



# **Waste Minimisation and Management**

**Plan 2018**

June 2018

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## Part A

### Foreword

The Queenstown Lakes District is world renowned for its clean mountain air, stunning landscapes and crystal clear water. These elements form a large part of why this is such a popular place to live and why our international and domestic visitor numbers continue to grow.

With consumption of goods and services at an all-time high in the district, sustainable and effective minimisation and management of the waste this creates is essential. Our community has demonstrated during the consultation on this plan, that waste minimisation is something a great deal of us are passionate about.

The consultation feedback was fantastic and we were given some excellent direction for the future. Firstly, you agreed we should get on and divert glass and organic material from the landfill for the whole district. Work on this is underway and we hope to roll out a new and consistent kerbside bin service for glass in 2019. The next step will be to focus on identifying solutions for beneficial reuse of organic material.

I am also happy to report that as a result of the consultation feedback, Councillors have agreed to support more community initiatives that reduce waste at source. This means connecting more with the community and local business to facilitate change. To get started we will be promoting initiatives, services and actions that can help our residents and businesses reduce waste. QLDC will also look to provide additional funding for school programmes and establish a contestable fund for community waste minimisation initiatives.

Finally, some concern was noted in the feedback that Council were not focussing on construction and demolition waste in this period of construction boom. While our priority remains focussed on diverting glass and organics from landfill, we remain committed to enabling private or community sector development of construction and demolition waste recovery opportunities.

I would like to personally thank all those who took the time to contribute to the consultation process. As you can see, this valuable information, combined with other important actions in the Waste Minimisation and Management Plan 2018 will help guide a sustainable direction for our waste in the years to come.

We look forward to sharing the journey with you.

Kind Regards

Jim Boulton

Mayor Queenstown Lakes District Council

# 1 Introduction

Queenstown Lakes District Council (Council) has a statutory responsibility to promote effective and efficient waste minimisation and management within the Queenstown Lakes District under the Waste Minimisation Act 2008 (WMA). In order to do this, the Council is required to adopt a Waste Minimisation and Management Plan (WMMP, the Plan).

This WMMP is a guiding document which identifies Council's vision, goals, objectives, targets and methods for achieving effective and efficient waste minimisation and management. It also provides information on how Council intends to fund the activities.

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 and its two goals:

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

Many of us have developed wasteful attitudes towards products and materials. According to the World Bank in terms of urban waste, New Zealand rates as the tenth most wasteful country in the world. The average New Zealander, for instance, throws away 734kg of rubbish a year. We need to change our throw-away culture and do more to reduce, reuse and recover these materials. The traditional Council-provided services to collect rubbish and recycling from the kerbside is no longer adequate in today's changing environment. For example, China's recent ban on importing some of NZ's recyclable material is having an impact locally. We cannot remain complacent and expect that sending our recycling overseas is the right solution to managing our waste.

To achieve truly sustainable solutions we need to significantly reduce our levels of consumption and shift away from the linear thinking of 'take - make - waste'. Transitioning to a circular economy where resources are kept in effective and efficient use for as long as possible and do not harm the environment should be a goal for all of us. This Plan makes a start in the Council's journey towards this goal.

For example, single-use plastics are one of the world's biggest concerns. Reducing our use of disposables and single-use plastics could significantly reduce our landfill waste and our recycling volumes. To achieve this, Council is proposing to increase the level of support for community-led waste minimisation initiatives. This will include a community contestable fund and more promotion of events, workshops and programmes that minimise waste.

We also need to improve our current recycling infrastructure and develop new circular strategies for waste. The actions include Council's preferred option to divert waste from landfill through a focus on glass and organics. This will mean new kerbside services and an upgrade to the recycling and waste disposal facilities. The upgrades at the Wanaka and Wakatipu sites will focus on maximising recycling and resource recovery.

In developing this Plan, Council considered the waste minimisation hierarchy of reduce, reuse, recycle, recover, treatment and disposal. During the consultation of the Plan, Council was asked to better identify where the resulting actions sat in relation to the waste hierarchy. To identify this, the final adopted actions have been listed in under the following activities;

- Waste Reduction – Reducing waste at source e.g. school enviro programmes, 'Love Food Hate Waste' campaigns, plastic bag free campaigns, waste free parenting workshops etc
- Resource Recovery – Diverting waste from landfill e.g. recycling, greenwaste mulching, food waste collections etc

- Waste Disposal – Collecting, transporting and disposing of waste e.g. rubbish collection, public place litter bin servicing, closed landfill monitoring etc

As a result of the Plan’s consultation process, Council also agreed to adopt more meaningful language in the context of zero waste. This will include making changes to its guiding documents and systems to be consistent with the vision of the WMMP, ‘towards zero waste and a sustainable district’. The changes are intended to help shift our thinking and our actions to adapt to our changing environment, minimise waste and maximise resource recovery. The changes will take some time to implement across Council systems and processes but will help remind us of waste minimisation priorities.

This Plan should also be read in association with the QLDC Waste Assessment which is attached as Appendix A.

## 2 Vision, goals, objectives and targets

Working together, Council and the community can achieve more effective and efficient waste minimisation and management 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 district’*

### 2.2 Goals, objectives and targets

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.

