Southland Waste Management and Minimisation Plan 2012-2018
Acknowledgements:
WasteNet Southland would like to express their gratitude to the members of the Waste Working Group for their advice in the development of this Plan, who all made valuable, and much appreciated contributions to this plan and we thank them.

Waste Working Group:

Note:
WasteNet Southland is a joint committee of the three local territorial authorities – Invercargill City Council, Southland District Council and Gore District Council. The purpose of WasteNet is to provide the shared service of the coordinated delivery of waste management and minimisation for the WasteNet Councils’.
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Foreword

Over the last 10 years, significant changes have been made in the way we, as a region and nation, view and treat our waste. Regionally we have made good progress in managing our waste disposal and we are starting to make in-roads into recycling more products, but little progress is being made on reducing and reusing our resources.

Nationally we’ve seen the adoption of the Waste Minimisation Act 2008, which focuses efforts higher on the waste hierarchy in terms of the reduction and recovery of waste earlier in its life cycle, shifting focus away from treatment and disposal.

Since WasteNet’s inception back in 2000, we have seen the establishment of a regional landfill, WasteNet Councils working together on policies, plans and waste education programmes, and recently in 2011 the implementation of regional collection and transfer station services and building of the Material Recovery Facility owned and operated by Southland disAbility Enterprises. With our regional infrastructure in place we can now shift focus to maximise resource efficiency.

This joint Waste Management and Minimisation Plan presents a new vision for our region, one of working together to become a minimum waste producer by maximising opportunities to reuse, recycle and recover our resources. It sets out a practical action based programme of large and small actions for the short and long term.

While this plan’s origins lie in the government’s desire to “encourage waste minimisation and decrease in waste disposal to protect the environment from harm and provide environmental, social, economic and cultural benefits”, it is also about providing a common goal for all Southlanders.

Our thanks goes out to the members of the Waste Working Group who advised and contributed on this plan’s contents and direction.

We all – individually and jointly – play a role in making our vision a reality.

Jim Copland
Chairman WasteNet Southland
Executive Summary

Territorial Authorities are legally required to adopt a Waste Management and Minimisation Plan (Plan) as per the Waste Minimisation Act 2008 (WMA). The Plan documents the strategic direction (vision, goals and objectives), actions and funding policy for the Councils to meet both public health protection issues and the legal requirements to promote effective and efficient waste management and minimisation.

Given this legislative requirement, under the joint committee banner of ‘WasteNet Southland’ the Gore District Council, Invercargill City Council and Southland District Council’s have developed this joint Plan for the region.

This Plan considers diverted materials and waste as defined by the WMA, while excluding animal waste, emissions, sewage and stormwater as these waste streams are covered in other Council planning documents.

It is acknowledged that this Plan revokes the Southland Waste Management Plan 2004. The Plan will be reviewed at least every six years or when significant changes warrant a full review under special consultative procedure.

As per section 44 of the WMA, a Southland Waste Assessment was undertaken. Councils must have regard to this assessment when developing the Plan. The key findings of the assessment include:

- Southlanders discarded 59,000 tonnes of materials in the base year 2010/2011. This represents 650 kilograms per person.

- Less a quarter (20 percent) of the discarded materials is made up of diverted materials (greenwaste, cleanfill, scrap metal, recyclables), more than three quarters (80 percent) is made up of waste disposed to Southland Regional Landfill (SRL).

- 11,500 tonnes of materials were diverted from landfill. This represents 130 kilograms per person. Conversely 47,400 tonnes of waste was sent to Southland Regional Landfill (SRL), this represents 520 kilograms per person.

- Less than half (46 percent) of the waste going to SRL is sourced from kerbside rubbish collection, with 32 percent sourced from the Industrial/Commercial/Institutional (ICI) sector. The Residential and, Construction and Demolition sectors both account for 10 percent.

- Southland’s distance from national and global commodity markets and key infrastructure can hinder waste reduction initiatives. Conversely this provides the region with opportunities to lead innovative local solutions.

- The Councils have good control and management of waste services in Southland, with 83 percent of waste to landfill going through the Councils’ Transfer Stations.
• Data indicates that Councils need to further investigate hazardous waste quantities and waste flows within the region.

The assessment also considers future growth and demand for services. All three population projection scenarios indicate steady population growth for the region up to 2021. The projected material volumes indicate that the Councils need to ensure that they have infrastructure in place to meet the demand for diverted materials (specifically greenwaste) and that there is no major landfill capacity issues in the region.

The key issues and challenges facing Southland include:
• Lack of information from private sector with regard to quantities and composition of diverted materials
• Focus on ‘end of pipe’ solutions
• Variable community commitment
• Southland’s unique character and distances from key national infrastructure ie glass and tyre recycling facilities
• Limited incentives to reduce waste
• Improving the quantity and quality of recyclables
• Limited product stewardship schemes due to manufacturers being located offshore
• Lack of community infrastructure for better reducing and minimisation waste to landfill.

This Plan sets out challenging goals for Southland, our vision is clear: the effective and efficient stewardship of waste as a resource with a residual value, to protect our health and environment. Southland’s vision is to become a region that is a minimum waste producer, with businesses and individuals maximising opportunities to reuse, recycle and recover our resources.

This will require changes in our behaviour over the next decade. Three goals underpin this vision:
• Working together to improve the efficient use of resources
• Use the waste hierarchy to guide decision making
• Reduce the harmful effects of waste on our health and environment.

As a result of our actions, by 1 July 2018, Southland will maintain a materials discarded per capita figure of 650 kilograms, comprising 40 percent diverted materials.

Five key strategic objectives further support our vision, goals and target:
• Reduce the amount of material entering the waste stream
• Reuse or repurpose material so it has a life before recycling or disposal
• Reduce the amount of material sent to final disposal by maximising recycling
• Make the best use of recoverable waste as a renewable resource
• Appropriate treatment and disposal of waste for the protection of our health and environment.

The general policies of the Plan are based on the following guiding principles: global citizenship; kaitiakitanga/stewardship; extended producer responsibility; full-cost pricing; life-cycle principle and the precautionary principle.
The Councils’ role in waste management and minimisation is to oversee, facilitate and manage the range of programmes and actions to achieve our vision, meet the legislative requirements and protect our health and environment. The Councils will work together as a region under the joint committee banner of WasteNet Southland.

The wide range of waste services available in Southland as provided by the Councils or by private industry will ensure that public health is adequately protected into the future.

The following activities are included in the Action Plans:
- Develop a regional resource efficiency education and behaviour change strategy
- Regional data management and collection system
- Develop partnerships with industry to foster sustainable design, and recovery of products
- Establish a Southland waste exchange
- Advocate to Central Government
- Build on the Love Southland brand
- Investigate extensions to kerbside collection areas
- Investigate a rewards scheme for participants that recycle more
- Work with providers to secure a permanent e-waste solution
- Investigate regional opportunities for management of organic waste
- Operate network of public drop-off facilities for diverted materials
- Facilitate kerbside recycling and rubbish collection services
- Explore opportunities for management of hazardous waste
- Examine options for management of littering / fly dumping
- Develop a joint solid waste bylaw.

