



Whakatāne District Council

# Waste Management and Minimisation Plan 2021

*Te Mahere Whakahaere me te Whakaiti Para o te Kaunihera ā-rohe o Whakatāne 2021*

Adopted: XXXXX  
Commences: XXXXXX  
Review date: XXXXXX

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**WHAKATĀNE**  
District Council  
*Kia Whakatāne au i ahau*

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# Foreword

## *Kupu Whakataki*

This is the third iteration of the Whakatāne District Council's six-yearly Waste Management and Minimisation Plan (WMMP). The preparation and implementation of the WMMP is a requirement of the Waste Minimisation Act (WMA), which aims to ensure that waste streams are better managed and minimised wherever possible.

During the term of the last plan (2015-2021), export markets for recycling that New Zealand has previously relied on have greatly diminished. Along with a lack of onshore infrastructure, this has resulted in excess recyclables and a collapse of market prices. New Zealand does not have the infrastructure and markets to recycle all the plastics, metals, paper and cardboard that we buy and throw away. Now, more than ever, we need to rethink what we are producing, buying and discarding, so that we can aim for circular economy models to deal with all our waste.

Central Government is currently considering a number of changes to how we deal with our waste on a national scale. These include increases and other changes to the Waste Levy (landfill tax); the introduction of Product Stewardship Schemes; a Container Return Scheme (refund of deposits on drink containers); investment in national recycling infrastructure; restrictions on imports and exports of plastic recycling; changes to the WMA and NZ's Waste Strategy; and, waste

data reporting requirements for councils and waste operators. These changes will affect waste management and minimisation during the term of this plan, which has been written with some flexibility to take into account the future government direction.

As required by the WMA, the District's Waste Assessment has also been reviewed. This document outlines the district's current situation in relation to waste management and minimisation, analyses future needs, sets out a number of options to meet those needs and guides the development of the WMMP. While the Waste Assessment outlines the options for managing our waste, the WMMP sets out the actions we will take.

This plan is subject to public consultation along with Council's 2021-31 Long Term Plan and we are now seeking feedback from our communities as to whether we are on the right track to manage and minimise our waste. This is important as we need your views, and your involvement, to make changes happen.

Judy Turner

Mayor *Manukura*, Whakatāne District



2019/2020

23,145 tonnes

OF WASTE COLLECTED

13,117 tonnes

OF WASTE TO LANDFILL

10,028 tonnes

OF WASTE DIVERTED FROM LANDFILL

# 1 Introduction

## *Kupu Whakataki*

### 1.1 A snapshot of our waste

#### *He whakarāpopototanga o te para*

Whakatāne diverted 10,028 tonnes of waste from landfill in 2019/20. However, we still sent 13,117 tonnes of waste to landfill in 2019/20.

A significant portion of this landfilled waste could potentially have been composted, reused or recycled.

Kerbside rubbish accounted for 48.1% of our landfilled waste with construction, demolition, industrial and commercial waste accounting for a significant portion of the rest.

Council provides kerbside services to 88.9% of rateable properties.

### 1.2 Why do we need a plan?

#### *He aha tātou e hiahia ai he mahere?*

Whakatāne District Council (the Council) has a statutory requirement under the Waste Minimisation Act 2008 (WMA) to promote effective and efficient waste management and minimisation within the district. We do this by adopting a Waste Management and Minimisation Plan (WMMP). We also have an obligation under the Health Act 1956 to ensure that our waste management systems protect public health.

Our WMMP sets the priorities and strategic framework for managing waste in our district. 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 WMMP includes a number of actions the Council and our communities will take to manage and minimise our waste. All the actions listed in our 2015-2021 WMMP were completed or are ongoing projects, such as school waste education.

### 1.3 What is waste and why is it a problem?

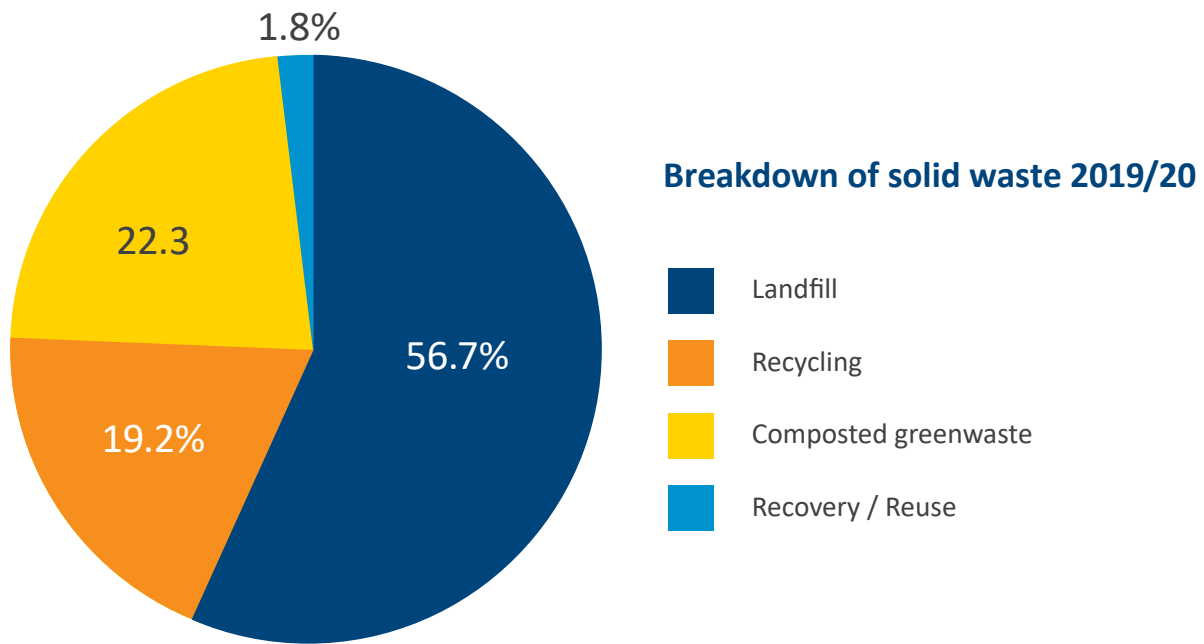
#### *He aha te para, otirā, he aha te para e raru ai?*

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 aluminium drink can is waste to you, but is worth money to metal recycling companies and so becomes ‘diverted material’ if it is recycled.

Most of the things we do, buy and consume generate some form of waste. It costs money when we have to throw things away, and if we don’t manage it properly, it can cause problems with the environment and people’s health.