#### 2.2.1 Our objectives

Our objectives to meet our goals are:

Table 1 Objectives

Goals	Objectives:
Goal 1: Improving the Efficiency of Resource Use	Provide and support opportunities to minimise waste through reduction, reuse, recycling and recovery (in priority order)
	Educate and support generators (residents, visitors, and businesses) with options and responsibilities
Goal 2: Reducing Harmful Effects of Waste	Avoid or mitigate any adverse effects on public health or the environment
	Provide effective and efficient waste minimisation and management services supported by the right funding mechanisms

#### 2.2.2 Our targets

Council measures performance through its Ten Year Plan and Annual Plan. The proposed measures for the Ten Year Plan 2018/2028 are:

Measure	Comment
Total waste to landfill (Tonnes per year)	Existing measure adjusted for total volume
Total waste diverted (Tonnes per year)	Existing measure adjusted for total volume
Consent Compliance (%)	Existing measure
Customer Satisfaction (%)	Existing measure

The adopted programme will determine the targets.

## 3 The waste situation

### 3.1 Overview of existing waste minimisation and management infrastructure and services

A summary of the current services provided within the district is outlined below. For a detailed description refer to Appendix A – QLDC Waste Assessment.

#### 3.1.1 Services provided by Council

Council waste minimisation and management services and facilities include:

- Kerbside refuse collection using Council approved bags and wheelie bins
- Rural refuse collection points
- Kerbside recycling collection
- Rural recycling drop-off facilities
- Transfer station - Frankton (Queenstown). Acceptance of waste, green waste, used tyres, domestic quantities of hazardous wastes, whiteware and scrap metal
- Transfer Station – Wanaka. Acceptance of waste, green waste, used tyres, domestic quantities of hazardous wastes, whiteware and scrap metal
- Wakatipu Recycling Centre - Material Recovery Facility owned and operated by private contractor on a site owned by Council. Acceptance, sorting and storage of recyclable materials. Consolidation of separated recyclables and transport to processing facilities within NZ and overseas. Operation of a resale shop.
- Victoria Flats landfill – owned by Queenstown Lakes District Council, operated by SCOPE Resources Ltd. Accepts waste from the Queenstown Lakes and Central Otago Districts.
- Rural greenwaste drop off points in Glenorchy, Kingston, Luggate, Hawea and Makarora
- Biosolids processing and disposal
- Provision and servicing of public place recycling and litter bins
- Waste minimisation initiatives and programmes
- Inorganic (bulky items) collections in Glenorchy, Makarora and Kingston
- Subsidised 'Bokashi' bins for home composting initiative
- Monitoring and maintenance of nine closed landfills.

#### 3.1.2 Non-Council provided services and facilities

Private companies and the community sector provide user charge services to meet additional requirements of the community. The following services are known to be provided:

- Wanaka Wastebusters a community-owned resource recovery centre in Wanaka, provides recycling, reuse and zero waste education services
- Collection of recyclables, greenwaste, soft plastics and glass bottles by private companies and by community sector



- Private collection services for refuse and recycling for residential and commercial customers, including skip bin services for construction and demolition waste and waste minimisation and management services at public events
- Disposal of cleanfill materials at cleanfill/hardfill sites.

### **3.2 Public health protection**

The range of public and private waste services in the Queenstown Lakes District and Otago Region ensures public health will be adequately protected in the future. Council owns a landfill that is currently meeting its waste disposal needs. The community currently has adequate access to Council or privately-owned drop-off and collection services for rubbish, recycling, greenwaste, hazardous waste and litter, but further waste minimisation is achievable as outlined in this plan.

In its feedback on the QLDC Waste Assessment, the Southern District Health Board requested further information on; the life of the landfill, the desirability of increasing the amount of diverted construction and demolition waste, the inclusion of timeframes/targets for proposed actions and the importance of ongoing evaluation. Further explanation as to why business case option six was chosen as Council's preferred option was also suggested. This feedback has been considered in the final development of this Plan.

### **3.3 Summary of the volume and composition of waste and diverted materials**

Extrapolating from the 2016 Solid Waste Analysis Protocol audit (SWAP) the Council is currently sending approximately 33,748 tonnes (t) of waste to the Victoria Flats landfill per year. Around 22,412t is from transfer stations, 2,132t is from Council kerbside collections, 2,652t is glass from the Wakatipu Recycling Centre and 5,044 t is from general waste. More detailed information about the district's waste and its composition is provided in Appendix A - QLDC Waste Assessment.

