household chemicals, asbestos, agrichemicals, LPG and batteries.

The HSNO Act provides minimum national standards that may apply to the disposal of a hazardous substance. However, under the RMA a regional council or TA may set more stringent controls relating to the use of land for storing, using, disposing of or transporting hazardous substances.

13. Health and Safety at Work Act 2015

The new Health and Safety at Work Act, passed in September 2015, replaces the Health and Safety in Employment Act 1992. The bulk of the Act came into force from 4 April 2016.

The Health and Safety at Work Act introduces the concept of a Person Conducting a Business or Undertaking (PCBU). The council has a role to play as a PCBU for waste services and facilities.

The primary duty of care requires all PCBUs to ensure, so far as is reasonably practicable:

1. The health and safety of workers employed or engaged or caused to be employed or engaged by the PCBU, or those workers who are influenced or directed by the PCBU (for example, workers and contractors)
2. That the health and safety of other people is not put at risk by work carried out as part of the conduct of the business or undertaking (for example visitors and customers).

The PCBU's specific obligations, so far as is reasonably practicable:

- Providing and maintaining a work environment, plant and systems of work that are without risks to health and safety
- Ensuring the safe use, handling and storage of plant, structures and substances
- Providing adequate facilities at work for the welfare of workers, including ensuring access to those facilities
- Providing information, training, instruction or supervision necessary to protect workers and others from risks to their health and safety
- Monitoring the health of workers and the conditions at the workplace for the purpose of preventing illness or injury.

A key feature of the new legislation is that cost should no longer be a major consideration in determining the safest course of action that must be taken.

WorkSafe NZ is New Zealand's workplace health and safety regulator. WorkSafe NZ will provide further guidance on the new Act after it is passed.

14. Other legislation

Other legislation that relates to waste management and/or reduction of harm, or improved resource efficiency from waste products includes:

- Hazardous Substances and New Organisms Act 1996
- Biosecurity Act 1993
- Radiation Protection Act 1965
- Ozone Layer Protection Act 1996
- Agricultural Chemicals and Veterinary Medicines Act 1997.

For full text copies of the legislation listed above see **www.legislation.govt.nz.**

15. International commitments

New Zealand is party to international agreements that have an influence on the requirements of our domestic legislation for waste minimisation and disposal.
Some key agreements are the:

- Montreal Protocol
- Basel Convention
- Stockholm Convention
- Waigani Convention
- Minamata Convention.

More information on these international agreements can be found on the Ministry's website at **www.mfe.govt.nz/more/international-environmental-agreements.**

WHANGANUI
DISTRICT COUNCIL
Te Kaunihera a Rohe o Whanganui

WHANGANUI: DIGITAL BY DESIGN

DIGITAL STRATEGY 2019

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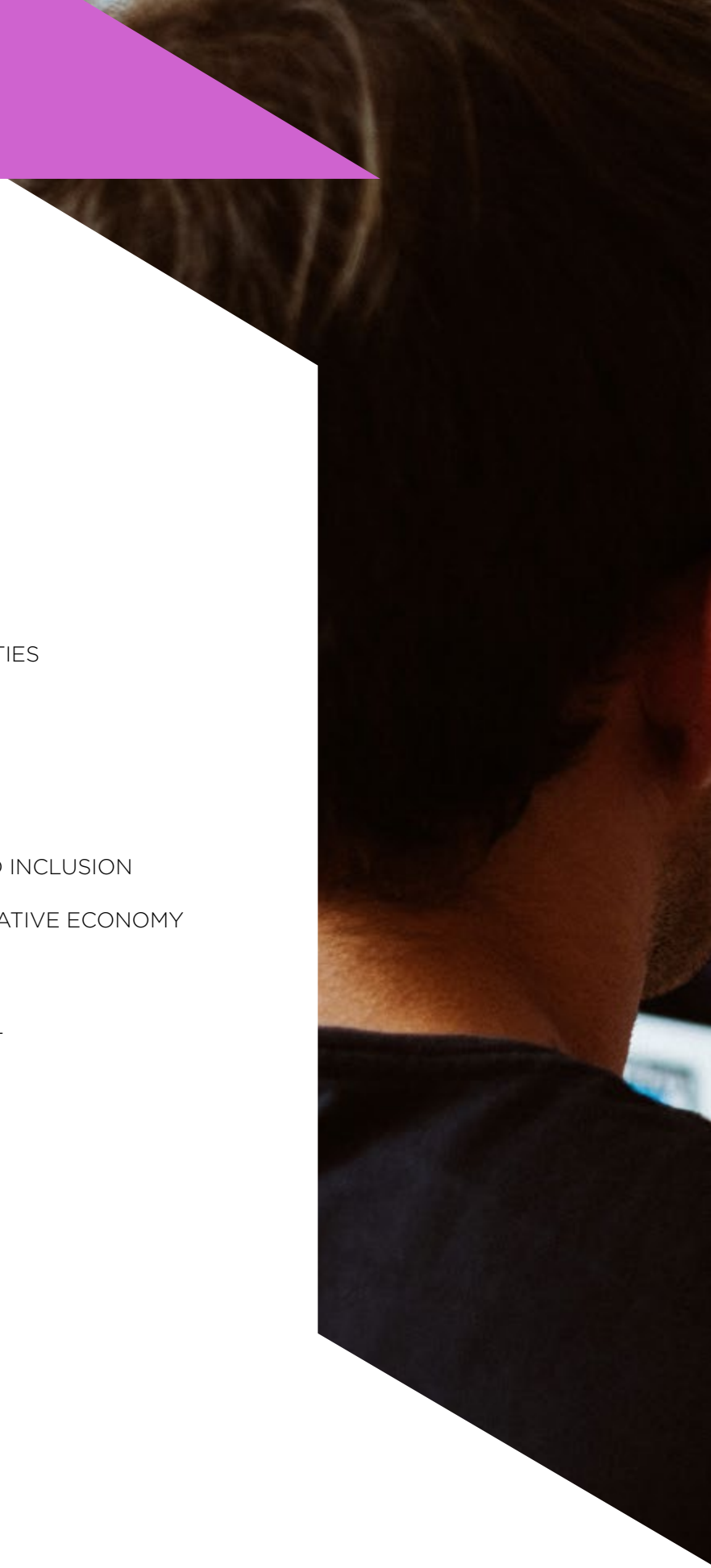

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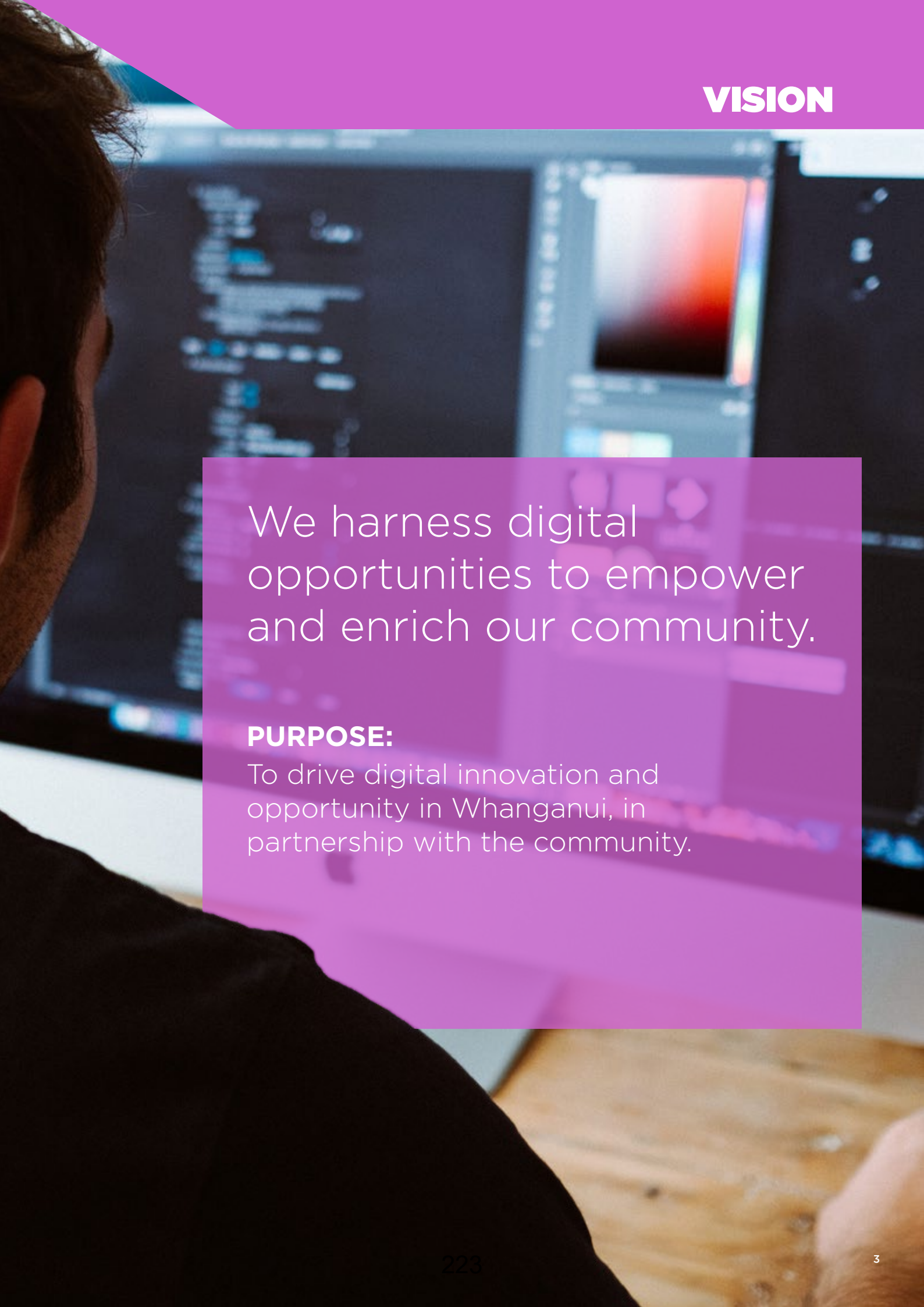
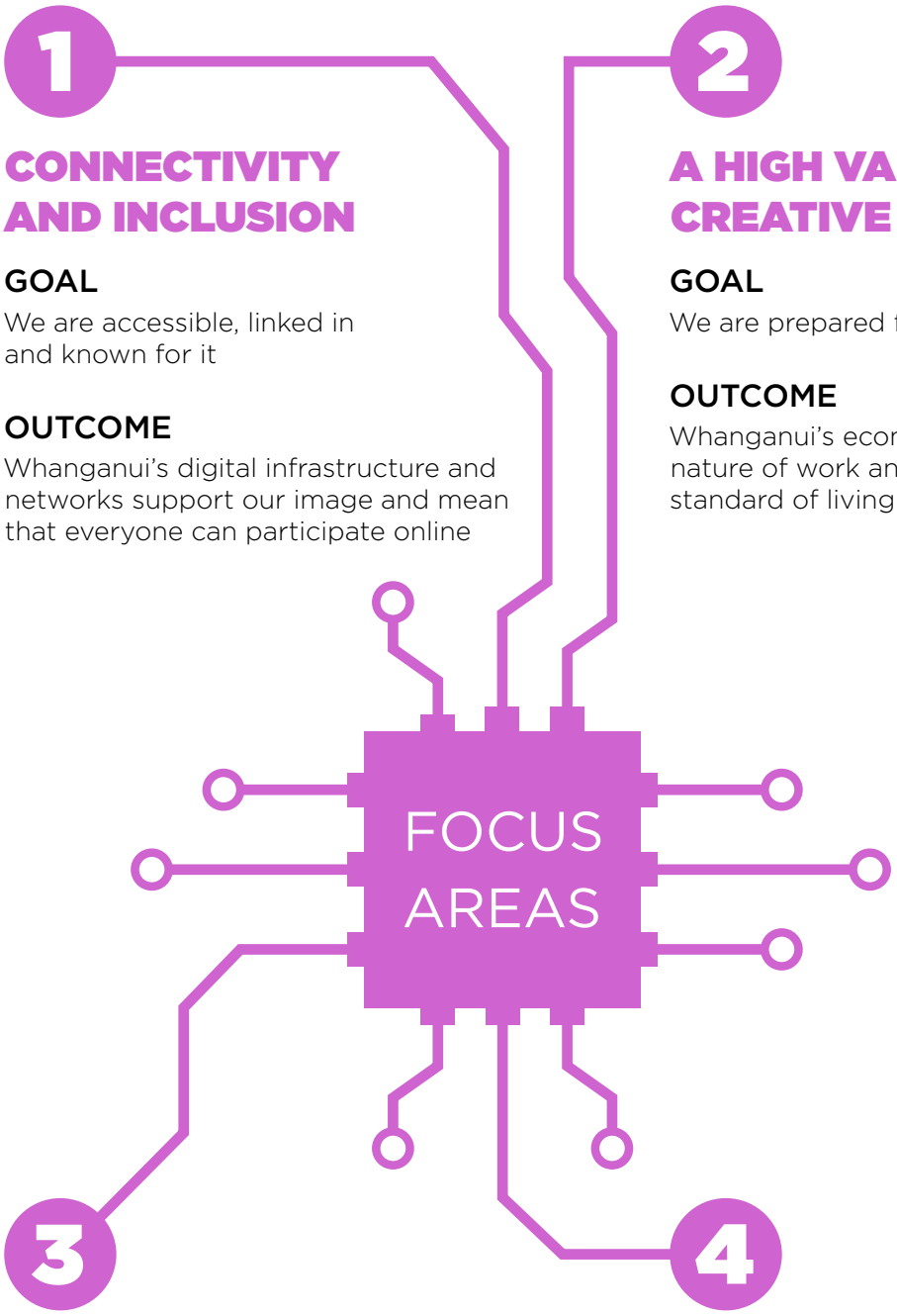