In this WMMP, terms will be used such as ‘rubbish’, ‘recycling’, and ‘waste’ that may not be familiar to you or may mean something different to how we use them. Definitions are provided in the glossary at the back of this WMMP.

The WMMP includes all waste and diverted material in the district, but does not include liquid and gaseous wastes, which are managed through other strategies and Asset Management Plans. These documents can be found on the Council’s website. This plan focuses on solid wastes, but may also consider other wastes where they are considered to have implications for solid waste management, such as gas from landfills or bio-solids. The Council believes this is necessary to make sure we manage our waste in the most efficient and effective way possible. This does not necessarily mean that the Council is going to have direct involvement in the management of all waste – but there is a responsibility for the 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.

## 1.4 What informs the plan?

### *Mā te aha te mahere e ārahi?*

The plan must meet requirements set out in the WMA, 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
- Consider the outcomes of the ‘Waste Assessment’ (this is a review of all information that we have about the current waste situation in the Whakatāne District, including rubbish from households and businesses)
- Follow the special consultation procedure set out in the Local Government Act (1974)

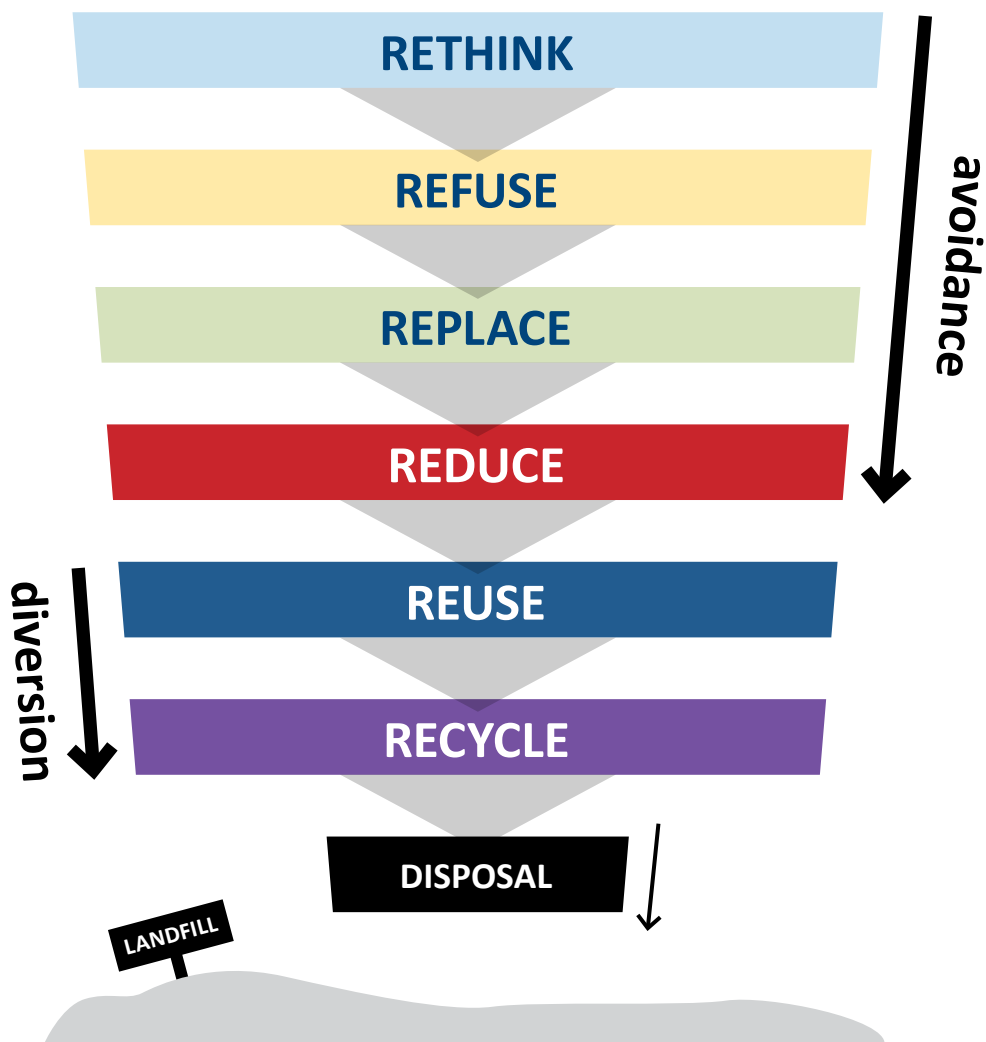
## 1.5 The Waste Hierarchy

### *Pūnaha whakarōpū para*

The 'waste hierarchy' refers to the idea that waste avoidance should come before reuse and recycle, with landfilling as the final option.

There are many versions of the waste hierarchy, although they all work on similar principles. The Council has adopted the Prime Minister's Chief Science Advisor's waste hierarchy, which was published in December 2019. This model, shown below, places more emphasis on waste avoidance prior to diversion and disposal. However, avoidance behaviours will be influenced more by national policy and community behaviour (both of which the Council can influence) but Council operations and services have more direct control over diversion practices.

Figure 1: The Waste Hierarchy



Source: Prime Minister's Chief Science Advisor, "Rethinking Plastics in Aotearoa New Zealand" December 2019.

In general, actions further up the hierarchy can reduce the costs at a lower level, and environmental impact is generally reduced at higher levels. However, relative costs can vary significantly depending on factors such as disposal and transport.

## 1.6 New Zealand Waste Strategy and other Government Policies

### *Te Rautaki Para o Aotearoa me ngā Kaupapa Here o te Kāwanatanga*

The New Zealand Waste Strategy has two goals.

To:

- reduce the harmful effects of waste
- improve the efficiency of resource use

The strategy's two goals provide direction to central and local government, businesses (including the waste industry) and communities on where to focus their efforts to manage waste. The strategy has a flexible approach that can be adapted to different situations. This flexible approach ensures waste management and minimisation activities are appropriate for local situations.

Unlike any time before, central government is currently considering a number of significant legislative changes to how New Zealand manages its waste. These changes will affect waste management and minimisation during the term of the WMMP. These changes include:

- Review of the New Zealand Waste Strategy
- Review of the WMA
- Waste Levy Charges
- Waste Data Collection
- Container Return Scheme
- Product Stewardship
- Basel Convention Amendment

Further details on these changes can be found in the Waste Assessment.

## 1.7 The structure of our plan

### *Te whakatakotoranga o tā tātou mahere*

This plan consists of three parts:

**Part A: The Strategy.** The Strategy contains core elements including the 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 sets out the proposed specific actions to be taken to achieve the goals, objectives, and targets set out in the Strategy. The Action Plan also outlines how we will monitor and report on our actions, and how they will be funded.

