

# Southland Waste Management and Minimisation Plan 2020-2026

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## Contents

Foreword.....	3
Introduction .....	4
How the plan has been developed.....	4
What waste does this plan cover? .....	5
Policies, plans and regulations .....	5
Public health protection .....	5
Councils' Role .....	6
Plan Status.....	6
Part A: The Waste Problem.....	6
The Waste Situation .....	6
Part B: Direction - Waste is a Resource .....	10
Vision, goals, target, objectives .....	10
Guiding Principles .....	12
Part C: Taking Action .....	14
Action Plan 1: Reduce the amount of material entering the waste stream .....	15
Action Plan 2: Reuse or repurpose material so it has a life before recycling or disposal ..	17
Action Plan 3: Reduce the amount of materials sent to final disposal by maximising recycling .....	18
Action Plan 4: Make the best use of recoverable waste as a renewable resource .....	19
Action Plan 5: Appropriate treatment and disposal of waste .....	19
Implementation.....	22
Glossary.....	23
Key definitions .....	23
Abbreviations.....	24
Appendices .....	25
Appendix 1. Summary of Relevant Legislation.....	25
Appendix 2: Southland Region Waste Assessment July 2020 .....	27
Appendix 3. Review Southland Waste Management and Minimisation 2012-2018 Actions .....	28

**No table of figures entries found.**

## Foreword

Over the past 12 years there has been a significant change in the way we view and treat our waste. We have made progress in managing our waste disposal and establishing a recyclables collection system however challenges at global and national levels are impacting on these services. Recent closures of overseas recyclable processing markets has shown how much we as a nation place reliance on overseas markets and highlight the limited resilience within national and regional processing facilities.

Since WasteNet's inception in 2000 we have seen the establishment of a regional landfill, WasteNet Councils working together on policies, plans, waste education programmes and implementation of regional collection and transfer station services and recycling capability. However, it is noted more recently there have been changes to the level of service around provision of recycling services. It is still noted the development of a joint regional Waste Assessment and Waste Management and Minimisation Plan remains the appropriate mechanism to meet our collective responsibilities under the Waste Minimisation Act 2008.

This joint Waste Management and Minimisation Plan (the Plan) presents a vision for the region recognising the need to work together to maximise opportunities to divert waste from landfill but also noting challenges to the recycling markets will continue to impact on the services we deliver. The Plan adopts a 'holding pattern' position providing WasteNet with the opportunity to understand the overall direction of where the waste sector in New Zealand is heading and then see how best we can position ourselves to meet these challenges. We note the latest central government work programme in relation to waste levy increase, standardised collections, 6 priority products, investment plan and Waste Minimisation Act review.

While the plans 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 realistic and achievable common goal for all Southlanders.

We all – individually and collectively – play a role in using waste as a resource.

[insert signature here]

Alex Crackett  
Chair WasteNet Southland

## Introduction

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”<sup>1</sup>.

Territorial Authorities are legally required to adopt a waste management and minimisation plan (Plan)<sup>2</sup> 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.”<sup>3</sup> 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 plan<sup>4</sup> 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.

When undertaking the Waste Assessment and the review of the plan it has been noted of significant uncertainty across the waste sector as a whole. Some of the changes currently being discussed at a national level are likely to result in changes to the services councils currently provide. These include moves to phase out low grade plastics, standardisation of contracts and services provided.

The Plan will have the flexibility to accommodate some of these expected amendments with councils then planning to introduce and deliver them through future Activity Management Plans and Long Term Plans. It is likely that significant consultation will be required to understand long term implications and community expectations.

### 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 May 2020* and the Waste Not Consulting report *Composition of Solid Waste in Southland Region 2018*.

Building on the 2012 Plan there is continued recognition that “*waste is a resource with a residual value*” and that Southlanders must take responsibility for their waste remains of relevance. 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 recognising issues within the sector.

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<sup>1</sup> Pt1 (s3) Waste Minimisation Act 2008

<sup>2</sup> Pt4 (s43) Waste Minimisation Act 2008

<sup>3</sup> Pt4 (s42) Waste Minimisation Act 2008

<sup>4</sup> 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 its composition or source (for example, organic waste, electronic waste, or construction and demolition waste); and to avoid doubt, includes any component or element of diverted material, if the component or element is disposed 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 NZ Emissions Trading Scheme (under the Climate Change Response (Zero Carbon) Amendment Act 2019,
- 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
- The Health and Safety at Work Act 2015 (HSWA).

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, meet legislative requirements and protect our health and environment.

The Councils will achieve 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' - 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 2020-2026 adopted by the WasteNet Councils. It is acknowledged that this Plan amends the Southland Waste Management and Minimisation Plan 2012-2018 carrying through the parts still considered to be of relevance.

# **Part A: The Waste Problem**

## **The Waste Situation**

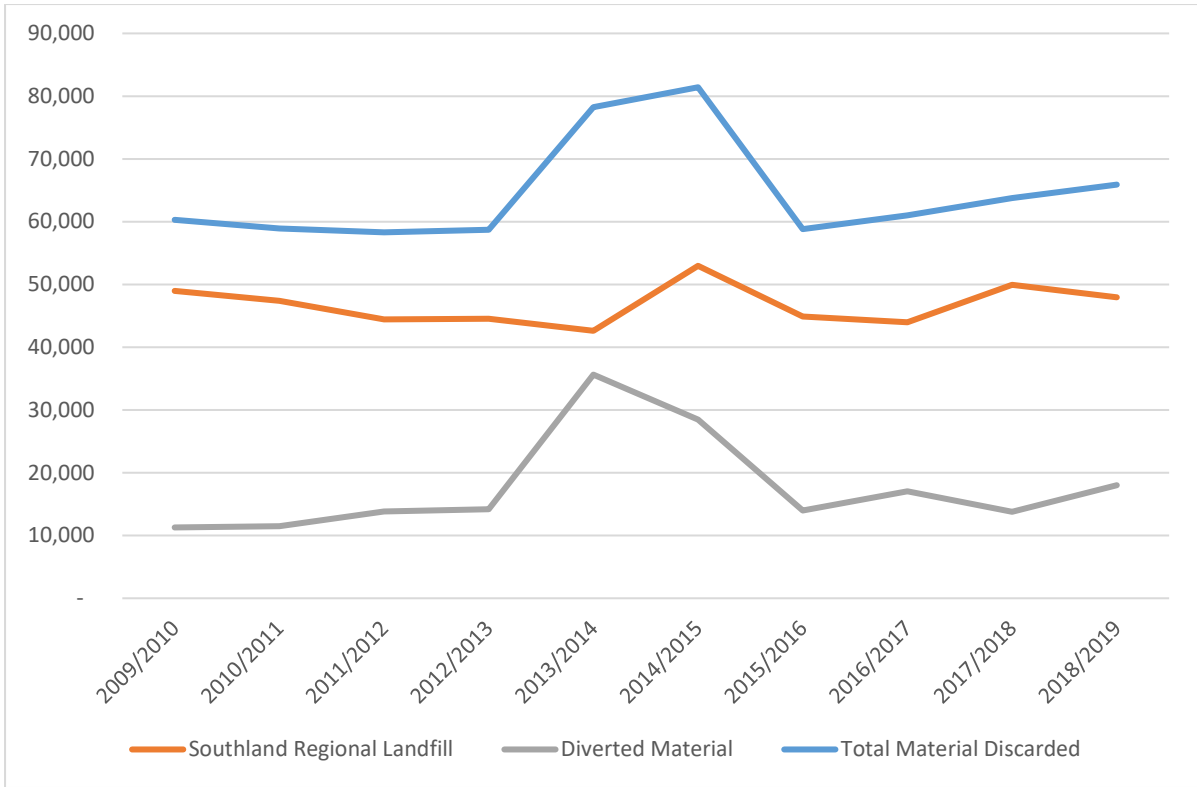
Territorial Authorities are legally required to conduct a Waste Assessment. The Waste Minimisation Act is prescriptive in what information must be included within the assessment including:

- a compilation and analysis of available data on the waste stream
- an inventory of existing waste management and minimisation services
- forecast future demand for services
- a review of reasonably practicable options to meet the future needs and
- a requirement to consult the Medical Officer of Health.

