



Whakatāne District Council Draft Waste Management and Minimisation Plan 2015

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FOREWORD

This is Whakatāne District Council's second "Waste Management and Minimisation Plan" as required by the Waste Minimisation Act. The first was adopted in 2010.

Although the first Waste Management and Minimisation Plan (WMMP) did not need to be reviewed until the end of 2016, the Council have decided to do this now in conjunction with the 2015 Long Term Plan.

One of the reasons for this is that many of the Council's contracts for waste services are coming to an end during 2016. The WMMP describes what outcomes we are trying to achieve in managing and minimising our waste, and contracted services are one of the main ways the Council achieves these outcomes.

Therefore, in order to make sure that the Council puts in place new contracts that are going to deliver what the District wants and needs, the WMMP is being reviewed as the first step in the procurement process.

Since the last WMMP was adopted, central Government's guidance on how Councils are expected to manage and minimise waste has also changed. The New Zealand Waste Strategy has been reviewed, and there has been a general focus on efficiency and encouraging Councils to work towards increasing value for money for their ratepayers.

As required by the Waste Minimisation Act, the District's Waste Assessment has also been reviewed. This provides important background information that much of this WMMP has been based on.

This document is the draft Waste Management and Minimisation Plan, which has been released for general consultation and feedback.

This draft WMMP reflects the findings from the Waste Assessment, changes in government direction, and the challenges and opportunities that the District expects to face over the next six years. The Council wants to hear what you think of the draft Plan, and whether you agree with our ideas and proposals.

Once the Council have heard the community's views on this draft, any changes necessary will be made and the final Plan will be confirmed by the Council in June 2015. We will all then begin the task of implementing the various actions that have been agreed. In some cases, this will mean the community will be heavily involved; in other cases actions may be the sole responsibility of the Council.

As you read through this document, questions will prompt you to consider certain issues. The Council would like to hear your views on these questions, and any other issues you wish to raise. Your views can be submitted in writing, and you will also have the opportunity to discuss your views with the Council at hearings between 7 and 11 May 2015.

Signed

Tony Bonne
Mayor
Whakatāne District

1 Introduction

1.1 Part 1 – Background and the Waste Problem

Whakatane District Council is required to produce a **Waste Minimisation and Management Plan** (WMMP) under the Waste Minimisation Act (2008). In preparing the WMMP, the Council must meet requirements set out in the Waste Minimisation Act, including:

- Considering the ‘Waste Hierarchy’
- Ensuring waste does not create a ‘nuisance’
- “Having regard to” the New Zealand Waste Strategy and other key government policies
- Considering the outcomes of the ‘Waste Assessment’ (a review of all information that we have about the current waste situation in the Whakatāne District, including rubbish from households and businesses)
- Following the special consultation procedure set out in the Local Government Act (1974).

The WMMP sets out how the Council believes the District can achieve effective and efficient waste management and minimisation.

1.1.1 What is Waste?

The Waste Minimisation Act defines waste as something that has been “disposed of or discarded”.

The Ministry for the Environment 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 waste minimisation activities such as reuse or recycling. For example – your empty drink can is waste to you, but is worth money to metal recycling companies and so becomes ‘diverted material’.

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

The WMMP includes all waste and diverted material in the District, except some liquid and gas wastes that are already managed through other policies. 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 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.