It is noted that a number of the actions involve the investigation and/or development of specific strategies or plans. Once agreed, any strategies or plans may include indicators or milestones or targets as part of their implementation. These actions, provide a comprehensive approach to waste management and minimisation and a platform for Southland to move towards a culture of “waste is a resource”.

Many of this Plan’s actions can be achieved under the current waste management and minimisation system. The more challenging actions and long term vision will require behaviour change through overcoming the barriers to effective and efficient waste management and minimisation identified in Part A.

The Councils will, in their provision of waste services fund services from targeted rates, user-charges, national waste disposal levy, local landfill charge, revenue recovered from the sale of diverted materials, fees and general rates where necessary. Funding received from the national waste disposal levy administered by the Ministry for the Environment received by Councils will be spent on waste minimisation initiatives in accordance with this Plan.

WasteNet Southland in collaboration with the three Districts will be responsible for monitoring and evaluating the Plan, tracking process and identifying any changes that may be required.
Part A: The Waste Problem

Why the plan has been developed

The purpose of the Waste Minimisation Act 2008 (WMA) is to "encourage waste minimisation and decrease in waste disposal to protect the environment from harm and provide environmental, social, economic and cultural benefits".¹

Territorial Authorities are legally required to adopt a waste management and minimisation plan (Plan)² as per the WMA. The Plan documents the strategic direction (vision, goals, and objectives), actions and funding policy for the Councils’ to meet both public health protection issues and the legal requirements to promote effective and efficient waste management and minimisation.

The WMA also prescribes the responsibility of territorial authorities that is to "encourage effective and efficient waste management and minimisation."³ Given this legislative requirement, under the joint committee banner of 'WasteNet Southland' the Gore District Council, Invercargill City Council and Southland District Council have developed this joint plan⁴ for the region. The development of this joint plan will ensure:

- a holistic approach to waste management and minimisation – a common vision and direction,
- consistent policy across Councils,
- simplified consultation with stakeholders and members of the public, and
- strengthened collaboration between Councils.

How the plan has been developed

This Plan has been prepared using information gathered from a variety of sources including the data managed by the Councils, the Morrison Low document Southland Region Waste Assessment January 2012 and the Waste Not Consulting report Composition of Solid Waste in Southland Region 2011.

In addition a Waste Working Group of key stakeholders and interested parties was set up to advise on the plans content and direction. Three workshops were held to discuss the waste data, future direction, goals and practical actions. The Waste Working Group called for recognition that "waste is a resource with a residual value" and that Southlanders must take responsibility for their waste. This Plan is a response to that consensus. Its vision, goals and actions all express the regions commitment to effective and efficient management and minimisation of waste. The measures the plan sets out are based on an assessment of what is important, practical and achievable.

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¹ Pt1 (s3) Waste Minimisation Act 2008.
⁴ Joint plans are permitted under Pt1(s45) of the Waste Minimisation Act 2008.
What is waste?
The WMA provides a broad definition for waste – “anything disposed of or discarded; and includes a type of waste that is defined by it composition or source (for example, organic waste, electronic waste, or construction and demolition waste); and to avoid doubt, includes any component or element of diverted material, if the component or element is disposed of or discarded.”

What waste does this plan cover?
Waste takes all forms being solid (common household wastes), liquid (wastewater) and gaseous (vehicle emissions). For the purposes of this plan, waste is defined as the WMA definition, and includes solid, liquid and gaseous waste.

This Plan excludes animal waste (effluent, offal), emissions, sewage and stormwater as these waste streams are covered in other Councils’ planning documents.

Policies, plans and regulations
The four primary pieces of legislation driving waste management and minimisation planning in New Zealand are the Waste Minimisation Act 2008 (WMA), the Climate Change Response Act 2002, the Local Government Act 2002 and the Resource Management Act 1991. Taken together these key Acts provide the legislative framework and tools to support progress towards governments high level strategy – the New Zealand Waste Strategy 2010 – which prioritises are to “reduce harm and improve efficiency”.

In addition to these Acts, other key legislation that has been considered in the preparation of this plan includes:
- Hazardous Substances and New Organisms Act 1996 (HSNO Act)
- The Health Act 1956
- The Litter Act 1979

Appendix 1 provides a summary of these key Acts and their relevance to the Southland region.
Public health protection
The wide range of waste services available in Southland as provided by the Councils or by private industry will ensure that public health is adequately protected into the future.

The Southland region has long term access to a sanitary landfill that meets national legislative requirements. Services for achieving future waste minimisation will be improved on and alternatives to landfill considered in the long term.

There is adequate access to Council and private hazardous waste disposal services and illegal dumping is managed by the Councils and other responsible agencies.

Councils’ Role
The Councils’ role in waste management and minimisation is to oversee, facilitate and manage a range of programmes and actions to achieve our vision, met the legislative requirements and protect our health and environment.

The Councils will do this regionally through their joint committee – WasteNet Southland; the purpose of WasteNet is to provide the shared service with the coordinated delivery of waste management and minimisation for the WasteNet Councils\(^5\) - and locally through their respective internal waste departments.

It is noted that while the Councils’ are responsible for the actions, partnerships are needed between Local and Central government, private sector, environmental and community organisations, Maori, households and individuals as waste is everyone’s responsibility.

Plan Status
This document is the joint Southland Waste Management and Minimisation Plan 2012-2018 adopted by the WasteNet Councils.

It is acknowledged that this Plan revokes the Southland Waste Management Plan 2004.

As per section 50(1)(b) of the WMA the final Plan will be reviewed at least every six years or when significant changes warrant a full review. Any review will trigger a special consultative procedure.

\(^5\) The WasteNet Councils’ are - Invercargill City Council, Southland District Council and Gore District Council.
The Waste Problem: findings from the Southland Waste Assessment

Territorial Authorities are legally required to conduct a Waste Assessment. The Southland Waste Assessment January 2012 was initiated as a joint project between WasteNet Southland and Venture Southland. Venture Southland was involved due to their interest in waste-to-energy options.

The draft Waste Assessment was prepared by Morrison Low in September 2011 and updated in January 2012 and will be formally notified upon the release of this draft Plan. It compiles and analyses information on diverted and waste material produced in the Southland region, taking account of forecast future growth and demand for services.

Summary of key findings

- Southland is the southern most part of New Zealand with a diverse geography of coastal areas, floodplains, farmland, forestry, rivers and mountain ranges. It’s land area is 31,600 square kilometres of which 23 percent is intensively farmed and 60% taken up by National Parks and conservation areas.

- The resident population at the time of the 2006 census was 90,873 of which 50,325 resided in Invercargill City, 12,108 in Gore District and 28,440 in Southland District.

- Southlanders discarded 59,000 tonnes of materials in the base year 2010/2011. Less than a quarter (20 percent) of these materials is made up of diverted material and more than three quarters (80 percent) is made up of waste to SRL. This represents 650 kilograms per person per year.

Diverted Materials

- 11,500 tonnes of materials (recyclables, greenwaste, cleanfill, scrap metal) were diverted from SRL in the base year 2010/2011. This represents 130 kilograms per person.

