

# WASTE MANAGEMENT AND MINIMISATION PLAN

JANUARY 2018



**TE WAIROA**  
**WAIROA DISTRICT**

## DOCUMENT PREPARATION & QUALITY ASSURANCE

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## PART A

### 1 INTRODUCTION

Wairoa District Council (Council) has a statutory responsibility under section 42 of the Waste Minimisation Act 2008 (WMA) to “promote effective and efficient waste minimisation” within the District. In order to do this, the Council is required to adopt a Waste Management and Minimisation Plan (WMMP) under section 43 of the Act.

This WMMP is a guiding document which identifies Council’s vision, goals, objectives, targets and methods for achieving efficient and effective waste management and minimisation. It also provides information on how Council intends to fund the activities of the WMMP over the next six years.

In addition to the legislative framework within which this WMMP has been developed, it has also been developed in the context of the New Zealand Waste Strategy 2010 (NZWS) and its two goals:

- Goal 1: reducing the harmful effects of waste
- Goal 2: improving the efficiency of resource use

In preparing this WMMP, Council has considered the options to respond to the identified waste issues in the District (see Appendix A), and has also determined that there has been no real change in the composition of waste generated or going to landfill since the 2012 Waste Assessment. Council continues to rely on the 2012 Waste Assessment, and those matters covered in detail in the 2012 Waste Assessment are not repeated in full in this WMMP but are summarised where appropriate. A copy of the 2012 Waste Assessment is attached as Appendix B to this WMMP.

In developing the Plan to address solid waste in the District, the Council has considered the waste minimisation hierarchy of reduce, reuse, recycle, recover, treatment and disposal.

### 2 VISION, GOALS, OBJECTIVES AND TARGETS

Working together, Council and the community can achieve more effective and efficient waste management and minimisation in the District. Council is proposing the following vision, goals, objectives and targets. Taken together these form the strategy for Council’s WMMP.

#### 2.1 VISION FOR THE FUTURE

Council’s vision defines who we are, what we are trying to achieve and who our intended customers are in a single succinct statement.

**COUNCIL ’S VISION:**  
**CONNECTED COMMUNITIES, DESIRABLE LIFESTYLES, TREASURED ENVIRONMENT**

**MANAGEMENT & MINIMISATION GOAL:  
TO MANAGE WASTE IN A COST-EFFECTIVE WAY THAT REDUCES HARMFUL EFFECTS &  
IMPROVES EFFICIENCY OF RESOURCE USE**

Sitting beneath this vision is a statement outlining the expected strategic result for each activity. The vision is supported by nine Council Outcomes.

## 2.2 GOALS, OBJECTIVES AND TARGETS

### 2.2.1 GOALS

The goals that we will use to achieve the vision are:

1. Increase economic benefit by using resources more efficiently.
2. Reduce the harmful effects of waste to human health and the environment.

### 2.2.2 OUR OBJECTIVES

Our objectives to meet our goals are:

**Table 1 Objectives**

| GOALS  | OBJECTIVES  |
|--|---|
| <b>GOAL 1:<br/>Increase economic benefit by using resources more efficiently</b>         | Provide effective and efficient waste minimisation and management services supported by the right funding mechanisms  |
|  | Our community is informed and educated about waste minimisation, recycling and re-use opportunities in the District   |
| <b>GOAL 2:<br/>Reducing harmful effects of waste to human health and the environment</b> | Avoid or mitigate any adverse effects on public health and the environment  |
|  | Our community has opportunities to minimise waste and maximise the diversion of material through reduction, reuse, recycling and recovery (in priority order) |

### 2.2.3 OUR TARGETS

We have a number of targets for measuring our progress towards our vision.

| HOW WE MEASURE SUCCESS       | OUR TARGET  |
|------------------------------|---|
| <b>DIVERSION</b>             | The amount of material diverted from landfill by the Wairoa community increases from 75 tonnes to 100 tonnes (note, target excludes greenwaste diversion) |
| <b>COMPLIANCE</b>            | There are no significant non-compliance events  |
| <b>CUSTOMER SATISFACTION</b> | Customer satisfaction with Council waste services is above 80%  |

## 3 THE WASTE SITUATION

### 3.2 OVERVIEW OF EXISTING WASTE MANAGEMENT AND MINIMISATION INFRASTRUCTURE SERVICES

A summary of the current services provided by Council and non-Council providers is outlined below. For a detailed description of Council and non-Council solid waste services, refer to Chapter 1 of the attached 2012 Waste Assessment in Appendix B.

#### 3.2.1 SERVICES PROVIDED BY COUNCIL

The main services and facilities include:

- kerbside rubbish collection (user pays bags/stickers) in Wairoa and most rural townships (contracted to Quality Roving Services Limited (QRS)). Some rural customers do not receive a kerbside collection service but are invited to take their refuse to the nearest collection point
- kerbside recycling collection (45L crates, collected weekly) to residents in Wairoa (contracted to QRS). Other areas receive a fortnightly collection from nominated collection points
- operation of the Wairoa Landfill, including recycling and greenwaste drop off facilities
- drop off points for recycling in Waikaremoana and Raupunga
- drop off point for refuse at Waikaremoana
- street litter bins in Wairoa, Frasertown and Mahia
- removal of litter, illegally dumped rubbish and abandoned vehicles
- monitoring of five closed landfills at Frasertown, Mahia, Nuhaka, Raupunga and Ruakituri
- inorganic collection
- education programmes such as zero waste education and 'paper for trees' programmes in schools, waste education for marae and businesses and involvement in nationwide initiatives such as product stewardship
- an Agrecovery programme for farm chemical containers is administered by QRS.

With the exception of the Agrecovery programme, Council does not provide hazardous waste disposal facilities.

#### 3.2.2 NON-COUNCIL PROVIDED SERVICES AND FACILITIES

Private companies meet the waste collection requirements of business and households beyond those supplied by Council. These services are provided at an additional cost and include:

- CR and AT Whyte provide mixed waste collections to businesses and are able to collect recyclables from business customers
- Kea Hire operates a wheelie bin hire service to residential customers in Wairoa township and Mahia, and also provide a greenwaste collection service
- Tuai refuse collection is managed by Ruapani ki Waikaremoana Trust (trading as Waikaremoana Contracting)
- Wairoa Scrap Metal Limited collects scrap metal including cars and whiteware for recycling
- Companies dispose of their collected residential and greenwaste at the Wairoa landfill.

## 3.3 PUBLIC HEALTH PROTECTION

The range of public and private waste services in the Wairoa District ensures public health will be adequately

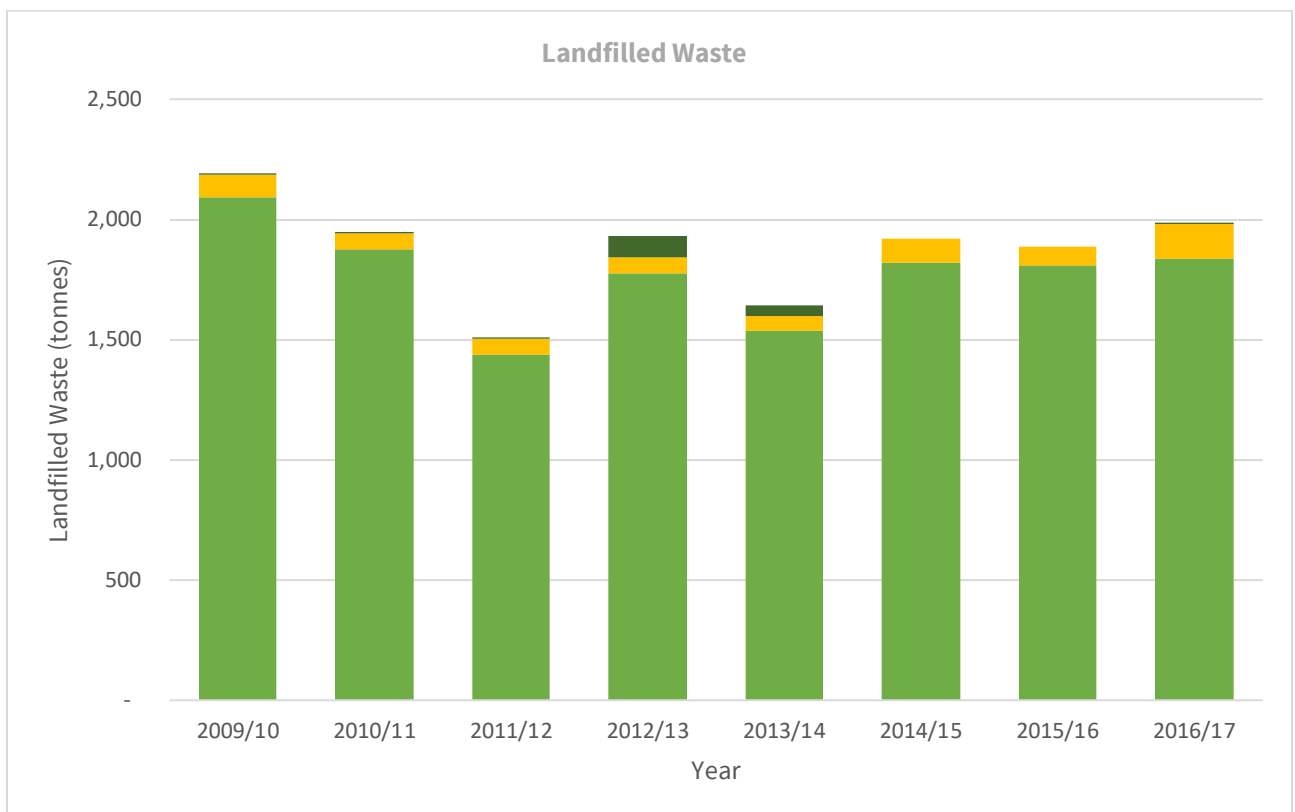
protected in the future. Wairoa has access to a consented, lined landfill for at least 14 years<sup>1</sup>. The urban community has adequate access to Council drop-off and collection services for refuse and recycling, but in some beach settlements demand for waste services is increasing. Further waste minimisation is achievable as outlined in this Plan. This Plan proposes services for better waste minimisation.