**Part C: Supporting information.** This section contains the background information that has informed the development of our WMMP. Most of this information is contained in the Waste Assessment.



# Part A: The Strategy

## *Te Rautaki*



## 2 Vision, goals, objectives and targets

### *Te matakitenga, ngā whāinga me ngā whāinga tiritiringa*

This section sets out what we want to achieve through our plan. It has been developed after consultation with our communities, considering how we can work best together, and taking into account all of our obligations.

In managing solid waste in our district, the Council aims to provide cost effective and efficient waste services, while also fulfilling our legal responsibility to move waste up the hierarchy. This means working to reduce our reliance on landfill disposal, while increasing reuse, recycling and reduction of waste. We also need to work with other parties on waste avoidance strategies to reduce the amount of waste we produce, buy and throw away in the first instance. This is a difficult balance to achieve, particularly considering the collapse of recycling markets and the current low cost of sending waste to landfill.

### 2.1 Our vision

#### *Tō tātou matakitenga*

This vision reflects the aspirations of the Whakatāne District communities to move all our waste up the Waste Hierarchy (Figure 1) and acknowledges our responsibility to manage our waste responsibly and minimise the impact on the environment. To achieve this, we need to know more about our waste, look at each waste type or 'stream' and identify new opportunities to use waste as a resource for another purpose. This will often involve looking at local solutions that will eventually reduce the amount we have to transport and send to landfill.

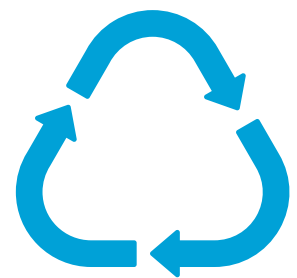
OUR VISION IS:

*Our communities working together to turn our waste into resources*



**6,314**

TONNES OF REFUSE COLLECTED FROM KERBSIDE COLLECTIONS



**2,416**

TONNES OF RECYCLING COLLECTED FROM KERBSIDE COLLECTIONS



**3,422**

TONNES OF GREENWASTE COLLECTED FROM KERBSIDE COLLECTIONS

## 2.2 Working with whānau, hapū and iwi

### *E mahi ana ki ngā whānau, ngā hapū me ngā iwi*

The Waste Management and Minimisation Plan aims to align with te ao Māori and responsibilities such as Kaitiakitanga.

We aspire to bring Māori values, mātauranga Māori (indigenous knowledge) and tikanga (customs) into our waste management and minimisation strategies and practices.

Traditionally, a closed-loop waste system returned all resources back to Papatūānuku without harm to whenua (land), awa (waterways) or moana (oceans). As time has evolved and types of waste have expanded, this has created a severe challenge to maintaining those principles of care for the taiao (environment).

Increasingly we see whānau, hapū and iwi, land trusts, Māori businesses and communities identifying and expressing their waste minimisation aspirations. Council wants to work with all our communities to support endeavours to reduce, recycle or reuse waste as a resource opportunity.

## 2.3 Our goals and objectives

### *Ā tātou whāinga*

Our vision will be realised through achieving a set of supporting goals and objectives set out 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, Whakatāne District Council will work with other territorial and regional councils, private and community sectors, and central government to achieve shared goals and objectives. However, the success of this plan is dependent on our communities working together.

#### **Goal 1: Communities throughout our district are knowledgeable about waste**

1. Provide education on what happens to different types of waste and the resulting implications (financial, health and environmental)
2. Make waste data easily accessible and understood
3. Provide information that allows our communities to make best use of existing waste avoidance and diversion services, and potential new ones

#### **Goal 2: Communities that are committed to firstly avoiding waste, then secondly reusing and recycling it**

1. Process and manage waste locally where feasible and cost effective
2. Create opportunities for our communities to be involved with waste minimisation initiatives
3. Where avoidance of waste is not possible, look for opportunities to turn it into a resource

#### **Goal 3: Communities that look for and consider new initiatives and innovative ways to minimise waste**

1. Investigate and implement new services, facilities or other initiatives that will avoid waste or divert it from landfill
2. Consider each waste stream separately when investigating new minimisation opportunities
3. Work collaboratively with other councils, whānau, hapū and iwi and relevant stakeholders to provide new waste minimisation opportunities and lobby central government for change

## 2.4 Targets

### *Ngā whāinga tiritiringa*

This plan is expected to guide the next six years of waste management and minimisation in the Whakatāne District. During this time, we expect the way waste is managed in New Zealand to change significantly. Government, industry and councils around the country are already working on issues like:

- Product stewardship for tyres, e-waste, plastic packaging and other difficult items
- Development of a container return scheme
- Possibly more bans along the lines of the single-use plastic shopping bag ban
- An increase and expansion of the levy charged at landfills
- Better consistency between kerbside collections in different areas

Other areas that are likely to change include:

- The way information about waste is collected and monitored
- The New Zealand Waste Strategy
- Reviews of legislation like the Waste Minimisation Act
- More investment in facilities to manage our waste within New Zealand

This means that things are going to change in the Whakatāne District too, and this depends on a lot of factors out of our control - making it hard to set a target that will cover the next six years.

Council is suggesting that we set an overall target for the district that is based on the amount of rubbish sent to landfill each year, per person – compared to the national average:

*Whakatāne District  
will stay below 70%  
of the national average  
amount of waste sent  
to landfill per person,  
each year*

*Explanation: Whakatāne District currently sends around 370kg of rubbish to landfill per person each year, which is rated as 'good' against similar districts. The national average is around 740kg<sup>1</sup>.*

The suggested action plan for this WMMP has a focus on engaging with our communities about waste issues. This overall target will be supported by a number of other targets that reflects this focus:

- Council aims to keep customer satisfaction with our kerbside services and transfer station at above 80%
- Run or support at least 15 community engagement and education initiatives each year
- Increase the overall understanding of waste issues across our communities

<sup>1</sup> 'Landfill' is defined as Class 1 landfill and is based on the information that Council has access to through its transfer station and collections. Districts like Whakatāne send less rubbish to landfill per person than other parts of New Zealand because we have relatively little industry, and a mixed urban and rural population; supported by good kerbside services and other options for minimising our waste.



## 3 The Waste Situation

### *Te Tūāhua Para*

#### 3.1 The New Zealand situation

##### *Te tūāhua para o Aotearoa*

During the term of the last plan, export markets for recycling that New Zealand has previously relied on have greatly diminished. Along with a lack of onshore infrastructure, this has resulted in excess recyclables and a collapse of market prices. New Zealand does not have the infrastructure and markets to recycle all the plastics, metals, paper and cardboard that we buy and throw away. Now, more than ever, we need to think about what we are producing, buying and discarding, so that we can aim for circular economy models to deal with all our waste.

