



Draft Waste Management & Minimisation Plan 2018-2024



Waitaki
DISTRICT COUNCIL
TE KAUNIHERA Ā ROHE O WAITAKI

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Key terms and abbreviations

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.
Green waste	Waste largely from the garden – edge clippings, tree/bush pruning, lawn clippings.
Hazardous waste	Materials that are flammable, explosive, oxidizing, corrosive, toxic, ecotoxic, radioactive or infectious. Examples include unused agricultural chemicals, solvents and cleaning fluids, medical waste, and many industrial wastes.
LGA	Local Government Act 2002
Litter/illegal dumping	Littering is defined in the Litter Act 1979 as: litter includes any refuse, rubbish, animal remains, glass, metal, garbage, debris, dirt, filth, rubble, ballast, stones, earth, or waste matter, or any other thing of a like nature. A definition of dumping is that: dumping is not a separate offence but is littering at the extreme end of the scale that depends on the amount and nature of the litter that is deposited, the location and circumstances in which the littering occurs and the resources required to remove the litter.
MfE	Ministry for the Environment
Recyclables	Waste material that is suitable for recycling
Recycling	The reprocessing of waste material to produce new materials
Residual waste/rubbish	Waste, that currently has little other management options other than disposal to landfill
SWAP	Solid Waste Analysis Protocol (SWAP), an MfE-led baseline programme to provide solid waste composition information.
Tonne (metric)	A thousand kilograms
Waste	Means, according to the Waste Minimisation Act: 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 of
WMMP	A Waste Management and Minimisation Plan as defined by s43 of the Waste Minimisation Act 2008

Introduction

Background

Under the Waste Minimisation Act 2008, Council must prepare and consult on a draft Waste Management and Minimisation Plan (WMMP) every six years. Our last WMMP was adopted in 2012.

The 2012 WMMP reflected the direction Council had developed over the five years leading up to the plan's adoption. During that time, Council had researched and developed a range of options for delivery of waste services, and extensively consulted on these with the community.

The plan confirmed earlier conclusions that Oamaru Landfill was no longer viable for several reasons, the most significant being the lack of modern environmental controls and diminishing landfill space. Options for developing a new district landfill did not measure up due to the high cost of modern landfill controls and operation, likely difficulties in gaining consents, and the relatively low volumes of waste generated within the district through which operational costs could be recovered.

The 2012 plan also confirmed Council's 2008 decision to encourage the private market to provide waste services wherever possible and appropriate, with Council taking on a facilitation role where required. The most significant impact of this approach was the cessation of Council-controlled kerbside waste collection and the development of a private refuse transfer station to coincide with the closure of the Oamaru Landfill.

Cessation of Council kerbside collection arose from careful consideration of our community – including the fact that only 13 percent of residents were using the Council-run service, and our low per-dwelling occupancy rate and resident age profile. This highlighted that a 'one size fits all' approach, typical of a council-provided service, disadvantages residents who generate low waste volumes and actively minimise, reduce, reuse and recycle their waste. The private sector was in a better position to provide services to meet the needs of these residents.

The decision to develop a private transfer station to replace the Oamaru Landfill recognised that, by ceasing kerbside collection, Council no longer controlled the waste stream and that the private market would continue to manage and dispose of the district's waste, irrespective of the existence of the Oamaru Landfill. Council adopted a facilitative role to ensure the solution could provide the best per-tonne cost to our residents. This resulted in a Memorandum of Understanding with Waste Management Ltd and the Waitaki Resource Recovery Trust to ensure the most cost-effective waste disposal, and best waste diversion and minimisation opportunities, are available to our community.



Above: Waitaki Mayor Gary Kircher, Waitaki MP Jacqui Dean, along with Waste Management representatives, open the new Refuse Transfer Station in Oamaru in 2017.

Moving forward

Since the 2012 WMMP was adopted, Council has successfully undertaken or completed much of what we planned to achieve¹. This includes successfully managing the closure of the Oamaru Landfill, facilitating development of the new Oamaru Refuse Transfer Station, and continuing to support the Waitaki Resource Recovery Trust in providing a range of options for waste minimisation and diversion.

We have also continued to ensure that households and businesses in all areas of the District have access to a range of options for managing and minimising their waste – whether through privately-owned or Council-run services and facilities.

However, as both our district and the waste management environment continue to evolve, so do the challenges we must address as a council and a community. In particular, the Waitaki District is seeing ongoing growth in the number of visitors – both domestic and international. While this brings many benefits, it also creates some challenges for our smaller communities.

While Oamaru has sufficient capacity and flexibility to deal with the waste generated by increased visitor numbers in the longer term, other areas, such as townships in the Waitaki Valley and Waihemo area, will face more challenges in meeting the needs of residents, visitors and holiday home owners in a way that is both affordable and sustainable. We have given special consideration to these areas in the preparation of this plan.

Another key challenge is ensuring the community is both well-informed and supported in managing and minimising its waste. While provision of kerbside and other services by the private sector offers the community choice and the opportunity for everyone to reduce their costs through minimising their waste, it can also create confusion and dissatisfaction. Well-targeted information, education and initiatives will be key to the successful management of Waitaki's waste in the future.

Other challenges include managing the impending closure of the Palmerston landfill, managing our closed landfills to meet consent conditions, and ensuring we continue to monitor and manage littering and illegal dumping throughout the District.



Above: Otematata Township in the Waitaki Valley. Townships such as Otematata face some unique seasonal challenges due to their increasing popularity as holiday destinations (photo credit: Otago Daily Times)

¹ Waste Assessment 2017

Waste Assessment and consultation with key stakeholders

The Waste Minimisation Act requires councils to undertake a Waste Assessment before reviewing and preparing their WMMP, and to have regard to it in the preparation of the plan.

The purpose of the Waste Assessment is to provide the necessary background information on waste and diverted materials to enable a territorial authority to determine a logical set of priorities and activities. A copy of the Waste Assessment is appended to this draft plan.

Prior to drafting the WMMP, the Draft Waste Assessment was completed and forwarded to the following key stakeholders for comment:

- The Medical Officer of Health
- Waitaki Resource Recovery Trust
- Waihemo Wastebusters
- Waste Management NZ
- WasteCo
- Whitestone Contracting
- Transpacific Industries Group
- Awamoa Bins and Skips
- Hampden Community Energy Incorporated
- Alliance Group
- Otago Regional Council
- Environment Canterbury
- Otago Chamber of Commerce
- Peter Murdoch Ltd
- Waihemo and Ahuriri Community Boards

The Medical Officer of Health (MoH) was consulted on the Draft Waste Assessment in accordance with Section 51 of the Waste Minimisation Act. The MoH's feedback was that the Waste Assessment provided a clear view of the current situation in relation to waste management in Waitaki, the options under consideration by the Council, and our strategic approach. The MoH did raise some concerns regarding the Palmerston Landfill proposal which we are confident will be addressed in the planning process and through consultation with Otago Regional Council.

Feedback from other key stakeholders was taken into account when preparing this draft WMMP (Statement of Proposal) for public consultation, and will also be considered as implementation of the plan is undertaken.

Part A: Strategic direction



The waste hierarchy

The 'waste hierarchy' refers to the idea that reducing, reusing, recycling and recovering waste is preferable to disposal.

The waste hierarchy is shown as:

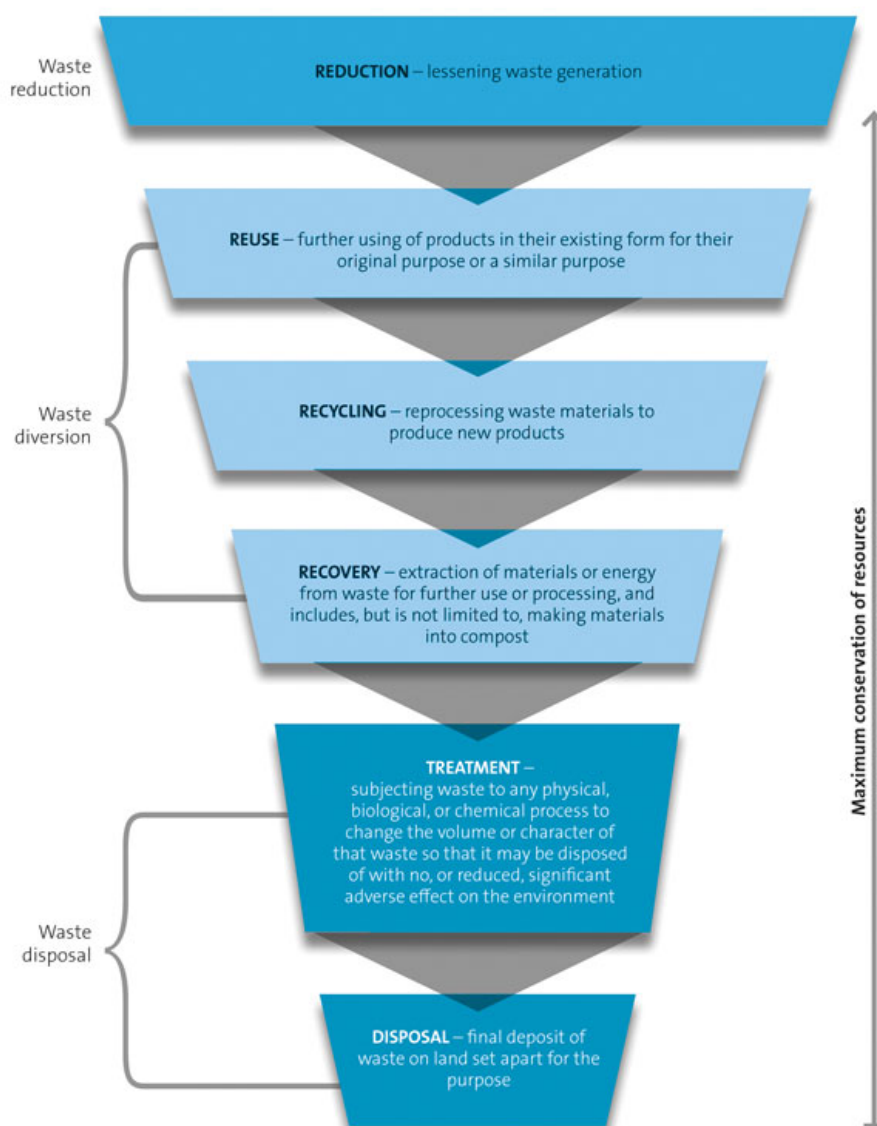


Figure 1: Waste hierarchy²

In general, focusing on action towards the top of the waste hierarchy can reduce the costs at lower levels. Environmental impacts are also often reduced by focusing efforts at the higher levels. However, relative costs can vary significantly depending on factors such as disposal and transport costs applicable to various waste materials.

