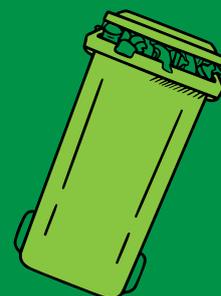


Waste less, do more!



2023-2029

Waste Minimisation and Management Plan

March 2023

wastelesswaipa.co.nz

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From the Mayor

Making the very best use of the resources we have is fundamental to the health and well-being of our community. But the fact is... we generate waste, too much waste.

Like all communities, waste is one of the issues our district wrestles with every day. There are issues around how it is generated, how it is managed and how it is reused or disposed of.

The fact is, waste impacts on all of us – in terms of recycling, rubbish collection, climate change, community education, food waste and more. The big, broad and complex issues of ‘waste’ are not going away.

Like all councils, the government requires us to produce a Waste Minimisation and Management Plan. The Plan helps us comply with the law and access waste levy funding from the government that we can spend right here, in our community.

This document is our plan of attack to increase resource recovery and waste minimisation in Waipā. Please read it, and get involved as you see events, education and

programmes begin to be rolled out, because waste is not something Council can deal with alone. Developing solutions and taking action on our current waste challenges is a joint responsibility that we share with all Waipā residents, businesses, organisations and the Government.

This Plan illustrates how we will lead and facilitate solutions to prevent waste, support others to help, as well as providing some critical resource recovery services.

Ngā mihi

Susan O'Regan
Mayor of Waipā



Waipā's plan to reduce waste



Why this document is important

The Waste Minimisation Act 2008 (the Act) requires all Councils to produce a Waste Minimisation and Management Plan. The Plan helps us comply with the law and access waste levy funding from the Government that is dedicated to waste minimisation activities in, and with, our communities.

Let's go back a bit

Since we last looked in-depth at Waipā's waste profile in 2016/17, a lot has changed:

2016

Waipā locals were recycling glass, plastics, tins, cans, cardboard and paper using the crate-based recycling system. The contract was coming to an end. In the meantime, people were becoming increasingly aware of environmental issues.

2017

Council (and others) was left reeling when China said it would no longer accept recycled materials from other countries. It was a huge shock and meant New Zealand (and other nations) had far fewer options in terms of recycling.

2019

Council rolled out recycling wheelie bins, a fundamental change for our community. It has not always been plain-sailing, but largely wheelie bins have gone well.

There has been more action as well, but even this highlights how we're going through huge change in Aotearoa New Zealand regarding how we think about waste, and what we are willing to accept as 'waste'. The Government is also taking a much more active role in setting out to change things - much more than we've even seen before.



2019

Single use shopping bags were banned and pressure came on other hard-to-recycle plastics. Communities, in general, became far more aware of responsibilities around waste.

2022

Aotearoa New Zealand published its first ever Emissions Reduction Plan, setting out what our country must do to meet carbon emissions targets. It included a whole chapter on waste.

2022

Waipā District Council completed its second formal Waste Assessment, taking a good look at waste services (private, Council and community-led). It considered future demand, Government policy implications, carbon impacts, specific waste types and potential opportunities. It's a riveting read - [check it out here!](#) (if you don't have time - don't worry because key points are included in this Plan.)

We reviewed Waipā's Waste Minimisation and Management Plan at a real time of change. In fact, mid-way through our public consultation the Government released a 30-year waste strategy that will have significant impacts for council and our community. This level of change means we have developed a nimble and flexible Plan that can change as policy, drivers and funding sources also change.

Worldwide to Waipā-wide

As Mayor Susan O'Regan said in her introduction, we're all in this together. This section outlines the international agreements and national policies that we must be consistent with, and support.

International considerations and treaties

Aotearoa New Zealand is party to the following international agreements:

1. [Montreal Protocol](#) – aims to protect the ozone layer by phasing out the production of numerous substances.
2. [Basel Convention](#) – aims to reduce the movement of hazardous waste between nations.
3. [Stockholm Convention](#) – wants to eliminate or restrict the production and use of persistent organic pollutants.

4. [Waigani Convention](#) – bans export of hazardous or radioactive waste to Pacific Islands Forum countries.

Do these agreements matter to people in Waipā? Yes. The impacts of international policies and agreements are real.

For example, these agreements influence the quality of products we can sell from our local recycling sorting facility. And they have a direct impact on whether our contractor can export them. In turn, that translates down to costs, including what ratepayers in our community must pay for waste services.

Government policy levers

Te rautaki para - Waste strategy

During consultation on this Plan (in late March 2023), the Ministry for the Environment released [Te rautaki para - Waste strategy](#). Aotearoa New Zealand's roadmap for the next three decades for a low-emissions, low-waste society built upon a [circular economy \(Ōhanga āmiomio\)](#).

The most significant part of this strategy for Waipā was the new requirement to provide a kerbside food scraps service by 2027 for urban households in settlements of more than 1,000 people. This was a proposed action in the draft Plan and this new legislative requirement has made providing

a kerbside food waste collection a priority. *Te rautaki para - Waste strategy* is also working towards businesses having to separate their food waste from general rubbish. For businesses near food scrap processing facilities (like Waipā) the timeframe for separating food is 2027, in line with the timeframe for household food scrap collections. It does not specify what must happen with food from businesses which could be donated, upcycled into another food product, used to feed people or animals, or composted.

Te rautaki para - Waste strategy also requires all councils in New Zealand to accept only a set range of materials in their recycling collections from February 2024.

Waipā's current recycling collection already closely aligns with this requirement. This national standardisation means in Waipā, visitors and new residents will know what can and can't be recycled because it will be consistent across New Zealand. That will help drive down recycling contamination rates and will therefore drive down costs.

Te rautaki para - Waste strategy also sets out performance standards for the amount of household kerbside waste diverted from landfill that all district and city councils will need to meet. The performance standard will increase over time:

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

Currently, for households, Waipā only has a recycling service for diversion from landfill and as at (2020), Council was achieving 30.8 per cent diversion. If Waipā could get a proportion of good recyclables out of the rubbish bin and into the recycling bin, the diversion rate would increase to 38.5 per cent.

Early modelling shows that a kerbside food scraps collection will bring diversion to the mid 40 per cent and as a food scrap service has now been mandated to be delivered by 2027, we can be confident of meeting the first two minimum performance standards.

The new waste strategy also outlines goals for the strategy's three phases between now and 2050 and specified targets New Zealand must meet by 2030.

Te rautaki para - Waste strategy states "The targets focus on the three most important changes we need to make.

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

These targets are ambitious. To achieve them, we need to take action in many areas and at every level of the waste hierarchy."

Te rautaki para - Waste strategy also covers reporting requirements for waste operators. From late 2025, all private waste companies that provide regular household

waste collections (e.g. weekly or fortnightly) must record tonnes of rubbish, recycling, food and garden waste collected, and contamination rates and report these figures to the Ministry for the Environment. Having this recorded and reported on a national basis will save time and will allow better access to waste data for small councils like Waipā, with multiple waste companies operating.

Other government led work

New Zealand's waste disposal to municipal landfills [increased by 48 per cent in the last decade](#). As such, waste has become a large focus for the government in the past five years. There is a whole programme of work already completed, plus other programmes and initiatives underway to reduce how much waste we put in landfill and to accelerate our transition towards a circular economy (see page 7). These include (but are not limited to):

- increasing the landfill levy (the fee placed by the Government on waste material sent to landfills) and applying that levy to more classes of landfill progressively from 2023.
- a commitment from the waste sector to reduce carbon emissions in the Emissions Reduction Plan.
- a national infrastructure strategy for waste.
- using regulation (regulated product stewardship) to increase circularity of resource use by placing responsibilities for managing end-of-life products on producers, importers and retailers rather than on communities, councils, neighbourhoods and nature. In other words – there's a real push to put the responsibility for waste back on those who generate it.
- creating a Plastics Innovation Fund to help reduce plastics in our environment.
- phasing out single-use plastic shopping bags and other hard-to-recycle plastics (#3, #6, and several other small single use plastic items like produce bags and straws).