Central government is currently considering a number of options that will change how we deal with our waste on a national scale. These include increases and other changes to the Waste Levy (landfill tax); the introduction of Product Stewardship Schemes; a Container Return Scheme (refund of deposits on drink containers); investment in national recycling infrastructure; restrictions on imports and exports of plastic recycling; changes to WMA and NZ's Waste Strategy; and, waste data reporting requirements for councils and waste operators. These changes will affect waste management and minimisation during the term of this plan.

## 3.2 How do we manage waste in our district?

### *Me pehea tātou e whakahaere ana i te para o te rohe?*

Further details on the facilities and services available to Whakatāne District residents to manage their waste are outlined in the Waste Assessment. These include:

- Refuse kerbside services
- Recycling kerbside services
- Greenwaste kerbside services
- Refuse transfer stations for refuse and recycling drop-off
- Greenwaste composting facility

Further details on waste minimisation initiatives are also outlined in the Waste Assessment and include:

- Marae-based recycling and waste minimisation education
- School waste education and free recycling collections
- Event waste management
- Support for 'Waste Zero Whakatāne' community group
- Subsidised home composting units and reusable nappies for day-care centres.

## 3.3 How much waste is there and where does it come from?

### *He aha te rahi o te para, ā, i hea te para?*

In 2019/20 council collected 23,145 tonnes of waste, of which 13,117 tonnes (56.7%) was sent to landfill, 4,442 tonnes (19.2%) was recycled, 5,158 tonnes (22.3%) was composted and 428 tonnes (1.8%) was recovered or reused. Therefore, we diverted 43.3% of all our waste from landfill.

A breakdown of the source of each waste type is outlined in Table 1 below.

**Table 1: Kerbside collections vs drop off at refuse transfer stations**

Waste type	Kerbside collections (tonnes)	Public/industrial/commercial drop-offs (tonnes)	Total (tonnes)
Refuse	6,314	6,708	13,022
Recycling	2,416	2,026	4,442
Greenwaste	3,422	1,736	5,158
Contaminated recycling/greenwaste	95	0	95
Other (concrete/tyres/metals)	0	428	428

It should be noted that the above figures only include 'council controlled waste' and do not include any waste not collected by the Council or processed through our facilities, such as some industrial wastes.

## 3.4 How well are we doing?

### *E pehea ana te whakahaere para?*

All the actions in our last WMMP (2015-2021) were completed. Some actions, such as school waste education, are ongoing. During the last WMMP term, we also completed other waste minimisation projects that were not included, such as a subsidised home composting scheme and installation of public recycling bins.

It is difficult to compare our performance nationally, as there is a lack of standardised waste data. However, using data from the Ministry for the Environment to compare our district to national averages, our waste minimisation measures are having a significant effect - see Table 2 below.

**Table 2: Whakatāne waste minimisation performance vs national averages**

Measure	National	Whakatāne
% change of waste to municipal landfills 2009-2019	+48%	-19.23%*
Waste to landfill per capita per annum 2018/19	740Kg	370Kg

\* While the above figures show we have decreased the amount of waste sent to landfill over a ten year period (-19.23%), we have seen a reversal over the last few years (+8.2% in 2019/20). This increase is partly due to the 2017 Edgecumbe floods, which produced over 7,000 tonnes of extra waste to landfill, and a private waste operator that now disposes of a significant amount of waste through the Whakatāne refuse transfer station. The effects of COVID-19 also increased waste to landfill as material recovery facilities were closed and recycling was landfilled.

Further details on our waste data is outlined in the Waste Assessment.

## 3.5 Can we do better?

### *Ka whakapai ake tā tātou mahi?*

In short, yes. But we all need to play a part, the Council cannot do it in isolation.

The Council has not undertaken an analysis of kerbside rubbish bin contents since 2007. However, from observations and national audits we are aware of opportunities available to reduce the amount of waste we send to landfill.

In 2018, a national food waste survey over six local authorities found that 34.1% of refuse bins and bags was food waste and that 49.7% of this food waste was 'avoidable'. This food waste presents opportunities for diversion through composting or some other recovery process, as well as changes in our behaviour and reducing the food waste in our households.

In 2020, a national audit of refuse wheelie bin and bag contents in New Zealand's four largest local authorities found 14% of the contents were recyclable.

Recycling in refuse and food waste provides significant opportunities to reduce what we send to landfill. If we can find economical ways to get this recycling and compostable material out of the rubbish collection, we can save costs on the amount we send to landfill, and reduce our environmental impact by recycling or composting these materials instead. We can further reduce this amount through reuse of construction and demolition and other wastes, and changing our purchasing behaviours.

We also need to reduce the contamination levels in our recycling and greenwaste. This will ensure more of it is recycled or reprocessed. The Council is a supplier of these recyclable materials to processors and we need to ensure we are supplying a quality 'product' that they want. During 2019/20, the Council undertook three campaigns to address contamination in our recycling and greenwaste as well as on-street audits of bins; however, it remains a major problem. We cannot do this without public cooperation, as kerbside services are the source of most of the contamination.

## 3.6 Projections of future demand

### *Ngā matapae para*

A detailed analysis of future demand is included in the Waste Assessment.

The analysis of factors driving demand for waste services in the future suggest that changes in demand will occur over time with construction activity playing a major part. If new waste management approaches are introduced, this could shift material from disposal to recovery management routes.

Population and economic growth will drive moderate increases in the waste generated. The biggest change in demand is likely to come about through changes within the industry, with economic and policy drivers leading to increased waste diversion and waste minimisation.

## 4 Key issues

### *Ngā Take Matua*

The Waste Assessment analyses all aspects of waste management in the Whakatāne District, and identifies the main areas for improved waste management and minimisation effectiveness and efficiencies. Options to address the key issues below are also detailed in the Waste Assessment.

