QUEENSTOWN LAKES DISTRICT COUNCIL

Draft Waste Management and Minimisation Plan 2018

Consultation Document

March 2018

Contents

Tables

Figures

Part A

Foreword

The Queenstown Lakes District is world renowned for its clean mountain air, stunning landscaped and crystal clear water.

Indeed, this is why it's such a popular place to live and explains why we continue to be the fastest growing area in New Zealand.

Unsurprisingly, sustainability and how we deal with our waste are issues our community are passionate about.

Waste management is something that is only going to grow in importance as our population increases, and it's something this Council takes very seriously.

Our preferred option for our Waste Management and Minimisation Plan (WMMP) certainly reflects this and will guide how we approach waste management, and arguably more importantly, waste minimisation for the next six years.

QLDC has a good track record when it comes how we deal with our rubbish, but there is always room for improvement – glass recycling in the Wakatipu being an obvious issue, alongside how we deal with organic waste.

As many locals will know, at present glass collected in the Wakatipu roadside recycling collection is sent to the landfill, because it's low value and inability to be sold. Under the new plan we aim to change how glass is collected to get consistency across the district, whilst improving our ability to recycle glass.

An increased focus on organics recycling is also particularly important to deal with the high volume of organic waste currently going to landfill. This could be expanded in time to include kerbside organic recycling and would support QLDC's current discounted composting options available to ratepayers.

Council genuinely wants to know what you think about our WMMP, so please take the time to read through this document and make a submission on our website.

I sincerely look forward to helping put this plan into action.

Kind Regards

Jim Boult

1 Introduction

Queenstown Lakes District Council (Council) has a statutory responsibility to promote effective and efficient waste management and minimisation within the Queenstown Lakes District (Section 42, Waste Minimisation Act 2008 (WMA)). 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 WWMP is a guiding document which identifies Council's vision, goals, objectives, targets and methods for achieving effective and efficient 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.

Council has also considered the waste minimisation hierarchy of reduce, reuse, recycle, recover, treatment and disposal in the development of this WMMP.

This WMMP should be read in association with Council's Waste Assessment (WA) which is attached as Appendix A to this WMMP.

2 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 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 the Long Term Plan and Annual Plan. Proposed measures for the LTP 2018 are:

Measure	Comment
Total waste to landfill (T/Year)	Existing measure adjusted for total volume
Total waste diverted (T/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 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 Appendix 2 - Waste Assessment.

3.1.1 Services provided by Council

Council waste 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 stations - Frankton (Queenstown) and Wanaka – acceptance of waste and acceptance, sorting and storage of recyclable materials, public drop off facilities for recycling and green waste, tyres and scrap metal
- Wakatipu Recycling Centre - Material Recovery Facility operated by Smart Environmental Ltd under Build Own Operate and Transfer contract. Owned and operated by Smart Environmental on a site owned by Council
- Victoria Flats landfill – owned by Queenstown Lakes District Council, operated by SCOPE under Build Own Operate and Transfer contract. Accepts waste from the Queenstown Lakes and Central Otago Districts.
- Rural greenwaste drop off points in Glenorchy, Kingston, Luggate, Hawea and Makorara
- Hazardous waste drop off services for residential quantities of hazardous waste at the Frankton transfer station
- Biosolids disposal / processing
- Provision and servicing of litter bins and public place recycling bins
- Waste minimisation education/initiatives and programmes
- Inorganic collections in Glenorchy, Makarora and Kingston
- Subsidised home composting initiative “Bokashi” Bins
- Monitoring and maintenance of nine closed landfills.

3.1.2 Non-council provided services and facilities

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

- Private collection services for refuse and recycling for residential and commercial customers, including skip bin services for construction and demolition waste
- Collection of divertible material – recyclables and green waste, including soft plastics and bottle banks
  - by private companies
  - by community groups/enterprise

- Cleanfill sites
- Wanaka Wastebusters – recycling resale shop

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 needs. The community currently has adequate access to council or privately-owned drop-off and collection services for refuse, recycling, greenwaste, 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 Queenstown Lakes District Council Waste Assessment, the Southern District Health Board stated that following the review of the draft plan in 2017, Public Health South 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 6 was the preferred option was also suggested. This feedback has been considered in the 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 from general waste. More detailed information about the district's waste and its composition is provided in the Appendix A - Waste Assessment.