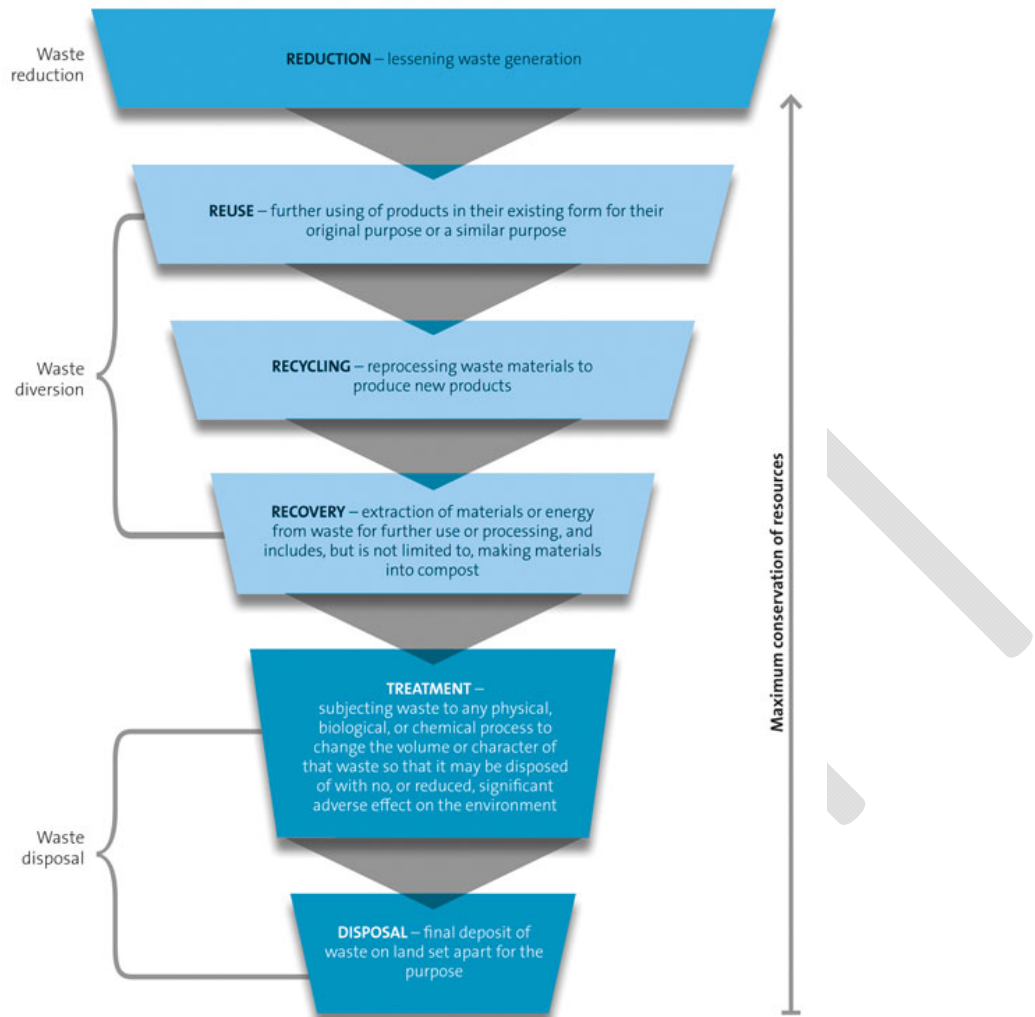
Once the Council have heard the community’s views on this draft WMMP, any changes necessary will be made and our final WMMP will be confirmed by Council in June this year. We will all then begin the task of implementing the various actions that have been agreed. In some cases, this will mean the community will be involved; in other cases actions may be the sole responsibility of the Council. The suggested responsibilities and roles are set out in Part Two – Action Plan.

1.2 The Waste Hierarchy

The ‘waste hierarchy’ refers to the idea that preventing, reusing, reducing, recycling or recovering waste is preferable to disposal (which in New Zealand usually means a landfill).

The waste hierarchy can be shown like this:

Figure 1
The waste hierarchy



Source: Performance Audit Report, Waste Management Planning by Territorial Authorities (Office of the Auditor General, 2007)

In general, actions higher 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 costs.

1.3 New Zealand Waste Strategy and other Government Policies

The New Zealand Waste Strategy has two goals – to reduce harm, and to improve efficiency.

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

- Fiscal responsibility, transparency and accountability
- Efficiency; through service reviews, joint working, and amalgamation
- Sustainable procurement, with a particular focus on innovation and partnership working
- Economic growth

1.4 Waste Assessment

The Council has recently completed a Waste Assessment for Whakatāne, and this is included as part of the full draft WMMP in Appendix 1.

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2 Vision, Goals, Objectives and Targets

Waste management is a key activity for the Council. Our approach to waste management and minimisation should contribute to and be consistent with the vision, purpose and community outcomes of the Long Term Plan (LTP). The LTP 2015-25 is being consulted on at the same time as this draft WMMP.

The vision and purpose of the LTP describe where the District wants to be, and how we get there. Our vision is:

“To be known as the place of choice for people to live, work and play”

In achieving our vision;

- Our community will be safe and surrounded by people who are friendly and caring
- Businesses will be thriving
- There will be respect for and pride in our history
- We will be successful guardians of our natural environment.