² From the Ministry for the Environment website, www.mfe.govt.nz

Our vision, goals and objectives

Council has reviewed its vision, goals and objectives from the 2012 WMMP.

Although the wording has been amended, the intent remains the same, with a focus on incentivising waste minimisation through providing people with the opportunity to reduce their costs through selecting their own kerbside collection contractor and reducing the amount of waste they dispose of.

Vision: <i>“People in Waitaki choose to minimise and divert their waste to the greatest extent possible”</i>	
Goals	Objectives
<i>To keep Waitaki people safe and healthy</i>	<ol style="list-style-type: none"> 1. Ensuring appropriate and accessible waste management services, facilities and education programmes are provided 2. Maintaining a user-pays approach to waste so that the majority of costs lie with the waste generator, and so that households and businesses can reduce their costs through increasing their waste minimisation and diversion 3. Considering the long-term costs and benefits (including social, cultural, economic and environmental) in all decision-making related to waste management and minimisation 4. Monitoring waste management and minimisation outcomes within the district and taking action where appropriate to meet our goals
<i>To protect Waitaki's environment from harm</i>	<ol style="list-style-type: none"> 5. Managing incidents of littering and illegal dumping through education, monitoring and enforcement 6. Meeting health and environmental legislative requirements and consent conditions
<i>To keep rates affordable</i>	<ol style="list-style-type: none"> 7. Maintaining or increasing levels of waste minimisation and diversion through ensuring households and businesses have access to effective information, services and facilities 8. Leaving provision of waste services to the private market, wherever practicable
<i>To enable households and businesses to manage their waste costs</i>	<ol style="list-style-type: none"> 9. Collaborating with community providers, private businesses and other local authorities in order to ensure services, facilities and programmes are provided in the most cost-effective ways

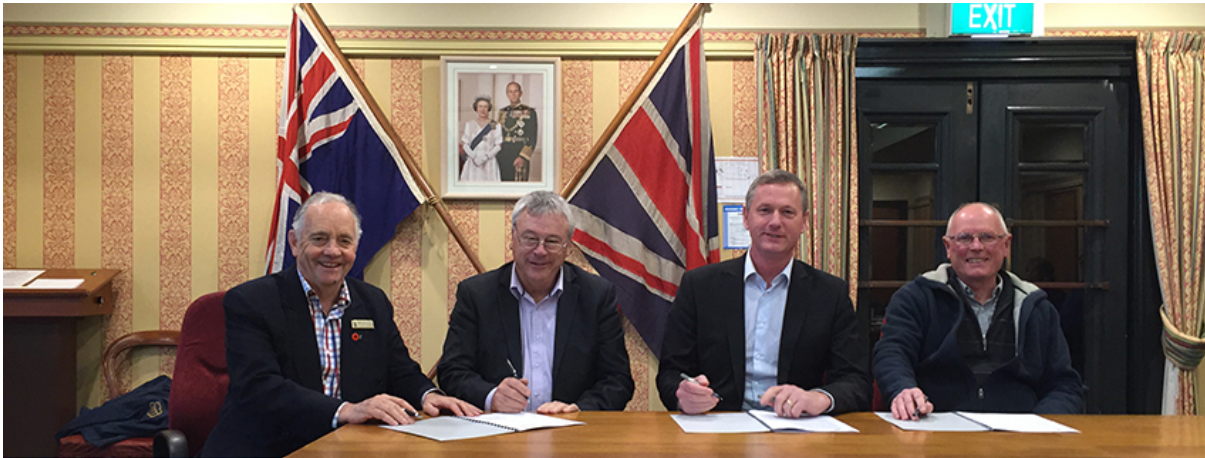
Measuring performance

To indicate whether or not we are meeting our objectives for waste management and minimisation, Council has identified the following performance measures:

Objective	Performance measures	Target
1. Ensuring appropriate and accessible waste management services, facilities and education programmes are provided	Percentage of Waitaki residents within 25 kilometres of refuse transfer station, rural recovery park or recycling drop-off facility	Greater than 90%
	There are competing options for household kerbside rubbish collection services operating in township areas (Palmerston, Hampden, Herbert, Duntroon, Kurow, Otematata, Omarama)	Two or more private service options available
2. Maintaining a user-pays approach to waste so that the majority of costs lie with the waste generator, and so that households and businesses can reduce their costs through increasing their waste minimisation and diversion	Waste disposal costs recovered at Council-run rural recovery parks	20-60% (this target will require Council to review its Financial Strategy target)
	The average cost of waste disposal per household in Waitaki	Status quo or decrease over 6 years (monitored through a triennial survey of households).
3. Considering the long-term costs and benefits (including social, cultural, economic and environmental) in all decision-making related to waste management and minimisation	Compliance (ongoing) with legislative requirements and regional authority consent conditions	Full compliance
4. Monitoring waste management and minimisation outcomes within the district and taking action where appropriate to meet our goals	Solid Waste Analysis Protocol (a classification system for component materials in the waste stream)	Undertaken triennially in collaboration with WRRT and WML
	Reports from WRRT received and monitored	Quarterly
5. Managing incidents of littering and illegal dumping through education, monitoring and enforcement	Number of illegal dumping incidents	Status quo or reduction over a 6-year period

Objective	Performance measures	Target
6. Meeting health and environmental legislative requirements and consent conditions	Compliance (ongoing) with legislative requirements and regional authority consent conditions	Full compliance
7. Maintaining or increasing levels of waste minimisation and diversion through ensuring households and businesses have access to effective information, services and facilities	A decrease in the total volume of waste generated per person in Waitaki	Reducing trend in waste received at the Oamaru Refuse Transfer Station and Palmerston Landfill, per person, over a 6-year period
8. Leaving provision of waste services to the private market, wherever practicable	As for Objective 1	As for Objective 1
9. Collaborating with community providers, private businesses and other local authorities in order to ensure services, facilities and programmes are provided in the most cost-effective ways	Percentage of the annual MfE waste levy funding spent	100% of the annual MfE waste levy funding available to Council is utilised over the 6-year period
	Memorandum of Understanding with WRRT and WML	The provisions within the Memorandum of Understanding continue to be met by all parties

Council's intended role



Above: Former Waitaki District Council CE Michael Ross, Waste Management NZ South Island General manager Gareth James, Mayor Gary Kircher, Waitaki, and Resource Recovery Trust Recovery Park Manager Dave Clare, sign the Memorandum of Understanding (MoU) for waste management and minimisation in August 2016. A copy of the MoU is included with the appended Waste Assessment.

Summary

Over the life of this plan, Council will continue to focus on ensuring there are cost-effective, accessible and reliable waste management and minimisation services and facilities available in Waitaki for residents, businesses and visitors.

We will continue to work cooperatively and collaboratively with the Waitaki Resource Recovery Trust, Waste Management NZ (in accordance with the Memorandum of Understanding), community providers, the private sector and other local authorities in order to cost-effectively meet our objectives and achieve the best possible outcomes for our community.

In particular, we will invest more in informing and educating the community and businesses, so they can choose services or facilities that best meet their requirements and minimise their waste costs.

An overview of our intended role in waste management and minimisation over the next six years is outlined on the following page.

