



Clutha District Council

## **Waste Management and Minimisation Plan 2018**





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## 1. Foreword

As a community we are becoming increasingly aware of the way waste impacts our environment and affects the environmental health of our district. Council is committed to achieving our goal of being a resource efficient and less wasteful district. Since the last Waste Management and Minimisation Plan, Council has increased its focus on waste minimisation education, encompassing schools, businesses and households. In the last Plan we also had the goal of investigating opportunities for recycling e-waste and we are delighted that E-Waste recycling has now been introduced at the Mt Cooee Landfill. The landfill is filling as per forecast and is on track to be able to accept waste until the expiry of its resource consent in 2023.

Our kerbside waste and recycling collections have continually rated highly in resident surveys so we are confident we are heading in the right direction, but plans are in place to do even better. We plan to increase waste minimisation education in an effort to further reduce the amount of waste going to landfill and lowering the environmental impact of waste on our district. We plan to renew resources consents for the Mt Cooee landfill and have the ability and means to maintain the current level of service. Council is also investigating a Resource Recovery Park (RRP) and Transfer Station at Mt Cooee. The RRP would provide a further mechanism for diverting waste from the landfill and bring the Mt Cooee operation into line with similar facilities around the country. The addition of a Transfer Station will remove the requirement for the general public to deposit their waste at the tip face, which should make a visit to Mt Cooee easier for residents. This will also provide the opportunity for us to screen waste before it goes to the tip face and remove any unacceptable waste that may have been dropped off.

We are well on the road to realizing Council's vision for a district where waste is minimized, but we must continue our efforts to ensure the waste we do create is managed effectively and with minimal impact on environmental health of the beautiful Clutha District.



Bryan Cadogan  
Mayor



Steve Hill  
Chief Executive

## 2. Introduction

### Purpose

As a community we are becoming increasingly aware of the way waste impacts on our environment. This document, while a requirement of the Waste Minimisation Act 2008, is about encouraging effective and efficient waste management and minimisation in the Clutha District. It is about achieving our goal of a resource efficient, less wasteful society. Council is committed to achieving the objectives set out in the Act including that the plan;

- Sets objectives for achieving effective and efficient waste management and minimisation
- Details the methods to be used to achieve efficient waste management and minimisation within the district (by Council or others)
- Details how implementation of the plan will be funded.

### Scope

The scope of this plan includes all aspects of solid waste within the district, including how waste will be managed and minimised, whether by Council or others. It does not include gas or liquid wastes (including sewage which is addressed under Council's sewerage activity plan).