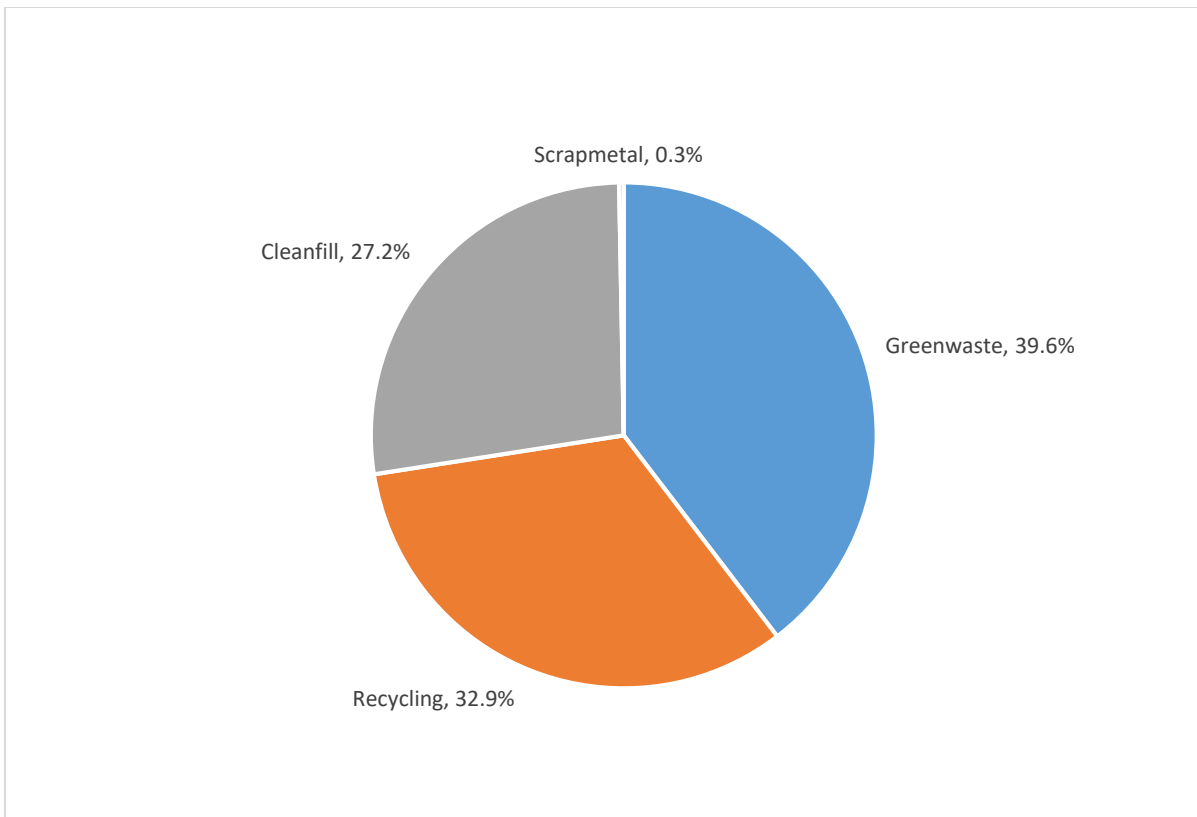
A summary of the current services provided with the region is outlined below. For a detail description refer to Appendix B – Southland Region Waste Assessment July 2020.

## **Waste Generation**

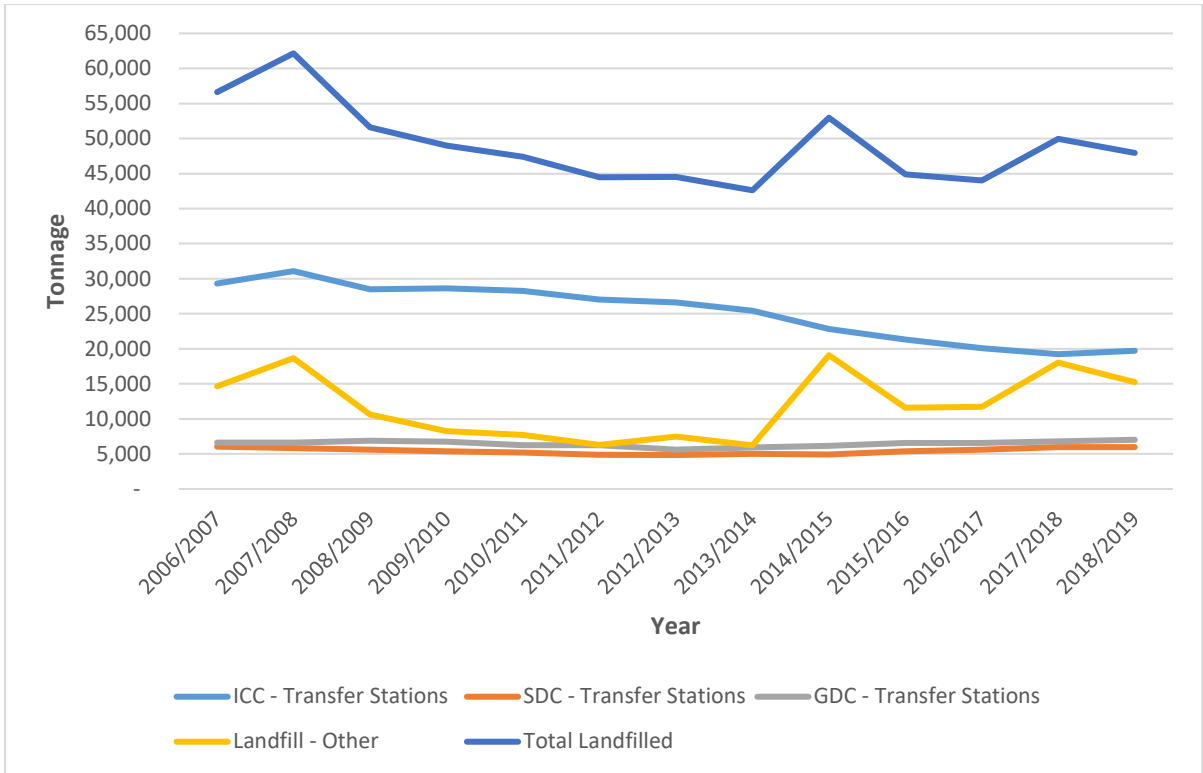
Almost 65,900 tonnes of materials were discarded in Southland region during the period 1 July 2018 to 30 June 2019, or the equivalent of 676 kilograms per person. Diverted materials accounts for 27% of materials discarded or 18,000 tonnes. Solid waste to the Southland Regional Landfill accounts for the remaining percentage of 73% or 47,900 tonnes.



