

Research Report

Review of Waste Management and Minimisation Plan 2017 - 2023

1 Purpose

To describe and discuss the review of the Waste Management and Minimisation Plan 2017 – 2023.

2 Context and Situation

Under section 50 of the Waste Minimisation Act 2008, the Council's Waste Management and Minimisation Plan 2017 - 23 (WMMP) is due for review by 18 May 2023. The Council is required to consider whether the WMMP should continue with or without amendment.

2.1 Council's role relating to solid waste

Under the Waste Minimisation Act 2008:

- Council is required to “*encourage waste minimisation and a decrease in waste disposal in order to protect the environment from harm; and to provide environmental, social, economic and cultural benefits*”.
- Council must promote effective and efficient waste management and minimisation within its district by adopting a waste management and minimisation plan.

To support the purpose of local government and the Waste Minimisation Act 2008, Council has discretionary functions to regulate solid waste under the following Acts:

- Local Government Act 2002, section 146
- Waste Minimisation Act 2008, section 56
- Health Act 1956, section 64
- Litter Act 1979, section 12.

2.1.1 Waste Minimisation Act 2008

Section 43 of the Waste Minimisation Act 2008 requires Council to adopt a Waste Management and Minimisation Plan. The waste management and minimisation plan must provide for the following:

- objectives, policies, and methods for achieving effective and efficient waste management and minimisation, including:
 - collection, recovery, recycling, treatment, and disposal services for the district to meet its current and future waste management and minimisation needs
 - any waste management and minimisation facilities provided, or to be provided
 - any waste management and minimisation activities, including any educational or public awareness activities, provided, or to be provided
- how implementing the plan is to be funded
- framework for making grants or advance of money (under section 47 of the Waste Minimisation Act 2008).

Under section 50 of the Waste Minimisation Act 2008, Council must review their Waste Management and Minimisation Plan every six years. On 18 May 2017 Council adopted the *Waste Management and Minimisation Plan 2017 -2023* (WMMP). Therefore, the plan is due for review before the 18 of May 2023.

Before undertaking a review of the WMMP, Council must undertake a waste assessment as per the requirements under section 51 of the Waste Minimisation Act 2008.

2.1.2 Local Government Act 2002

Under section 10 of the Local Government Act 2002, the purpose of local government is to “... promote the social, economic, environmental, and cultural wellbeing of communities, in the present and for the future”.

Accumulation of solid waste can have a negative effect on a community’s wellbeing through direct impacts, such as affecting the physical health of people and causing environmental harm. However, accumulation of solid waste can also lead to loss of amenity and poor mental health, affecting the social and economic wellbeing of communities.

3 Objectives

3.1 Purpose of review

To determine whether the Waste Management and Minimisation Plan 2017-2023 is still the most appropriate way to manage waste minimisation in the Far North District as per section 50 of the Waste Minimisation Act 2008.

3.2 Review objectives

- To undertake a waste assessment as per the requirements of section 51 of the Waste Minimisation Act 2008.
- To evaluate the Waste Management and Minimisation Plan 2017-2023.
- To identify if the Waste Management and Minimisation Plan 2017-2023
 - meets current legislative requirements,
 - aligns with the current central government direction.

4 Scope

4.1 In scope

Waste minimisation goals and activities in the Far North District which are a function of Council to control or address.

Waste as defined in the Waste Minimisation Act 2008:

- any thing disposed of or discarded; and
- includes a type of waste that is defined by its composition or source (for example, organic waste, electronic waste, or construction and demolition waste); and
- to avoid doubt, includes any component or element of diverted material, if the component or element is disposed of or discarded.

4.2 Out of scope

- Waste in liquid form such as:
 - Trade Waste as any liquid, with or without matter in suspension or solution, that is or may be discharged from a Trade Premises to the COUNCIL’s Sewerage System.
- Regulation and enforcement of waste disposal as this is a function of the Solid Waste Bylaw and legislation such as the Litter Act 1979.

5 Review of Waste Management and Minimisation Plan

5.1 Purpose of current waste management and minimisation plan

The purpose of the WMMP is to:

- describe Council’s vision for solid waste management and minimisation for the Far North District and how it will meet its long-term strategic goals for these
- identify objectives that will establish the strategies and policies to support the achievement of the goals as well as targets so that Council can measure how well it is progressing towards achieving its waste management and minimisation goals
- provide information on how Council intends to fund the activities of this WMMP over the next 6 years to 2023.

5.2 Compliance with governing legislation

Under section 44 of the Waste Minimisation Act 2008, Council must have regard to the New Zealand Waste Strategy. The WMMP was made in accordance with the Waste Minimisation Act 2008 and the New Zealand Waste Strategy 2002.