In its feedback on the Wairoa District Council Waste Assessment, the Hawkes Bay District Health Board (HBDHB) stated that although a full review of the Waste Assessment may not be necessary, it is important the information used for planning purposes is reliable and reasonably up to date, therefore Council may wish to append updated information to the Waste Assessment document when undertaking further review of the WMMP. The HBDHB acknowledges the issues Wairoa District Council faces regarding the ongoing financial sustainability of the Wairoa landfill and providing a viable kerbside collection service. They suggest Council explore options to address these issues to be able to continue providing these important services for the community.

This feedback has been considered in the development of this Plan, and the full Hawkes Bay District Health Board review can be found in Appendix B 2012 Waste Assessment.

### 3.4 SUMMARY OF THE VOLUME AND COMPOSITION OF WASTE AND DIVERTED MATERIALS

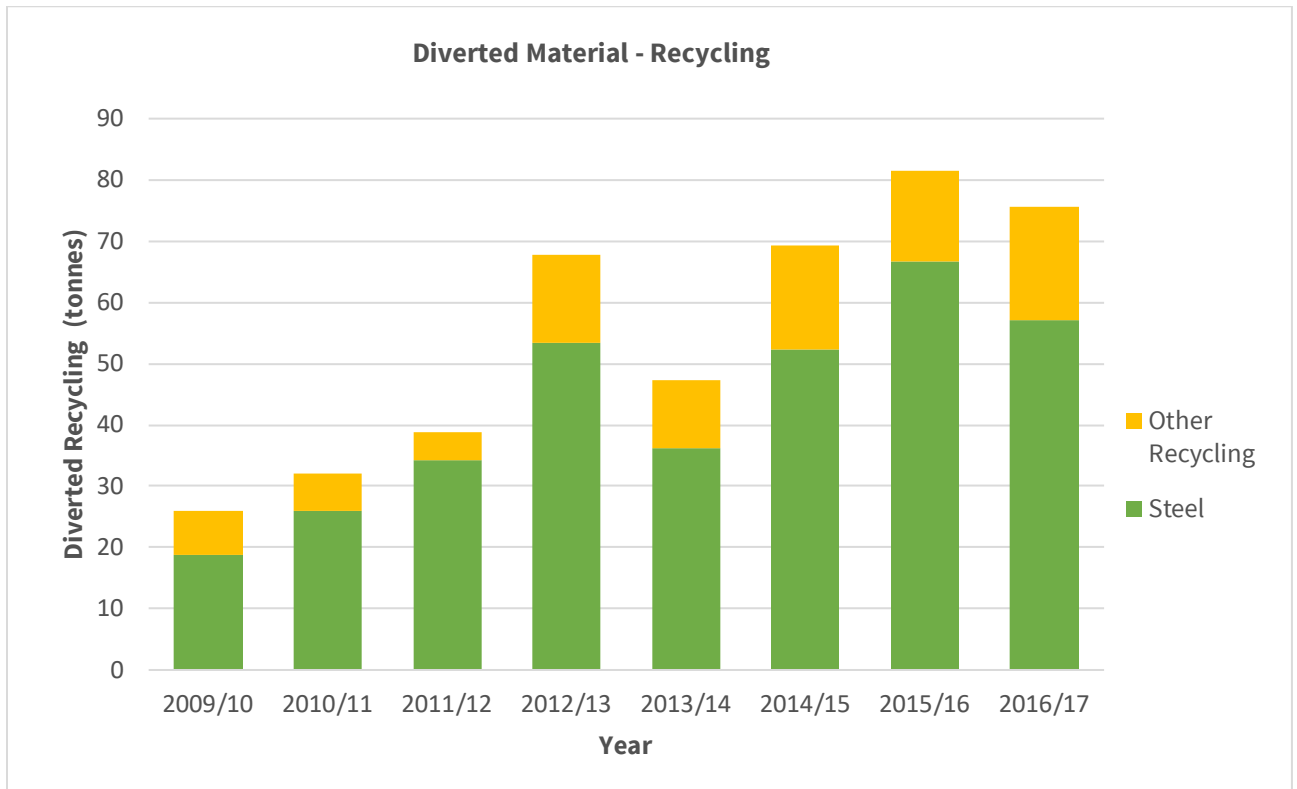
As shown in Figure 1, Council is currently sending approximately 2,000 tonnes of waste to the Wairoa landfill annually. The amount of general refuse going to landfill has remained relatively static since 2014/15.



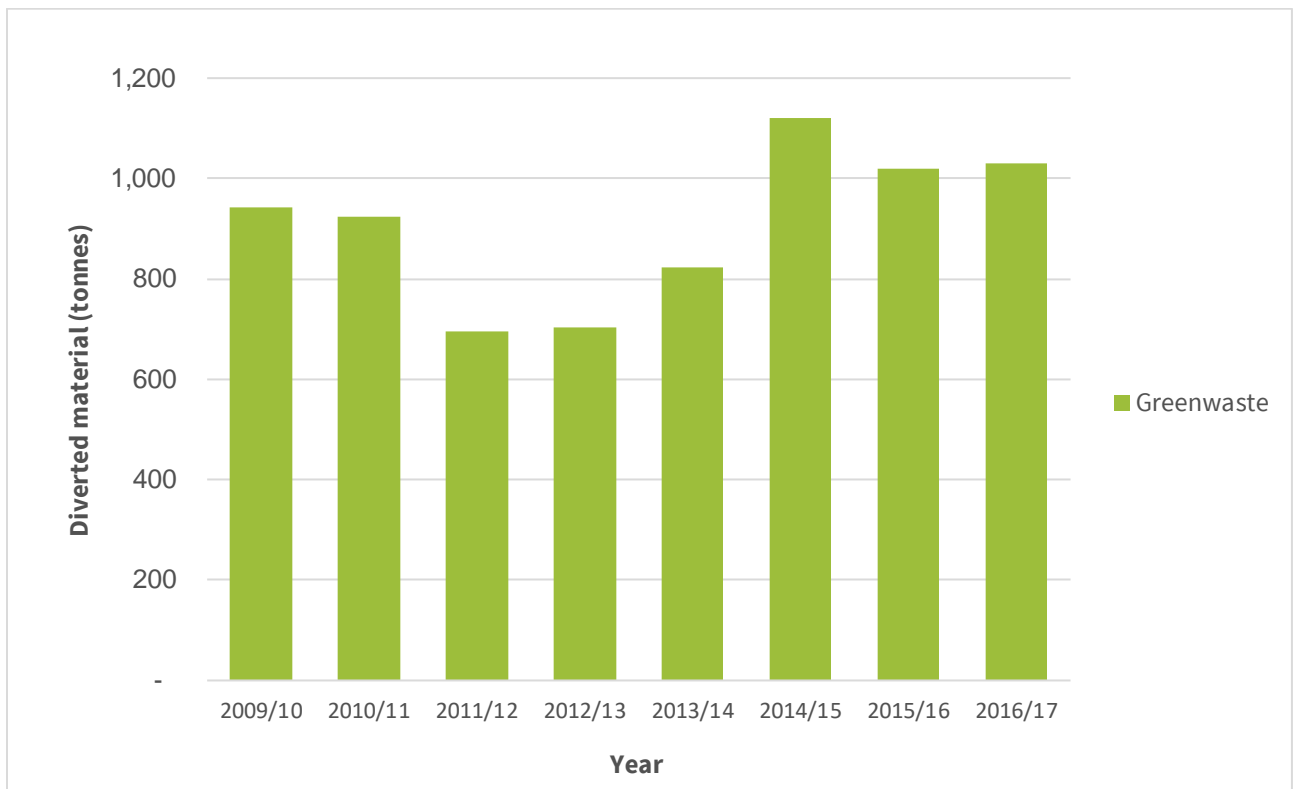
**Figure 1 Waste to landfill**

<sup>1</sup> The landfill's consents expire in 2031 but the site has capacity to accept waste beyond this date





**Figure 2** Diversion material - recycling



**Figure 3** Diversion material - greenwaste

Figure 2 shows that the highest amount of recycled waste diverted is steel with the other classes of material (glass, paper, plastics and aluminium cans) diverted being significantly lower.

Figure 3 shows that approximately 1,000 tonnes of greenwaste is being diverted from the landfill. The volume has increased steadily since 2011 when approximately 700 tonnes of greenwaste was diverted.

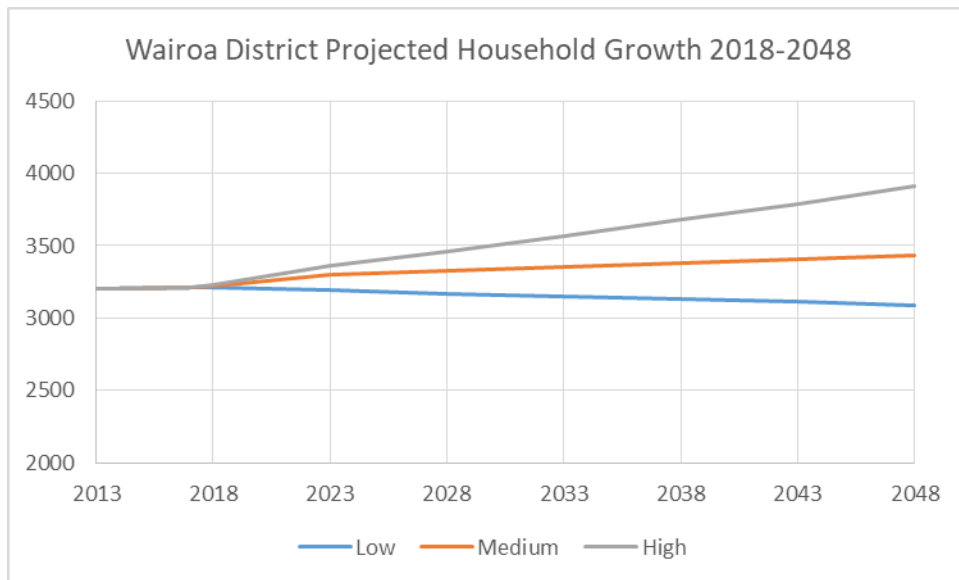
It should also be noted that not all material that is presented at the weighbridge at the Wairoa landfill as divertible material is actually able to be diverted.

### 3.4.1 SEWAGE TREATMENT RESIDUALS

Sludge from the Wairoa wastewater treatment plant is dewatered using geo-bags. After dewatering and a period of stabilisation and storage, the sludge is transported to Wairoa landfill for disposal. Alternatives for dealing with dewatered sludge rather than sending to landfill will be investigated in the future.