We harness digital opportunities to empower and enrich our community.

PURPOSE:

To drive digital innovation and opportunity in Whanganui, in partnership with the community.

STRATEGY – AT A GLANCE



1 CONNECTIVITY AND INCLUSION

GOAL

We are accessible, linked in and known for it

OUTCOME

Whanganui's digital infrastructure and networks support our image and mean that everyone can participate online

2 A HIGH VALUE CREATIVE ECONOMY

GOAL

We are prepared for the future

OUTCOME

Whanganui's economy reflects the changing nature of work and our standard of living improves

3 INNOVATION

GOAL

We foster innovation and improvement through a digital lens

OUTCOME

Whanganui stays current with digital opportunities and has a reputation for innovation

4 A DIGITAL COUNCIL

GOAL

Whanganui District Council is future-focused and enabling

OUTCOME

Working with Council is easy and our services and approaches are smart

INTRODUCTION

Technology is changing the world at an exponential rate. The World Economic Forum predicts that the Fourth Industrial Revolution, combined with other socio-economic and demographic changes, will transform labour markets in the next five years, leading to a net loss of over 5 million jobs in 15 major developed and emerging economies. Even the most optimistic experts acknowledge that there will be substantial job losses and that the nature of work will change significantly over the next decade.

The effect on communities will be considerable. Communities with a high number of low skilled workers need to plan carefully to ensure their workforce is upskilled to cope within a knowledge workforce. The effect on businesses is also significant, disrupting traditional models at an unprecedented rate and affecting both supply and demand chains. Attracting businesses and skilled workers is a competitive industry, with cities and districts all over the world vying for the best talent. Telling our stories well online is vital if we are to compete.

Without concentrated efforts to address broadband affordability and digital skills gaps in Whanganui, the digital divide will widen with a negative multiplier effect. Meanwhile, the natural environment is under extreme pressure, and technology is both a contributor to dangerous waste streams and a potential tool for positive change.

Neither technology, nor the disruption that comes with it, is an external force over which we have no control. We are all responsible for guiding the future of our district and the Digital Strategy aims to help Whanganui grasp the opportunity to shape the future, locally.

Every town and city in the world is working to attract businesses, investors, talent and tourists - and for provincial areas this can be harder than for cities. Leveraging the authentic benefits of living in Whanganui is crucial to a successful attraction strategy and, particularly in the case of millennials, using online media to promote the district is critical. Research shows that talent is more likely to relocate to provincial areas when they can access the things they value in cities, such as broadband, public transport and cycle paths, while enjoying the significant lifestyle benefits that are not available in cities.

BACKGROUND

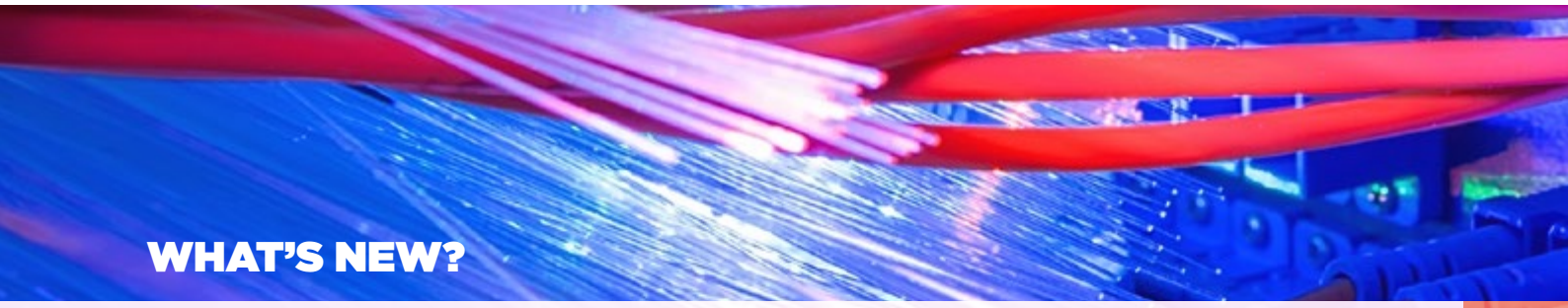
Whanganui was part of the early rollout of UFB and has been working across the digital landscape since 2009. We were included in the world's Smart21 Intelligent Communities five times from 2012 – 2017 and made the world's Top 7 in 2016. Council has led and supported several projects across a variety of areas over this time – from facilitating new infrastructure builds to supporting digital equity programmes, running expos and hackathons, encouraging businesses to get digital, and more.

A cross sector governance group, the Whanganui Digital Leaders Forum, was set up on the advice of Crown Fibre Holdings and provided advice and information on what was happening across the region and beyond.

Whanganui also led a cross regional approach to government to lobby for what the regions needed in terms of infrastructure and was seen by many councils around the country as a leading New Zealand district in terms of being a smart and connected community.

A change of focus for Council shifted the type of digital work that was undertaken, and although Council and the community continued to do interesting and creative things in this space, there was no overarching strategy to coordinate this work.

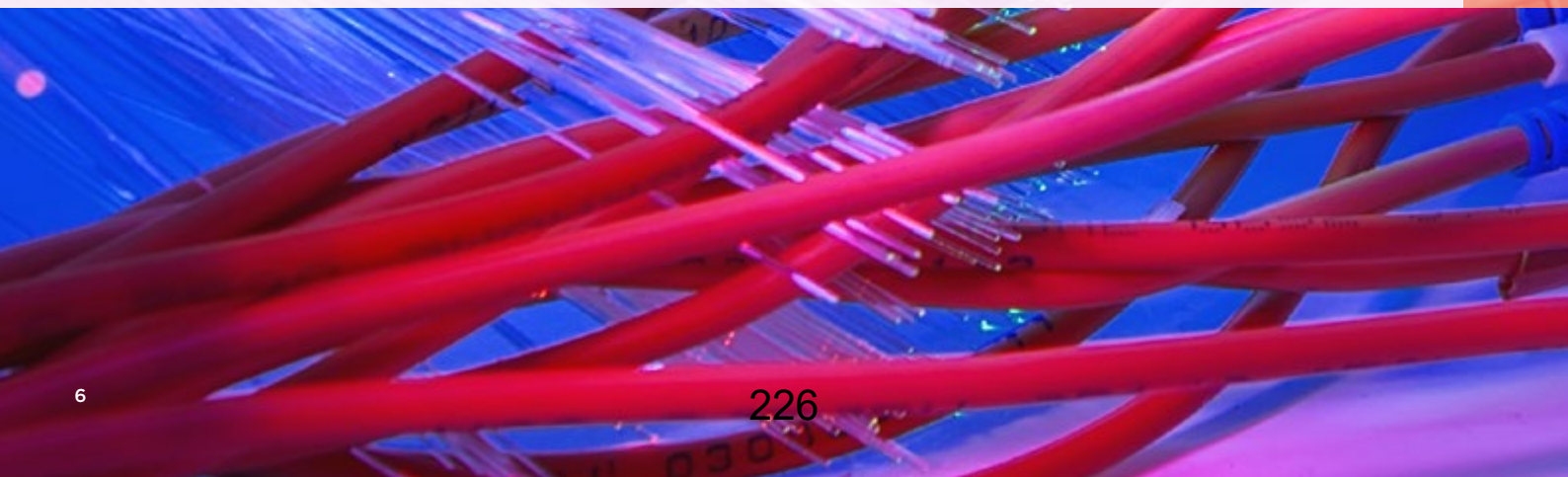
A review of the Leading Edge Strategy encouraged a rethink of Council's digital direction - generating renewed considerations around new priorities and opportunities. It prompted reflection on where and how Whanganui wants to position itself in the digital realm, as well as the kinds of tools and strategies that will be needed to achieve this.



WHAT'S NEW?

Council has some interesting initiatives on the go - or due to start shortly

- More open data - including a new open access geospatial data repository.
- A new app for the public to report issues - 'Snap, Send, Solve'.
- An award winning online gallery portal - 'Explore the Collection'.
- Investigations into augmented reality for our town centre.
- Fibre as standard - all new subdivision developments must now supply fibre.
- Real-time, online monitoring of the Wastewater Treatment Plant.
- Connected lights - traffic lights are now fibred back to Council and we have cameras installed to better understand traffic movements.



