



Central Otago District Council

Waste Management and Minimisation Plan 2018

Prepared by

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Part A

Foreword

The Central Otago district is experiencing unprecedented population and economic growth that is placing greater pressure on the district and its resources.

The Central Otago District Council recognises the need to move towards a more sustainable community and environment. We must act to position ourselves as a sustainable community and work toward lessening and managing all of our impacts on our environmental, social, cultural and economic wellbeing.

Feedback from our community has reinforced the importance of wise resource use and the need to minimise the amount of waste we generate.

Working together, Council and the community can lessen our impact on the environment and achieve more effective and efficient waste management in the district.

The Waste Minimisation and Management Plan 2018 has been prepared with our goals and vision around sustainability in mind. The 2018 plan builds on the work done since our first plan was prepared in 2012. The 2018 plan refocuses Council's efforts reducing the amount of, and the harmful effects of waste in our community.

In addition to the actions Council can take in our community, we will continue to advocate at a national level for policy and legislation change that support the reduction of waste.

We welcome comments and views on the plan from all parts of our community. I encourage you to provide your feedback.

Tim Cadogan



Central Otago Mayor



1.0 Introduction

Central Otago District Council (Council) has a statutory responsibility under section 42 of the Waste Minimisation Act 2008 (the Act) to “promote effective and efficient waste minimisation” within the Central Otago district. In order to do this, the Council is required to adopt a Waste Management and Minimisation Plan (WMMP) under section 43 of the Act.

This WMMP is a guiding document that identifies Central Otago’s vision, goals, objectives, targets and methods for achieving efficient and effective waste management and minimisation. It also provides information on how Council intends to fund the activities of the WMMP over the next six years.

In addition to the legislative framework in which this WMMP has been developed, it has also been developed in the context of the New Zealand Waste Strategy 2010 (NZWS) and its two goals of:

- Goal 1: reducing the harmful effects of waste
- Goal 2: improving the efficiency of resource use

This WMMP should also be read in association with Council’s Waste Assessment (WA). With the exception of the vision, goals, objectives and targets, those matters covered in detail in the WA are not repeated in full in this WMMP, but are summarised where appropriate.

This WMMP covers solid waste generated in the district including sludge from wastewater treatment plants, which is taken to AB Lime’s landfill in Southland. Alternative options for the treatment and disposal of sludge are currently being investigated and Council is looking to join Queenstown Lakes District Council in a vermicomposting trial at the Victoria Flats landfill. In developing the Plan to address solid waste in the district the Council has considered the waste minimisation hierarchy of reduce, reuse, recycle, and recover, treatment and disposal.

2.0 Vision, goals, objectives and targets

Working together, Council and the community can achieve more effective and efficient waste management and minimisation in the district. Council is proposing the following vision, goals, objectives and targets. Taken together these form the strategy for Council's WMMP.

2.1 Vision for the future

Our vision for the future is:

“Towards zero waste and a sustainable Central Otago”

2.2 Goals, objectives and targets

Goals

The goals that we will use are those from the New Zealand Waste Strategy:

- improving the efficiency of resource use
- reducing harmful effects of waste

Our objectives

Our objectives to meet our goals are:

Goals	Objectives:
Goal 1: Improving the Efficiency of Resource Use	1. Provide opportunities to minimise waste through reduction, reuse, recycling and recovery (in priority order)
	2. Educate producers and consumers about options and responsibilities
Goal 2: Reducing Harmful Effects of Waste	3. Avoid or mitigate any adverse effects on public health or the environment.
	4. Provide cost-effective and safe waste services
	5. Engage with the community on Council's progress

Table 1 Goal and Objectives

Our targets

Council has a number of targets for measuring progress towards our vision of zero waste as well as community outcomes of a sustainable environment and safe and healthy community.

How we measure success	Our targets
Total quantity of waste to landfill*	Incremental year on year reduction from 9,700 tonnes per year
Total amount recycled	Incremental year on year increase in tonnes per year from 2,000 tonnes per year
Percentage of residents that are satisfied with the execution of the waste management and minimisation services	To improve customer satisfaction with Council's waste management and minimisation services to 90% (as measured by the annual residents' opinion survey)
<i>* Does not include biosolids</i>	

Table 2 Targets for measuring success

3.0 The waste situation

3.1 Overview of existing waste management and minimisation infrastructure and services

A summary of the current services provided by Council and non-Council providers is outlined below. For a detailed description of Council and non-Council solid waste services, refer to Part 1 and Appendix 1 of the Waste Assessment.

Services provided by Council

Council provides a range of waste collection, recycling, recovery, processing and disposal services and facilities in the district that are funded through targeted rates, user fees and charges.

Council waste services and facilities include:

- Kerbside collection services for Alexandra, Cromwell, Bannockburn, Pisa Moorings, Omakau, Ophir, Bridge Hill, Clyde, Fruitlands, Teviot Valley, Ranfurly, Naseby
 - Two-weekly 240L wheelie bin for refuse
 - Four-weekly 240L wheelie bin for mixed recyclables
 - Four-weekly 240L wheelie bin for glass recyclables

- Recycling drop off facilities are provided at:
 - Alexandra, Cromwell, Omakau, Oturehau, Patearoa, Ranfurly, Roxburgh, and Tarras
- Transfer stations are provided at:
 - Alexandra, Cromwell, Ranfurly and Roxburgh
- Greenwaste drop-off facilities at transfer stations and Millers Flat drop-off point.
 - Greenwaste from Alexandra and Cromwell Transfer Stations is mulched and the product used on site for closed landfill remediation and on Council parks and reserves
- Cleanfill and hardfill is accepted at Alexandra, Cromwell transfer stations and the Ranfurly site (but are unable to take commercial quantities)
- Waste minimisation education/initiatives and programmes including:
 - Collaboration with the Rural Education Activities Programme (REAP)
 - Home composting workshops
 - Love Food Hate Waste
 - The Nappy Lady
 - Enviroschools programme
 - Sustainable Living Programme
 - MAD4CO (Making a Difference for Central Otago)
 - Providing information on Council's website, e.g. Waste Management and Minimisation Plan
- No hazardous waste disposal services are provided by Council.

