

Wairoa District Council



Solid Waste Management: Zero Waste to Landfill by 2010

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1.0 Summary

A Waste Management Plan defines how the community will deal with its waste. This plan is the result of Council reviewing its initial Waste Management Plan prepared in 2000. That plan no longer meets the statutory requirements of a Waste Management Plan.

Council is required by the Local Government Act 2002 to have a Waste Management Plan.

2.0 Introduction and Background

This Waste Management Plan has been developed by Council to address how the Wairoa District will deal with its solid waste now and into the future.

This plan is based upon a Draft that has been subject to change based on community input and a Hearing of submissions based upon the Special Consultative Procedure as prescribed in Section 83 of the Local Government Act 2002.

In simple terms a Waste Management Plan defines how the community will deal with its waste. Under the Local Government Act 2002 and the National Waste Management Strategy, a Waste Management Plan must incorporate the hierarchy of:

- Reduction;
- Reuse;
- Recycling;
- Recovery; and
- Residual Disposal.

This hierarchy is commonly referred to as the 5R's.

The Waste Management Plan will take into account all waste generated within the community.

However Council's focus is on providing options for the disposal of domestic waste as its first priority.

Council is required to have a Waste Management Plan. Beyond that, having a Waste Management Plan gives the community assurance that Council is managing solid waste effectively in accordance with the Waste Hierarchy and its development also provides the Community with an opportunity to advise Council what they want to achieve as a result of waste management activities.

3.0 Legislative Framework

3.1 Local Government Act 2002

The key piece of legislation behind the Waste Management Plan is the Local Government Act 2002. This Act requires all Councils to adopt a Waste Management Plan by 30 June 2005 and sets out the requirements of the Waste Management Plan.

3.2 Resource Management Act 1991

The RMA places obligations on Council's to promote sustainable use of resources, as well as the sustainable disposal of residual waste.

3.3 The Health Act 1956

The Health Act places a duty on local authorities to promote and conserve public health, including providing for solid waste collection and disposal.

3.4 Other Legislation

Other legislation impacts on Waste Management to a greater or lesser extent. Examples include the Litter Act and the Hazardous Substances and New Organisms Act. The Waste Management Plan also impacts on, and is impacted upon by, other plans and strategies such as Asset Management Plans, Long Term Council Community Plan, District Plan, Regional Plan and the National Waste Management Strategy.

4.0 General Waste Management Plan Goals

Council has set the following goals for **“Solid Waste Management: Zero Waste to Landfill by 2010”**. To achieve these goals significant changes must be made to how the Wairoa District views and manages its waste. In particular the waste hierarchy must be incorporated into decision-making to ensure waste is seen as a resource. The goals are:

- Reduce cost to ratepayers by continually seeking improvement to Waste Management, through efficiencies in operations, alignment with appropriate commercial operators and implementation of user pays for waste producers.
- Provide a minimum level of service to all ratepayers that is equitable and affordable and of a high quality.
- Provide additional services where the community requests them and is willing to pay for them.
- Eliminate illegal dumping of refuse throughout the District to enhance the environment.

In order to meet these goals Council has developed a set of objectives for each key aspect of the Waste Hierarchy, and a series of associated actions aimed at achieving those objectives.

The actions proposed in this plan will be implemented subject to affordability and assessment of options at the time. It is possible that different communities will require different solutions and where this is practicable and affordable Councils response will take those expectations into account.

5.0 Reduction

(Of waste generation within the Wairoa District)

5.1 Commentary

The most effective way to manage waste is to not produce it in the first place, hence the prioritisation of **Reduction** as being the top of the waste hierarchy. Council currently has limited mechanisms in place to promote waste reduction. It is important to note that Council cannot reduce waste other than in its own operations.

Outside of its own operations Council can:

- Educate;
- Encourage; and
- Provide disincentives to waste generation.

One of the key incentives for people and organisations to reduce waste is by applying the true cost of waste disposal. This is consistent with Council policy and the NZ Waste Strategy.

Council recognises the need to 'Practice what it preaches' in terms of waste reduction. Not only will this show what can be done, there should be benefits to Council in terms of improved public image and reduced costs.