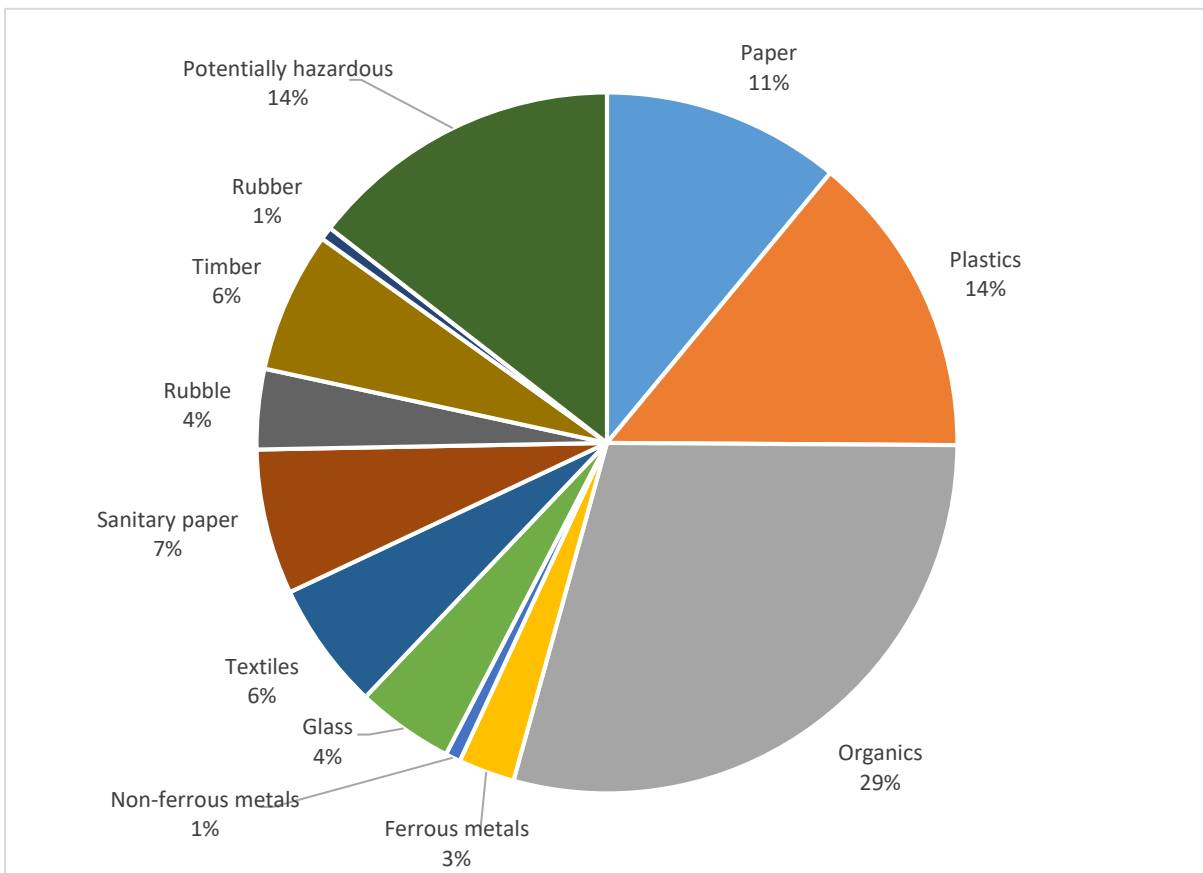
**Figure 1. Total tonnage of materials discarded in Southland region (July 2006 to June 2019)**



**Figure 2. Composition of diverted materials for Southland region (July 2018 to June 2019)**



**Figure 3. Total tonnage of Southland region waste to landfill (2006-2019)**



**Figure 4. Southland region landfill waste composition (April 2017-April 2018)**



## **Waste facilities and Services**

Existing infrastructure and services provided by the WasteNet Councils, as well as the private and commercial sector include:

- waste minimisation education and behaviour change programmes
- initiatives for reuse of waste and diverted materials
- kerbside collection of recyclables and rubbish
- diverted material processing facilities i.e. Material Recovery Facility (MRF), Scrap metal dealers, second-hand outlets (including clothing)
- cleanfill and hazardous waste facilities
- product stewardship and take-back schemes
- organic waste collections
- municipal and private landfill disposal
- public place recycling and rubbish receptacles (litter bins)
- removal and management of illegal dumping

## **Waste Future Demand**

National policy will always influence the demand for waste services, with central government playing a significant role in driving waste minimisation. There are several national policy and legislative changes being considered in the short term including:

- waste levy increase
- beverage container return scheme
- emission trading scheme change
- response to global commodity market due to China National Sword Policy (e.g. plastics, fibre, quality)
- response to global COVID-19 pandemic
- Mandatory priority product stewardship schemes for: tyres; electrical and electronic products (e-waste); refrigerants and other synthetic greenhouse gases; agrichemicals and their containers; farm plastics; and packaging.

The Plan adopts a 'holding pattern' position providing WasteNet with the opportunity to understand the overall direction of where the waste sector in New Zealand is heading and then see how best we can position ourselves to meet these challenges.

The Waste Assessment has adopted a medium growth of 2% reflecting anticipated population and GDP growth in Southland over the next 10-years, in addition recognising short-term decline in volumes as a result of COVID-19 economic downturn.

In the short-term the existing diverted materials infrastructure is expected to meet the forecast demands. The medium to long-term demands for infrastructure to divert waste from landfill is anticipated to increase over the next 10-years as signalled by central governments increasing both the Waste Disposal Levy and Emissions Trading Scheme costs, and the possible introduction of a national standard for kerbside collections.

## **Waste Options Assessment**

The key issues and barriers identified in the Waste Assessment are outlined below:

- Volume of waste disposed fluctuates with economy
- High volume of divertible material disposed through transfer stations

- High volume of organic waste going to landfill
- Lack of resilience in recycling system
- Glass recovery
- Cost and volume uncertainty due to legislative change
- Community engagement networks are not big enough
- Limited waste data
- Cross / multi-purpose infrastructure, sludge from wastewater treatment ponds has synergies with management of organic waste.

The WasteNet Councils considered options for addressing the issues and assessed these in terms of diversion potential, cost and ease of implementation. The preferred short-term option due to affordability concerns and pending national legislative changes is to focus on influencing behaviour. Any change in service delivery or additional investment will be focused on reducing the impact of expected increased disposal cost.