As a result, a new objective was added to the Leading Edge Strategy: “To drive digital innovation and opportunity in partnership with the community”.

This objective has become the purpose for the Digital Strategy and underscores the importance of working with the whole community to maximise ideas and resources and to reduce duplication of projects and programmes in the region. This will ensure that we can drive progress as a district and connect the dots effectively between projects, programmes, ideas, opportunities and challenges.

Whanganui was named the number one Smart21 Intelligent Community with a population under 50,000 in 2018.

Changing work trends predict that today’s young people are likely to have many jobs in their lifetime and that they are also likely to have several jobs at once. Entrepreneurship and being able to create businesses is a key skill for young people to prosper in the future.

Innovation is the life-blood of the economy. Nearly all increases in business revenue come not from labour or capital but from improving the way we do things, or improving the products we make. In a world where technology is increasing at an exponential rate, the opportunities and challenges associated with innovation are high.

WORKING WITH THE COMMUNITY

Driving digital innovation and opportunities in partnership with the community requires a framework that sets out what Whanganui wants to achieve and how we will get there. Leadership and collaboration are an integral part of the strategy and the Council will work with partners in the community to help drive Whanganui's digital future.

Council held a series of workshops in February 2019 , engaging with stakeholders to identify the rationale for developing a digital strategy; our strengths and opportunities; our gaps and challenges; and new and innovative technology that could benefit or disrupt Whanganui. Stakeholders had free rein to share ideas within the context of:

Rationale	why have a strategy?
Strengths	stocktake - what does Whanganui have now?
Gaps	what are we missing?
Opportunities	what would we like to do or have?
Challenges or threats	what do we need to watch out for and stop, reduce or mitigate?
New technology	what is coming that we need to be aware of and possibly plan for?

Some strong ideas emerged from the workshops, with a desire to see Whanganui succeed by choosing to be 'digital by design', meaning that the district has a proactive approach to preparing for the future.

People were also keen to see Whanganui promoted as an innovative and digital district, with positive stories spread through online channels.

On the next page is some general feedback that came out of the workshops.

RATIONALE – WHY HAVE A DIGITAL STRATEGY?

What our stakeholders told us:

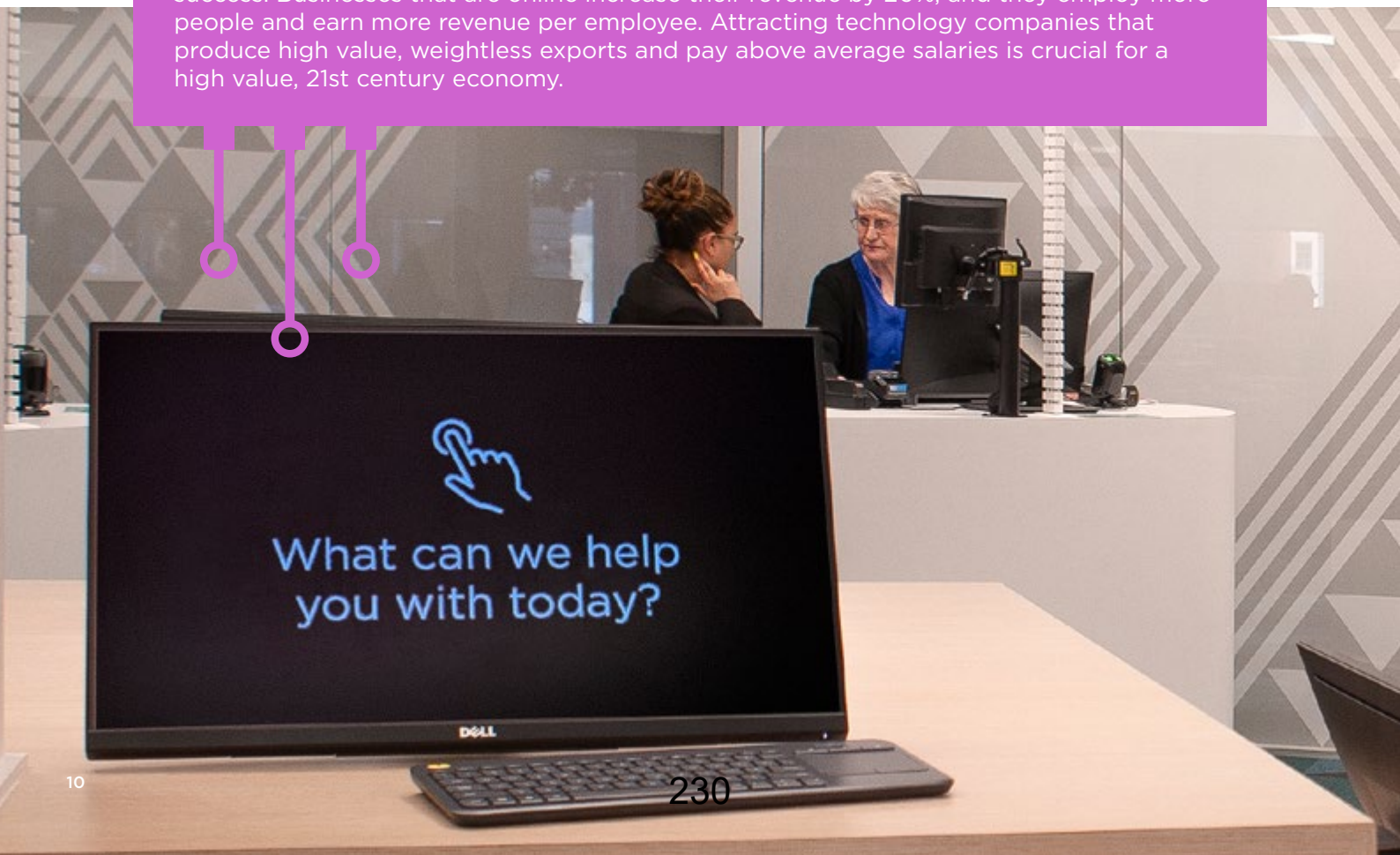
- So we can be **'Digital by Design'**.
- To promote Whanganui.
- To increase global connections.
- To **gain recognition** as a digital district.
- To take advantage of new technology and innovation.
- To **attract** business, youth and talent - as well as **retain** and **grow** what we currently have.
- To increase participation and inclusion.
- To increase **resilience**.

OUR STRENGTHS AND OPPORTUNITIES

What our stakeholders told us:

- Design our own digital future by **improving leadership**.
- **Community partnership** in delivery of the Digital Strategy.
- Build on existing broadband infrastructure.
- Increase broadband network resilience.
- Develop strong digital civil defence systems.
- Value existing **high value**, **hi-tech** and **creative** companies - and attract more.
- Build on our **existing reputation** as a digital district.
- Promote the Whanganui lifestyle for digital talent.
- Grow digital education opportunities.
- Improve digital skills for businesses.
- Increase **access for all**.
- Build on Council programmes and processes.
- Understand and embrace new technology.
- Collaborate to maximise resources.
- Improve **environmental sustainability**.

The nature of work is changing and communities who are not prepared for the changes will suffer significantly, while those that do prepare have increased opportunities for success. Businesses that are online increase their revenue by 20%, and they employ more people and earn more revenue per employee. Attracting technology companies that produce high value, weightless exports and pay above average salaries is crucial for a high value, 21st century economy.



OUR GAPS AND CHALLENGES

What our stakeholders told us:

- Current **gaps** in digital infrastructure (especially peri-urban and rural).
- Loss of **digital equality** programmes such as Computers in Homes.
- Failure to optimise digital technology for business, education and cultural opportunities.
- Council online services and information are not yet broad enough and the services that do currently exist could be **better promoted**.
- A general lack of community **vision and ownership** around technology and no one driving digital projects or keeping them on the agenda.
- Need to tell more **Whanganui stories** in a digital format.
- Digital leadership not included in marketing.
- Potential for security and privacy breaches - particularly with open data.
- The speed of the technology revolution is challenging.
- Resistance to change.
- Potential lack of **prioritisation**.

Whanganui has a high speed, open access urban fibre network with 17 retail service providers for business connections and 13 for residential connections. This is world class connectivity. Currently it is free to connect the fibre to premises but this may change in the near future. In Whanganui we have businesses that upload and edit significant quantities of film and this can be done both at work and at home. In remote rural Whanganui we have a number of fixed wireless towers providing reasonably affordable connectivity at a speed that allows multiple device use, streaming video and reasonable uploading ability. This rural connectivity has been crucial in connecting residents who have been stranded during flood events and was, in fact, the only way many people were able to communicate with emergency services and the Council.

PRINCIPLES GUIDING THIS STRATEGY

OPEN

- Open access infrastructure to promote competition
- Open data to foster innovation
- Open access to information and images through creative commons to promote innovation

INCLUSION FOR ALL

- Ensuring everyone has the connections, devices, skills and engagement to connect

SECURITY CONSCIOUS

- Protecting privacy, understanding security risks and upskilling the community to protect themselves online