Central government is proposing to create new legislation to replace the Waste Minimisation Act 2008 and the Litter Act 1979. The new legislation aims to:

- improve consistency in waste management
- strengthen the waste levy
- increase regulatory powers to control products and materials
- improve how the waste industry operates
- change how we all treat waste
- change how we monitor and enforce the Act.

The draft Bill is planned to be introduced into the house in early 2024 with the legislation enacted in 2025. The WMMP may need to be amended to align with the new legislation.

5.2.1 Waste Strategy 2023

In March 2023, the government released a new Waste Strategy¹ with a new vision *“By 2050, Aotearoa New Zealand is a low-emissions, low-waste society, built upon a circular economy. We cherish our inseparable connection with the natural environment and look after the planet’s finite resources with care and responsibility”*.

The guiding principles are:

- Take responsibility for how we make, use, manage and dispose of things.
- Apply the waste hierarchy preferences to how we manage materials.
- Protect and regenerate the natural environment and its systems.
- Deliver equitable and inclusive outcomes.
- Ensure our systems for using, managing and disposing of materials are financially sustainable.
- Think across systems, places and generations.

The Waste Strategy is enriched by te ao Māori stating:

In te ao Māori, the fundamental concept of whakapapa is closely linked and adds further richness. Whakapapa can be broadly described as the kinship between all living things: past, present and future. Whakapapa not only exists between people but between people and the planet. That kinship creates connection, respect and responsibility.... In this way, whakapapa gives rise to kaitiakitanga – our stewardship responsibility to actively care for the environment around us.

The Waste Strategy has prioritised reducing emissions by:

- reducing organic waste being sent to landfill
- ensuring old disposal sites are managed to reduce erosion and flood damage.

The Waste Strategy will also include an Action and Investment Plan (AIP) which will be reviewed every five years. The AIP will be developed in consultation with councils and the waste management section. The AIP will outline the immediate priorities for the next five years in different geographical areas, communities, material streams and risk areas.

The WMMP continues to align with some components of the new Waste Strategy for example, the emphasis on following the waste hierarchy. However, the WMMP does not:

- explicitly align with te ao Māori
- prioritise reducing emissions
- deliver equitable and inclusive outcomes

¹ The Waste Strategy <https://environment.govt.nz/assets/publications/Te-rautaki-para-Waste-strategy.pdf>

Therefore, the WMMP should be amended to align with the Waste Strategy 2023. The WMMP may also need to be amended based on the AIP.

5.2.2 Transforming Recycling Proposals

A WasteMINZ (May 2020)² report reviewed kerbside rubbish collections around New Zealand. Based on the key recommendations of the report, central government announced³ (in March 2023) changes to the way in which waste is collected. The changes follow the Transforming Recycling consultation in 2022.

Council submitted on the Transforming Recycling Proposals in May 2022. The proposals consisted of three parts:

- Container Return Scheme
- Household kerbside recycling
 - Standardising collections
 - Kerbside food scrap collections for urban areas
 - Legislating reporting from private sector
 - Setting targets for councils
 - Separating glass and paper / cardboard
 - Kerbside dry collections for urban areas
- Separation of business food waste

Council supported the general intent of the proposals. However, Council advocated for increased product stewardship schemes as the responsibility of recycling sits with the producers of waste. Council strongly recommended that any legislative changes resulting from these proposals are adaptive, and responsive, to both community led and private sector innovation and technology.

The Waste Strategy 2023 reflects the view of Council regarding product stewardship by specifically identifying the following:

- Enable people, businesses, organisations and sectors to do the right thing, by improving systems, services and information.
- Shift the responsibility and cost of minimising and managing waste to industries and consumers, and away from communities, nature and future generations.
- Rethink and redesign products, to avoid using materials unnecessarily, design out waste and pollution, and make it easy to reuse and recycle products.
- Develop innovative business models, new markets and more demand for circular solutions and recycled materials.

Specific changes announced by central government will be discussed in detail throughout this report.

5.3 Vision, objectives, and targets

The WMMP vision is to “Waste nothing of value or use while working towards zero waste”. The vision highlights that achieving zero waste is a long-term aspirational goal we need to work towards rather than achieve within the WMMP cycle.

The vision aligned with the Waste Strategy 2002 vision. However, the Waste Strategy 2023 vision moves away from a zero-waste goal to a low waste goal with a focus on low emissions, a circular economy, and a connection with the environment.