## 3.5 FORECAST FUTURE DEMAND

Household numbers are expected to slowly increase in the District over the next 30 years. In 2017 the household numbers in the District were 3,210, and Economic Solutions Ltd predicts the household numbers will be 3,435 under a medium growth forecast. In this respect, refuse generated is expected to remain relatively static in coming years. There is the potential for economic growth to increase if opportunities in the Hawkes Bay Regional Economic Development Strategy (REDS) are realised including working with Rocket Lab to develop opportunities to leverage business attraction off their Mahia initiative. Also, if waste is accepted from the Gisborne District, waste volumes received at Wairoa landfill are expected to increase.



**Figure 4 Projected Household Growth**

## 3.6 COST OF THE CURRENT LEVEL OF SERVICE

Council provides its waste services and facilities at an annual cost of approximately \$1.3 million. Funding is predominantly provided through user charges (facility gate fees and rubbish bag sales) and rates (general and targeted). It is anticipated that the current level of service will be relatively constant over the next ten years and will be provided at a cost of \$1.3 - \$1.4 million per annum.

A low population base combined with actively encouraging waste diversion is likely to put pressure on the affordability and sustainability of the landfill operation due to the fixed operating costs. The community's ability to continue funding the activity and, in particular, maintain the assets over time, is an area of concern. Losing the ability to sustain a local landfill could impact negatively on the future local environment and economy.

With significant capacity remaining at the landfill, this has led to discussions around the future of the service in Wairoa and options such as accepting waste from outside the District. Economic benefits, should collaboration with Gisborne District Council proceed, would include:

- reduced rates impact (charges would remain static or increase to incentivise diversion and as a result increase levies)
- increased revenue.

In addition, households and commercial customers pay for waste disposal when using the Wairoa Landfill.

**Table 2 Council services currently provided and their funding methods**

| COUNCIL SERVICE   | FUNDING METHODS   |
|---|---|
| Waste minimisation education, promotion, enforcement (e.g. bylaw), communication, monitoring and policy development | <ul style="list-style-type: none"> <li>• National waste disposal levy</li> <li>• General rate</li> </ul>                |
| Kerbside collection of waste  | <ul style="list-style-type: none"> <li>• Targeted rate</li> <li>• User charges (via refuse bag purchase)</li> </ul>     |
| Kerbside collection of recyclables  | <ul style="list-style-type: none"> <li>• Targeted rate</li> </ul>   |
| Waste disposal  | <ul style="list-style-type: none"> <li>• User charges</li> <li>• General rate</li> <li>• Sale of recyclables</li> </ul> |
| Provision of public litter bins   | <ul style="list-style-type: none"> <li>• General rate</li> </ul>  |

## 4 POLICIES, PLANS AND REGULATION

There is a clear legislative and policy framework within which the Council provides waste services and facilities within its District. A summary of the framework and legislation is outlined below, however a full and complete list of the legislation, plans and regulations that create the waste framework within which this WMMP is based, is included in Appendix C.

While the Waste Minimisation Act sets out the legislative requirements regarding waste, the New Zealand Waste Strategy 2010 (NZWS) provides the Government's strategic direction for waste management and minimisation

in New Zealand.

Local, regional and national plans and policies affect the Council's provision of waste and diverted material services. Primarily, they are requirements under the WMA and the Local Government Act 2002. Figure 5 below illustrates the statutory planning requirements that the Council is required to follow.

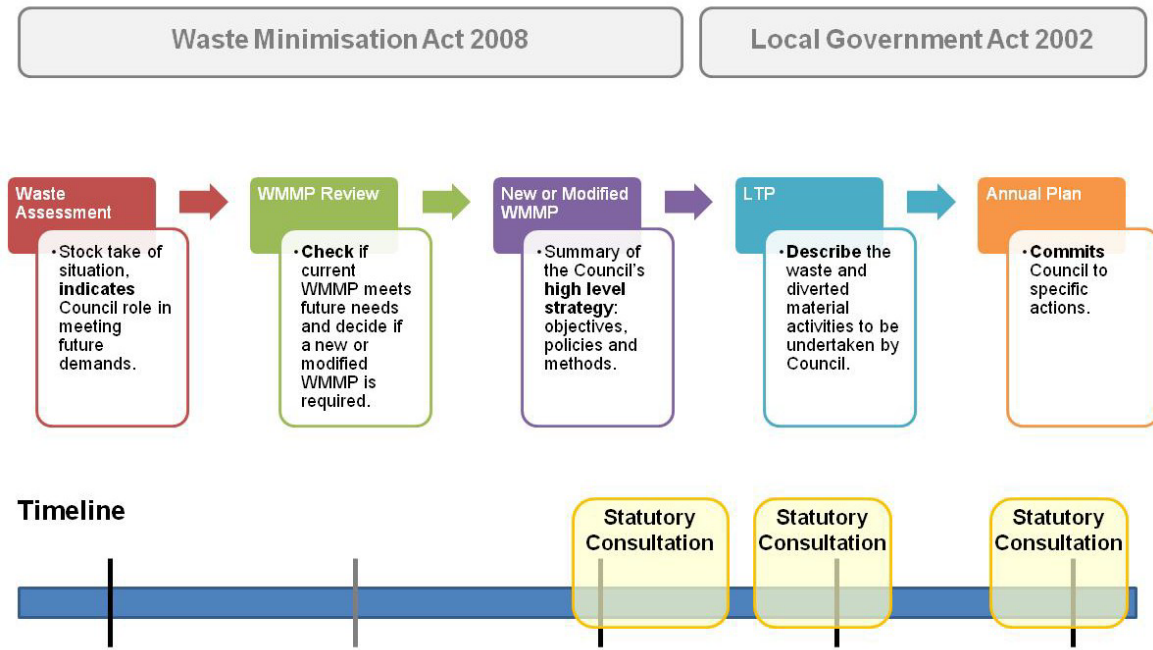


Figure 5 Statutory planning sequence

## 4.2 KEY LEGISLATION

A summary of the key legislation affecting waste is listed below. A more detailed description of this legislation, and a list of other related legislation, is included in Appendix C.

- Waste Minimisation Act 2008
- Local Government Act 2002
- Resource Management Act 1991
- Climate Change Response Act 2002 (Emissions Trading)
- Litter Act 1979
- Health Act 1956.

## 4.3 OTHER RELEVANT DOCUMENTS

The Council and Hawkes Bay Regional Council have a number of other strategic documents that are integral to waste management, including:

- Hawkes Bay Regional Policy Statement 2006 (and subsequent amendments)
- Wairoa Waste Services Asset Management Plan.

## **5 PROPOSED METHODS FOR ACHIEVING EFFECTIVE WASTE MANAGEMENT AND MINIMISATION**

### **5.2 COUNCIL’S ROLE**

In undertaking this WMMP Council has considered what options are available for it to achieve effective and efficient waste management and minimisation to meet future demands for services and facilities.

The role of the Council includes:

|                             |  |
|-----------------------------|--|
| <b>SERVICE PROVISION</b>    | Providing or facilitating the provision of waste management or waste minimisation service  |
| <b>GOVERNANCE</b>           | Council further investigating demand and the cost effectiveness of services and options to meet demand, either alone or in collaboration with other councils or private sector parties   |
| <b>REGULATION</b>           | The Council using a legal mechanism to facilitate or promote waste management and waste minimisation e.g. bylaws and District Plan rules   |
| <b>COMMUNITY LEADERSHIP</b> | Providing information and promoting awareness and involvement in waste management and waste minimisation activities  |
| <b>ADVOCACY</b>             | Promoting actions to address waste reduction and waste management issues which are outside the Council’s direct control e.g. advocate for appropriate legislation, standards and guidelines to the Regional Council and the Government |
| <b>FINANCIER</b>            | Investing in initiatives that facilitate waste management and minimisation activities, e.g. grants and subsidies   |

In providing waste management and minimisation services, the Council will aim to make existing services more cost effective and ensure that any increases to levels of services are both cost effective and affordable. The Council will, as far as practicably possible, make services accessible to the majority of the District.

### **5.3 MAINTAINING SERVICE AFFORDABILITY**

There is likely to be an increased cost to Council to continue to operate the landfill given the falling use of Council’s kerbside waste collection service, slow population growth, the Wairoa landfill not fully recovering costs, together with the current waste services contract being up for renewal shortly. These factors will put pressure on the affordability and sustainability of the landfill. In looking at ways to address these factors, Council has entered into discussions with District Council (GDC) about how Council and GDC could work more collaboratively in the waste area.

Wairoa has a landfill that has capacity to take waste from the Gisborne District which could be beneficial to both councils. Wairoa District is a mainly rural district that wishes to continue to provide waste management services to its community.

## 5.4 IDENTIFIED DISTRICT WASTE ISSUES

Council has reviewed progress against the previous WMMP action plan and has identified waste issues that need to be addressed. The options considered to deal with these issues include education, regulation and service provision, and is attached as Appendix A. Options were assessed for alignment with the vision, goals and objectives, costs and ease of implementation before a preferred option was identified. Table 3 below provides a summary of the issues, and Council's preferred option to deal with each issue.