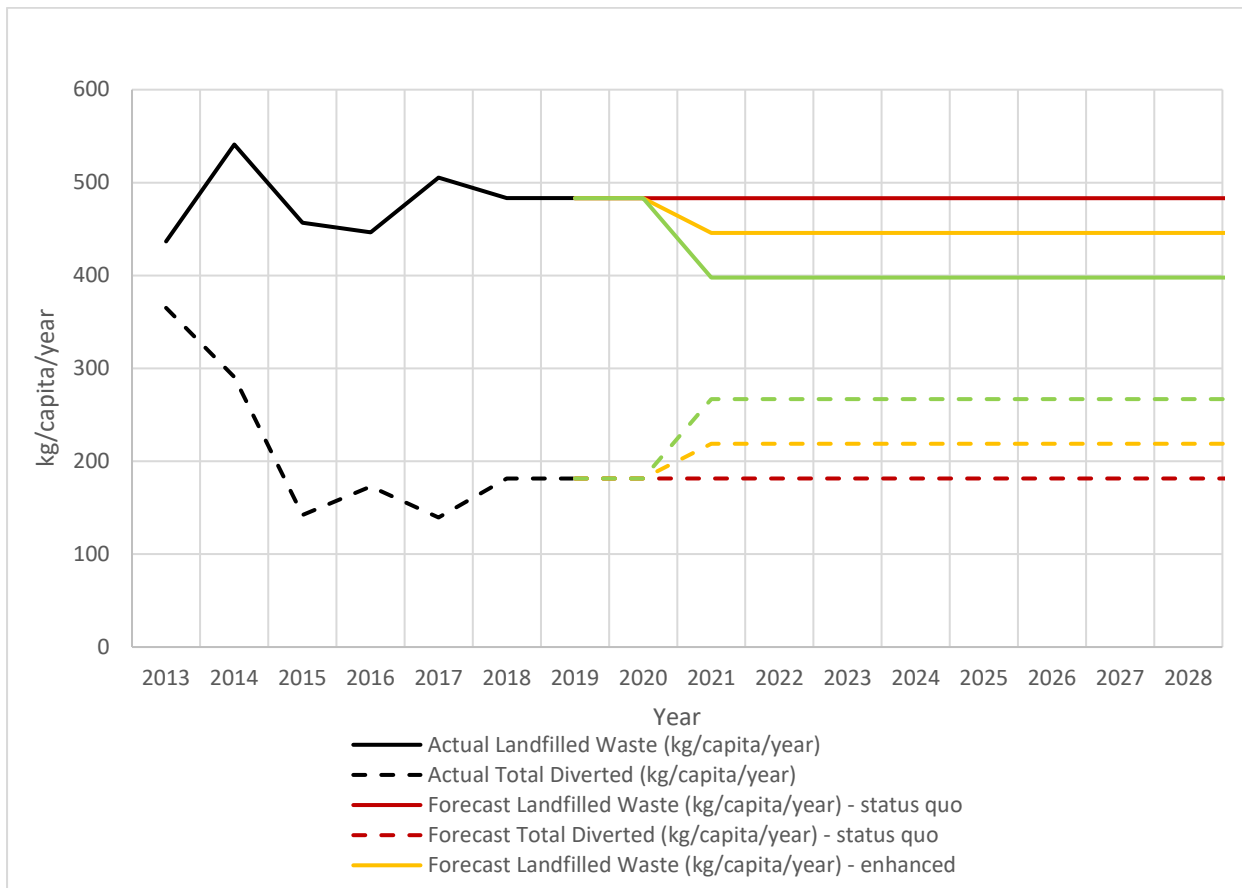


Figure 6. Projected landfill and diverted material volumes (kg/capita/year)

## Part B: Direction - Waste is a Resource

### Vision, goals, target, objectives

We all – individually and collectively – play a role in using waste as a resource. Working together, WasteNet Councils and the community can achieve more effective and efficient stewardship of waste as a resource in the region.

## **Our vision**

Our vision for the future is: the effective and efficient stewardship of waste as a resource with a residual value to protect our health and environment.

## **Our Goals**

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.

## **Our Target**

As a result of our actions, by 1 July 2026 Southland will have maintained a materials discarded figure of 650 kilograms per capita comprising 40% diverted materials.

## **Our Objectives**

The objectives we will use are based on the Waste Hierarchy:

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

Under each Objective, actions have been developed to achieve the objective, as a step towards realising the Vision.