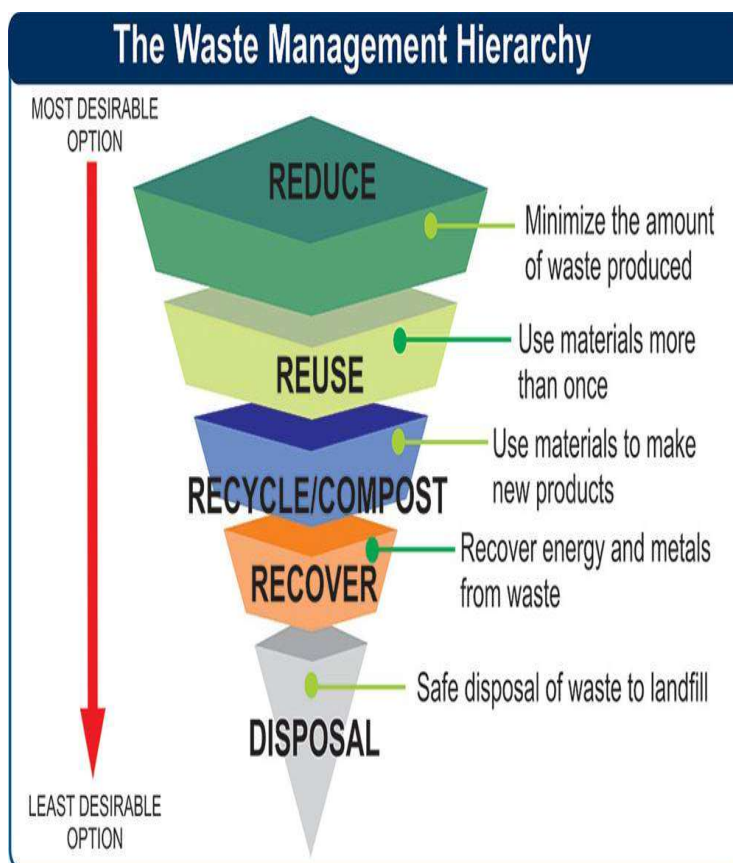
### The Waste Hierarchy

In developing this plan Council is required to consider the full hierarchy of waste management and minimisation methods, these methods include;

- Reduce
- Reuse
- Recycle/Compost
- Recover
- Disposal

### What Council Can Influence

Individuals and manufacturers have a key role to play in the waste hierarchy, especially around reducing the amount of waste created and in re-using resources. Ultimately individuals also have the responsibility for ensuring their waste is disposed of appropriately too.



While Council can influence residents' decisions around waste creation and re-use, individuals have the ultimate responsibility for the choices they make when purchasing and using products. The area where Council can have the greatest influence is around dealing with waste that has been created – through recycling and waste disposal.

## Policy Context

A number of policies and pieces of legislation have informed the development of this plan. The key aspects of these are outlined below.

### *Waste Minimisation Act 2008 (WMA)*

Aside from requiring Council to develop this plan, the WMA also imposes a \$10 per tonne waste levy that landfill operators must pay to central government. A portion of this levy is provided to Councils (based on a population basis) to assist funding of waste minimisation measures.

### *New Zealand Waste Strategy*

The New Zealand Waste Strategy is the Government’s primary policy on waste. Updated in 2010, the strategy has two goals:

- Reducing the harmful effects of waste
- Improving the efficiency of resource use

### *Emissions Trading Scheme*

From 1 January 2013 landfills became part of the government’s Emissions Trading Scheme. This means that landfill operators have to purchase carbon credits for each tonne of waste that goes to landfill.

### *Council’s Community Outcomes*

Council has a seven ‘community outcomes’ or overarching goals that it works towards for the benefit of our district’s communities. Council’s waste management activities primarily contribute towards the community outcome; “A sustainable environment that promotes a clean, green image.”