Waste management	Waste minimisation
<p>Council will continue to leave the provision of waste services to the private market, wherever practicable. Where mutual benefits can be realised, Council will take a facilitation role between parties to encourage the reduction of waste going to landfill.</p> <p>Council will continue to be responsible for making provision for the effective and efficient collection and disposal of solid waste to acceptable environmental standards in order to improve, promote and protect public health.</p> <p>We intend to ensure the following are provided:</p> <ul style="list-style-type: none"> ○ A refuse transfer station in Oamaru (owned and operated by Waste Management Ltd) ○ A network of four rural recovery parks (transfer stations) located at Otematata, Omarama, Kurow and Hampden ○ Funding to the Waitaki Resource Recovery Trust for the transfer of residual waste dropped off at the Recovery Park to the Oamaru Refuse Transfer Station ○ A transfer station or other facility or service in Palmerston to cater for the community's needs when the landfill closes <p>We will also continue to manage the district's fourteen closed landfills (including Oamaru).</p> <p>Council ceased providing kerbside collection of residual waste in 2009. This service is now provided by private contractors and the cost of this is paid directly by customers to contractors. This means no charge for kerbside collection is included in rates. At this stage, it is our intention to continue to leave the kerbside collection of waste to private contractors in order to provide consumer choice and incentivise waste minimisation.</p>	<p>Council's main objective in supporting and promoting waste minimisation is to protect the environment from harm and to provide environmental, social, economic and cultural benefits.</p> <p>Council intends to continue to support and promote waste minimisation in the District by:</p> <ul style="list-style-type: none"> ○ Financially assisting the Waitaki Resource Recovery Trust to operate the Resource Recovery Park in order to provide recovery, recycling and education services ○ Financially assisting other community organisations, such as Waihemo Wastebusters, to provide recycling and waste minimisation services ○ Providing recycling drop-off facilities in Papakaio, Enfield and Herbert and wherever else Council considers appropriate ○ Providing recycling drop-off services at the District's four rural recovery parks ○ Providing educational material about reducing, reusing and recycling waste <p>Council does not currently provide a rates-funded kerbside collection of recyclables and it is expected this service will continue to be provided by private contractors on a user-pays basis. However, Council intends to review how well this is meeting our objectives during the six years of this plan.</p>

Part B: Summary of current situation & assessment of future demand



Summary of the current situation

In developing this draft WMMP, Council completed a Waste Assessment which provides a detailed overview of the current waste situation, which is appended to this draft plan.

Council's role in waste management and minimisation has reduced since it left provision of kerbside collection to the private market in 2009, and further still since the closure of the Oamaru Landfill (which has been replaced with a refuse transfer station facility owned and operated by Waste Management NZ Limited).

The reduction of Council's involvement stems from an acknowledgement that Council provided collection services were poorly patronised with 83% of residents opting to use privately provided services, even though Council's kerbside bag system was available and subsidised through general rates. This culminated in Council ceasing kerbside collection in 2009.

The closure of the Oamaru Landfill, effectively eliminated nearly all waste from Council control. This ultimately led to the development of a Memorandum of Understanding (MoU) between Council, Waste Management NZ Ltd and the Waitaki Resource Recovery Trust (WRRT) to encourage the development and provision of cost effective waste disposal services for the district. Through this agreement, a new Refuse Transfer Station was developed by Waste Management NZ Ltd (WMNZ) as a direct replacement for the Oamaru landfill. The transfer station collects and carts the waste to an out-of-district landfill for final disposal. This reflected the fact that it would not be affordable or cost-effective to develop another landfill in the district.

As a result of these changes, the waste facilities and services available in the District are a combination of those owned, operated and/or managed by Council, and those owned, operated and/or managed by commercial entities or community groups.

The range of solid waste related infrastructure and services provided in our District can be grouped into four broad categories:

Education and management:	<ul style="list-style-type: none"> ○ Waste minimisation education and promotion ○ Monitoring and management of closed landfills (x14)
Management and disposal of litter:	<ul style="list-style-type: none"> ○ Provision of public litter bins ○ Collection and removal of illegally dumped rubbish ○ Monitoring and enforcement of the Litter Act
Management and disposal of residual waste:	<ul style="list-style-type: none"> ○ Landfill facilities – Palmerston Landfill ○ Drop-off facilities – Oamaru Refuse Transfer Station (Waste Management Ltd), Rural Recovery Parks (transfer stations), Waitaki Resource Recovery Park, street and park litter bins ○ Kerbside collection services – private contractors
Management of divertible waste:	<ul style="list-style-type: none"> ○ Drop-off facilities - Oamaru Refuse Transfer Station (Waste Management Ltd), Rural Recovery Parks (transfer stations), Waitaki Resource Recovery Park, rural recycling centres, street recycling bins ○ Kerbside collection services – private contractors

More information on who provides facilities and services throughout Waitaki, and how they are funded, is included on page 15 of the appended Waste Assessment.

Overview of facilities and services in Waitaki

Centralised & major drop-off, handling & transfer facilities

Each facility accepts, handles and transfers various waste and divertable material (including recycling and green waste) from the general public, and other facilities and private contractors.

Waitaki Resource Recovery Park, Oamaru



Waitaki Resource Recovery Trust owned & operated

\$ Funded through user charges, income from diverted materials, resales & grants (including approx. \$270,000 per annum from Council)

Memorandum of Understanding with Council

Oamaru Refuse Transfer Station



Waste Management NZ owned & operated

\$ Funded through user charges

Localised drop-off facilities

Rural recovery parks (transfer stations) - Hampden, Kurow, Otematata & Omarama



Council owned & managed
Contractor operated

\$ Funded through a mix of user charges & general rates

Township recycling bins - Herbert, Papakaio and Enfield



Council owned & managed
Contractor operated

\$ Funded through general rates

Litter bins & recycling bins



Litter bins - Council owned & managed
Recycling bins - WRRRT owned & managed

\$ Funded through general rates (litter) and grants (recycling bin installation)

Palmerston Landfill



Council owned & managed
Contractor operated

\$ Funded through a mix of user charges & general rates

Waihemo Wastebusters, Palmerston



Waihemo Wastebusters (community organisation) owned & operated

\$ Funded through user charges, resales & grants (including approx. \$24,000 per annum from Council)

Cleanfills, scrap metal yards, second-hand dealers etc



Privately owned & operated

\$ Funded through user charges & resale income

Kerbside collection

Kerbside recycling collection in Palmerston area



Waihemo Wastebusters (community organisation) owned & operated

\$ Funded through use charges

Rubbish and recycling collection throughout Waitaki



Privately owned & operated

\$ Funded through user charges

Green waste collection



Privately owned & operated

\$ Funded through user charges

Council's provision of facilities currently consists of:

- one open landfill (Palmerston)
- four rural recovery parks/transfer stations (Hampden, Kurow, Otematata and Omarama)
- three rural recycling centres (Enfield, Papakaio and Herbert)
- public litter bins around the district on footpaths, public reserves and at campgrounds.

Council's provision of services currently consists of:

- waste minimisation education
- management of 14 closed landfills around the district (including management of regional council consents and monitoring compliance with conditions)
- monitoring of littering and illegal dumping, and removal of illegally dumped material
- enforcement of the Litter Act
- providing funding to support community providers such as the Waitaki Resource Recovery Trust.

Council does not charge rates for kerbside collection services or the provision of the Oamaru Refuse Transfer Station. These are provided by private contractors and are user-pays. Rates charged by Council for waste management are used to either fully fund or part fund the facilities and activities outlined above.



Above: Community recycling bins provided in Herbert. These are provided by Council and funded through rates. Recycling bins are also provided in Enfield and Papakaio.

Summary review of provision and performance

Residual waste infrastructure and services

Generally, the Waitaki District has good provision of general waste disposal infrastructure and services through the private market (kerbside collection and the Oamaru Refuse Transfer Station), and by Council (rural transfer stations, litter bins and the Palmerston Landfill). This has not been materially impacted by the closure of the Oamaru landfill and development of the Oamaru refuse transfer station.

The current array of services is generally delivering what Council intended, but is not without some issues and challenges – many of which stem from public confusion around provision and funding of services.

An outline of the issues identified is included on page 34 of the appended Waste Assessment, and these are further discussed in Part C of this plan.



Recycling infrastructure and services

Generally, there is good availability of basic drop-off recycling services in most parts of the district. However, there are some service provision issues for consideration, including:

- the possibility that the current provision of kerbside recycling services through the private market is not achieving optimal levels of diversion (including recycling). Initiatives to increase diversion further likely revolve around increased awareness through waste minimisation education and promotional work.
- Issues for the Waitaki Valley – eg no private kerbside recycling options, the cost of transporting recyclables from the transfer stations, catering for basic recyclables
- Some indication there is support for a rates-funded kerbside recycling collection

An outline of the issues identified is included on page 67 of the appended Waste Assessment, and they are further addressed in Part C of this draft plan.

Green waste

Green waste is an emerging waste issue. Historically, green waste could be accommodated at relatively low cost at the Oamaru Landfill, and this low cost provided sufficient incentive to ensure green waste was diverted from the general waste stream. The closure of the Oamaru Landfill has resulted in a sharp increase in green waste handling costs and subsequent disposal charge. While disposing of green waste is still cheaper than disposing of residual waste, the difference has substantially reduced, and this could reduce the incentive to divert green waste. Council will monitor this over time and seek to facilitate solutions, if required.

Cost recovery for green waste management at the rural recovery parks and the Palmerston Landfill continues to be an issue, and a proposal for addressing this is included in this plan.

Education and waste minimisation initiatives

Council has scaled back its waste minimisation education and initiatives in recent years due to lack of staff resourcing, although the cloth nappy scheme has been ongoing and funding has been provided to community organisations to undertake education and other waste minimisation initiatives. Council has also recently agreed to fund \$25,000 to implement the Enviroschools programme in Waitaki.

More detail on green waste and waste education is included on pages 35 and 36 of the appended Waste Assessment, and they are further addressed in Part C of this draft plan.

Charges and cost recovery

Overall, charges for using waste disposal and recycling services and facilities in Waitaki compare favourably with other territorial authorities in the lower South Island, even with the closure of the Oamaru Landfill and opening of the new Refuse Transfer Station operated by Waste Management NZ Limited.

The Oamaru Landfill had an annual operational funding surplus of approximately \$300,000. This was used to subsidise the operational funding deficits at the Palmerston Landfill, and the rural recovery parks in Hampden, Kurow, Otematata and Omarama. Since the closure of the landfill, this deficit is now being funded through the general rate.