Council’s purpose is:

“to lead the Whakatāne District to meet the current and future needs of our community”

As a District Council we intend to achieve this through:

- Good governance, leadership and advocacy
- Integrated long term planning
- Effective and reliable community infrastructure
- Outstanding service delivery

In achieving this vision and purpose, the Council have outlined six community outcomes that the Council’s activities contribute towards.

- Effective Leadership
- Community needs
- Quality Services
- Valuing Our Environment
- Reliable and Affordable infrastructure
- Sustainable Economic Development

Our Waste Activity primarily contributes to Valuing our Environment, Community Needs and Quality Services.

In addition, it is important that we manage and minimise waste in a way that aligns with our principles – being affordable, sustainable, responsible and enabling.

2.1 Other Relevant Strategies or Plans

As well as aligning to the 2015-25 LTP, our WMMP must also support and align with other strategies and plans.

These include the Bay of Plenty Regional Waste and Resource Efficiency Strategy (2013), and the national New Zealand Waste Strategy (2010).

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

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

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

2.2 Proposed Vision for this Plan

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 – which means working to reduce our reliance on landfill disposal, while increasing reuse, recycling and reduction of waste. This is a difficult balance to achieve, particularly considering the current low cost of sending waste to landfill.

The Council's proposed vision for waste management and minimisation in the District is:

“Minimise environmental harm while sustainably managing services, finances and community assets”

This is a change from the vision of the last WMMP. However this proposed vision reflects the need for the District to manage and minimise waste, while also providing value for money and responsible financial management.

2.3 Our Goals and Objectives

Through this draft WMMP, the Council is proposing goals and objectives that the Council, alongside the community, can work towards. The Council has developed these goals by thinking about our local issues and what the priorities are for the region and nationally.

- Goal: Provide quality, affordable services while meeting our responsibilities to reduce harm and improve efficiency
- Goal: Reduce the amount of waste we send to landfill or other disposal while also achieving sustainable financial management
- Goal: Reduce the risk of environmental damage resulting from our waste management methods

Our objectives:

- Achieve responsible financial management
- Provide effective and efficient services
- Take a waste hierarchy approach
- Consider environmental impacts
- Use resources more efficiently

Our Targets

Through the Waste Assessment Process, the Council has identified several areas of our current waste management system that present particular opportunities for better management.

Overall target

***Reduce waste to landfill to 11,000 tonnes by 2015/16
and by 100 tonnes per year thereafter***

This overall target represents both an environmental improvement and a reduction in total cost to the community of waste management.

2.4 Council's Role

The Council currently plays a key role in waste management in the District, both by providing collection services and by providing the main facility for transferring and transporting waste out of the District to landfill disposal.

Therefore we propose that in general, our involvement in delivering most of the goals, objectives and targets is going to be fairly high – either the Council will be the 'lead agency' in delivering actions and achieving targets, or the Council will be a joint lead or key supporting agency in working with the community.

The Council cannot achieve the goals and targets set out here alone. Succeeding will mean the Council and the community working together, and everyone in the community taking responsibility and doing their bit to manage waste better. The Council's specific proposed role is explained for each action in Part Two – Action Plan.

2.5 The Waste Problem

The Whakatane District currently sends just over 11,000 tonnes of rubbish to landfill (2013/14 year). Since the end of 2009, when the landfill on Burma Road closed, all of the District's rubbish has had to be trucked out of the District to a private landfill near Paeroa. The only transfer stations or recycling

centres in the District are owned and operated by the Council with the exception of one small private transfer station.