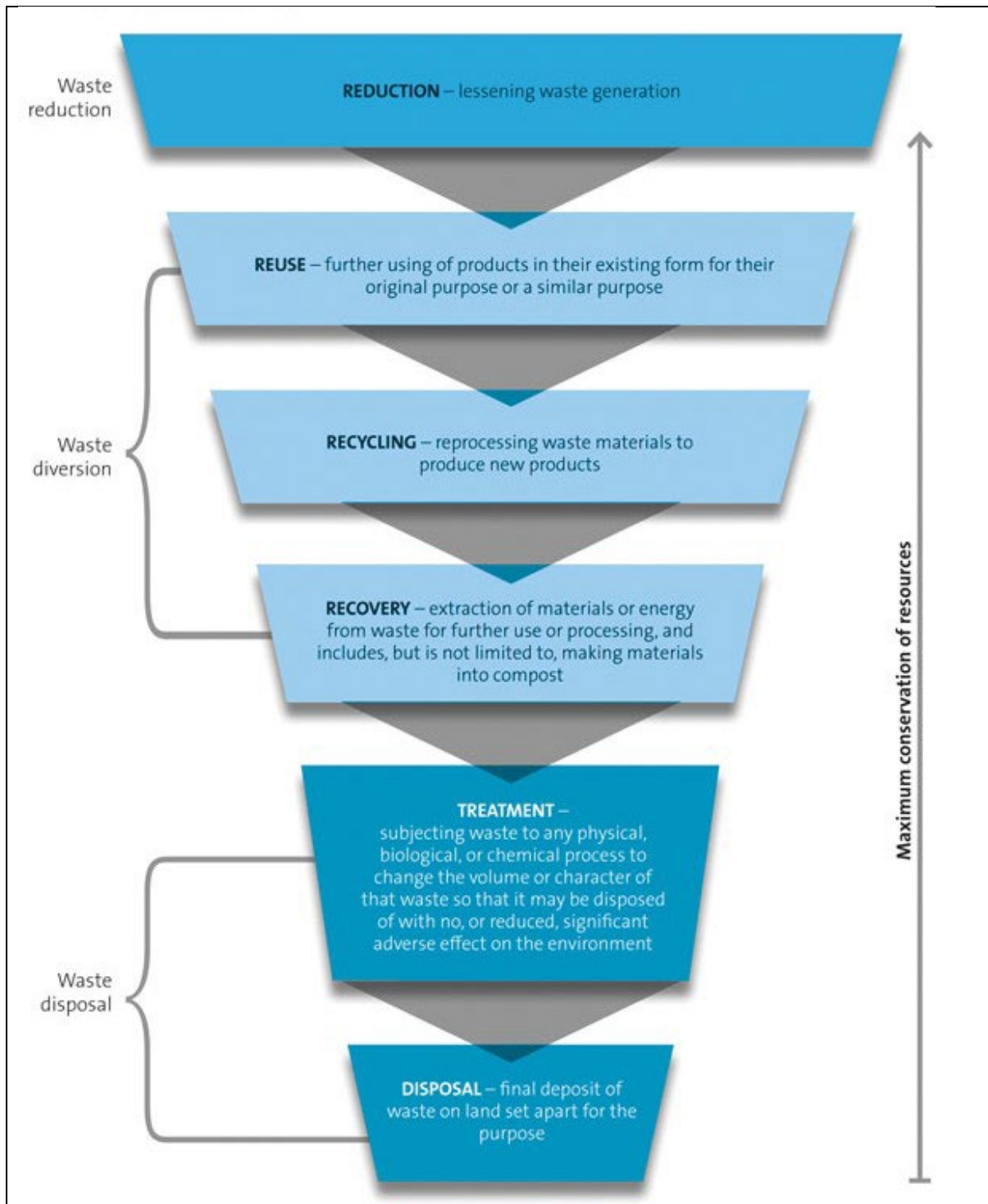


Figure x: Waste Hierarchy

### Guiding Principles

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

<p><b>Global citizenship</b> Our responsibility to protect the environment extends beyond Southland and New Zealand borders.</p>	<p>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 transported out of region and/or the country. This principle recognises our responsibility to consider the national and global consequences of our actions in generating, managing, treating and disposing of wastes.</p>
<p><b>Kaitiakitanga/Stewardship</b> All Southlanders are responsible for looking after the environment, and for the impact of products and wastes they make, use and discard</p>	<p>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 materials disposed to landfill is organic. If recovered and further processed, 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.</p>
<p><b>Extended producer responsibility</b> Producers have a degree of responsibility for their products throughout the product's life-cycle, from production through to final disposal.</p>	<p>This principle encourages those manufacturing or marketing goods to find ways of reducing a product's environmental impact throughout its life. The WasteNet Councils support central governments product stewardship programme.</p>
<p><b>Full-cost pricing</b> 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.</p>	<p>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.</p>
<p><b>Life-cycle principle</b> Products and substances should be designed, produced and managed so all environmental effects are accounted for and minimised during generation, use, recovery and disposal.</p>	<p>Promote and support circular economy and product stewardship schemes that are identified nationally or locally encouraging local businesses to embrace these principals. This principle requires consideration of all the environmental effects of production, use, recovery and disposal on our land, air and water.</p>

**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 its 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.

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

- 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. Any significant change in service will require consultation. Once agreed, any such plan or strategies may include targets, indicators, or milestones as part of their implementation. Significant infrastructure related plans will be outlined in future Activity Management plans and Long Term Plans. They may also have further policy implications. Any significant changes or implications may result in a full review of this Plan.

The achievements against the actions for the period 2012 to 2020 (previous plan) are outlined in Appendix C for information.

## Action Plan 1: Reduce the amount of material entering the waste stream

Action	Detail/Description	What this will mean for the region	Measure	Timeframe
1.1 Review Regional Communication and Education Strategy to ensure it meets needs and decide if a new or modified strategy is required	Communication and education for behaviour change play a fundamental supporting role in all aspects of the waste hierarchy. This Strategy is a key component to foster a culture of resource efficiency, and paramount in supporting operational and service elements of this Plan.	The community will see a consistent approach to waste communication, education and co-ordination of resources.  The community will know what their services rules are, why they should participate and what happens afterwards.	The Strategy is reviewed, and a new or modified Strategy is adopted.	2020 - ongoing
1.2 Work with WasteNet Councils to develop a Sustainability Policy	The WasteNet Councils will devise waste management and minimisation plans for their own in-house operations which may include: <ul style="list-style-type: none"> <li>• Regular waste assessments</li> <li>• Continuous improvement plan based on waste assessment results</li> <li>• Boarder sustainability initiatives</li> </ul>	The community will see the WasteNet Councils taking the lead and actively practicing the actions they are encouraging.	All WasteNet Councils adopt a policy	2020 - ongoing
1.3 Encourage businesses to undertake waste assessments	<ul style="list-style-type: none"> <li>• Provide tools for self-assessments</li> <li>• Business waste partnership programme</li> </ul>	Businesses will be more aware of their waste stream which may result in them improving their resource use.	Business Waste Programme launched	2022 - ongoing
1.4 Further develop regional waste data management systems	<ul style="list-style-type: none"> <li>• Release regional data</li> <li>• Align waste data with National Waste Data Framework</li> <li>• Research opportunities for waste data modelling.</li> </ul>	The community will be more aware of their waste stream which may result in them improving their resource use.  Aligning Southland's waste data with national data frameworks will allow benchmarking and in-depth analysis.	Regional data is published regularly Adopt national data framework	2020 - ongoing  2021/2022  2022/2023

			Waste Data modelling used in next Waste Assessment.	
1.5 Partner with industry and community	<p>Fostering sustainable design, recovery and repair of products, through partnering with industry and community may include:</p> <ul style="list-style-type: none"> <li>• Advocating for national product stewardship schemes</li> <li>• Promoting nation programmes (i.e. REBRI, Green Start)</li> <li>• Support community-led programmes</li> <li>• Support Waste Minimisation Fund bids</li> </ul>	<p>Industry will be more aware of their resource use and take actions to support their bottom line.</p> <p>Recognising and support the key role community groups have in achieving the Plans vision and objectives.</p>	Number of partnerships formed	2021 - ongoing



## Action Plan 2: Reuse or repurpose material so it has a life before recycling or disposal

Action	Detail/Description	What this will mean for the region	Measure	Timeframe
2.1 Develop a Reuse Education Programme	<ul style="list-style-type: none"> <li>Research the barriers to repair and use of second-hand goods</li> <li>Devise initiatives to mitigate identified barriers</li> <li>Form partnerships (i.e. repair agents, second-hand merchants)</li> </ul>	<p>The community will be provided with simple action to reuse, repair and repurposing materials.</p> <p>Businesses will see customer growth.</p>	Reuse Programme launched.	2022 - ongoing
2.2 Research opportunities for an inorganic collection service	<p>Not all residents have the ability to easily dispose of large and/or bulk items (i.e. furniture, whiteware).</p> <ul style="list-style-type: none"> <li>Research the barriers</li> <li>Devise initiatives to mitigate identified barriers</li> <li>Form partnerships (i.e. repair agents, second-hand merchants)</li> </ul>	The community will be provided with an enhanced level of service which may include: door-to-door pick up and/or free trailer hire.	Research presented to WasteNet Councils.	2023/2024
2.3 Review Southland A to Z waste guide to ensure it meets needs and decide if a new or modified strategy is required.	<ul style="list-style-type: none"> <li>Continue to update content</li> <li>Promote the guide</li> <li>Encourage businesses to register</li> </ul>	The community will be provided with an online guide on how to reduce, reuse, recycle and dispose of materials in Southland.	Number of products listed	2020 - ongoing
2.4 Advocate to Central Government	Working towards national solutions e.g. tyres, e-waste, batteries, farm plastics, packaging.	The community will receive an enhanced level of service by having access to product stewardship and/or take back schemes.	Evidence of advocacy	2020 - ongoing
2.5 Investigate upgrading Waste Transfer Station signage	<ul style="list-style-type: none"> <li>Align signage with national guidelines.</li> </ul>	<p>The community will see a consistent approach to signage.</p> <p>By removing 'waste' from the signage and replacing it with 'resource', it will</p>	Research presented to WasteNet Councils	2021/2022

	<ul style="list-style-type: none"> <li>Rename from Waste Transfer Station to Resource Recovery Parks.</li> </ul>	reinforce the regional commitment to 'waste is a resource'.		
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### Action Plan 3: Reduce the amount of materials sent to final disposal by maximising recycling