5.1 Actions

- Implement User pays to reflect actual cost of waste collection, treatment and disposal.
- Provide information to allow people to make sustainable choices, through Council website (e.g. links to other sites, newsletters)
- Act as a role model by reducing waste in Council operations through waste audits, developing strategies to reduce waste and monitoring effectiveness of those strategies.
- Promote cleaner production within industry.

- Work with Regional Council to resource waste minimisation education, particularly through schools and community organisations.

6.0 Reuse

(Of waste generation within the Wairoa District)

6.1 Commentary

The guiding principle behind the reuse priority is that, if an alternative use for a waste product can be found which requires little or no rework then this is preferable to the next step in the hierarchy. As an example building recycler would strip a building of useful materials and on sell these leaving only those parts of the building with no residual value to be disposed of in an alternative manner.

In this context Council wouldn't have a direct role to play (unless it chose to set up resource recovery centres) and therefore its likely role is limited to:

- Education;
- Encouragement; and
- Provision of financial disincentives to unnecessary waste generation.

6.2 Actions

- Implement User pays to reflect actual cost of waste collection, treatment and disposal.
- Provide information to allow people to make sustainable choices, through Council website (e.g. links to other sites, newsletters)

7.0 Recycling

(Of waste resources)

7.1 Commentary

Council's objective is that every household will have the opportunity to recycle its waste. Traditionally in NZ, particularly in the Local Authority context, recycling has been the focus of waste minimisation and Wairoa is similar to other Local Authorities in that regard. Recycling is something communities find relatively easy to undertake, as it requires minimal change of current consumer behaviour.

Council currently operates a central recycling facility at the Wairoa Landfill site where recyclable materials can be disposed of at no charge. In addition to the central facility, kerbside collection of

recyclables is carried out in parts of the Wairoa District (Wairoa and Frasertown) and may be extended to other communities.

Key issues are to educate and provide ongoing support to the community about recycling and to remove barriers preventing it being exercised as an option of choice.

Limited information is available about whether rural residents make use of the recycling facility, however anecdotal evidence from transfer stations would suggest any such use accounts for a very small proportion of the waste generated in the rural areas. The challenge is to provide affordable opportunities to facilitate recycling services for these communities.

7.2 Actions

- Continue to operate a central recycling facility.
- Continue kerbside collection in Wairoa/Frasertown and increase the frequency to weekly collection.
- Investigate best practicable options for provision of recycling facilities to rural areas. For example - school based or roadside collection.
- Encourage the recycling option by demonstrating the alternative cost of waste disposal through user charges.
- On going promotion and education to encourage community participation.

8.0 Recovery

(Promote and provide for of value from waste resources)

8.1 Commentary

Recovery is generally used to refer to composting and there is limited use of alternative recovery technologies in New Zealand. Recovery is also used when referring to collection of landfill gas for electricity or heating purposes.

Council currently has no plans to implement landfill gas recovery. Composting of green waste is a Council.

8.2 Actions

- Promote home composting and/or worm farming as a means of reducing waste to landfill and recovering value from the resource.
- Promote composting through schools, marae etc..
- Assess the cost/benefit of subsidizing home, school, marae based composting initiatives.

- Investigate best practicable options for provision of recovery facilities in Wairoa, for example green waste composting at the landfill site, closed container organic material composting to allow kitchen scraps to be composted.
- Investigate options for working with industry – for example use of green waste as a fuel.

9.0 Residual

(Provide for disposal of solid waste)

9.1 Commentary

For the foreseeable future Council will have some residual waste to dispose of on behalf of the community.

To meet the goal of zero waste to landfill alternative disposal options must be investigated.

In the short term Council has a decision to make regarding whether to construct a new landfill cell, or whether to cease accepting refuse into the landfill once the current cells reach capacity (this is expected to be within 2 years based on current refuse volumes).

Options available to Council are to construct a new cell or to dispose of residual waste outside of the District.

9.2 Actions

- Over the coming months Council intends to enter into discussions with appropriate commercial operators to determine if the option of transporting waste out of the District is cost effective should Council determine not to construct a new landfill cell.
- A possible outcome being that the landfill site becomes a processing facility from which residual waste is transported out of the District for disposal.
- To be effective it must be done in conjunction with implementation of the Waste Hierarchy.