**Table 3 Summary of District specific issues and preferred options to respond to each issue**

| # | ISSUE  | PREFERRED OPTIONS TO RESPOND TO ISSUE   |
|---|--|---|
| 1 | Low participation rate in Council's kerbside refuse collection service   | <ul style="list-style-type: none"> <li>Review user charges, refuse bag price and landfill gate fees to ensure fair cost recovery</li> <li>Prepare a strategy for the future provision of kerbside collection services during the term of the next kerbside collection contract</li> </ul>   |
| 2 | Ensuring long-term affordability of the Wairoa landfill  | <ul style="list-style-type: none"> <li>Collaborate with Gisborne District Council on initiatives that will benefit both districts including utilisation of the Wairoa landfill, WMMP vision, goals and objectives to promote waste management and minimisation, and waste procurement</li> <li>Review user charges, refuse bag price and landfill gate fees to ensure fair cost recovery</li> <li>Continue to regularly assess options for ongoing waste disposal that include both use of the Wairoa Landfill and alternative landfills</li> </ul> |
| 3 | Potential for increasing costs when the waste services contract is retendered  | <ul style="list-style-type: none"> <li>Review user charges, refuse bag price and landfill gate fees to ensure fair cost recovery</li> <li>Prepare a strategy for the future provision of kerbside collection services during the term of the next kerbside collection contract</li> </ul>   |
| 4 | The amount of divertible material continuing to be landfilled even with recycling and greenwaste services being provided | <ul style="list-style-type: none"> <li>Manage the landfill asset as a centre for a range of waste minimisation activities</li> <li>Establish landfill reception area for diverted materials</li> <li>Improve public access to greenwaste recovery area</li> <li>Provide regular and detailed information about waste services, waste prevention and waste reduction to the community</li> <li>Increase level of refuse and recycling service provision to Mahia</li> </ul>  |
| 5 | Volatility in the commodity markets that may result in temporary stockpiling or landfilling of some recyclable materials | <ul style="list-style-type: none"> <li>Develop mechanisms with the contractor for dealing with the volatility of commodity markets, and include in the contract at the next contract renewal</li> </ul>   |

| # | ISSUE  | PREFERRED OPTIONS TO RESPOND TO ISSUE  |
|---|--|--|
| 6 | Potential for new waste streams appearing at the landfill, such as forestry waste, construction and demolition waste, agricultural waste, hazardous wastes, e-waste and the opportunities or issues this may bring                     | <ul style="list-style-type: none"> <li>● Establish landfill reception area for diverted materials</li> <li>● Provide a hardfill disposal area for sorting construction and demolition waste at the landfill</li> <li>● Annually monitor landfill composition through waste audits</li> <li>● Work with local businesses, community groups, Maraes and contractors to identify diversion opportunities; such as working with farmers to encourage Plasback collection</li> <li>● Work with communities, particularly in rural areas, to develop and support community-based waste management systems including the potential provision of a community run reuse/recovery shop at the landfill site</li> <li>● Undertake a cost benefit analysis to provide a hazardous waste storage facility at the Wairoa landfill for temporary storage of hazardous material</li> <li>● Provide an annual household hazardous / e-waste / amnesty collection day at the landfill</li> <li>● Provide regular and detailed information about waste services, waste prevention and waste reduction to the community</li> </ul> |
| 7 | Varying seasonal demands, particularly during the peak holiday season over Christmas and New Year, when the number of people in places such as Mahia can increase significantly creating additional short-term waste management issues | <ul style="list-style-type: none"> <li>● Increase level of refuse and recycling service provision to beach townships during peak seasonal periods</li> <li>● Provide public place recycling facilities in busy visitor areas such as Mahia and Wairoa and review with a view to ongoing provision, if effective and efficient</li> </ul>   |
| 8 | Increasing demand for waste services in areas such as the Mahia Peninsula by residents and visitors  | <ul style="list-style-type: none"> <li>● Increase level of refuse and recycling service provision to Mahia e.g. investigate and provide permanent recycling drop off facility, increased frequency of collections</li> <li>● Maintain existing drop-off points for diverted material in beach townships and investigate the feasibility of establishing recycling drop-off points at suitable locations for rural resident use, including trialling new locations</li> </ul>   |

## PART B

### 1 ACTION PLAN

#### 1.1 ACTION PLAN

The proposed action plan shows how Council's proposed actions address the key issues and how the activities will be funded.



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**Table 4 Proposed WMMP Action Plan – showing both existing and new actions**

| OBJECTIVE   | ACTION  | NEW/EXISTING | IMPLEMENTATION TIMEFRAME | FUNDING SOURCE                    |
|---|---|--------------|--------------------------|-----------------------------------|
| 1. Provide effective and efficient waste minimisation and management services supported by the right funding mechanisms | Provide regular and detailed information about waste services, waste prevention and waste reduction to the community  | Existing     | Ongoing                  | Rates<br>Levy                     |
|   | Increase level of refuse and recycling service provision to beach townships during peak seasonal periods  | New          | 2018 and ongoing         | Refuse bag sales<br>Rates<br>Levy |
|   | Review user charges (refuse bag price and landfill gate fees) to encourage appropriate use of the kerbside service and ensure fair cost recovery through user charges | New          | 2018/19                  | Gate fees<br>Refuse bag sales     |
|   | At the next contract renewal develop mechanisms with the contractor for dealing with the volatility of commodity markets and include in the contract                  | New          | 2018                     | Rates                             |
|   | Prepare a strategy for the future provision of kerbside collection services during the term of the next kerbside collection contract                                  | New          | 2018 - 2020              | Rates                             |
|   | Continue to regularly assess options for ongoing waste disposal that include both use of the Wairoa Landfill and alternative landfills                                | Existing     | Ongoing                  | Rates                             |
|   | Manage the landfill asset as a centre for a range of waste minimisation activities  | Existing     | Ongoing                  | Rates                             |
|   | <ul style="list-style-type: none"> <li>Establish landfill reception area for diverted materials</li> </ul>  | New          | 2018/19                  | Gate fees<br>Levy                 |

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| OBJECTIVE  | ACTION  | NEW/EXISTING          | IMPLEMENTATION TIMEFRAME | FUNDING SOURCE |
|--|---|-----------------------|--------------------------|----------------|
|  | <ul style="list-style-type: none"> <li>Improve public access to greenwaste recovery area</li> </ul>   | Existing              | Ongoing                  | User charges   |
|  | Provide a hardfill disposal area for sorting construction and demolition waste at the landfill  | New                   | 2018-2020 and ongoing    | Rates          |
|  | Provide public place recycling facilities in busy visitor areas such as Mahia and Wairoa and review with a view to ongoing provision if effective and efficient   | Existing              | Ongoing                  | Levy           |
|  | Investigate the potential for a commercial recycling collection in urban parts of the District  | Existing              | Ongoing                  | User charges   |
|  | Collaborate with Gisborne District Council on initiatives that will benefit both Districts including utilisation of the Wairoa landfill, WMMP alignment to promote waste management and minimisation, and waste procurement | Expansion of existing | 2018 and ongoing         | Rates          |
| 2. Our community is informed and educated about waste minimisation, recycling and re-use opportunities in the District | Provide educational programmes such as Enviroschools and support other programmes aimed at waste management and minimisation and sustainability   | New                   | 2018/19                  | Rates          |
|  | Work with communities, particularly in rural areas, to develop and support community-based waste management systems including the potential provision of a community run reuse/recovery shop at the landfill site           | Existing              | Ongoing                  | Rates<br>Levy  |
|  | Work with local businesses, community groups, Maraes and contractors to identify any other materials that could be included in recycling systems; such as working with farmers to encourage a shared Plasback collection    | Expansion of existing | Ongoing                  | Rates          |
|  | Provide regular and detailed information about waste services, waste prevention and waste reduction to the community  | Existing              | Ongoing                  | Rates<br>Levy  |

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| OBJECTIVE   | ACTION  | NEW/EXISTING | IMPLEMENTATION TIMEFRAME | FUNDING SOURCE            |
|---|---|--------------|--------------------------|---------------------------|
| 3. Avoid or mitigate any adverse effects on public health and the environment | Investigate options for effective enforcement such as delegating to community groups and/or contractor. Review performance of enforcement activity regularly and consult with community to identify key issues to focus enforcement | Existing     | Ongoing                  | Fines<br>Rates            |
|   | Continue to provide kerbside refuse and recycling collection services in Wairoa   | Existing     | Ongoing                  | Rates<br>Refuse bag sales |
|   | Continue existing litter bin and loose litter clearance   | Existing     | Ongoing                  | Rates                     |
|   | Continue to provide a collection service for illegal dumping  | Existing     | Ongoing                  | Rates                     |
|   | Investigate alternatives for disposing of dewatered sludge to the Wairoa Landfill   | New          | 2018/2021                | Rates                     |
|   | Provide an annual household hazardous / e-waste / amnesty collection day at the landfill  | New          | 2018/19 and ongoing      | Rates                     |
|   | Undertake a cost benefit analysis to provide a hazardous waste storage facility at the Wairoa landfill for temporary storage of hazardous material  | New          | 2020/21                  | Rates                     |
|   | Regularly monitor landfill composition through waste audits   | New          | 2018/19 and ongoing      | Rates                     |

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| OBJECTIVE  | ACTION  | NEW/EXISTING | IMPLEMENTATION TIMEFRAME | FUNDING SOURCE        |
|--|---|--------------|--------------------------|-----------------------|
| <p>4. Our community has opportunities to minimise waste and maximise the diversion of material through reduction reuse, recycling and recovery (in priority order)</p> | <p>Maintain existing drop-off points for diverted material in beach townships and investigate the feasibility of establishing recycling drop-off points at suitable locations for rural resident use, including trialling new locations</p> | <p>New</p>   | <p>2018 ongoing</p>      | <p>Rates<br/>Levy</p> |

## **2 FUNDING**

### **2.1 FUNDING THE PLAN**

The action plan will be funded using the suite of tools available to Council in the delivery of solid waste services. The activities will be funded by:

- general rates
- targeted rates
- fees and charges (including gate fees, licensing fees, user pays)
- subsidies and grants
- debt (if required).

The cost of the provision of waste services is expected to remain relatively stable at \$1.3 million per annum.

### **2.2 WASTE MINIMISATION LEVY FUNDING EXPENDITURE**

Council will continue to use the Waste Minimisation Levy funding income to fund waste education, investigations, trials, and to fund capital expenditure for diversion facility upgrades.

### **2.3 GRANTS**

Section 47 of the Waste Minimisation Act gives councils the ability to give grants to a person, organisation or group to promote or achieve waste management and minimisation. Under this WMMP the Council will give grants at its discretion and on any terms of condition it deems appropriate provided there is an allocated and approved budget for that activity.

## **3 MONITORING, EVALUATING AND REPORTING PROGRESS**

### **3.1 MONITORING AND EVALUTATION**

The Council intends to monitor and report on progress regarding the WMMP. Accurate information on how services provided by Council are performing is essential for monitoring the effectiveness of the Plan's vision, objectives, goal s and methods and planning for future demand.

Council will review its key performance indicators as part of the 2018-2028 Long Term Plan. Monitoring and performance data will be gathered through community satisfaction surveys, Council records (Call Centre records, KPIs, etc.) and contractors. Progress against targets will be reported through Council publications, website and the annual report.

### **3.2 REPORTING**

The Council will report progress of the implementation and effectiveness of this WMMP through:

- Annual Reports
- Council's website.

The Council will also provide progress reports of expenditure of its waste levy funds to the Ministry for the Environment.