- A significant proportion of residential and commercial waste going to landfill is organic food waste, which could be diverted for composting or alternative processing
- More recyclables could be diverted from both domestic and commercial properties, rather than going to landfill
- A significant proportion of commercial and home DIY construction and demolition waste could be diverted for reuse. There is also a lack of facilities to recycle or otherwise divert these materials, with a predicted increase in construction activity
- There is a lack of understanding, regulation and disposal options for medical waste in the district
- Current rural and farm waste disposal practices have limited options and are not fully understood
- Licensing provisions in the Council waste bylaw are not yet implemented, and therefore there is limited data available on private operator activities and non-Council controlled waste streams
- Provisions in the Council waste bylaw are not yet implemented for multi-use developments, so waste minimisation practices vary and are not fully understood with some residents expressing frustration that they are not able to recycle more
- Central government policy is undergoing current changes, which will have significant effects on Council's waste minimisation and management practices. This has made it difficult to plan ahead for this WMMP. These changes will also place new responsibilities on council services and resources
- Contamination of kerbside recycling and greenwaste continues to be a significant issue
- There is no national standardisation of waste data, which makes Council's waste minimisation performance difficult to measure
- There is a lack of data on waste deposited in 'uncontrolled' sites, such as clean fills and farm dumps
- Variations in refuse transfer station fees within the district presents a financial risk to Council and our communities. Costs will increase significantly with Waste Levy increases
- A progressive increase in Waste Levy charges from \$10 to \$60 per tonne over a four-year period from 2021 to 2025, along with continued increases in Emission Trading Scheme (ETS) charges at the landfill will continue to significantly increase landfill costs



# Part B: Action Plan

*Te Mahere Kokenga*



# 5 Introduction

## *Kupu Whakataki*

The following Action Plans set out how our communities will 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 we need to implement. While the action plan forms part of the WMMP, it is intended to be a useful ‘living’ document that can be regularly updated to reflect current plans and progress. This is particularly important in relation to changes planned by Central Government, such as product stewardship and waste data collection. Under the WMA the WMMP can be updated without triggering the need for a formal review, 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.

# 6 Action Plan

## – What are we going to do?

### *Te Mahere Kokenga – Ka aha mātou?*

### 6.1 Proposed key action areas

#### *He whakatakotoranga o ngā Take Matua*

This plan includes 28 actions (plus climate change actions) that will enable us to achieve our vision for the Whakatāne District. They are summarised into the key action areas outlined below:

**Table 3: Key action areas**

Action area	Key actions	Issues addressed and what it will do
<b>Regulation</b>	<p>Implement Waste Management and Minimisation Bylaw provisions for waste operator licensing and multi-use residential developments.</p> <p>Implement waste-related central government policy changes.</p> <p>Implement a ‘three strikes and you’re out’ policy for kerbside contamination.</p>	<p>This will help the Council set standards and gather data so we can plan and manage our waste better.</p> <p>The Council will be required to implement pending waste-related legislative changes.</p> <p>Reducing kerbside contamination will increase the amount of waste recycled and composted.</p>
<b>Measuring and monitoring</b>	<p>Increase monitoring to provide more information in certain areas, such as commercial, industrial and rural wastes.</p> <p>Undertake surveys to measure our communities’ understanding of waste issues.</p>	<p>Provide a better understanding of all waste within our district and opportunities for minimisation.</p> <p>Allow Council to determine the understanding of waste issues and changes during the term of the plan.</p>

<b>Education and engagement</b>	<p>Continue with current education and engagement strategies and include new areas such as rural, industrial and commercial. Continue working with community groups and look for further opportunities.</p> <p>Work with whānau, hapū and iwi to better understand Te Ao Māori values, mātauranga Māori (indigenous knowledge) and tikanga in relation to waste minimisation.</p>	<p>Ensure our communities are engaged and understand service decisions; and residents are able to make the most of existing and any new or altered services.</p> <p>Whānau, hapū and iwi aspirations are better understood and respective vision and strategies around waste minimisation are reflected.</p>
<b>Collections and services</b>	<p>Continue existing services. Investigate and if feasible, implement food waste collection and processing solutions.</p>	<p>Maintains current minimisation services and investigates possibilities to address food waste.</p>
<b>Infrastructure</b>	<p>Investigate opportunities for a Resource Recovery Park and managing waste locally.</p> <p>Investigate opportunities for local waste infrastructure especially in relation to organic processing.</p>	<p>Investigate opportunities to create new waste minimisation initiatives.</p> <p>Local processing of organics would reduce transportation costs while providing local resource in the form of composts.</p>
<b>Leadership and management</b>	<p>Continue to collaborate with other councils and waste organisations.</p> <p>Implement central government policy changes.</p> <p>Undertake a review of the WMMP in 6 years' time.</p>	<p>The Council will look for regional solutions and work with others on waste issues and lobbying central government.</p> <p>The Council will meet its legislative obligations in relation to waste management and minimisation.</p>
<b>Climate Change Action Plans</b>	<p>Execute the actions outlined in the Council's Climate Change Waste and Circular Economy Action Plan.</p>	<p>Undertake solid waste and circular economies actions that will contribute to the Council achieving its climate change targets.</p>

## 6.2 Considerations

### *Te Whai whakaaro*

The action plan outlines the Council's intentions to meet its obligations under the WMA. In some cases, further research may be required to work out the costs and feasibility of some projects. This might change how, when, or if they are implemented. Completing some other actions might depend on changing contractual arrangements with providers, or setting up new contracts. These type of contracts can be unpredictable and this may also impact the nature, timing, or costs of these projects.

## 6.3 Council's intended role

### *Te mahi a te Kaunihera*

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 the Whakatāne District.

In addition, we will work with other councils nationally and, more specifically, in the Waikato/Bay of Plenty region to deliver the vision, goals and objectives set out in this plan.

While this is a council document, the plan is for all of our communities and we need everyone to get on board to make it work.

# 6.4 The Action Plan Te Mahere Kokenga

## 6.4.1 Regulation Ngā Waeture

Table 4 – Regulation options for solid waste management and minimisation

Action	Description	New or existing action	Timeframe and funding	Contribution to waste minimisation
Implement the waste bylaw provisions for waste operator licensing and data collection.	<p>The Waikato and Bay of Plenty Waste Liaison Group is currently working on a regional waste licensing scheme for all waste operators.</p> <p>The scheme will also require waste operators to report on waste types and quantities under their control. This data will also be required by central government under proposed legislation.</p>	New	2021/23 License Fees and Rates	<p>The Council will have access to data for waste it does not control and therefore, a better picture of waste flows for the entire district. This will allow Council to meet its requirements under the WMA.</p> <p>Monitoring would encourage more waste diversion and good practice from private waste operators.</p>
Implement the waste bylaw provisions for multi-use developments (apartments).	<p>Owners and managers of multi-use developments will be required to submit a plan to the Council for approval on how they will manage their residents' waste.</p>	New	2025/26 Rates	<p>This will ensure multi-use developments are responsible for managing their waste and implementing waste minimisation practices.</p> <p>Residents' concerns over a lack of access to recycling in these developments will be addressed.</p> <p>There will be a cost to residents to implement and maintain any recycling systems.</p>