An online survey (conducted Jan-Mar 2023) asked Far North residents to share their views, priorities, and preferences regarding waste management and minimisation for the district. Respondents identified the following key themes as being important to the Far North’s future regarding waste:

- Encouraging food scraps to be composted or uses for commercial purposes
- Increasing recycling and reuse facilities

² [WasteMINZ – Recommendations for standardization of kerbside collections in Aotearoa](#)

³ [Improving household recycling and food scrap collections](#)

- Increasing access and options to compost green waste
- Improving the accessibility of kerbside recycling collections
- Encouraging a circular economy
- Increasing central government led initiatives that encourage less waste.

These key themes indicate that the views of the community align with the Waste Strategy 2023 vision. The WMMP may need to be amended to ensure that the vision aligns with both central government and community views.

The WMMP did not follow best practice policy development. There are 13 goals, three priority objectives, three principal and strategic objectives, and three waste reduction targets. The WMMP does not clearly outline how Council will achieve the goals, objectives, or targets. The accompanying action plan does not relate back to the WMMP and instead refers to the New Zealand Waste Strategy Goals. Therefore, it is difficult to evaluate the effectiveness of the WMMP.

The WMMP should be amended to follow best practice policy development processes and include objectives and goals that follow the SMART format.

5.4 Waste reduction targets

An audit conducted in 2011 identified that 80-90% of kerbside waste, and 30-40% of all waste delivered to landfill could potentially have been diverted^{Error! Bookmark not defined.}. The previous 2011-2017 WMMP set an ambitious target of reducing waste sent to landfill from 320kg per person to 200kg per person. This target was not met and the 2017-2023 WMMP included the same target of total waste of 200kg per person by 2023.

However, waste sent to landfill is impacted by external factors such as:

- Gross Domestic Product (GDP)- research shows that there is a direct correlation between GDP and volume of waste.
- Recycling facilities – What can be recycled is dependent on whether there is global availability of facilities to process the products and the cost effectiveness of doing so.
- Population growth – as construction contributes to waste sent to landfill.

The most recent waste audit, conducted in December 2022, shows an increase to 350Kg per person in total waste sent to landfill. However, the waste audit was conducted near the seasonal peak, so it is likely to be an overestimation of the annual average. There are several gaps in the data, for example waste from commercial and industrial operations are not able to be separated out from residential waste. Anecdotal evidence indicates that alternatives are being used for on-farm waste such as farm landfills, offal pits or burning waste. More research is required to identify how much waste is being disposed of through alternative systems.

Waste per capita for the Far North is average compared to other councils in New Zealand with a large rural community. The Waste Assessment (attached) discusses the waste audit in more detail.

However, given the lack of accurate data and the fact that the Far North is experiencing growth, total waste per capita is not a reasonable way to measure progress regarding waste minimisation.

The Waste Strategy 2023 includes the following three targets to achieve by 2023:

- Waste generation: reduce the amount of material entering the waste management system, by 10 per cent per person.
- Waste disposal: reduce the amount of material that needs final disposal, by 30 per cent per person.
- Waste emissions: reduce the biogenic methane emissions from waste, by at least 30 per cent.

5.4.1 Minimum standards for diverting waste from landfill

Due to gaps in the data and different methods used between the waste audit in 2016 and the waste audit in 2022, it is difficult to identify if there have been any changes in the amount of recyclable waste sent to final disposal.

However, the 2022 waste audit identified that approximately 60% of kerbside waste collections and 28% of refuse transfer station waste could be diverted.

Central government will be making amendments to the performance standard regulated by section 49 of the Waste Minimisation Act 2008. Councils will be required to meet a performance standard for household kerbside waste diverted from landfill. The performance standard will increase over time, and is proposed to be:

- 30 per cent by July 2026
- 40 per cent by July 2028
- 50 per cent by July 2030

To support the accurate collection of data, from 2024, councils and private waste companies that provide regular household waste collections (eg, weekly or fortnightly) will need to record and report tonnes of rubbish, recycling, food and garden waste collected, and contamination rates.

The WMMP should be amended to include waste targets that:

- are more accurately measurable
- align with the Waste Strategy 2023
- align with the performance standards under section 49 of the Waste Minimisation Act 2008.

5.5 Minimising recyclables in the landfill waste stream

The following WMMP goals will be discussed in this section:

- to reduce the amount of waste entering the waste stream and
- to reduce the amount of recyclable waste sent to final disposal
- make the best use of recoverable waste as a renewable resource
- encourage the community to view waste as a resource.

To address the problem of too many recyclables being sent to landfill, the Council encourages waste minimisation by providing recycling centres, education, and regulation.