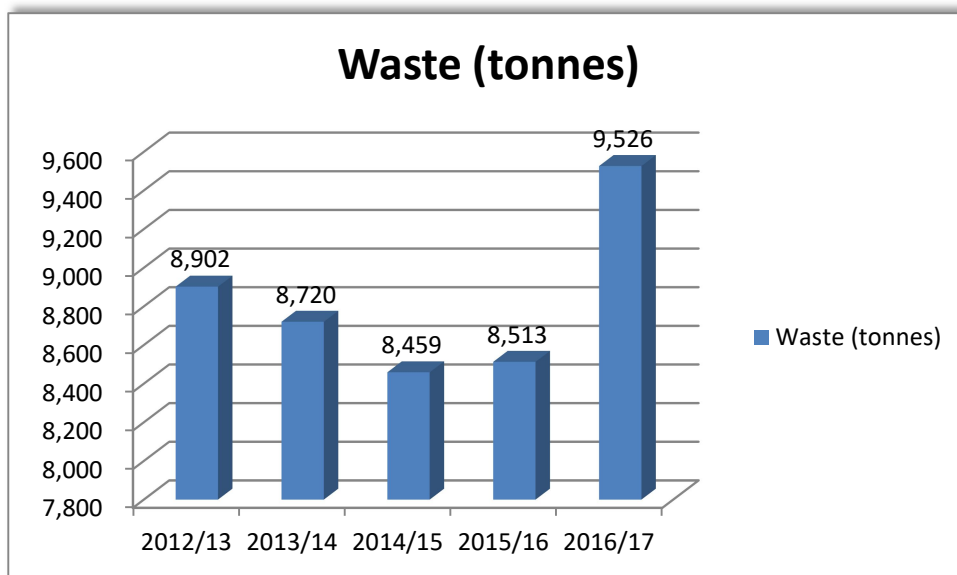


### 3. The Current Situation

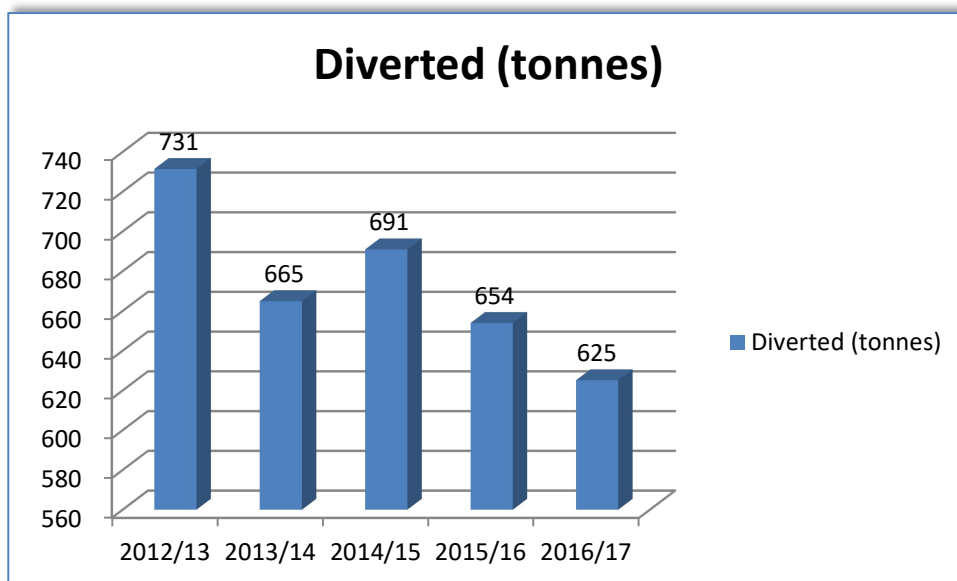
#### Waste Generated Within the District

Council controls the only sanitary landfill in the district and thus manages most of the waste disposed of. A combination of a weighbridge and Landfill 3000 software gives council an accurate understanding of the weight and type of waste deposited at Mt Cooe. Monthly recycling reports on weights and type are provided by the contractor responsible for Solid Waste Management Services under Contract 670. There are also parts of the waste stream that Council is not involved in and does not have data for. This includes waste that is composted or disposed of on-farm and waste that is taken to landfills outside the district.

The table below shows waste disposed at Mt Cooe landfill over the last 5 years:



The table below shows waste diverted from Mt Cooe over the last 5 years by way of kerbside recycling:



Waste per capita is a commonly used indicator for waste generation that looks at the total amount of waste produced divided by the total number of people. It is an indicator of average waste production on a per person basis, but it is not directly equivalent to the amount of waste an individual throws away each year, as much of the waste is produced from commercial sources.

The per capita disposal of waste to Mt Cooe landfill from Clutha District for the period May 2016 - April 2017 is calculated as shown in the table below.

**Per capita disposal of waste to landfill - 2016/17**

<b>Population Clutha District (Stats NZ subnational population estimates 2013-2043)</b>	17,400
<b>Levied waste to Mt Cooe landfill</b>	9,253 T/annum
<b>Per capita disposal of waste</b>	<b>0.532 T/capita/annum</b>

The 9,253 tonnes of levied waste disposed of at Mt Cooe landfill from Clutha District for the period May 2016 - April 2017 equates to 532 kg per capita per annum. Clutha District's disposal rate is compared to disposal figures from other local authorities previously surveyed by Waste Not Consulting. The national average has been calculated using tonnage figures from Ministry for the Environment's waste levy data and Stats NZ usually resident population estimates.