9.2.1 Domestic collections

Council operates weekly domestic collections for Wairoa, Frasertown and Mahia. There are no proposals to reduce the level of service for these areas.

9.2.2 Transfer stations

Transfer stations are commonly abused with large quantities of refuse being dumped outside the gates outside of opening hours. In addition to this costly but manageable

problem, some sections of the community do not find the transfer stations offer a sufficient level of service and prefer to dump their waste into rivers or on other convenient private or public land.

Council proposes to close all rural transfer stations.

9.2.3 Proposed New Services

The closed transfer stations will be replaced with a weekly refuse collection service for bagged domestic rubbish within prescribed service areas. The precise collection areas and routes will be determined through consultation.

In addition to the weekly domestic collection of refuse, Council intends to investigate the best means of providing for recycling in the rural areas, with some form of recycling facility to be available by 2006. This may take the form of a drop-off centre at existing transfer station sites, or aligning with schools to provide facilities as well as promoting waste minimisation education.

To reduce the temptation for illegal dumping of large bulky items that would normally get deposited at transfer stations, Council intends to implement an annual collection of inorganic refuse that cannot be disposed of through the weekly domestic collection

Council will also encourage commercial operators to offer services to rural communities on a user pay system.

9.2.4 Illegal dumping

Council's goal is to eliminate illegal dumping of refuse. To that end Council will investigate all illegal dumping incidents and look to take action against offenders, where those offenders can be identified. Council does not currently have any by-laws specifically targeting illegal dumping, however action can still be taken under the Litter Act. Council will assess the current situation to determine whether existing controls are sufficient or whether additional controls are needed.

10.0 Key activities 2005 - 2007

The following items are realistic actions that will contribute to achieving Council's Waste Management goals. They are not all-encompassing; however they are reasonable goals that do not try to create too much change too quickly. It is important to be able to monitor the effectiveness of any changes and also give the community time to adjust to those changes before moving to the higher levels of waste responsibility.

10.1 2005

1. Close rural transfer stations and replace with weekly domestic refuse collections for defined communities.
2. Although Council have existing contracts in place for collection, disposal and recycling - which expire in March 2006 - it is intended to put in place new contracts as soon as possible to reflect the changes in service proposed in this document. In particular, there will be contracts for roadside collection, and disposal of recyclables and general waste on a weekly basis in defined service areas as well as contracts, for the removal and disposal of general waste and green waste at the Wairoa Landfill.
3. Determine whether a new cell is required at the landfill or whether out of district disposal is the preferred option - and if so what form that service should take.
4. Carry out an audit of the waste stream to develop targets for waste reduction, diversion, recycling etc. Targets then become part of the Waste Management Plan and can be reported on annually.
5. Develop a waste minimisation education program, in conjunction with Regional Council, interested community groups and other local authorities.
6. Assess the current situation with respect to by-laws controlling refuse and determine whether new controls are needed.

10.2 2006

1. Investigate options for promoting, providing, or subsidising composting initiatives in the community and prepare an implementation plan.
2. Implement Annual inorganic refuse collections from rural areas.

10.3 2007

1. Review the Waste Management Plan, particularly with respect to cost of waste management, community satisfaction with level of service and performance against targets for reduction, diversion and recycling.

11.0 Risk assessment

11.1 Status Quo

There are risks associated with maintaining the current solid waste management regime. In no particular order these risks are:

- Environmental - compliance with resource consent conditions, particularly for landfills and transfer stations.
- Economic - escalating costs consuming a disproportionate share of resources. Costs falling inequitably across community. Cost subsidisation.
- Legislative Compliance - non-compliance with "The New Zealand Waste Strategy" and the Local Government Act 2002.
- Service Provision - not meeting expectations of community.

11.2 Proposed Regime

- Transportation costs - if become too great could force Council to re-establish landfill site. Therefore need to keep landfill cell and consents operational but inactive.
- Community resistance to changed levels of service.
- More equitable distribution of costs will see charges for some increase and for others decrease.