Council provides a network of 16 refuse transfer stations and two resource recovery centres. All facilities accept domestic recyclable materials free of charge. A re-use shop operates out of the Kaitaia resource recovery centre. 13 of these facilities accept a wider range of divertible materials such as e-waste, tyres, batteries, engine oil, household hazardous wastes, whiteware and scrap metal, car bodies and green waste.

Council provides a further 11 community recycling centres, which accept residential and small business recycling free of charge. A seasonal recycling centre operates at Ōpua from Christmas through to the end of January each year. These sites all accept plastics, glass, food and aluminium tins, paper, and cardboard.

FNDC subsidises kerbside collections in limited areas around Te Hapua, Horeke, Mangamuka Bridge, Mangakahia Rd, Matawaia and Towai by paying the area contractor to deliver a recycling service and ensuring provision of a user pays refuse service.

Council has started to provide recycling bins in public places. The bins have been installed in Kaitaia, Kaikohe, Kerikeri, and Paihia. The bins act as an education initiative to recycle, however, due to high contamination, a significant portion of the contents is often sent to landfill.

Northland Regional Council operates a barge service in the Bay of Islands over the summer period to provide additional services to the increased boat and camping population over summer. FNDC supports this service by funding the transport cost of recyclables to the depot.

Studies show, confusion as to what can and cannot be recycled is the main motivational barrier to recycling. However, there are several other barriers to recycling including lack of consistent kerbside recycling services, lack of transport access to recycling stations, and lack of incentives for the public to recycle i.e., kerbside recycling costs the user a similar amount as kerbside rubbish collections.

Education includes activities such as providing information via the Council's website, information leaflets, and a community education programme delivered to schools, businesses, and community organisations.

Community education is delivered by the Community Business and Environment Centre (CBEC) Ecosolutions programme. The programme is funded by Council (via the Waste Levy), with subsidies from other agencies such as the Ministry for the Environment. The programme supports schools, businesses, and community organisations with waste minimisation.

In the 2022/23 financial year, programme highlights include the following:

- delivered 385 in classroom lessons to 4600 students
- supported 195 businesses to reduce waste
- engaged with 18 Marae, 6 Iwi enterprises, 8 Kura, 4 Kohanga reo offering Rawa Maori, Whakapapa of Waste and waste reduction systems
- supported and installed 8 school compost hubs and 7 community compost hubs
- delivered 34 compost workshops
- delivered 110 other waste minimisation workshops to 580 attendees
- organised 16 community clean ups engaging 45 volunteers
- helped 14 events reduce waste.

Tangible outcomes can be measured from some of these activities. For example, participants who attended the compost workshops report a reduction of 289 litres of compostable waste going to landfill a week, as well as an increase in their recycling rate.

Community education is an effective tool to support behaviour change, however it does not provide a satisfactory solution for a small percentage of the population who knowingly breach waste collection rules. Despite community education activities, RFS records identify that there is some confusion as to what can and cannot be recycled. Furthermore, education and advice alone, will not be sufficient in managing private waste collection services who are largely driven by cost considerations.

The current Solid Waste Bylaw regulates the separation of waste from recyclable materials. However, this section of the Bylaw is not effective in that it is not monitored or enforced due to the lack of an implementation plan and allocated resources.

To make the best use of recoverable waste as a renewable resource we recycle and reuse what we can. Council mainly recycles materials that have market value. Market values for some materials do not cover the total cost to process and transport the product to market. Unfortunately, the markets for recyclables are outside of Council's control. Access to some markets can be difficult or expensive, for example Tetra packs and polystyrene.

However, Council does pay to recycle tyres, e waste, batteries and oil as this waste has a potential negative impact on the environment.

5.5.1 Standardisation of recycling collections

Currently there is wide variance between districts as to what is collected by kerbside waste collections. For example, most kerbside recycling collections allow the collection of plastics 1 and 2 although some also collect 3, 4, 6 and 7 plastics. Some districts require recycling to be separated at kerbside i.e. separate wheelie bins / crates for glass, plastics, and cardboard / paper, and some districts allow co-mingling of recycling at kerbside i.e. all recycling in one container, which is later sorted at a facility.

Separation at kerbside encourages less contamination of recycling. Further to this, districts which collect fewer recycling materials have increased contamination as consumers are more likely to 'wishcycle' (placing items in recycling in the hope that they can be recycled). A recent national survey identified that the main motivational barrier to recycling was confusion as to what can and cannot be recycled (51% of respondents).

From 2024, councils will be mandated to collect the same recyclable materials. The materials will be glass bottles and jars, paper and cardboard, cans and tins, and plastics 1,2, and 5. Council already collects these materials at the refuse transfer stations and community recycling centres. Therefore, this initiative may have some impact on Council run facilities as currently there is a limited market for plastics #5. Central government has acknowledged the need to invest in on shore recycling infrastructure to support these changes.