Action	Detail/Description	What this will mean for the region	Measure	Timeframe
3.1 Review the "Love Southland put waste in its place" brand to ensure it meets needs and decide if a new or modified strategy is required.	Communication and education programme to support the delivery of the kerbside recycling and rubbish collection services	The community will be able to sort their materials into kerbside recyclable and kerbside landfill-rubbish.	Decreasing trend in recycling contamination.	2020 - ongoing
3.2 Where feasible extend kerbside recycling and rubbish collection service areas.	When demand arises, Councils' will investigate extending the service areas.	The community will receive enhanced level of services, by providing a convenient method to recycle and dispose of waste.	Number of mobile bins in service	2020 - ongoing
3.3 Develop a public place and events waste minimisation policy.	<p>The public place and events waste minimisation policy could include the following initiatives:</p> <ul style="list-style-type: none"> <li>All Council run events to be zero waste events</li> <li>Public events held on Council land will be required to submit a waste plan</li> <li>Installation of public place recycling bins</li> </ul>	The community will see an increased presence of opportunities to divert waste from landfill while out and about, and a consistent approach to recycling at public events.	Policy is adopted.	2021 - ongoing
3.4 Collaborate with industry to provide a secure e-waste collection service.	The e-waste sector is required to establish a product stewardship scheme. Opportunity for WasteNet Councils to work with industry to develop a system which works for Southland.	The community will be have access to an e-waste collection service.	E-waste product stewardship scheme is launched in Southland	2024 - ongoing

#### Action Plan 4: Make the best use of recoverable waste as a renewable resource

Action	Detail/Description	What this will mean for the region	Measure	Timeframe
4.1 Develop a Southland Organic Waste Strategy.	<ul style="list-style-type: none"> <li>Undertake a detailed Organic Waste Assessment.</li> <li>Identify practicable options available to manage organic waste</li> <li>Undertake a Better Business Case approach for the preferred option/s.</li> </ul>	The region will have a clear, strategic direction on how to manage organic waste. This work will lead into the development of the next Waste Plan.	Strategy is adopted.	2021-2024
4.2 Develop a garden waste education programme.	<ul style="list-style-type: none"> <li>Research the barriers for households to manage garden waste.</li> <li>Devise initiatives to mitigate identified barriers</li> <li>Form partnerships (i.e. garden centres, community gardens)</li> </ul>	The community will be provided with simple actions to manage their garden waste.	Garden waste programme launched.	2022 - ongoing
4.3 [new] Facilitate the implementation of the Love Food Hate Waste New Zealand programme in Southland.	The aim of the Love Food Hate Waste Programme is to minimise household food waste by creating a conversation around reducing food waste and to inspire people to take actions to reduce their food waste.	The community will continue to be provided with simple actions to reduce their food waste.	Love Food Hate Waste programme implemented.	2020 – ongoing

#### Action Plan 5: Appropriate treatment and disposal of waste

Action	Detail/Description	What this will mean for the region	Measure	Timeframe
5.1 Operate a network of public waste management and minimisation facilities.	<ul style="list-style-type: none"> <li>Recycling (drop-off) centres</li> <li>Greenwaste site</li> <li>Transfer Stations (Resource Recovery Parks)</li> <li>Southland Regional Landfill</li> <li>Closed Landfills</li> </ul>	The community will have access to facilities for the appropriate disposal of discarded materials.	<p>Services are provided to the community</p> <p>LGNZ Section 17A Review is adopted.</p>	<p>2020 - ongoing</p> <p>2023/2024</p>
5.2 Facilitate kerbside recycling and rubbish collection services.	Provide kerbside recycling and rubbish collection services.	Participating properties will have a convenient and effective method to dispose of their recycling and rubbish.	<p>Weight of recycling collected.</p> <p>Weight of rubbish collected.</p>	2020 - ongoing
5.3 Investigate regional opportunities for the management of hazardous waste.	<ul style="list-style-type: none"> <li>Undertake a Hazardous Waste Assessment.</li> <li>Identify practicable options available to manage hazardous waste</li> <li>Undertake a Better Business Case approach for the preferred option/s.</li> </ul>	The region will have a clear, strategic direction on how to manage hazardous waste. This work will lead into the development of the next Waste Plan.	Strategy is adopted.	2024/2025
5.4 Investigate regional opportunities for the management of littering and illegal dumping (fly tipping).	<ul style="list-style-type: none"> <li>Undertake an assessment of littering and illegal dumping.</li> <li>Identify practicable options available</li> <li>Undertake a Better Business Case approach for the preferred option/s.</li> </ul>	The region will have a clear, strategic directions on how to manage littering and illegal dumping. This work will lead into the development of the next Waste Plan.	Strategy is adopted.	2024/2025
5.5 Develop a Southland Solid Waste Bylaw.	<p>The Solid Waste Bylaw provides the service rules for:</p> <ul style="list-style-type: none"> <li>Kerbside collections</li> <li>Transfer Stations (Resource Recovery facilities)</li> </ul>	Consistent approach to solid waste service.	Solid Waste Bylaw is adopted.	2020 /2021

	<ul style="list-style-type: none"> <li>• Recycling centres (drop-off)</li> <li>• Public Place and Event waste management</li> <li>• Littering and illegal dumping</li> <li>• Licensing</li> </ul>			
<p>5.6 (new)</p> <p>Review WasteMINZ standardisation of kerbside collection guidelines and decide if a new or modified level of service is required for the region.</p>	<ul style="list-style-type: none"> <li>• Compare existing levels of service with guidelines</li> <li>• Identify how to transition to the guidelines</li> </ul>	Nationally consistent approach to solid waste service i.e. communications, improved quality, support national labelling.	Report is adopted.	2020/2021 (TBC)

## **Implementation**

Many of this Plan's actions can be achieved under the current waste management and minimisation arrangements. 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 as well as additional funding particularly relating to larger infrastructure development.

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, Maori, private sector, environmental and community groups, businesses and individuals as we are all responsible for the waste we generate.

The Actions have been continued from the previous plan as most reflect the ongoing programmes and services delivered. The implementation of this plan will ensure the region will progress towards meeting the vision and target.

## **Funding the plan**

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

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

The WasteNet Councils' have a number of funding systems available to pay for waste management and minimisation services, including:

- Rates funding and user charges
- Fees and charges associated with Waste Transfer Stations
- Central government waste disposal levy
- Regional landfill administration fee.

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 of this Plan; and
- fund the services from targeted rates, user charges, national waste disposal levy, local administration fee, fees, and general rates where 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.

The monitoring and evaluating process will be through a WasteNet Southland Annual Report.

The Waste Minimisation Act 2008 requires the Councils to review the Plan within 6-years of adoption. The WasteNet Councils acknowledge they will consider bringing forward the Plan review should the national legislation and policy change significantly before the legislative review period.