- Analysis suggests a raising awareness and active use of alternative disposal methods (ie recycling) as illustrated in the minor increasing trend for diverted materials.

- A third (31 percent) of the diverted materials is sourced from kerbside recycling and public recycling drop-off centres (paper, cardboard, metal cans and glass), with 69 percent sourced from transfer station recovery facilities (greenwaste, cleanfill and scrap metal).
The major differences in diverted materials sources from each of the three districts are in the proportions of recycling, cleanfill and greenwaste. Greenwaste is the main product recovered by all three districts, though the percentages vary. Prior to May 2011, the Southland District had poor recycling and cleanfill recovery, an explanation for this is the rural nature of the district. It is noted that kerbside recycling was introduced to Southland District urban and selected rural properties in May 2011 resulting in 1,674 tonnes diverted from landfill in an 8 month period.

Figure 1. Tonnage of diverted material for Southland region (July 2006 to June 2011)

Source: Southland Waste Assessment, Morrison Low
Southland Waste Management and Minimisation Plan

Figure 2. Composition of diverted materials for Southland region (July 2010 to June 2011)

- Greenwaste 58%
- Recycling 35%
- Cleanfill 7%
- Scrapmetal 0%

Source: Southland Waste Assessment, Morrison Low

Waste to Southland Regional Landfill
- Southlanders discarded 47,400 tonnes of waste to the Southland Regional Landfill (SRL) in the base year 2010/2011. This represents 520 kilograms per person per year.
- The amount of waste disposed to SRL peaked in 2007 from there it has been in a declining pattern.
- Until mid-2011, the Southland region was a self-contained waste 'catchment' with virtually all residual waste generated in the region being disposed of at the SRL. In mid-2011 a proportion of consolidated commercial waste from outside the Southland region started to be transported to the facility.
- According to the Waste Not Consulting report\(^6\) less than half (46 percent) of the waste going to landfill is sourced from kerbside rubbish collection, with 32 percent sourced from the Industrial/Commercial/Institutional (ICI) sector. The Residential and, Construction and Demolition (C&D) sectors both account for 10 percent.
- The major differences in the waste sources from each of the three districts are in the proportions of ICI and Residential waste. Invercargill City and Gore Districts ICI sectors comprise a greater proportion of waste to transfer stations than in Southland District. This source of Residential waste differs for all three districts.

\(^6\) Composition of Solid Waste in Southland region 2011, Waste Not Consulting
Figure 3. Tonnage of waste to landfill for Southland region (2004 to 2010)

Source: Southland Waste Assessment, Morrison Low

Figure 4. Composition of Waste to Southland Regional Landfill (July 2010 to June 2011)

Source: Southland Waste Assessment, Morrison Low
Existing recycling and waste facilities and services

- There are a wide range of programmes and initiatives available in Southland provided by the Councils, community groups or by private industry that encourage the waste reduction and reuse eg education and behaviour change programmes, second hand facilities, inorganic bulky-item collections and repair agencies.

- Kerbside household and business recyclable collections are provided by contractors on behalf of the Councils and recycling/recovery facilities at the Councils’ Transfer Stations. In addition the commercial sector has a number of similar services available to residential and commercial customers.

- The Councils, under the joint committee of WasteNet Southland, have good control and management of waste services in Southland, with 83 percent of the waste to landfill going through the Councils’ Transfer Stations.

- The new regional solid waste services contracts\(^7\) introduces a more consistent level of service for kerbside recycling and rubbish collection for all three districts.

- The Councils operate hazardous waste drop-off facilities as part of their transfer station operations. The available Council data indicates that these facilities are not well used, and further research is needed to get a clearer understanding of hazardous waste quantities within the region.

- There is limited information available on private waste facilities eg cleanfill sites, landfills and on-farm landfills.

- Southland’s distance to national and global commodity markets and key infrastructure (ie OI Glass manufacturing plan, hazardous waste disposal facilities) can hinder waste reduction initiatives. Conversely this provides the region with opportunities for innovation and local solutions.

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Looking Forward: Forecast future growth and demand for services

Future demand for waste management and minimisation services are driven by a number of key drivers including:

- Demographic change (population, household size)
- Economic activity changes
- Land use changes
- Impact of waste flows from other regions
- Consumption patterns and product quality
- Occurrence of disaster events
- National policy and legislation
- Impact of waste minimisation behaviour change programmes
- Community expectations.

Three population scenarios were developed to forecast future growth and demand for waste services – baseline, positive and optimistic. The baseline scenario showed a minor increase in population peaking in 2021, followed by population decline. The positive and optimistic scenarios showed stepped population increases in 2016 and 2021. Under the positive scenario population in the region shows a 14 percent increase over the next 20 years.

**Figure 5. Population Growth**

Southland Population Predictions under three different scenarios

Source: Southland Waste Assessment, Morrison Low

For the purposes of forecasting infrastructural and service requirements, three scenarios were developed:

- Scenario one: high growth, low diversion
- Scenario two: medium projections
- Scenario three: low growth, high diversion.

The waste assessment projected a steady increase in the tonnage of diverted materials in the short and medium term under all three scenarios (Figure 6). This denotes that Councils’ need to ensure that they have infrastructure in place to meet these demands.
There are no capacity issues for the collection or processing of recyclables for the region with the Councils’ (under the banner of WasteNet Southland) procured 16 year contracts for the collection and processing of recyclables.

It is noted that the Councils will need to take a closer look at greenwaste management options in the short to medium term.

Figure 6. Projected recycling / diverted material volumes

As well as projecting the future diverted materials infrastructural requirements, the assessment has taken into consideration waste infrastructural needs. Figure 7 depicts projected waste volumes.

Scenarios one and three represent the best and worse cases with respect of tonnes of waste to landfill. Regardless of which scenario eventuates there are no major landfill capacity issues in the region as the SRL (owned and operated by AB Lime) is also an active lime quarry with significant future capacity.
Key issues and challenges facing Southland

While Southland has made much progress in reducing and managing its waste, there is still much work to be done. This work will not always be easy because barriers exist that Southland will need to overcome in order to meet our vision. The key issues and barriers are outlined below:

- There is a lack of information on waste in Southland. While the Councils control an 83 percent of the solid waste to landfill, the Councils have poor control of diverted materials managed by the private sector. To overcome this barrier, the Councils need to work in partnership with the private sector and share information.

- Traditionally there has been a focus on ‘end of pipe’ solutions to waste management. These solutions, such as sending waste to landfill and recycling, do not tackle the waste problem at its roots. They draw attention away from reducing and reusing resources.

- There has been variable community commitment to reducing waste in Southland. Many people enthusiastically promote and practice waste reduction, but others know little about the problem. There is a general lack of responsibility and culture of ‘out of sight, out of mind’ when dealing with waste. We need to raise awareness, build on “Love Southland” brand and support community responses to local waste issues.
Southland’s **unique character** can make waste reduction and management difficult. Southland is the largest region in New Zealand covering 11 percent of the landmass. The region subsequently has the largest roading network.

