Ōpōtiki District Council

STRONG COMMUNITY STRONG FUTURE

Ōpōtiki District Council Waste Management and Minimisation Plan

June 2018

A139626

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Foreword

This is Ōpōtiki District Council's second Waste Management and Minimisation Plan (WMMP).

It sets out how Council believes we, as a community, should be managing and minimising the waste in the district – not just household waste, but the waste that comes from our businesses and industries too.

This is something that we are required to do at least every six years under the Waste Minimisation Act, which came into force in 2008. The first part of the process is to produce a new Waste Assessment, which pulls together all the information we can access about what waste produced in the District, and where it currently goes. From this information, we can identify the key areas where, as a District, we could be managing or minimising waste better.

For this new draft WMMP, Council is proposing to continue with the vision from the previous plan:

"Towards Zero Waste"

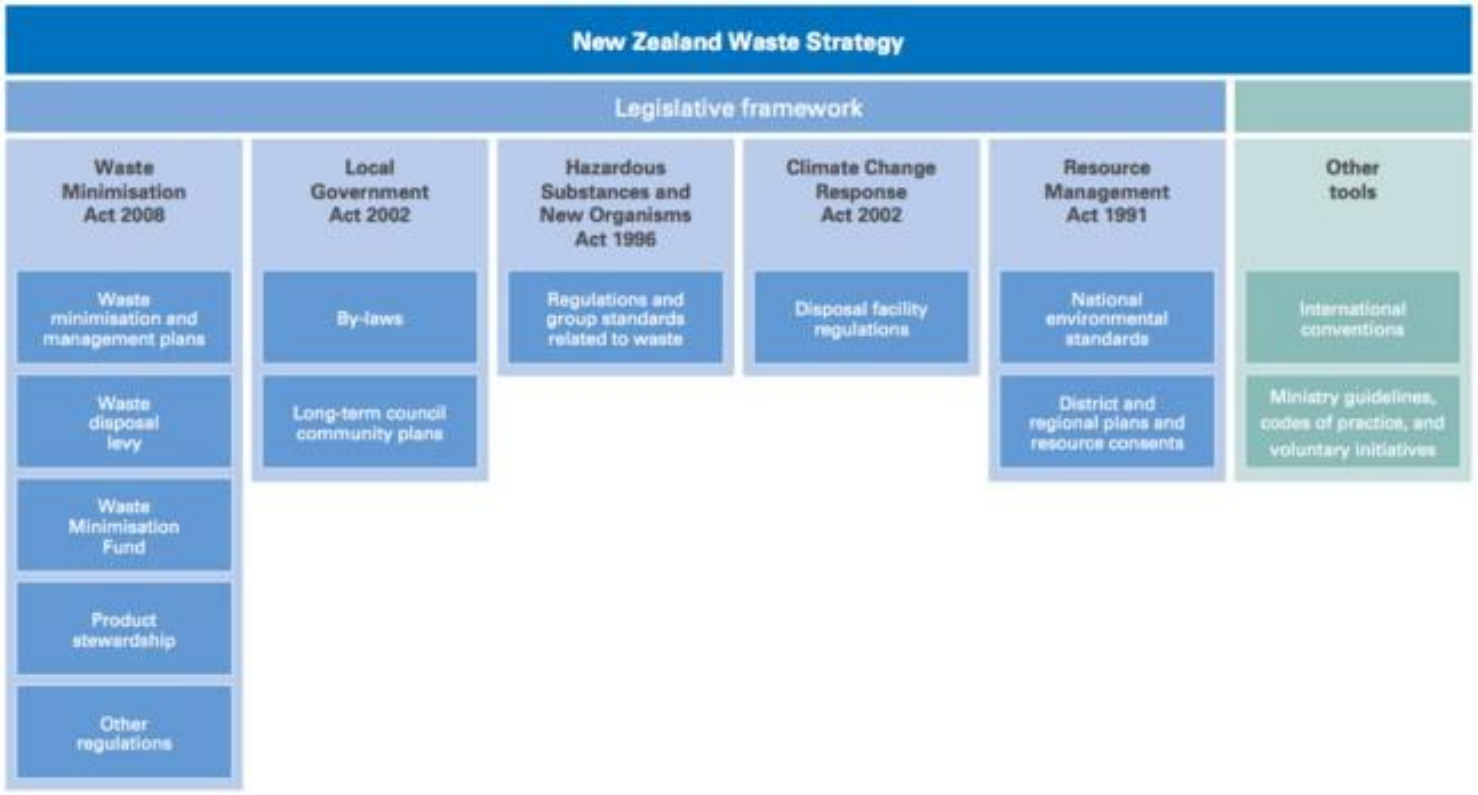
Ōpōtiki was one of the first places in New Zealand to truly embrace the idea of Zero Waste and to design our collection services to help the community move towards Zero Waste.

It is important to remember that Zero Waste is not a target – it is an approach and a philosophy that guides our decisions. This vision is supported by a number of more specific goals and objectives.

To further our progress along the path to Zero Waste, Council has developed a new action plan for waste management and minimisation over the next six years. Some of the key areas we plan to address include:

- Looking for improvements that could be made to the kerbside collection service
- Supporting regional projects investigating organic waste management options, and better regulation of the waste industry
- Continuing to lobby for improved product stewardship
- Working with iwi, industry, and the community to meet the waste management and minimisation challenges that the aquaculture industry and associated harbour development will bring
- Improving our data collection so that we understand better where waste is coming from and what it is

Part A: The Strategy



1.0 Introduction

This Waste Management and Minimisation Plan (WMMP) sets out Ōpōtiki District Council's plans for managing waste in our community. It has been prepared in accordance with the requirements of the Waste Minimisation Act 2008 (WMA).

1.1 What happens with our waste?

Ōpōtiki district sent just over 1,700 tonnes of waste to landfill in 2016. In addition, there were large amounts of waste sent to cleanfill, and a significant (but unknown) quantity of waste that was disposed of on farms.

It is likely that part of this waste could have been recycled or composted instead.

Rubbish collected at the kerbside contains around a third of food waste – which could be separated and managed locally to create a product that could be used on orchards and farms.