2.5.1 Is it 'wheelie' rubbish?

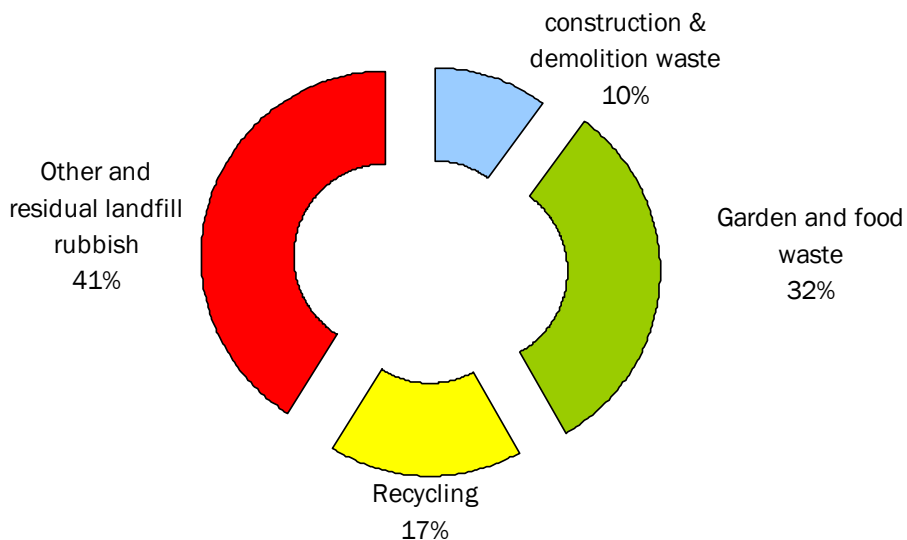
A lot of this isn't actually rubbish – we could be recycling a lot more than we are at the moment.

In 2007 the Council carried out a survey on the waste that is collected from the wheelie bins at the kerbside, and also on the waste we are sending to landfill. This survey showed that a large proportion of what we were throwing away as rubbish could actually be recycled or composted. This is probably still the case:

2.5.2 The average household wheelie bin:



2.5.3 What we're sending to landfill:



Note: due to changes made since this survey, we are probably sending less construction and demolition waste to landfill now than in 2007.

This means that each week, we may be sending 25 tonnes of recyclable paper and cardboard to landfill, 6 tonnes of glass, and 68 tonnes of food and garden waste that could be composted instead.

If we can find economical ways to get this recycling and compostable material out of the rubbish collection, then we can save costs on the amount we send to landfill, and reduce our environmental impact by recycling or composting these materials instead.

2.6 Existing services and facilities

The Council currently provides the following services:

Service	Provision	Service provider
Rubbish collection usually from 80L mobile garbage bins (MGBs)	Weekly to approximately 13,300 customers	Waste Management Ltd under contract to WDC until June 2016
Recycling collection for glass bottles/jars, plastic grades 1 & 2, aluminium/tin/steel cans, paper, and cardboard collected from a 60L recycling crate	Weekly to approximately 13,300 customers	Waste Management Ltd under contract to WDC until June 2016
Garden waste collection from 240L MGBs	Fortnightly to approximately 9700 customers	Waste Management Ltd under contract to WDC until June 2016
Whakatane Recycling Park	Operation of refuse and recycling drop-off facility	Waste Management Ltd under contract to WDC until June 2016
Murupara Transfer Station	Operation of refuse and recycling drop-off facility	Merrimans Ltd under contract to WDC until June 2016
Waste Transfer	Cartage of residual waste from Whakatane	Priority Logistics under contract to WDC until June 2016
Waste Disposal	Disposal of residual waste	H G Leach under contract to WDC until 1/1/2020
Fly tipping	Removal from public spaces	Various contractors and suppliers depending on location
Litter Removal	From 60L litter bins or 240L MGBs	Various contractors and suppliers depending on location
Hazardous Waste	Waste accepted at Whakatāne and Murupara transfer stations	R&S McGregor Ltd on behalf of WDC as and when required

These services are funded through a fixed targeted rate of \$379.18 per annum (including GST), for the 2014/15 financial year, per 'waste service package'. This charge is added to rates bills for each 'separately used or inhabited part' of a rating unit to which Council provides the weekly service. Rural and commercial properties pay \$306.80 – this charge is lower as no green waste service is

included. Any ratepayer can use these services, including businesses. Properties may purchase more than one 'waste service package'. (The charges are slightly higher for Ōhope; \$382.31 and \$309.93 respectively.) A portion of the uniform annual general charge (UAGC) for each rated unit is also used for waste disposal operations and closed landfill management. Council intends to continue this system of waste charging for the term of this draft WMMP. Further detail on charging and funding solid waste management and minimisation activities is provided in Part 2.

Additional 60L recycling crates are provided at a one-off charge of \$15 each.

The service packages are available to all ratepayers on current collection routes, with one charge per service package.