The four recovery parks are recovering, on average, around 10-15 per cent of their operating costs from user charges. The deficit is funded through general rates from across the district. This is inconsistent with Council's funding policy to recover 40-60 per cent of costs through user charges and unfair to those who are actively reducing their own waste.

Review of performance against 2012 WMMP

In general, Council has undertaken all of the required actions it identified in the 2012 WMMP. In particular, it has successfully addressed the major challenge identified at that time - the closure of the Oamaru Landfill and development of a new refuse transfer station. One key area that has not been adequately addressed is the level and frequency of waste minimisation education.

In terms of the performance measures set in 2012, Council has generally met the stated targets, with the exception of customer satisfaction, which continues to be relatively low. However, it is noted that it is difficult to ascertain at this stage whether that is due to the performance of private contractors.

Summary assessment of future demand

Factor	Assessment of impact on future demand
Population and dwelling growth	Population growth is slow but consistent and is expected to have minimal impact on waste volumes, and demand for facilities and services. The increase in dwellings and visitor population (refer below) may produce identifiable increases in construction and demolition waste, and domestic and litter waste respectively. Current services and facilities have the flexibility and capacity to cater for any potential growth in residual waste volumes, however, some services may need to be adjusted to address litter waste, and greater focus on monitoring and enforcement may be required.
Current residual waste disposal trends in Waitaki	Recent trends in residual waste volumes to landfill indicate that volumes are relatively stable. It is expected that this will continue. Current services and facilities have the flexibility and capacity to cater for any potential growth in residual waste volumes.
Current waste diversion trends in Waitaki	Recent trends in diversion (including recycling) indicate that the rate of diversion is increasing overall. It is anticipated this growth in diversion will continue over time, driven mainly through the increasing cost of residual waste disposal and public awareness. Current diversion services and facilities are considered to have the flexibility and capacity to cater for potential growth in diverted materials, however, some service level adjustments or further investment may be required over time to meet demand (for example, recycling bins at key locations). Supporting increasing diversion volumes may require greater focus on education, and financial or other support for community providers.
Economic growth	There has been strong growth in GDP led by the manufacturing and primary industry sectors, however, this growth in GDP has not been accompanied by employment growth. Manufacturing and primary sector growth would be expected to contribute to increased waste generation, although the actual proportion of growth in these two areas within the overall GDP is minimal.
Visitor growth	An increase in visitor numbers is projected to continue in Waitaki - in the Waitaki Valley and Oamaru in particular - and is likely to impact on litter collection and to a lesser extent, overall waste volumes. Seasonal variations are most apparent in the Waitaki Valley, where there is a large proportion of non-resident ratepayers who use their dwellings during holiday periods. Services and facilities in Oamaru currently have the flexibility and capacity to cater for visitor growth, however, consideration will need to be given to how services and facilities can be configured in the Waitaki Valley to cater for growing tourist numbers, seasonal fluctuations and any associated increases in volumes of residual waste and divertible materials, along with potential increases in littering or illegal dumping.
Rural areas	There is some uncertainty regarding the effectiveness and acceptance of the current services within these communities, and what impact any changes to regional council rules will have on the ability of rural communities to deal with some of their own waste on-site. Council will continue to monitor this and adjust services to suit their requirements.

Part C:

Council's proposals for addressing key issues and meeting future demand



Key issues

In completing its Waste Assessment (Appendix 1), Council identified the following issues which it seeks to address as part of this WMMP.

- 1. Cost recovery at Council resource recovery parks (transfer stations)**
- 2. Green waste management at RRP's and Palmerston Landfill**
- 3. Planning for the future of Palmerston Landfill & Hampden landfills**
- 4. Developing targeted waste minimisation/illegal dumping education**
- 5. Ongoing support to the Waitaki Resource Recovery Trust**
- 6. Ongoing support to community providers**
- 7. Maximising rural township and urban recycling bins**
- 8. Collaborating with other providers and local authorities**
- 9. Maximising expenditure of Waste Minimisation Levy funding**
- 10. Reviewing use of kerbside collection services**
- 11. Reviewing and updating the Solid Waste Bylaw**

1. Issue and proposal:

Cost recovery at rural recovery parks



Above: The recycling centre at the Omarama rural recovery park. Residents and visitors can leave their recycling at the park free of charge. Residual waste (rubbish) can currently be deposited at the park at a cost of \$65 per cubic metre.

The issue – cost recovery and sustainability

Council operates four Resource Recovery Parks – located at Omarama, Otematata, Kurow and Hampden. These accept residual waste (rubbish), green waste and standard recyclables, and are well-utilised by the local community, holiday home owners and visitors.

The cost of managing residual waste at the recovery parks and then disposing of it at the Oamaru Refuse Transfer Station is disproportionately high – around \$1000 per tonne.

The total cost of managing residual waste at the recovery parks is around \$300,000 per annum. The total annual income from the recovery parks is around \$45,000, which is generated from the current user charge of \$65 per cubic metre.

This results in an annual funding shortfall of \$255,000, which is subsidised through general rates (paid by all ratepayers across the district). This equates to average cost recovery (from user charges) of around 15% across the four sites.

Council's current funding policy for residual waste is that users should pay at least 40-60% of the costs for management and disposal – which is consistent with Council's view that the majority of costs for residual waste should be borne by those generating the waste. The current cost recovery of 15% sits well outside of policy and needs to be addressed to ensure Council is more consistent and fair in its application of user pays across the whole district.

Council is keen to keep these facilities open for the community into the future. However, to do so without significantly reducing services or closing one or more of them, we must make them more financially sustainable. **More information on cost recovery at the recovery parks is included on page 39 of the appended Waste Assessment.**

Council's proposed approach

In completing its Waste Assessment, Council considered several ways of addressing the low level of cost recovery and long-term sustainability of the rural recovery parks in Hampden, Kurow, Otematata and Omarama.

Options considered included policy change, increased user charges, service level changes, cost savings, reconfiguration of services, shared services with other territorial authorities, or a combination of some or all of these.

A detailed options analysis was undertaken which showed that the gains made in cost recovery from closing some of the parks or reducing services would be disproportionately small compared to the losses in social and environmental benefits. In addition, the other options considered did not adequately address the issue of maintaining flexibility to cater for visitors and holiday home owners. Options considered included sharing some services with other territorial authorities, however, there were no net gains in cost recovery resulting from these.

The options included in the appended Waste Assessment were considered to be the most practicable and well-defined from the long-list of options originally identified.

For an analysis of the different options consider, refer to page 40 of the appended Waste Assessment.

➤ THE PROPOSAL

Council is proposing to increase charges for disposing of residual waste at the rural recovery parks to \$120 per cubic metre to increase the level of cost recovery and to ensure they can remain open for the community over the longer term.

Council is proposing to increase user charges for residual waste at each of the four resource recovery parks to reflect the actual cost of handling the waste and disposing of it at the Oamaru Refuse Transfer Station. This will lift the level of operational cost recovery closer to Council's policy.

The proposed increase under this option would be from \$65 per m³ to \$120 per m³, which would result in cost recovery of approximately 25-30% (assuming that volumes of residual waste received at the recovery parks remained relatively consistent with current volumes).

As a comparison, the Twizel transfer station charge is \$300 per tonne which, at our achieved densities, equates to \$117 per cubic metre.

This proposal will require Council to keep the community well-informed about the options available for residual waste and reducing waste costs – for example, using private contractors and minimising waste or recycling.

Under this proposal, Council will also consider transitioning the recovery parks over the six years of this plan to accepting only recyclables (at no cost) and green waste (for a charge consistent with other facilities). Residual waste services, which comprise the majority of the recovery park costs, would be left to the private market. This is consistent with its objectives and other areas in the district. The cost

of private kerbside services currently offered in these areas is generally the same as for services provided in the Oamaru area.

Should the recovery parks become diversion-only facilities, Council may consider working with a community provider, such as the Waitaki Resource Recovery Trust, to deliver these services in the most cost-effective way for the community.

Advantages of proposal	Disadvantages of proposal
<ul style="list-style-type: none"> ○ While the level of cost recovery from this proposal will still fall short of Council's funding policy, it will be more consistent with Council's objectives in terms of putting more of the costs of managing residual waste on waste generators, providing opportunities for cost savings through waste minimisation and diversion, and leaving kerbside collection to the private market, where possible (by reflecting the true cost of waste disposal in the recovery park charges, private contractors will be able to compete on a more level playing field). ○ Continues to provide the same range and level of service to the community. ○ Reduces the reliance on district-wide rates to subsidise operational funding shortfalls for these facilities. ○ The option will meet future demand for localised services and has the flexibility to cater for visitors and non-resident ratepayers. 	<ul style="list-style-type: none"> ○ Will have a cost impact on individual users of the facility when disposing of residual waste. ○ May have an environmental impact through increased fly-tipping.

2. Issue and proposal:

Green waste management at rural recovery parks and Palmerston Landfill



Above: Green waste stockpiled at one of the Waitaki Valley recovery parks. Currently, it costs \$20 per cubic metre for residents or visitors to dispose of their green waste at the parks. This covers less than 30 percent of the actual cost of chipping and transporting the green waste. The remaining cost is subsidised by all ratepayers.

The issue – cost recovery and sustainability

Green waste is currently accepted at the rural recovery parks and Palmerston Landfill at a gate charge of \$20 per cubic metre (which equates to approximately \$100 per tonne).

The estimated green waste mass per annum accepted at the recovery parks and the Palmerston Landfill is around 256 tonnes or 1,279 cubic metres. Approximately 40% of this green waste is estimated to be generated in Palmerston.