## 4 GLOSSARY

### 4.1 KEY DEFINITIONS AND ABBREVIATIONS

|  |  |
|--|--|
| <b>Clean fill/clean fill material</b>        | Inert materials disposed of, into or onto land, at a consented clean fill. Materials typically include construction and demolition waste such as concrete, uncontaminated soil and rock.   |
| <b>Commercial waste</b>                      | Waste from premises used wholly or mainly for the purposes of trade or business, recreation or entertainment, excluding mines, quarries and agricultural waste. May also include some household waste collected by commercial operators  |
| <b>Diverted material</b>                     | Anything no longer required for its original purpose and, but for commercial or other waste minimisation activities, would be disposed of or discarded, and includes any materials that are recyclables, compostable, or can be recovered and/or reused, as determined by the Council by resolution  |
| <b>Hazardous waste</b>                       | Waste that is potentially harmful to human and/or environmental health. It typically has one or more of the following hazard properties: explosive, flammable, oxidising, corrosive, radioactive, toxic or ecotoxic, or it may react with air or water to have one of these properties   |
| <b>Household waste</b>                       | Solid waste generated by households. Household waste does not include divertible waste, hazardous waste, commercial waste, prohibited waste, trade waste or liquid waste of any nature, or any material banned or prohibited under the Council's solid waste bylaw   |
| <b>Organic waste</b>                         | Compostable materials that are organic in origin and appropriate to be used as feedstock for composting, and includes greenwaste and food waste  |
| <b>Recycling</b>                             | The reprocessing of waste or diverted material to produce new materials  |
| <b>Reuse shops</b>                           | Items that are salvaged or diverted from the waste stream, undergo little or no modification and are sold at shops run by the community or territorial authorities   |
| <b>Sewage treatment residuals</b>            | Solid wastes generated through the process of wastewater treatment   |
| <b>Solid Waste Analysis Protocol (SWAP):</b> | A study to determine the composition of waste as described by the Ministry for the Environment   |
| <b>Transfer Station (TS)</b>                 | A facility where solid waste materials such as residual waste, construction and demolition waste, recyclables, organics waste and household hazardous wastes are delivered for consolidation before being taken away for treatment, processing, recycling or disposal  |
| <b>Waste</b>                                 | Anything disposed of or discarded, and <ul style="list-style-type: none"> <li>● includes a type of waste that is defined by its composition or source (for example, organic waste, electronic waste, or construction and demolition waste)</li> <li>● to avoid doubt, includes any component or element of diverted material, if the component or element is disposed of or discarded</li> </ul> |
| <b>Waste disposal levy</b>                   | A levy imposed under the Waste Minimisation Act 2008 on waste  |
| <b>Waste minimisation</b>                    | The reduction of waste and the reuse, recycling and recovery of waste and diverted material  |

## APPENDIX A OPTIONS ASSESSMENT

Table 5 below expands on the issues listed in Part 5 and presents options that Council could introduce to address those issues. The options cover education, regulation and service provision options that are then assessed for alignment with the vision, goals and objectives, costs and ease of implementation.

**Table 5 Options assessment**

|    | ISSUE   | DESCRIPTION   | APPROACH | OPTIONS  | ALIGNS WITH VISION, GOALS & OBJECTIVES | COST | EASE OF IMPLEMENTATION | COMMENTARY   |
|----|---|---|----------|--|--|------|------------------------|--|
| 1. | Low participation rate in council's kerbside refuse | Some customers in Wairoa prefer to dispose of their waste directly at the Wairoa landfill rather than | Educate  | a) Provide information to the community on the benefits of using the kerbside collection service | High                                   | Low  | Simple                 | Education and information sharing is an on-going approach that Council uses and is an easy option to implement at a relatively low cost to encourage a change in behaviour.<br>This would need to be provided in conjunction with any change in landfill charges, cost and/or methodology for the delivery of the kerbside collection service. |

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|  | ISSUE               | DESCRIPTION   | APPROACH | OPTIONS  | ALIGNS WITH VISION, GOALS & OBJECTIVES | COST | EASE OF IMPLEMENTATION | COMMENTARY  |
|--|---------------------|---|----------|--|--|------|------------------------|---|
|  | collection service. | using the kerbside collection service which is impacting on the affordability of the kerbside collection service. A rates subsidisation may be required in the future. High public use of the landfill also increases the risk of a health and safety incident at the landfill. | Regulate | b) Review user charges, refuse bag price and the minimum landfill gate fees to ensure fair cost recovery | Medium                                 | Low  | Relatively simple      | <p>The community may be encouraged to use the kerbside collection service either through an increase in the minimum charge at the landfill or a decrease in the refuse bag price.</p> <p>However, an increase in the minimum charge at the landfill may need to be significant to discourage the direct drop-off of residential refuse at the landfill and provide encouragement to the community to use the kerbside collection service.</p> <p>Change may need to be implemented through a number of step changes to the charge until enough customers are incentivised to use the kerbside service.</p> <p>During the term of the next kerbside collection contract it would be beneficial to collate data, complete an analysis of fair cost recovery through user charges and prepare a strategy for the future provision of the kerbside collection services.</p> <p>There is a possibility of an increase in illegal dumping, although this has been shown to be minor when similar changes have been implemented elsewhere. This can be mitigated by advertising the other services available. Additional enforcement resources could also be required in the short-term.</p> |



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|-------|-------------|----------|---|--|------|------------------------|---|
|       |             |          | c) Prepare a strategy for the future provision of kerbside collection services during the term of the next kerbside collection contract | Medium                                 | Low  | Simple                 | A strategy will guide the future provision and decision making on kerbside collection services in the District.   |
|       |             | Service  | d) Discontinue the kerbside collection service  | Low                                    | Nil  | Relatively complex     | This option is not supported as it does not align with the Council's obligation under the Waste Minimisation Act 2008 to ensure that collection services are provided to meet the demand for services, either by the Council or otherwise. There are limited private service providers in Wairoa meaning that if a kerbside service was not available then there are limited options for those that want to continue with the kerbside service. |

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|-------|-------------|----------|--|--|------|------------------------|--|
|       |             |          | e) Cease acceptance of refuse bags dropped off by the public at the landfill | High                                   | Low  | Relatively simple      | <p>This option will reduce the risk to Council and the public of a health and safety incident occurring at the landfill.</p> <p>A kerbside collection service already operates. For those who don't have ready access to this, service alternatives may be enhanced or introduced e.g. drop off facilities established, frequency of the kerbside collection increased over peak seasonal periods.</p> <p>There is a possibility of an increase in illegal dumping, although this has been shown to be minor when similar changes have been implemented elsewhere. This can be mitigated by advertising the other services available. Additional enforcement resources could also be required in the short-term.</p> |

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|  | ISSUE | DESCRIPTION | APPROACH | OPTIONS   | ALIGNS WITH VISION, GOALS & OBJECTIVES | COST   | EASE OF IMPLEMENTATION | COMMENTARY  |
|--|-------|-------------|----------|---|--|--------|------------------------|---|
|  |       |             |          | f) Introduce a rates-funded district-wide kerbside bin collection service | High                                   | Medium | Relatively complex     | <p>The introduction of a bin collection service has a number of advantages for residents and the contractor:</p> <ul style="list-style-type: none"> <li>● Convenience of service attracts customers</li> <li>● Ease of storage of refuse</li> <li>● Health and safety legislative change particularly in relation to manually handling of waste</li> <li>● Reduced health and safety risk due to the use of a mechanical collection methodology</li> <li>● Increased awareness of the environmental impact of plastic bags supports the use of multiple use bins</li> </ul> <p>Disadvantages include:</p> <ul style="list-style-type: none"> <li>● The cost of a bin collection service is more than a bag collection service</li> <li>● The capital cost of the bins (however over the life of the bins this is cheaper than the cost of single use bags)</li> </ul> <p>The community would have to be consulted with over any change from a bag to a bin collection service.</p> <p>Any change in collection methodology could be assessed through the tender process when the current contract term expires.</p> |

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|-------|--|----------|--|--|--------|------------------------|---|
| 2.    | Ensuring the long-term affordability of the Wairoa Landfill. | Regulate | a) Increase the charges at the landfill to ensure fair cost recovery   | Medium                                 | Medium | Relatively simple      | <p>There are a number of funding mechanisms available to the Council to pay for waste services including general rate, targeted rate, user charges and waste minimisation levy funds. The Council uses a number of these to pay for the services it delivers.</p> <p>The choice of funding mechanism is related to who benefits from the service and is also related to incentivising residents', businesses' and visitors' behaviour to reduce waste disposal.</p> <p>Increasing landfill charges may result in a reduction of refuse going through the gate as residential customers change to using Council's kerbside collections more fully (refer commentary above under issue 1).</p> <p>It would be beneficial to collate data, complete an analysis of fair cost recovery through user charges and prepare a strategy for the future provision of the kerbside collection services during the term of the next kerbside collection contract.</p> |
|       |  |          | b) Review refuse bag user charges and the minimum landfill gate fees to ensure fair cost recovery through user charges | Medium                                 | Low    | Relatively simple      | Refer commentary above and for Issue 1.   |

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|-------|-------------|----------|--|--|------|------------------------|---|
|       |             | Service  | c) Collaborate with Gisborne District Council to investigate opportunities that would benefit both Districts including: GDC waste to be sent to the Wairoa landfill; aligned WMMP vision, goals and objectives to promote waste management and minimisation; waste procurement | High                                   | Low  | Relatively simple      | Increasing the tonnage at the landfill by bringing waste from GDC will have a positive impact on the financial viability and sustainable operation of the landfill.<br>A shared service/service level agreement will need to be in place with clear performance measures.<br>Alignment of both of the Councils' WMMP vision, goals and objectives and the ability to collaborate through procurement will benefit both Districts. |
|       |             |          | d) Use the findings of the landfill review to drive a revised contract that will enable the financial sustainability of the landfill   | High                                   | Low  | Simple                 | (Refer to the Section 17A review report).   |

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| ISSUE | DESCRIPTION  | APPROACH  | OPTIONS   | ALIGNS WITH VISION, GOALS & OBJECTIVES   | COST | EASE OF IMPLEMENTATION | COMMENTARY   |  |
|-------|--|---|---|--|------|------------------------|--|--|
|       |  |   | e) Continue to regularly assess options for ongoing waste disposal that include both use of the Wairoa Landfill and alternative landfills | Medium   | Low  | Relatively simple      | Regularly assessing options for waste disposal will enable Council to assess if its landfill services are sustainable and cost effective or whether an alternative option would better service the future needs of the District. |  |
| 3.    | Potential for increasing costs when the waste services contract is retendered. | The current waste services contract has been in place for 11 years. The level of change in the waste industry and practices, Council's financial position and customer expectations | Educate   | a) Inform the community about the kerbside collection services and how they operate so as to ensure effective and efficient waste management and minimisation occurs | High | Low                    | Simple   | Education and information sharing is an on-going approach that Council uses and is an easy option to implement at a relatively low cost to encourage a change in behaviour. This would need to be provided in conjunction with any change in landfill charges, cost and/or methodology for the delivery of the kerbside collection service e.g. moving to the bin collection service, reminding residents about how and what can be recycled.<br>(Refer commentary above under issue 1). |