# Glossary

## Key definitions

Base year	1 July 2017 to 30 June 2018
Cleanfill	Cleanfills are waste disposal sites that accept only inert wastes. These include materials such as clay, soil, rock, concrete and bricks.
Discarded Materials	Discarded materials refer to the total amount of solid waste and diverted materials that are disposed of.
Diverted Material	Discarded materials such as materials collected for recycling, composting or other recovered or treated materials that are diverted from landfill.
E-waste	Electrical goods such as computers, televisions, appliances (microwave, DVD player, toaster) etc.
Fly dumping	Illegal dumping of rubbish e.g. littering
Green waste	Garden waste
Hazardous waste	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
Industrial/Commercial/ Institutional (waste)	Waste generated by industrial, commercial and institutions.
Kaitiakitanga	Means guardianship over the land and its resources. It expresses an integrated view of the environment and recognises the relationship between everything within it.
Landfill	A disposal facility as defined in s7 of the Waste Minimisation Act 2008, excluding incineration.
Organic waste	Includes garden and kitchen waste, food process wastes and sewage sludge.
Potentially Hazardous (waste)	Material with potentially toxic or ecotoxic properties or having properties requiring special disposal techniques. Includes sewerage sludge, paint, medical waste, solvents, asbestos and oil.
Recyclables	Materials collected for recycling e.g. paper, cardboard, plastic, aluminium cans, tin/steel cans, glass bottles and jars.
Recycling	Means the reprocessing of waste or diverted material to produce new materials.
Residential (waste)	Waste generated by households (excluding kerbside refuse).
Rubble	Materials such as concrete, soil, fibreglass, ceramics, rubble, rocks and plasterboard.
Scrap Metal	Items made metal such vehicles, white ware (fridge, freezers, ovens, washing machines, dryers, etc).
Special waste	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.
Territorial Authority	As defined by the Local Government Act, as a city council or district council
Transfer Station	A facility which accepts waste for disposal.
Waste	Defined by the Waste Minimisation Act 2008 to: mean anything disposed of or discarded; and 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 to avoid doubt, includes any component or element of diverted material, if the component or element is disposed of or discarded.
Waste Assessment	As defined by s51 of the Waste Minimisation Act 2008.
Waste Hierarchy	Orders preferred waste management options. The most preferred option is reduce, then reuse, followed by recycling, recovery treatment and lastly disposal.
WasteNet/ Southland	Joint committee of the three local authorities being – Invercargill City Council, Gore District Council and Southland District Council.

## Abbreviations

C&D	Construction and Demolition Waste
Councils'	Invercargill City Council, Gore District Council, Southland District Council
ETS	Emissions Trading Scheme
ICI	Industrial/Commercial/Institutional (waste)
LTP	Long Term Plan
NZWS	New Zealand Waste Strategy
Plan	Draft Joint Southland Waste Management and Minimisation Plan
REBRI	Resource Efficiency in the Building and Related Industries
SRL	Southland Regional Landfill
WMA	Waste Minimisation Act 2008



# Appendices

## Appendix 1. Summary of Relevant Legislation

<p>Waste Minimisation Act 2008 and NZ Waste Strategy 2010</p>	<p>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 <i>“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”</i>. 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.</p>
<p>Climate Change Response Act 2002, NZ Emissions Trading Scheme (under the Climate Change Response (Zero Carbon) Amendment Act 2019</p>	<p>The Climate Change Response Act 2002, and NZ Emissions Trading Scheme (under the Climate Change Response (Zero Carbon) Amendment Act 2019 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.</p>
<p>Local Government Act 2002</p>	<p>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.</p>
<p>Resource Management Act 1991 (RMA)</p>	<p>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.</p>
<p>Hazardous Substances and New Organisms Act 1996 (HSNO)</p>	<p>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</p>

	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 at Work Act 2015	The Health and Safety at Work Act 2015 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.

## **Appendix 2: Southland Region Waste Assessment July 2020**

Please refer to separate document available on WasteNet Southland website.

Filename: Southland Region Waste Assessment July 2020.pdf

## Appendix 3. Review Southland Waste Management and Minimisation 2012-2018 Actions

### Action Plan 1: Reduce the amount of material entering the waste stream

Action	Detail/Description
1.1 Develop an education and behaviour change Strategy.	<p>The “Waste is a Resource Communication and Education Strategy” was adopted in 2012. The strategy sets out the WasteNet Councils desire for the community to (a) recognise waste is resource and (b) take actions to improve resource use.</p> <p>Recommendation: Check to see if the Strategy meets future needs and decide if a new or modified Strategy is required.</p>
1.2 Develop an internal waste management and minimisation policy.	<p>The WasteNet Councils have taken an ad-hoc approach to addressing their own waste diversion, with recycling systems available within Council buildings.</p> <p>Recommendation: WasteNet Councils record their own in-house waste diversion and continuously work to improve their performance.</p>
1.3 Actively encourage businesses to undertake waste assessments.	<p>WasteNet Southland has worked with businesses providing assistance on their journey to improve their waste management and minimisation systems.</p> <p>Recommendation: Take a proactive approach, and develop a programme to support businesses to improve their waste management and minimisation systems. The programme may include a staged approach i.e. Year 1 – trial the programme within the WasteNet Councils; Year 2 – extend the trial to work with 3 businesses; and year 3 onwards sign up 3-5 businesses per year to participate in the programme.</p>
1.4 Develop a regional data management system.	<p>WasteNet Southland records monthly waste data on behalf of the WasteNet Councils. WasteMINZ has published a National Data Framework model, which sets voluntary standards for recording and reporting waste data. In August 2020 the Ministry for the Environment indicated an outcome of their Waste Disposal Levy consultation could be the requirements for additional reporting.</p> <p>Recommendation: Align regional data management system to meet the National Data Framework guidelines and include a waste data modelling and analysis component.</p>
1.5 Develop partnerships with Industry	<p>Each year 1-2 businesses approach WasteNet Southland for guidance and support on how to effectively manage and minimisation their waste. WasteNet Southland was an active participant in the Southland Sustainable Business Liaison Group led by Venture Southland. However, this group was disestablished following a restructure within the leading agency.</p> <p>Recommendation: Advocate for product stewardship schemes and continue to partner with Industry and Community Groups to support industry-led and community-lead waste management and minimisation initiatives.</p>
1.6	

Investigate waste minimisation fund bids.	<p>Very few businesses approached WasteNet Southland seeking support for their Waste Minimisation applications.</p> <p>Recommendation: This action is not carried forward.</p>
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## Action Plan 2: Reuse or repurpose material so it has a life before recycling or disposal

Action	Detail/Description
2.1 Establish a Southland Waste Exchange.	<p>Research indicated a significant investment was needed to establish a regional Waste Exchange, in addition to needed a dedicated resource to ensure the exchange was active. WasteNet Southland contracted a Christchurch based company to provide the service, through expanding their existing exchange network. Ultimately this proved unsuccessful and the contract ended after 2-years.</p> <p>Recommendation: the raise of online second-hand services such as Trade Me, and COVID-19 seeing online shopping being used by more companies, it is recommended this action is not carried forward.</p>
2.2 Develop a reuse education and behaviour change programme.	<p>WasteNet Southland has promoted reuse through its social media platforms and interactions with schools. Involvement with the second-hand organisations has focussed on how to manage illegal dumping outside their premises.</p> <p>Recommendation: Opportunity to build partnerships with this industry group, understand their issues and work collectively to resolve them.</p>
2.3 Investigate options for an inorganic collection service.	<p>Southland District Council communities support community-led inorganic kerbside collections, where proceeds support a local charity.</p> <p>Recommendation: This action is more relevant for the community in light of the projected increase in landfill fees coming through in the next 1-5 years.</p>
2.4 Build on the Southland A to Z Waste Guide.	<p>The Southland A to Z waste Guide is an online guide on how to reduce, reuse, recycle and dispose of materials in Southland.</p> <p>Recommendation: (a) continue to maintain content (b) increase promotion of this tool (c) investigate options for a digital application.</p>
2.5 Advocate to Central Government.	<p>WasteNet Southland participates in central government consultation process, has good working relationships with Ministry for the Environment, and work with WasteMINZ on national solutions.</p> <p>Recommendation: continue to advocate to central government.</p>
2.6 Investigate upgrading Waste Transfer Stations.	<p>Council transfer station has evolved beyond being a location to 'dump' waste. Transfer Station facilities provide areas to separate garden waste, recycling, cleanfill, tyres, chemicals and can include drop-off and pick up of second-hand goods.</p>