Around 2,000 tonnes of material are diverted from landfill through recycling or recovery, either through Council's collections and resource recovery centres, or through private companies.

1.2 What is waste and why is it a problem?

Most of the things we do, buy and consume generates some form of waste. This not only costs money when we have to throw things away but, if we don't manage it properly, it can cause problems with the environment and with people's health.

In this WMMP, terms like 'rubbish', 'recycling', and 'waste' will be used that may not be familiar to you or may mean something different to the way they are used here.

Definitions are provided at the end of this draft WMMP in Appendix A.1.0.

The Waste Minimisation Act defines waste as:

> *"material that has no further use and is disposed of or discarded"*

The Act also describes 'waste minimisation' as **reducing waste** and increasing the **reuse, recycling,** and **recovery** of waste and diverted material. 'Diverted material' is anything that is no longer required for its original purpose, but still has value through reuse or recycling. For example – your empty drink aluminium can is waste to you, but is worth money to metal recycling companies and so becomes 'diverted material' if it is recycled.

Our WMMP covers all solid waste and diverted material in the district, whether it is managed by council or not. This does not necessarily mean that Council is going to have direct involvement in the management of all waste – but there is a responsibility for Council to at least consider all waste in the district, and to suggest areas where other groups, such as businesses or householders, could take action themselves.

Liquid and gaseous wastes are not included except where they interact with solid waste systems. This includes hazardous wastes like chemicals and the outputs from wastewater treatment plants.

1.3 Why do we need a plan?

Managing waste and ensuring good outcomes for the community can be a complex task. We need to look after the environment, take care of people's health, and make sure that this is done at an acceptable cost to the community. To achieve these outcomes will require all parts of the community to work together.

City and district councils have a statutory role in managing waste. Councils are required under the Waste Minimisation Act 2008 (WMA) to promote effective and efficient waste management and minimisation within their city/district. A key part of doing this is to adopt a Waste Management and Minimisation Plan (WMMP). Councils also have obligations under the Health Act 1956 to ensure that our waste management systems protect public health.

This WMMP sets the priorities and strategic framework for managing waste in our district. Once the plan is adopted, the actions will be carried forward into our long term and annual plans to ensure the resourcing is available to deliver the plan's goals and objectives.

In line with the requirement of section 50 of the WMA, our WMMP needs to be reviewed at least every six years after its adoption. Councils may elect to review any or all aspects of the Plan at any time prior to this, if they consider circumstances justify such a review. The previous WMMP was adopted in 2012 and most of the actions contained in the plan have been completed.

1.4 What does the plan have to contain?

The plan must meet requirements set out in the Waste Minimisation Act, including to:

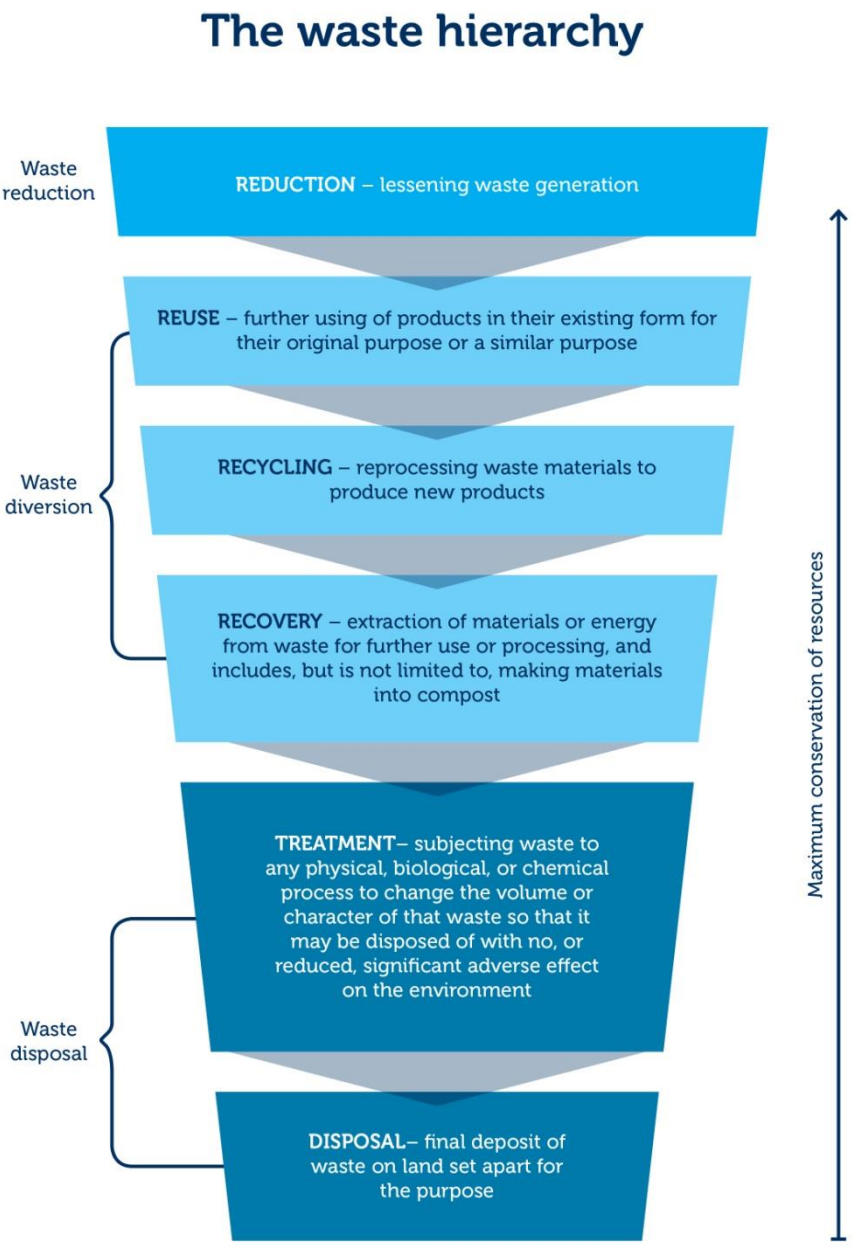
- Consider the 'Waste Hierarchy' which sets priorities for how we should manage waste (see figure 1)
- Ensure waste does not create a 'nuisance'
- 'Have regard to' the New Zealand Waste Strategy and other key government policies, which emphasise reducing harm and improving the efficiency of resource use

- Consider the outcomes of the 'Waste Assessment' (this is a review of all information that we have about the current waste situation in Ōpōtiki, including rubbish from households and businesses)
- Follow the Special Consultative Procedure set out in the Local Government Act (2002).