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|-------|--|----------|--|--|---------------|------------------------|--|
|       | will have a significant impact on the nature of the future contract, price and how waste services are delivered. | Regulate | b) Contract specifications and procurement reflect a focus on good practice for waste management, resource recovery and landfill operations rather than a focus on cost to deliver the service | Medium                                 | Medium - High | Medium                 | Significant changes in good practice in waste management have occurred over the duration of the current contract. A new contract will need to incorporate updated good practice to ensure waste is managed to protect human health and safety and the environment as well resource recovery.<br>(Refer commentary above under issues 1 and 2). |
|       |  |          | c) Prepare a strategy for the future provision of kerbside collection services during the term of the next kerbside collection contract  | Medium                                 | Low           | Simple                 | A strategy will guide the future provision and decision making on kerbside collection services in the District.  |

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|-------|-------------|----------|--|--|--------|------------------------|--|
|       |             |          | d) Review refuse bag user charges and the minimum landfill gate fees to ensure fair cost recovery through user charges | Medium                                 | Low    | Relatively simple      | Refer to commentary for Issue 1 and 2.   |
|       |             | Service  | e) Do not recover all costs for the operation of waste services contract   | Low                                    | High   | Relatively simple      | Council would need to make a conscious decision not to recover full costs in order to sustain the provision of some waste services.<br>Impact on Council's overall financial position would need to be considered.<br>(Refer commentary above under issues 1 and 2).   |
|       |             |          | f) Investigate changing the level of service provided to the community   | Low-medium                             | Medium | Relatively simple      | Investigating in detail the current levels of service, community satisfaction, where current levels of service are not meeting demand, can be done relatively easily.<br>However any changes to levels of service will require consultation with the community. Changes to levels of service could also trigger a review under Section 17A of the Local Government Act.<br>(Refer commentary above under issue 1). |



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|-------|---|--|----------|---|--------|------------------------|--|---|
| 4.    | The amount of divertible material continuing to be landfilled even with recycling and greenwaste services being provided. | Users are not fully utilising the services already available for recycling, greenwaste and additional service could be provided to divert more of these materials from landfill. | Educate  | a) Provide regular and detailed information about waste services, waste prevention and waste reduction to the community | High   | Low                    | Simple   | Education and information sharing is an on-going approach that the Council uses.  |
|       |   |  |          | b) Establish a grant scheme to support community initiatives focused on waste minimisation                              | Medium | Low                    | Relatively simple  | Grant schemes can provide seed finding for waste minimisation initiatives that support the Council's WMMP targets and objectives. Some councils in New Zealand utilise waste minimisation levy funds received to provide grants for developing business and community-based resource recovery centres and activities.   |
|       |   |  | Regulate | c) Through a solid waste bylaw restrict / ban specific types of waste in kerbside collection bags and crates            | High   | High                   | Complex and lengthy timeframes to get from inception to implementation | This option will have compliance/monitoring costs that may end up wasting time and resource. This is because the source of non-compliance will be difficult to determine with the certainty required to enable infringement notices/fines to be issued. There will be high costs associated with the drafting of the appropriate policy/bylaw, consultation, hearing and socialisation of such a ban.<br><br>In addition, the Council would need alternatives in place for the acceptance of any banned materials e.g. transfer station, processing facilities. |

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|-------|-------------|----------|--|--|--------|--|--|
|       |             | Service  | d) Investigate the provision of additional recycling drop off points or facilities including at the landfill: <ul style="list-style-type: none"> <li>● establishing a reception area for diverted materials</li> <li>● improving access to the greenwaste recovery area at the landfill</li> <li>● providing a hardfill disposal area for sorting construction and demolition waste</li> </ul> | High                                   | Medium | Relatively complex, requires suitable sites, consents and contracts to service sites | <p>Provision of additional recycling/greenwaste drop of points is subject to Council having the right land in the right location to accept such a land use without impacting on its neighbours and comply with planning provisions. If Council does not own land in the right location it will need to either acquire or lease land and resource consent may be needed. If Council entered into an agreement with a landowner with property in the right place, the opportunity could be maximised e.g. collection points at entry/ exist points of small townships, at service stations, supermarkets, outside schools and in locations that will encourage broad use of the facilities.</p> <p>In addition, there is the opportunity to increase diversion of a number of waste streams that are currently disposed of to the landfill e.g. greenwaste, construction and demolition waste. Diversion activities could be phased in over time using the “do a little do a lot” premise.</p> |

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|-------|--------------------------------------|--|--|--|------------|------------------------|--|--|
|       |                                      |  | e) Provide an opportunity for a social enterprise reuse shop at the landfill provided appropriate infrastructure is in place | Medium   | Low-medium | Relatively simple      | Provides the ability for the community to get involved<br>Need to consider the level of risk and ensure that health and safety requirements can be met given the site is part of an operating landfill   |  |
|       |                                      |  | f) Manage the landfill asset as a centre for a range of waste minimisation activities  | High   | Medium     | Relatively simple      | The landfill is a hub for waste minimisation activities (recycling/re-use centre, greenwaste collection, education) that could be expanded to encourage the diversion of waste from the landfill.  |  |
|       |                                      |  | g) Increase the level of refuse and recycling service provision to Mahia   | High   | Medium     | Complex                | Kerbside collection frequency could be increased over seasonal peaks, drop-off facilities provided e.g. moloks that you need to pay in the slot to access which is good for 24/7 access for visitors.<br>Changes to levels of service require community consultation, will require changes to contracts and may require suitable sites to best provide for the increase in the level of service. |  |
| 5.    | Volatility in the commodity markets. | Volatility may result in temporary stockpiling or landfilling of some materials. | Educate  | a) Inform the community that stockpiling or landfilling may be required short term | High       | Low                    | Simple   | Education and information sharing is an on-going approach that the Council uses.<br>The community's success in recycling achievement should be celebrated when commodity markets are strong and the community kept informed of commodity downturns and Council and the contractor's management of those periods. |

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|-------|--|--|---|---|--------------|------------------------|---|--|
|       |  | Regulate   | b) Develop mechanisms with the Contract for dealing with the volatility of commodity markets and include in the contract at the next contract renewal | High  | Low - Medium | Complex                | The terms and conditions of commodity risk and its management would require negotiation with a preferred tenderer and the outcome included in the resulting contract. |  |
| 6.    | Potential for new waste streams appearing. | New waste streams such as forestry waste, construction and demolition waste, agricultural waste, hazardous waste, e-waste may emerge bringing issues and | Educate   | a) Progressively educate and target the community (residential / business / industry) on the safe disposal of new waste streams that are likely to emerge e.g. e-waste, construction and demolition waste | High         | Low                    | Simple  | Educating the relevant sectors of the community on responsible waste, recycling, recovery, treatment and disposal in advance of trends developing will enable businesses in particular to plan for future waste disposal requirements. |

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|       | opportunities with it. |          | b) Work with local businesses, community groups, Maraes and contractors to identify diversion opportunities; such as working with farmers to encourage a Plasback collection | High                                   | Low  | Simple                 | Educating and providing support to the community on waste minimisation opportunities is an on-going approach used by Council. Council can facilitate discussions and act as a go-between to encourage the use of services by third parties (e.g. Plasback) and could identify collaboration opportunities with Gisborne District Council to reduce costs of good waste management.   |
|       |                        | Regulate | c) Consider identified issues for waste streams when developing a solid waste bylaw  | Medium                                 | High |                        | Refer to Issue 4 regarding the development of a solid waste bylaw. Regulatory controls, such as a solid waste bylaw, could address the recent emerging issues including greenwaste and construction and demolition waste. Costs for coverage of these waste streams would not be high, but would form part of the overall cost associated with the drafting of the appropriate policy/bylaw, consultation, hearing and socialisation of the bylaw as indicated in Issue 4 above. |

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|-------|-------------|----------|---|--|--------|------------------------|--|
|       |             |          | d) Set landfill charges that incentivise diversion of forestry waste, construction and demolition waste, agricultural waste, hazardous waste, e-waste | High                                   | Medium | Relatively simple      | Landfill charges may incentivise greater separation of these waste streams.  |
|       |             | Service  | e) Annually monitor landfill composition through waste audits   | High                                   | Medium | Simple                 | Regular monitoring of landfill composition and reporting will help identify trends and enable an early response to be developed to avoid negative impacts on people and the environment. |

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|-------|-------------|----------|---|--|-------------|------------------------|--|
|       |             |          | f) Anticipate that the Wairoa landfill will need to accommodate an increased diversity of waste and require planning and management of the landfill accordingly through the new waste services contract | High                                   | Medium-high | Relatively complex     | <p>New waste streams will require different responses and facility management so is not easy to plan for unless trends are already emerging.</p> <p>Plan and manage the landfill as a centre for a range of waste minimisation activities. Using national experience of other councils assess potential waste streams and how these may be diverted from landfill.</p> <p>Establishment of a reception area for diverted materials, provision of a hardfill disposal area for sorting construction and demolition materials, development of a reuse/recovery shop, hazardous waste storage facility are some of the activities that may be introduced at the landfill to increase diversion.</p> |
|       |             |          | g) Support and enable where practicable, commercial operators in relation to resource recovery facilities e.g. for forestry waste, hazardous waste, farm waste e.g. plastic wrap, e-waste               | High                                   | Medium      | Complex                | Investigate commercially owned and operated resource recovery facilities in the region that recover and or process diverted materials.   |