<b>Overall waste to landfill including special wastes (excluding unlevied cover materials)</b>	<b>Tonnes per capita per annum</b>
Gisborne District 2010	0.305
Waimakariri District 2012	0.311
Westland District 2011	0.331
Ashburton District 2015	0.366
Southland region 2011	0.500
Tauranga and WBOP District 2014/15	0.524
Christchurch City 2012	0.524
Taupō District 2013	0.528
<b>Clutha District 2017</b>	<b>0.532</b>
Napier/Hastings 2016	0.548
Wellington region 2016	0.608
Hamilton City 2013	0.668
<b>New Zealand 2016</b>	<b>0.713</b>
Queenstown Lakes District 2012	0.735
Rotorua District 2009	0.736
Auckland region 2012	0.803



## Existing Services and Infrastructure

Council currently controls the Kerbside Collection service and owns Mt Cooe landfill. The operation of these services is contracted out. There is one Balclutha based Waste Management operator that provides the majority of commercial services. There are a number of Dunedin based operators that provide a limited commercial service.

The key waste management services and infrastructure in our district controlled by council include:

### *Collection*

- Residential properties in the district's townships (as well as some commercial properties and rural properties along collection routes) have been serviced by Council's popular kerbside waste and recycling collection service.
- Council provides waste transfer station facilities at Clinton, Lawrence, Milton, Owaka and Tapanui. These facilities open at least weekly for residents to dispose of their waste which is then landfilled at Mt Cooe. These transfer stations also have recycling drop-off facilities.
- Council provides skip services at Maclennan, Beaumont, Clydevale, Taieri Mouth and a Jack trash coin operated bin at Papatowai.

### *Diversion*

- The amount of recyclables produced and collected within the district mean that it is not economic for us to have our own Materials Recovery Plant. At present recyclables collected through Council's kerbside collection service and at our transfer stations are sorted in Dunedin before being on-sold to recyclers by Council's contractor.
- Separated green waste disposal facilities are available at Mt Cooe landfill.

### *Disposal*

- Council owns and operates the district's only sanitary landfill at Mt Cooe, on the outskirts of Balclutha. This landfill serves as the disposal point for Council's kerbside waste collection service as well as most commercial collections.
- Being a rural district, there are also many private on-farm tip sites. These are influenced by the Otago Regional Council's plans and policies as much as any actions taken by the Clutha District Council. Limited data is available about the number of on-farm landfills and the amount of waste disposed in them.

### *Waste Minimisation*

- Council facilitates the EnviroSchools Programme (waste minimisation education) at nine schools throughout the district.
- Council facilitates Waste Minimisation education to the district
- Council employs a full time Waste Minimisation officer

### *Management of Closed Landfills;*

- Council monitors and manages 19 closed landfills throughout the district.

## **4. Vision and Objectives**

Council's vision and objectives for waste management and minimisation have been developed to be consistent with the Waste Minimisation Act, the New Zealand Waste Strategy and Council's community outcomes.

### **Vision**

Our vision is a district where the amount of waste created is minimised and the waste we do create is managed in a way which reduces harm and maximises benefits, which reflects Council's aspirational goal of zero waste.

### **Objectives**

Council's objectives for waste management and minimisation are:

- To reduce the harmful effects to the environment and public health from the generation and disposal of waste, and
- To increase economic benefit by encouraging efficient resource use.

### **Overall Approach**

A key part of our approach to waste is for Council to remain the lead provider of waste management and minimisation services and infrastructure within the district.

Our widely populated district makes the collection and disposal of waste more expensive than other more concentrated populated areas. This means that commercial services are unlikely to be viable. Having waste management services provided by Council under a cost recovery scenario means that we can serve a larger number of people, and spread the costs wider.