Council does not operate its own landfill. Residual waste is sent to the Victoria Flats landfill in Queenstown Lakes District. Council has an agreement with Queenstown Lakes District Council (QLDC) to access the landfill until 2029. Council does however manage fifteen closed landfills which are monitored in accordance with their consents and an annual report provided to the Otago Regional Council.

Non-council provided services and facilities

- Private companies continue to provide user pays services to meet additional requirements of the community. There are commercial waste service providers operating in the district providing the following services:
- Residential refuse collection using 120L-240L bins to approximately 250 predominantly rural properties supplementing services outside the council collection boundary

- Commercial refuse collection
- Commercial organic material recovery
- Hazardous waste collection and disposal
- Recycling
- Greenwaste bins
- Wanaka Wastebusters (trading as Alexandra Wastebusters) provide a number of services including a reuse shop, metals and e-waste processing, commercial recycling, events recycling
- Smart Environment Ltd.'s Wakatipu Recycling Centre located in Queenstown processes Central Otago District Council's recyclables accepted through its kerbside collections and transfer station network.

3.2 Public health protection

The range of public and private waste services in the Central Otago District and Otago Region ensures public health will be adequately protected in the future. Central Otago has access to the Victoria Flats landfill in the Queenstown Lakes District Council area. The landfill's consent expires in 2029 but the site has capacity to accept waste beyond this date. The community has adequate access to council or privately-owned drop-off and collection services for refuse, hazardous waste and litter, but further waste minimisation is achievable as outlined in this Plan. This Plan proposes services for better waste minimisation.

In its feedback on the Central Otago District Council Waste Assessment, the Southern District Health Board stated in general terms supportive of the Waste Assessment and the 2018 Waste Minimisation and Management Plan. Specific feedback for the final version of the documents is yet to be provided.

3.3 Summary of waste flows, the volume and composition of waste and diverted materials

Figure 1 below shows waste and diverted material flows managed by the Council through its transfer station and resource recovery network with waste being disposed of at Victoria Flats Landfill in Queenstown Lakes District.