Many of these actions are long awaited and many people will welcome the certainty that we will be able to re-process more of our recycling material in the future here, in Aotearoa New Zealand.

This Plan tries to make the most of the leadership and financial support now available from Government by

focusing on reducing what we send to landfill while keeping valuable resources in use.

It also aims to help prepare Waipā's businesses and communities to better leverage the opportunities

provided by some of these Government initiatives.

At the end of the day, we want Waipā to remain a place that is forward-thinking and future-focused about waste generation and resource recovery.

Emissions reduction

Aotearoa New Zealand's first Emissions Reduction Plan was published in 2022 and sets the direction for climate action for the next 15 years. It lays out targets and actions the Government will take to meet those targets. There will be expectations to reduce emissions across every part of Government and every sector of the economy from transport, energy, building and construction, agriculture, forestry and waste. Councils are expected to play their part.

In 2019, 94 per cent of waste emissions in New Zealand were biogenic methane – largely generated by the decomposition of organic waste (such as food, garden, wood and paper waste) in landfills. While waste contributes a small percentage of our total emissions as a country, biogenic methane has a warming effect 28 times greater than carbon dioxide.

The Government has already committed to a minimum 10 per cent reduction in biogenic methane emissions by 2030, and a 24 to 47 per cent reduction by 2050

(compared with 2017 levels) and is indicating actions like these to get us there:

- enabling households and businesses to reduce organic waste
- increasing the amount of organic waste diverted from landfill
- reducing and diverting construction and demolition waste (and reusing it where possible)
- exploring bans or limits to divert more organic waste from landfill
- increasing the capture of gas from municipal landfills
- improving waste data and prioritising a national waste licensing scheme.

We're going to need to make changes to achieve the 40 per cent reduction in emissions from waste by 2035 (relative to 2017 levels). Those changes will impact everything...from waste systems, to what we do as individuals.

**Climate
action**



International recycling markets

There has been a big shift in the international recycling markets. Historically, China has been the largest buyer of recyclables, at one stage purchasing more than 50 per cent of all the world's supply.

In 2017, that all changed. The Chinese Government announced restrictions on the import of 24 types of material into China. All of sudden there was too much material to cope with, and there's now a global surplus of products like paper, cardboard and

mixed plastics. That's led to significantly reduced commodity prices.

In response, our Government is now actively planning to invest more in reprocessing of recycling in New Zealand. Plus, with the Basel Convention (see page 3) now enacted, sending unsorted recycling offshore is just no longer possible.

This means the quality of recycling we collect and sort locally is more critical than ever.

The Waipā Waste Strategy

When developing our last Waste Minimisation and Management Plan in 2017, Council took a longer-term view of waste management and minimisation activities and developed the Waipā Waste Strategy.

The Waipā Waste Strategy sets out the overall goals and a strategic framework for managing waste in Waipā over the next 18 years.



Programme of action with and for the community by the Waste Minimisation Team at Waipā District Council to reduce waste to landfill.

The Waipā Waste Strategy has a vision of “Building zero waste and sustainable communities” and encompasses these goals:

1. Reduce waste and increase resource recovery
2. Collect waste information for informed decision-making, in line with the National Waste Data Framework
3. Connect with our community by developing collaborative and enduring partnerships with key stakeholders
4. Maintain progressive and effective waste minimisation and management services and facilities, without unreasonably burdening future ratepayers.

Where appropriate, activities to achieve the goals of the Waipā Waste Strategy have and will be included in our Long-Term (10-year) and Annual Plans. We want to make sure the resourcing is available to achieve the goals and objectives we've developed alongside our community.

In the “Current and Future Challenges” section of this Waste Minimisation Plan (page 17) the links to the Waipā Waste Strategy goals will be noted.



Waipā Community Outcomes

The Local Government Act 2002 requires Council to describe community outcomes for the Waipā district. These are the things that ultimately Council aims to achieve by providing our services. [Waipā's Community Outcomes](#) all have community well-being at their heart:

- **Socially resilient.** He aha te mea nui o te ao? Māku e kī atu he tangata, he tangata, he tangata! – it's all about people.
- **Cultural champions.** Promoting our culture and heritage.
- **Environmental champions.** Protecting and sustaining our environment.
- **Economically progressive.** Supporting a thriving, sustainable economy.

Waste minimisation and management are a great avenue for delivering these well-beings to our community. For example, the Emissions Reduction Plan states “as an average across a range of studies, for every five jobs in landfilling, 15 to 20 jobs could be created in resource recovery”. This means a network of Resource Recovery Centres (action 5a, page 20) can deliver on being economically progressive, while also diverting waste from landfill.

Providing a way to help our community avoid sending their food waste to landfill (action 1a, page 17) will create huge carbon savings, create great compost and deliver on Waipā being an environmental champion.

The big ideas

There are some key concepts used internationally and locally to frame how we create items and keep 'waste' in use (the circular economy), how we can best approach reducing waste at the outset, plus a framework for what happens to an item after its primary use is over (the waste hierarchy).

There's also the matauranga Māori view on waste held by tangata whenua.

These are all great frameworks to keep in mind when thinking about the issues and problems we will be working on.

Matauranga Māori view on waste

Established in 2010, [Para Kore Marae Incorporated](#) is a Māori, not-for-profit, zero waste organisation with a vision of oranga taiao, oranga whānau, oranga marae. With kaimahi throughout the motu Para Kore delivers a te ao Māori based sustainability education programme called Oranga Taiao that provides wānanga, resources and support to marae, whānau, hapū, iwi, groups, entities and communities to design out and reduce waste. The work of Para Kore contributes to building a circular economy, soil and kai sovereignty and supporting climate justice and action. The Para Kore whānau is passionate about, and committed to, collective action for a zero carbon, zero waste Aotearoa New Zealand that honours mana Māori Motuhake, and regenerates Ranginui and Papatūānuku.

The following excerpt was prepared by Para Kore to describe how te ao Māori relates to the environment and waste.

"Within te ao Māori, the relationships between land and humans are intimate. Whakapapa describes the line of descent from ancestors down to the present day. Whakapapa links people to all other living things, to the Earth, our mother Papatūānuku and the sky, our father Ranginui, and it traces the universe back to its origins, to te kore, the time of nothingness. We are related to mountains, to rocks, to insects, to birds, to the rivers and bush, to all parts of the natural world. They are our ancestors, our relations. In Maori culture identity is based on local landforms and we may recognise ourselves not only as the

river but as a descendant of a river.

The natural world is where and how we belong; and we are the pootiki, the teina, the youngest sibling in this planetary family. As the teina, your whakapapa creates a deep responsibility towards and respect for our elder siblings of the natural world.

Custodianship is passed down through generations, and the relationship is reciprocal: you look after the land; the land looks after you. Reciprocity is a highly regarded value within te ao Māori. In te ao Māori your mana is based on the wellbeing of the collective.

The mindset and paradigm of Aotearoa NZ is a Western one, which includes an extractive, linear, capitalist economy. The consumer culture encourages us to base our identity on being a consumer and almost everything has been turned into a commodity. Current business models put profits first above all else and externalises costs to the people and te taiao - the environment.

The extractive, linear, "profits first - above all else" model, has caused harm. Para Kore urges systemic change and a shift to a paradigm which recognises our interconnectedness and entrenches a flourishing planet and flourishing people as the primary goals. As active citizens in a small democracy we must fight for social justice, intergenerational justice, and climate justice and shift power back to the people, to Māori, through embedding Te Tiriti o Waitangi in partnerships, and make the health and wellbeing of our whenua, our rivers, our soils, our air, our

waters, our native species and our people, our primary focus.