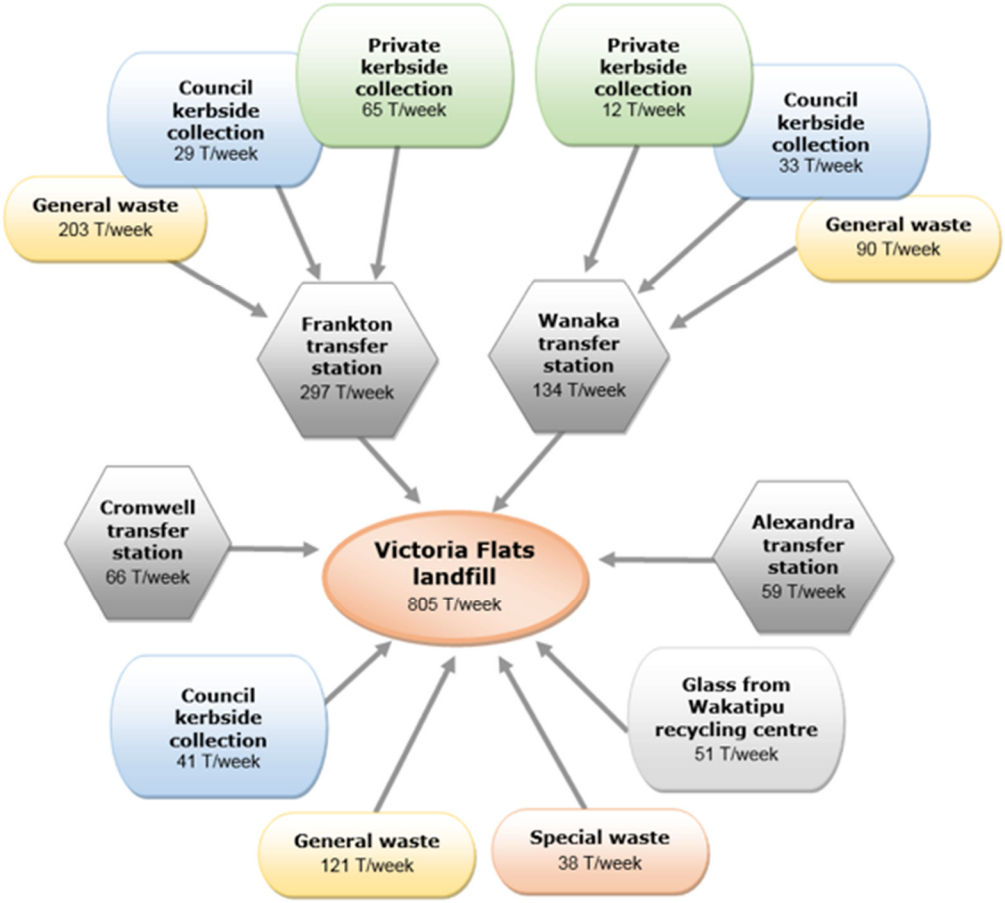


Figure 1 Victoria Flats landfill waste flows – July and August 2016 (2016 SWAP)