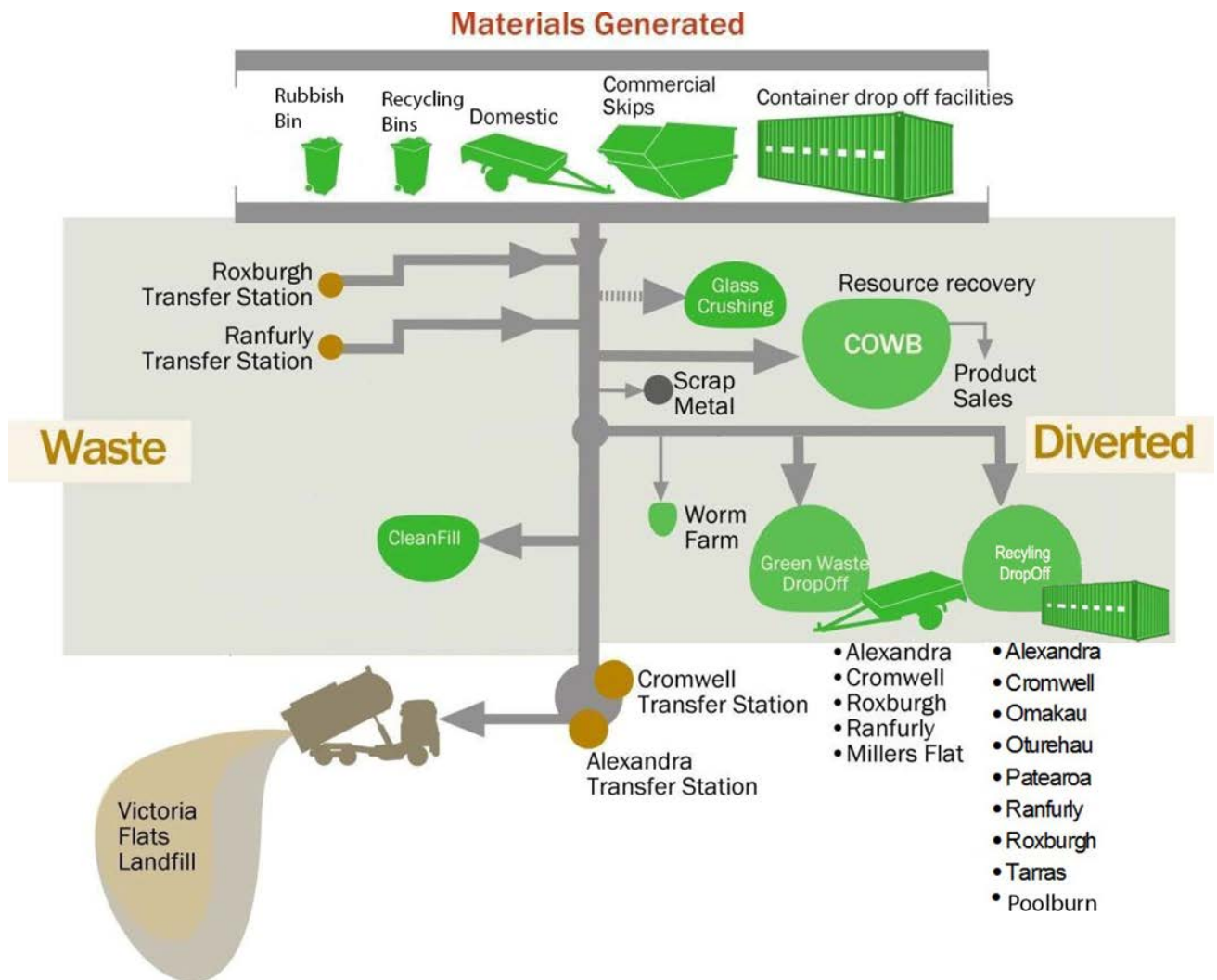


Figure 1 Source and Destination of Waste and Diverted Materials managed by the Council

The Council is currently sending approximately 8,000 tonnes of refuse to the Victoria Flats landfill. Around 30% of this waste is organic material, 14% paper and 12% plastics. The composition of Central Otago waste going to the Victoria Flats landfill is shown in Figure 2. More detailed information about the district's waste and its composition is provided in the Waste Assessment.

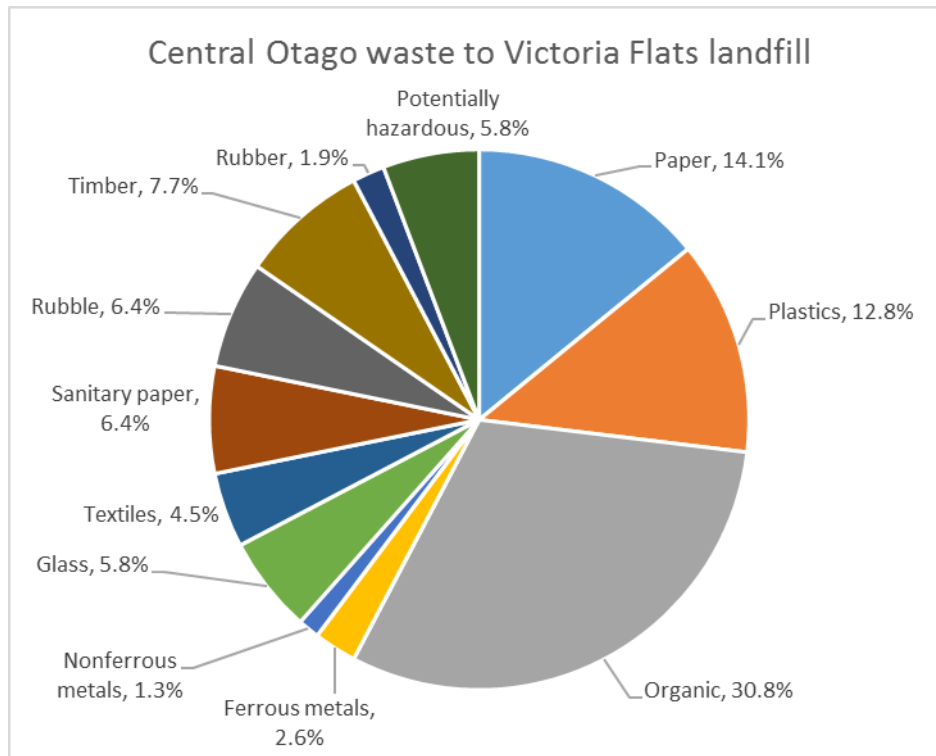


Figure 2 Composition of Central Otago District waste going to the Victoria Flats landfill

A summary of the total waste and total waste per capita in the Central Otago district shown in Figure 3 and Figure 4 below.

Figure 3 shows the total amount (tonnes) of waste generated per annum between 2008 and 2016. Waste going to landfill was relatively static between 2010/2011 and 2013/2014 with a noticeable decrease in 2014/15. The quantities of recycling and glass have also remained relatively static over the same period with the exception of 2015-16 when Council introduced a kerbside wheelie bin recycling service which resulted in an increase in recyclables, noticeably resulting in more than doubling of the amount of glass recycled. Greenwaste has also remained static since 2012. In 2015/16 there was an increase in the amount of waste being landfilled which aligns with feedback from residential users that the frequency of recycling collection services are not meeting their needs, resulting in an increased amount of recyclable material going to landfill. The increase in construction and demolition waste may be attributed to the recovery of the economy and associated construction boom in the Central Otago district.