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|-------|-------------|----------|---|--|------------|------------------------|---|
|       |             |          | h) Investigate: <ul style="list-style-type: none"> <li>– establishing a landfill reception area for diverted materials</li> <li>– providing a hardfill disposal area for sorting construction and demolition waste at the landfill</li> </ul> | High                                   | Medium     | Relatively complex     | The cost and complexity of implementing this option will depend on the nature of the area established.<br>Providing designated areas at the landfill for emerging waste streams will enable more material to be diverted from the landfill.<br>See commentary in Issue 4 above. |
|       |             |          | i) Undertake a cost benefit analysis to provide a hazardous waste storage facility at the Wairoa landfill for temporary storage of hazardous material   | Low                                    | Low-medium | Simple                 | Understanding the costs and benefits of providing temporary storage of hazardous waste will better enable Council to plan for a more permanent solution to deal with this waste stream.   |



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|-------|-------------|----------|--|--|------|------------------------|--|
|       |             |          | j) Provide an annual household hazardous/e-waste amnesty collection day at the landfill  | High                                   | Low  | Relatively simple      | Amnesties provide the community with the ability to dispose of waste that may typically have gone to landfill due to uncertainty of how and where to dispose of it. This would provide the opportunity for the safe disposal of material from these waste streams. |
|       |             |          | k) Work with communities, particularly in rural areas, to develop and support community-based waste management systems including the potential provision of a community run reuse/recovery shop at the landfill site | High                                   | Low  | Relatively simple      | Community led projects can be very successful as the community has a vested interest in the outcome.   |

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|---|---|----------|--|--|------|------------------------|---|
| 7. Varying seasonal demand on waste services. | During the peak holiday season over Christmas and New Year the number of people in places such as Mahia can increase significantly which creates additional short-term waste management issues. | Educate  | a) Provide information in appropriate public locations for visitors on how and where to responsibly dispose of waste and recycling   | High                                   | Low  | Simple                 | Education and information sharing is an ongoing approach that Council uses and is an easy option to implement at a relatively low cost. |
|   |   |          | b) Develop information that can be distributed to accommodation providers and businesses that can be given to visitors on how and where to responsibly dispose of waste over the peak period | High                                   | Low  | Simple                 | Education and information sharing is an ongoing approach that Council uses and is an easy option to implement at a relatively low cost. |

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|-------|-------------|----------|---|--|--------------|------------------------|--|
|       |             | Regulate | c) Include terms and conditions in the waste contract that identify and manage increased refuse and recycling generation during seasonal peak periods               | High                                   | Low - Medium | Complex                | The terms and conditions for the provision and management of collection services during seasonal peak periods should be assessed and included as part of the next waste contract procurement process. These will identify how the Contractor intends managing plant and resources to provide for collection of additional refuse and recycling generated over these periods.   |
|       |             | Service  | d) Provide public place recycling facilities in busy visitor areas such as Mahia and Wairoa and review with a view to ongoing provisions if effective and efficient | High                                   | Medium       | Relatively simple      | Additional bins and drop off facilities provided on Council owned land will enable better collection of waste during both the peak seasonal periods and year-round. These are unlikely to require consent to install and operate.<br>Additional drop off points may reduce the number of additional kerbside collections needed over the peak seasonal periods.<br>Additional drop off facilities may discourage any illegal dumping.<br>By reviewing the provision of the service an appropriate ongoing level of service can be determined and provided. |
|       |             |          | e) Increase level of refuse and recycling service provision to beach townships during peak seasonal periods   | High                                   | Medium       | Simple                 | Include terms and conditions in the waste contract that identify and manage seasonal peak periods and increased waste generated for collection.<br>Additional collections may encourage better waste disposal behaviour and avoid illegal dumping.   |

# WAIROA

| ISSUE | DESCRIPTION  | APPROACH | OPTIONS  | ALIGNS WITH VISION, GOALS & OBJECTIVES | COST         | EASE OF IMPLEMENTATION | COMMENTARY   |
|-------|--|----------|--|--|--------------|------------------------|--|
|       |  |          | f) Introduce a rates-funded district-wide kerbside bin collection service  | High                                   | Medium       | Relatively complex     | Wheelie bin services can provide greater capacity for refuse and recycling collection.<br>There are a number of advantages provided by wheelie bins over the use of refuse bags and recycling crates. For detail about these refer to the commentary under issue 1 above.  |
| 8.    | Increasing demand for waste services in areas such as the Mahia Peninsula by residents and visitors. The combination of residents and an increase in visitors to the Mahia Peninsula is resulting in an increased demand for waste services. | Educate  | a) Provide regular and detailed information about waste services   | High                                   | Low          | Simple                 | Refer commentary under issues 1 and 7 above.   |
|       |  | Regulate | b) Include terms and conditions in the waste contract that identify and manage increased refuse and recycling generation | High                                   | Low - Medium | Complex                | Refer commentary under issue 7 above.  |
|       |  | Service  | c) Provide a transfer station at Mahia   | Medium                                 | High         | Relatively complex     | A transfer station will require Council to already have the land in an appropriate location or to lease suitable land. It is likely that consents will be required to operate the transfer station. A permanent transfer station would assist with waste management over the peak visitor season (refer commentary under issue 7 above). |

# WAIROA

| ISSUE | DESCRIPTION | APPROACH | OPTIONS  | ALIGNS WITH VISION, GOALS & OBJECTIVES | COST       | EASE OF IMPLEMENTATION | COMMENTARY  |
|-------|-------------|----------|--|--|------------|------------------------|---|
|       |             |          | d) Increase level of refuse and recycling service provision to Mahia e.g. investigate and provide permanent recycling drop off facility, increased frequency of collection | Medium                                 | Medium     | Relatively simple      | Refer commentary under issue 7 above.   |
|       |             |          | e) Provide additional recycling crates to increase the capacity available to users   | Low                                    | Low-medium | Relatively simple      | The Council's contractor could make available additional recycling crates for those households that require greater capacity. The crates can either be offered free of charge or charged to the household. Increased capacity will increase recyclables diverted. |

# WAIROA

|  | ISSUE | DESCRIPTION | APPROACH | OPTIONS  | ALIGNS WITH VISION, GOALS & OBJECTIVES | COST       | EASE OF IMPLEMENTATION | COMMENTARY   |
|--|-------|-------------|----------|--|--|------------|------------------------|--|
|  |       |             |          | f) Maintain existing drop-off points for diverted material in beach townships and investigate the feasibility of establishing recycling drop-off points at suitable locations for rural resident use, including trialing new locations | Medium                                 | Low-medium | Relatively simple      | Investigating additional recycling drop-off points for rural residents and trialing them will enable Council to determine the costs and benefits in providing the service which is aligned with the vision, goals and objectives of this WMMP. |

**APPENDIX B 2012 WASTE ASSESSMENT**

## Population Health Service



26 January 2018

Luke Knight  
Property Manager  
Wairoa District Council  
PO Box 54  
Wairoa 4160

Dear Luke

### **REVIEW OF THE WAIROA DISTRICT COUNCIL WASTE ASSESSMENT**

Thank you for providing a copy of the Wairoa District Council Waste Assessment Report being used to inform the current review of the Wairoa District Council's Waste Management and Minimisation Plan (WMMP). The rationale given for continuing to use the 2012 assessment is that the activities undertaken by Council in the areas of waste management have not changed significantly since the assessment was undertaken. While a full review of the Waste Assessment may not be necessary, it is important the information used for planning purposes is reliable and reasonably update, therefore Council may wish to append updated information to the Waste Assessment document when undertaking further review of the WMMP.

As noted in the assessment, under the Waste Minimisation Act 2008 Council needs to "promote effective and efficient waste management and minimisation". The 2012 assessment identified there was a decrease in the total quantity of waste going to the Wairoa landfill between 2006/07 and 2010/11. The draft WMMP shows the total amount of waste going to landfill in 2016/17 is similar to the volume in 2010/11, with 2011/12 and 2013/14 both showing decreases in landfill volumes of waste. Council may wish to explore further if particular factors may have led to the decreases during these two periods to inform future activities. Although the volume of material to landfill has not shown sustained reductions, the draft WMP indicates the amount of diverted material has increased.

The Population Health Service supports the principles of reduction and reuse as the most important waste minimisation strategies. These waste reduction methods often use less energy and are less polluting than methods further down the waste minimisation hierarchy. However, these options cannot always be used for all waste, so Council's intentions to continue exploring recycling options are appropriate.

The waste assessment provides estimations of the composition of waste stream for 2011 and also



outlines some of the potential uses for diverted materials. Population Health supports the proposal in the WMMP regarding identification of markets and options for increased recycling opportunities.

Council is commended for their intentions regarding new and ongoing activities such as educational programmes and working with communities and organisations to educate and include the community in waste minimisation, recycling and re-use opportunities in the district.

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## **P O P U L A T I O N   H E A L T H   S E R V I C E**

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## **Organic waste**

The 2012 Waste Assessment identified organic waste, in particular food waste, as the largest fraction of the waste stream with potential for diversion. The draft WMMP includes options for responding to issues related to green waste but does not appear to address food waste, this is an area that should be considered further. Green waste disposal options need to cater for the whole population, in particular, the elderly and those without transport options.

We acknowledge that Council is considering a variety of new waste reduction options and support the investigation into new initiatives such as; composting bins and a cloth nappy scheme.

## **Hazardous waste**

Population Health considers the collection and management of potentially hazardous waste an important part of protecting the environment (including people) from harm. The Waste Assessment refers to the consideration of a hazardous waste facility for temporary storage of such materials being constructed at the Wairoa landfill site which does not appear to have proceeded.

It appears the only hazardous waste service currently provided in the district is the Agrecovery programme, which does not cover non-agricultural products, although the draft WMMP action plan proposes commencing an annual amnesty collection day at the Wairoa landfill for household hazardous waste and e-waste.

Population Health supports the proposed amnesty collection day but is concerned reliance on a single collection point on a single day each year will limit the ability of many members of the community to access this service; therefore Council should look at options to make this type of service more readily available to the wider community. We also encourage Council to educate the public on correct disposal methods for hazardous substances and e-waste.

## **Medical waste**

Used needles, lancets and syringes are classified as infectious, hazardous waste under the New Zealand Standard 4304:2002 and require proper handling, storage, transport and disposal to minimise the risk to individuals and the environment.

The risk of infection with harmful pathogens following community needle-stick injury is low but the health consequences of infection are serious. The greatest level of risk is presented by the wide-bore needles used by some renal patients and lancets used by diabetics to puncture the skin for blood sampling.

We remain concerned about the collection and disposal of sharps waste in the Hawke's Bay community. Given the likelihood sharps continue to be disposed of through domestic refuse, I suggest the plan should explicitly address this issue.

We would welcome further discussion with Council on practical solutions.