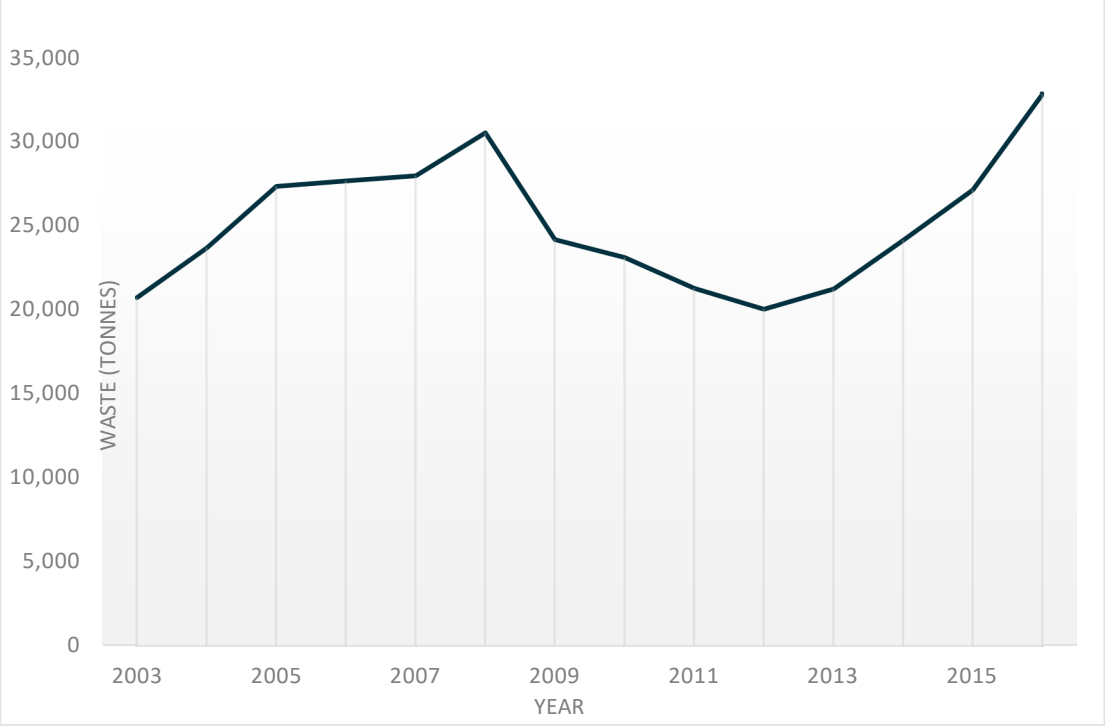


Figure 2 Waste quantities (tonnes) sent to Victoria Flats landfill from Queenstown Lakes District 2003-2016

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 to just under 2003 levels 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 from the District going to the landfill, and in 2016 it is at its highest recorded. This increase aligns with the significant growth (currently~10% per annum) experienced in the District, the recent landfilling of glass and the 100,000+ visitors to the district in 2015/16.

The landfill has capacity to around 2045 and 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.

Council has a target in its current Long Term Plan (2015) to reduce the amount of residential waste to landfill per resident head of population from a baseline of 188kg (June 2014) to less than 160kg for the 2016/17 financial year, and reducing again to 155kg in the 2017/18 financial year. However, there was an increase in residential waste to landfill in 2015/16 to 258kg. This can be explained by the recent landfilling of glass and as a result of the 100,000+ visitors to the district in 2015/16. In no way can this be attributed solely to the resident population. Therefore more representative targets to track performance are proposed in the LTP18.