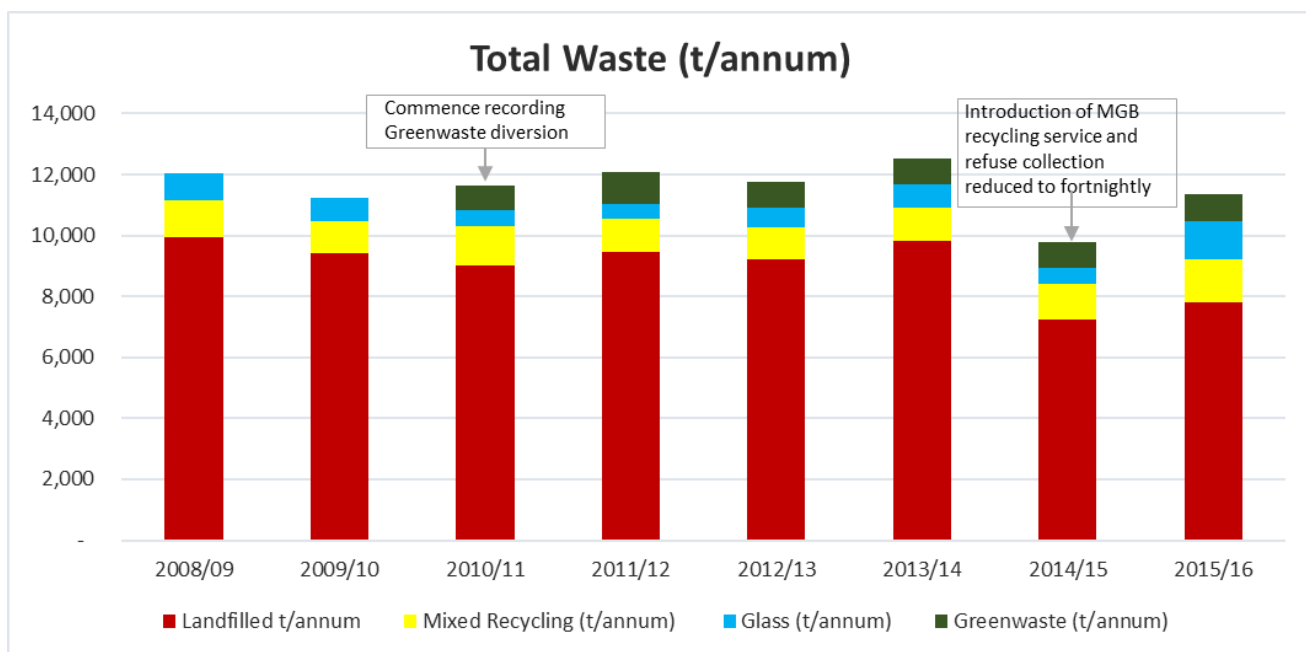


Figure 3 Composition of total waste (tonnes per annum)

Sewage treatment residuals

The sludge from Central Otago wastewater treatment plants is taken to AB Lime’s landfill in Southland. Alternative options for the treatment and disposal of sludge are currently being investigated as a means of dealing with the sludge. Currently Council is looking to join Queenstown Lakes District Council in a vermicomposting trial that commenced at the Victoria Flats landfill in April 2017.

3.4 Forecast future demand

As the population grows, the demand for waste services (collection, landfill and diversion) increases, and additional diversion services will be required to reduce the pressure on the Victoria Flats landfill, Council's transfer stations network, and recycling processing facilities in Queenstown Lakes District.

Population changes will have an impact on the demand for waste services in the district. In forecasting demand, Council's assessment is based on Rationale's growth projections 2018-2048 using a modified growth scenario based on Statistics New Zealand scenarios that is considered to be more accurate at the localised areas compared to the medium growth series shown in Figure 4 below. The usually resident population in 2018 is estimated at 18,500 growing to 21,600 in 2028 and 23,018 by 2048. This population increase is likely to result in an increase in the total number of dwellings from 10,682 (estimated in 2018), rising to 11,912 in 2028 and 13,090 in 2048. This will result in more households requiring servicing.

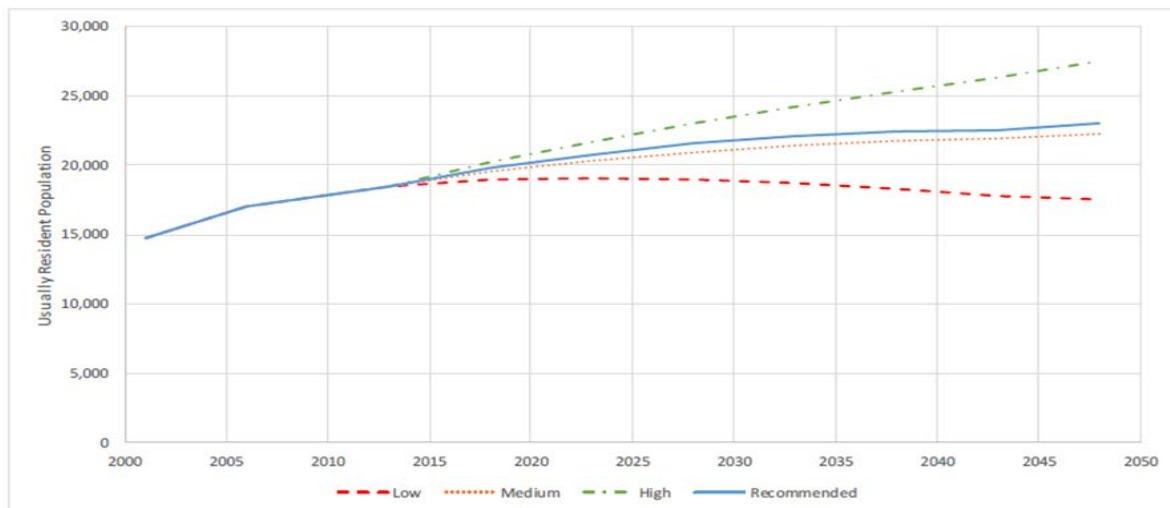


Figure 4 Resident population growth scenarios

3.5 Cost of the current level of service

Council provides its waste services and facilities at an annual cost of \$3.75 million. Funding is predominantly provided through rates (general and targeted; 68%), user charges (facility gate fees; 28%) and the rest (4%) from contributions including the national waste disposal levy. On average, ratepayers inside the kerbside serviced areas pay \$301 per household per year in targeted rates (2017/18), while those outside the kerbside serviced areas pay \$55 per household per year.