1.4.1 The waste hierarchy

The 'waste hierarchy' refers to the idea that reducing, reusing, recycling and recovering waste is preferable to disposal (which in New Zealand usually means a landfill). The waste hierarchy can be shown like this:

Figure 1: The Waste Hierarchy



Source: www.mfe.govt.nz

1.5 Other relevant strategies and plans

As well as aligning to Council's LTP and Annual Plans, the joint WMMP must also support or align with other strategies and plans.

Relevant government policy for local government over the current term and the last two terms (2009 – 2014) has focused on the following areas:

- fiscal responsibility, transparency and accountability;
- efficiency; through service reviews, joint working, and amalgamation;
- sustainable procurement, with a particular focus on innovation and partnership working; and
- economic growth.

Other key strategies related to waste include the New Zealand Waste Strategy which has two goals – to reduce harm, and to improve resource efficiency.

The Bay of Plenty Regional Waste and Resource Efficiency Strategy (2015), and the national New Zealand Waste Strategy (2010).

The Bay of Plenty regional document has a vision of "working together towards a resource-efficient region". The regional strategy recognises waste as a resource, and includes five goals:

- to protect our communities, land, water and air from harmful and hazardous wastes;
- to encourage resource efficiency and beneficial reuse of wastes that create sustainable economic growth in the region;
- to work together to encourage and support innovative affordable solutions, with a preference for local solutions;
- to reduce waste to landfill; and
- to promote consistent regulation and compliance monitoring requirements.

As active members of the Waikato and Bay of Plenty Waste Liaison Group and the Bay of Plenty Waste Advisory Group, Ōpōtiki District Council will seek to support the regional waste strategy through our waste management and minimisation activities.

1.6 The structure of our plan

This plan is in three parts:

Part A: The Strategy: This contains the core elements of the strategy including vision, goals, objectives, and targets. It essentially sets out what we are aiming to achieve, and the broad framework for working towards the vision.

Part B: Action Plan. The action plan set out the proposed specific actions to be taken to achieve the goals, objectives, and targets set out in Part A. Part B also sets out how we will monitor and report on our actions and how they will be funded.

Part C: Supporting Information. This part contains the background information that has informed the development of our WMMP. Most of this information is contained in the Waste Assessment, which is included in Part C.

2.0 Ōpōtiki's vision, goals, objectives and targets

This section sets out what we want to try and achieve through our plan. It has been developed after listening to the views of people in our community, considering how we can work best together, and taking into account all of our obligations. Council wants to hear your views on the proposed direction for waste management and minimisation in the Ōpōtiki district.

2.1 Our vision

"Towards Zero Waste"

This vision reflects the aspirations of the Ōpōtiki district community. Ōpōtiki committed to a zero waste approach in 1998, and this has been reflected in the changes and improvements made to services and facilities since this time. Council feels that this is still an appropriate path for the district to follow.

'Zero Waste' is an approach and a way of thinking about waste, not a target. One way of thinking about zero waste is 'Zero Waste – Waste Nothing' – if there is a way that we can reduce, reuse, or recycle the things we no longer want rather than disposing of them to a landfill, then we should be choosing these options. Other key aspects of zero waste include:

- Council and community working together to have a positive impact on the local economy and the local environment
- Cleaner production – businesses finding better ways to do things, or to make or process products that use less resources and therefore create less waste and other negative impacts on the environment
- Reducing the amount the community as a whole spends on waste management through waste reduction.

The Council and community have already achieved significant results in working towards the vision of zero waste. However the challenge now is to reduce the amount of waste going to landfill further over the period of this WMMP.

2.2 Tangata whenua worldview of waste management

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

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

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

2.3 Goals and objectives

Our vision will be realised through achieving a set of supporting goals and objectives set out in the table below.

In some areas it makes sense for councils to collaborate to gain efficiencies, share risk and achieve greater outcomes for our communities. Where it aligns and makes sense, Ōpōtiki District Council will work with other territorial and regional councils, private and community sectors, and central government to achieve shared goals and objectives.

Goal 1: A community committed to reducing, reusing, and recycling and minimising waste sent to landfill

Code	[Council] Objectives (CO)
CO1:	Provide sustainable services that are cost-effective to the community as a whole
CO2:	Improve collections and facilities so that more material, and a wider range of items, can be diverted from landfill
CO3:	Prioritise other waste reduction, reuse and recovery & recycling initiatives which align with other council objectives such as social & business development; and environmental protection
CO4:	Council and community work together where possible to implement projects, to maximise understanding and appreciation of waste management and minimisation, and gain benefit from community knowledge and energy
CO5:	Promote, encourage, and emphasise reduction, reuse and recycling

Goal 2: A community that considers, and where appropriate implements, new initiatives and innovative ways to assist in reducing, reusing and recycling wastes

Code	[Council] Objectives (CO)
CO6:	Process and manage wastes locally wherever feasible and cost-effective
CO7:	Investigate and implement new services, facilities, or other initiatives that will increase the amount of waste reduced, reused, or recycled
CO8:	Council will work closely with commercial entities to identify opportunities to better manage non-household waste streams

Goal 3: Minimise environmental harm and protect public health

Code	[Council] Objectives (CO)
CO9:	Consider the environmental impact and public health implications of all waste management options and choose those which are cost-effective to the community, while also protecting environmental and public health

2.4 Targets

Currently there is not a great deal of certainty about the data available regarding waste quantities and types in the district, and therefore it is difficult to set meaningful targets.

Council intend to implement the national waste data framework and work to improve the quality of data held over more waste streams. Once better data is available, Council will undertake further benchmarking and set targets for the remainder of the term of the WMMP on this basis.