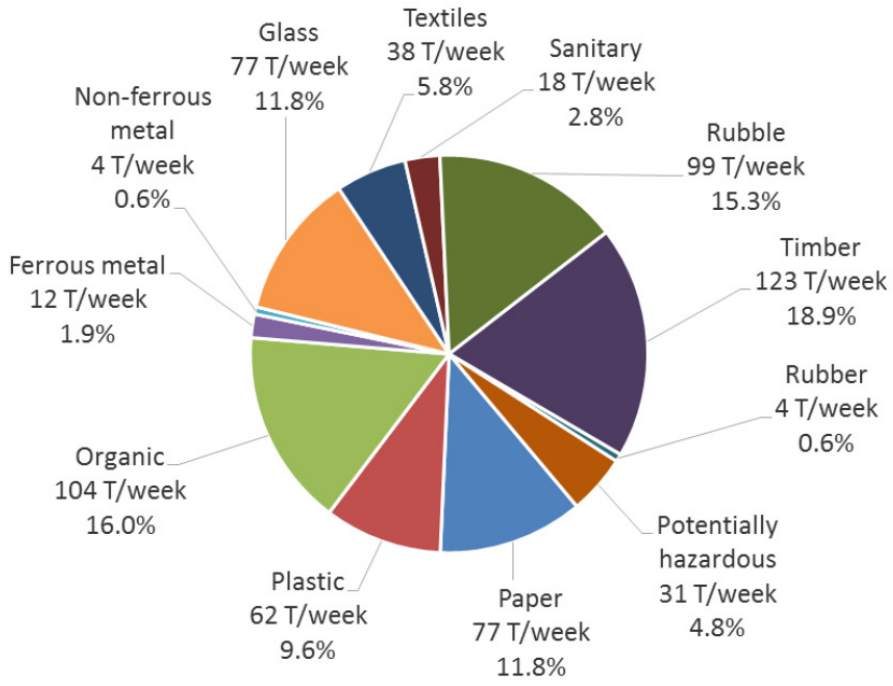


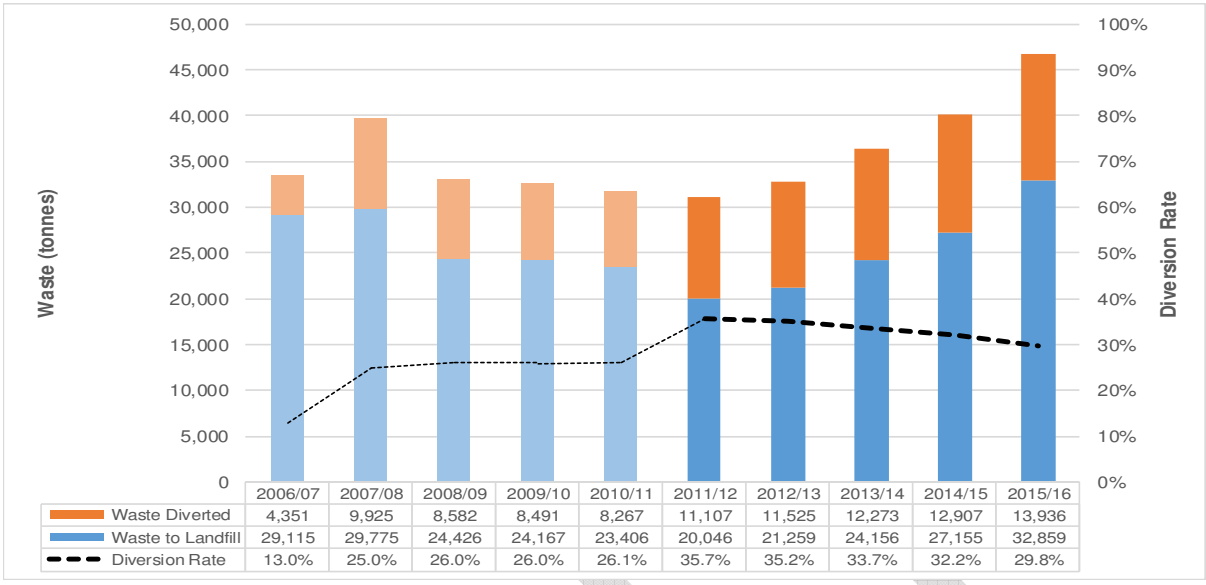
Figure 3 Primary composition of Victoria Flats landfill waste from Queenstown Lakes District (from 2016 Survey report)

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, from drop off facilities for recycling and green waste and, re-use shops. The Annual Report 2015/2016 indicates that diverted 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 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.



	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Waste Diverted	4,351	9,925	8,582	8,491	8,267	11,107	11,525	12,273	12,907	13,936
Waste to Landfill	29,115	29,775	24,426	24,167	23,406	20,046	21,259	24,156	27,155	32,859
Diversion Rate	13.0%	25.0%	26.0%	26.0%	26.1%	35.7%	35.2%	33.7%	32.2%	29.8%

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 that 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 the sludge. The end product form the vermicomposting would be a soil conditioner that could be applied to land being used to produce hay or silage. Vermicomposting also uses green waste, food waste and cardboard. A solar drying facility near Luggate is expected to be operational in 18 to process Wanaka's sludge into a biosolids for land application.