Council is also best placed to facilitate waste minimisation education programmes, due to the significant public benefit these programmes deliver and the availability of waste levy funding.

## Methods

This section outlines the key methods that Council has implemented for achieving our vision and objectives for waste. It also provides action plans for the chosen methods and performance targets that will help measure their progress and effectiveness. For a summary of the full range of options Council has considered see the Waste Assessment.

In choosing which methods to implement, Council needed to strike a balance between environmental, social, economic and cultural aspects of our community's well-being. For instance, while kerbside collection of organic waste would improve environmental wellbeing, the economic cost of the service is considered too high to be implemented.

*The chosen methods for waste management and minimisation within our district are:*

- Collection of residual waste
- Collection of recyclables
- Management and operation of a sanitary landfill
- Promotion of waste minimisation and responsible waste management
- Monitoring and management of closed landfills

*Methods Council considered but has chosen not to implement include:*

- Kerbside collection of organic waste with a centralised composting facility - Although this would be effective at reducing the amount of waste that goes to landfill, it would require an additional collection service and would be expensive even if a high level of participation across the district was achieved. Council will instead investigate options for promoting at-home composting of organic wastes and smaller area specific composting initiatives.
- Kerbside collection of glass for recycling - Kerbside collection of glass would be effective at reducing the amount of waste that goes to landfill. Currently under contract 670 our contractor takes ownership of the recycling once collected. The contractor takes the recycling to the Materials Recovery Facility in Dunedin and this facility does not accept glass. This eliminates a comingled glass collection service. The only other recycling option is a separate kerbside/landfill/transfer station collection service. For glass to be recycled it needs to be separated by colour, meaning it would require an expensive additional colour-sorted collection service. The only glass recycling processor is in Auckland and that adds a significant cost of transport to the service. Council will continue to explore glass recycling alternatives as they become available.
- Expansion of the service area for kerbside recycling - This too would help reduce the amount of waste going to landfill (at Mt Cooee and in on-farm tip sites). Again, it would also not be cost-efficient. The areas currently without the service are very low density and widespread, meaning the cost per collection would increase substantially if they were to be included. Council currently provides transfer stations throughout the district for those who do not receive the kerbside collection service.

## Method 1: Collection of Residual Waste

### What we're aiming for

- The effective and efficient provision of waste collection services
- The protection of public and environmental health

### How we will achieve it

Action	Timing	Method	Funding
Provide a kerbside collection service for residual waste on collection routes	Existing & Ongoing	Solid Waste Contract	Rates
Provide transfer facilities for the collection of household refuse at Clinton, Lawrence, Milton, Owaka, and Tapanui	Existing & Ongoing	Solid Waste Contract	Fees & Charges
Provide Skip services at Maclennan, Beaumont, Clydevale, Taieri Mouth and a Jack trash coin operated bin at Papatowai	Existing & Ongoing	Solid Waste Contract	Fees & Charges
Provide litter bins at shopping centres, beaches and other public places	Existing & Ongoing	Various Contracts	Rates

### How we will monitor progress

Measure	Current performance	Targeted performance	Where progress will be reported
Tonnes of residual waste collected via Council's kerbside collection service per year	2016/17: 3600	2017/18: 3510 2018/19: 3420 2019/20: 3300 2020-28: 3210	Service Delivery Committee
Resident satisfaction with the kerbside waste wheelie bin service	New	2017/18: 80% 2018/19: 85% 2019/20: 90% 2020-28: 90%	Residents Survey & Annual Report
Number of customers using transfer stations	New	Decreasing trend	Service Delivery Committee
Average per customer kg bin weight of residual waste collected	2016/17: 25.9	2017/18: 25.2 2018/19: 24.6 2019/20: 24.0 2020-28: 23.4	Service Delivery Committee

## Method 2: Collection of Recyclables

### What we're aiming for

- The efficient provision of collection services for recyclables
- An increase in the amount of waste diverted from landfill through recycling