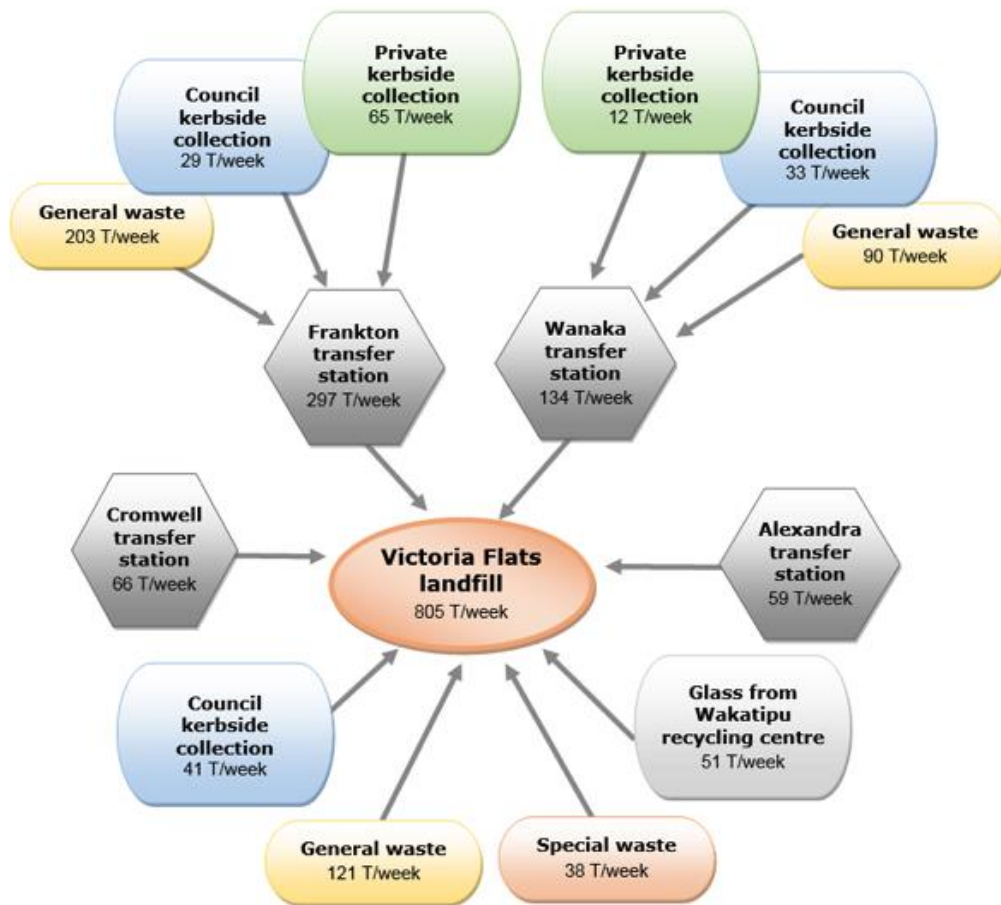


Figure 1 Victoria Flats landfill waste flows – July and August 2016 (2016 SWAP)

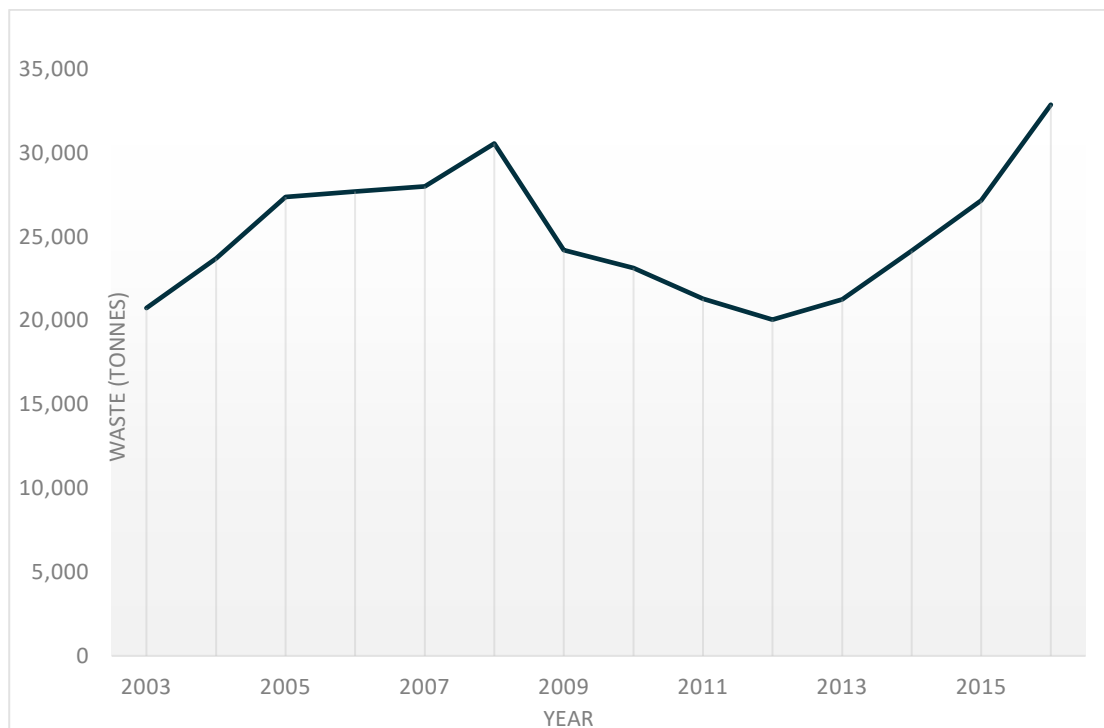
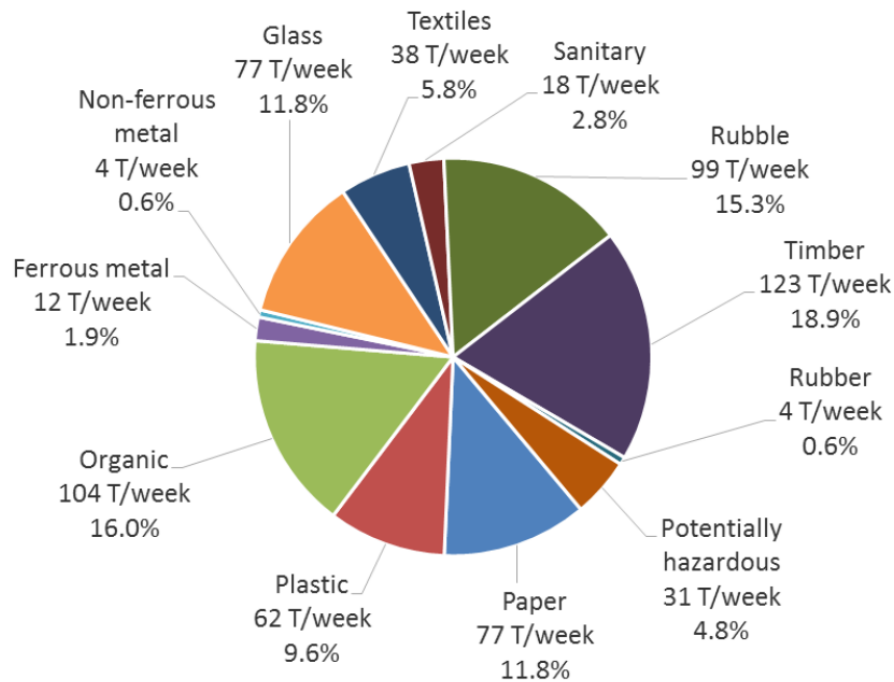