3.3.3 Forecast of future demand

The Queenstown Lakes District is one of the fasted 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 facilities will be required to accommodate the expected increase of both waste and diverted materials, or alternative facilities will need to be identified.

Population growth increases demand for waste services. Visitor and economic growth will increase demand for commercial collections and increased demand on Council and private facilities, including transfer stations and the

Victoria Flats landfill.

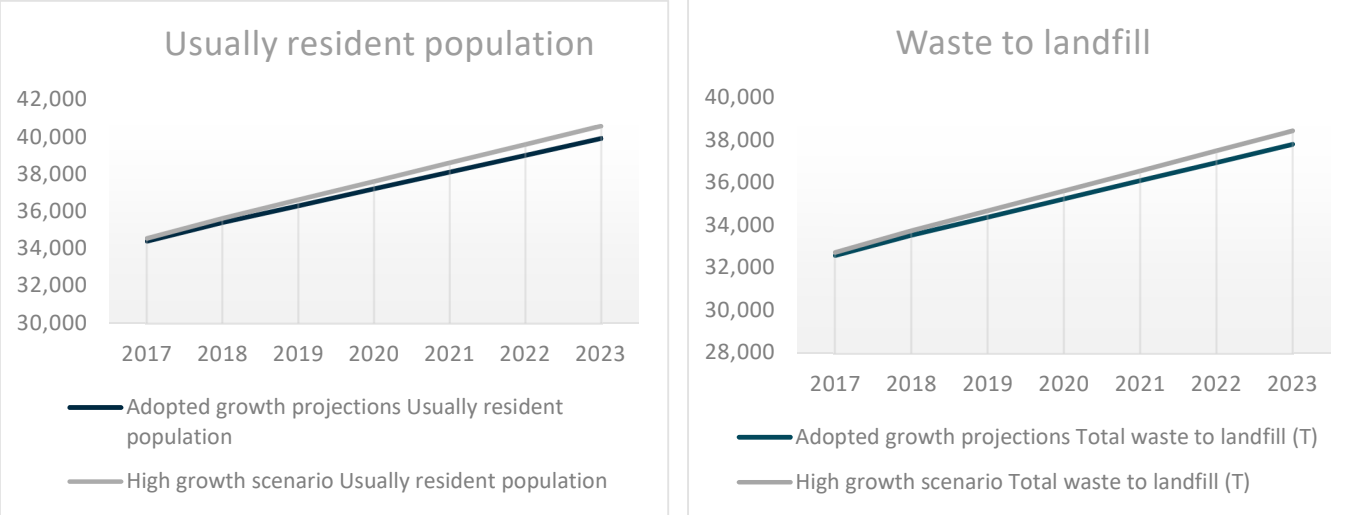


Figure 5 Projected Population and Waste to landfill comparison

3.4 Cost of the current level of service

Council provides its waste services and facilities at an annual cost of $7,802,727 (FY2015/16). Funding is predominantly provided through general and targeted rates and user charges. Solid waste accounts 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 (FY2017/18).

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 compositing and rural green waste drop off points	User charges / General rate / Waste levy
Hazardous waste drop off services at the Wakatipu 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 waste 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 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.

4.1 Other relevant documents

The Council and the Otago Regional Council have a number of other strategic documents that are integral to waste management, 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 Long Term Plan 2015-2025 (note the 2018-2028 Plan will be informed by this WMMP).