FUTURE PROOFED

- Working with the future in mind

RESILIENT

- Using technology to build a more resilient community

WHANGANUI DIGITAL STRATEGY FOCUS AREAS

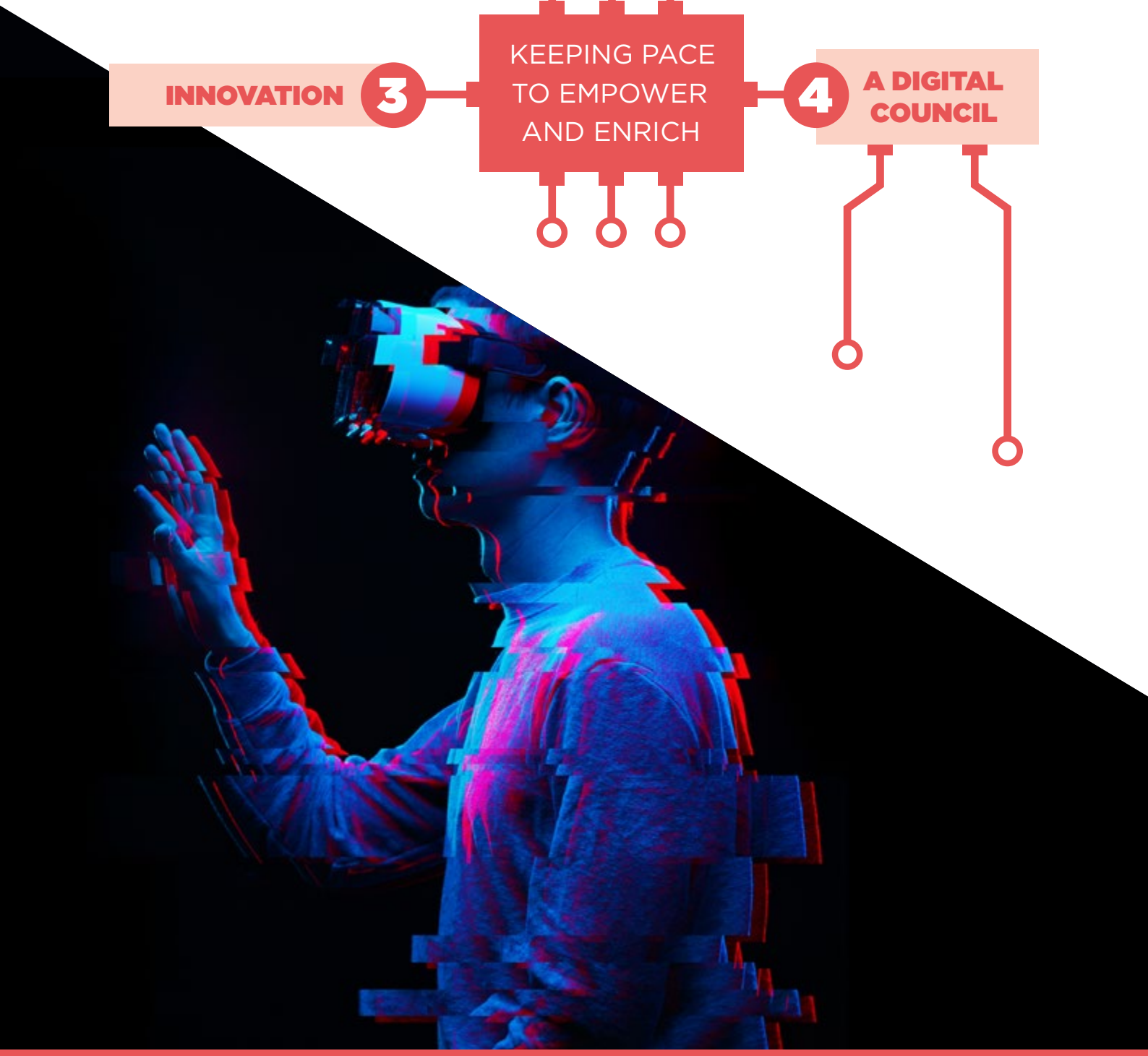
1 CONNECTIVITY AND INCLUSION

2 A HIGH VALUE CREATIVE ECONOMY

KEEPING PACE TO EMPOWER AND ENRICH

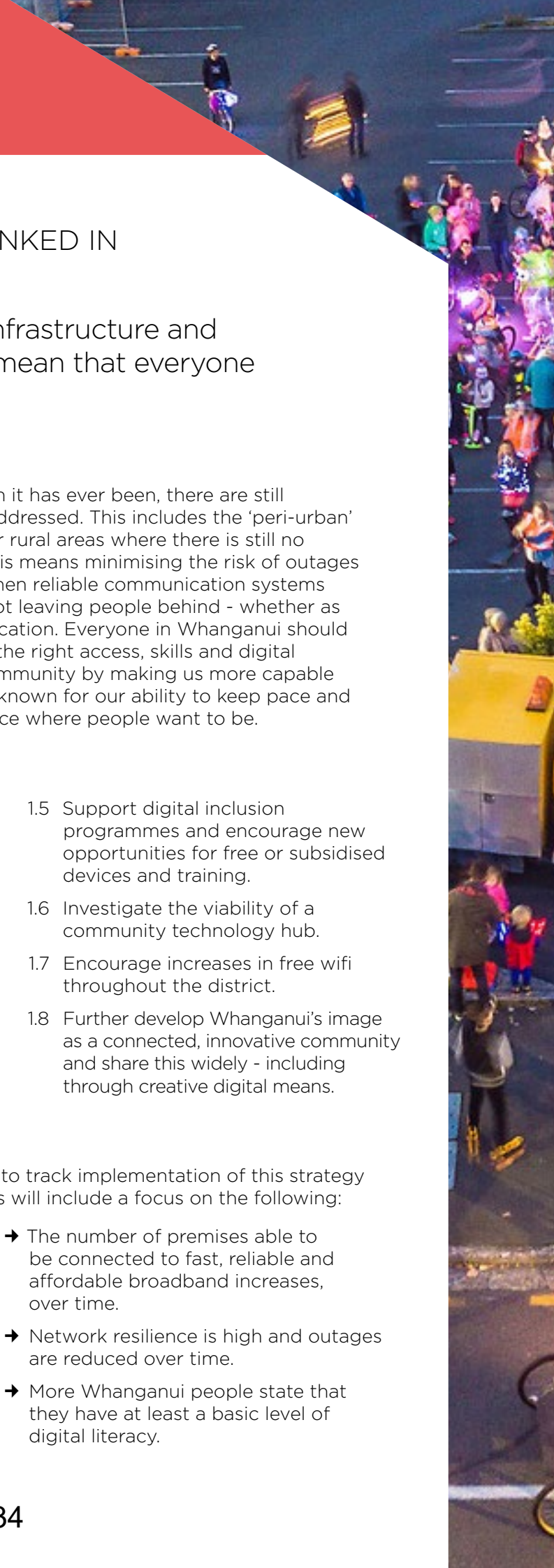
3 INNOVATION

4 A DIGITAL COUNCIL



The exponential advance of the broadband economy has increased the exclusion of people who are unable to connect due to limits on finances, capability or location. The more services are available online, the more those who cannot connect are disadvantaged. This results in reduced participation in society, from civic matters to education and employment, with correlated social and economic costs.

1. CONNECTIVITY AND INCLUSION



GOAL: WE ARE ACCESSIBLE, LINKED IN AND KNOWN FOR IT

OUTCOME: Whanganui's digital infrastructure and networks support our image and mean that everyone can participate online

Context:

Although connectivity in the district is better than it has ever been, there are still significant gaps in the network that need to be addressed. This includes the 'peri-urban' area, where fibre should be considered, and other rural areas where there is still no reliable connectivity. Resilience is also critical - this means minimising the risk of outages (particularly during civil defence emergencies, when reliable communication systems are crucial). We need to make sure that we are not leaving people behind - whether as a result of limitations on finances, capability or location. Everyone in Whanganui should be enabled to participate - being equipped with the right access, skills and digital infrastructure. This has flow on effects for our community by making us more capable and connected across the board. We want to be known for our ability to keep pace and seek innovation - positioning Whanganui as a place where people want to be.

Strategies:

1.1 Adequately resource the coordination and implementation of the Digital Strategy.

1.2 Seek funding to support Council and community-led projects and programmes that contribute to the goals in this strategy.

1.3 Provide more opportunities for cross-sector and cross-regional collaboration on digital initiatives.

1.4 Identify gaps in our digital network and advocate for increased connectivity and resilience.

1.5 Support digital inclusion programmes and encourage new opportunities for free or subsidised devices and training.

1.6 Investigate the viability of a community technology hub.

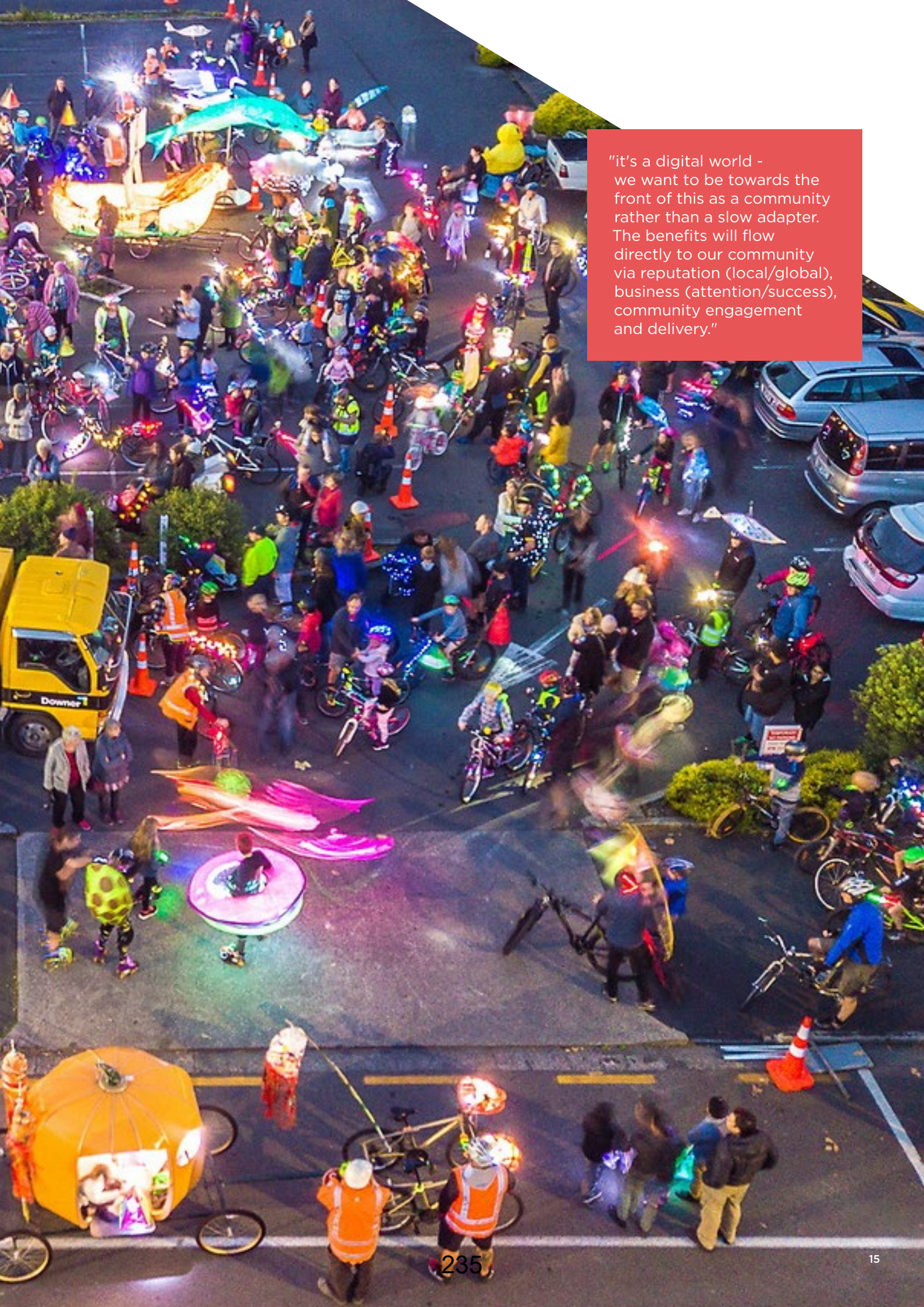
1.7 Encourage increases in free wifi throughout the district.

1.8 Further develop Whanganui's image as a connected, innovative community and share this widely - including through creative digital means.

Measures:

We will use a mixture of indicators and examples to track implementation of this strategy and help tell the story of our digital progress. This will include a focus on the following:

- ➜ Whanganui has dedicated digital resources.
- ➜ Whanganui's reputation as a digitally connected district increases, over time.
- ➜ We see positive trends in the 'retain, grow and attract' indicators of the district's Economic Development Strategy.
- ➜ There is an increase in the number of people with access to the internet, and a device at home, over time.
- ➜ There is an increase in the availability of wifi, over time.
- ➜ The number of premises able to be connected to fast, reliable and affordable broadband increases, over time.
- ➜ Network resilience is high and outages are reduced over time.
- ➜ More Whanganui people state that they have at least a basic level of digital literacy.