Figure 2 Waste quantities (tonnes) sent to Victoria Flats landfill from Queenstown Lakes District 2003-2016

Figure 2 shows the amount of waste generated by the Queenstown Lakes District that is disposed at the Victoria Flats landfill. From 2003 to 2008 there was an increase in the amount of waste going to the landfill, however, this

dropped back in 2012 as a result of a slowdown in economic activity following the Global Financial Crisis. Since 2012 there has been a steady increase in waste going to the landfill, and in 2016 it is at its highest currently recorded. This increase aligns with significant growth in the district (currently around 10% per year), recent landfilling of glass and the 100,000+ visitors to the district in 2015/16.

The landfill has capacity to dispose of waste to around 2045. This is not an immediate driver for this Plan. The focus is to improve the efficiency of resource use and reduce the harmful effects of waste to move towards zero waste and a sustainable district.



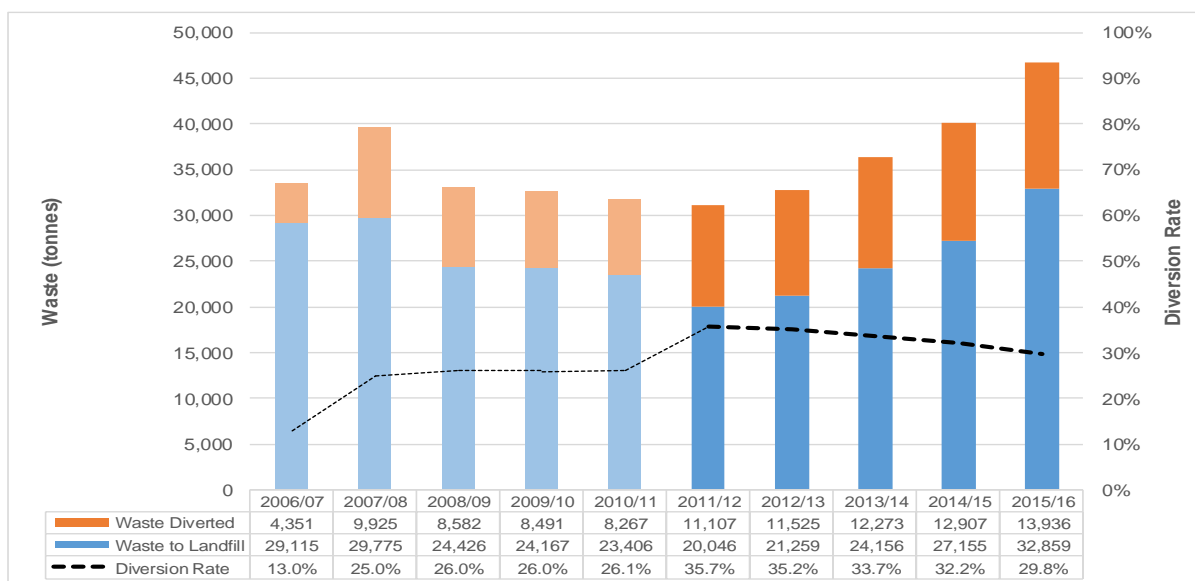
**Figure 3 Primary composition of Victoria Flats landfill waste from Queenstown Lakes District (from 2016 Survey report)**

Figure 3 gives the waste composition breakdown of the types of waste entering the Victoria Flats landfill from the Queenstown Lakes District. Timber was the largest component with 18.9% of the total by weight. Organic material was the next highest component at 16%, and rubble close behind at 15.3% of total weight.

### 3.3.1 Diverted material

Diverted materials are those predominantly from; kerbside recycling collection services, drop-off facilities for recycling and green waste and, re-use/re-sale shops. The QLDC Annual Report 2015/2016 indicates that diversion from landfill increased from 226kg to 260kg per head of population from 2014/15 to 2015/16.