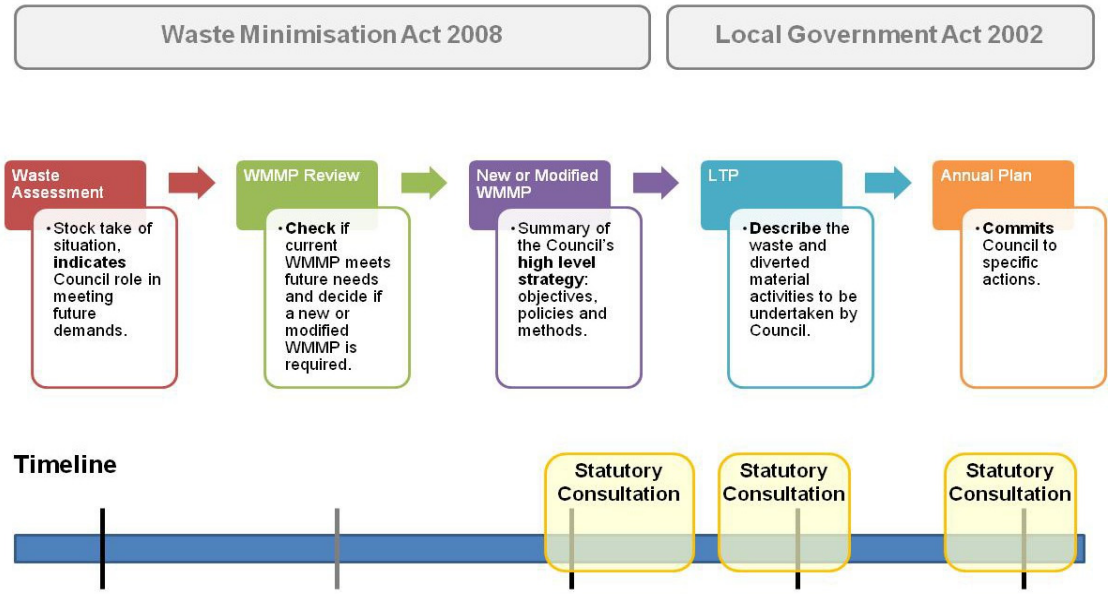


Figure 6 Statutory planning sequence

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 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 councils 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, product stewardship, 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, developing a waste minimisation industry cluster

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 Waste management and minimisation – preferred programme

Council has reviewed progress against the previous WMMP action plan and has identified waste issues that need to be addressed. The waste data from the SWAP 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 has decided to have a realistic, targeted programme that can more effectively deliver our goals and objectives.

In looking at the options to address waste issues and to select which targeted areas Council should focus on, a Waste Management and Minimisation Programme Business Case (PBC) approach was used to identify a preferred programme of work.

A Stakeholder Working Group (SWG) identified and assessed seven different programmes of work. The SWG contained representatives from elected members, contractors, waste minimisation service providers, Council officers and Central Otago District Council (due to the shared landfill).

Each of the seven programmes identified strategic areas and intervention options to address waste issues. Through the business case seven programmes of work were considered from 'Do Minimum' (Programme 1) through to "Aspirational" (Programme 7). Each 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 Waste Assessment in Appendix A.

Table 3 Programme Business Case – Preferred Option

Programme 1	Programme 6 – Preferred Programme "Focus on glass and organics"
Status Quo	• Retain status quo programmes • Retain current education and regulation • Provide more waste minimisation services and facilities that target organics and glass

In choosing Programme 6 the key deciding factors were:

- the programme estimates around 19% decrease of waste to landfill over 10 years
- Council has more influence to make change with residential waste (organics)
- 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

The options assessed in the PBC also address other identified waste issues in the District. Table 4 below provides a summary of district wide issues and how Council's preferred option will deal with each issue. The full-preferred programme is shown in Table 5.