In addition to the collections provided by the Council, private collections can be arranged with one of four companies operating in the District. There are also collections for used cooking oil, which is turned in to fuel, and food waste which is usually taken to either pig farms or composted using worms.

The District has two public transfer stations, or 'refuse and recycling' parks – one in Whakatāne in Te Tahī Street, and one in Murupara.

More detailed information on waste facilities and services, and a more detailed analysis of waste composition and data, is contained in the completed Waste Assessment in Appendix 1.

3 The key issues

The Council believes that the key issues for the District are:

Waste being sent to a landfill far from the District that could be recycled through the existing collection services, or composted at home

A large proportion of waste going to landfill is organic waste – this is a particular problem due to the negative environmental impacts

Varying demand through the District – summer visitors, rural customers, businesses

Many contracts are expiring during 2016 or at other times during the period of this Plan, which will give the District the opportunity to test the market and potentially alter services or provide new services. However there is also a risk that service costs could increase when contracts are renewed, particularly with the landfill disposal contract which expires in 2020.

Part Two – Action Plan

This Action Plan sets out the Council's proposals for managing waste in the District for the period covered by this proposed draft WMMP. The Action Plan is intended to address the key issues listed earlier, and to ensure that we can accommodate any future growth and changes in the District. These proposals will continue to provide and improve effective and efficient waste management and minimisation in the District, and will meet the goals of the New Zealand Waste Strategy by reducing the harmful effects of waste and improving the efficiency of resource use.

The proposals will also allow the Council to contribute to the applicable community outcomes of:

- Valuing our Environment
- Quality Services; and
- Community Needs.

In preparing this draft Action Plan, Council has reviewed the Action Plan from the 2010 WMMP. The 2010 WMMP action plan included a large number of actions, some of which were optimistic and have proved difficult to achieve within the timeframes of the Plan. However, it is important to note that, the 2010 WMMP has only been operating for just over four years of its planned six year term. For these reasons, some actions in the previous WMMP were completed, some partially completed, and some were not completed.

This new draft Action Plan contains fewer actions, and concentrates on those which are priorities and are achievable over the next six years.

Currently the Council provides most of the waste services for Whakatane households, as well as providing a significant proportion of services to businesses. Recent amendments to the Local Government Act require all councils to undertake a review of the services they provide and evaluate them for effectiveness and efficiency. The action plan in this WMMP includes undertaking this service review and addresses any resulting actions through procurement of our council services like rubbish and recycling collections. Council is due to procure new services by 2016 and this provides an ideal opportunity for us to change our services or put in place new services if required.

Households need to increase the amount they recycle – a lot of what goes in to rubbish bins could actually be recycled. The Council believes that businesses also have significant improvements to make in their waste management. In some cases this might be because collection services are hard to access, although even where recycling services are available for businesses not all use them. The Council will encourage this through increased education and communication, regarding services and potentially alterations and/or improvements to services depending on the outcome of the procurement process.

1 Funding Waste Management Activities

Waste services provided by the Council are funded through rates. Private companies will charge directly for their services. The Council does receive some funding from Government; part of the \$10 per tonne Waste Levy charged at landfills is returned to Councils. The Council will use these funds to help pay for new and existing waste management activities as described below.

The Council also has the option of applying to Central Government for funding to help with specific projects. However as the Council cannot predict if any funding will be received, this has not been noted in the funding options below. Generally, the Council intends to fund those services provided directly by the Council through rates and levy funding. In a few cases, new services may have a

greater user-pays focus, whereby the amount paid would be directly proportional to the amount and regularity of individual use.