Southland also has a rural based economy with a low population which makes transporting discarded materials expensive and increases the carbon footprint. In addition Southland is isolated from national and international markets which value waste as a resource. This provides Southland with the opportunity to be innovative and develop local and or regional solutions.

There are **limited incentives to reduce waste**. The current price for waste disposal is not sufficient enough to encourage businesses to actively reduce their waste stream. It is noted that this could change, following the introduction of Emission Trading Scheme (ETS) on landfills from 1 January 2013. It is also noted that there are limited rewards for those who actively reduce their waste.

**Improving the quantity and quality of recyclables.** By July 2012, all three districts will be providing kerbside recycling services to their urban communities. While recycling may not be new to everyone, how and what to recycle will be. To improve the quantity and quality of recyclables received will require continuous reinforcement through education and behaviour change initiatives.

**There are limited product stewardship schemes due to manufactures being located offshore.** Product stewardship schemes, or systems for manufacturers to take responsibility for the end-of-life of their product, are an important way to reduce waste. However, Southland and New Zealand import a large proportion of consumer products, so encouraging manufacturers from overseas to reduce waste or take back end-of-life products presents particular problems. For example glass is a particular problem for Councils with over 50 percent of product received (by weight) being glass.

Southland lacks community infrastructure for better reducing and managing waste. There is no commercial facility for processing organic waste. Similarly there is no facility to treat and dispose of hazardous waste. Certain products such as batteries, Compact Fluorescent Light (CFL) bulbs, electrical waste (e-waste), tyres, are not able to be easily recovered in Southland.

While not specifically covered in this plan, sludge from treatment ponds does have synergies with the management of organic waste. Within the next 10 years all three districts will be de-sludging their treatment ponds, providing the opportunity for the region to work together and find a beneficial use for this product.
Part B: A New Direction - Waste is a Resource

**The Challenge we face**
The amount of waste we produce is directly linked to how many goods and services we consume – the greater our wealth the more we waste. Our challenge is to break the strong link between economic development and waste generation. We need to ensure that as our economy grows, the amount of waste we generate decreases.

Our current linear approach to production considers waste to be a natural part of the system. By changing our approach from linear to circular we can close the loop on resource use and waste generation. The cyclical approach does not accept that waste is a normal part of doing business.

We must avoid producing waste materials, but if they are produced we must re-use them and only release them onto our land, air and water at a rate that will not compromise the ability of natural systems to support life.

We are also challenged with focussing on long-term solutions. There are no quick fixes to closing the loop or changing behaviour, these things take time. We will continue to work towards these solutions even though we will not see immediate results. This is all part of the journey to effective and efficient waste management and minimisation.

**Our vision of the future**
“*The effective and efficient stewardship of waste as a resource with a residual value to protect our health and environment*” is our vision for a region that treasures the environment that supports us now and into the future. Southland’s vision is to become a region that is a minimum waste producer, with businesses and individuals maximising opportunities to reduce, reuse, recycle and recover our resources.

This will require radical changes in our behaviour over the next decade. Three goals underpin this vision:
- Work together to improve the efficient use of resources
- Use the waste hierarchy to guide decision making
- Reduce the harmful effects of waste to our health and environment.

**Target**
As a result of our actions, by the 1 July 2018, Southland will maintain a materials discarded per capita figure of 650 kilograms comprising 40 percent diverted materials.
Figure 8. Waste Hierarchy

Source: Ministry for the Environment
Objectives
Five key strategic objectives have been developed to further support the target:

- Reduce the amount of material entering the waste stream.
- Reuse or repurpose material so it has a life before recycling or disposal.
- Reduce the amount of materials sent to final disposal by maximising recycling.
- Make the best use of recoverable waste as a renewable resource.
- Appropriate treatment and disposal of waste for the protection of our health and environment.

Under each of these five objectives, actions have been developed to achieve the objective, as a step towards realising the vision.

Guiding Principles
In addition to the goal of using the waste hierarchy to guide decision making, this Plan also draws on following six key principles:

Global citizenship
Our responsibility to protect the environment extends beyond Southland and New Zealand borders.

The impact of some wastes is not confined to Southland. For example, rubbish on Oreti Beach can be carried out to sea and mistaken for food by marine life. Other wastes cannot be treated in the region or even in New Zealand and have to be shipped out of Southland or overseas. For example, batteries are shipped to France for disposal. CFL bulbs are transported to Dunedin for recycling. This principle recognises our responsibility to consider the national and global consequences of our actions in generating, managing, treating and disposing of wastes.

Kaitiakitanga/Stewardship
All Southlanders are responsible for looking after the environment, and for the impact of products and wastes they make, use and discard.

The Maori concept of kaitiakitanga expresses an integrated view of the environment and recognises the relationship between all things. Kaitiakitanga represents the obligation of current generations to maintain the life sustaining capacity of the environment for present and future generations. In Southland, 29 percent of our organic material is dumped at the landfill. If recovered, this material can condition the soil, thus maintaining the soil quality for future generations. Stewardship acknowledges the role and responsibility we each have in managing the environment for the good of all. Fulfilling this obligation means managing all wastes to lessen their adverse environmental effects.

Extended producer responsibility
Producers have a degree of responsibility for their products throughout the product’s life-cycle, from production through to final disposal.
This principle encourages those manufacturing or marketing goods to find ways of reducing a product’s environmental impact throughout its life. The Southland Sustainable Business Network was established to support local businesses as they extended their producer responsibility and work towards resource efficiency.

**Full-cost pricing**

*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.*

This principle encourages minimisation of environmental effects by ensuring full environmental costs are reflected in product and service prices, and paid as closely to their source as possible. An example of this principle is the Resene Paintwise scheme. Resene branded paints incorporate the cost of recycling their product in the purchase price.

**Life-cycle principle**

*Products and substances should be designed, produced and managed so all environmental effects are accounted for and minimised during generation, use, recovery and disposal.*

This principle requires consideration of all the environmental effects of production, use, recovery and disposal on our land, air and water. In New Zealand, Lockwood Homes build kitset homes where wood is first cut-to-size and then treated. The non-treated off cuts and wood shavings are on-sold to Natures Flames to be made into pellet fuel for pellet fires.

**Precautionary Principle**

*Where there is a threat of serious or irreversible damage, lack of full scientific certainty should not be a reason for postponing cost-effective measures to prevent environmental degradation or potential adverse health effects.*

Where decision-makers have limited information or understanding of the possible effects of an activity, and there are significant risks or uncertainties, a precautionary approach should be taken. For example in Southland, where authorities have limited information on sites that could be contaminated, a lack of full scientific certainty should not be a reason for postponing cost-effective measures to prevent environmental degradation or potential adverse health effects.
Part C: Taking Action

A lot can be done to minimise waste and improve it's management, but not all at once. Some easy short-term measures will bring immediate returns. Others must be tackled over the medium term and still others demand a long term ongoing commitment.

This Plan sets out challenging goals for Southland that treasures the environment that supports us now and into the future. Our vision is clear: *the effective and efficient stewardship of waste as a resource with a residual value, to protect our health and environment.*

We intend to carry out a wide range of actions for the future provision of waste management and minimisation services. Our priorities are to:

- work together to improve the efficient use of resources,
- use the waste hierarchy to guide decision making, and
- reduce the harmful effects of waste to our health and environment.