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

#	Issue	Preferred option to respond to issue
1.	Glass is going to landfill rather than being recycled	Introduce change to get consistency between Wards and change glass recycling methodology to increase quality, quantity and yield.
2.	High volume and increasing proportion of construction and demolition waste going to landfill	Support and enable private operators in relation to a construction and demolition facility where practicable.
3.	Biosolids disposal	Continue with the vermicomposting trial and Project Groundswell solar drying facility
4.	High volume of organic waste going to landfill	Provide an organic waste processing facility. It is expected facility will process biosolids initially with the addition of other organic wastes and cardboard in time. Investigate and implement kerbside organic waste collection if feasible – Stage 2
5.	Impact of tourists/visitors generating high volumes of unseparated waste that is resulting in recyclables going to landfill	Continue to prepare documents for visitors that explain waste minimisation opportunities and consumer responsibilities.
6.	High proportion of paper and plastics going to landfill	Education and communication to residents, visitors and businesses about how to recycle right.
7.	How to manage permitted activity cleanfill sites	Maintain a watching brief on cleanfill sites.
8.	Lack of capacity of the Wakatipu Transfer Station and Wakatipu Recycling Centre to meet future demand	Continue to monitor the capacity of waste facilities, upgrade facilities as required and search for alternative disposal options should the capacity decrease below a safe future-proof level.
9.	The location of public place litter and recycling bins and frequency of clearing	Provide public recycling bins alongside litter bins where practical and cost effective. Review the need for a solid waste bylaw to support public place waste management.
10.	Challenges in the accessibility to collect waste from the CBD and multi-unit developments (MUDs)	Review methodology for collection services across the district including the CBD and MUDs. Review the need for a solid waste bylaw to support proposed collection methodologies.
11.	There will be increased landfill disposal costs due to the phasing out of the one-for-two transitional measures of the Emissions Trading Scheme which commenced on 1 January 2017	Provide waste diversion services to reduce this cost implication.

Part B

1 Action Plan

1.1 Action Plan

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

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

Objective	Action	New/ existing	Implementation timeframe	Funding source
1. Provide opportunities to minimise waste through reduction, reuse, recycling and recovery (in priority order)	Operate the transfer station and recycling centre facilities through a contractual agreement that optimises the separation of diverted material in terms of quality and the cost of providing the service	Existing	Ongoing	General rate
	Continue with council-provided recycling collection service for urban households	Existing	Ongoing	Targeted rate General rate
	Implement a change to glass recycling methodology to increase quality, quantity and yield and introduce consistency between Wards	New	Short term	Targeted rate General rate
	Enforce existing event waste management regulatory provisions	Existing	Ongoing	General rate
	Continue to provide organic waste drop-off facility and mulching at transfer stations	Existing	Ongoing	General rate User charges
	Introduce council-provided organic waste collection service for urban households	New	Long term	Targeted rate General rate
	Provide an organic waste processing facility	New	Long term	To be determined through Detailed Business Case funding could include: General rate User charges Private investment
	Continue to provide a refuse transfer station that includes resource recovery facilities in Wakatipu and Wanaka	Existing	Ongoing	General rate User charges
	Investigate reconfiguring both the Wakatipu transfer station and Wakatipu recycling centre layouts to encourage drop-off of reusable and recyclable materials before disposing of residual waste and improve throughput capacity	New	Short term	General rate User charges Private investment
	Provide public recycling bins alongside litter bins where practical and cost effective	New	Short term	General rate
	Continue to install drinking water foundations to encourage refill/reuse of drinking vessels and reduce plastic bottle waste	Existing	Ongoing	General rate