From the perspective of te ao Māori, all packaging, all materials, all waste has whakapapa to the natural world. Designing out waste and emissions through strong

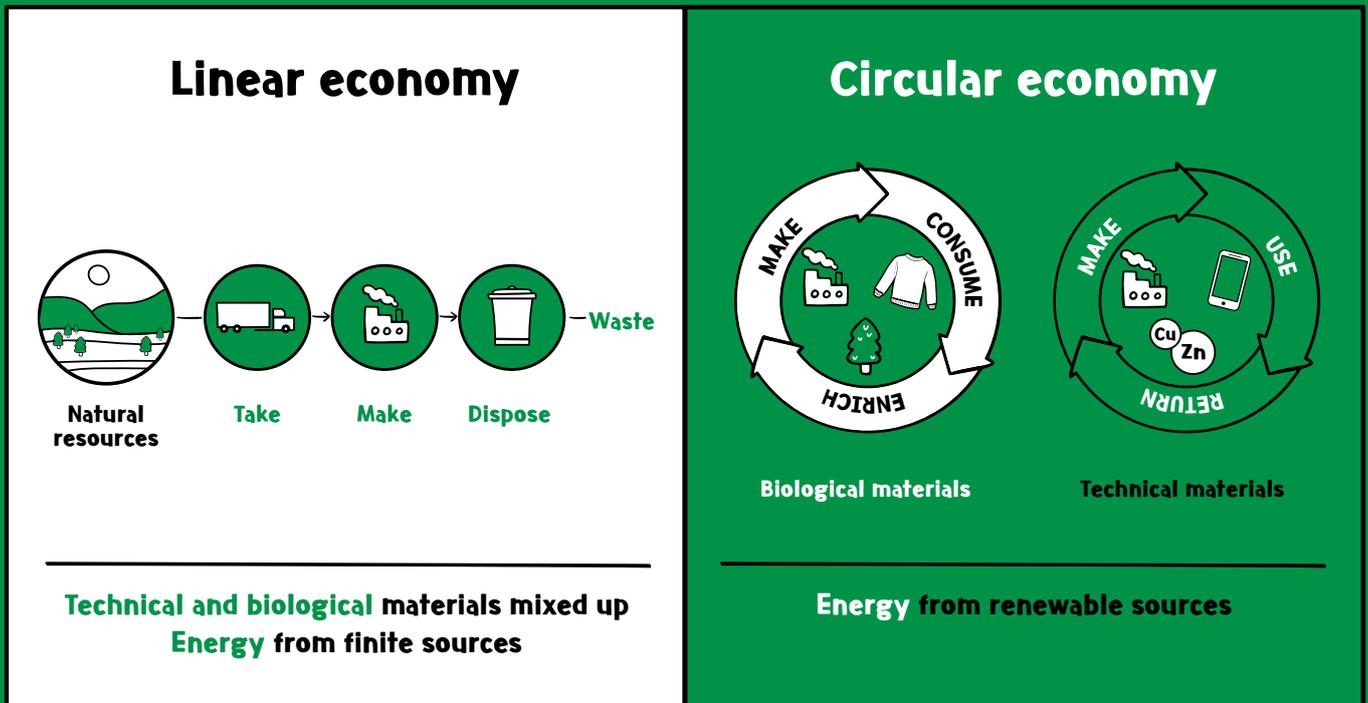
investment in reduce and reuse - the highest parts of the waste hierarchy must be prioritised to enable us to regenerate and restore Papatūānuku and our relatives of the natural world, and ultimately ourselves, preserving a safe habitat for our tamariki and mokopuna.”

The circular economy (Ōhanga āmiomio) - keeping things in use

We all struggle with what to do with packaging items that can't easily or affordably be recycled, products that are not designed to be repaired and how to handle our organic waste. Reducing our resource use and keeping resources in use has not been prioritised historically in New Zealand – instead we've been more of an 'out of sight, out of mind' society. This has to change.

The Ministry for the Environment is pushing hard towards creating a circular economy. A circular

economy ensures we can 'unmake' everything we make, where waste from one process or product is used as an input for another process or product. The circular economy will replace the linear model (our current and historical model) of take, make and dispose (in a landfill). A linear economy is where materials are used to create products with a limited lifespan that are then disposed of. It's an inefficient use of resources.



[Image from Ministry for Environment](#)

Earth has finite resources. So why would we consider it both normal (or acceptable) for products to only be used for short periods of time (often just minutes) and then be thrown in a landfill?

[United Nations research](#) indicates that globally 36 per cent of all plastics produced (from oil) are used in packaging, including single-use plastic products for food and beverage containers. Minimising waste generation leads to a more efficient use of natural resources, reduced pollution and less harm to our environment.

Plus, we're wasting valuable resources that could be recovered and reused. A good example is the precious metals in electronics that end up in a mixed landfill and are not recovered if the electronic item is not correctly recycled.

World leaders in the circular economy, the [Ellen McArthur foundation, state:](#)

"The circular economy is based on three principles, driven by design:

- [Eliminate waste and pollution](#)
- [Circulate products and materials \(at their highest value\)](#)
- [Regenerate nature](#)



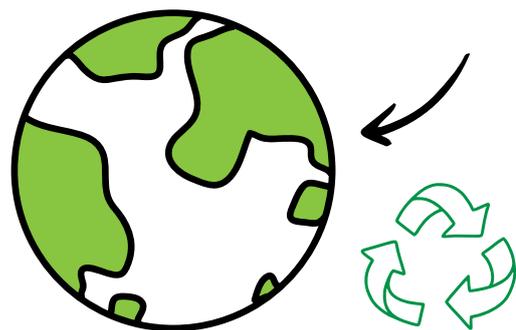
**That's a handful
of landfill**

It is underpinned by a transition to renewable energy and materials. A circular economy decouples economic activity from the consumption of finite resources. It is a resilient system that is good for business, people and the environment."

Consumer demand for waste reduction is seeing a small but growing number of circular products, systems and solutions coming to market in New Zealand. Council's very own [Waipā Zero Waste Guide](#) released in 2021 listed more than 30 different local businesses and organisations that are offering products or services in the waste reduction and circular economy space.

One local example is [Kaipaki Dairies](#), (a recipient of the Government's Plastics Innovation Fund in 2022). Kaipaki Dairies provides zero-waste milk for consumers in a swap-a-bottle and via a tap system in supermarkets and specialty stores. They also offer a refillable 18 litre keg system for cafes, meaning no dairy milk packaging waste or recycling is generated from this business. In 2023 they announced a keg system for oat milk was available.

EARTH HAS FINITE RESOURCES. SO WHY WOULD WE CONSIDER IT BOTH NORMAL (OR ACCEPTABLE) FOR PRODUCTS TO ONLY BE USED FOR SHORT PERIODS OF TIME (OFTEN JUST MINUTES) AND THEN BE THROWN IN A LANDFILL?