Action	Description	New or existing action	Timeframe and funding	Contribution to waste minimisation
Support and, where possible, implement any changes to solid waste policies made by central government.	<p>Legislated changes due to be implemented during the term of this plan include:</p> <ul style="list-style-type: none"> <li>Increases to Waste Levy</li> <li>Waste Data Collection and Auditing</li> <li>Container Return Scheme</li> <li>Product Stewardship Schemes</li> <li>Review of WMA</li> <li>Review of NZ Waste Strategy</li> <li>Review of Litter Act</li> <li>Plastic Bans</li> </ul>	New	Ongoing Rates Waste Levy Funding	<p>These changes place more responsibilities on manufacturers and retailers to deal with the waste they create, as well as change public behaviour and attitudes.</p> <p>It is not yet clear how these changes will affect access to waste operations and services, but we will need to make changes and adapt to them.</p>
Implement a 'Three strikes and you're out' policy on recycling and greenwaste contamination.	<p>If a recycling or greenwaste kerbside bin/crate is identified as containing contamination, a sticker will be placed on the bin/crate, advising the resident, and left unemptied. If this occurs a second time, another sticker will be left and the bin/crate will again be left unemptied. If this occurs a third time the bin/crate will be removed and the service withdrawn. No refunds of rates will be made for withdrawn services.</p>	New	Ongoing Rates	<p>Contamination of kerbside recycling and greenwaste is an ongoing issue which our communities need to address. Stickers and leaving contaminated bins/crates unemptied will help educate those responsible, reduce contamination and increase the amount recycled. Continued offenders will be addressed so that their contamination does not have a negative effect on those recycling correctly.</p>
Investigate waste minimisation plan inclusion in building consents over a certain value.	<p>At time of building consent application, if a build or renovation is over a certain value the builder will be required to submit a detailed waste plan on how they will be managing and minimising their construction waste.</p>	New	2022/23 Rates	<p>With an estimated 40% of waste to landfill being construction and demolition waste, construction waste plans will help reduce landfilled waste and divert materials for reuse.</p> <p>This requirement may initiate a change to the Waste Management and Minimisation Bylaw.</p>

## 6.4.2 Measuring and monitoring *Te tātari me te aroturuki*

Table 5 – Measuring and monitoring options for solid waste management and minimisation

Action	Description	New or existing action	Timeframe and funding	Contribution to waste minimisation
Increase monitoring to provide more information in certain areas, such as commercial, industrial and rural wastes.	<p>Council’s waste data is currently limited to ‘council controlled waste’. We need more information on ‘non-council controlled waste’ to gain a better picture of what is happening district-wide, and possibly provide information for new minimisation initiatives.</p> <p>Waste operator licensing and central government data requirements (see 6.4.1) will contribute to this.</p>	New	2023/25 License Fees Rates Waste levy Funding	<p>Raise awareness of waste management in these sectors.</p> <p>Identify areas where additional services could be provided, or certain customer groups targeted. Diversion of waste from landfill could be increased.</p> <p>Potential for reduced air and water impacts if burning and fly tipping practices are reduced.</p> <p>May be additional costs for new programmes put in place.</p>
Continue to monitor performance of the Council’s waste contractors.	Council’s waste contractors are monitored as per contract agreements.	Existing	Ongoing Rates	Council ensures contractors are operating in accordance with contract agreements and Council’s waste minimisation policies and objectives.
Conduct a waste analysis of Murupara Refuse Transfer Station landfill waste, to identify options for diversion and reduction of costs.	It is unknown what makes up Murupara landfill waste. There may be opportunities to reduce the amount going to landfill and the costs to ratepayers and residents.	New	2021/2022 Waste Levy funded	Identification of diversional waste will reduce the amount going to landfill and identify opportunities for recycling and reuse.
Conduct a baseline survey to gauge our understanding of waste issues across our communities.	To measure the target “increase the overall understanding of waste issues across our communities” (see page 12), we need to initially determine a baseline of that understanding.	New	2021/2022 Waste Levy funded	Identifying the baseline understanding of waste issues across our communities will allow Council to measure the targets in this plan and its success.
Repeat the community survey the understanding of waste issues across our communities.	Repeat the survey set out in the action above.	New	2023/24 and 2025/26 Waste Levy funded	Subsequent surveys will allow measurement of the target and plan success.

## 6.4.3 Education and Engagement *Te Mātauranga me te Uiuinga*

Table 6 – Education and engagement options for solid waste management and minimisation

Action	Description	New or existing action	Timeframe and funding	Contribution to waste minimisation
Continue with school waste education programmes.	<p>School waste education includes:</p> <ul style="list-style-type: none"> <li>Waste Educators providing age-based curriculum to approximately 30 schools within the district</li> <li>Support for ‘Paper for Trees’ programme whereby schools collect paper and cardboard recycling and exchange for native trees for planting</li> <li>Free recycling collections from schools</li> <li>Supply of composting equipment to schools</li> </ul>	Existing	Ongoing Waste Levy Funding	<p>Students become aware of waste issues and instill good behaviours at home, while educating parents/caregivers.</p> <p>Students tend to be more enthusiastic about waste minimisation issues than older generations and set behaviours for the future.</p>
Continue with support for Para Kore and work with whānau, hapū and iwi to ensure culturally appropriate waste management methods are implemented.	<p>Para Kore provide marae-based waste education and implement waste minimisation initiatives.</p> <p>Work with our whānau, hapū and iwi to better understand Te Ao Māori values, mātauranga Māori (indigenous knowledge) and tikanga in relation to waste minimisation.</p> <p>Where appropriate, we will work with whānau, hapū and iwi on waste management and minimisation practices.</p>	Existing	Ongoing Waste Levy Funding	<p>Waste minimisation is implemented in accordance with tangata whenua principles such as kaitiakitanga.</p> <p>Whānau, hapū and iwi aspirations are better understood and respective visions and strategies around waste minimisation are reflected.</p>