Objective	Action	New/ existing	Implementation timeframe	Funding source
	Promote / make it less restrictive to build homes / buildings from reusable or more sustainable products i.e. earth ships, straw bales houses etc, e.g by promoting REBRI (Resource Efficiency in the Building and Related Industry) Guidelines	Existing	Ongoing	General rate
2. Educate and support generators (resident, visitor and businesses) with bout options and responsibilities	Continue to circulate educational information to promote Council waste services and how to responsibly dispose of organic and recyclable waste, including using private waste collection services	Existing	Ongoing	Targeted rate Waste levy
	Continue to update the council waste website	Existing	Ongoing	General rate
	Continue to prepare a document for visitors that explains waste minimisation opportunities and consumer responsibilities	Existing	Ongoing	General rate Targeted rate
	Use additional languages to English to aid in communication and education of waste disposal and management	New	Short term	
	Continue to investigate and provide (if appropriate) promotional support for commercial waste minimisation e.g. Agrecovery, Plasback, zero waste events, beach clean events	Existing	Ongoing	Targeted rate Waste levy
	Continue with existing waste education and promotional programmes for the general public, visitors, businesses, and in schools e.g. Enviroschools, EERST, Dr Compost, Waste Free Parenting, “Love Food Hate Waste”	Existing	Ongoing	Targeted rate Waste levy
	Continue to promote, educate and incentivise home composting	Existing	Ongoing	General rate
	Continue to provide subsidies for composting tools e.g. Bokashi buckets, worms	Existing	Ongoing	Targeted rate Waste levy
	Support and enable, where practicable, private operators in relation to the private development of a construction and demolition facility	New	Short term	General rate
	Alongside other organisations, continue to support development and implementation of national waste minimisation initiatives such as product stewardship schemes, national environmental standards, changes to the Waste Levy and container deposit legislation.	Existing	Ongoing	General rate

Objective	Action	New/ existing	Implementation timeframe	Funding source
	Continue to work with residents, businesses and community organisations in the District so as to encourage and promote waste minimisation and optimal resource use in the District	Existing	Ongoing	Targeted rate Waste levy
3. Avoid or mitigate any adverse effects on public health or on the environment	Implement enhancements to biosolids end-use e.g. co-composting, solar drying, incineration, monofill, direct land application	New	Short – medium term	General rate
	Monitor quality and quantity of construction and demolition waste at the Wakatipu transfer station and Victoria Flats landfill on an ongoing basis to gain a greater understanding of the types and quantities of material that could be diverted	New	Immediate - ongoing	General rate
	Continue to check and maintain resource consent compliance at all waste handling facilities and closed landfills for which Council holds resource consents	Existing	Ongoing	General rate
	Continue to monitor the capacity of available landfill and search for alternative disposal options should the capacity decrease below a safe future-proof level	Existing	Ongoing	General rate
	Provide facilities at council transfer stations for domestic quantities of hazardous waste, including batteries and oil	Existing	Ongoing	General rate User charges
	Provide drop-off facilities at the Council transfer stations for agrichemicals to an extent that they are affordable and complement national schemes or services	Existing	Ongoing	General rate User charges
	Provide drop-off facilities at the Council transfer stations for e-waste to an extent that they are affordable and complement national schemes or services	Existing	Ongoing	General rate User charges
	Investigate if a policy or bylaw is required for the management of health care waste (in line with communications strategies by neighbouring councils)	New	Short term	General rate
4. Provide effective and efficient waste services supported	Continue with Council-provided refuse collection service for urban households. Investigate methodology improvements e.g. receptacles, funding methods	Existing	Ongoing	User charges

Objective	Action	New/ existing	Implementation timeframe	Funding source
by the right funding mechanism	Continue with council-provided refuse collection services for CBD businesses. Investigate CBD specific methodology e.g. frequency, receptacles	Existing	Ongoing	Targeted rate General rate
	Continue to provide public litter bins for waste and review bin type and cleaning frequency	Existing	Ongoing	General rate
	Review the need for a solid waste bylaw to support changes to collection services, including CBD collections, servicing MUDs and public place waste management	New	Short term	General rate
	Investigate the introduction of differential pricing tools to increase diversion at both the landfill and transfer station facilities, either through Council advertised fees and charges or by influencing the site operator	Existing	Ongoing	General rate
	Continue with the waste disposal services provided at the Victoria Flats landfill	Existing	Ongoing	User charges

Note: Implementation timeframe

Short term	0-2 years
Medium term	2-4 years
Long term	4-6 years

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

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 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 management and minimisation. 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 on 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 current levels of service and performance measures are in the 2015-2025 Long Term Plan and are focussed on reducing the kilograms of residential waste to landfill per head of population.

Council has reviewed its key performance indicators as part of the 2018-2028 Long Term Plan. It is timely to rethink the performance measure because 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 : • 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 - 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