Green waste accepted at the recovery parks is currently chipped and shredded about once a year, while green waste at the Palmerston Landfill is stockpiled and left to rot.

The basic cost of handling and chipping green waste at the parks is around \$65 per cubic metre, meaning district-wide ratepayers subsidise the remaining \$45 per cubic metre for the four recovery parks (a total of around \$7000 per annum). Additionally, once the green waste is chipped, the product can not stay on site for prolonged periods due to resource consent conditions.

Council wants to address both the issue of cost recovery and managing the green waste in a more sustainable, environmentally-friendly way at all four sites.

More information on options for green waste at the recovery parks and Palmerston Landfill is included on page 43 of the appended Waste Assessment.

Council's proposed approach

➤ THE PROPOSAL

Council is proposing to increase charges for disposing of green waste at the rural recovery parks and Palmerston Landfill to \$50 per cubic metre to increase the level of cost recovery for chipping the waste and leaving it on site for the community to use free of charge.

Initially, Council proposes to increase user charges for disposing of green waste at the rural recovery parks to \$50 per cubic metre to contribute towards the cost of chipping the green waste on-site (we plan to look at alternative options for chipping the waste, including working with the Waitaki Resource Recovery Trust, to reduce costs as much as possible).

The chipped green waste will then be made available to the community to take away for their own use, free of charge.

This proposal not only addresses the issue of cost recovery, but if successfully implemented, ensures green waste does not remain on site long-term (in breach of our resource consent conditions) or need to be transported elsewhere. It also becomes a beneficial resource for the community.

If the community is not able to make use of the green waste over the course of 12 months, we then propose to use it for mulching at local parks and reserves. However, this would require disposal charges at the gate to increase to around \$75 per cubic metre to cover the costs of transportation and handling.

For an analysis of the different options for green waste Council considered, refer to page 43 of the appended Waste Assessment.

Advantages of proposal	Disadvantages of proposal
<ul style="list-style-type: none"> ○ Ratepayers throughout the district will no longer subsidise recovery park and Palmerston green waste users through general rates. ○ Consistent with Council's objective that the costs of waste lie mostly with the waste generator. ○ The service is likely to meet future demand for localised services for green waste. ○ The relatively low cost (when compared to residual waste charges) of green waste disposal, even at a higher rate, encourages green waste diversion. 	<ul style="list-style-type: none"> ○ If under-used by the community over the 12-month period, green waste accumulation on-site may increase vermin, odour and fire risk, and may become untidy.

3. Issue and proposal:

Planning for Palmerston and Hampden landfills

Issue #1 – planning to close Palmerston landfill

The expiry of the Palmerston Landfill resource consent in 2027 will require the development of a firm plan for the provision of services in the Waihemo area.

Council can continue running the landfill as it currently does and begin planning for its closure in 2027, or we can consider ways of maximising use of existing capacity at the landfill to increase revenue, and bring the closure date forward. Current cost recovery at the landfill is around 28%, which is lower than Council's policy of 40-60% cost recovery.

Council has previously indicated an intention to develop a refuse transfer station in Palmerston to cater for the community's waste once the landfill closes.

Issue #2 – planning for removal of Hampden closed landfill

In addition to the impending closure of Palmerston Landfill, there is the emerging issue of the closed Hampden Landfill, which is subject to coastal erosion and subsidence. Consent for the landfill requires that the waste be protected from erosion and that, when the protection results in a projection of the waste 15 metres seaward of the natural coast line, that the waste be removed. Waste was last removed from the site in 2009

Coastal erosion at the site is ongoing, and in time, all of the remaining waste at the site will need to be removed.



Above: The closed landfill at Hampden, which sits adjacent to the coastline and is one of 14 closed landfills throughout the district, with the Moeraki township in the background.

Council's proposed approach

➤ THE PROPOSAL

Council is proposing to investigate ways of maximising use of capacity and increasing revenue at the Palmerston Landfill, meaning it would close earlier than its consent expiry date of 2027. We are also proposing to remove the contents of the Hampden closed landfill and transfer them to the Palmerston Landfill, if this is cost-effective and we are able to obtain the required consents.

At a minimum, Council will prepare a plan in the coming years outlining how the Palmerston landfill will be managed until its closure date, and specifying the alternative services and facilities that will be in place following its closure (likely to be a new refuse transfer station).

Council is also proposing to develop a business case to identify and assess opportunities for maximising use of, and therefore revenue from, the current landfill space. Implementation of this proposal would be subject to a business case and the approval of relevant consenting authorities.

In terms of removal of waste from the closed Hampden landfill, we are tentatively proposing to take this to the Palmerston Landfill. This is the closest consented landfill to Hampden, and taking the waste there would reduce haulage and disposal costs (as Council would not seek to charge disposal fees for the relocated waste). If this proposal is viable and able to be successfully implemented, there is a potential saving of approximately \$1.5m. However, this proposal will be subject to a detailed business case and the approval of relevant consenting authorities – including the Otago Regional Council. They have reviewed our waste assessment and have expressed some concerns about Palmerston Landfill's capacity and environmental controls, which Council would need to work through with them. If the proposal is unsuccessful, other options will need to be considered, including incremental removal of the waste to an out-of-district landfill, which will be significantly costlier.

For an analysis of the different options for the landfills Council considered, refer to page 50 of the appended Waste Assessment.

Advantages of proposal	Disadvantages of proposal
<ul style="list-style-type: none"> Landfilling occupies a small portion of the Palmerston landfill site and capacity exists to accept the volume of the Hampden landfill. The Hampden landfill is subject to ongoing coastal erosion and will ultimately need to be removed as the coast retreats. Removal to the Palmerston landfill reduces disposal charges and haulage costs. In time, the Hampden waste will become exposed and the environment and public health placed at risk. Removal of the waste avoids this and is consistent with Council's key goals. The removal of the waste improves environmental and health outcomes and is consistent with MfE's waste strategy. 	<ul style="list-style-type: none"> The Palmerston landfill is, by modern standards, a sub-standard disposal facility with limited environmental controls. The landfill management plan and consents may require variation to accept the additional waste volume. The increased volume would exceed the MfE exemption volume and potentially require additional operational management at the site. Areas of the landfill set aside for local waste will be used by the Hampden waste requiring additional landfilling area, although this is expected to be minor.

4. Issue and proposal:

Education and initiatives

The issue – increasing and improving waste minimisation and illegal dumping education and initiatives

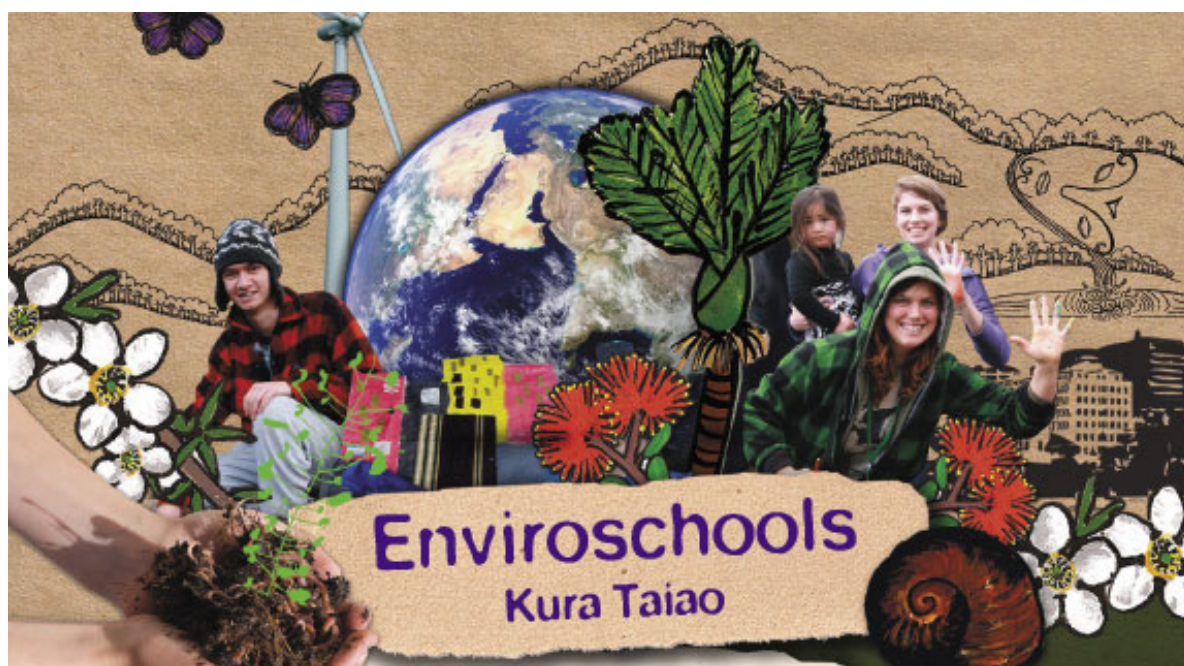
Council's provision of education programmes and waste minimisation initiatives has significantly reduced in recent years. This has reflected our diminishing involvement in waste management overall and the fact we no longer have a dedicated solid waste officer.

While we still offer the popular Cloth Nappy Scheme and have recently agreed to fund the Enviroschools programme, we know there is more we could be doing to promote positive outcomes for waste management and minimisation in our district.

The key challenge for Council is how we can do this in the most cost-effective way for the community. Because we no longer have a dedicated solid waste officer, we must look at other ways to meet our goals for waste management and minimisation.