The waste hierarchy

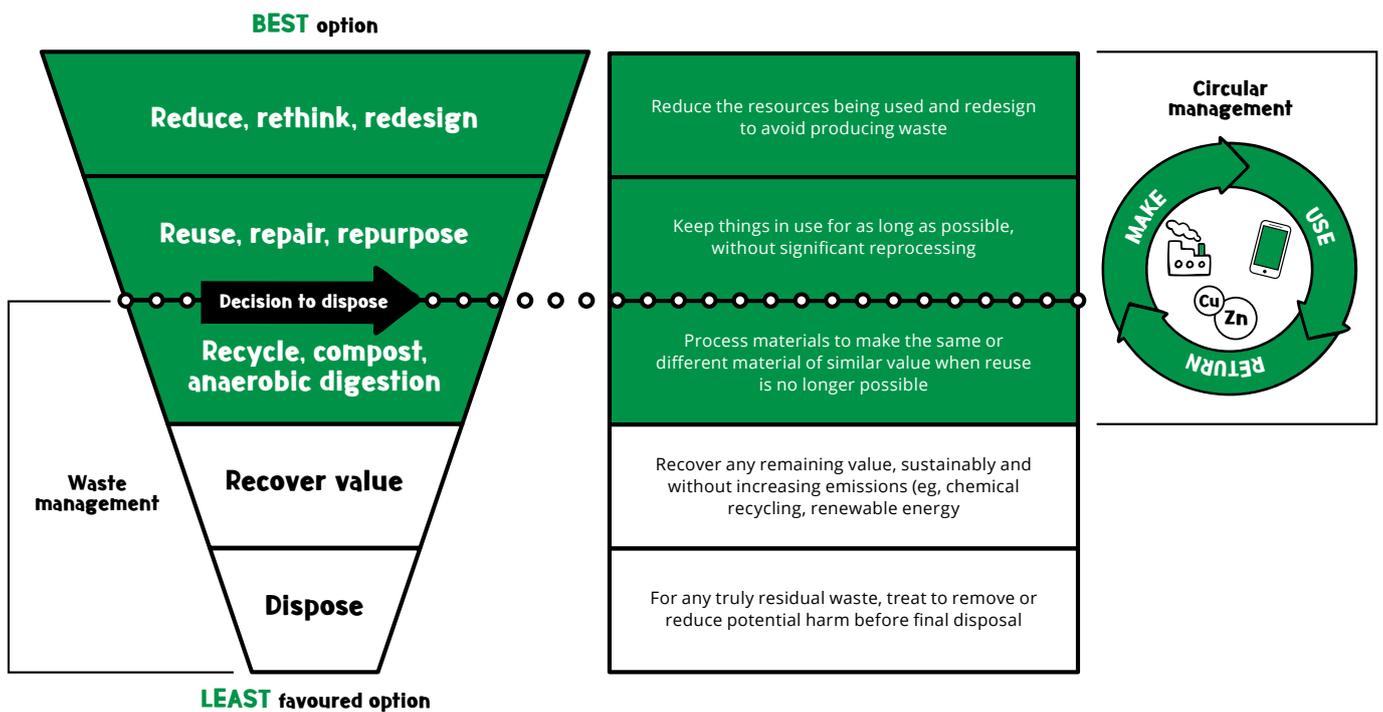
We love the old “reuse, reduce, recycle” jingle.

But the reality is that, while we see a lot of recycling we don’t see as much reducing or reusing. It’s hard when globalisation, the easy availability of cheap products and an inability to repair products have all changed how we view our ‘stuff’.

Just a couple of generations ago an electric jug would be expected to last 10 years and would have been a great wedding gift. Now jugs cost less than \$20 and often cannot be repaired when they fail. And yes... we all know it’s cheaper to buy a new home printer than change ink cartridges!

So, in addition to reuse, reduce, recycle there are other Rs that need to be considered too, like rethinking our waste – as well as our consumption - in the first place.

The waste hierarchy means individual actions or nationwide policy at the top of the triangle has more overall impact than actions or policy at the lower point of the triangle. In general, actions further up the hierarchy can reduce the costs at a lower level, while environmental impact is generally reduced at higher levels.



The Waste hierarchy, as per the Ministry for the Environment *Te rautaki para - Waste strategy*.

Can we change all this by ourselves in Waipā? Not right now, and not alone. But if we embrace the waste hierarchy, we can certainly improve things. In the meantime, we can urge and support the Government to make some of the big changes we need to help us transition to a circular economy.

A snapshot of our waste

General waste to landfill in Waipā

In 2020/21 Waipā created approximately 27,000 tonnes of general waste (kerbside collections and transfer stations) which went to landfills. This was an increase of approximately 5,000 tonnes. That's the bad news...

But there's also good news! Waipā's population also grew in this time so, on a per person basis, waste volumes remained unchanged at 0.5 tonnes per capita (500kgs of waste per person).

As at 2023, waste volumes in most places in New Zealand were still going up (as they had been for the past 10 years), but in Waipā it was static, which is something to be proud of! Nationally, waste generation in 2023 sat at around 0.7 tonnes or 740kg of waste per person.



We can do better, Waipā

In 2020, Council provided kerbside recycling to all dwellings in the district and collected 1,774 tonnes of mixed recycling and 1,878 tonnes of glass per year via that service. Solid waste audits (where we collect what is set out on the kerbside and systematically sort it into more than 20 categories) showed each house on average placed out a whopping 4.3 kg of good clean recycling each week (if you convert the bi-weekly and monthly volumes into weekly).

The average rubbish set out per household was 9.80 kg, with food making up 36.6% of that (check out more details in the pie-chart on the next page).

Audits showed that 12 per cent of what we threw in the rubbish bin could (and should) have been recycled. This was made up of:

- 5.7%** **Recyclable paper**
- 3.2%** **# 1, 2 and 5 plastic containers**
- 0.7%** **Steel cans**
- 0.3%** **Aluminium cans**
- 2.1%** **Bottles/jars**

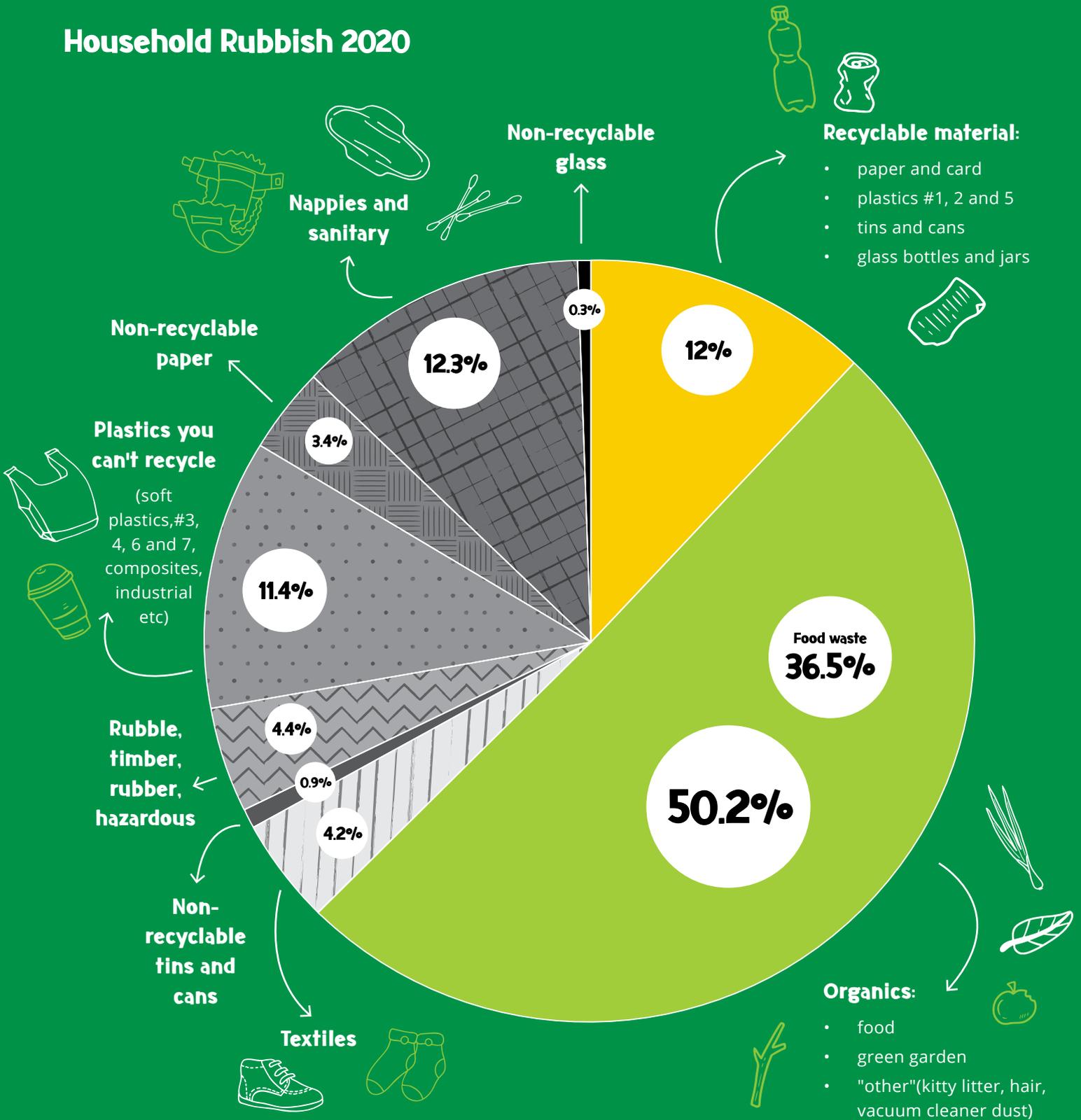
Adding recycling and rubbish volumes together, each household generated 12.74 kgs of material. Doesn't sound too much?