"it's a digital world - we want to be towards the front of this as a community rather than a slow adapter. The benefits will flow directly to our community via reputation (local/global), business (attention/success), community engagement and delivery."

2. A HIGH VALUE CREATIVE ECONOMY

GOAL: WE ARE PREPARED FOR THE FUTURE

OUTCOME: Whanganui's economy reflects the changing nature of work and our standard of living improves

Context:

Attracting high value businesses to Whanganui, developing pathways through education that recognise the changing nature of work, matching skills to changing business needs and getting businesses online are all necessary for Whanganui to be prepared for the future of work. Having a workforce that has 21st century skills provides employers with the talent they need, and reinforces Whanganui as a place where talent wants to live. Our Leading Edge Strategy also talks about nurturing an entrepreneurial culture and being recognised for our creativity. We want to support a knowledge economy, driven by innovation.

Strategies:

2.1 Identify skills needed for the future of work and encourage the development of relevant courses, including e-learning opportunities.

2.2 Support platforms and initiatives to assist students to become 'future-ready'.

2.3 Develop and build on programmes to get businesses online.

2.4 Facilitate the use of digital technologies and smart approaches to drive innovation and productivity.

2.5 Foster a dynamic knowledge economy and workforce.

Measures:

We will use a mixture of indicators and examples to track implementation of this strategy and help tell the story of our digital progress. This will include a focus on the following:

- The number of high value technology businesses in Whanganui increases, over time.
- The number of Whanganui businesses that are online increases, over time.
- The number of jobs in Whanganui with a knowledge work aspect increases, over time.
- Our residents' satisfaction in relation to their standard of living will improve.

There are already many people, businesses and organisations working towards some of the goals in this strategy. Council and community leadership will need to support cross-sector connections to reduce duplication, help promote and build on what is working, identify what's missing, and find funding for projects and programmes that benefit the whole community. Leadership will ensure Whanganui can become 'digital by design' and prepare for the future.

“to be seen as a centre of excellence in knowledge industries.”

3. INNOVATION

GOAL: WE FOSTER INNOVATION AND IMPROVEMENT THROUGH A DIGITAL LENS

OUTCOME: Whanganui stays current with digital opportunities and has a reputation for innovation

Context:

Communities that create the conditions that foster innovation can transform social, environmental, cultural and economic outcomes. This includes building highly collaborative cross-sector and community partnerships; ensuring access to funding and capital is available; creating an open data district; using new tools to future proof and safeguard our environment; and creating a reputation for innovation. Connectivity is about people and technology - and for innovation the role of connecting people with each other is as crucial as being connected to technology.

Strategies:

3.1 Attract global pilot technology projects to Whanganui and become known as a technology testing 'centre of excellence'

3.2 Continue to release clean, accurate and machine readable open data.

3.3 Develop incubator programmes for start-ups and accelerator programmes for growing businesses.

3.4 Support clear government funding, angel and venture capital pathways for start-ups, growing businesses and research and development initiatives.

3.5 Work with stakeholders to find ways for technology to address waste and climate change issues.

Measures:

We will use a mixture of indicators and examples to track implementation of this strategy and help tell the story of our digital progress. This will include a focus on the following:

- The number of Council open data releases per year.
- Technology pilot initiatives run in Whanganui.
- The number of digital / tech businesses supported through incubator or accelerator services.
- Tech related / cross sector networking opportunities.
- Businesses accessing government, angel or venture capital.
- Technology focused on measuring and reducing all waste is developed and used in Whanganui - including fresh and coastal water telemetry, soil testing and waste transformation technology.

Throughout human history, economic growth has always involved the consumption of more resources and the production of more waste. As humanity begins to push up against the limits of the ecosystem to provide resources and absorb waste, we need to find ways to continue to improve - with all of its positive impacts on the community - while reducing the environmental impact of that improvement.


“future proofing the opportunities not yet realised.”

4. A DIGITAL COUNCIL

GOAL: WHANGANUI DISTRICT COUNCIL IS FUTURE-FOCUSED AND ENABLING

OUTCOME: Working with Council is easy and our services and approaches are smart

Context:

As technology improves, so does the opportunity for local government to show leadership in getting systems, processes and information online. This has been a real focus for Council and we have made significant progress.

Getting online ultimately saves ratepayers time and money and releasing information and data enables innovation. Council will also play an important role in identifying new trends that will affect the district and its visitors and residents. This includes examining opportunities and challenges for the district around transport, energy, the natural environment, the future of work, safety, resilience, big data and emerging technology trends

Strategies:

4.1 Enhance Council's digital engagement, support and online services (including the use of interactive online tools) so that anyone can interact with Council whenever, and wherever they are.

4.2 Grow the transparency and accessibility of Council information and establish guidelines for open data approaches.

4.3 Establish internal and external working groups and opportunities to identify and pursue new trends in technology.

4.4 Embed a creative, digital focus in relevant Council work to celebrate Whanganui's arts, culture and heritage.

4.5 Continue to develop and use digital tools to build Council's resilience and improve safety.

Measures:

We will use a mixture of indicators and examples to track implementation of this strategy and help tell the story of our digital progress. This will include a focus on the following:

- Digital projects and programmes are included in Council planning documents.
- We have more examples of innovation and digital capacity.
- The number of Council services available online increases, over time.
- The amount of clean, accurate, machine readable data released by Council increases, over time.
- Council's approach to risk reduction increasingly uses digital tools.
- A Council technology and innovation group is set up.
- Council uses digital channels to connect with the community.
- The 'My Council' programme and other interactive digital tools are launched.

Digital equity is the principle that everyone in the community deserves to have access to broadband and the skills needed to participate in the broadband economy. Digital equity seeks to increase participation and wellbeing from all sectors of society, with the purpose of building a stronger, more capable community.

"Council needs to broaden its online content to reflect public expectations."

NEXT STEPS

Implementation

A collaborative approach will be essential to the success of this strategy. This will involve the Council partnering with the community on delivery of the actions identified. Once the strategy is finalised a detailed action plan will be developed with our community partners - including who will do what and when.

Funding will be sought in various ways - including from external sources and through partnership opportunities. Any Council funding commitments across the life of this strategy will be considered through the annual planning process.

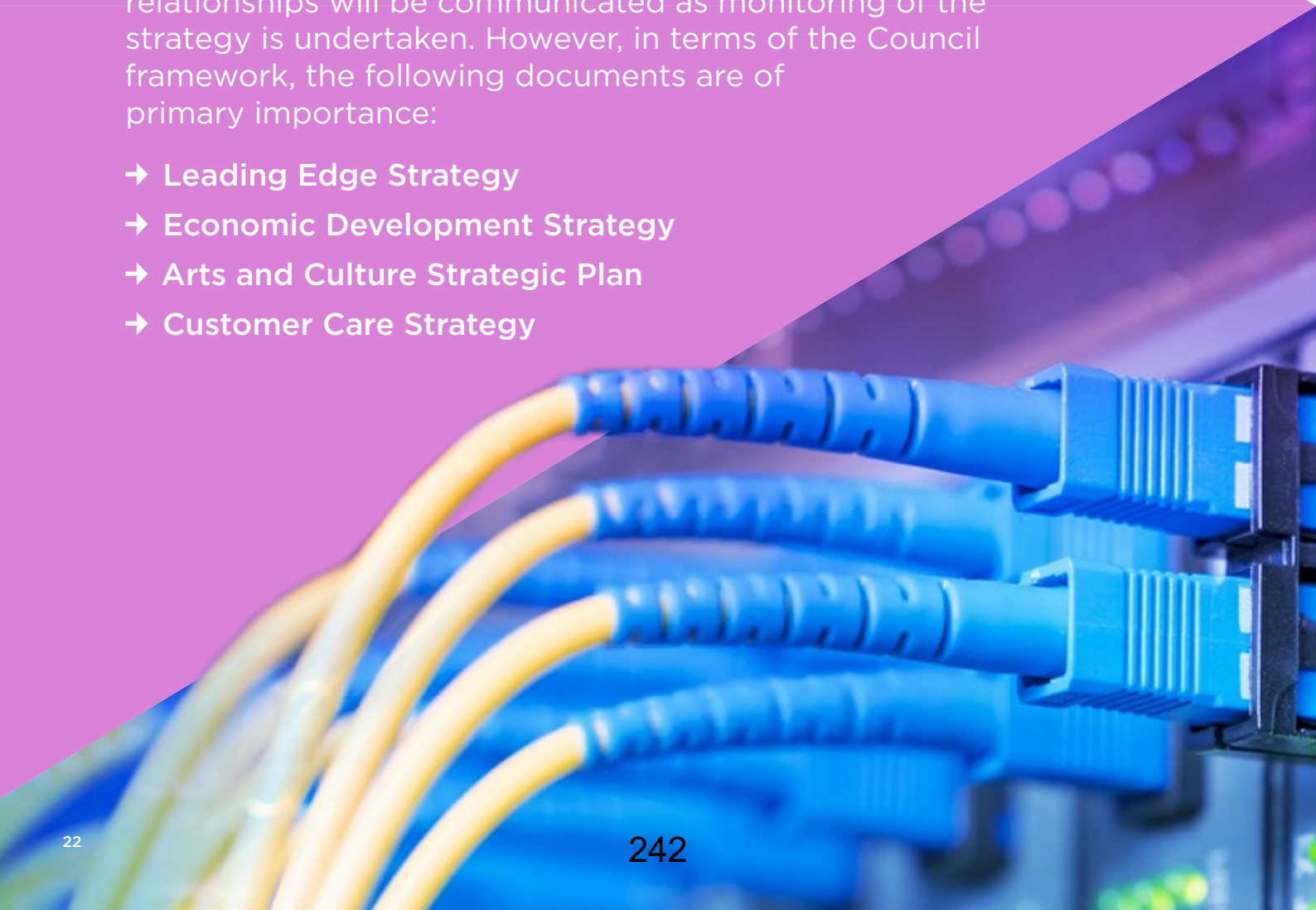
Monitoring and review

Measurement will happen by tracking progress against this strategy's indicators and in telling the story of our digital innovation and success through the Annual Report. Monitoring performance in relation to other key strategic documents will also help our community to see where we have done well and if there are areas that need additional support. As delivery of this strategy will be achieved in partnership with the community we will weave the digital successes of our stakeholders and the wider district into our monitoring.

Key strategic relationships

This document is linked to a number of Council and community projects and strategic approaches. These relationships will be communicated as monitoring of the strategy is undertaken. However, in terms of the Council framework, the following documents are of primary importance:

- Leading Edge Strategy
- Economic Development Strategy
- Arts and Culture Strategic Plan
- Customer Care Strategy



Council has several online services already and the live-streaming of public meetings is recognised around New Zealand as being one of the best for sound and camera work. Council is using digital photos to record protected trees and in other areas, such as animal control.

It's also using real time visual data to monitor and control key infrastructure, such as the town water supply and is implementing digital kiosks for improved customer service and better promotion of information and events.