	Recommendation: For the community to be able to sort their waste, it would be beneficial to provide consistent signage and similar levels of service.
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### **Action Plan 3: Reduce the amount of materials sent to final disposal by maximising recycling**

<b>Action</b>	<b>Detail/Description</b>
3.1 Build on the Love Southland brand.	<p>The “Love Southland, put waste in its place” brand was created to support the roll-out of the regional 2-stream kerbside collection service.</p> <p>Recommendation: Develop into a communication and education programme to support the delivery of the kerbside recycling and rubbish collection services</p>
3.2 Extend the kerbside recycling and rubbish collection area where feasible.	<p>The Government has signalled it will be extending and increasing the Waste Disposal Levy. This may result in more semi-rural and rural communities wanting access to kerbside services.</p> <p>Recommendation: Continue to monitor demand for kerbside collection services.</p>
3.3 Develop a public place and events recycling policy	<p>Event waste management and minimisation guidelines were included in the Southland Regional Events Guide. The guidelines are voluntary and 3-4 events per year proactively reduce their waste e.g. Farmers Market, South Alive Night Market, Relay for Life. Invercargill installed 5 public place recycling bins and have been monitoring contamination levels. Given the current state of the global commodity market, if more public place recycling bins are to be installed, measures would need to be investigated on how we meet today’s recycling quality standards.</p> <p>Recommendation: Expand the scope of the Solid Waste Bylaw to require events held on Council land, and/or receive Council funding/support to have an approved event waste management and minimisation plan.</p>
3.4 Investigate rewards scheme for participants that recycle more.	<p>WasteNet Southland has acknowledged recyclers whom recycle right and/or proactively support and share the recycle right message. A more formal rewards scheme will generally be looking for monetary reward/rebate which is not easily facilitated.</p> <p>Recommendation: Incorporate this action into Action 3.1 and consider non-monetary rewards i.e. certificates, stickers, and prizes.</p>
3.5 Work with provided to secure a permanent e-waste solution.	<p>WasteNet Southland participated in the New Zealand TV-takeback programme. There are limited options for the recovery of e-waste in Southland, this may change following the Government’s announcement requiring the e-waste industry to develop a product stewardship scheme in the next 3-5 years.</p> <p>Recommendation: Partner with industry to increase the capacity and recovery rates for e-waste in the region.</p>

#### Action Plan 4: Make the best use of recoverable waste as a renewable resource

Action	Detail/Description
4.1 Investigate regional opportunities for the management of organic materials.	<p>The WasteNet Councils provide greenwaste only disposal areas at their Council Transfer Stations. The greenwaste is mulched and used on public reserves or given away. WasteNet Southland support and promotes the “Love Food Hate Waste” New Zealand campaign (Action 4.2).</p> <p>Recommendation: The region will benefit from a clear, strategic direction on how to manage organic waste. This work will lead into the development of the next Waste Plan in 2025/2026.</p>
4.2 Develop a food and garden waste education and behaviour change programme.	<p>WasteNet Southland was a partner of the national “Create your own Eden” (CYOE) garden waste education programme. The amalgamation of the Auckland Councils resulted in the closure of this programme. The CYOE resources are still able to be used, however no new resources are being developed, printed or supported.</p> <p>WasteNet Southland is a partner of the national Love Food Hate Waste New Zealand programme. This programme was brought into New Zealand 4-5 years ago and was highly active due to receiving central government funding.</p> <p>Recommendation: split this action into (a) Garden waste education programme and (b) Food waste education programme.</p>

#### Action Plan 5: Appropriate treatment and disposal of waste

Action	Detail/Description
5.1 Operate a network of public drop-off facilities for diverted and waste materials.	<p>The WasteNet Councils operate a network of Transfer Stations and drop-off collection points:</p> <ul style="list-style-type: none"> <li>• Invercargill District – 2 transfer stations, 1 recycling centre</li> <li>• Southland District – 1 resource recovery park (Stewart Island), 6 transfer stations, 11 recycling centres, 3 greenwaste only sites.</li> <li>• Gore District – 2 transfer stations.</li> </ul> <p>Recommendation: Continue to provide waste management and minimisation infrastructure.</p>
5.2 Facilitate kerbside recycling and rubbish collections	<p>Gore District Council Over 5,000 properties in urban Gore and Maitua receive a:</p> <ul style="list-style-type: none"> <li>• 3 consecutive weekly 240-litre mobile bin rubbish collections</li> <li>• Every 4<sup>th</sup> week 240-litre mobile bin glass only collection</li> </ul> <p>Invercargill City Council Over 21,700 properties in urban Invercargill and Bluff receive a:</p> <ul style="list-style-type: none"> <li>• Fortnightly 240-litre mobile bin commingled recycling collection</li> <li>• Weekly 140-litre mobile bins rubbish collection</li> </ul>

	<p>Southland District Council Over 10,000 properties in the District receive a:</p> <ul style="list-style-type: none"> <li>• Fortnightly 240-litre mobile bin commingled recycling collection</li> <li>• Fortnightly 240-litre mobile bin rubbish collection.</li> </ul> <p>Central Government has indicated they want to see national standardised kerbside collection services. This will likely have implications for the region i.e. level of service, cost of service, contractual arrangements.</p> <p>Recommendation: Continue to provide kerbside collection services.</p>
<p>5.3 Investigate regional opportunities for management of hazardous waste.</p>	<p>Agrecovery ran a 3-year hazardous waste programme in Southland, the aim of the programme was to collect and appropriately dispose of farm hazardous wastes. WasteNet contributed \$5,000 per year towards programmes costs.</p> <p>Recommendation: The region will benefit from a clear, strategic direction on how to manage hazardous waste. This work will lead into the development of the next Waste Plan in 2025/2026.</p>
<p>5.4 Investigate regional opportunities for the management of littering/fly tipping.</p>	<p>WasteNet Southland have \$5,000 grants fund to support disposal costs associated with community clean ups. The Ministry for the Environment has indicated they intend to review the Litter Act 1979, and establish national funding for litter and illegal dumping.</p> <p>Recommendation: The region will benefit from a clear, strategic direction on how to manage hazardous waste. This work will lead into the development of the next Waste Plan in 2025/2026.</p>
<p>5.5 Develop a joint Solid Waste Bylaw.</p>	<p>Work has commenced on the joint Solid Waste Bylaw, and will include information on kerbside collections, transfer stations, recycle centres, littering, events, use of public place bins and licensing.</p> <p>Recommendation: Develop the Solid Waste Bylaw.</p>