As a result of our actions, by 1 July 2018, Southland will maintain a materials discarded per capita figure of 650 kilograms comprising 40 percent diverted materials.

To achieve this target we have set out five key strategies under which sit action plans:

- Reduce the amount of material entering the waste stream.
- Reuse or repurpose material so it has a life before recycling or disposal.
- Reduce the amount sent to final disposal by maximising recycling.
- Make the best use of recoverable waste as a renewable resource.
- Appropriate treatment and disposal of waste for the protection of our health and environment.

The action plans outline our programmes for achieving the vision, goals and objectives of this Plan. The actions have been accessed by taking into considering the following:

- Quadruple bottom line analysis to assess social/cultural, environmental, economic and operational implications
- Contribution to the New Zealand Waste Strategy (NZWS) and position on Waste Hierarchy
- Operational considerations
- The Councils’ role in implementing the action; and
- The Councils’ role in promoting effective and efficient waste management and minimisation.

A number of the actions involve the investigation and/or development of plans and strategies. Once agreed, any such plan or strategies may include targets, indicators or milestones as part of their implementation. They may also have further policy implications and/or implications for changes to the action plan. Any significant changes or implications may result in a full review of this plan.
Action Plan 1: Reduce the amount of material entering the waste stream

Southlanders discarded 59,000 tonnes of materials in 2010/2011. This represents 650 kilograms per person. Over the next ten years we will move Southland towards a culture of ‘waste is a resource’ through making resource efficiency an integral part of Southland’s economy.

<table>
<thead>
<tr>
<th>Action</th>
<th>Detail/Description</th>
<th>What this will mean for the region</th>
<th>Measure</th>
<th>Timeframe</th>
</tr>
</thead>
</table>
| 1.1    | Develop an education and behaviour change strategy | • Continue delivering school-based programmes while exploring ways to enhance the programmes to improve the learning experience.  
• Continue to use marketing methods such as – web, media, radio, printed materials, billboards, free-phone lines and social media initiatives (ie visual prompts).  
• Social marketing and behaviour change campaign to increase ‘smart shopping’ toward reducing consumption.  
• Assistance to businesses for reduction, reuse, recycling and recovery of materials.  
• Establish an Award and Recognition programme to celebrate individuals/businesses who are leading by example.  
• Increase community understanding of resource efficiency and waste issues  
• Encourage individual and collective efforts towards resource stewardship and waste minimisation  
• Raise awareness of good waste management and minimisation practices  
• Promote and disseminate education material for targeted sectors  
• Increase the skill and resource base of Councils, local industry and the wider community.  

*Link to Actions 1.3; 2.2; 2.4; 3.1; 4.2* | Consistent approach to waste education and coordination of resources.  
Education and behaviour change play a fundamental supporting role to all aspects of the waste hierarchy. It is a key component to foster a culture of resource efficiency, and paramount in supporting operational and service elements of this plan. | • Strategy released  
• Implemented as per Strategy | 2012 |
| 1.2    | Develop an internal waste management and minimisation policy | The Councils will review and adopt internal waste management and minimisation policies that will include:  
• Regular waste assessments  
• Continuous improvements plan based on waste assessment results  
• Purchasing policy  

*Link to Action 1.3* | Residents will see the Councils’ taking the lead and actively practicing the actions they are encouraging. | • All districts adopt a policy  
• All districts implement the policy. | 2012 |
<table>
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<tr>
<th>Action</th>
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</thead>
</table>
| 1.3    | Actively encourage consumers and businesses to undertake waste assessments | The purpose of this action is to make waste ‘visible’ to those who can influence its prevention and optimise resource efficiency.  
- Develop guiding documents and tools for consumers and businesses to undertake self-waste assessments  
- Develop partnerships with consumers and businesses that undertake waste assessments, and assist them to improve their resource efficiency. | Consumers and businesses will be more aware of their resource use.  
By making waste more ‘visible’ it may encourage behaviours to change and result in improving resource efficiency.  
- Guiding documents developed  
- Number of waste assessments undertaken | 2014 Ongoing |
| 1.4    | Develop a regional data management system | Using the information gathered for the Southland Waste Assessment as a guide, develop a regional data management system to track progress and identify issues.  
Key information (non-commercially sensitive) will be regularly published on the website (www.wastenet.org.nz) to keep the public informed. | Southlanders will be able to track progress and use the data to assist in their waste minimisation initiatives ie school projects, waste minimisation fund bids, community funding proposals.  
- Regional data management system developed  
- Information published on website | 2012 ongoing |
| 1.5    | Develop partnerships with Industry | Fostering sustainable design and recovery of products, through partnering with industry, this includes:  
- Advocating for local and national product stewardship schemes  
- Promoting national programmes such as REBRI, Green Star  
- Actively participate on the Southland Sustainable Business Liaison Group (existing initiative). | Southland manufacturers and industries become aware of their resources and take actions to improve their bottom line.  
- Number of partnerships | 2014 ongoing |
| 1.6    | Investigate waste minimisation fund bids | Invite applicants to the Waste Minimisation Fund to present their proposal to WasteNet prior to submitting their application to Ministry of the Environment. The purpose of this meeting would be to see if there are mutual benefits to both parties, and if WasteNet can support their proposal. | Potential for national funding to be awarded, for the benefit of the region.  
- Number of meetings held | 2013 ongoing |
Action Plan 2: Reuse or repurpose material so it has a life before recycling or disposal

The quantity of materials reused or repurposed in Southland is unknown. Predominantly reuse initiatives are provided for by the private sector and community groups through facilities such as second hand stores and scrap metal/demolition yards. We therefore aim to make reuse or repurposing materials visible to those who can influence its destination.