3.0 What we have considered

In preparing this WMMP we have taken into account a wide range of considerations including the following:

- Information on the waste we generate and manage in our district
- Projections of how our population and economy might change over time
- Development plans for aquaculture, harbour development and associated activities
- Resident surveys and feedback
- The waste hierarchy
- Public health
- Tangata Whenua worldview on waste
- The potential costs and benefits of different options to manage our waste

The detail of the above information is contained in the Waste Assessment (and other supporting documentation) which is presented in Part C.

We have also taken into account a large number of plans, policies and legislation and their requirements. These include the following:

- The Waste Minimisation Act (WMA) 2008
- The Local Government Act (LGA) 2002
- The Hazardous Substances and New Organisms (HSNO) Act 1996
- The Resource Management Act (RMA) 1991
- The Health Act 1956
- The Health and Safety at Work Act 2015
- Climate Change (Emission Trading) Amendment Act 2008
- The New Zealand Waste Strategy (NZWS)
- Waste Assessments and Waste Management and Minimisation Planning: A Guide For Territorial Authorities (2015)
- Regional Policy Statement for the Bay of Plenty Region (2015)
- Bay of Plenty Regional Waste and Resource Efficiency Strategy (2013)
- The Council's Long Term Plan

Further information on the above plans, policies and legislation and how it has been considered in the formulation on this plan is contained in the Waste Assessment.

4.0 The waste situation

4.1 Long term and global considerations

There is increasing awareness of waste issues globally, for example with the issues of plastic waste in the oceans, the amount of food that is wasted, and recently with the role of China in the global recycling markets becoming more uncertain. While consumption and populations continue to grow, waste management and minimisation will continue to be an important issue locally and globally.

4.2 Summary of national and regional waste situation and activities

The management requirements in New Zealand for landfills have become stricter, and operating landfills has become more expensive, partly due to the regulations, and partly due to extra costs like the $10 waste disposal levy and the inclusion of landfills in the New Zealand emissions trading scheme. Apart from a decrease during the global financial crisis in 2011 and 2012, the amount of waste sent to landfill in New Zealand has been increasing fairly rapidly. We are now sending a third more waste to landfill than we did back in 2009 when the waste disposal levy was introduced.

With the change of government in late 2017, it is now more likely that there will be changes made to national regulation and tools such as the landfill levy, which is currently $10 per tonne, product stewardship schemes, and the emissions trading scheme.

There may also be more work done on the lack of data in New Zealand, following on from previous projects that focused on municipal waste going to landfills.

A national project focusing on farm waste is in the final stages, with trials of various options taking place around the country. The outcomes of these trials will be important for Ōpōtiki district, with so much farming activity in our area.

The Waikato and Bay of Plenty Waste Liaison Group have already worked together on a number of collaborative projects. The most recent of these involved the production of a template for Waste Assessments and WMMPs (which have been used to develop our documents) and the development of standard wording for solid waste bylaws.

Possible future regional or cross-regional projects include implementation of licensing and data collection, a facilities strategy, and work on food waste.

4.3 Our district

In 2016 just over 1,000 tonnes of waste were disposed of to a 'Class 1' landfill in 2016 from Council's services like the kerbside rubbish collection, and facilities such as the Ōpōtiki resource recovery centre. Another 700 or so tonnes was sent to landfill through private rubbish collections, demolition waste collections, or other waste collections such as medical waste services that are not managed by Council.

A total of approximately 17,000 tonnes of solid waste from Ōpōtiki were disposed of to land in the last year. This includes other waste that does not go to 'Class 1' landfills which is where most household waste goes.

Waste disposed of at Class 2-4 landfills (like cleanfills) made up approximately 47% of the total, and was equivalent to nearly one tonne per person (this is mainly inert construction and demolition waste like dirt, concrete, etc.). Farm waste makes up the second largest part of waste to land, and accounts for approximately 43% of the total.

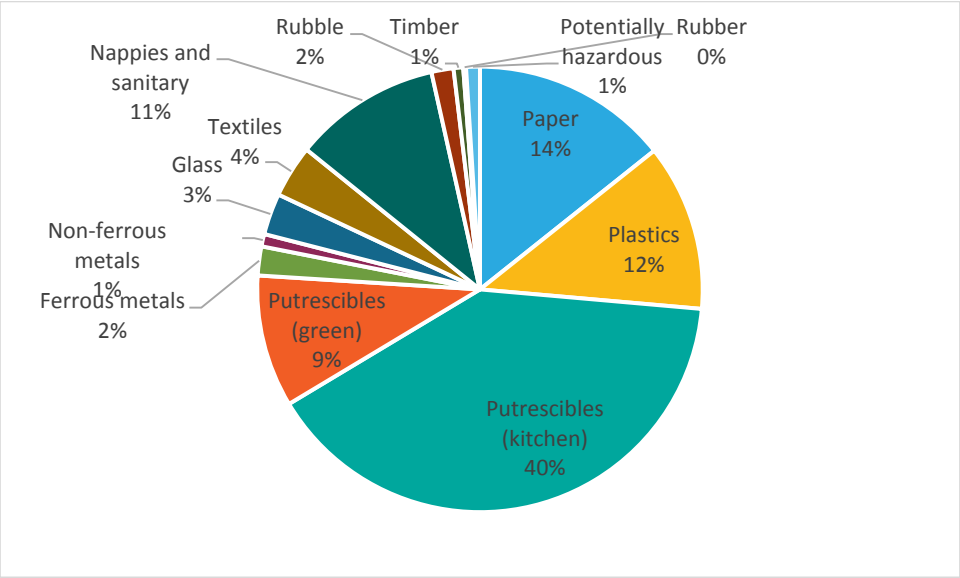
An estimated 425 tonnes of waste was sent to landfill by private collectors.

Around 2,000 tonnes of waste was recovered in 2016 mainly through recycling, with most of this – 1,700 tonnes – coming through Council's services and facilities.

4.4 Composition of waste to landfills

There is no composition data available for residual waste from the Ōpōtiki District. Estimates of composition for kerbside waste have been made based on existing national data.

Figure 2: Estimated Composition of Waste to Landfill



One study has shown that about 35% of the rubbish picked up in the kerbside rubbish bag collections is food waste.