Ultimately the Council is working towards a system called My Council that enables residents to access all their Council held information and Council services online. This relies on Council being able to connect a variety of internal systems. There are some challenges associated with positive identification of residents and customers so that Council can ensure each piece of existing information relates to a specific person, while safeguarding privacy.

Council regularly releases clean, open data in machine readable form for anyone to examine and use. This can help in the development of innovative applications and is underpinned by central government policy and global best practice. There is an opportunity to gather and release telemetry information measuring a variety of built and natural systems.

WHANGANUI
DISTRICT COUNCIL
Te Kaunihera a Rohe o Whanganui

WHANGANUI: DIGITAL BY DESIGN

DIGITAL STRATEGY 2019

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The Digital Strategy in 2021

Building the approach and action plan

Purpose

This document outlines the current digital environment in 2021 alongside the Connected Community Advisor role being resourced in April 2021. It proposes the direction of the Digital Strategy action plan for the next 12 months.

Contents

Background

The Council's Digital Strategy: Digital by Design was drafted in early 2019 and consulted on over May and June of that year. It was then adopted by Council and published in October 2019 with expectation to resource the implementation.

In early 2020 the COVID-19 pandemic caused worldwide lockdowns and disruptions that are continuing into 2021. The pandemic exposed a reliance on technology and connectivity to participate in everyday life when personal movements are restricted.

In New Zealand, COVID-19 exposed at a national level the digital divide and has led to significant and developing interest, investment and resource across Central Government ministries and agencies in this space.

Overview of the 2019 Digital Strategy

VISION:	We harness digital opportunities to empower and enrich our community.	**PURPOSE**	To drive digital innovation and opportunity in Whanganui, in partnership with the community

Four focus areas and their goals and outcomes were identified in the Digital Strategy 2019:

FOCUS AREAS	GOALS	OUTCOMES
Connectivity and inclusion	We are accessible, linked in and known for it	Whanganui's digital infrastructure and networks support our image and mean that everyone can participate online
A high value creative economy	We are prepared for the future	Whanganui's economy reflects the changing nature of work and our standard of living improves
Innovation	We foster innovation and improvement through a digital lens	Whanganui stays current with digital opportunities and has a reputation for innovation
A digital Council	Whanganui District Council is future-focused and enabling	Working with Council is easy and our services and approaches are smart

The principles guiding the strategy were agreed as

Open	• Open access infrastructure to promote competition • Open data to foster innovation • Open access to information and images through creative commons to promote innovation
Inclusion for all	• Ensuring everyone has the connections, devices, skills and engagement to connect
Security conscious	• Protecting privacy, understanding security risks and upskilling the community to protect themselves online
Future proofed	• Working with the future in mind
Resilient	• Using technology to build a more resilient community
Locally led	• Working in partnership with the community
Globally relevant	• Understanding relevant global trends

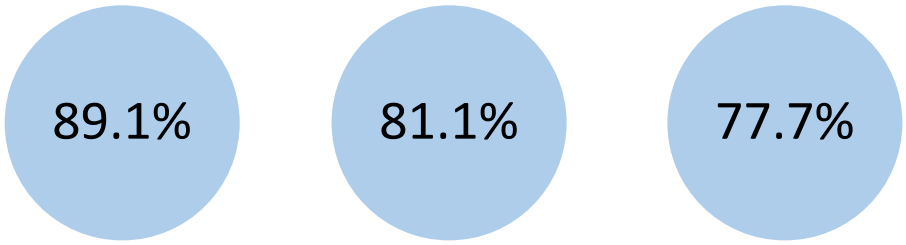
Digital New Zealand: A snapshot of statistics and funding 2018 to 2021

The Government has recognised that up to date data on digital connectivity and inclusion in New Zealand is a key challenge. These statistics are provided to give some context to digital connectivity and inclusion funding up to 2021.

Census 2018 access to telecommunications data[1]

The 2018 Census was New Zealand's first online census and attracted a lower response rate to previous years. Due to data concerns, results were delayed and released in September 2019 as the Digital Strategy was being finalised. Access to telecommunications systems data is rated as moderate quality by Statistics NZ.

At a national and regional level, a high percentage of access to the internet was recorded for private dwellings, however, at a Whanganui Territorial Level this drops. It shows our region in 2018 was still behind the rest of New Zealand in **having access to the internet:**



Annual Telecommunications Monitoring Report 2020

The Commence Commission New Zealand released its 14th annual telecommunications market monitoring report[2] in March 2021. It presents key industry metrics and longer-term telecommunications historical trends in New Zealand for the 2020 calendar year.

The general trends show that data usage continues to increase year-on-year, usage of older technology such as landlines and copper broadband continue to drop. COVID-19 increased the use of fixed wireless connections (broadband through cellphone towers) as a fibre alternative however this suffered with network resilience.

- **Fixed broadband data usage** per month increased 37% on 2019 to 284GB in comparison to 15% in the previous year, **mobile network data** usage increased 20% to a monthly average of 3.29GB.
- **Residential landline connections** reduced by 12%, over half of household fixed line connections now have no voice service (naked broadband), **copper broadband connections** dropped 24%
- **Fixed wireless connections** have increased 16% to 221,000. As at 30 June 2020, New Zealand ranked third highest out of the OECD countries for this connection with 4.5 subscriptions per 100 of population
- However **average download speeds** for fixed wireless connections decreased by around 25%

[1] https://www.stats.govt.nz/tools/2018-census-place-summaries/whanganui-district
[2] Annual Telecommunications Monitoring Report 2020 https://comcom.govt.nz/__data/assets/pdf_file/0030/247377/2020-Annual-Telecommunications-Monitoring-Report-Revised-version-16-March-2021.pdf

- Households on average spent $142 per month on telecommunications services in 2019 up from $135 in 2019. 41% of consumers highlighted telecommunications services as an **everyday cost of concern**

COVID-19, the digital divide and the Government response into 2021

COVID-19 is an unprecedented event impacting every country in the world. The New Zealand wide Alert Level 4 lockdown in March 2020, and subsequent localised lockdowns, brought to the forefront the digital divide that exists in New Zealand.

It demonstrated poor wellbeing outcomes for people unable to participate online when required to. This included the inability to: work remotely, access online services for essential goods and services such as groceries, or for businesses to provide such services.

Some recent statistics released include:

- The Ministry of Education distributed over 16,000 school-owned devices to students and delivered over 25,000 new laptops, Chromebooks and iPads to students by November 2020.[3]
- Better for Business insights published in December 2020 show less businesses were digitally enabled than expected with 43% of businesses having an online presence; only 5% of NZ businesses increased their presence following COVID-19[4].

Central Government therefore as part of COVID-19 recovery has continued to provide significant funding in the digital space including:

- $20 million total digital capacity funding was announced in 2020. This included funding for
    - Digital Boost, a partnership between MBIE and the private sector to support small businesses to use digital tools
    - $5 million for the Tourism Recovery Package to support digital tourism initiatives.
- New Zealand Libraries Partnership Programme provided $30 million over two years to fund and upskill librarians in public libraries so they can provide greater support for library users and help bolster reading and digital literacy.
- The Targeted Training and Apprenticeship Fund (TTAF; also known as free trades training) at sub-degree level to provide free education and training from 1 July 2020 until 31 December 2022. This was expanded in January 2021 to include Information technology fields
- $50 million for further rural broadband digital connectivity across regional New Zealand, with Manawatū-Whanganui part of the second priority group

Budget 2021 also included future digital related funding including:

- Support for small business to transition to future ways of working funding of $44 million
- Funding to improve rural connectivity by repurposing a spectrum band to promote the widespread rural rollout of 5G technology
- Increased funding in initiatives to increase digital inclusion including funding the :
    - “Continuing Digital Access for Principals and Teachers” to provide devices and applications to provide online learning and
    - Office for Seniors to address the three current priorities for action of digital inclusion, housing, and employment

[3] https://www.digital.govt.nz/showcase/tackling-the-digital-divide-during-covid-19/
[4] https://www.mbie.govt.nz/dmsdocument/12274-nz-business-digital-landscape-december-2020

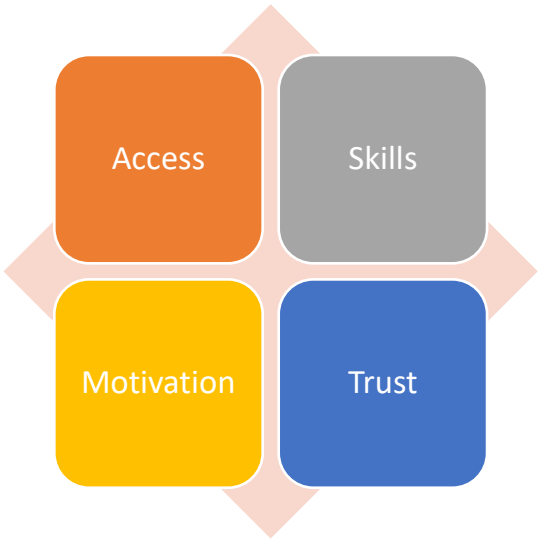
Setting our scene: New Zealand's approach to Digital Inclusion

There has been significant work in the definition, focus and approach of digital inclusion in New Zealand that informs any work in this space. The below is an overview of those most relevant to this strategy.

The Digital Inclusion Blueprint

The Department of Internal Affairs launched the Digital Inclusion Blueprint in May 2019 to define digital inclusion in New Zealand and provide a five-year strategic direction for the work towards digital inclusion.

Digital inclusion is described using 4 interdependent elements[5] which are needed for a person to be digitally included:



> "a digitally included person, whānau or community has convenient, reliable access to affordable, accessible digital devices and an internet connection, and can confidently use them in their day-to-day life."

The four elements show that digital inclusion is not a one size fits all solution or investment in one area such as access. DIA estimate that 1 in 5 New Zealanders lack at least one of the four elements to be digitally included.

The Digital Blueprint also includes an Appendix on the groups at risk of not being digitally included, which includes Maori, Pasifika, Seniors, people with disabilities, and people in situations such as low incomes or low housing stability. The full definition of the elements and these groups is published in the appendix.

InternetNZ Five Point Plan for Digital Inclusion

InternetNZ is a non-profit responsible for the .nz domain and activities around their vision for an internet that is open, secure and for all New Zealanders. They provide advisory, advocacy and funding functions in this space. In May 2020 in response to the COVID-19 pandemic and the Digital Blueprint, InternetNZ called for the Government to implement a Five Point Plan for Digital Inclusion in May 2020

1. Affordable connectivity
2. Devices for those that can't afford them

[5] Department of Internal Affairs. 2019. The Digital Inclusion Blueprint, Te Mahere mō te Whakaurunga Matihiko. Wellington: Department of Internal Affairs.

3. Wrap around support for the newly connected
4. Digital skills for displaced workers and SMEs
5. Shovel-ready investment in telecommunications infrastructure

Implementing the Digital Strategy

Digital initiatives and innovation are already happening across the Council, our libraries, Whanganui & Partners and within the community organically. However they are not always known, connected with each other or promoted. We are not telling a cohesive digital story that everyone can contribute to and have an opportunity to participate in.