### How we will achieve it

Action	Timing	Method	Funding
Provide a kerbside collection service for recyclables (excluding glass)	Existing & Ongoing	Solid Waste Contract	Rates
Provide drop-off facilities for the collection of recyclables (excluding glass) at Clinton, Lawrence, Milton, Tapanui and Owaka	Existing & Ongoing	Solid Waste Contract	Rates
Provide a free recycling collection service for schools and non-profit early childcare facilities that are on existing collection routes	Existing & Ongoing	Solid Waste Contract	Waste Levy rebate
Evaluate options for beneficial reuse of glass	Ongoing	Issues and Options Reports	Waste Levy rebate
Provide an e-waste drop off facility	Existing & Ongoing	Solid Waste Contract	Fees and Charges
Recyclables sorted and sold to recyclers	Ongoing	Solid Waste Contractor	Income to solid waste contractor

### How we will monitor progress

Measure	Current performance	Targeted performance	Where progress will be reported
Tonnes of recyclables collected via kerbside collection service per year	2016/17: 625	2017/18: 690 2018/19: 670 2019/20: 653 2020-28: 636	Service Delivery Committee
Resident satisfaction with the recycling wheelie bin service	New	2017/18: 80% 2018/19: 85% 2019/20: 90% 2020-28: 90%	Residents Survey & Annual Report
Number of annual contamination strikes	New	Decreasing trend	Service Delivery Committee
Number of customers using recycling drop off facilities annually	2016/17: 2920	2017/18: 3200 2018/19: 3040 2019/20: 2960 2020-28: 2880	Service Delivery Committee

### Method 3: Management and Operation of a Sanitary Landfill

#### What we're aiming for:

- The cost-efficient operation of a sanitary landfill at Mt Cooe
- Minimisation of risks to the environment and public health from disposal of waste at the landfill

#### How we will achieve it

Action	Timing	Method	Funding
Maintain and operate a sanitary landfill at Mt Cooe which meets required environmental standards	Existing & Ongoing	Solid Waste Contract	Fees & Charges
Provide the infrastructure for green waste diversion at Mt Cooe landfill	Existing & Ongoing	Solid Waste Contract	Fees & Charges, Waste Levy
Investigate and evaluate benefits of gas recovery/ flaring	Ongoing	Issues and Options Report	Within existing budgets
Investigate and evaluate the best way to reduce the amount of organic waste disposed to landfill	Ongoing	Issues and Options Report	Within existing budgets, Waste Levy
Remediation of stormwater drain at Mt Cooe landfill	Ongoing by end of 2019	Contract	Reserve funded budget of up to \$1m included in draft LTP 18/28.

#### How we will monitor progress

Measure	Current performance	Targeted performance	Where progress will be reported
Resident satisfaction with the facilities available at Mt Cooe landfill	New	2017/18: 80% 2018/19: 85% 2019/20:90% 2020-28: 90%	Residents Survey & Annual Report
Tonnes of waste disposed of at Mt Cooe landfill per year	2016/17: 9,500	2017/18: 9200 2018/19: 9000 2019/20:8770 2020-28:8400	Annual Report
Compliance with resource consent conditions	92%	100%	Service Delivery Committee
Number of customers using Mt Cooe	2016/17: 11,500	2017/18: 11,200 2018/19: 10,900 2019/20: 10,600 2020-28: 10,300	Service Delivery Committee

## Method 4: Promotion of Waste Minimisation and Responsible Waste Management Practices

### What we're aiming for

- An increase in community awareness of waste minimisation and efficient resource use
- An increase in responsible waste management practices