<table>
<thead>
<tr>
<th>Action</th>
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<th>What this will mean for the region</th>
<th>Measure</th>
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</tr>
</thead>
<tbody>
<tr>
<td>2.1</td>
<td>Establish a Southland waste exchange.</td>
<td>This would be an online tool, where predominantly businesses list their unwanted/wanted materials for others to use/offer. The overall purpose of this action is to pair businesses, where one businesses output materials are the inputs for the partnering business.</td>
<td>Businesses will be able to reduce their disposal costs, and contribute to waste diversion from landfill.</td>
<td>Exchange is operating. Number of exchanges and listings.</td>
</tr>
</tbody>
</table>
| 2.2    | Develop a reuse education and behaviour change programme | • Research the barriers to repair and usage of second hand goods  
• Develop initiatives to mitigate the barriers  
• Develop partnerships with repair agents and second hand dealers for mutual benefit of all parties. | Residents will be provided with simple actions to reuse or repurpose materials. Businesses will see increased customers. | Programme developed. Number of participants. | 2014 ongoing |
| 2.3    | Investigate options for an inorganic collection service | Not all residents have the ability to easily dispose of large/bulky items (eg furniture, whiteware) or knowledge that these items could be repaired or recycled. Options to consider include  
• On-request door-to-door collection service  
• Community Second-Hand days  
• Free Trailer Hire  
• Support private Garage Sales  
• Partnerships with second hand dealers | Improve the level of service to residents without the means to transport bulky items to recovery and/or disposal facilities. | Issues and Options paper presented to WasteNet. WasteNet decision actioned. | 2015 |
<table>
<thead>
<tr>
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<th>Measure</th>
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<tbody>
<tr>
<td>2.4 Build on the Southland A to Z Waste Guide</td>
<td>The Southland A to Z Waste Guide is an online tool that lists how to reduce, reuse, recycle and dispose of materials in Southland.</td>
<td>This resource provides residents with information on how to reduce, reuse, recycle and dispose of materials in their area.</td>
<td>- Number of products listed.</td>
<td>2012</td>
</tr>
<tr>
<td></td>
<td>• Continue to update content</td>
<td></td>
<td>- How the guide is promoted.</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td>• Promote the guide to the wider community</td>
<td></td>
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<tr>
<td></td>
<td>• Encourage businesses to register e.g. repair agents, second hand dealers, recycling agents.</td>
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<td></td>
<td><em>Link to Actions 1.1 and 2.1</em></td>
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<tr>
<td>2.5 Advocate to Central Government</td>
<td>Some types of waste cause particular problems and need special management e.g. tyres, used oil, batteries, e-waste (TV, computer). Initiatives to manage special waste needs to be addressed at both national and local government levels as well as with manufacturers.</td>
<td>Working towards national solutions for the recovery of special waste products.</td>
<td>- Evidence of advocacy.</td>
<td>2012</td>
</tr>
<tr>
<td></td>
<td>• Lobby for enhanced packaging design controls and extended producer responsibility for packaging materials.</td>
<td></td>
<td></td>
<td>Ongoing</td>
</tr>
<tr>
<td>2.6 Investigate upgrading Waste Transfer Stations</td>
<td>Investigate the feasibility of upgrading the existing Waste Transfer Station facilities to Resource Recovery Parks.</td>
<td>By removing ‘waste’ from the signage of these facilities, it will further reinforce the regional commitment that ‘waste is a resource’</td>
<td>- Issues and Options paper presented to WasteNet.</td>
<td>2013</td>
</tr>
<tr>
<td></td>
<td>The Councils will consider the outcomes of the investigation and agree a common action plan.</td>
<td></td>
<td>- WasteNet decision actioned.</td>
<td></td>
</tr>
</tbody>
</table>
**Action Plan 3: Reduce the amount of materials sent to final disposal by maximising recycling**

Southlanders sent over 14,000 tonnes (or 36 percent) of recyclable waste to the Southland Regional Landfill in 2010/2011. From 1 July 2012 all districts will be operating kerbside recycling collection services in urban areas. Our focus is to raise the volume and quality of materials collected through recycling and public drop off services.

<table>
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<tr>
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</thead>
</table>
| 3.1    | **Build on the Love Southland brand.** | Continue to support the delivery of kerbside recycling and rubbish collection services and other Council operated facilities.  
  - Promote what can and cannot go in wheelie bins.  
  - Encouraging good practice behaviour and appropriate disposal. Likely methods to include correspondence (letter or visit) and audits. | Residents will be encouraged to correctly use the kerbside recycling and rubbish service. With emphasis on improving the quantity and quality of recycling collected. | Decrease in contamination levels  
  Increase in tonnage recycled. | 2012 ongoing |
| 3.2    | **Extend the kerbside recycling and rubbish collection area where feasible** | Not all residents have access to Council kerbside recycling and rubbish collection services. When demand arises, the Councils will investigate extending the collection area. | Improving the level of service to residents, through providing an easy convenient method to recycle and dispose of waste. | Number of requests presented to the applicable Council for consideration | 2012 ongoing |
| 3.3    | **Develop a public place and events recycling policy** | The public place and events recycling policy could include the following initiatives:  
  - All Council run events will be zero waste events  
  - Public events on Council land (eg Reserves, public places) will be required to have an approved Waste Management and Minimisation Plan for the event.  
  - Installation of public place recycling bins where feasible. | Residents will see an increased presence of opportunities to recycle while out and about, and a consistent approach to recycling at public events. | Policy released.  
  Number of events that use the policy.  
  Increase in number of public place recycling bins. | 2013 |
<table>
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<tr>
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</tr>
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<tbody>
<tr>
<td>3.4</td>
<td>Investigate rewards scheme for participants that recycle more.</td>
<td>To encourage an increase in quantity and quality of recyclables, explore the options to recognise and reward participants. The Councils will consider the outcomes of the investigation and agree a common action plan.</td>
<td>Less waste disposed to the Southland Regional Landfill. Recognition and reward for those residents who are recycle correctly.</td>
<td>• Issues and Options paper presented to WasteNet. • WasteNet decision actioned.</td>
</tr>
<tr>
<td>3.5</td>
<td>Work with providers to secure a permanent e-waste solution.</td>
<td>• Continue to work with providers and promote e-waste repair and recycling. • Investigate feasibility of e-waste collection points at Waste Transfer Stations.</td>
<td>Providing residents with an easy and convenient system for disposal of electrical waste.</td>
<td>• Number of facilities that accept e-waste for recycling.</td>
</tr>
</tbody>
</table>

*Link to Action 1.1*

*Link to Actions 1.5, 2.1, 2.4, 2.5*
**Action Plan 4: Make the best use of recoverable waste as a renewable resource**

Of the 47,400 tonnes of solid waste sent to the Southland Regional Landfill in 2010/2011, 29 percent or 13,746 tonnes were organic waste (food and garden waste). This represents 151 kilograms per person. There are a number of options available to effectively and efficiently manage this resource. Our focus is to find the appropriate, affordable and environmentally friendly method for Southland.

<table>
<thead>
<tr>
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</table>
• WasteNet decision actioned. | 2012 - 2013 |
| 4.2    | Develop a food and garden waste education and behaviour change programme | Residents will be more aware of other organic waste and start to practice good behaviour for recovery of organic waste. | • Programme developed  
• Number of participants | 2013 ongoing |

Link to Action 4.2

*Link with Actions 1.1 and 4.1*
Action Plan 5: Appropriate treatment and disposal of waste

Southland sent 47,400 tonnes of solid waste to the Southland Regional Landfill for disposal in 2010/2011. This represents 520 kilograms per person. The Southland Waste Assessment identified that we do not have information on how much waste is illegally dumped. We will work towards improving the level of information, while providing for the appropriate treatment and disposal of waste.