The short term goal is to raise the profile of digital initiatives and opportunities in Whanganui to help facilitate and grow what it means to be digital by design. The Digital Strategy will link into other related strategies including Climate Change, Housing, Economic and Leading Edge. Whanganui & Partners are also responsible for delivering a majority of the business related strategies.

Four elements of digital inclusion in Whanganui

Current digital data relevant to Whanganui remains an issue. Anecdotally, the community in conversations throughout April to July 2021 report that Whanganui has a high level of digital exclusion.

Below is an initial evaluation of the current state and emerging issues faced in Whanganui based on engagement with the community using the four elements of digital inclusion.

Access

Three key parts: connectivity, affordability, accessibility.

- There is no reliable up to date data on connectivity at a territorial level in Whanganui in 2021 and taking in account COVID-19 impacts. 2018 census data supports that Whanganui is behind the New Zealand average.
- While Whanganui had early rollout of ultra-fast fibre broadband in 2015, affordability remains a barrier.
- Insecure housing from housing pressures in the region also is reported as a barrier. Changes in February 2021 to tenancy laws have only just removed a barrier of landlord permission to install fibre. Within Council owned housing, fibre connectivity is done on a tenant request basis.
- Fixed wireless has been a cost effective solution in the community in response to COVID-19 however there are reports of slow or no available connections due to pressures on tower capability. Areas include Castlecliff and Whanganui East. Other people rely on accessing free wifi at public spaces only.
- It is reported that people do not have access to suitable devices that allow them the level of access required, this includes out of date devices, phones only, or extensive troubleshooting required to make them useable. A lot of people require extensive 1-on-1 support.
- Rural connectivity and mobile blackspots continue to be an issue. Many marae have benefited from the multi-agency Marae Digital Connectivity initiative from 2019 for installation and free connectivity for 5 years.
- The disabled community report barriers in Whanganui to accessing tools and devices locally to enable them to participate online

Skills

The know-how to use the internet and digital technology in ways that are appropriate and beneficial

- There is a healthy offering of digital inclusion initiatives run within the community supported by local and national funding that help a range of excluded groups within Whanganui. The Council provided funding to SeniorNet Wanganui through a 2020/21 Community Contract to provide digital courses to seniors and the Whanganui District Library has received National Library funding in this space.
- These groups all reported similar issues with reaching the most excluded and vulnerable in the wider community who may not reach out for help or know how to access such services (see trust and motivation).
- Many courses are run within the Whanganui CBD and transportation is a barrier for attendance.
- Ongoing funding sustainability and volunteer time in this space were also reported issues.
- Whanganui & Partners continue to provide support and services to businesses in the region including digital skills. There is a focus on attracting IT businesses to the region and supporting current IT businesses to grow.
- WAHA Digital provided digital foundation skills specifically to Maori enterprise in the Taranaki and Whanganui regions however placements are completely full with no further funding in 2021
- The national initiative of Digital Boost for small business digital skills has only a 4% uptake in the Manawatū-Whanganui region as of June 2021, and predominantly in the service (17%) and retail industry (12%). 38% of signups are new businesses, the second highest being businesses of 10 years plus at 23%. Palmerston North is included in these statistics so may not represent what is happening at a Whanganui level[6].
- There are currently no pathways for technology/ICT education at a further education level and in person in Whanganui. The story of IT businesses based in Whanganui is not being told so people are unaware of potential local opportunities.

Motivation

Understanding how the internet and digital technology can help us connect, learn, or access opportunities

Trust

Trusting in the internet and online services. Including online safety, digital understanding, confidence and resilience

- Older people, including parents of children, do not understand usefulness of digital access required for learning and associate it with negative outcomes such as social isolation, cyber-bullying or addiction (such as gaming or excessive internet use[7]).
- Many people are still being reported as preferring face-to-face interaction in the Whanganui community

[6] https://fyi.org.nz/request/16100/response/60884/attach/4/DOIA%202122%200134%20J%20Buckingham%20response.pdf

[7] Out of the Maze Building Digital Inclusive Communities 2018 https://report.digitaldivides.nz/barriers-to-access-motivation

- As a recent example, cheques have been removed as a payment option from 1 June 2021 and support has been on an ad-hoc basis from community groups. Generally cheque users have been directed to use online payment methods.
- Several submissions on the Digital Strategy focussed on concerns over 5G technology, there have been reports of anti-5G activity when towers have been installed in Whanganui and the wider region from 2019 to date [8]
- Community groups report their communities have issues with online scams, families taking advantage if helping with online access, trusting online payments or services and products that can be accessed online

The next 6 – 12 month – an agile approach

There is a need for a short term adaptable and agile action plan as the digital inclusion space develops and COVID-19 funding is established and allocated.

It is likely with the raised profile, private sector businesses will look for opportunities to fund community projects or research in this area. For example, the Vodafone New Zealand Foundation on 7 July 2021 announced a six year investment into Invercargill in collaboration with the community to support their rangatahi[9]. On 23 July 2021, Datacom Group signed a strategic partnership with Te Rūnanga o Ngāi Tahu to deliver tech projects and create pathways for Maori youth[10] in the South Island.

We want to create a safe environment where digital ideas can be shared and supported, and collectively communities and businesses are enabled to access and embrace digital projects and funding that are relevant to our region as they are wanted, needed and funded.

The overarching goals for the next 12 months are to:

- Set a baseline measure with informed data to what current connectivity and inclusion levels are in our region so we know where we are now and can determine where we want to be in the future
- Connect our region into developing local and national funding or initiatives and ensure that Whanganui receives its share of COVID-19 recovery or digital inclusion orientated funds, and any programs delivered are relevant to the wants and needs of our community and economy
- Provide community organisations with a forum, space and resources to build digital inclusion projects for their communities and share experience and knowledge
- Build the trust and motivation within Council to support and promote digital initiatives, upskilling and opportunities

Resourcing and Finance

The Connected Community Advisor role provides the internal resourcing to implement the action plan internally and externally for the next 12 months by working in partnership. Whanganui & Partners has indicated digital deliverables in their statement of intent 2021/22 that they are resourcing or funding as part of their business plan. Whanganui District Library have 2.8 FTE funded until June 2022 through The National Library under the New Zealand Libraries Partnership, an

[8] https://www.nzherald.co.nz/whanganui-chronicle/news/new-spark-network-tower-being-installed-in-whanganui-east-shopping-centre/QDBRVN4VFSRNI25UB4Y44MVGXU/
[9] https://foundation.vodafone.co.nz/vodafone-is-supporting-a-brighter-future-for-our-invercargill-rangatahi/
[10] https://datacom.com/nz/en/about-us/news/press-release/te-runanga-o-ngai-tahu-and-datacom-to-work-in-partnership

initiative established through the New Zealand Government's COVID-19 Response and Recovery fund.

Existing council resources, such as devices or communication channels, and spaces (including community centres and libraries) will be utilised to support initiatives where possible. Work will be in partnership with the community, the private sector and Government departments to create sustainable initiatives, accessing national and local funding as required. Minor expenses/costs are expected to be met within the current Community Wellbeing team budget or across other internally financed initiatives that deliver digital outcomes.

Measuring and reporting

A monthly digital dashboard is a priority action of this plan. This will be part of ELT reporting once established. Updates on the progress of the action plan will be provided through the Strategy and Finance Committee every two meetings in the Community Wellbeing team update. A report on the Digital Strategy Action Plan and any updates will be presented to the Strategy and Finance Committee every six months.

Indicative Priorities - Action Plan 2021-22

1. CONNECTIVITY AND INCLUSION

Goal:
We are accessible, linked in and known for it
Outcome:
Whanganui's digital infrastructure and networks support our image and mean that everyone can participate online

	Strategy	**Key Activities**	**Partner with**	**Outcome / Measure**	**Timeframe**
1.1	Adequately resource the coordination and implementation of the Digital Strategy.	Resource Connected Community advisor role	-	Whanganui has dedicated digital resource	Completed April 2021
1.2	Seek funding to support Council and community-led projects and programmes that contribute to the goals in this strategy.	Activities available in the library intended to raise digital inclusion literacy and showcase opportunity of technology including • Dedicated classes for seniors • Code Clubs for children • Wifi, computers, laptops and tablets available	Whanganui District Library The National Library	More Whanganui people state they have at least a basic level of digital literacy	Ongoing 2.8 FTE funded from September 2021 to June 2022

		• Book a librarian for digital support			
1.3	Provide more opportunities for cross-sector and cross-regional collaboration on digital initiatives.	Build connections and relationships with drivers of digital initiatives	Whanganui & Partners Other councils Libraries Government Agencies Nonprofits and advocacy organisations Education providers	Stakeholder list created and maintained for digital initiatives Opportunities identified for cross collaboration	Ongoing
1.4	Identify gaps in our digital network and advocate for increased connectivity and resilience.	Survey a wide range of people in their community regarding their digital access eg. COVID vaccination centre Work with Ultrafast Fibre to understand the level of fibre connections in Whanganui	Policy Whanganui Libraries Ministry of Health Community Centres and groups Ultrafast Fibre	Establish a baseline of current connectivity in Whanganui in 2021 Determine where the priorities are for connectivity and inclusion activities and partnerships	End of 2021
		Review use of Skinny Jump as a fixed wireless provider and current access barriers	Skinny Jump Providers Other councils Spark Foundation	Advocate on behalf of community to Spark regarding access and speed issues in Whanganui region	Ongoing
		Connect with Crown Infrastructure and rural broadband for future investment in region	Crown Infrastructure Whanganui & Partners Rural Community Board	Advocate and facilitate collaboration for rural community on broadband access	Ongoing (refer to W&P Statement of Intent 20/21)

		Support improvement of rural digital connectivity in district	Whanganui District Health Board Te Puni Kōkiri Rural Connectivity Group	Broadband access and connections in rural Whanganui increases Facilitate collaboration with other parties (including Whanganui District Health Board, Whanganui District Council, Te Puni Kōkiri, Rural Connectivity Group). Report on progress to Whanganui Rural Community Board 2 times a year	
1.5	Support digital inclusion programmes and encourage new opportunities for free or subsidised devices and training.	Work with community on feasibility of supporting a home devices non-profit model i.e. digits.org.nz	Whanganui Library Digits.org.nz Community and Iwi Local business	Devices at home programme set up in Whanganui E-waste is reduced in Whanganui Device access at home is increased	Year One
		Support and work with local community groups and organisations to provide place-based initiatives for digital inclusion	Pilot digital/tech initiatives in community spaces Enable groups to access digital devices from library for inclusion activities	Digital devices are available to promote initiatives in a wide range of communities Digital inclusion activities or connectivity increases across Whanganui	Ongoing