The other challenge is ensuring we have clear objectives and a planned way forward for any education and initiatives. It's important we target the right things and monitor outcomes to ensure our investment is cost-effective and delivering for the community.

Another area to focus on through education is the issue of littering and illegal dumping. This includes looking at ways we can involve the community in monitoring and reporting dumping incidents that impact on our environment.



Above: In 2017, Council made the decision to fund the Enviroschools programme in Waitaki on an annual basis, using available Ministry for the Environment (MfE) levy funding.

Council's proposed approach

➤ THE PROPOSAL

Council is proposing to increase the level of waste education and initiatives offered in Waitaki by engaging a part-time resource either in-house on contract, or by offering additional funding to the Waitaki Resource Recovery Trust (WRRT) to do this on our behalf. We anticipate around \$20,000 (in addition to the \$25,000 allocated to the Enviroschools programme) will be available from our MfE levy funding to fund this resource.

Council will consider two ways of engaging and managing this education resource. We may either;

- Contract a person in-house on a fixed-term contract (using our MfE levy funding) who would be responsible for working collaboratively with both Council and WRRT; or
- Provide additional funding to WRRT (using our MfE funding) to employ a part-time or full-time waste education person on a fixed term contract.

The resource would be responsible for planning, implementing and monitoring waste minimisation education and initiatives based on available levy and other funding and the WMMP goals and objectives. They would also be responsible for applying for other sources of funding for waste minimisation (eg keep NZ Beautiful, Glass Packaging Forum). Planning for education and initiatives would commence with an analysis of waste streams at the new Oamaru Refuse Transfer Station to determine where there are opportunities for further waste minimisation and diversion.

We also plan to use this resource to investigate the particular needs of rural communities and other groups to determine if more targeted education or any specific initiatives are required to meet their needs or to achieve better outcomes.

At this stage, our plan is to work collaboratively with WRRT once this plan is adopted to determine specific objectives for education and what the best option is for engaging a resource to implement the plan. Before commencing the plan, we will undertake a full analysis of the current waste stream (a solid waste analysis protocol or 'SWAP') to identify the problem areas we should be targeting.

Advantages of proposal	Disadvantages of proposal
<ul style="list-style-type: none"> ○ Would be more likely to lead to better waste minimisation and diversion outcomes, and costs savings for households and businesses, than the current approach. ○ Working with WRRT would likely be more cost effective and able to achieve better social outcomes through collaboration with and funding of community providers. ○ Likely to achieve better environmental outcomes than current approach. 	<ul style="list-style-type: none"> ○ Would require a commitment of time and resource from Council to develop the plan, which is currently not available. There is a risk that programmes developed outside the district and delivered could be too generic to suit Waitaki's specific needs.

5. Issue and proposal:

Support to Waitaki Resource Recovery Trust



Above: The Waitaki Resource Recovery Park in Chelmer Street, Oamaru. Council currently provides the Waitaki Resource Recovery Trust \$270,000 per annum (comprising a \$220k operating grant, a \$40k land lease waiver, and \$10k site maintenance) to help operate the park. We also collaborate with WRRT on waste management and minimisation issues accordance with our Memorandum of Understanding.

The issue – maximising our support of Waitaki Resource Recovery Trust

The Waitaki Resource Recovery Park is a community-owned enterprise run by the Waitaki Resource Recovery Trust. It was established in 2003 with the intention to 'optimise the amount of material diverted from landfill to beneficial uses through Community ownership of our resource streams'.

They accept a full range of recyclable and resalable items, and also accept domestic green waste, which is converted to mulch and available for purchase at the Park. Materials that can't be reused or recycled are accepted at the Park and disposed of at the Oamaru refuse Transfer Station.

The Waitaki Resource Recovery Trust is primarily self-funded with supportive funding from the Waitaki District Council (to the value of \$270,000 per annum).

As Council has steadily reduced its involvement in waste management and minimisation programmes over the past nine years, we rely more heavily on community providers to support the community in minimising and diverting its waste. Given WRRT's strong position in delivering these services, support from the community, and its expertise in waste minimisation and diversion, there is an opportunity to increase their role, and therefore the contribution they make, through providing them with additional support where possible (for example, by providing the funding to them to engage an education resource – refer to previous page).

Council's proposed approach

➤ THE PROPOSAL

Council is proposing to continue providing an annual grant to WRRT so it can continue to provide a high standard of waste diversion services for the community. We also propose to provide them with additional funding to support other smaller community providers, and potentially to employ a waste minimisation education resource on a contract basis (refer to the proposals on pages 31 and 34)

Council wants to ensure the Trust can continue to deliver and build on the excellent range of facilities and services it offers the community.

We will continue to provide them with an annual grant to support the waste diversion services they currently provide to the community and may consider increasing this over time to enable them to further improve their services.

We are also proposing to allocate them the funding to support other smaller community providers (eg Waihemo Wastebusters) – refer to page 34.

As outlined on page 31, we may also allocate them with the funding to employ an education resource.

Advantages of proposal	Disadvantages of proposal
<ul style="list-style-type: none"> ○ This would maximise WRRT's ability to deliver a range of waste minimisation and diversion services to the community and to therefore increase the social, environmental and economic outcomes it delivers for the community. ○ Given WRRT's expertise in waste minimisation and diversion, this option would be likely to have a greater impact on achieving Council's goals and objectives. ○ With Council's reduced involvement in waste management services and facilities, there is a need to ensure our main community provider is in a strong position to meet future demand for waste minimisation and diversion. This option would be more able to support this. 	<ul style="list-style-type: none"> ○ Will still need administrative and managerial support from Council.

6. Issue and proposal:

Supporting other community providers

The issue – maximising support to other community providers in Waitaki

Council's role in waste management and minimisation has significantly diminished in recent years, and Council no longer employs a dedicated solid waste officer. As our role has diminished, the role of community providers has increased. There are opportunities to review how we support these providers in order to more cost-effectively deliver services, facilities and programmes which can achieve our goals and objectives.

Council's proposed approach

➤ THE PROPOSAL

Council is proposing to provide WRRT with additional funding to distribute to other smaller community providers on Council's behalf and to work collaboratively with them to increase waste minimisation in their communities. WRRT would be required to report to Council on funding decisions and outcomes.

WRRT are currently providing support to smaller community providers, and this proposal would maximise their ability to do this as effectively as possible. They are also in a better position to understand the operational challenges for these providers. Through WRRT having greater involvement with community providers throughout the district, there may also be more extensive delivery of waste minimisation initiatives and programmes.



7. Issue and proposal:

Rural township and urban recycling bins



The issue -

supporting recycling in rural townships and popular urban areas

Council has provided community recycling centres at Herbert, Enfield and Papakaio for several years. To date, no review of these services has been undertaken to determine their cost-effectiveness and their contribution to Council's goals and objectives for waste management and minimisation. Council currently allocates around \$14k per annum from rates to provide these sites.

In addition, WRRT have worked in collaboration with Council units to install street-side and park recycling bins in popular public locations in Oamaru. There is an opportunity to further collaborate with WRRT to increase the number of these recycling bins in Oamaru and throughout the district.

Council's proposed approach

➤ THE PROPOSAL

Council is proposing to keep the rural township recycling bins, but will review how they are operating and look at ways to make the service more consistent across the centres (for example, glass recycling), and may look at providing them in other townships, if appropriate.

We will also monitor their effectiveness over the life of this plan. We are also proposing more collaboration with WRRT to develop a phased programme for replacing existing litter bins in key public locations around the district with bins that provide for a combination of waste disposal and recycling.

We believe the current recycling centres are well utilised by the local communities, so are keen to keep them going into the future.

In addition, the cost of running them as a proportion of the avoided disposal charges is favourable.

Increasing the number of recycling bins in popular urban areas creates additional opportunities for recycling, increases diversion and creates a positive image for our district with local and international visitors.

8. Issue and proposal:

Collaboration

The issue – collaborating with others to maximise outcomes

Section 17A of the Local Government Act requires Council to review the cost-effectiveness of its current arrangements for meeting the needs of communities for good quality local infrastructure, local public services and performance of regulatory functions.

In considering options for provision, in addition to in-house, Council must consider governance, funding and delivery by other local authorities and other people or agencies such as private sector organisations or community groups.

Council's proposed approach

➤ THE PROPOSAL

Council is proposing to continue collaborating with the Waitaki Resource Recovery Trust and Waste Management NZ Ltd in accordance with the current Memorandum of Understanding (MoU), while also seeking opportunities for collaboration and service provision through other people or agencies in accordance with the Local Government Act and as appropriate under the MoU. Council would also pursue opportunities for collaboration and shared services with other local authorities through the Otago Regional Solid Waste Section 17A review group where appropriate.

We believe that a more collaborative approach to waste management and minimisation the most cost-effective way to get better waste management and minimisation outcomes for the community.

Increased collaboration with others will require a time commitment from Council. As there is currently no dedicated solid waste officer, this would need to be built into the role of the resource contracted to undertake waste minimisation education and initiatives (refer to page 31).

Under this proposal, we will need to ensure that any future collaboration does not conflict with the provisions of our current Memorandum of Understanding with the Waitaki Resource Recovery Trust and Waste Management NZ.

9. Issue and proposal:

Levy funding expenditure

The issue – maximising use of available funding from MfE

Information about the Waste Minimisation Levy is included in Appendix 6 of the Waste Assessment.

Due to Council having no dedicated solid waste officer, use of this levy is currently not being maximised. In the last financial year (2016/17), Council spent around \$51,000 of the MfE Waste Minimisation Levy funding (from the \$77,000 available).