12.0 Waste Water Management

12.1 Commentary

Wastewater refers to domestic wastewater collected in reticulated areas and also includes sludge collected from septic tanks. Council currently operates reticulation and treatment facilities at Tuai and Wairoa. A further reticulated network and treatment facility is planned for communities at Mahia. There are no plans to provide reticulation or treatment to other communities and areas that are not currently serviced will remain on septic tanks for the foreseeable future.

Operation and management of the Wastewater network is covered in Council's Asset Management Plan for Sewerage, while future planning for the service is also being assessed under the Summary Assessment for Water Services.

The purpose for including this issue in the solid waste plan is because each of these systems at some point produce sludge which once dewatered has to be disposed of in some environmentally sensitive manner.

12.2 Goals

Council's goals for wastewater management are:

- To provide services for the collection and treatment of sewage for those communities where there is a clear public benefit in doing so at a level they are able to afford.
- Ensure that Council reticulation and treatment systems for those areas service meet acceptable health, safety and environmental standards.

12.3 Issues

Reducing Wastewater generation in reticulated areas is limited to carrying out regular inspections, testing and monitoring of the reticulation to reduce inflow and infiltration. Historically this has included CCTV inspections, smoke testing and rehabilitation of leaking reticulation. Ongoing initiatives and proposals are addressed in the Asset Management Plan. Reuse, Recycling and Recovery of wastewater are not options that Council is looking at currently and is unlikely to be on the agenda in the foreseeable future. Council's objective is to maintain treatment of wastewater to the levels prescribed in Resource Consents for the treatment plants, rather than investigate reuse of wastewater.

Residual disposal as it relates to wastewater in the Wairoa network includes two distinct operations. The first is the regular disposal of treated effluent via an outfall to the Wairoa River. This system operates within Resource Consent requirements and is the preferred disposal method at the present time. The second waste stream is the sludge that gradually builds up in the treatment plant over time. To maintain treatment capacity the sludge must periodically be

removed from the ponds. The last operation of this kind was carried out in 2000. A survey will be required in the near future to determine what the level of sludge build-up is and therefore when the next desludging operation is likely to be required. Residual disposal at Tuai is more problematic. The treatment facility includes septic tank followed by sand filters. This treatment plant consistently exceeds Resource Consent limits for contaminants. An investigation is required to determine what can be done to improve the quality of effluent from this plant.

12.4 Key activities 2005 - 2007

12.4.1 2005

- Continue to progress the Mahia Sewerage System study and implementation.
- Investigate and report on issues and options for the Tuai treatment facility.

12.4.2 2006

- Continue to progress the Mahia Sewerage System study and implementation.
- Based on recommendations from reports in 2005, progress remedial measures identified for the Tuai treatment facility.
- Review previous CCTV and smoke testing information to determine what has been actioned in the Wairoa and Tuai reticulation. Take further action as necessary.

12.4.3 2007

- Continue as per 2006.
- Construct and commission the Mahia Sewerage system.

13.0 Hazardous Waste

13.1 Commentary

Hazardous Waste can be defined as unwanted materials and by-products which may pose a threat to humans, plants or animals and which exceed a threshold level. The definition includes, but is not limited to, materials or by-products that are explosive, flammable, toxic, corrosive, oxidising or carcinogenic.

There are no hazardous waste disposal facilities operated by Wairoa District Council, other than the wastewater treatment plant, which deals with municipal wastewater.

The current process for customers enquiring about hazardous waste disposal is to direct them to the Hawke's Bay Regional Council for advice on where to dispose of particular wastes. Other organisations such as MAF can provide assistance to customers seeking to dispose of hazardous waste.

Council's future involvement with Hazardous Waste will continue to be limited to providing information about what organisations should be contacted to arrange disposal. Council will investigate the appropriate means of providing this information. Examples include providing links to appropriate organisations on Council's website, supply of information brochures etc. There are low-cost initiatives whereby Council can assist customers to make responsible waste disposal choices.

Where communities request, and are willing to pay for, more extensive services for Hazardous Waste, Council will assess options on a case by case basis.

13.2 Actions

Council will consider the construction of a Hazardous Waste storage facility at the Wairoa Landfill site for the temporary storage of hazardous waste materials subject to demand and a cost/benefit determination.