### How we will achieve it

Action	Timing	Method	Funding
Support the Enviroschools programme by providing a trained facilitator to schools	Existing & ongoing	Waste Minimisation Officer	Rates, Waste Levy Rebate
Provide Waste Minimisation education resources to schools and ECE's in the district	Ongoing	Waste Minimisation Officer	Waste Levy Rebate
Develop a Waste Minimisation brand for Clutha District	Ongoing	Waste Minimisation Officer	Waste Levy Rebate
Develop an internal Waste Minimisation policy for Clutha District Council	Ongoing	Waste Minimisation Officer	Waste Levy Rebate
CDC will work collaboratively with central Government, other councils, industry, businesses, associations and the community to establish encourage and support product stewardship initiatives	Ongoing	Waste Minimisation Officer	Waste Levy Rebate
Run public awareness campaigns and surveys to encourage waste minimisation and responsible waste management practices	Existing & Ongoing	Waste Minimisation Officer	Rates, Waste Levy Rebate
Provide a database of waste minimisation resources for use by the community	Ongoing	Waste Minimisation Officer	Within existing budgets, Waste Levy Rebate
Facilitate waste exchange between businesses, non-profit organisations and the community	New – by June 2014	Web based	Within existing budgets, Waste Levy
Undertake enforcement action where waste is disposed of unlawfully	Existing & Ongoing	Council's regulatory functions	Rates, fines
Develop a register of all significant commercial and industrial waste producers in order to identify ways in which to help reduce, redirect and utilise waste from industry	Existing & Ongoing	Coordinate and collate information with Solid Waste Contract and existing information	Within existing budgets
Investigate waste managed outside of Council's infrastructure in order to better understand this part of our waste stream	Existing & Ongoing	Waste Minimisation Officer	Within existing budgets

### How we will monitor progress

Measure	Current performance	Targeted performance	Where progress will be reported
Percentage of schools who take part in the Enviroschools programme	2016/17: 36%	2017/18: 40% 2018/19: 40%	Annual Report



		20119/20:40%	
		2020-28: 40%	
Number of students receiving waste minimisation education	New	2017/18: 40% 2018/19: 45% 20119/20:50% 2020-28: 60%	Service Delivery Committee
Number of electronic interactions per month with waste minimisation information provided by council	New	Increasing	Service Delivery Committee
Percentage of residents that can name two things they are doing to reduce the waste they produce	New	Increasing	Residents Survey & Annual Report
Free Event recycling bin utilisation	New	Increasing	Service Delivery Committee
Attendance at Waste Minimisation events	New	Increasing	Service Delivery Committee



## Method 5: Monitoring and Managing Closed Landfills

### What we're aiming for

- Environmental and public health impacts of known former landfill sites are minimised

### How we will achieve it

Action	Timing	Method	Funding
Monitor the 19 closed landfills for any effects they might have on the environment in accordance with resource consent conditions and undertake remedial works where required	On-going	Special Contract	Rates

### How we will monitor progress

Measure	Current performance	Targeted performance	Where progress will be reported
Compliance with resource consents for closed landfills	2010/11: 94%	100%	Service Delivery Committee

## 5. Funding

As per Council's Revenue and Financing Policy, Council's overall approach to funding its activities is that, where practicable, the communities, groups or individuals who directly benefit from a Council activity will fund that activity.

A mixture of funding mechanisms are utilised for waste management. The main methods are a targeted rate on those who receive kerbside collection services and fees and charges for those who use the landfill. Reserves and loans are used for funding capital projects such as remediating the stormwater pipeline at Mt Cooe. Also, the uniform annual general charge (UAGC) paid by all rateable properties in the district, includes a small charge for waste minimisation. This recognises the district-wide benefits for this activity.

### Rating for Solid Waste

Activity	User Fees & Charges	General rate	Targeted rate		
		Uniform Annual General Charge (UAGC)	District-wide	Rates based on location or availability of services	
			Capital Value (CV)	Uniform Charge	Land Value (LV)
Waste Collection and Disposal	60%			40%	
Waste Minimisation		100%			

The Ministry for Environment collects a levy of \$10 per tonne of waste deposited at landfills. 50% of this levy collected is distributed back to councils in proportion to population. This levy rebate can only be used for waste minimisation activities as identified in the WMMP.