This was spent on the monthly reimbursement to Waihemo Wastebusters for costs to transport recyclables to Waitaki Resource Recovery Trust, disposal rate subsidies to Alliance Pukeuri and Awamoa Bins and Skips to support waste minimisation and recycling, reimbursement to Waitaki Resource Recovery Trust for collection of chemical waste from the onsite receptacle by ChemWaste, and research and reporting. In recent years, less of the levy has been spent on waste minimisation education than in previous years.

Council must outline in its WMMP how it intends to use the levy over the life of the plan.

Council's proposed approach

➤ THE PROPOSAL

Council is proposing to fully utilise the MfE levy funding available by funding an education resource and any other waste minimisation activities we deem appropriate, in addition to the other activities we currently use the funding for (such as the Enviroschools programme). Information on the Waste Minimisation Fund is included in Appendix 6 of appended Waste Assessment.

Maximising use of the levy will ensure more comprehensive waste minimisation education and initiatives, and that better outcomes can be achieved for the community.

10. Issue and proposal:

Kerbside rubbish and recycling collection



The issue – ensuring suitable kerbside services are available

Council decided to leave kerbside collection of residual waste, recyclables and green waste to the private market in 2008. Since that time, we have not charged for kerbside collection services in rates. Overall, this approach is consistent with Council's goals and objectives for waste management and waste minimisation, although there may be potential to increase the level of recycling.

Council did a thorough assessment of options for kerbside collection, including cost estimates, as part of the 2012 Waste Management and Minimisation Plan review. Following this, it confirmed it would continue to leave these services to the private market.

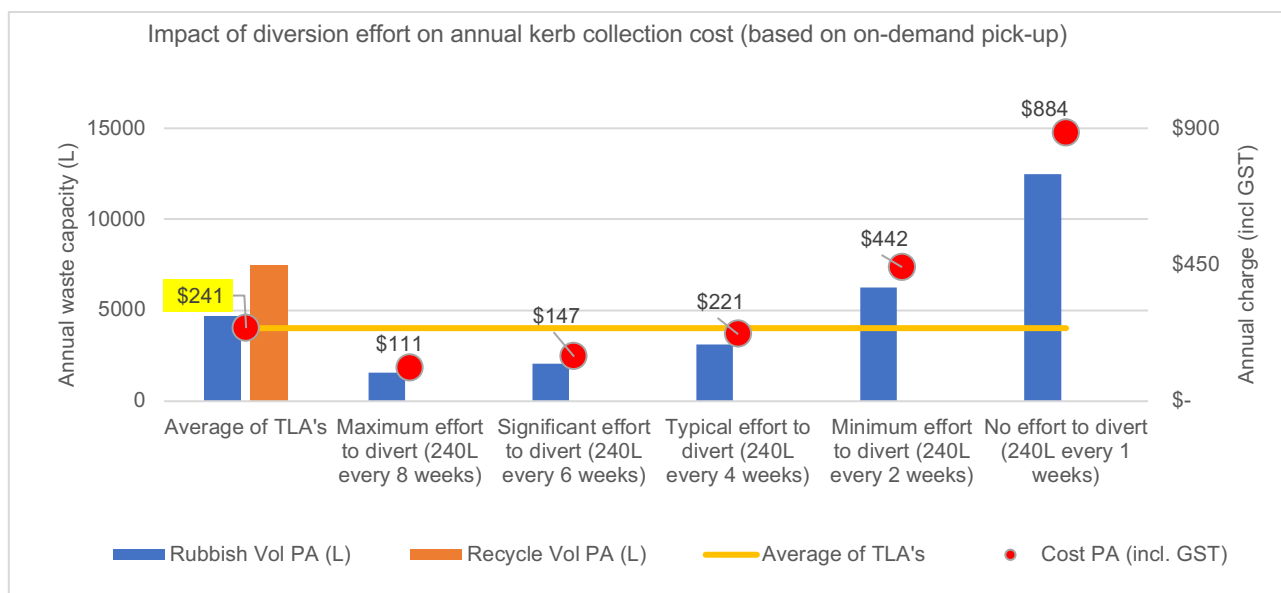
Because kerbside collection services are provided by the private market, it is the private market that decides - in response to customer demand, business objectives and competitive drivers - where and how these services are provided. Services are continuing to grow into areas where there is demand and it is economically viable for providers.

There are currently four domestic providers and one commercial provider (Peter Murdoch) operating within the district offering a range of services and servicing frequencies. Not all domestic providers offer the same service in either waste type, volume or frequency. Generally, services are offered in the following broad locations:

Type	Area serviced	Service type & frequency	Providers
Rubbish kerbside collection	Oamaru and environs	Various bin sizes. Weekly, fortnightly, monthly, if out empty and on-demand collection.	Awamoa Waste Management Wasteco
	Waitaki valley from Awamoko to Lake Ohau	Various bin sizes. Weekly, fortnightly & on-demand collection.	Waste Management Wasteco
Recycling kerbside collection	Oamaru and environs	Various bin sizes. Weekly, fortnightly & on-demand collection.	Waste Management Wasteco Awamoa
	Waihemo	Bags & various bin sizes. Weekly, fortnightly & on-demand collection.	Waihemo Wastebusters Waste Management Wasteco

Market rates for kerbside collection in Waitaki vary depending on volume (size of the bin) and frequency of collection. Annual costs can range from approximately \$110 to more than \$800 depending on the private contractor used, and the level of waste diversion and minimisation undertaken by the household or business.

The values in the chart below are based on kerbside collection of rubbish at varying frequencies based on an on-demand cost of \$17 per pick-up. The varying volumes reflect the effort made to reduce rubbish through diversion and minimisation.



Note that when comparing these costs to average territorial authorities (TLAs) who offer a rates-funded kerbside collection service, their service includes both kerbside rubbish and recyclables collection. The figures provided for Waitaki assume that the user will divert recyclables directly to drop-off (eg WRRT, rural recovery park or a township recycling bin) and will have no kerbside collection of recycling.

Council's proposed approach

➤ THE PROPOSAL

Council is proposing to continue to leave kerbside collection of residual waste, recycling and green waste entirely to the private market, as outlined on the previous pages. However, we do plan to more proactively inform and educate the community on the options for kerbside collection during the first year of the plan, and then undertake a survey of residents during the second year of the plan to ascertain the number of residents using private contractors for kerbside collection, how much they are spending, and whether the services are meeting their needs. Council will use the information from the survey to help determine if the system needs to be improved and how this could be done.

Overall, the current system is aligned with Council's goals and objectives, particularly in terms of personal choice, reducing rates impact and incentivising waste minimisation through user pays. However, the volume of recycled material is likely to be lower than with a rates-funded service, and there is a higher risk of illegal dumping (although there has been no noticeable or measurable increase in incidents).

In summary:

Advantages of proposal	Disadvantages of proposal
<ul style="list-style-type: none"> ○ Personal choice for type of refuse and recycling collection. ○ Minimal rates impact. ○ Options for individual households and businesses to reduce their costs. ○ Ability for community groups to be involved in waste management. ○ Incentivises waste minimisation through user pays. 	<ul style="list-style-type: none"> ○ Higher costs for the community overall. ○ Indication of comparatively lower volumes of material recycled. ○ Higher risk of illegal dumping. ○ The fragmented nature of the system can create confusion for customers and makes education and waste minimisation initiatives more difficult to implement.

11. Issue and proposal:

Solid Waste Bylaw



The issue – ensuring the Bylaw is consistent with the WMMP

Council's Solid Waste Bylaw sets out the rules for solid waste management in the Waitaki District. It has not been reviewed or amended since 2010.

The current Bylaw contains multiple references to the Oamaru Landfill and many of its provisions relate directly to the disposal and management of residual waste to the landfill.

Council's proposed approach

➤ THE PROPOSAL

Council is proposing to review and amend the Solid Waste Bylaw, following adoption of the WMMP, so it better reflects the current waste situation - for example, the new bylaw may create additional provisions for private contractors delivering waste management and minimisation services in Waitaki. The Draft Bylaw will go out for public consultation, in accordance with the Local Government Act 2002.

Amending the current Bylaw will ensure Council meets its legislative obligations and also provides an opportunity for Council to achieve better social, cultural, environmental and economic outcomes for waste.

Part D: Action plan



Introduction

The following action plan sets how we will implement the proposals over the next six years in order to address the issues we have identified, and to cater for future demand. It will be reviewed annually during Council's Annual Plan cycle to ensure progress and consistency across our waste management and minimisation activities.

Funding the action plan

Appropriate funding to implement the action plan is critical to its success. Section 43 of the Waste Minimisation Act requires Council to include information in the WMMP on how the implementation of the plan will be funded, along with any grants made and expenditure of levies. This is important to ensure Council allocates the resources necessary to implement the action plan. Funding considerations take into account a number of factors including:

- prioritising harmful wastes;
- minimising and reducing the amount of residual waste to landfill;
- user pays - those who create more waste pay for the costs of disposal;
- the environmental effects of production, distribution, consumption and disposal of goods and services should be consistently costed and charged as closely as possible to the point they occur to ensure that price incentives cover all costs;
- protection of public health;
- affordability and cost-effectiveness.

Council has several funding options to support its action plan, including the following options:

- General Council funding from revenue received;
- The Uniform Annual Charge – a charge that is paid by all ratepayers;
- User pays – those who generate the waste pay the full cost, where possible or practicable;
- Waste levy - This is collected by the Ministry for the Environment and refunded to Council based on the Waitaki District population numbers as a proportion of the total population of New Zealand. These funds must be used for waste minimisation activities and initiatives. This includes any funds received from a successful application to the Waste Minimisation Fund.