In 2024, central government will run a national communications campaign on what materials will be accepted in kerbside collections. Councils will be able to adapt and use these campaign materials.

5.5.2 Kerbside dry collections for urban areas

Council will be mandated to provide kerbside recycling services to all households in urban areas (towns with a population more than 1000) by 2027. This initiative will have a significant impact for Council as kerbside recycling collections are currently provided by private contractors.

The following towns have a population over 1000:

- Ahipara
- Cable Bay
- Haruru
- Kaikohe
- Kaitaia
- Kerikeri
- Moerewa
- Opuā
- Paihia

Council is currently reviewing two of Council's main solid waste service delivery contracts. The central government mandates have been taken into consideration as part of that review.

Councils that need to introduce a new recycling service can apply for funding through the Waste Minimisation Fund. However, this funding will not meet the full cost of implementing or delivering the kerbside service.

The WMMP will need to be amended to allow for the mandated kerbside recycling services.

5.5.3 Food scrap collection services

Some districts separate the collection of organic waste (food scraps and green waste). It is estimated that, in New Zealand, 50% of household waste is organic waste. Organic waste is responsible for a significant proportion of methane emissions from landfills. Food scraps make up 22% of landfill emissions.

The separate collection of food scraps increases householder awareness of food waste, helping to reduce the amount of edible food wasted. Reducing food waste supports household economies and reduces climate emissions.

Council will be mandated to provide food scrap collection services to all households in urban areas (towns with a population more than 1000) by 2030. This initiative will have a significant impact on Council as food scrap collection services are not currently available in the Far North.

Central government has acknowledged the need for a national network of organics processing facilities to support the change. Organics processing infrastructure will need to be built in Northland before collections start. Central government plans to support the development of such infrastructure.

Contestable funding of \$120 million is available until June 2024 from the Waste Minimisation Fund and Climate Emergency Response Fund to help councils and the private sector invest in diverting food and other organic wastes from landfill. This funding covers:

- planning the transition to food scraps collections

- rolling out food scraps collections, including new bin infrastructure and drop-off facilities, and upgrading transfer stations.

Central government expects Councils to subsidise food scrap collection services through the increased waste levy. However, the waste levy will not meet the full cost of implementing or delivering the kerbside service.

The WMMP will need to be amended to allow for the mandated food scrap collection services.

5.6 Financial incentives and reducing costs

The following WMMP goals will be discussed in this section:

- provide financial incentives to the public to reduce residual waste
- provide a network of collection methods that balance service levels to the public with cost effectiveness
- recover the cost of waste management from those who produce the residual waste
- minimise the cost of waste management to Council, to the public and to the ratepayer
- encourage the community to take ownership/personal responsibility for waste

Council owns and operates 16 refuse transfer stations throughout the district, including the Kaitia Resource Recovery Centre. The refuse transfer stations at Kaikohe and Waipapa are privately owned but contracted to Council to provide public access. In addition, there are 12 community recycling centres located around the district providing free domestic recycling. Two of these recycling centres are only open during the summer season. Council provides financial incentives to the public to reduce residual waste by ensuring the community recycling centres are free of charge. These centres are subsidised via rates and the waste levy.

Council does not provide any kerbside refuse, commercial refuse or trade waste collection services. Private waste operators are the key provider of refuse and recycling collection services for both residential and commercial customers, providing kerbside rubbish and recycling collections in areas that the waste operators deem commercially viable.

The cost of residual waste management is recovered via a user pays system, either at the Council owned refuse transfer stations or via private kerbside collection schemes. A user pays system for residual waste coupled with subsidised recycling options encourages the community to take ownership and/or personal responsibility for waste.

The Council does not currently have any operational landfills. All refuse is transported out of the district to the Puwera Landfill in Whangārei. It is more cost effective for Council to transport waste to the Puwera landfill.

Litter collection services are only provided in selected shopping areas, parks and beach reserves by a contractor who also picks up illegal dumping. FNDC does not provide general roadside litter control.

This system allows Council to provide a network of collection methods while balancing the cost effectiveness of service levels to the public. This system minimises the cost of waste management to Council, to the public and to the ratepayer.

5.7 Regular monitoring of the solid waste stream

The WMMP has a goal to provide robust regular monitoring of the District's solid waste stream. To identify and monitor waste minimisation, the Council must have an accurate record of waste data.

Kerbside waste collection is undertaken by private companies. The Council does not contract waste collection services and is therefore unable to include data collection as a component of a contract.