But when you think Waipā-wide, in 2022, for all 21,700 dwellings, that was a whopping 276,458kgs (more than 276 tonnes) of resources put out on the roads and streets of Waipā for collection. That doesn't include transfer stations, home burning of rubbish or other ways to dispose of waste.

Check out the pie chart on the next page



Household Rubbish 2020



The whole waste pie

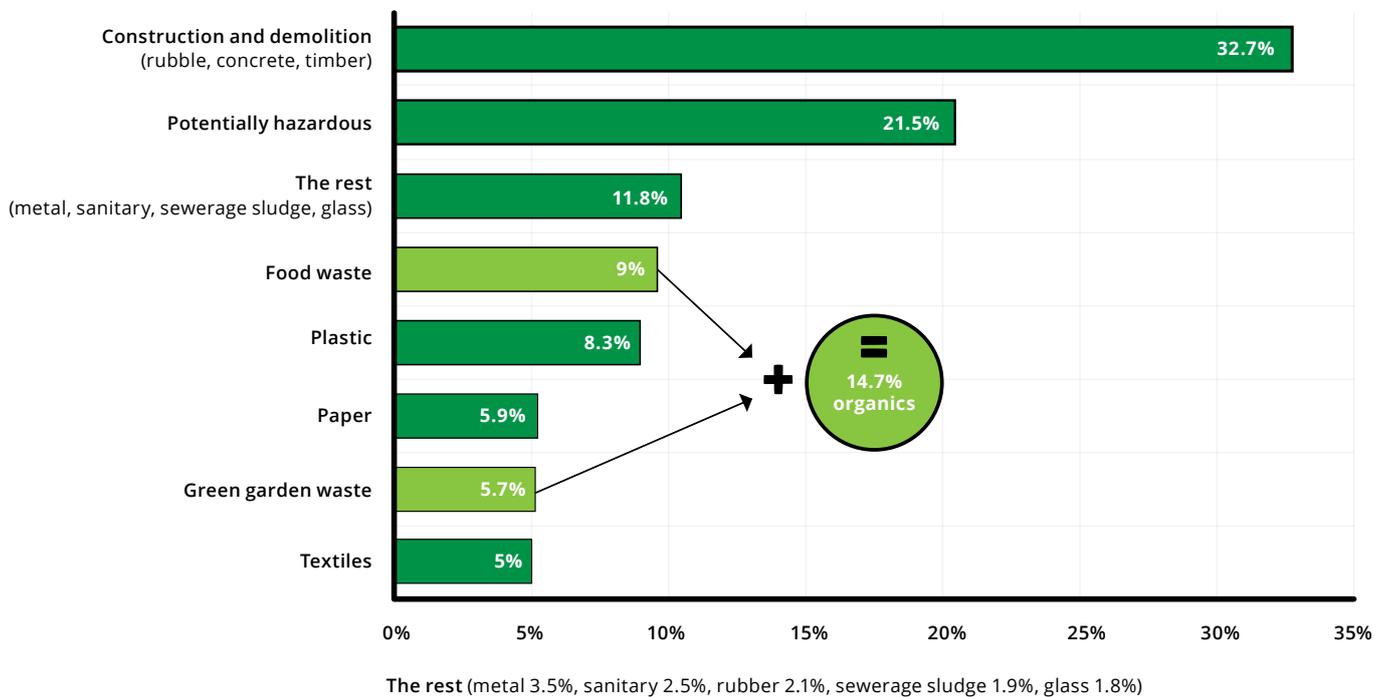
The data we capture from within our district does not capture the whole waste pie. Large volumes of waste can head directly out of Waipā to a landfill and are not ever captured by local transfer station data. Current legislation (as in 2023) does not enforce landfills seeking, recording or sharing data on where a load originates. The Ministry for the Environment is best placed to estimate what our largest waste streams are, but even the Ministry concedes the data is poor. The good news is this will change as licensing waste operators and collectors has been made a responsibility of the Ministry for the Environment and will be in force by late 2025 (see page 4).

The Ministry for the Environment states *“It is estimated that in Aotearoa New Zealand we generate 17.49 million*

tonnes of waste per year, of which an estimated 12.59 million tonnes are sent to landfill (71%). This estimate includes waste disposed of to Classes 1, 2, 3 and 4 landfills, clean fills, and farm dumps (see [Types of landfills](#) for descriptions of landfill types). It also includes the materials recycled here in New Zealand and those sent offshore for recycling.”

The Ministry for the Environment surveys of Class 1 municipal landfills from 2020 show that construction and demolition waste is the largest source of waste at 33 per cent, followed by potentially hazardous waste (24 per cent), and food waste at 9 per cent (green garden waste is an additional 5.7 per cent on top of this). Rounding out the top four was plastic at 8.3 per cent.

Waste composition of Class 1 landfills in Aotearoa NZ



In 2023, there was no data or information to say that Waipā would be any different from the rest of New Zealand from ‘our’ waste in Class 1 municipal landfills. In fact, we may have even be worse as regional areas like ours did not have access to as many infrastructure solutions (like construction and demolition material recovery facilities) as metro areas.

Where's the money coming from?

The Waste Minimisation Act (s43) requires Council to include information on how the implementation of this Plan will be funded, and information about any grants made and expenditure of waste levy funds.

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At the time of writing this Plan in 2023 staff were reviewing the impacts of the new nationwide waste strategy (*Te rautaki para - Waste strategy*) and the updated Waste Minimisation Act legislation to see how waste funding will be allocated to councils. This legislation determines how much waste levy (the fee placed by the Government on waste material sent landfills) funding Councils will get in the future and how that is allocated to each Council. In 2023, 50 per cent was allocated to Councils, shared on a per head of population basis. There were indications this will change to a set block of funding per council with a per capita proportion on top, but at time of writing no more detail was available.

In the next few years, the waste levy that has historically only been applied to Class 1 municipal landfills will be applied (for the first time) to construction and demolition fills and managed or control fills (Classes 2-4) (see table below).

Data on volumes in these types of landfills (construction and demolition fills and managed or controlled fills) is

very poor. It is difficult to predict possible future waste levy revenue from these sources. Waipā however, will get its share of this funding.

Since the levy has started to increase and be expanded to other fill types for the first time, the revenue allocated to Waipā from the Ministry for the Environment has increased. For example, in the last quarter before the increased levy was applied (October 2021), Waipā received \$49,216 from the Ministry for the Environment. Following the increase and expansions, in January 2023 Waipā received \$157,142 for that quarter.

If current waste disposal trends continue (as levy is generated by each tonne of waste disposed of) Waipā's annual waste levy funding from the Ministry could be more than \$1 million by 2025.

It's not money in the bank until legislation is confirmed, but waste levy funding can only be put towards avoiding waste generation and increasing resource recovery. On that basis, barring any dramatic change in government direction, it's likely Waipā District Council will be able to have more funding to put towards proposed actions outlined in this Plan.



IT'S NOT MONEY IN THE BANK UNTIL LEGISLATION IS CONFIRMED, BUT WASTE LEVY FUNDING CAN ONLY BE PUT TOWARDS AVOIDING WASTE GENERATION AND INCREASING RESOURCE RECOVERY.