4.5 Material diverted from landfill

Although we are throwing away about 1,700 tonnes of material into landfills each year, we are recovering nearly 1,700 tonnes each year as well. Material that is recovered from landfill is called 'diverted material'.

Most of the Council recycling is green waste, glass, and metal. Significant amounts are also recovered of wood, concrete and rubble, cardboard, and paper. A number of other materials are recovered such as plastics, aluminium cans, electrical/electronic waste, tyres, 'Gib' board, and used furniture and textiles.

An additional estimated 425 tonnes is recovered through private collections and systems.

4.6 Waste minimisation performance

The services provided by Council currently show a 51% diversion rate (although only 9% of the total waste stream). When compared to other councils, the amount of waste sent to landfill per person each year is very low at 204kg.

However, the amount of recycling collected at the kerbside from households is also low at 58kg per person each year.

The last WMMP included targets relating to waste going to landfill, and recyclables materials – with a 10% improvement in each over the 2011 figures. The table below shows these figures for 2011 and the most recent figure, with the % improvement.

Table 1: Progress against waste reduction targets from the previous plan

Measure	2011	Latest	% improvement
Residual waste disposed of to landfill	1,100	1,070	3%
Recyclable materials collected at resource recovery centres (including kerbside recycling)	1,431	1,662	16%

This shows that the target for increasing the amount that is recycled was achieved – and was actually well exceeded.

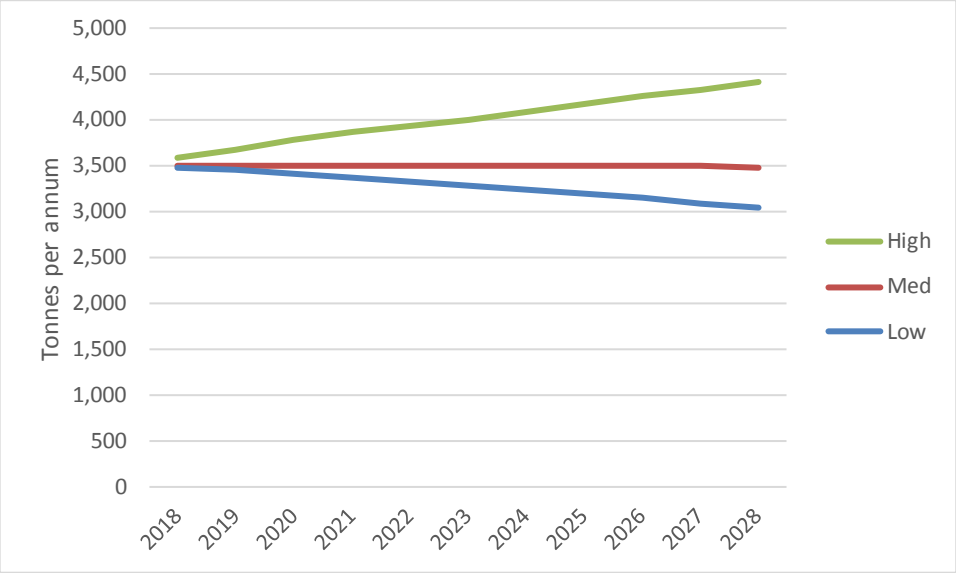
The target for reducing waste to landfill however was not.

4.6.1 Projections of future demand

The population in Ōpōtiki is projected by Statistics NZ to decline in the future, but these projections do not take into account the potential impact of significant economic development initiatives that are underway. Revised projections that do take these factors into account suggest a 30% increase in population over the next 10 years in the 'Aspirational' scenario.

Projections which take into account the impact of economic development initiatives can be used to future demand for waste management services. The outcome of the future demand projection is shown in the chart below.

Figure 3: Projections for Waste to Class 1 Landfill and Recovery 2018 -2028



4.7 Key issues

The Waste Assessment looked across all aspects of waste management in the district, (including some of the data presented in this section), and identified the main areas where we could improve our effectiveness and efficiency in managing and minimising waste.

Local council issues: issues under council's area of control are:

1. **Kerbside recycling:** Increasing the capacity of the kerbside recycling collection, so that householders are able to have the majority of their recycling collected at the kerbside.

2. **Food Waste:** Food waste is likely to represent a large proportion of the waste being landfilled. This is potentially the biggest opportunity to improve diversion.

3. **Rural waste:** This includes households that live in rural areas. Rural properties currently do not receive council kerbside collections. While a kerbside collection is not necessarily a cost-effective way to provide a service, it may become economical to provide service to more rural properties in future.

4. **Farm waste:** while originating in similar locations to rural waste, farm waste is usually very specific types of material and requires specific management. These include things like silage wrap, drench and farm chemical containers, leftover chemicals, veterinary supplies etc. Estimates suggest that there could be substantial quantities of farm waste in the district, and we need to make sure this is well managed.

5. **Aquaculture/harbour development:** this is likely to result in new and increased waste streams requiring management in the district.

6. **Disposal and other infrastructure:** disposal facilities are likely to become more limited in availability, and more expensive.

7. **Kerbside refuse:** Residents currently report a number of issues with 'dog strike' resulting in litter and difficulty in collecting the rubbish.

8. **Data and Monitoring:** due to the lack of a weighbridge, data relating to kerbside collections is largely estimated. Composition data is not widely available. Little is known about non-household waste streams, other than the waste which passes through Council's collections or facilities.

Addressing these issues is a key focus of the WMMP.

Regional/Sub-regional issues: Other significant issues have been identified where regional or sub-regional co-operation is likely to improve outcomes, for example:

1. Product stewardship; particularly for medical waste
2. Targeted education & engagement; particularly around rural and construction and demolition waste
3. Infrastructure capacity, particularly around understanding market influences
4. Regional cooperation on regulation, especially licensing of waste operators and data collection
5. Food waste management

These issues are discussed in a little more detail below:

1. Product Stewardship (producer responsibility)

Waste streams such as e-waste, tyres, and agricultural chemicals and their containers require central government to activate product stewardship and other regulatory mechanisms in order to achieve better waste management outcomes. Councils are likely to have greater influence on achieving product stewardship by presenting a unified voice.