To access accurate data regarding kerbside waste collections, the Solid Waste Bylaw regulates private waste collection services to provide the Council specific data. The Bylaw has been effective in that the waste collection services are providing the Council with regular data. However, amendments to the Bylaw could be made to improve the type of data collected.

Contractors provide monthly data on the tonnages received for various types of material recycled at Council run transfer stations and recycling centres.

There is currently no centralised database of landfills, and data held by individual councils is of variable quality. To support the accurate collection of data, under section 86 of the Waste Minimisation Act 2008, councils and private waste companies that provide regular household waste collections (eg, weekly or fortnightly) will be required to record and report tonnes of rubbish, recycling, food and garden waste collected, and contamination rates.

5.8 Ensuring the safe disposal of waste

The WMMP includes a goal to provide for the safe and efficient disposal of residual waste.

Council ensures the safe and efficient disposal of waste by transferring our waste to Puwera Landfill. Puwera is a modern class 1 landfill which is appropriately lined to reduce leaching and has a gas capture system.

The WMMP includes a goal to ensure hazardous waste does not enter the waste stream.

Hazardous waste is regulated by the Solid Waste Bylaw. The Ecosolutions waste education programme discusses the effect plastics, oil and other substances have on the environment. No further education regarding hazardous materials is provided to the community.

5.9 Other problems relating to solid waste not currently addressed by the WMMP

Disposal of domestic type waste in a public place (illegal dumping) is a significant problem for the Far North District. Illegal dumping includes but is not limited to general household rubbish, large appliances, commercial waste, tyres, furniture and green waste.

The causes of illegal dumping are complex. Barriers to disposing of rubbish either via kerbside collections or at a transfer station include but are not limited to:

- Financial constraints
- Transport access to transfer stations when kerbside collections are unavailable
- Lack of understanding to the damage caused by illegal dumping.

As discussed in the attached Waste Assessment, Council is collecting at least 1,351.5m³ of illegally dumped waste per year. Collection and disposal of this waste has averaged a cost of \$116k per year over the last three years.

Volumes of illegal dumping that are not collected are unknown. Illegal dumping is regulated under the Litter Act 1979. Further regulation of illegal dumping will not address the problem.

6 Funding for waste minimisation

6.1 Government proposal to increase Waste Disposal Levy

The Waste Disposal Levy (Levy) is a key incentive for diverting waste away from landfill to recycling and composting. The levy provides valuable revenue for local authorities to implement their WMMPs. Central government is implementing annual incremental increases of the municipal landfill levy from the current \$10 per tonne to \$60 per tonne by 2024. The levy is to be expanded to include additional landfill types such as construction and demolition fills.

Table 1: Planned changes to national waste disposal levy⁴

LANDFILL CLASS	1 JULY 2021	1 JULY 2022	1 JULY 2023	1 JULY 2024
Municipal landfill (class 1)	\$20	\$30	\$50	\$60

⁴ Table sourced <https://www.mfe.govt.nz/waste/waste-and-government>

Construction and demolition fill (class 2)		\$20	\$20	\$30
Managed fill (class 3)			\$10	\$10
Controlled fill (class 4)			\$10	\$10

The revenue received from the Levy must be allocated to waste minimisation initiatives such as upgrading or improving recycling systems and education programmes. The current investment plan allocates 50% of the waste levy directly to territorial authorities. The other 50% forms a contestable fund (The Waste Minimisation Fund). The government has indicated there will be a review of the investment plan. Changes in allocation require an amendment of the Waste Minimisation Act 2008. Consultation on the amendments to the Waste Minimisation Act 2008 was expected to begin in 2021 but has still not commenced. However, the additional revenue from the Levy increase is available to territorial authorities as per the current investment plan.

7 Container return scheme (CRS)

An estimated 2.3 billion glass, plastic, aluminium, paperboard and other single use drink containers are consumed each year in New Zealand. CRS can encourage recycling and help to reduce litter in the environment. A CRS requires the consumer to pay a deposit on a beverage container at purchase. The deposit is refunded when the empty container is returned to a designated drop-off point.

Central government consulted on a CRS for beverage containers as part of the Transforming Recycling proposals in May 2022. If implemented, a CRS is expected to impact the amount and composition of beverage containers collected at kerbside. Any changes to kerbside collection systems need to consider some flexibility to incorporate changes in quantities of beverage containers set out at kerbside that could result from the implementation of a CRS.

In early March 2023, the Prime Minister announced that the introduction of a CRS is be deferred until the next term of government.

8 Review of action plan

The WMMP included a plan to outline the actions Council would take to ensure it delivers efficient and effective waste management and minimisation in the District.