Figure 4 shows the percentage of waste diverted. The figures prior to 2011/12 are taken from the 2012 QLDC Asset Management Plan (AMP). The underlying waste tonnage figures in the 2012 AMP were taken from different sources, however the historical figures still provide some comparison with the last five years.



**Figure 4 Queenstown Lakes District waste generated and waste diversion rate**

Figure 4 shows that the amount of waste diverted has increased in recent years, however the total amount of waste generated has increased at a greater rate. This has resulted in a decrease in the diversion rate over the last five years. The SWAP has identified there is potentially 53% of divertable material across the waste streams which presents a significant opportunity for Council to reduce divertable material going to landfill.

### 3.3.2 Sewage treatment residuals

The sludge from Council’s waste water treatment plants is currently taken to AB Lime’s landfill in Southland. Council is exploring other options to dispose of sludge and is currently trialling a vermicomposting solution as an alternative means of dealing with sludge. The end product could be used as soil conditioner for land used to produce hay or silage. Vermicomposting also uses greenwaste, food waste and cardboard as feed material.

Recent development in plans for a solar drying facility near Luggate to process Wanaka’s sludge have identified it will no longer be going ahead. As a result, Council will be reviewing its biosolids management strategy.

### 3.3.3 Forecast of future demand

The Queenstown Lakes District is one of the fastest growing parts of the country. Total waste in the district is expected to increase due to high population, visitor and economic growth. Queenstown Lakes District also has a significant rural area. As the population increases so does the demand for waste and diversion services. Capacity improvements for the waste and diversion facilities will be required to accommodate the expected increases in material. Or, alternative facilities will need to be identified.

Population growth increases the demand for waste minimisation and management services. Visitor and economic growth will increase demand for commercial collections and increased demand on Council, community sector and

private facilities, including transfer stations, recycling facilities and the Victoria Flats landfill.

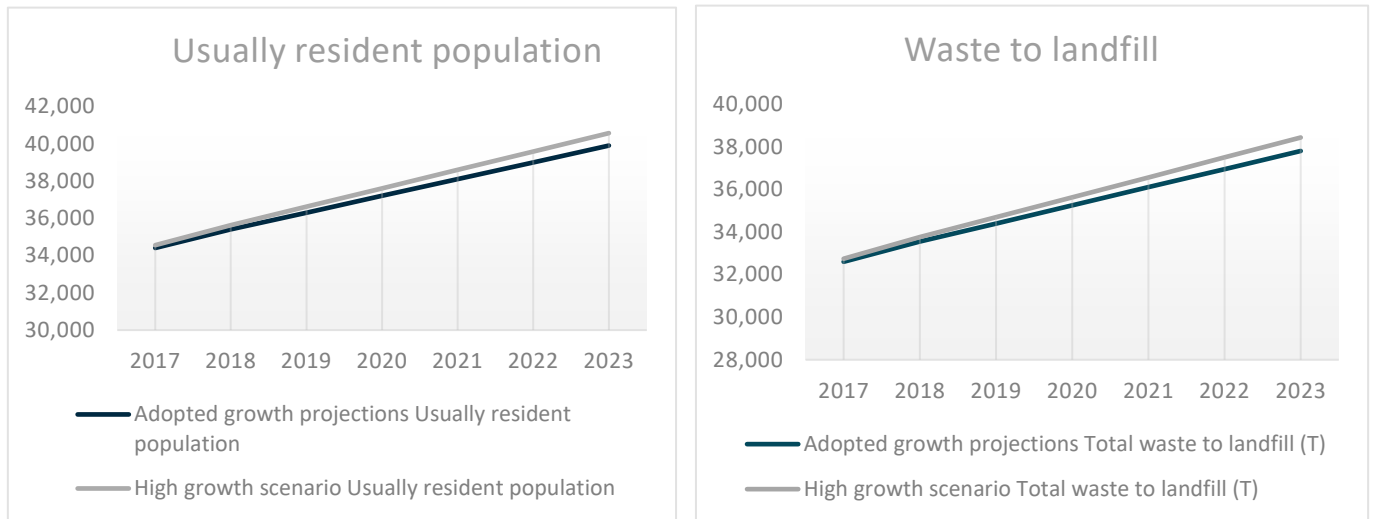


Figure 5 Projected Population and Waste to landfill comparison

### 3.4 Cost of the current level of service

Council provides its waste minimisation and management services and facilities at an annual cost of \$7,802,727 (Full year cost in 2015/16). Funding is predominantly provided through general and targeted rates and user charges. The waste minimisation and management services account for 7% of Council’s total operating costs and 4.4% of Council’s rates funding.

Due to growth it is anticipated that the current level of service will cost \$9,407,982 in the full year 2017/18.

Table 2 Council services currently provided and their funding methods

Council Service	Funding Methods
Waste minimisation education/initiatives and programmes	Targeted rate / Waste levy
Kerbside collection of waste (bags)	User charges
Kerbside collection of recyclables	Targeted rate
Supply and service of rural recycling drop off facilities	General rate
Promotion of home composting and rural green waste drop off points	User charges / General rate / Waste levy
Hazardous waste drop off services at the Wakatipu and Wanaka Transfer Station	General rate / User charges
Biosolids disposal/processing	General rate
Victoria Flats landfill	User charges
Transfer Stations and public drop off facilities and green waste	General rate / User charges
Provision of public litter bins and removal of illegal dumping	General rate / Targeted rate
Monitoring and maintenance of closed landfills	General rate

## 4 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 (Figure 6), however a full list of the legislation, plans and regulations that create the framework within which this WMMP is based, is included in Appendix B.