Solid waste accounts for approximately 9% of Council's total operating costs. Due to growth, it is anticipated that the current level of service will cost \$4.25 million by 2018/19.

Council Service	Funding Methods
Waste minimisation education and programmes and providing information on Council's website	Waste levy Targeted rate
Kerbside collection of waste	Targeted rate
Kerbside collection of recycling and supply and service of recycling drop off facilities	Targeted rate
Transfer stations	User charges
Green waste drop-off facilities at transfer stations and Millers Flat	User charges
Litterbin emptying services and removal of illegal dumping	General rate
Cleanfill and hardfill sites	User charges
Disposal of sludge from wastewater treatment plants	General rate
Closed landfill monitoring and aftercare	General rate

Table 3 Council services currently provided and their funding methods

4.0 Policies, plans and regulation

There is a clear legislative and policy framework within which the Council provides waste services and facilities within its district. A summary of the framework and legislation is outlined below, however a full and complete list of the legislation, plans and regulations that create the waste framework within which this WMMP is based, is included in Appendix A.

While the Waste Minimisation Act sets out the legislative requirements regarding waste, the New Zealand Waste Strategy 2010 (NZWS) provides the Government's strategic direction for waste management and minimisation in New Zealand. The goals of this WMMP replicate those from the NZWS.

Local, regional and national plans and policies affect the Council's provision of waste and diverted material services. Primarily, they are requirements under the WMA and the Local Government Act 2002. Figure 5 below illustrates the statutory planning requirements that the Council is required to follow.

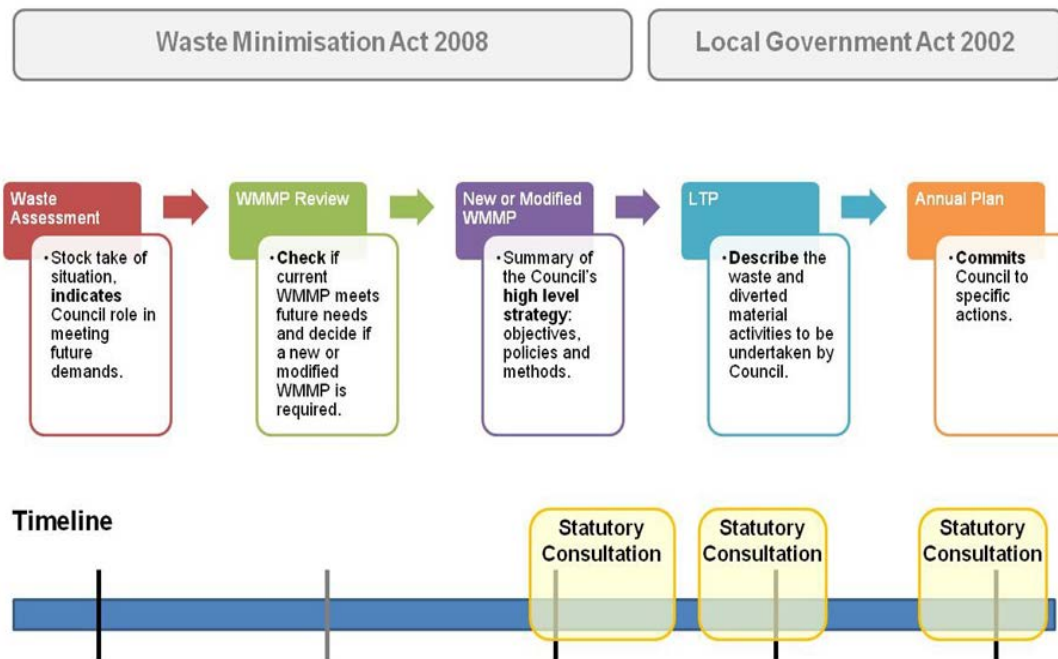


Figure 5 Statutory planning sequence

4.1 Key legislation

A summary of the key legislation affecting waste is listed below. A more detailed description of this legislation and a list of other related legislation is included in Appendix A:

- Waste Minimisation Act 2008
- Local Government Act 2002
- Resource Management Act 1991
- Climate Change Response Act 2002 (Emissions Trading)
- Litter Act 1979
- Health Act 1956

4.2 Other relevant documents

- The Council and Environment Southland have a number of other strategic documents that are integral to waste management, including:
 - Otago Regional Policy Statement
 - Otago Regional Waste Plan
 - Central Otago District Council Long Term Plan 2015-2025 (note the 2018-2028 Plan will be informed by this WMMP)
 - Central Otago District Council Solid Waste Asset Management Plan 2012

5.0 Proposed methods for achieving effective and efficient waste management and minimisation

5.1 Council's role

In undertaking this WMMP Council has considered what options are available for it to achieve effective and efficient waste management and minimisation to meet future demands for services and facilities.

The role of the Council includes:

Service provision	Providing or facilitating the provision of waste management or waste minimisation service
Governance	Council further investigating demand and the cost effectiveness of services and options to meet demand, either alone or in collaboration with other Council's or private sector parties
Regulation	The Council using a legal mechanism to facilitate or promote waste management and waste minimisation e.g. bylaws and District Plan rules
Community leadership	Providing information and promoting awareness and involvement in waste management and waste minimisation activities
Advocacy	Promoting actions to address waste reduction and waste management issues which are outside the Council's direct control e.g. advocate for appropriate legislation, standards and guidelines to the Regional Council and the Government
Financier	Investing in initiatives that facilitate waste management and minimisation activities, e.g. grants and subsidies

In providing waste management and minimisation services, the Council will aim to make existing services more cost effective and ensure that any increases to levels of services are both cost effective and affordable. The Council will, as far as practicably possible, make services accessible to the majority of the district.