The plan clearly identified how the actions related to the waste hierarchy as per the requirements of section 44 of the Waste Minimisation Act 2008.

The plan clearly stated how the actions contributed to the New Zealand Waste Strategy. However, the plan did not articulate how the actions contributed to the WMMP goals or objectives. The action plan should be updated to include new actions and to align with the WMMP.

As shown in the table below, Council achieved or partially achieved most of the planned actions.




The following three actions were not achieved:












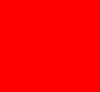



- Provide additional recycling drop-off facilities to meet seasonal demands
- Utilise saving from reducing opening hours at level 1 RTS's and fund extra Community recycling centres
- Ensure that all illegal dumping activities are recorded and, where possible, dumped refuse is gone through for infringement notices to be issued or fines levied.

The community did not support the early closure of level 1 refuse transfer stations, therefore Council chose not to continue with the proposal.

It is difficult for Council to find sufficient evidence to enforce illegal dumping, therefore infringement notices are not often issued. An increase in resources to actively monitor and enforce solid waste regulation in the Far North District may help to not only encourage adherence to the current Bylaw but also reduce the problem with illegal dumping. Illegal dumping is a complex problem and further investigation as to potential council interventions is required.

Table 1. Table showing the status of actions as planned in the 2017-2023 WMMP.

 = achieved  = partially achieved  = not achieved

Action	Status	Comments
Campaign for the introduction of a refundable container deposit levy, mandatory produce stewardship and increasing Central Government's waste levy.		
Continue to carry out waste audits through the Ecostar award programme to encourage all businesses including tourism to reduce, reuse, recycle and recover. Draw on industry leaders examples to support smaller businesses.		
Continue to fund the education contract for waste management and minimisation and support the Paper 4 Trees programme.		
Support Farmers industry to find solutions.		Council support for Agrecovery
Increase education to the public using web media develop a social marketing/behaviour change programme to find the best means to motivate people to reduce, reuse, recycle and compost. Promote the bylaw which sets maximum levels of recyclables and organic waste that can be put in rubbish.		Media releases and social media posts by Council and Ecosolutions.
Continue to support the Para Kore programme to build relationships with Maori and encourage and engender more community commitment for waste minimisation.		
Liaise regularly with Community by holding annual waste minimisation meetings in each ward		Two meetings held but decreased support from the public
Continue to provide access to the Kaitaia Resource Recovery Centre reuse shop		
Continue to provide residents with access to recycling and green waste disposal through the District's RTS's and 'free' recycling at community recycling centres using contracted services		
Provide additional community recycling drop off points with on site sorting, with aim of the majority of the population being within 15 minutes of a drop off point. Priority 1: Waima, Waitangi, Oruaiti, Mangamuka - Priority 2: Pamapurua, Waiharara, Matawaia, Te Tii		New sites at Waitangi and Rawhiti.
Provide additional recycling drop-off facilities to meet seasonal demands. Three possible further sites have been identified. Matauri Bay, Taupo Bay and Tauranga Bay.		
Continue relationships with recyclers so that trust develops and information flows more freely		
Control strategic outcomes through licensing of recycling collectors as well as contracts for the operation of RTSs, RRCs and Landfills		Licensing completed but monitoring not undertaken
Continue to reduce the quantity of rubbish-only litter bins and replace with dual recycling bins within the District to increase the amount of recycling.		Recycling bins in Kaitaia, Kaikohe, Kerikeri and Paihia
Continue with ewaste recovery and review types of materials collected and accepted at the RTSs and expand when markets open up.		