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<tr>
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<th>Measure</th>
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</thead>
<tbody>
<tr>
<td>5.1</td>
<td>Operate a network of public drop-off facilities for diverted and waste materials.</td>
<td>Continued operation of facilities where appropriate and financially viable, this includes: - Public recycling centres (drop off) - Greenwaste sites - Waste Transfer Stations - Southland Regional Landfill - Closed Landfills.</td>
<td>Residents will have access to facilities for the appropriate disposal of discarded materials.</td>
<td>Number of operating hours Number of customers using the facilities</td>
</tr>
<tr>
<td>5.2</td>
<td>Facilitate kerbside recycling and rubbish collections.</td>
<td>Continued operation of Council provided kerbside recycling and rubbish collections in designated areas.</td>
<td>Participating residents will have a convenient, easy and effective method to dispose of the recyclable and residual waste products.</td>
<td>Tonnage recycled Tonnage residual waste</td>
</tr>
<tr>
<td>5.3</td>
<td>Investigate regional opportunities for management of hazardous waste.</td>
<td>The Southland Waste Assessment identified a gap in data on hazardous waste within the region. It is proposed that WasteNet work with Environment Southland and investigate the options. The investigation would look to answer the following questions: - What are the quantities and composition? - Where is it being disposed? - Who has hazardous waste? - Are we appropriately managing hazardous waste?</td>
<td>Coordinated approach to the management of hazardous waste.</td>
<td>Issues and Options paper presented to WasteNet. WasteNet decision actioned.</td>
</tr>
<tr>
<td>Action</td>
<td>Detail/Description</td>
<td>What this will mean for the region</td>
<td>Measure</td>
<td>Timeframe</td>
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<tr>
<td>5.4</td>
<td>Investigate regional opportunities for management of littering /fly dumping.</td>
<td>The Southland Waste Assessment identified a gap on litter volumes. It is proposed that WasteNet work with all agencies that have responsibility for littering to coordinate efforts. The Councils will consider the outcomes of the investigation and agree a common action plan.</td>
<td>Coordinated approach to protect Southland’s image of being “Clean and Green”.</td>
<td>• Issues and Options paper presented to WasteNet. • WasteNet decision actioned.</td>
</tr>
<tr>
<td>5.5</td>
<td>Develop a joint solid waste bylaw</td>
<td>From July 2012 all districts will be operating under the new Regional Services Contracts – Collection and Transfer Stations; Recyclables Acceptance. These contracts result in similar provision of kerbside recycling and rubbish collection services.</td>
<td>Consistent approach to solid waste services.</td>
<td>• All districts adopt a Solid Waste Bylaw.</td>
</tr>
</tbody>
</table>
**Implementation**

Many of this Plan’s actions can be achieved under the current waste management and minimisation system. The more challenging actions and long-term vision will require behaviour change through overcoming the barriers to effective and efficient waste management and minimisation identified in Part A.

WasteNet Southland in collaboration with the WasteNet Councils must be responsible for these actions. It is noted that other partnerships are needed between all levels of government, private sector, environmental and community groups, Maori, businesses and individuals as we are all responsible for the waste we generate.

Each Action includes an indicated timeline for the work. The first two years of the Plan (2012-2013) will focus on putting policies and strategies in place, which will lead into making waste visible in years three and four (2014-2015). The final two years of the Plan (2016-2018) will focus on monitoring, evaluating and improving the actions. It is noted that many actions will be ongoing for the full term of the plan.

The implementation of this plan will ensure the region will progress towards meeting the vision and as a result of our actions, by 1 July 2018, Southland will maintain a materials discarded per capita figure of 650 kilograms comprising 40 percent diverted materials.

**Funding the plan**

To fund the recommended actions in the Plan, the following concepts have been considered:

- Affordability
- Transparency, equity and fairness
- Polluter pay pricing (or disposer pays).

The Councils' have a number of funding systems available to pay for waste services, ranging from rates funding and user charges to secondary revenue from commercial activities such as the operation of Waste Transfer Stations.

The primary sources of funding income for the Councils are rates funding and user charges on some or all of the population. The kerbside recycling and rubbish collection services are funding through targeted rates for all three districts providing a direct link between the participating property and the associated cost.

The second source is revenue from a commercial activity, in this case the operation of the Waste Transfer Stations. It is noted that the Invercargill Waste Transfer Station operates fully on ‘user-pays’ basis, while the Southland District Council’s Transfer Stations operate using the public good-private good method by using a combination of ‘user-pays’ and ‘rates’ funding.

The third source of revenue is the Councils’ share of government funding from the Ministry for the Environment, national waste disposal levy. This levy is imposed on the waste disposed at disposal facilities (landfills). The WMA requires that this funding is used for waste minimisation initiatives.
The fourth source of funding income for the Councils is the local administration fee. This fee is imposed on the waste disposed at the Southland Regional Landfill, as set by WasteNet Southland. This income stream is used to fund regional waste management and minimisation projects.

The fifth source is the Councils’ share of the revenue from the sale of recyclables processed through the Material Recovery Facility. This is a new revenue stream for the Councils’, established as part of the WasteNet Southland Recyclables Acceptance Contract 650.

The Councils will, in their provision of waste management and minimisation services:

- maintain a user-pays charging system where practicable, to provide cost recovery and a system of incentives and disincentives to promote the objectives this Plan; and
- fund the services from targeted rates, user charges, national waste disposal levy, local administration fee, revenue recovered from the sale of diverted materials, fees, and general rates were necessary.

**Monitoring and reporting progress**

Monitoring and evaluating the Plan is essential for tracking progress and identifying any changes that may be required. WasteNet Southland in collaboration with the three districts will be responsible for this, and the target will be reviewed in 2015.

An effective reporting system is vital to measure progress. WasteNet will develop this in collaboration with the three districts. The monitoring and evaluating process will be through a WasteNet Annual Report.
## Glossary