Medical waste is also an area where working together is likely to achieve better results. As home based healthcare is increased across the region, medical waste issues will increase. Working together provides the best opportunities to support DHBs to establish a medical waste product stewardship scheme to support those utilising home healthcare.

2. Targeted education & engagement

Providing consistent messaging across the region will support education and behaviour change outcomes. As communities often cross district and city boundaries, consistent education and engagement messages are more effective when implemented over a wider area. In particular:

- Targeted messaging to the rural sector and businesses involved in C&D
- Encouraging markets for recovered materials

3. Infrastructure capacity

Benchmarking, identifying gaps in infrastructure provision (particularly around food and C&D waste) and developing a better understanding market influences at a regional level is likely to benefit all councils.

4. Regulation – licensing and data collection

Following on from the development of standard clauses for solid waste bylaws, there is now potential for councils to cooperate at a regional or cross-regional level to implement parts of the bylaw. This particularly applies to the provisions relating to licensing of waste operators and data collection.

5. Food waste

Food waste collections are increasingly becoming a priority work area for councils all over New Zealand, as the next significant waste stream to divert from landfill. There is potential for councils to work together in designing and implementing food waste management systems in a more cost-effective way.

Council will use its influence, and work collaboratively with regional and national organisation to address these issues.

Part B: Action plan

5.0 Introduction

The following action plan sets out how Ōpōtiki District Council intends to work towards the vision, goals, and objectives, and address the issues outlined in Part A of the WMMP.

The action plan aims to set out clear, practical initiatives that Ōpōtiki District Council will implement, either on our own or jointly. While the action plan forms part of the WMMP, they are intended to be useful 'living' documents that can be regularly updated to reflect current plans and progress. Under the WMA the plans can be updated without triggering the need for a formal review of the WMMP, as long as the changes are not significant and do not alter the direction and intent of the strategy as set out in Part A. These changes would be made as part of the annual planning process.

5.1 Considerations

This action plan is a strategic document outlining high level intentions for actions to meet our obligations under the WMA.

Further work will be required to determine the costs and feasibility of some projects, which may impact how, when or if they are implemented. Detailed assessments of some actions will be carried out prior to their implementation.

In some instances, the delivery of the actions set out in this action plan will depend on the development or amendment of contractual arrangements with providers. The nature of these contractual arrangements cannot be pre-empted and may impact the nature, timing or cost of these projects.

5.2 Council's intended role

The Council intends to oversee, facilitate and manage a range of programmes and interventions to achieve effective and efficient waste management and minimisation within the district. The Council will do this through our internal structures responsible for waste management. We are responsible for a range of contracts, facilities and programmes to provide waste management and minimisation services to the residents and ratepayers of Ōpōtiki district.

In addition, the councils in the Bay of Plenty region will continue to work together to deliver the vision goals and objectives set out in this plan.

One of the avenues through which collaboration may be facilitated is through working with the BOPLASS (Bay of Plenty Local Authority Shared Services), an organisation that we belong to, which has been set up to take action where working together makes sense.

6.0 Action Plan

Regulation

Reference & Title	Description	New or existing action	Timeframe	Funding	Contribution to Targets
Solid waste Bylaw	Review existing bylaw to ensure alignment with any changed services, and incorporate standard clauses as appropriate	New	2018	Minimal – rates	General support
Regional licensing and data collection project	Work with other council and agencies such as BOPLASS to support the implementation of any regional approach to licensing and data collection	New	2018	Minimal – rates	General support
Illegal dumping	Continue to take enforcement action against those that dump rubbish where possible	Existing	Ongoing	Rates	General support

Rationale: While Ōpōtiki District Council has a solid waste bylaw, this may need to be updated to ensure it is aligned with any changes to services and management options. While the bylaw is being reviewed and updated, the opportunity is taken to incorporate the standard template bylaw wording wherever possible to ensure consistency across the Bay of Plenty and Waikato regions. This will maximise Council's ability to take part in subsequent regional or cross-regional projects.

Data

Reference & Title	Description	New or existing action	Timeframe	Funding	Contribution to Targets
Develop a data strategy that is aligned with the national waste data framework	Develop a data strategy that is aligned with the national waste data framework to ensure that Council is collecting accurate and appropriate data to use in future waste assessments. This may involve carrying out 'SWAP' composition studies, and/or negotiating the use of a weighbridge to collect data on the quantity of wastes from kerbside rubbish and recycling collections.	New	2018	$15k - $25k – levy funding	General support and guides future actions

Rationale: Better data on a wider range of waste streams will enable Council to better prioritise waste management and minimisation activities in future, and to benchmark against other local authorities.

Communications

Reference & Title	Description	New or existing action	Timeframe	Funding	Contribution to Targets
General education and engagement	Continue to provide information on services and waste minimisation generally to householders, appropriate to their situation	Existing	Ongoing	$5k per annum – rates	General support
Expand education and engagement activities	Build on existing information provision, particularly through social media and community engagement channels	New	Ongoing	Minimal	General support
Specific education and engagement relating to any service changes	If kerbside collection services or other services are changed/new services are offered, more intensive and specific information material will be required.	New	As required	$5-8k, depending on scope of change – levy funding	General support and specific support of any service changes

Rationale: the community needs to understand the motivations and reasons for actions Council takes, and how they can support these. When/if services are changed or new services are introduced, a one-off campaign will be needed to ensure that householders use services to the maximum potential possible and that contamination is minimised.