Utilise saving from reducing opening hours at level 1 RTS's and fund extra Community recycling centres. Recommended closing at 4pm weekdays would net approx. \$66,000.		Early closure proposal not popular with the community.
Investigate opportunities for further use of recovered Construction & Demolition waste.		Wood waste chipped and sent to Golden Bay cement
Endorse home composting, worm farms and Bokashi through education and subsidy. Apply for additional waste levy funding. \$25 - \$30,000		CBEC delivered home composting workshops. Applied for additional funds for Compost Connection
Look at joint development of suitable solutions with the private sector for Resource recovery centre in Waipapa/Kerikeri area. Investigate developing as a waste levy funded project. Estimate \$600 - 800K.		Resource recovery center in Waipapa built by Northland Waste and leased by FNDC as RRC
Investigate options for developing the Russell landfill into a Resource recovery centre. Apply for waste levy funding. Estimate \$160,000		Funding for new glass storage facilities obtained
Provide drop-off facilities for domestic hazardous waste at the RTSs.		
Continue to provide refuse disposal through the District's RTSs using contracted services.		
Continue to maintain and operate the current landfills in the District until their closure. Consolidate at Kaitia post closure Ahipara for transport to Puwera.		
Continue to provide public place refuse collection facilities to meet seasonal demand.		
Monitor closed landfills		
Investigate long-term disposal arrangement with an out-of-district service provider.		Waste sent to Purewa, Whangārei
Support the WasteMINZ National Waste Data Framework proposal for a waste data monitoring tool.		
Review options for retaining a Council- owned RTS in Kaikohe. Consider re- establishing the Carey Rd site and develop further with covered area, \$10K or purchase Station Rd site.		Waste Management leases Station rd site. Carey rd site not currently required
Continue to maintain network infrastructure through renewal funding.		
Ensure that all illegal dumping activities are recorded and, where possible, dumped refuse is gone through for infringement notices to be issued or fines levied.		Evidence found in bags insufficient for infringement notices.
Highlight the cost of dealing with illegal dumping to the public.		
Support community group litter clean- ups.		Traffic management requirements limit roadside clean ups
Develop a regional forum (include Regional council and D.O.C) to enable shared knowledge on illegal dumping and co-operative clean ups. Expand monitoring cameras to areas where there is consistent illegal dumping.		Regional forum formed but disestablished after one year due to limited options to change behavior

Control strategic outcomes through licensing of refuse collectors as well as contracts for the operation of RTSs and Landfills.
Ensure OSH requirements met.

9 Alignment with service delivery contracts

Two of Council's main solid waste service delivery contracts are due to expire in September 2024. A Local Government Act 2002 Section 17a Review of the services covered by these contracts was completed in September 2022. Due to the expiry date of the existing contracts, the procurement exercise is continuing in parallel with this WMMP review.

The recommendations from the Section 17A Review include several options, pending the outcome of FNDC's strategic decisions around their WMMP and community consultation. Please note some of these options are no longer feasible given the recent central government proposals. These options include:

		Kerbside Collection Options			RTS/CRC Network
		Refuse	Recycling	Food	
Option 1	Stage 1	Private		Private	Increase service levels
	Stage 2				Increase community engagement
	Stage 1: No Council-funded kerbside collections. All kerbside services delivered by private operators, including contract requirement for food collection if/when made mandatory. Recyclables and Organic processing solutions provided by private operators. Focus on delivery of services through RTS/CRC network through maximum investment to promote greater use of the facilities and increased diversion. Stage 2: Achieve targets through RTS contracts for involvement of community groups at RTS sites.				
Option 2	Stage 1	Council-funded		Explore	Change in focus away from refuse
	Stage 2	Council-funded			Increase community engagement
	Stage 1: Council funded refuse and recycling kerbside service. Investigate options for food processing facility (location, funding, regional partnerships). Retain all RTS/CRC sites, reduced focus on refuse and increased focus on diversion of materials not collected at kerbside, include priority for community engagement at RTS sites. Stage 2: Introduce Council-funded food collection service, once processing facilities are available. Achieve targets through RTS contract for involvement of community groups at RTS sites.				
Option 3	Stage 1	Private	Council-funded	Explore	Increase service levels
	Stage 2	Private or Council	Council-funded		Increase community engagement
	Stage 1: Council funded recycling kerbside service only, private refuse collection. Investigate options for food/organic processing facility (location, funding, regional partnerships). Retain all RTS/CRC sites on similar terms as current contracts with increased priority for community engagement. Stage 2: Introduce Council-funded food collection service, kerbside and through RTS sites, once processing facilities are available. Note kerbside refuse decision can be revisited when food collection service is introduced. Achieve targets through RTS contract for involvement of community groups at RTS sites.				

10 Conclusion

The review has identified that the 2017-2023 WMMP:

- is no longer consistent with the Waste Strategy and therefore does not adhere to legislative requirements
- does not follow best practice policy development processes
- does not address the issue of illegal dumping
- does not use the most appropriate targets to measure waste minimisation

The WMMP should be amended to align with the Waste Strategy 2023, address illegal dumping, and to improve clarity regarding goals, objectives and appropriate measures.

Central government is introducing several initiatives including but not limited to mandating kerbside recycling and food scrap collections. The WMMP will need to be amended to allow for a range of waste types collected at kerbside in urban areas.

Council has achieved most of the actions identified in the action plan, although the actions do not clearly align with the WMMP goals and objectives. The increases to the Waste Levy may provide extra resources for more effective waste minimisation initiatives. The WMMP should be amended to include an updated action plan that aligns with the WMMP and provides for further initiatives to reduce divertible materials from entering in the waste stream.