5.2 Collaboration with neighbouring councils on waste services

Council is working collaboratively with neighbouring councils on waste minimisation issues and opportunities, including a regional Section 17A service delivery review. Council will continue to provide waste services and has not considered opting out of providing those services for the district at this time.

5.3 Identified district waste issues

Council has reviewed progress against the previous WMMP action plan and has identified waste issues that need to be addressed. The options considered to deal with these issues include education, regulation, and service provision. Options were assessed for alignment with the vision, goals and objectives, costs and ease of implementation before a preferred option was identified. Table 4 below provides a summary of the issues and Council's preferred option to deal with each issue.

#	Issue	Preferred option to respond to issue
1	Increasing percentage of kerbside refuse is being disposed to landfill	See issue 2 below - change frequency of recycling collection services <i>Refer Part 3 of WA Issue 2 (d)</i>
2	Capacity of wheelie bins and frequency of kerbside collection services	Fortnightly collection for mixed recycling (yellow bin – increased from four weekly) and eight weekly collection of glass bottles and jars (blue bin – decreased from four weekly). Fortnightly collection of household rubbish (red bin) retained <i>Refer Part 3 of WA Issue 2 (d)</i>
3	Fees and charges for waste services	Set fees and charges that are cost-effective, fair and equitable, incentivise waste reduction, and support improved resource recovery <i>Refer Part 3 of WA Issue 3 (b)</i>
4	Meeting differing needs of rural and urban households and businesses	Develop a policy for when and how to service areas beyond those currently serviced by Council's collection route <i>Refer Part 3 of WA Issue 4 (a)</i>
5	Biosolids disposal	Investigate alternatives to landfill disposal for the management of biosolids <i>Refer Part 3 of WA Issue 5 (a)</i>
6	Hazardous waste disposal	Introduce hazardous waste disposal services for domestic quantities of hazardous waste by way of facilities at council transfer stations <i>Refer Part 3 of WA Issue 6 (d)</i>
7	Construction and demolition waste going to landfill	Monitor quantities and investigate potential diversion opportunities, potentially in collaboration with the waste industry or neighbouring councils <i>Refer Part 3 of WA Issue 7 (a)</i>

#	Issue	Preferred option to respond to issue
8	Public place waste management	Undertake a stocktake of the approaches used and develop objectives and levels of service that recognise different needs <i>Refer Part 3 of WA Issue 8 (a)</i>

Table 4 Summary of District specific issues and preferred option to respond to each issue

A full description of these issues and a high-level assessment of all options is included in Part 3 of the WA.

Part B

1.0 Action Plan

1.1 Action Plan

The proposed action plan shows how Council's proposed actions address the key issues and how the activities will be funded.

Objective	Action	New/ existing	Implementation timeframe	Funding source
1. Provide opportunities to minimise waste through reduction, reuse, recycling and recovery (in priority order) (Issue 1, 2, 4, 7, & 8)	Develop a Solid Waste bylaw to support best practice waste management and minimisation	Existing	2018/19	General rates
	Work closely with Ngai Tahu and the wider Maori community on waste and resource stewardship issues in Central Otago. Adopt strategies which incorporate Maori approaches to waste and resource stewardship; recognising the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, wahi tapu and other taonga	Existing	Ongoing	General rates
	Encourage and support community based solutions for the exchange, trade or resale of reusable items. Establish infrastructure at transfer stations and in rural communities as required (Cromwell and other sites to be identified)	Existing	2018-2020	General rates
	Develop triggers in the demolition consent process that encourage reuse of demolition materials, minimise waste, and ensure safe disposal of waste materials. Potential link to Solid Waste bylaw development	Existing	2018/19	General rates
	Integrate recovery, recycling and waste disposal infrastructure at key locations to encourage greater diversion from landfill	Existing	Ongoing	General rates Targeted rate

Objective	Action	New/ existing	Implementation timeframe	Funding source
	Expand the kerbside recycling routes and network of recycling drop-off centres when required to meet the growing needs of our communities (consider areas not included in Council's kerbside collection area). Develop a policy for when and how to service areas beyond those currently serviced by Council's collection route.	Existing	Ongoing	General rates Targeted rates
	Identify recycling options for specific material streams	Existing	Ongoing	General rates
	Change the frequency of recycling collections to better meet customer demand by providing fortnightly collection for mixed recycling (yellow bin – increased from four weekly) and eight weekly collection of glass bottles and jars (blue bin – decreased from four weekly). Fortnightly collection of household rubbish (red bin) retained	New	2018/19	General rates
	Monitor quantities of construction and demolition waste and investigate potential diversion opportunities, potentially in collaboration with the waste industry or neighbouring councils	New	2018/19	General rates
	Undertake a stocktake of the approaches used for public place waste management and develop objectives and service that recognize different needs of different facilities	New	2018/19	General rates
2. Educate producers and consumers	Provide support and facilitate learning opportunities to increase wise resource use, increase environmental sustainability and minimise waste (includes school programs and resource stewardship such as Enviroschools, Sustainable Living Programme)	Existing	Ongoing	Waste levy