Timeline for the increase and expansion of the waste levy

Landfill class	Waste types	1 July 21	1 July 22	1 July 23	1 July 24
Municipal landfill (class 1)	Mixed municipal wastes from residential, commercial and industrial sources	\$20 ✓	\$30 ✓	\$50	\$60
Construction and demolition fill (class 2)	Accepts solid waste from construction and demolition activities, including rubble, plasterboard, timber, and other materials		\$20 ✓	\$20	\$30
Managed or controlled fill facility (class 3 and 4)	One or more of: <ul style="list-style-type: none"> contaminated but non-hazardous soils and other inert materials (eg. rubble) soils and other inert materials. 			\$10	\$10

The bottom line is that there is still uncertainty in the funding space. But we intend to keep an open mind about the potential, for example, of co-funding work with another Council, the Government, private business or another keen partner.



New, current and future challenges

Six new overarching challenges or opportunities emerged in the recent Waipā Waste Assessment.

They need addressing in this Plan over the next six years. They are:

1. Diversion options for organic waste (to reduce methane from landfills)
2. Rubbish provision options (in other words, is there a better, more cost-efficient way of community rubbish collection?)
3. Reducing contamination from the recycling service (to keep costs down and people safe)

1. Diversion options for organic waste

Waipā waste audits have identified that 50.2 per cent (4.9 kg) of all household rubbish put out on the kerbside is organic material. By reducing organic matter in our rubbish, we can make a big difference to how much methane-producing waste goes to landfill from households in Waipā.

The Ministry for the Environment states in Aotearoa New Zealand the average:

- office worker produces 0.6 kilos of food waste per week
- café produces 67 kilos of food waste per week
- supermarket produces 1173 kilos of food waste per week.

Food grown for human consumption is lost (becomes wasted) all the way through the supply chain. Organic matter (like food) is reported to generate four per cent of total gross emissions for New Zealand when disposed of in a landfill.

4. How we can help divert construction and demolition waste (keeping it in use, not in a landfill)
5. Waste and resource recovery infrastructure resilience (plan for community access to do the right thing with their waste)
6. Policy, administrative and advocacy gains (make the most of Government funding and opportunities).

In addition to these, there's a strong focus on supporting more matauranga Māori approaches to waste minimisation in this Plan (7).



Actions we'll take to reduce food waste in Waipā include:

- 1a. As discussed on page 3. The Government has now mandated councils to provide a kerbside food waste collection service by 2027. This is now a priority action.
- 1b. Encouraging home composting and support community composting initiatives.
- 1c. Support opportunities to reduce food waste across all sectors from paddock to plate.
- 1d. Education focussed on reducing food waste in the home.

These actions will be funded via the Ministry for the Environment's waste levy and support Goals 1, 3, and 4, from the Waipā Waste Strategy:

- Reduced waste and increased resource recovery
- Connect with our community by developing collaborative relationships.
- Effective waste services and facilities.

2. Options for rubbish collection

It's been more than 20 years since Waipā District Council provided kerbside rubbish collection funded by council rates. Our existing recycling contract ends in 2026. We have time to assess if Council and the community wish to add additional services such as a council-provided kerbside rubbish service.

The Council is also required to comply with Section 17A of the Local Government Amendment Act 2014, which has specific criteria for a service review.

17A Delivery of services

“(1) A local authority must review the cost-effectiveness of current arrangements for meeting the needs of communities within its district or region for good-quality local infrastructure, local public services, and performance of regulatory functions.”

Based on preliminary research into the waste service costs of seven other similar-sized councils (Western Bay, Marlborough, Waimakariri, Tasman, Invercargill, Gisborne and Selwyn) it is likely council could develop a contract package (rubbish and recycling at the minimum) that would result in most households paying less than they are now for a council contracted recycling service and a private rubbish service. Modern contracts can also have elements of user-pays built in (e.g. 'pay as you throw' tags added to rubbish wheelie bins, or a set number of rubbish bags paid for in rates per year with extras need to be purchased at residents' cost). This means smaller households and low rubbish generators are not disadvantaged.

Actions to investigate waste contract possibilities include:

- 2a. Investigate introducing a council-rated (contracted) rubbish service including options of user pays.
- 2b. Depending on the outcome of 2a, tender for a rubbish contract in the same cycle as the current recycling contract in order to gain any possible synergies and cost efficiencies.

These actions will be funded via the Ministry for Environment's waste levy and supports goals 2 and 4, from the Waipā Waste Strategy:

- Collect waste information for informed decision-making.
- Effective waste services and facilities.

Any future contract will be funded via rates.

3. Reduce contamination from the recycling service

More than 11,000 recycling bin inspections in 2021 showed most households in our community were recycling nearly perfectly.

But about 10 per cent of households were still placing rubbish items in the recycling bin – and that has serious consequences. Once contamination/rubbish items gets mixed up with other recycling, a much larger volume of good clean recycling material becomes contaminated. When that happens, we have no choice but to send it to landfill.

Items like knives, scrap metal, engine oil, nappies (and worse) also pose a huge health and safety risk to our recycling sorting team. This contamination costs ratepayers a considerable amount of money from lost productivity due to cleaning shutdowns, specialised cleaning costs, equipment damage and landfilling costs.

There is some confusion about what can be recycled in Waipā and what cannot, especially for new residents arriving in our district. That's because in 2023 different councils accept different items for recycling. Waipā District Council has long supported moves to standardise what items are collected for recycling nationwide. Under *Te rautaki para - Waste strategy*, that standardisation has become a reality. We will need to clarify a few items we currently recycle by February 2024, but Waipā's collection already mostly aligns. This will be a priority action.

Proposed actions to reduce contamination from the recycling service include:

- 3a. Continue pre-collection bin audits and wider community education on recycling correctly.
- 3b. Investigate the possibility to secondary sort all 'contamination' that comes off the sorting line in first pass.
- 3c. Continue to work hard to reach those in our community who need to improve their recycling knowledge.

These actions will be funded via rates mostly with some support from the waste levy from the Ministry for the Environment. These actions support all goals from the Waipā Waste Strategy:

- Reduced waste and increased resource recovery
- Collect waste information for informed decision making.

- Connect with our community by developing collaborative relationships.
- Effective waste services and facilities.

4. Diversion options for construction and demolition waste

Construction is a major sector of the Waipā economy and all new urban, business and industrial development contributes to construction waste. The Ministry for the Environment surveys of Class 1 municipal landfills in 2020 show that construction and demolition waste is the largest source of waste (33%).

We also know it is not easy to access construction and demolition collections and services locally and there are challenges making the market for product viable. The scale of these solutions often needs government-level support or at least regional co-operation.

In the past large infrastructure projects have been developed via the waste levy fund through public funding of private businesses, mainly in metro areas to maximise feedstock supply and minimise travel distances. However that does not help grow a national network of construction and demolition diversion facilities, or provide access to such services to Waipā businesses.

A look at MfE [funding for infrastructure](#) (of all types) since 2010, clearly shows metro areas getting more successful applications funded. Waipā staff will be advocating strongly to the Government that they need to focus on basic service provision into the regions in coming funding rounds.

With housing intensification occurring there is a lot of house demolition occurring in the district. Local projects have shown it is costs about the same to:

- Pay a local crew to carefully take down a house (deconstruct) and use (sell or upcycle) those resources again
- Or to demolish a house with a digger and send it all to landfill.

By carefully choosing houses that were built before the 1960s and making sure all the floors and windows are in good condition, it is cost neutral to deconstruct compared to landfill. The costs that the developer would have paid to knock down, crush up, transport the crushed house to landfill are added to sales of

prime material like native timber flooring to pay staff to take all the good resources out of a home for reuse or sale and recycle the rest (like old tin roofs). We can change our mindset to see the need to clear a site as an opportunity to provide meaningful work for local people, whilst diverting a whole pile of waste from landfill.

Some larger councils have a staff member dedicated to helping reduce construction and demolition waste because it is such a significant part of the waste volume.

Actions to improve construction and demolition waste diversion in Waipā are:

- 4a. Support industry where goals align to reduce waste or increase construction and demolition resource recovery.
- 4b. Investigate feasibility of de-construction social enterprise.
- 4c. Advocate to Government for equitable regional access to government-funded diversion infrastructure and to progress product stewardship schemes for large construction and demolition waste streams.