Key legislation affecting waste is:

- 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.

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 minimisation and management 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.

### 4.1 Other relevant documents

The Council and the Otago Regional Council have a number of other strategic documents that are integral to waste, including:

- Proposed Regional Policy Statement for Otago (currently under appeal, including provisions relating to waste)
- Otago Regional Policy Statement 1998 (operative)
- Queenstown Lakes District Council Ten Year Plan 2018-2028.

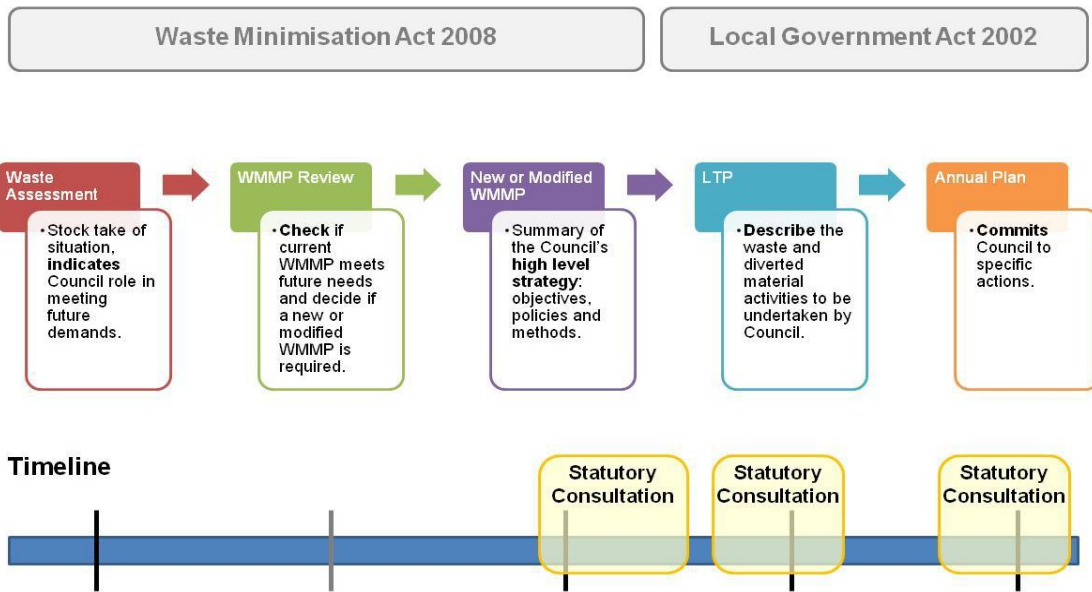


Figure 6 Statutory planning sequence

## 5 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 minimisation and management to meet future demands for services and facilities.

The role of the Council includes:

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

In providing waste minimisation and management 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 Waste minimisation and management programme

The waste data shows that there are significant opportunities to reduce the amount of organic, glass and construction and demolition material going to landfill. Rather than have an ad-hoc approach to dealing with waste issues, Council decided to have a realistic, targeted programme that can more effectively deliver the goals and objectives.

In looking at the options and to select which targeted areas Council should focus on, a 'Programme Business Case' approach was used to identify a preferred programme of work.

A Stakeholder Working Group identified and assessed seven different programmes of work. The working group contained representatives from elected members, contractors, waste minimisation service providers, Council officers and Central Otago District Council.

Each of the seven programmes identified strategic areas and intervention options to address the issues. Through



the process, seven programmes of work were considered from ‘Do Minimum’ (Programme 1) through to ‘Aspirational’ (Programme 7). Each programme was assessed for alignment with the vision, goals and objectives, affordability and ease of implementation.

A summary of the status quo compared with the preferred programme is shown in Table 3 below. The full assessment of all programmes is contained in the QLDC Waste Assessment in Appendix A.

**Table 3 Programme Business Case – Preferred Option**

Programme 1 Status Quo	Programme 6 – Preferred Programme 'Focus on glass and organics'
Status Quo	<ul style="list-style-type: none"> <li>● Retain status quo programmes</li> <li>● Retain current education and regulation</li> <li>● Provide more waste minimisation services and facilities that target organics and glass</li> </ul>

In choosing Programme 6 the key deciding factors were:

- the programme estimates around 19% decrease of waste to landfill over ten years
- Council has more influence to make change with residential waste through targeting the organic material currently in the kerbside rubbish collection bins
- the construction sector may slow down whereas organics will continue to grow
- the programme complements Council’s biosolids strategy
- construction and demolition minimisation opportunities can still be explored by the private sector which Council would support where possible
- glass recycling has community support
- the programme continues with existing education and regulation \*
- existing waste minimisation initiatives will continue \*
- this programme aligns with other NZ and overseas Councils waste strategies e.g. Auckland, Christchurch and Vancouver who are leading the way in organics recycling

\*Through the review and public consultation of the WMMP, Council agreed to increase the level of communication and collaboration with community through various waste minimisation initiatives and programmes.