Collections

Reference & Title	Description	New or existing action	Timeframe	Funding	Contribution to Targets
Review kerbside collection systems generally	Review the kerbside collection system and identify improvements that will address issues such as restricted capacity for recycling and rubbish, food waste diversion, reducing dog strike, and a subsidy policy for specific parts of the community Options for providing subsidies/discounts to target groups will be investigated. Investigate offering wheeled bins for rubbish collection, which could still be on a user-pays basis. A wheeled bin service costs more to provide than the existing system.	New	2018	Levy and rates (targeted and general), user charges	Can directly support diversion from landfill and progress towards zero waste, while providing improved customer service
Food waste diversion	Support the regional food waste investigation project and implement agreed actions following appropriate consultation through annual plans or LTP processes.	New	2018 – 2019	No cost at present	Depending on the outcomes of the project, could directly support diversion from landfill and progress towards zero waste
Extend kerbside collection systems	Extend kerbside collections to additional areas, as operational efficiency makes this cost-effective, on a case by case basis	Existing	Ongoing	Targeted and general rates, user charges	Unlikely to achieve increase in diversion from landfill
Farm waste	Consider introducing a specific service targeting farm waste, depending on the outcomes of the current trials	New	2018-19	Levy, user charges, rates	Could result in a moderate increase in diversion from landfill, but more likely a decrease in the amount of waste managed on farms

Reuse collections	Investigate the potential for community groups to work with the Ōpōtiki RRC to provide a reusable items collection service	New	2019-20	User charges	Could result in a small increase in diversion from landfill and progress towards zero waste
Peak season collections	Investigate the potential to introduce a 'summer camping' system where visitors to the district and users of popular free camping areas are able to pay a charge and receive collections during peak seasons. Implement if feasible	New	2017-18 for possible implementation in 2018-19 summer	Levy, user charges	Could result in a small increase in diversion from landfill and progress towards zero waste

Rationale: Currently there are a number of issues with the kerbside collections, including lack of capacity for recyclables and dog strike. Households have relatively restricted capacity in their recycling collection, and are charged for delivering additional recyclables to the Ōpōtiki RRC. Introducing a kerbside food waste collection will divert a significant proportion of waste from landfill, while also ensuring rubbish is less attractive to dogs etc. Food waste can be processed locally into a beneficial product for the horticulture and orchard sectors. Feedback from the community is that wheeled bins would be preferred for rubbish collections.

Farm waste is a specific waste stream which requires specific management and services. A project is currently underway trialling various services that are targeted at farm wastes. Council could implement the outcomes of this project, once results are known.

Infrastructure

Reference & Title	Description	New or existing action	Timeframe	Funding	Contribution to Targets
Extend RRCs	Operate RRCs as currently, with improved signage, additional reuse options, reviewed charges, and incorporation of additional waste streams, micro-businesses and community partnerships	New	Ongoing	Rates, levy	Moderate diversion from landfill depending on opportunities that are identified and implemented
Capital works	Continue to undertake scheduled capital works on facilities	Existing	Ongoing	Capital allocations	No impact on diversion from landfill

Rationale: Currently the RRCs function very well and a wide range of materials are diverted. Signage is dated and could be improved to be more noticeable and consistent. The reuse area at Ōpōtiki could be further developed as a community partnership, and other opportunities may be identified during the course of this plan that could be incorporated into RRCs.

Leadership & Management

Reference & Title	Description	New or existing action	Timeframe	Funding	Contribution to Targets
Work proactively with commercial and community sectors	Identify key groups and work proactively with them to target waste stream and issues, and develop collaborative solutions e.g. form a working group to address waste issues arising from the aquaculture and harbour developments	New	Ongoing	Levy, rates	Could achieve a significant diversion from landfill, or prevention of waste to landfill, supporting progress towards zero waste

Rationale: Previously the commercial and community sectors have largely been independent of Council in managing waste issues. As identified in the Waste Assessment and described in this WMMP, there are potentially significant gains to be achieved by working more closely. Similarly, if closer working isn't managed, new and significant waste streams could arise in the District with little forward planning for management.

Sub-regional, Regional and National Collaboration

Reference & Title	Description	New or existing action	Timeframe	Funding	Contribution to Targets
Participate in collaborative projects	Work within the Waste Liaison Group to identify and support collaborative projects, particularly those relating to infrastructure, food waste collections, and licensing/data collection.	Existing	Ongoing	Rates	Dependent on projects identified
Advocate for extended product stewardship	Work with local and regional councils and other organisations to promote enhanced product stewardship schemes including accredited and priority product schemes under the WMA	Existing	Ongoing	Rates	Dependent on outcomes
Medical Waste Collection	Encourage and work with the Bay of Plenty District Health Board in providing appropriate schemes for the management of medical waste from home health care and medical facilities.	Existing	Ongoing	Rates	Minimal impact on waste to landfill

7.0 Monitoring evaluating and reporting progress

7.1 Monitoring and Reporting

Progress on development and implementation of the WMMP will be reported to Council through the Chief Executive on a quarterly basis, or more frequently as required to review progress and make decisions in respect to the WMMP and its implementation.

Actions with significant financial implications will be referred to Council for decisions at the appropriate time.

This WMMP contains a number of actions with carrying timeframes (refer to Part B), as well as a set of waste minimisation targets (refer section 0).

Each of these actions and targets will be reported against in terms of progress to the Chief Executive and then to Council.

8.0 Funding the plan

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

8.1 Funding local actions

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

- Uniform Annual General Charge (UAGC) - a charge that is paid by all ratepayers
- User Charges - includes charges for user-pays collections as well as transfer station gate fees[1]
- Targeted rates - a charge applied to those properties receiving a particular council service
- Waste levy funding - The Government redistributes funds from the $10 per tonne waste levy to local authorities on a per capita basis. By law 50% of the money collected through the levy must be returned to councils. This money must be applied to waste minimisation activities
- Waste Minimisation Fund - Most of the remaining 50% of the levy money collected is redistributed to specific projects approved by the Ministry for the Environment. Anyone can apply to the WMF for funding for projects
- Sale of recovered materials - The sale of recovered materials can be used to help offset the cost of some initiatives
- Private sector funding - The private sector may undertake to fund/supply certain waste minimisation activities, for example in order to look to generate income from the sale of recovered materials etc. Council may look to work with private sector service providers where this will assist in achieving the WMMP goals.

Funding considerations take into account a number factors including:

- Prioritising harmful wastes;
- Waste minimisation and reduction of residual waste to landfill;
- Full-cost pricing - 'polluter pays';
- Public good vs. private good component of a particular service;
- That the environmental effects of production, distribution, consumption and disposal of goods and services should be consistently costed, and charged as closely as possible to the point they occur to ensure that price incentives cover all costs;

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

- Protection of public health;
- Affordability; and
- Cost effectiveness.