These actions will be funded via the Ministry for the Environment's waste levy and support goals 1, 3 and 4, from the Waipā Waste Strategy:

- Reduced waste and increased resource recovery
- Connect with our community by developing collaborative relationships.
- Effective waste services and facilities.

CONSTRUCTION IS A MAJOR SECTOR OF THE WAIPĀ ECONOMY AND ALL NEW URBAN, BUSINESS AND INDUSTRIAL DEVELOPMENT CONTRIBUTES TO CONSTRUCTION WASTE.

5. Waste and resource recovery infrastructure and resilience

As at 2023, there were no Class 1 municipal landfills in Waipā district. However, there were two Class 1 landfill disposal options within 100 km. There were also two privately-owned transfer stations in Waipā District, one in Cambridge and one in Te Awamutu. These stations acted as central bulking points for rubbish, where recyclables and a few selected waste streams of reusable materials are separated out from waste prior to transfer to landfill, for example, scrap metal, recyclables and green waste. In 2023, Waipā District Council was the only council in the Waikato Region that did not own a Refuse Transfer Station.

Waipā District Council owns no waste assets, transfer stations or machinery. Natural disasters are significant waste generators (think about the Christchurch earthquakes and large-scale flooding). Following these natural disasters, a Disaster Waste Management Planning Guide was developed by regional councils. It's now a GIS web-based tool that can be used to model, predict and then plan what do to with waste in the case of a natural disaster.

During community consultation on the (2021 – 2031) Long-Term Plan the community strongly supported investment in Waipā's very first resource recovery centre. A resource recovery centre model is primarily about reuse (not about rubbish). It's about getting as many items as possible back into reuse through upcycling, reuse, repurposing, second-hand shop sales, composting or recycling.

The preferred option was to partner with a community organisation, charitable group or iwi partner to develop a resource recovery centre to service the Waipā District.

Actions to improve waste and resource recovery infrastructure and resilience in Waipā are:

- 5a. Start work on planning for a network of resource recovery centres over the next 15-20 years including urban areas and provision for servicing of rural villages.
- 5b. Support community capacity growth in resource recovery operations.
- 5c. Utilise the existing GIS planning tool to complete desktop preparedness and link into the established Civil Defence Emergency Framework.

These actions will be funded via the Ministry of the Environment's waste levy and support goals 2, 3, and 4, from the Waipā Waste Strategy:

- Collect waste information for informed decision-making.
- Connect with our community by developing collaborative relationships.
- Effective waste services and facilities.

6. National waste policy and advocacy gains

In July 2020 the Government declared six priority products for regulated product stewardship under the Waste Minimisation Act. Regulated product stewardship makes producers responsible for specified problematic products at the end of life and ensure the costs of proper waste management are paid by producers, retailers and consumers - not communities, councils and the environment. The six priority products are:

- tyres and large batteries
- electrical and electronic products [e-waste]
- farm plastics
- refrigerants and other synthetic greenhouse gases
- agrichemicals and their containers
- single-use plastic packaging.

The Government also completed scheme design for an improved 'cash for cans' scheme now called the [container return scheme](#), which would have customers pay a returnable cash deposit on bottles and cans of drinks. However this was [deferred in March 2023](#). Where a container return scheme operates in other countries, they demonstrate huge potential for the community and the not-for-profit sector to play a part in collecting eligible bottles and cans of drinks e.g., bottle drives, sports clubs collecting larger volumes, or to even run (under contract) a larger scale bulking facility. Should this scheme eventuate, that offers a great opportunity for community groups in Waipā to become more involved in resource recovery, so it is something to keep on the radar.

The national strategy for waste, *Te rautaki para - Waste strategy*, determined that licensing of waste operators will be done nationally, so this no longer needs to be an action for Waipā.

Actions to get the most benefit from national policy are:

- 6a. Support local industries and community groups to make the most of opportunities brought about by regulated product stewardship scheme (e.g. farmers for agrichemicals and containers, Waipā Urban Miners with e-waste and small batteries) and community groups (large and small) to participate and benefit from any future container return scheme.
- 6b. Support increased understanding of, and participation in the circular economy by locally operated businesses and industry.

These actions will be funded via the Ministry for the Environment's waste levy and will support goals 1, 2 and 3 from the Waipā Waste Strategy:

- Reduced waste and increased resource recovery
- Collect waste information for informed decision making.
- Connect with our community by developing collaborative relationships.

7. Support more mātauranga Māori approaches to waste minimisation

Past Waipā Waste Minimisation and Management Plans do not refer to te ao Māori or mātauranga Māori approaches to waste minimisation. To support great waste outcomes for Waipā and its people, more effort will put in this area.

Over the next six years Council will:

- 7a. Partner more actively with tangata whenua and Māori groups to support the kaupapa around waste minimisation and para kore.
- 7b. Actively encourage marae and Māori organisations to apply for waste minimisation community funding.

7c. Support Para Kore Marae Incorporated, Aotearoa's leading te ao Māori-based zero waste organisation, to lead work in this space locally.

7d. Support community capacity by funding attendance of kaimahi, kaumatua or rangatahi to annual Para Kore hui.

These actions will be funded via the Ministry for the Environment's waste levy and support:

- Goal 3 from the Waipā Waste Strategy Connect with our community by developing collaborative relationships.



**Reduce
waste**

Things we need to keep doing or doing more of!

We have done some good work on many of these topics and waste streams in the last Plan, but we need to keep working on these to build towards our vision of building zero waste and sustainable communities.

8. Provide current kerbside recycling service

Kerbside recycling service is provided to all residential dwellings (rates funded) and schools and early childhood education centres (opt in via annual invoice).

This action supports goal 4 from the Waipā Waste Strategy:

- Effective waste services and facilities

9. Provide servicing of litter bins and collect illegal dumping.

This will continue under the current contracts as a rates-funded activity.

Extension action: Deliver education or enforcement project to tackle increasing levels of illegal dumping (funded via waste levy).

This action supports goal 4 from the Waipā Waste Strategy:

- Effective waste services and facilities.

10. Complete compositional waste audit every three years.

This is a key piece of detailed data that we can use to track trends in waste disposal and recycling contamination.

Extension action: Use that data to engage our community in waste minimisation and keep developing our data on waste.

These actions will be funded via the Ministry for the Environment's waste levy and support goal 2 from the Waipā Waste Strategy:

- Collect waste information for informed decision making.

11. Develop partnerships, joint working and co-operate with other councils.

This action will be funded via the Ministry for the Environment's waste and supports goal 3 from the Waipā Waste Strategy:

- Connect with our community by developing collaborative relationships.

12. Continue to support waste education including working with farms and businesses to achieve waste reduction.

This action will be funded via the Ministry for the Environment's waste levy and supports goal 3 from the Waipā Waste Strategy:

- Connect with our community by developing collaborative relationships.

13. Continue the Waste Minimisation Community Fund

This Fund has been oversubscribed for several years so is very popular with the Waipā community. The quality of the projects is impressive each year.

Funded projects can also support community capacity building in resource recovery or waste minimisation, or support local businesses to lead the way in their own industry or sector.

As at 2023, funding was allocated via an open funding round once a year. A panel independently assessed all applications against known criteria (as outlined in the funding guidance). Those scores were then brought together and the panel discussed all the projects, the scores and decided on the level of funding. Applicants were notified by email, and the expectations of the funding was reiterated along with the timeframe expected for delivery of the project.

This action will be funded via the Ministry for the Environment's waste levy and supports goal 3 and 4, from the Waipā Waste Strategy:

- Connect with our community by developing collaborative relationships.

14. Improved access to household hazardous waste disposal.

Council supported two successful household hazardous waste drop off events in 2022 which took in more than 7.5 tonnes of tricky and sometimes very environmentally damaging waste. We want to continue to offer household hazardous waste drop off events for the community. We will also continue to share/promote existing services the community can access regularly in between one-off events.

- These actions will be funded via the Ministry of the Environment's waste levy and support goal 4 from the Waipā Waste Strategy: Effective waste services and facilities.

How will we measure our progress?