Continue education and engagement with our communities and occasional waste minimisation initiatives.	Continue with waste education programmes which will include: <ul style="list-style-type: none"> <li>• What happens to each waste stream and the consequences</li> <li>• Results of inappropriate waste practices such as burning and fly tipping</li> <li>• Easily understood information and data</li> <li>• The negative effects of contamination in recycling and greenwaste</li> </ul>	Existing	Ongoing Rates	Education programmes will continue to support and extend positive behaviours and implementation of new waste minimisation initiatives.
Extend communication and education programmes to focus on additional target audiences e.g. farmers, builders and trades, businesses, medical facilities and less engaged sectors of the community.	Waste education and engagement will be targeted at sectors of our community that have previously had limited involvement.	New	Ongoing Waste Levy Funding	Opportunity communities and industry to improve their engagement, understanding, and awareness of waste issues, and build closer relationships with other agencies.  Education programmes would seek to increase positive behaviours that reduce environmental impact.
Implement adhoc projects to promote and achieve waste minimisation.	These may include externally-funded opportunities.  Previous examples included subsidised home composting scheme and public litter recycling stations.	New	Ongoing rates Waste Levy Funding	Waste minimisation actions will be flexible and opportunities taken advantage of as they arise.  Council will have flexibility to adopt to waste minimisation opportunities and legislative changes.
Work with whānau, hapū and iwi, Waste Zero Whakatāne, Community Boards and Community Resources Whakatāne on waste minimisation initiatives.	Council will work with whānau, hapū and iwi and community groups to create and promote waste minimisation initiatives.  This may include taking joint actions and partnerships; or council providing funding or in-kind support.	Existing	Ongoing Waste Levy Funding	Council recognises the importance of partnerswhānau, hapū and iwi, and community groups that may wish to implement and lead waste minimisation initiatives. These groups may also be effective in making education and engagement initiatives more effective.
Provide support to event waste management.	Council will continue to provide support to event waste management including education and equipment.	Existing	Ongoing Waste Levy Funding	Waste minimisation practices are implemented at events which become a vehicle for waste education promoting good practice and behaviour.

## 6.4.4 Collections and services Ngā Kohikohinga me ngā Ratonga Para

Table 7 – Collection and service options for solid waste management and minimisation

Action	Description	New or existing action	Timeframe and funding	Contribution to waste minimisation
Continue existing services and procure new contracts as required.	Current kerbside collections, litter bin services, operation of refuse transfer stations and the greenwaste composting facility will continue.	Existing	Ongoing Rates	Current waste management and minimisation services will continue.
Investigate and, if feasible, implement a food waste collection and processing solutions.	Investigate different models for food waste collections and processing.	New	2021/22 Rates Waste Levy Funding	Food waste could be reused to create a compost or as an energy source. Would divert a significant percentage of organic waste from kerbside collections and landfill.
Conduct a review of medical waste practices in the district.	The disposal of medical waste in the district is not clearly understood, and different practices occur. This may involve working the District Health Board, medical facilities and specialist waste disposal companies.	New	2022/24 Rates	This will ensure medical wastes are managed consistently and appropriately. This review may be undertaken on a regional basis using the Waikato and Bay of Plenty Waste Liaison Group.
Conduct a review of the costs and implications of Council providing free disposal for charities and community organisations.	Council provides free disposal for refuse and greenwaste to a number of charities, schools and community organisations. The associated costs will increase significantly as waste levy and ETS costs rise.	New	2022/24 Rates	If the free disposal service is ceased or limited, these organisations may look into ways of minimising their waste.
Conduct a service review prior to the expiry of Council's main solid waste contract, which includes operation of Council's refuse transfer stations and kerbside collection services.	The contract expires 31 June 2024, with an option to extend for another seven years. Council needs to conduct a review of all services to identify whether an extension of this contract is the best option for our communities. This review includes analysing other options for delivering these services.	New	2023/24	The review will ensure council provides the most appropriate and cost effective solutions for waste management and minimisation service delivery.

## 6.4.5 Infrastructure Ngā Hanganga Para

Table 8 – Infrastructure options for solid waste management and minimisation

Action	Description	New or existing action	Timeframe and funding	Contribution to waste minimisation
Investigate and, if feasible, create a Resource Recovery Park (RRP) in the district or support the expansion of the existing facility operated by Community Resources Whakatāne (CReW).	Extend provision for drop-off and diversion of different waste streams. This will require more land space and new facilities/equipment.	New	2024/25 Rates Waste Levy Funding Possible external funding	An RRP model will promote and create more waste minimisation opportunities by increasing diverted quantities and providing diversion opportunities for additional waste streams.
Review solid waste fees and charges to account for changes in the Waste Levy, ETS operational costs and create an equal charging regime throughout the district.	As operational costs, Waste Levy and ETS charges continue to rise, this represents a significant financial risk to ratepayers and Council.	New	2021/22 Rates	Make residents aware of the true environmental and financial costs of waste and promote recycling and diversion.
Investigate opportunities for new local waste infrastructure possibly with community involvement, especially in dealing with organic wastes.	By dealing with organic wastes locally, we can reduce transport and disposal costs while providing local compost resources. Examples may include composting greenwaste and foodwaste at Murupara Refuse Transfer Station or 'Urban Farms'. These initiatives can be problematic as community interest often declines over time and they are sometimes not maintained.	New	2021/27 Waste Levy Funding	Dealing with organic and other wastes locally will reduce transport and disposal costs. Local resources can be made from local composting and reuse or upcycling of some wastes may be feasible. Local waste management practices also become a vehicle for education.

## 6.4.6 Leadership and management *Te Hautūtanga me te Mahi Whakahaere*

**Table 9 – Leadership and management options for solid waste management and minimisation**

Action	Description	New or Existing Action	Timeframe and Funding	Contribution to waste minimisation
Continue to collaborate with other councils and regional and national waste groups to standardise communication and education material, present consistent messages and advocate to central government on waste-related issues.	Council will work collaboratively with other councils, the Waikato and Bay of Plenty Waste Liaison Group, and the Waste Management Institute of New Zealand, Territorial Authority Forum.	Existing	Ongoing Rates Waste Levy Funding	Greater sharing of knowledge and experience, and improved cooperation between communities. Potential to establish waste minimisation initiatives that Council may not have the capability and capacity to do alone. Opportunity to achieve economies of scale and enhance local economic development through enhanced local and regional processing. Collaborative submissions on central government waste policies create 'louder' and consistent messaging.
Implement proposed central government policy changes. This may include future changes to this plan.	As advised in 6.4.1 above, Council will have responsibilities to implement a number of proposed waste-related legislative changes during the term of this plan. This will include education and possible changes to operations and services.	New	Ongoing Rates Waste Levy Funding	Central government policy changes will promote waste minimisation, but they need to be implemented locally to have the desired effects on our district.
Review the Waste Assessment and WMMP	Council has a legislative requirement to review of the Waste Assessment and WMMP every six years.	Existing	2026/27 Rates Waste Levy Funding	The review will set out Council's waste management and minimisation plans for the period 2027-33.