Education and Information	
Action	Commentary
Continuing support for Pare Kore, Paper for Trees, Conscious Consumers, CREW, Keep Whakatāne Beautiful and Pride Whakatāne	Ongoing action funded through rates
Expand support for school education initiatives	New action funded through waste levy funds; 2015/16 financial year onwards
Support further implementation of Agrecovery in the District	Expanded action funded through waste levy funds; 2015/16 financial year onwards
Expand general waste education and marketing activities, in particular to rural and agricultural sectors	New action funded through waste levy funds; 2015/16 financial year onwards
In all cases, work in partnership with other Councils where possible to increase efficiency and reduce costs	Ongoing action not requiring funding.
Service Review and Procurement	
Action	Commentary
Conclude the service review requirements of the amended Local Government Act (LGA) by conducting a cost-effectiveness review of all contracts expiring within the next two years (kerbside collections, transfer station operations and haulage of waste to landfill).	Under Section 17A of the amended 2002 LGA, the Council is required to conduct a service review where current services may change significantly or where contracts are due to expire within the next two years, and have a value of over \$250,000 (the threshold agreed by Council). The service review will feed into the procurement process; from July 2015. This will be funded by waste levy funds.
Procure new waste services and use this process to assess the alternative management options available in the market for recycling, organic waste, residual waste collections, treatment, and processing including transfer station operations	New action funded through waste levy funds, as the intention of the procurement process will be to achieve improved waste management and minimisation, depending on the options put forward by the private sector; from July 2015
General	
Action	Commentary

Review the existing solid waste bylaw to enable closer monitoring of wastes in the District	Action carried over from 2010 WMMP; from 2016/17 financial year once procurement process is concluded. Rates funded
Continue development of the green waste processing site, which will enable increased green waste composting in the District.	Action continued over from 2010 WMMP period. Ongoing. Waste levy and rates funded. Completing this action depends on obtaining the relevant resource consents.
Continue to support regional and cross-regional partnerships and liaison groups, including the Bay of Plenty and Waikato Waste Liaison Group and the Bay of Plenty Waste Resources Advisory Group.	Ongoing; no significant cost involved.
Monitoring and Reporting	
Action	Commentary
Waste streams will be monitored	Council will continue to monitor waste flows using data provided by contractors and through the Regional Council. Any new contracts developed during the procurement process will ensure that data continues to be supplied. Ongoing action; low cost.
Reporting	Council will continue to report progress in solid waste management and minimisation through the Annual Plan process. Ongoing action; low cost.

Glossary

1 Key Definitions and Abbreviations

Waste Hierarchy: The Government’s definition of the waste hierarchy is as follows:

Reduction: lessening waste generation, including by using products more efficiently or by redesigning products; and in relation to a product, lessening waste generation in relation to the product

Reuse: the further use of waste or diverted material in its existing form for the original purpose of the materials or products that constitute the waste or diverted material, or for a similar purpose

Recycling: the reprocessing of waste or diverted material to produce new materials

Recovery: extraction of materials or energy from waste or diverted material for further use or processing; and includes making waste or diverted material into compost.

Treatment: means subjecting waste to any physical, biological, or chemical process to change its volume or character so that it may be disposed of with no or reduced adverse effect on the environment; but does not include dilution of waste

Disposal (*summarised definition*): final deposit of waste into or onto land, or incineration (*From the Waste Minimisation Act, 2008*)

2 Other Definitions and Abbreviations

Food waste	Any food scraps – from preparing meals, leftovers, scraps, tea bags, coffee grounds
Green waste	Waste largely from the garden – hedge clippings, tree/bush prunings, lawn clippings
Hazardous waste	Waste that can cause harm or damage, to people or the environment, like strong chemicals. Shouldn’t go in to landfills.
Landfill	Tip or dump
LTP	Long Term Plan
MGB	Mobile garbage bin – wheelie bin.
New Zealand Waste Strategy	A document produced by the Ministry for the Environment in 2010. Currently being reviewed.
Recycling	Waste that can be recycled through the kerbside collection and/or at the Recycling Park
RRP	Whakatāne Refuse and Recycling Park (Te Tahi St transfer station)

Rubbish	Waste, that currently has little other management options other than disposal to landfill
Tonne (metric)	A thousand kilograms.
Transfer Station	Where waste can be sorted for recycling or reprocessing, or is dumped and put in to larger trucks for transport to landfill
Waste	Anything we no longer want – can be ‘diverted material’ through recycling or composting, or able to be reused by someone else, or is ‘rubbish’.
Waste Assessment	A document summarising the current situation of waste management in the Whakatāne District, with facts and figures, and required under the Waste Minimisation Act.
Waste Hierarchy	A list of waste management options with decreasing priority – usually shown as ‘reduce, reuse, recycle, reprocess, treat, dispose’
WMA	Waste Minimisation Act (2008)
WMMP	Waste Management and Minimisation Plan, also sometimes referred to as ‘the Plan’.