Monitoring and evaluation

Longer term = 2030 and beyond

The Waste Assessment Report includes data collection and analysis which will, over the longer term, track trends in district-wide waste generation and the end outcome for that waste (diverted/ composted/recycled or disposed of).

In the past, this data has been a bit rough as it was based on voluntary reporting from private companies. Some did not volunteer any information. But this will change given the Government has mandated central licensing of waste operators and data provision by them by 2025. This will increase accuracy and reduce the number of assumptions being made. Waipā will need to complete Waste Assessment Reports in 2028 and then again in 2034. The Waste Assessment Report contains annual tracking documents of progress against WMMP actions which are reviewed by an independent waste expert.

Medium term = the end of this Plan and up to 2030

The *Te rautaki para - Waste strategy* sets out performance standards for the amount of household kerbside waste diverted from landfill that Waipā District Council must meet.

The performance standards will increase over time:

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



We will continue to get strong data from a smaller data set (approximately 500 households) by continuing our solid waste audits done every three years. This provides good data on household waste and recycling and helps us track things like the amount of recyclables in the rubbish, different types of rubbish by weight and proportion etc, and the proportions of recyclables and contamination in our recycling. In addition to this, through the recycling contract, we also get whole of service data.

Targets per focus area / how will we know we are successful

1. Support diversion options for organic waste

Government mandated	Tracking
Provide a kerbside food waste collection service by 2027*	Achieved/delayed/not yet started.
	We will be successful if we can demonstrate...
Encouraging home composting and support community composting initiatives.	The funding or delivery of at least one education offering per year on this topic. Have support/programmes in place for those parts of the community that won't receive kerbside food scraps service.
Support opportunities to reduce food waste across all sectors from paddock to plate.	Two partnerships or collaborative projects in this space by 2029.
Education focussed on reducing food waste in the home.	The funding or delivery of at least one education offering per year on this topic.

2. Council rated rubbish collection

We will progress this *if* the decision is made to have a council funded, pay-as-you-throw rubbish service. If so, the tendering process would align with the end of the current recycling contract, and the newly mandated kerbside food scrap service, which must be in place by 2027.

Achieved/delayed/not yet started.	Achieved/delayed/not yet started.
Goal.	Provide a council rubbish collection service by 2027
Milestones	Achieved/delayed/not yet started.
Consult with community via the 2023-2030 Long Term Plan if they prefer a council-rated, pay-as-you-throw rubbish service, or the status quo (each choose own provider).	March 2024.
Council agree to tender for a council rated rubbish collection.	June 2025.
Contract award.	End of 2026.
Service starts.	Jan 2027.

3. Reduce contamination in the recycling service

Government mandated	Achieved/delayed/not yet started.
Align with national list of accepted (or not) recycling materials.	By Feb 2024.
	We will be successful if we can demonstrate...
Continue pre-collection bin audits and wider community education on recycling correctly.	Proportion that are “compliant” (recycling nearly perfectly), grows from 88% (2021 baseline).
Investigate the possibility to secondary sort all ‘contamination’ that comes off the sorting line in first pass.	Proportion single source recycle materials baled increases (from 2021 baseline). Conversely the proportion of contamination to landfill decreases.
Continue to work hard to reach those in our community who need to improve their recycling knowledge.	BAU.

4. Diversion options for construction and demolition waste

	We will be successful if we can demonstrate...
Support industry where goals align to reduce waste or increase construction and demolition resource recovery.	Seek out/develop two partnerships or collaborative projects in this space by 2029.
Investigate feasibility of de-construction social enterprise.	Feasibility study is completed and presented to council by 2028.
Advocate to Government for equitable regional access to government-funded diversion infrastructure and to progress product stewardship schemes for large construction and demolition waste streams.	Take every consultation opportunity to advocate for regional equality for construction and demolition infrastructure investment.

5. Waste and resource recovery infrastructure

	We will be successful if we can demonstrate...
Start work on planning for a network of resource recovery centres over the next 15-20 years including urban areas and provision for servicing of rural villages.	Achieved/delayed/not yet started.
Support community capacity growth in resource recovery operations.	Scholarships or attendance at education, conferences (or similar) made available as they occur. [measure = number of attendees] Continued support for start-up costs (for waste streams that are not currently provided for) to enable more groups to play a part in increasing our resource recovery locally.
Utilise the existing GIS planning tool to complete desktop preparedness and link into the established Civil Defence Emergency Framework.	Achieved/delayed/not yet started.

6. National waste policy and advocacy gains

Government mandated	The <i>Te rautaki para - Waste strategy</i> has elevated licencing of waste operators to the national level.
	We will be successful if we can demonstrate...
Support local industries and community groups to make the most of opportunities bought about by regulated product stewardship scheme (e.g., farmers for agrichemicals and containers, Waipā Urban Miners with e-waste and small batteries) and community groups (large and small) to participate and benefit from the container return scheme.	Support, (as practicable) for appropriate community groups to be licenced, accredited or similar, to be ready to play an active part in product stewardship scheme.
Support increased understanding of, and participation in the circular economy by locally operated businesses and industry.	Scholarships or attendance at education, conferences (or similar) are available as they occur. [measure = number of attendees] Two partnerships or collaborative projects in this space by 2029.

7. Support more matauranga Māori approaches to waste minimisation

	We will be successful if we can demonstrate...
Partner more actively with tangata whenua and Māori groups to support the kaupapa around waste minimisation and para kore.	One partnership or collaborative event/engagement/ education event every two years with tangata whenua or Māori groups.
Actively encourage marae and Māori organisations to apply for waste minimisation community funding.	An increase in eligible applications from marae and Māori organisations from pre 2023 baseline.
Support Para Kore Marae Incorporated, Aotearoa’s leading te ao Māori based zero waste organisation, to lead work in this space locally.	Have a partnership agreement developed with Pare Kore. More financially supported targetted delivery by Para Kore in Waipā (relative to pre 2023 baseline).
Support community capacity by funding attendance of kaimahi, kaumaatua or rangatahi to annual Para Kore hui.	Offers of support for attendance to relevant hui extended through council and community networks.

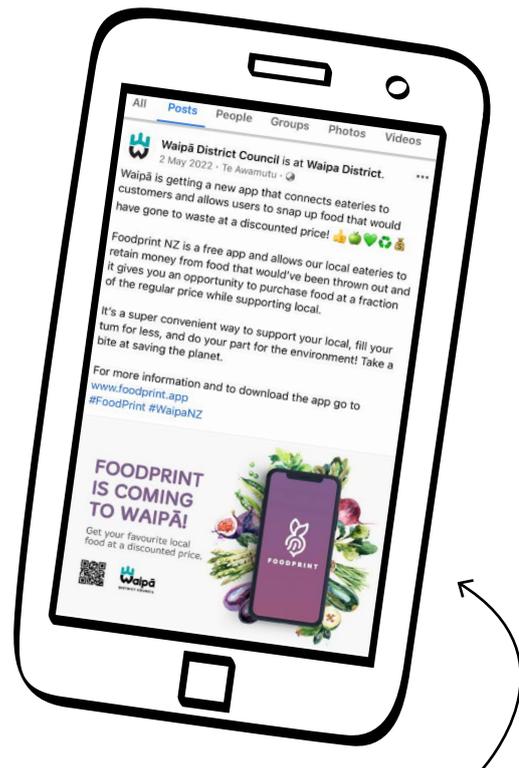
Reporting

Council staff complete a report quarterly for Council’s Service Delivery Committee covering activities and outcomes.

Face-to-face engagements with our waste minimisation programme are tracked and reported through Council’s Power Bi reporting.

We also report annually on Waipā’s waste levy funding allocation to the Ministry for the Environment. Our local delivery programme is eligible to be audited by the Ministry as well.

We also try to share news with our community. We share news releases on waste minimisation projects, advise where community waste minimisation funding is going (including on our website) and do Facebook posts (example left) to share what’s happening in Waipā’s waste minimisation space.



Example of reporting to our community about waste minimisation initiatives.





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