## 6.4.7 Climate Change Action Plans

### *Ngā Mahere Kokenga Huringa Āhuarangi*

In September 2020, Council adopted six climate change action plans - one of which is 'Waste and Circular Economies'. This plan sets out Council's roadmap in relation to solid waste and circular economies for achieving its climate change targets.

The Waste and Circular Economies Climate Change Actions are not repeated here but can be found on the Council's website.



# 7 Funding the Plan

## *Te pūtea tautoko*

The WMA (s43) requires Council to include information on how the implementation of this plan will be funded, and information about any grants made and expenditure of waste levy funds.

### 7.1 Funding local actions

#### *Te pūtea tautoko mō te mahi whakahaere para ā-rohe*

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 refuse transfer station gate fees
- Targeted rates - a charge applied to those properties receiving kerbside collection services
- Waste levy funding - the Government redistributes funds from the \$10 per tonne waste levy to local authorities on a per capita basis. Currently, 50% of the money collected through the levy is returned to councils. This money must be applied to waste minimisation activities that are included in the WMMP
- 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. Council's greenwaste composting site was built using this fund
- Other Central Government funding – the proposed increases in Waste Levy during the term of this plan will result in more funding available to council. Central government is currently working on an 'Investment Strategy' for this money.
- 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, to generate income from the sale of recovered materials. Council may look to work with private sector service providers when it will assist in achieving the WMMP outcomes

Funding considerations include:

- Prioritising harmful wastes
- Waste minimisation and reduction of residual waste to landfill
- Full-cost pricing - 'polluter pays'
- Protection of public health
- Affordability
- 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.

## 7.2 Funding regional, sub-regional and national actions

### *Te pūtea tautoko mō te mahi whakahaere para ā-rohe me te whakahaere para ā-motu*

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.

Council may provide funding towards agreed regional projects. This may be funded from rates, waste levy funding, user charges, or other sources as determined by the project and council.

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.

Council may also provide funding for national projects, which are mostly managed by the Waste Management Institute of New Zealand Territorial Authority Forum, of which Whakatāne District Council is an active member.

## 7.3 Waste Levy Funding (WLF)

### *Te pūtea tāke o te para*

Council receives, 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, the Council's total share of waste levy funding will be approximately \$125,000 per annum.

On 15 July 2020, central government announced that it had decided to:

- Level the playing field by expanding the waste levy to cover additional landfill types, including construction and demolition fills (progressively from 1 July 2022). At present, the waste levy only applies to municipal landfills that take household waste, with no levy on the remaining almost 90 percent of landfills throughout the country.
- Progressively increase over four years the levy rate for landfills that take household waste from the current \$10 per tonne – set in 2009 – to \$60 per tonne by 2024. The current plan is for first changes to the levy to take effect from 1 July 2021.

These changes will largely take place during the term of this WMMP and may increase the amount of waste levy funding that Council receives. Central government is currently reviewing how the increased revenue from WLF will be spent. The WMA requires that all waste levy funding received by councils must be spent on matters to promote waste minimisation and in accordance with its 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 Plan – 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.

## 7.4 Funding actions of business and communities

### *Te Horanga Pūtea o ngā mahi a ngā pakihī me ngā hapori*

Councils have the ability under the WMA (s47) to provide grants and advances of money to any person, organisation or group for the purposes of promoting or achieving waste management and minimisation, as long as this is authorised by the WMMP.

# 8 Monitoring, evaluating and reporting progress

## *Te aroturuki, te arotake me te pūrongo o te mahi*

This WMMP contains several actions that will allow our communities to improve awareness of waste issues and monitor our performance. These include implementation of a Waste Operator and Licensing Scheme and conducting surveys to determine the understanding of waste issues within our communities.

The above objectives and targets are reliant upon Council's ability to measure and compare waste amounts from different waste streams. Council currently has robust monitoring and reporting processes in place that achieve this. Most of the data that is used for these processes originates from the refuse transfer station weighbridge where incoming and outgoing weights are recorded. Other data is obtained from the landfill at Tirohia. As well as being used for monitoring and managing waste activities, this data is also presented to the Council's Project and Services Committee on a regular basis.



# Part C: Supporting information

*He kōrero tautoko*



# 9 Glossary

## *Kuputaka*

### 9.1 Key definitions and abbreviations

#### *Ngā tikanga me ngā whakapotonga*

<b>Clean fill</b>	A clean fill (also known as a Class 4 landfill) is any disposal facility that accepts only clean fill material. This is defined as material that, when buried, will have no adverse environmental effect on people or the environment.
<b>Disposal</b>	Final deposit of waste into or onto land, or incineration.
<b>Diverted Material</b>	Anything that is no longer required for its original purpose, but for commercial or other waste minimisation activities, would be disposed of or discarded.
<b>Domestic Waste</b>	Waste from domestic activity in households.
<b>ETS</b>	Emission Trading Scheme
<b>Food waste</b>	Any food scraps – from preparing meals, leftovers, tea bags, coffee grounds etc.
<b>Greenwaste</b>	Waste largely from the garden – hedge clippings, tree/ bush prunings, lawn clippings.
<b>Hazardous waste</b>	Waste that can cause harm or damage, to people or the environment, like strong chemicals.
<b>Landfill</b>	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’. Also known as a Class 1 landfill.
<b>LGA</b>	Local Government Act 2002
<b>New Zealand Waste Strategy</b>	A document produced by the Ministry for the Environment in 2010. Currently being reviewed.
<b>Recovery</b>	Extraction of materials or energy from waste or diverted material for further use or processing; and includes making waste or diverted material into compost.
<b>Recycling</b>	The reprocessing of waste or diverted material to produce new materials.
<b>Reduction</b>	Lessening waste generation, including by using products more efficiently or by redesigning products.

<b>Refuse Transfer Station</b>	Where waste can be sorted for recycling or reprocessing, or is processed and transported to landfill.
<b>Reuse</b>	The further use of waste or diverted material in its existing form for the original purpose of the materials or for a similar purpose.
<b>Up-cycling</b>	The activity of making new furniture, objects, etc. from old or used items or waste material.
<b>Waste</b>	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 to avoid doubt, includes any component or element of diverted material, if the component or element is disposed or discarded.
<b>Waste Assessment</b>	A document summarising the current situation of waste management in a locality, with facts and figures, and required under the Waste Minimisation Act.
<b>Waste Hierarchy</b>	A list of waste management options with decreasing priority.
<b>WMA</b>	Waste Minimisation Act (2008)
<b>WMMP</b>	A Waste Management and Minimisation Plan as defined by S. 43 of the Waste Minimisation Act 2008.



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