## Part B

### 1 Action Plan

#### 1.1 Action Plan

The action plan shows how Council will address the key issues, when they will be implemented and how the activities will be funded. They have been grouped under the following activity areas;

1. Waste Reduction – Reducing waste at source
2. Resource Recovery – Diverting waste from landfill
3. Waste Disposal – Collecting, transporting and disposing of waste

Activity		Action	Funding source and timing	WMMP objective
1. Waste Reduction	1.1	Work with community groups, residents, business and visitors to encourage and promote waste minimisation and optimal resource use	General rate 2018 - ongoing	2
	1.2	Support development, implementation and promotion of local, regional and national initiatives that drive waste minimisation	Targeted rate/ Waste levy 2018 - ongoing	2
	1.3	Provide waste minimisation programmes and workshops for residents, visitors, business and schools e.g. Enviroschools, Environmental Education for Resource Sustainability, Dr Compost, Waste Free Parenting, Love Food Hate Waste	Targeted rate/ Waste levy 2018 - ongoing	2
	1.4	Use lobbying power to support the priorities in the Local Government New Zealand's 'Waste Manifesto'	General rate 2018 - ongoing	2
	1.5	Support the development of a revised NZ Waste Strategy to create a strategic framework, give certainty and guide decision making	General rate 2018 - ongoing	2
	1.6	Support the development of an effective container deposit scheme	General rate 2018 - ongoing	2
	1.7	Support the extension and increase of the NZ Landfill Waste Levy	General rate 2018 - ongoing	2
	1.8	Support the implementation of the National Waste Data Framework to secure better data for decision making	General rate 2018 - ongoing	2
	1.9	Support the development and implementation of mandatory product stewardship schemes for tyres, e-waste, agricultural chemicals and plastics, and other products that need priority attention	General rate 2018 - ongoing	2
	1.10	Provide information on the available waste minimisation and management services to business, visitors and residents	Targeted rate/General rate/Waste levy 2018 - ongoing	2
	1.11	Regularly update waste minimisation and management information available on the Council website	General rate 2018 - ongoing	2

	1.12	Provide targeted communication and engagement campaigns that raise awareness and provide information on waste minimisation for visitors, residents and businesses	Targeted rate/ Waste levy 2018 - ongoing	2
	1.13	Use multiple languages to aid communication of waste minimisation and management information	General rate 2018 - ongoing	2
	1.14	Develop baseline and reporting measures on waste minimisation and diversion on QLDC operational activities	General rate 2018 - ongoing	2
	1.15	Support local, regional and national level initiatives that drive waste reduction e.g. Plastic Free July, Love Food Hate Waste	Targeted rate/ Waste levy 2018 - ongoing	2
	1.16	Promote sustainable building practice that minimises waste and reduces resource use	General rate 2018 - ongoing	2
	1.17	Install drinking water fountains to encourage refilling of drinking vessels	General rate 2018 - ongoing	1
	1.18	Enforce waste minimisation regulatory provisions at events	General rate 2018 - ongoing	1
	1.19	Establish a community contestable fund for initiatives that minimise waste and maximise resource recovery	General rate 2018 - ongoing	1

<b>2. Resource Recovery</b>	2.1	Provide resource recovery (and waste disposal) facilities that optimise separation of divertible material in Wanaka and Wakatipu	General rate 2018 - ongoing	1
	2.2	Provide recycling collection services for eligible schools	General rate 2018 - ongoing	1
	2.3	Use procurement processes to align and invest in services and facilities that drive reduction, resource recovery and support national product take back schemes	General rate 2018 - ongoing	1
	2.4	Provide promotional support for commercial waste minimisation programmes e.g. agricultural chemical containers and bale wrap recovery	Targeted rate/Waste levy 2018 - ongoing	3
	2.5	Provide recycling collection services for urban households	Targeted/General rate 2018 - ongoing	1
	2.6	Implement a change to the glass recycling that improves quality, quantity and yield and is consistent across the District	Targeted/General rate 2018 - 2020	1
	2.7	Provide organic waste drop off facilities and mulching of material for beneficial use	General rate/User charges 2018 - ongoing	1
	2.8	Introduce organic waste kerbside collection service for urban households	Targeted rate/General rate 2022 -2024	1
	2.9	Provide an organic waste processing facility	To be determined 2022 – 2024	1
	2.10	Review and provide upgrades to the layout and operation of resource recovery and waste disposal facilities to optimise resource recovery and improve capacity	General rate/User charges/Private investment 2018 - 2020	1
	2.11	Install public place recycling bins co-located with litter bins where practicable and cost effective	General rate 2018 - 2020	1
	2.12	Provide learning opportunities and incentives to compost at home	General rate/Targeted rate/Waste levy 2018 - ongoing	1
	2.13	Support and enable the development of construction and demolition material recovery where practicable	General rate 2018 - ongoing	1
	2.14	Implement enhancements to end-use of biosolids	General rate 2018 - 2022	1
	2.15	Promote recycling opportunities and schemes e.g. Love NZ soft plastic scheme	General rate 2018 - ongoing	2