Objective	Action	New/ existing	Implementation timeframe	Funding source
about options and responsibilities (Issue 1 & 2)	Encourage greater participation in the existing kerbside recycling collection through a targeted education campaign	Existing	Ongoing	General rates
	Support any change to recycling collection cycles (Council to consult on providing a fortnightly mixed recyclables and 8 weekly glass bottles and jar collection service) through a targeted education campaign	New	2018/19	General rates
3. Avoid or mitigate any adverse effects on public health or the environment (Issue 5)	Encourage the Otago Regional Council to review the Regional Waste Plan 1997	Existing	Ongoing	General rates
	Manage Council cleanfill sites to ensure disposal of cleanfill material only and ensure operation in line with best practice. Could be considered as part of the development of a Solid Waste Bylaw.	Existing	Ongoing	General rates
	Investigate alternatives to landfill disposal for the management of biosolids	Updated Existing	Ongoing	General rates
	Investigate the opportunity to join Queenstown Lakes District Council in a vermicomposting trial at the Victoria Flats landfill.	New	2018/19	General rates

Objective	Action	New/ existing	Implementation timeframe	Funding source
4. Provide cost effective and safe waste services (Issue 3 & 6)	Provide facilities at Council transfer stations for domestic quantities of hazardous waste	Updated Existing	2018/19	General rates
	Consider pricing policy for cleanfill disposal and develop a long term strategy for provision of this service within the community	Existing	2018/19	General rates
	Review the number of commercial properties using the Council service, and the commercial waste targeted rate, to determine whether a commercial opt out option should be made available	New	2018/19	Targeted rates
	Provide a cost effective equitable service for customers using price as a tool to support changes to behaviour to maximise recycling and minimise waste to landfill	New	2018/19	General rates Targeted rates User charges
	Set fair and reasonable charges for Greenwaste drop off points that are within market rates and cover the cost of providing the service and to encourage better quality greenwaste being dropped off	New		User charges

Objective	Action	New/ existing	Implementation timeframe	Funding source
5. Engage with the community on Council's progress (Issue 1 & 2)	Provide ongoing communication to members of the public with regards to Council's progress on delivering the objectives and action plan outlined in the Waste Management and Minimisation Plan 2018.	New		General rates

Table 5 Proposed WMMP Action Plan (condensed) – showing both existing and new actions

2.0 Funding

2.1 Funding the plan

The action plan will be funded using the suite of tools available to Council in the delivery of solid waste services. The activities will be funded by:

- general rates
- targeted rates
- fees and charges (including gate fees, licensing fees, user pays)
- subsidies and grants
- debt (if required)

Through the action plan, it is expected that the cost for the provision of the services will not increase.

2.2 Waste minimisation levy funding expenditure

Council will continue to use the Waste Minimisation Levy funding income to fund waste education, investigations, trials, and to fund capital expenditure for diversion facility upgrades.

2.3 Grants

Section 47 of the Waste Minimisation Act gives councils the ability to give grants to a person, organisation or group to promote or achieve waste management and minimisation. Under this WMMP, the Council will give grants at its discretion and on any terms of condition it deems appropriate provided there is an allocated and approved budget for that activity.

3.0 Monitoring, evaluating and reporting progress

3.1 Monitoring and evaluation

The Council intends to monitor and report on progress regarding the WMMP. Accurate information on how services provided by Council are performing is essential for monitoring the effectiveness of the Plan's vision, objectives, goals and methods and planning for future demand.

Council's current levels of service and performance measures are in the 2015-2025 Long Term Plan and are focussed on:

- engaging the community in waste reduction and the wiser use of resources

- providing compliant waste systems and facilities

Council will review its key performance indicators as part of the 2018-2028 Long Term Plan. Data will be gathered through community satisfaction surveys, Council records (Call Centre records, KPIs, etc.), contractors and Solid Waste Analysis Protocol Audits (SWAPs). Progress will be reported through Council publications, website and the annual report.

4.0 Reporting

The Council will report progress of the implementation and effectiveness of this WMMP through:

- Annual Reports
- Council's website

The Council will also provide progress reports of expenditure of its waste levy funds to the Ministry for the Environment.

Glossary

Key Definitions and abbreviations

Clean fill/clean fill material	inert materials disposed of, into or onto land, at a consented clean fill. Materials typically include construction and demolition waste such as concrete, uncontaminated soil and rock.
Commercial waste	waste from premises used wholly or mainly for the purposes of trade or business, recreation or entertainment, excluding, mines, quarries and agricultural waste. May also include some household waste collected by commercial operators
Diverted material	anything no longer required for its original purpose and, but for commercial or other waste minimisation activities, would be disposed of or discarded, and includes any materials that are recyclables, compostable, or can be recovered and/or re-used, as determined by the Council by resolution
Hazardous waste	waste that is potentially harmful to human and/or environmental health. It typically has one or more of the following hazard properties: explosive, flammable, oxidising, corrosive, radioactive, toxic or ecotoxic, or it may react with air or water to have one of these properties
Household waste	solid waste generated by households. Household waste does not include divertible waste, hazardous waste, commercial waste, prohibited waste, trade waste or liquid waste of any nature, or any material banned or prohibited under the Council's solid waste bylaw
Organic waste	compostable materials that are organic in origin and appropriate to be used as feedstock for composting, and includes green waste and food waste
Recycling	the reprocessing of waste or diverted material to produce new materials
Resource Recovery Park (RRP)	a facility where solid waste materials such as residual waste, construction and demolition waste, recyclables, organics waste and household hazardous wastes are delivered for sorting or before taken away for treatment, processing, recycling or disposal, and which may also include a retail outlet for the re-sale of used goods and materials deposited at the site.
Reuse shops	items that are salvaged or diverted from the waste stream undergo little or no modification and are sold at shops run by the community or territorial authorities

Sewage treatment residuals	solid wastes generated through the process of wastewater treatment
Solid Waste Analysis Protocol (SWAP):	a study to determine the composition of waste as described by the Ministry for the Environment
Transfer Station (TS)	a facility where solid waste materials such as residual waste, construction and demolition waste, recyclables, organics waste and household hazardous wastes are delivered for consolidation before being taken away for treatment, processing, recycling or disposal
Waste	anything disposed of, or discarded, and: <ul style="list-style-type: none"> • 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 • to avoid doubt, includes any component or element of diverted material, if the component or element is disposed of or discarded.
Waste disposal levy	a levy imposed under the Waste Minimisation Act 2008 on waste
Waste minimisation	the reduction of waste and the reuse, recycling and recovery of waste and diverted material

Part C

Appendix A – Legislative 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.