<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
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<tbody>
<tr>
<td><strong>Base year</strong></td>
<td>1 July 2010 to 30 June 2011</td>
</tr>
<tr>
<td><strong>Cleanfill</strong></td>
<td>Cleanfills are waste disposal sites that accept only inert wastes. These include materials such as clay, soil, rock, concrete and bricks.</td>
</tr>
<tr>
<td><strong>Discarded Materials</strong></td>
<td>Discarded materials refer to the total amount of solid waste and diverted materials that are disposed of.</td>
</tr>
<tr>
<td><strong>Diverted Material</strong></td>
<td>Discarded materials such as materials collected for recycling, composting or other recovered or treated materials that are diverted from landfill.</td>
</tr>
<tr>
<td><strong>E-waste</strong></td>
<td>Electrical goods such as computers, televisions, appliances (microwave, DVD player, toaster) etc.</td>
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<tr>
<td><strong>Fly dumping</strong></td>
<td>Illegal dumping of rubbish eg littering</td>
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<tr>
<td><strong>Greenwaste</strong></td>
<td>Garden waste</td>
</tr>
<tr>
<td><strong>Hazardous waste</strong></td>
<td>Refers to materials that are flammable, explosive, oxidizing, corrosive, toxic, ecotoxic, radioactive or infectious. Examples include unused agrichemicals, solvents and cleaning fluids, medical waste and many industrial wastes.</td>
</tr>
<tr>
<td><strong>Industrial / Commercial / Institutional (waste)</strong></td>
<td>Waste generated by industrial, commercial and institutions.</td>
</tr>
<tr>
<td><strong>Kaitiakitanga</strong></td>
<td>Means guardianship over the land and its resources. It expresses an integrated view of the environment and recognises the relationship between everything within it.</td>
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<tr>
<td><strong>Landfill</strong></td>
<td>A disposal facility as defined in s7 of the Waste Minimisation Act 2008, excluding incineration.</td>
</tr>
<tr>
<td><strong>Organic waste</strong></td>
<td>Includes garden and kitchen waste, food process wastes and sewage sludge.</td>
</tr>
<tr>
<td><strong>Potentially Hazardous (waste)</strong></td>
<td>Material with potentially toxic or ecotoxic properties or having properties requiring special disposal techniques. Includes sewerage sludge, paint, medical waste, solvents, asbestos and oil.</td>
</tr>
<tr>
<td><strong>Recyclables</strong></td>
<td>Materials collected for recycling eg paper, cardboard, plastic, aluminium cans, tin/steel cans, glass bottles and jars.</td>
</tr>
<tr>
<td>Term</td>
<td>Definition</td>
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<tr>
<td>Recycling</td>
<td>Means the reprocessing of waste or diverted material to produce new materials.</td>
</tr>
<tr>
<td>Residential (waste)</td>
<td>Waste generated by households (excluding kerbside refuse).</td>
</tr>
<tr>
<td>Rubble</td>
<td>Materials such as concrete, soil, fibreglass, ceramics, rubble, rocks and plasterboard.</td>
</tr>
<tr>
<td>Scrap Metal</td>
<td>Items made metal such vehicles, white ware (fridge, freezers, ovens, washing machines, dryers etc).</td>
</tr>
<tr>
<td>Special waste</td>
<td>Wastes that cause particular management and/or disposal problems and need special care. Examples include used oil, tyres, end of life vehicles, batteries and electronic goods.</td>
</tr>
<tr>
<td>Territorial Authority</td>
<td>As defined by the Local Government Act, as a city council or district council</td>
</tr>
<tr>
<td>Transfer Station</td>
<td>A facility which accepts waste for disposal.</td>
</tr>
<tr>
<td>Waste</td>
<td>Defined by the Waste Minimisation Act 2008 to:</td>
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<tr>
<td></td>
<td>(a) mean anything disposed of or discarded; and</td>
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<tr>
<td></td>
<td>(b) include a type of waste that is defined by its composition or source (for example, organic waste, electronic waste, or construction and demolition waste); and</td>
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<tr>
<td></td>
<td>(c) to avoid doubt, includes any component or element of diverted material, if the component or element is disposed of or discarded.</td>
</tr>
<tr>
<td>Waste Assessment</td>
<td>As defined by s51 of the Waste Minimisation Act 2008.</td>
</tr>
<tr>
<td>Waste Hierarchy</td>
<td>Orders preferred waste management options. The most preferred option is reduce then reuse, followed by recycling, recovery treatment and lastly disposal.</td>
</tr>
<tr>
<td>WasteNet / WasteNet Southland</td>
<td>Joint committee of the three local authorities being – Invercargill City Council, Gore District Council and Southland District Council.</td>
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</table>
## Abbreviations

<table>
<thead>
<tr>
<th>Abbreviation</th>
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<tbody>
<tr>
<td>C&amp;D</td>
<td>Construction and Demolition Waste</td>
</tr>
<tr>
<td>Councils’</td>
<td>Invercargill City Council, Gore District Council, Southland District Council</td>
</tr>
<tr>
<td>ETS</td>
<td>Emission Trading Scheme</td>
</tr>
<tr>
<td>ICI</td>
<td>Industrial / Commercial / Institutional (waste)</td>
</tr>
<tr>
<td>LTP</td>
<td>Long Term Plan</td>
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<tr>
<td>NZWS</td>
<td>New Zealand Waste Strategy</td>
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<tr>
<td>Plan</td>
<td>Draft Joint Southland Waste Management and Minimisation Plan</td>
</tr>
<tr>
<td>REBRI</td>
<td>Resource Efficiency in the Building and Related Industries</td>
</tr>
<tr>
<td>SRL</td>
<td>Southland Regional Landfill</td>
</tr>
<tr>
<td>WMA</td>
<td>Waste Minimisation Act 2008</td>
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</tbody>
</table>
Appendix
### Appendix 1. Summary of Relevant Legislation

**Waste Minimisation Act 2008**  
The WMA recognises the need to focus efforts higher on the waste hierarchy in terms of reducing and recovering waste earlier in its life cycle, shifting focus away from treatment and disposal. The purpose of the WMA (s3) is to "encourage waste minimisation and a decrease in waste disposal in order to protect the environment from harm; and to provide environmental, social, economic and cultural benefits".

The WMA introduced a number of useful tools such as a framework for developing accredited product stewardship schemes and the creation of a national waste disposal levy, half of which is distributed back to territorial authorities on a population basis.

**Climate Change Response Act 2002**  
The Climate Change Response Act 2002 provides the basis for a New Zealand Greenhouse Gas Emission Trading Scheme (ETS). The Act requires landfill owners to purchase emission trading units to cover methane emissions generated from their landfill. The waste sector formally entered the ETS on 1 January 2011, at which time voluntary reporting became possible. Mandatory reporting requirements will apply from January 2012 at which time sites will need to collect the required data. Emission units will need to be surrendered as of 2013.

**Local Government Act 2002**  
This Act requires Territorial Authorities to assess how well they provide collection and reduction, reuse, recycling, recovery, treatment and disposal of waste in their district, and makes Territorial Authorities responsible for the effective and efficient implementation of their Waste Minimisation and Management Plan (WMMP).

The LGA 2002 contains various provisions that may apply to Territorial Authorities when they are preparing their WMMPs, including consultation (part 8 sections 145-146) and bylaw provisions (Part 8, section 158). The procedure for making a bylaw and the requirement for completing a special consultative procedure, when making a bylaw, are contained in sections 155 and 156.
**Resource Management Act 1991 (RMA)**

The RMA provides guidelines and regulations for the sustainable management of natural and physical resources. Although it does not specifically define ‘waste’, the Act addresses waste management and minimisation activity through controls on the environmental effects of waste management and minimisation activities and facilities through national, regional and local policy, standards, plans and consent procedures. In this role, the RMA exercises considerable influence over facilities for waste disposal and recycling, recovery, treatment and others in terms of the potential impacts of these facilities on the environment.

**Hazardous Substances and New Organisms Act 1996 (HSNO)**

The HSNO Act addresses the management of substances that pose a significant risk to the environment and/or human health, from manufacture to disposal. The Act relates to waste management primarily through controls on the import or manufacture of new hazardous materials and the handling and disposal of hazardous substances.

**Health Act 1956**

The Health Act 1956 places obligations on Territorial Authorities (TAs) (if required by the Minister of Health) to provide sanitary works for the collection and disposal of refuse, for the purpose of public health protection (Part 2 – Powers and duties of local authorities, s 25). It specifically identifies certain waste management practices as nuisances (s 29) and offensive trades (Third Schedule).

**The Litter Act 1979**

The Litter Act provides TAs with powers to create Litter Enforcement Officers or Litter Control Officers who have powers to issue infringement notices with fines for those who have committed a littering offence.

**Health and Safety in Employment Act 1992**

The Health and Safety in Employment Act 1992 outlines health and safety responsibilities for the management of hazards in relation to employees at work. This could potentially include working with hazardous substances and in the collection and management of waste.