<b>3. Waste Disposal</b>	3.1	Provide waste disposal facilities in Wanaka and Wakatipu	General rate/ User charges 2018 - ongoing	4
	3.2	Provide promotional support for community led litter clean up events	Targeted rate/Waste levy 2018 - ongoing	2
	3.3	Respond to illegal dumping complaints	General rates 2018 - ongoing	3
	3.5	Provide household hazardous waste disposal services	General rates/ User charges 2018 - ongoing	3
	3.6	Comply with obligations under the Emissions Trading Scheme including reporting of methane emissions from the Victoria Flats landfill.	General rate 2018 - ongoing	3
	3.7	Monitor the types and quantities of construction and demolition waste disposal	General rate 2018 - ongoing	3
	3.8	Monitor and maintain and report on consent compliance for waste facilities and closed landfills	General rate 2018 - ongoing	3
	3.9	Monitor the future capacity of the landfill and search for alternatives disposal options should capacity decrease below a future proof disposal level	General Rate 2018 - ongoing	3
	3.10	Provide facilities for household hazardous waste disposal including; ewaste, oil and batteries where affordable and where complement national schemes	General rates/ User charges 2018 - ongoing	3
	3.11	Provide facilities for agrichemical and agrichemical container recycling/disposal through nationally supported schemes	General rate/ User charges 2018 - ongoing	3
	3.12	Investigate tools that support safe disposal of health care waste	General rate 2018 - 2020	3
	3.13	Provide rubbish collection services for urban households	User charges 2018 - ongoing	4
	3.14	Review methodology of kerbside rubbish collection including receptacles, frequency and funding mechanisms	User charges 2018 - 2020	4
	3.15	Review methodology and provision of CBD rubbish collection services including receptacles, frequency and funding mechanisms	Targeted rate/General rate 2018 - ongoing	4
	3.16	Provide public place litter bins. Review bin type and servicing frequency	General rate 2018 - ongoing	4
	3.17	Review the need for a waste bylaw	General rate 2018 - ongoing	4
	3.18	Investigate differential pricing tools to increase diversion at both the landfill and transfer station facilities	General rate 2018 - ongoing	4
	3.19	Review and provide upgrades to the layout and operation of the waste disposal facilities to optimise resource recovery and improve capacity	General rate/User charges/Private investment 2018 - 2020	4
	3.20	Provide waste disposal services at the Victoria Flats landfill	User charges 2018 – ongoing	4
	3.21	Design and construct landfill gas capture and destruction at Victoria Flats landfill	General rate/ User charges 2019 - 2022	4

## **2 Funding**

### **2.1 Funding the plan**

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

- General rate
- Targeted rate
- Fees and charges (including gate fees, licensing fees, user charges)
- Subsidies and grants
- Private investment
- Debt (if required).

### **2.2 Waste minimisation levy funding expenditure**

Council will continue to use the Ministry for the Environment Waste Minimisation Levy income to fund waste education, investigations, trials, and to fund capital expenditure for diversion facilities.

### **2.3 Grants**

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

## 3 Monitoring, evaluating and reporting progress

### 3.1 Monitoring and evaluation

The Council intends to monitor and report on progress regarding the WMMP and will develop and implement a clear, transparent monitoring and reporting system. Accurate information of how services provided by Council are performing is essential for monitoring the effectiveness of the Plan's vision, objectives, goals and targets, and planning for future demand.

Council's levels of service and performance measures are in the 2018-2028 Ten Year Plan and are focussed on reducing waste to landfill.

Council reviewed its key performance indicators as part of the 2018-2028 Ten Year Plan. As a tourist destination with visitor numbers in excess of the resident population, a 'kg per capita' measure is only capturing part of the waste story in the district. Measures that provide a broader picture of the waste situation and how to minimise the amount of waste going to landfill will assist Council in identifying more targeted actions in the future. Data will be gathered through:

- Annual resident and ratepayer surveys
- Council Request for Service (RFS) – reporting and performance measures
- Contractor reporting against key performance indicators
- Solid Waste Analysis Protocol Audits (SWAPs)
- Waste Assessments
- Consent compliance systems

### 3.2 Reporting

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

- Annual Reports
- Monthly performance reports
- Council's website

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

## 4 Glossary

### 4.1 Key Definitions and abbreviations

Biosolids	sewage sludge derived from a sewage treatment plant that has been treated and/or stabilised to the extent that it is able to be safely and beneficially applied to land and does not include products derived from industrial wastewater treatment plants.
Cleanfill/cleanfill material	inert materials disposed of, into or onto land, at a consented cleanfill. 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.
Organic waste	compostable materials that are organic in origin and appropriate to be used as feedstock for composting, and includes greenwaste 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, organic wastes and household hazardous wastes are delivered for sorting or before being 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 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"> <li>• 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</li> <li>• to avoid doubt, includes any component or element of diverted material, if the component or element is disposed of or discarded.</li> </ul>
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 - Appendices

## **Appendix A – Waste Assessment**

Please refer to separate document available on QLDC website

Filename: QLDC Waste Assessment March 2018.pdf

## Appendix B – 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.

### 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.

## **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 (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.

### **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.

As the Council operates a landfill within the District, there are implications for the Council.

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
- 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**

Otago Regional Council has a Regional Policy Statement and Regional Plans 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.
- United Nations Agenda 2030 - a universal agenda to achieve sustainable development globally