The potential sources of funding for each of the actions are noted in the tables in Part B of the WMMP. Budgets to deliver the activities set out in this plan will be carefully developed through our Annual Plan and Long Term Plan processes. The approach taken will be to implement as many of the activities as possible while controlling costs and, where possible, taking advantage of cost savings and efficiencies. It is anticipated that by setting appropriate user charges, reducing costs through avoided disposal, more efficient service delivery from joint working, and targeted application of waste levy money, the increased levels of waste minimisation as set out in this WMMP will be able to be achieved without overall additional increases to the average household cost.

8.2 Funding regional, sub-regional and national actions

There are a range of waste issues that make sense to collaborate on at a sub-regional, regional or national level where efficiencies can be made through collaborative funding.

The Council will provide funding towards agreed regional projects through the Annual and Long Term Plans. This may be funded from rates, waste levy funding, user charges, or other sources as determined by Council at the time.

There is also opportunity to leverage regional collaboration to access the contestable Waste Minimisation Fund (WMF) for larger capital projects that will support the wider region/s.

Delivery of each regional project and management of associated regional project budgets will be the responsibility of Waikato Regional Council or a Project Lead Council, who will have agreed guidelines for oversight of the project and responsibility for spending.

Projects will be chosen based on agreed criteria for funding of regional initiatives.

8.3 TA Waste levy funding

Council receive, based on population, a share of national waste levy funds from the Ministry for the Environment. It is estimated that at the current rate of $10 per tonne our council's total share of waste levy funding will be approximately $30,000 per annum. While the amount of levy money received may rise in the future if the levy goes up, this is not certain and we have not made any current provision for this.

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

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

We intend to use our waste levy funds for a range of waste minimisation activities and services as set out in the Action Plans – including participating in regional, sub-regional and national activities.

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

Part C: Supporting information

Glossary of terms

A.1.0 Glossary of Terms

C&D Waste	Waste generated from the construction or demolition of a building including the preparation and/or clearance of the property or site. This excludes materials such as clay, soil and rock when those materials are associated with infrastructure such as road construction and maintenance, but includes building-related infrastructure.
Cleanfill	A cleanfill (properly referred to as a Class 4 landfill) is any disposal facility that accepts only cleanfill material. This is defined as material that, when buried, will have no adverse environmental effect on people or the environment.
Disposal	final deposit of waste into or onto land, or incineration
Diverted Material	Anything that is no longer required for its original purpose and, but for commercial or other waste minimisation activities, would be disposed of or discarded.
Domestic Waste	Waste from domestic activity in households.
ETS	Emissions Trading Scheme
Food waste	Any food scraps – from preparing meals, leftovers, scraps, tea bags, coffee grounds
Green waste	Waste largely from the garden – hedge clippings, tree/bush prunings, lawn clippings
Hazardous waste	Waste that can cause harm or damage, to people or the environment, like strong chemicals. Shouldn't go in to landfills.
ICI	Industrial, Commercial, Institutional
Landfill	Tip or dump. A disposal facility as defined in S.7 of the Waste Minimisation Act 2008, excluding incineration. Includes, by definition in the WMA, only those facilities that accept 'household waste'. Properly referred to as a Class 1 landfill
LGA	Local Government Act 2002
LTP	Long Term Plan
Managed Fill	A disposal site requiring a resource consent to accept well-defined types of non-household waste, e.g. low-level contaminated soils or industrial by-products, such as sewage by-products. Properly referred to as a Class 3 landfill.
MfE	Ministry for the Environment
MGB	Mobile garbage bin – wheelie bin.
MRF	Materials Recovery Facility
MSW	Municipal Solid Waste

New Zealand Waste Strategy	A document produced by the Ministry for the Environment in 2010. Currently being reviewed.
NZWS	New Zealand Waste Strategy
Putrescible, garden, greenwaste	Plant based material and other bio-degradable material that can be recovered through composting, digestion or other similar processes.
Recovery	a) extraction of materials or energy from waste or diverted material for further use or processing; and b) includes making waste or diverted material into compost
Recycling	The reprocessing of waste or diverted material to produce new materials
Reduction	a) lessening waste generation, including by using products more efficiently or by redesigning products; and b) in relation to a product, lessening waste generation in relation to the product
Reuse	The further use of waste or diverted material in its existing form for the original purpose of the materials or products that constitute the waste or diverted material, or for a similar purpose
RRP	Resource Recovery Park
RTS	Refuse Transfer Station
Rubbish	Waste, that currently has little other management options other than disposal to landfill
Service Delivery Review	As defined by s17A of the LGA 2002. Councils are required to review the cost-effectiveness of current arrangements for meeting the needs of communities within its district or region for good-quality local infrastructure, local public services, and performance of regulatory functions. A review under subsection (1) must consider options for the governance, funding, and delivery of infrastructure, services, and regulatory functions.
TA	Territorial Authority (a city or district council)
Transfer Station	Where waste can be sorted for recycling or reprocessing, or is dumped and put in to larger trucks for transport to landfill
Treatment	a) means subjecting waste to any physical, biological, or chemical process to change its volume or character so that it may be disposed of with no or reduced adverse effect on the environment; but b) does not include dilution of waste
WA	Waste Assessment as defined by s51 of the Waste Minimisation Act 2008. A Waste Assessment must be completed whenever a WMMP is reviewed

Waste	Means, according to the WMA: a) Anything disposed of or discarded, and b) Includes a type of waste that is defined by its composition or source (for example, organic waste, electronic waste, or construction and demolition waste); and c) To avoid doubt, includes any component or element of diverted material, if the component or element is disposed or discarded.
Waste Assessment	A document summarising the current situation of waste management in a locality, with facts and figures, and required under the Waste Minimisation Act.
Waste Hierarchy	A list of waste management options with decreasing priority – usually shown as 'reduce, reuse, recycle, reprocess, treat, dispose'
WMA	Waste Minimisation Act (2008)
WMMP	A Waste Management and Minimisation Plan as defined by s43 of the Waste Minimisation Act 2008
WWTP	Wastewater treatment plant
Zero Waste	A philosophy for waste management, focusing on Council/community partnerships, local economic development, and viewing waste as a resource. Can also be a target (but not in this case).