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
- product 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 provides 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

Waste Disposal Levy

From 1 July 2009, the Waste Minimisation Act introduced a waste disposal levy on all waste disposed of at disposal facilities, currently \$10 per tonne, to:

- raise revenue for promoting and achieving waste minimisation
- increase the cost of waste disposal, to recognise that disposal imposes costs on the environment, society, and the economy

Half of the levy money is given to territorial authorities on a population basis, and the remainder of the levy is available via a contestable fund. The portion returned to Council can only be spent to promote or achieve waste minimisation and in accordance with a Council's WMMP.

Local Government Act 2002

The Local Government Act 2002 (LGA) provides the general framework and powers under which New Zealand's democratically elected and accountable local authorities operate. The LGA contains various provisions that may apply to councils when preparing their WMMPs, including consultation and bylaw provisions. For example, Part 6 of the LGA refers to planning and decision-making requirements to promote accountability between local authorities and their communities, and a long-term focus for the decisions and activities of the local authority. This part includes requirements for information to be included in the long-term plan (LTP), including summary information about the WMMP.

Bylaws

The Council does not currently have a solid waste bylaw but may consider the use of a bylaw as an option for dealing with waste issues in the district in the future.

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 on to 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, noncomplying 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 (NES for Air Quality) Regulations 2004. This NES requires certain landfills (e.g. those with a capacity of more than one 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.

New Zealand Emissions Trading Scheme

The Climate Change Response Act 2002 and associated regulations is the Government's principal response to manage climate change. A key mechanism for this is the New Zealand Emissions Trading Scheme (NZ ETS) The NZ ETS puts a price on greenhouse gas emissions, providing an incentive for people to reduce emissions and plant forests to absorb carbon dioxide.

Certain sectors are required to acquire and surrender emission units to account for their direct greenhouse gas emissions or the emissions associated with their products. Landfills that are subject to the waste disposal levy are required to surrender emission units to cover methane emissions generated from landfill. These disposal facilities are required to report the tonnages landfilled annually to calculate emissions.

Climate Change Response Act 2002 (Emissions Trading) and the Climate Change Amendment Act 2008

The Climate Change Response Act 2002, Climate Change (Waste) Regulations 2010 and Amendments to the Climate Change (Unique Emissions Factors) Regulations are implemented through the New Zealand Emissions Trading Scheme (ETS). The purpose of the ETS is to reduce the amount of greenhouse gases emitted in New Zealand. The waste sector is affected by the ETS, as those who operate landfills are required to participate in the scheme and report emissions.

Although the Council no longer operates a landfill within the District, there are implications for the Council from disposing of waste to the regional landfill.

The Climate Change Amendment Act 2008 provides for disposal facility regulations and the ETS.

Litter Act 1979

Under the Litter Act 1979 it is an offence for any person to deposit litter of any kind in a public place, or onto private land without the approval of the owner. The Litter Act is enforced by territorial authorities, who have the responsibility to monitor litter dumping, act on complaints, and deal with those responsible for litter dumping. Councils reserve the right to prosecute offenders via fines and infringement notices administered by a litter control warden or officer. The maximum fines for littering are \$5,000 for a person and \$20,000 for a corporation. Council powers under the Litter Act could be used to address illegal dumping issues that may be included in the scope of a council's waste management and minimisation plan.

Health Act 1956

The Health Act 1956 places obligations on councils (if required by the Minister of Health) to provide sanitary works for the collection and disposal of refuse, for the purpose of public health protection (Part 2 – powers and duties of local authorities, section 25). The Act specifically identifies certain waste management practices as nuisances (section 29) and offensive trades (Third Schedule). The Health Act enables councils to raise loans for certain sanitary works and/or to receive government grants and subsidies, where available. Health Act provisions to remove refuse by local authorities have been repealed.

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

Other waste related legislation

Other legislation relevant to waste management and minimisation includes:

- Health and Safety at Work Act 2015 (HSWA) is New Zealand's workplace health and safety law. HSWA sets out the principles, duties and rights in relation to workplace health and safety
- Hazardous Substances and New Organisms Act 1996 that provides regulations and standards related to hazardous substances
- Local Government (Rating) Act 2002
- Health Act 1956 and its provisions for local authorities to provide for collection and disposal of refuse and other offensive matter and for the licensing of offensive trades
- Freedom Camping Act 2011 which controls freedom camping on all land controlled or managed by a particular local authority

Regional policy statements, regional plans and strategies

The Otago Regional Council has a Regional Policy Statement and Regional Waste Plan which contains rules relating to discharges to air, land and water, which are relevant for facilities (e.g. resource recovery parks, transfer stations, landfills) and waste processing (e.g. composting, biosolids processing).

International commitments

New Zealand is party to the following key international agreements:

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