Details of the funding sources are included in the action plans for each issue, and funding sources and project costs will also be included in Council's Long Term Plan and Annual Plans.

Structure of the action plan

- 1. Rural Recovery Parks**
- 2. Landfills (including Palmerston and Hampden)**
- 3. Waste Education and Initiatives**
- 4. Supporting community providers (including WRRT)**
- 5. Township recycling bins and street-side/park recycling bins**
- 6. Collaboration with other providers and organisations**
- 7. MfE levy funding expenditure**
- 8. Kerbside services**
- 9. Bylaw review**
- 10. Monitoring and reporting**

Rural recovery parks

Action	New or existing action	Implementation timeframe	Estimated cost (if known)	Funding source
Provide rural recovery parks in Hampden, Kuorw, Otematata and Omarama with facilities for disposal, recovery (including green waste) and recycling.	Existing	Ongoing	\$300,000 to \$400,000 per annum	<ul style="list-style-type: none"> ○ User pays (20-60%) ○ General rates funding (Uniform Annual General Charge)
Increase user charges for residual waste from \$65 per m ³ to \$120 per m ³	New	1 July 2018	Minimal (existing staff time)	NA
Increase user charges for green waste from \$65 per m ³ to \$120 per m ³	New	1 July 2018	Minimal (existing staff time)	NA
Monitor and review the provision and sustainability of rural recovery parks	Existing	Ongoing	Minimal (existing staff time)	<ul style="list-style-type: none"> ○ General rates funding (Uniform Annual General Charge)

Landfills

Action	New or existing action	Implementation timeframe	Estimated cost (if known)	Funding source
Investigate options for maximising available capacity and revenue at the Palmerston Landfill	New	2018/19	To be confirmed	General rates funding (Uniform Annual General Charge)
Increase user charges for green waste from \$20 per m ³ to \$50 per m ³	New	1 July 2018	Minimal (existing staff time)	NA
Develop a closure plan for the Palmerston Landfill, including options for provision of replacement services and facilities (including a new transfer station)	New	2019/20	To be confirmed	General rates funding (Uniform Annual General Charge)
Investigate options for removal of Hampden Landfill	New	2018	To be confirmed	General rates funding (Uniform Annual General Charge)
Remove Hampden Landfill contents to Palmerston landfill (dependent on outcome of investigation noted above)	New	To be confirmed	Approx. \$1.8m	<ul style="list-style-type: none"> ○ Loan – funded through General rates funding ○ MfE Waste Minimisation Fund (if available)
Management of 14 closed landfills throughout the district (including Oamaru landfill)	Existing	Ongoing	Approx. \$190,000 per annum	General rates funding (Uniform Annual General Charge)

Education & initiatives

Action	New or existing action	Implementation timeframe	Estimated cost (if known)	Funding source
Undertake a SWAP at Oamaru Refuse Transfer Station in collaboration with WRRT and Waste Management to identify areas of the waste stream to be targeted by education/initiatives	New	2018/19	\$10-20,000	General rates funding (Uniform Annual General Charge), and/or MfE Waste Minimisation Fund (if available)
Request all providers to collect, and make available to Council (in confidence), data on tonnages for all waste and diverted material types	New	2018/19	Minimal (existing staff time)	NA
Develop objectives and performance targets for waste minimisation and illegal dumping/littering education in collaboration with WRRT	New	2018/19	Minimal (existing staff time)	General rates funding (Uniform Annual General Charge)
Engage a resource in collaboration with WRRT (or by funding WRRT) to implement waste minimisation education and initiatives, and to assist with other waste minimisation related matters	New	2018/19 onwards	\$20,000 to per annum	○ MfE waste levy funding
Fund EnviroSchools programme to be implemented in Waitaki	New	Ongoing	\$25,000 per annum	MfE waste levy funding
Undertake additional SWAPs	New	2021/22 and 2024/25	\$10-20,000 per SWAP	General rates funding (Uniform Annual General Charge) and/or MfE Waste Minimisation Fund (if available)
Monitor and report on performance of waste education and initiatives, SWAP outcomes and amend education plan as required	New	Annually, ongoing	Part of resource cost	Same as for resource

Supporting WRRT & community providers

Action	New or existing action	Implementation timeframe	Estimated cost (if known)	Funding source
Provide WRRT with current operational funding support, and increase if appropriate and supported by a business case	Existing	Ongoing	\$270,000 per annum, to be reviewed annually	General rates funding (Uniform Annual General Charge)
Provide support and funding to WRRT to manage and administer to other community providers for waste minimisation initiatives	New	Ongoing from 2019/20	\$25,000	MfE waste levy funding

Rural township and urban recycling bins

Action	New or existing action	Implementation timeframe	Estimated cost (if known)	Funding source
Provide community recycling bins in Herbert, Enfield and Papakaio	Existing	Ongoing	\$15,000 per annum, to be reviewed annually	<ul style="list-style-type: none"> General rates funding (Uniform Annual General Charge)
Review provision of bins to ensure consistency of service across each township	New	2018/19	Some additional funding may be required to lift levels of service at one or more locations	<ul style="list-style-type: none"> General rates funding (Uniform Annual General Charge) MfE Waste Minimisation Fund (if available)
Continue to collaborate with WRRT and allocate funding where appropriate, to place recycling bins at high profile public locations – eg Harbour area, parks and gardens	Existing	Ongoing	To be confirmed depending on proposals	<ul style="list-style-type: none"> General rates funding MfE Waste Minimisation Fund (if available)

Collaboration with others

Action	New or existing action	Implementation timeframe	Estimated cost (if known)	Funding source
Implement provisions of Memorandum of Understanding with WRRT and Waste Management Ltd	Existing	Ongoing	Minimal (staff/elected member time)	<ul style="list-style-type: none"> General rates funding (Uniform Annual General Charge)
Consider opportunities for collaboration with other territorial authorities, other organisations, business and community providers in all decision-making and planning for development of services and facilities	New	2018/19	Minimal (staff/elected member time)	<ul style="list-style-type: none"> General rates funding (Uniform Annual General Charge)

MfE levy funding expenditure

Action	New or existing action	Implementation timeframe	Estimated cost (if known)	Funding source
Fund implementation of EnviroSchools programme throughout Waitaki	Existing	Ongoing	\$25,000 per annum	MfE levy funding
Fund a resource to implement waste minimisation education and initiatives	New	2018/19 onwards	\$20,000 per annum	MfE levy funding
Fund waste education minimisation initiatives – eg compost bins	New	2018/19 onwards	\$7000 per annum	MfE levy funding
Provide grants to other community providers (excluding WRRT, who are funded separately)	Existing	2018/19	\$25,000 per annum	MfE levy funding
Fund WRRT to manage and administer grants to community providers	New	2019/20 onwards	\$25,000 per annum	MfE levy funding
Fund other waste minimisation initiatives – such as the cloth nappy scheme - as appropriate, and if surplus MfE funding becomes available	Existing	Ongoing	Dependent on project and available funding	MfE levy funding

Kerbside collection services

Action	New or existing action	Implementation timeframe	Estimated cost (if known)	Funding source
Leave provision of kerbside collection of rubbish, recycling and green waste to the private market	Existing	Ongoing	\$2,900,000 per annum overall	User pays
Provide additional education on services available, and ways to minimise waste and reduce costs	New	2018/19	Accounted for within new education resource and MfE levy funding spend	MfE levy funding
Survey households and businesses to determine usage of services, average costs, and levels of satisfaction	New	2019/20	\$5-10,000	General rates funding (Uniform Annual General Charge)
Review provision of kerbside services using survey data and confirm approach going forward	New	2019/20	Included in above spend	General rates funding (Uniform Annual General Charge)

Solid Waste Bylaw review

Action	New or existing action	Implementation timeframe	Estimated cost (if known)	Funding source
Review current Solid Waste Bylaw and amend as required	New	2018/19	\$5,000	General rates funding (Uniform Annual General Charge)
Undertake special consultative procedure on Draft Bylaw in accordance with LGA requirements	New	2018/19	\$5,000	General rates funding (Uniform Annual General Charge)

Monitoring and reporting

Council is dependent on private waste management operators and community groups to assist in waste minimisation and supporting the Plan.

To better target waste streams that require reduction, Council will request that all waste management operators collect data on tonnages for all waste and diverted material types, and make this available to Council (in confidence). If information is not available and provided on request, Council may consider amending the Solid Waste Bylaw to make data collection and reporting mandatory.

Section 86(c) of the Waste Minimisation Act requires Council to keep and provide records and information on:

- Council's use of the MfE waste levy returned to Council;
- Performance in achieving waste minimisation in providing the waste services, facilities and activities in accordance with the WMMP;
- Performance as measured against any performance standards set by the central government under Section 49 of the Waste Minimisation Act.

The following tools may be used to support monitoring requirements:

- Council records, including Key Performance Indicators (KPIs), licensing records, etc
- Measurement of quantity and composition of waste and diverted materials by waste service operators
- Solid Waste Analysis Protocol (SWAP)
- Customer surveys
- Annual resident satisfaction surveys
- Communication with key stakeholders
- Bylaws
- Submissions to Council's Annual Plan or Long Term Plan

Reporting

Council will report on the progress of the implementation of this Plan through:

- Annual Reports
- Council and Committee reports
- Local community newspapers
- Council newsletters (including the Waitaki Link)
- Council's website

Part E: Supporting information



This will include the full Waste Assessment [100+ pages]