				Funding in Whanganui digital inclusion initiatives (new or ongoing)	
1.6	Investigate the viability of a community technology hub.	As part of survey/data, review community needs for hub Review opportunity within other council projects for shared space/development opportunities	Whanganui & Partners Youth Committee Community and Business Government Agencies	Opportunity for an community technology hub is investigated in related council projects	Year Two in line with: • Youth spaces and places • Davis Library extension • W&P work at the Backhouse
1.7	Encourage increases in free wifi throughout the district.	Understand where and how people access free wifi in Whanganui (see 1.4)	See 1.4	Information on how people currently access free wifi services in Whanganui is available	2021
		Promote location and accessibility of free wifi locations in Whanganui	Communications Council IT InspireNet	Resource available that is accessible and up to date to where can access free wifi Increased awareness of free wifi locations in Whanganui	2022
1.8	Further develop Whanganui's image as a connected, innovative community and share this widely - including through creative digital means.	See 4.1, 4.2 and 4.3	See 4.1, 4.2 and 4.3	See 4.1, 4.2 and 4.3	Ongoing

2. A HIGH VALUE CREATIVE ECONOMY

Goal: We are prepared for the future
Outcome: Whanganui's economy reflects the changing nature of work and our standard of living improves

Refer to: Whanganui & Partners Securing our Economic future – Statement of Intent 2021/22

	Strategy	Key Activities	Partner with	Outcome / Measure	Timeframe
2.1	Identify skills needed for the future of work and encourage the development of relevant courses, including e-learning opportunities.	Investigate online/remote ICT training programmes that are funded by TAAF until 31 Dec 2022	Whanganui & Partners Sub degree level education providers: DevAcademy, theMindLab, Te Pūkenga	Number of students who access IT/technology training in Whanganui increases	Early 2022
		Consider potential support and wrap around services or resources to encourage IT training in Whanganui	Whanganui & Partners Council IT MSD	Number of students who access IT/technology training in Whanganui increases	Early 2022
2.2	Support platforms and initiatives to assist students to become 'future-ready'.	Work with schools to access digital programmes aimed at students and teachers	Whanganui Principals Association Whanganui schools	PLD hours in Whanganui schools are recorded, including non-profit investments or activities	Investigate feasibility with schools in 2021

					Hours/programmes implemented in 2022
		Review feasibility of Recycle a Device (RAD) being implemented in a Whanganui secondary school (refurbishment of devices by students to provide to community)	Whanganui Secondary school Community Groups Recycle a Device or other similar non-profit projects	A device recycling programme is established in Whanganui Increase in students reporting skills to repair or refurbish devices	Investigate feasibility with schools in 2021 Hours/programmes implemented in 2022
		Support any place or space initiatives that involve digital assets or technology by the Youth Committee per LTP	Youth Committee WDC IT	Youth committee is supported for digital initiatives within Youth Places and Spaces	Scoping assessment 2020/21 Implementation 2021/22
		Work collaboratively to develop programmes that assist with employment & redeployment of the Whanganui workforce post Covid-19	Whanganui & Partners Regional Skills Leadership Groups Sectors Education Providers Government Agencies	In collaboration with partners, at least 1 programme of work that targets pathways for new employment & talent development - specifically for Whanganui people - created	2020/21 (refer to W&P Statement of Intent 20/21)
2.3	2.3 Develop and build on programmes to get businesses online.	Look at ways to increase visibility and relevance of Digital Boost in Whanganui	Whanganui & Partners	Signs up in the Manawatū-Whanganui region increase (as at June 2021, 4%)	2020/21

			Ministry of Business, Employment and Innovation		
2.4	Facilitate the use of digital technologies and smart approaches to drive innovation and productivity.	Support businesses to innovate through a collaboration space	Whanganui & Partners	1 significant project leading to new business innovation established	2020/21 (refer to W&P Statement of Intent 20/21)
2.5	Foster a dynamic knowledge economy and workforce.	Create a network of IT companies and professionals in Whanganui	Whanganui & Partners IT businesses	Increased awareness of IT opportunities in region IT companies are able to share resources, grow their business and attract IT professionals	Ongoing
		Attract IT related events to Whanganui	Whanganui & Partners Whanganui Events & Venues Nonprofits IT businesses	Increase the profile of technology and digital opportunities in Whanganui Increased local media reporting on digital initiatives and events in Whanganui	Ongoing

3. INNOVATION

Goal: We foster innovation and improvement through a digital lens
Outcome: Whanganui stays current with digital opportunities and has a reputation for innovation

	Strategy	Key Activities	Partner with	Outcome / Measure	Timeframe
3.1	Attract global pilot technology projects to Whanganui and become known as a technology testing 'centre of excellence'	Develop a targeted Whanganui business attraction plan	Whanganui & Partners	1 new IT sector business confirmed to set up in Whanganui	2020/21 (refer to W&P Statement of Intent 20/21)
3.2	Continue to release clean, accurate and machine readable open data	See 4.2	See 4.2	See 4.2	Ongoing
3.3	Develop incubator programmes for start-ups and accelerator programmes for growing businesses.	Foster a culture of entrepreneurship and capital investment within Whanganui	Whanganui & Partners	1 business accelerator/incubator programme completed	2020/21 (refer to W&P Statement of Intent 20/21)
3.4	Support clear government funding, angel and venture capital pathways for start-ups, growing businesses and research and development initiatives.	Increase technology knowledge onfarm by holding agri-tech event	Whanganui & Partners	1 agri-tech event to demonstrate farm use efficiency, including digital backend development insights, to attract students to primary industries delivered	2020/21 (refer to W&P Statement of Intent 20/21)
3.5	Work with stakeholders to find ways for technology to address waste and climate change issues.	Embed digital opportunities into climate change strategy	Climate Change Advisor Community and Businesses	Opportunity for technology focussed on measuring and reducing waste is identified	TBC, to review with Climate Change Action Plan

4. A DIGITAL COUNCIL

Goal: Whanganui District Council is future-focused and enabling
Outcome: Working with Council is easy and our services and approaches are smart

	Strategy	Key Activities	Partner with	Outcome / Measure	Timeframe
4.1	Enhance Council's digital engagement, support and online services (including the use of interactive online tools) so that anyone can interact with Council whenever, and wherever they are.	Promote our existing digital tools and services by partnering with community groups to demonstrate tools we have to different customer groups	IT Comms Customer Service IT Business Improvements Community Groups	Increase engagement, effectiveness and raise profile of council digital tools Improve access and usability of digital tools Reduce support required in person or via telephone and allow customer service to support more complex issues Receive feedback to improve our tools or their access	Ongoing – first round intended for 2021
		User testing with identified groups of digital exclusion incl. seniors and disability	Communications Customer Service CCS Disability Action	Provide opportunity to feedback on website and understand user needs	2021/22 in line with Communications team work program

		Review accessibility of PDFs usage on website and alternatives	SeniorNet Wanganui Age Concern	Improved customer satisfaction with council and website accessibility score	
		Stocktake our social media and digital channels	Communications Council IT Business Improvement	Understand digital training needs for staff Digital channels are included in Comms team toolkit for staff Awareness of how to use digital channels Council digital channels are utilised and up to date	2021/22 in line with Communications team work program
		New council digital tools are launched	Communications Council IT Business Improvement Community	'My Council' programme is launched People know how to use 'My Council' and is reflected in user uptake statistics	2021
4.2	Grow the transparency and accessibility of Council information and establish guidelines for open data approaches.	Establish a monthly digital dashboard to collate digital initiatives and measures within Council	WDC	Provide comparable baselines to measure Council success in digital space Raise awareness of digital initiatives in council Demonstrate to community that Council is embracing digital	End of 2021

		Host GovHack in Whanganui to promote open data Look into ways to open more WDC data	Whanganui District Library WDC Proaxiom	Open data releases by WDC increase Process is established for how to release and host open data Awareness in community of open data availability increases	August 2021 Processes to be established for 2022/23 year
4.3	Establish internal and external working groups and opportunities to identify and pursue new trends in technology (See also: 1.3)	Create a community provider forum for digital initiatives	Community Groups	"Cheat sheet" for digital resources is created and assessable for non-profits More people are reached by digital inclusion programs	By end of 2021
		Establish relationships with regional and district councils in wider region	Councils	WDC is connected to and contributes to technology initiatives in wider region	Ongoing
4.4	Embed a creative, digital focus in relevant Council work to celebrate Whanganui's arts, culture and heritage.	Develop and support pathways for digital sectors	Whanganui & Partners	Mana whenua creative community is acknowledged and celebrated as globally unique Delivery of 1 digital incubator programme supported Central government investment into Whanganui digital sector leveraged	2021/22 (refer to W&P Statement of Intent 20/21)
4.5	Continue to develop and use digital tools to build Council's resilience and improve safety.	Opportunities to review use of digital tools for emergency management is taken	Emergency Management	Council's approach to risk reduction increasingly uses digital tools	Ongoing

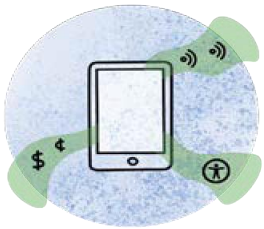
Appendix.

2019: The Digital Inclusion Blueprint

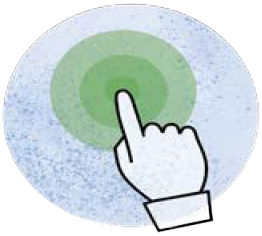
Department of Internal Affairs. 2019. The Digital Inclusion Blueprint, Te Mahere mō te Whakaurunga Matihiko. Wellington: Department of Internal Affairs.

Four elements of digital inclusion

Motivation: Understanding how the internet and digital technology can help us connect, learn, or access opportunities, and consequently have ameaningful reason to engage with the digital world.



Access: Having access to digital devices, services, software, and content that meet our needs at a cost we can afford; and being able to connect to the internet where you work, live and play. Access is a broad element,which can be broken into three key parts: connectivity, affordability and accessibility.



Skills: Having the know-how to use the internet and digital technology inways that are appropriate and beneficial for each of us.

Trust: Trusting in the internet and online services; and having the digital literacy to manage personal information and understand and avoid scams, harmful communication and misleading information. This elementalso touches on online safety, digital understanding, confidence and resilience.

Groups at risk of being digitally excluded

The following were identified *The Pulse of Our Nation* as being at most risk of not being digitallyincluded[1] (Digital Inclusion Research Group, 2017):

- families with children in low socio-economic communities
- people living in rural communities
- people with disabilities
- migrants and refugees with English as a second language

- Māori and Pasifika youth
- offenders and ex-offenders
- seniors[2]

The report also identified groups in the education system and workplace who could benefitfrom increased digital skills, including:

- students without access to digital technologies in their homes
- teachers without access to professional learning and development for teaching withdigital technologies
- school leavers without a digital technology qualification
- tertiary students without the advanced digital skills required for study
- people without core digital skills seeking to enter the workforce or already in theworkforce
- managers of small businesses and not-for-profit organisations.

During engagement on the Blueprint, the following groups were also identified as being at riskof not being digitally included:

- Māori
- Pacific peoples
- people with low housing stability
- people with low incomes
- people with low literacy levels
- people with mental health conditions
- people who choose not to go online
- senior leaders in the public and private sector (skills to adapt to changing environment)
- unemployed people

As noted in the Blueprint, not everyone in these groups will face barriers to inclusion, and somepeople will fit in a number of groups and may face multiple barriers.

1 This list was developed for the report, taking into account New Zealand and international research.
2 The wording of this list comes directly from the report.