## **Construction and demolition waste**

Population Health believe the waste assessment needs to give more thought to the issue of construction and demolition recycling. Older properties may contain hazardous materials such as asbestos. There is also a risk from contaminated items and materials from properties used as P-Labs.

The impact on workers involved in these issues is the responsibility of their employer and is under the jurisdiction of WorkSafe New Zealand, however, potential risks to the public associated with the demolition, transportation and disposal of these types of materials needs to be considered by Council.

## **Tyres**

Large piles of used tyres creates a health risk due to fire and their potential to provide habitat for mosquitoes to breed within them, tyre fires once started can be very difficult to control and extinguish and may burn for a very long time. They produce more smoke and more toxic contaminants when they smolder than when they burn freely.

We request Council continue to monitor tyre piles in Hawke's Bay and establish controls to prevent large piles developing within or near urban areas. We note the Hastings District Council incorporated controls on tyre storage in their recent district plan.

## **Conclusion**

Population Health acknowledges the issues Wairoa District Council faces regarding the ongoing financial sustainability of the Wairoa landfill and providing a viable kerbside collection service. It is vital Council explores options to address these issues to be able to continue providing these important services for the community.

We trust the comments provided will assist the Wairoa District Council to formulate effective waste management and minimisation plans. We look forward to seeing a continuing recognition of public health in Council's solid waste management services and plans.

Thank you for the opportunity to

comment. Yours sincerely



**Dr Nicholas Jones**  
Medical Officer of Health  
Hawke's Bay District Health Board

## **APPENDIX C LEGISLATIVE CONTEXT**

### **4.1.1 THE NEW ZEALAND WASTE STRATEGY 2010**

The New Zealand Waste Strategy 2010 provides the Government's strategic direction for waste management and minimisation in New Zealand. This strategy was released in 2010 and replaced the 2002 Waste Strategy. The New Zealand Waste Strategy has two goals. These are to:

- reduce the harmful effects of waste
- improve the efficiency of resource use.

The strategy's goals provide direction to central and local government, businesses (including the waste industry), and communities on where to focus their efforts to manage waste. The strategy's flexible approach ensures waste management and minimisation activities are appropriate for local situations.

Under section 44 of the Waste Management Act 2008, in preparing their waste management and minimisation plan (WMMP) councils must have regard to the New Zealand Waste Strategy, or any government policy on waste management and minimisation that replaces the strategy. Guidance on how councils may achieve this is provided in section 4.4.3.

### **4.1.2 WASTE MINIMISATION ACT 2008**

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

The WMA introduced tools, including:

- waste management and minimisation plan obligations for territorial authorities
- a waste disposal levy to fund waste minimisation initiatives at local and central government levels
- product stewardship provisions.

Part 4 of the WMA is dedicated to the responsibilities of a council. Councils "must promote effective and efficient waste management and minimisation within its district" (section 42). Part 4 requires councils to develop and adopt a WMMP. The development of a WMMP in the WMA is a requirement modified from Part 31 of the Local Government Act 1974, but with even greater emphasis on waste minimisation. To support the implementation of a WMMP, section 56 of the WMA also provides councils the ability to:

- develop bylaws
- regulate the deposit, collection and transportation of wastes
- prescribe charges for waste facilities
- control access to waste facilities
- prohibit the removal of waste intended for recycling.

#### **WASTE DISPOSAL LEVY**

From 1 July 2009, the Waste Minimisation Act introduced a waste disposal levy on all waste disposed of at disposal facilities, currently \$10 per tonne, to:

- raise revenue for promoting and achieving waste minimisation
- increase the cost of waste disposal, to recognise that disposal imposes costs on the environment, society, and the economy.

Half of the levy money is given to territorial authorities on a population basis, and the remainder of the levy is

available via a contestable fund. The portion returned to Council can only be spent to promote or achieve waste minimisation and in accordance with a council's WMMP.

## 4.1.3 LOCAL GOVERNMENT ACT 2002

The Local Government Act 2002 (LGA) provides the general framework and powers under which New Zealand's democratically elected and accountable local authorities operate. The LGA contains various provisions that may apply to councils when preparing their WMMPs, including consultation and bylaw provisions. For example, Part 6 of the LGA refers to planning and decision-making requirements to promote accountability between local authorities and their communities, and a long-term focus for the decisions and activities of the local authority. This part includes requirements for information to be included in the long-term plan (LTP), including summary information about the WMMP.

### BYLAWS

The Act enables councils to make bylaws. A bylaw can allow for licences to collect and transport waste from households, and require reporting on the quantity, composition, and destination of waste. The Council does not currently have any bylaws relating to solid waste.

## 4.1.4 RESOURCE MANAGEMENT ACT 1991

The Resource Management Act 1991 (RMA) promotes sustainable management of natural and physical resources. Although it does not specifically define 'waste', the RMA 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. Under section 30 of the RMA, regional councils are responsible for controlling the discharge of contaminants into or on to land, air or water. These responsibilities are addressed through regional planning and discharge consent requirements. Other regional council responsibilities that may be relevant to waste and recoverable materials facilities include:

- managing the adverse effects of storing, using, disposing of and transporting hazardous wastes
- the dumping of wastes from ships, aircraft and offshore installations into the coastal marine area
- the allocation and use of water.

Under section 31 of the RMA, Council responsibility includes controlling the effects of land-use activities that have the potential to create adverse effects on the natural and physical resources of their district. Facilities involved in the disposal, treatment or use of waste or recoverable materials may carry this potential. Permitted, controlled, discretionary, noncomplying and prohibited activities, and their controls, are specified in district planning documents, thereby defining further land-use-related resource consent requirements for waste-related facilities.

In addition, the RMA provides for the development of national policy statements and for the setting of national environmental standards (NES). There is currently one enacted NES that directly influences the management of waste in New Zealand – the Resource Management (NES for Air Quality) Regulations 2004. This NES requires certain landfills (e.g. those with a capacity of more than one million tonnes of waste) to collect landfill gases and either flare them or use them as fuel for generating electricity. Unless exemption criteria are met, the NES for Air Quality also prohibits the lighting of fires and burning of wastes at landfills, the burning of tyres, bitumen burning for road maintenance, burning coated wire or oil, and operating high-temperature hazardous waste incinerators. These prohibitions aim to protect air quality.

## 4.1.5 NEW ZEALAND EMISSIONS TRADING SCHEME

The Climate Change Response Act 2002 and associated regulations is the Government's principal response to

manage climate change. A key mechanism for this is the New Zealand Emissions Trading Scheme (NZ ETS) The NZ ETS puts a price on greenhouse gas emissions, providing an incentive for people to reduce emissions and plant forests to absorb carbon dioxide.

Certain sectors are required to acquire and surrender emission units to account for their direct greenhouse gas emissions or the emissions associated with their products. Landfills that are subject to the waste disposal levy are required to surrender emission units to cover methane emissions generated from landfill. These disposal facilities are required to report the tonnages landfilled annually to calculate emissions.

## **4.1.6 CLIMATE CHANGE RESPONSE ACT 2002 (EMISSIONS TRADING) AND THE CLIMATE CHANGE AMENDMENT ACT 2008**

The Climate Change Response Act 2002, Climate Change (Waste) Regulations 2010 and Amendments to the Climate Change (Unique Emissions Factors) Regulations are implemented through the New Zealand Emissions Trading Scheme (ETS). The purpose of the ETS is to reduce the amount of greenhouse gases emitted in New Zealand. The waste sector is affected by the ETS, as those who operate landfills are required to participate in the scheme and report emissions.

Although the Council no longer operates a landfill within the District, there are implications for the Council from disposing of waste to the regional landfill.

The Climate Change Amendment Act 2008 provides for disposal facility regulations and the ETS.

## **4.1.7 LITTER ACT 1979**

Under the Litter Act 1979 it is an offence for any person to deposit litter of any kind in a public place, or onto private land without the approval of the owner. The Litter Act is enforced by territorial authorities, who have the responsibility to monitor litter dumping, act on complaints, and deal with those responsible for litter dumping. Councils reserve the right to prosecute offenders via fines and infringement notices administered by a litter control warden or officer. The maximum fines for littering are \$5,000 for a person and \$20,000 for a corporation. Council powers under the Litter Act could be used to address illegal dumping issues that may be included in the scope of a council's waste management and minimisation plan.

## **4.1.8 HEALTH ACT 1956**

The Health Act 1956 places obligations on councils (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, section 25). The Act specifically identifies certain waste management practices as nuisances (section 29) and offensive trades (Third Schedule). The Health Act enables councils to raise loans for certain sanitary works and/or to receive government grants and subsidies, where available. Health Act provisions to remove refuse by local authorities have been repealed.

## **4.1.9 OTHER LEGISLATION**

Other legislation that relates to waste management and/or reduction of harm, or improved resource efficiency from waste products includes:

- Hazardous Substances and New Organisms Act 1996
- Biosecurity Act 1993
- Radiation Protection Act 1965
- Ozone Layer Protection Act 1996
- Agricultural Chemicals and Veterinary Medicines Act 1997.

## 4.1.10 OTHER WASTE RELATED LEGISLATION

Other legislation relevant to waste management and minimisation includes:

- Health and Safety at Work Act 2015 (HSWA) is New Zealand's workplace health and safety law. HSWA sets out the principles, duties and rights in relation to workplace health and safety.
- Hazardous Substances and New Organisms Act 1996 that provides regulations and standards related to hazardous substances.
- Local Government (Rating) Act 2002.
- Health Act 1956 and its provisions for local authorities to provide for collection and disposal of refuse and other offensive matter and for the licensing of offensive trades.
- Freedom Camping Act 2011 which controls freedom camping on all land controlled or managed by a particular local authority.

### 4.1.11.1 REGIONAL POLICY STATEMENTS, REGIONAL PLANS AND STRATEGIES

The Hawkes Bay Regional Council has a Regional Policy Statement and Regional Plan which contains policies and rules relating to discharges to air, land and water, landfills and transfer stations and non-regulatory methods to control adverse effects on the environment.

## 4.1.12 INTERNATIONAL COMMITMENTS

New Zealand is party to the following key international agreements:

- Montreal Protocol - to protect the ozone layer by phasing out the production of numerous substances.
- Basel Convention - to reduce the movement of hazardous waste between nations.
- Stockholm Convention - to eliminate or restrict the production and use of persistent organic pollutants.
- Waigani Convention - bans export of hazardous or radioactive waste to Pacific Islands Forum countries.