



# Solid Waste

## Purpose

Council provides an affordable, hygienic refuse and recycling collection and disposal that is environmentally and economically sustainable, meets our statutory requirements and meets the needs of our communities.

## Looking ahead

Given the three year focus of this LTP, services will, for the most part, remain the same i.e. user pays for all recycling and rubbish services other than public rubbish bin servicing, closed landfill management and illegal rubbish management which is currently funded from general rates.

Kaipara District continues to reduce its waste disposal to landfill by approximately one third through increased diversion to re-use. In the 2021/2022 year a total of 7,088 tonnes of rubbish was received at the two transfer stations and through kerbside collection. Of this, 2,573 tonnes was recycled giving a landfill diversion rate of 36%.

Kaipara District's waste activity over the next 4–10 years will be very much influenced by the recent Ministry for the Environment's Te rautaki para | Waste strategy 2023 (NZ Waste strategy or NZWS) (which sets out numerous targets that Council will be required to work towards and achieve, as well as mandating some collection activities. 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 person.
2. Waste disposal: reduce the amount of material that needs final disposal, by 30% per person.
3. Waste emissions: reduce the biogenic methane emissions from waste, by at least 30%.

The below 'what we will deliver' section is planned around implementing changes that will be required to meet national targets as they have been set in the NZ Waste strategy. The change plan is included in the KDC Waste Management and Minimisation Plan 2024 (WMMP) adopted in November 2023. Please note that given the recovery focus of this three year LTP, enhancements to solid waste activities will begin in the next LTP period.

### Key dates for the NZ Waste strategy are:

- 2023 Regulatory tools developed – this will focus on councils and private sector reporting to the Ministry for the Environment.
- 2024 All councils accept standard set of materials; it is yet to be determined how councils will collect these materials, ie self-haul, rate-funded bins or user pays bag system.
- 2026 All urban areas >1000 residents have a council-run recycling collection.
- 2026 National target of 30% of household kerbside waste diverted from landfill.
- 2028 National target of 40% of household kerbside waste diverted from landfill.
- 2030 All urban areas >1000 residents must have a food scraps (or food and garden waste collection in place).

2030 National target of 50% of household kerbside waste diverted from landfill.

The current waste contracts also come up for renewal in 2026.

## Legislation associated with this service

- Climate Change Response Act 2002
- Local Government Act 2002
- Hazardous Substances and New Organisms Act 1996
- Health Act 1956
- Litter Act 1979
- National Adaptation Plan (August 2022)
- Te rautaki para | Waste strategy 2023 KDC Waste Minimisation and Management Plan 2024 (adopted November 2023)
- Waste Minimisation Act 2008
- Resource Management Act 1991

## Risks and issues

- Operational solid waste facilities are not fit for purpose
- Operational solid waste facilities situated in urbanised areas
- Loss of the Hakaru Transfer Station if buyback negotiations fail
- Environmental contamination occurs through events beyond the control of Council
- Operator fails to meet contractual obligations
- Central government legislation continues to drive up disposal costs – this relates to waste minimisation levies and carbon tax credits
- Illegal dumping of rubbish – due to decrease in service level or costs of service (e.g., missed collections, costs of disposal, distance to travel)
- Public and contractor health – contractors and members of the public are exposed to health risks
- Public and contractor safety – accidents causing injury and damage to Kaipara residents, visitors, or property
- Closed landfills – Illegal substances deposited without Council knowledge
- Leachate contamination to groundwater
- Adjacent landowner issues

- Not meeting resource consent conditions
- Unknown historic illegal landfills on council land
- Impact of climate change – inland closed landfills risk of erosion and slips
- Unknown emissions from closed landfills – working on emission tools
- Loss of waste disposal levy funding if Council chooses not to implement the changes required under the NZ Waste strategy. This is a significant amount that currently funds education in the district
- Loss of waste disposal levy funding if the pre-determined targets of 30, 40 and 50% are not met. To some degree this is outside of our control as compliance of this target is measured using private supplier data as well as data from councils. This could be mitigated by the introduction of targeted or general rate funded recycling collections, and
- General maintenance, operation and collection contract management are unsatisfactory resulting in unnecessary or excessive costs and insufficient output or quality.

## What we do – refuse

Provide kerbside collection services in key urban areas with collections points across the rural areas of the district.

We focus on delivering a seamless, affordable, and hygienic rubbish collection service balanced against environmental goals of waste minimisation and reducing waste to landfill as described in our WMMP 2024.

We provide two transfer stations for general waste and recycling disposal. Contractors look after weekly kerbside general refuse and recycling is undertaken in all urban areas and some rural areas of the Kaipara District.

Public rubbish bins are provided throughout the Kaipara District.

We manage leachate pollution from historic landfills to protect environmental quality; and closed landfill activities that comply with the legislation.






We also clear illegally dumped rubbish and remove abandoned vehicles.

## What we do – recycling and waste minimisation

- Provide kerbside collection services in key urban areas.
- A recycling drop-off service is offered at both transfer stations
- Provision of education services through a sub-contractor.
- Monitor markets for opportunities to divert additional products from landfill.



## Contribution to community outcomes

					
Ensure infrastructure keeps pace with growth, utilising economies of scale					
Support the minimisation of waste and its impact on the environment					
Infrastructure prepared for extraordinary climate events					
Promote a clean environment across the district					
Enabling private individuals to take ownership of their carbon footprint					
Provision of education services					

## How is climate resilience being considered?

Kerbside collections, public rubbish bin servicing, disposal to landfill, and ongoing maintenance of closed landfills are the main contributors to our solid waste carbon footprint.

We are working to reduce the amount of solid waste that goes to landfill, which will in turn see a reduction in large collection trucks on the road. This will be achieved through alignment with the NZ Waste Strategy which has a focus on circular economy and reducing waste to landfill. Included in the strategy is a mandate that councils with more than 1,000 residents in urban areas are to

provide food waste collection services. Once this is introduced, we can expect another 15–20% (estimation only) diversion of waste from kerbside collections as food waste currently makes up 38% of kerbside refuse. We will support groups and businesses towards waste reduction and circular economy practices.

Work has been completed to identify and map climate related risks to our coastal closed landfills with any required remedial actions documented. Works will be undertaken throughout the period of this LTP to mitigate risks that have been identified.

## What we will deliver, when

Description	2024/2025	2025/2026	2026/2027
Solar power compactor bins – investigations and trials			
Develop a business case to explore options for eastern Kaipara transfer station (current LTP excludes land purchase)			
Make good Hakaru Transfer Station site if required			
Extension of, or award new contracts for waste management services (effective 1 July 2026). Award process and notifications completed 12 months earlier than start date, allows lead-in time for new services			
Upgrade or explore relocation of Dargaville Transfer Station – include weigh bridge and actions to make less intrusive to the direct neighbours			
Provision of education including change in behaviours			
Closed landfill remediation work as identified in assessments			
Develop public rubbish bin policy and implement			
Dargaville closed landfill wetland renewal if required			
Glinks Gully closed landfill cap renewal if required			

*NOTE: The new items set out in table 4, page 17 in the WMMP, proposed to be implemented during 2024–2034, are now assessed in year 2 of the Long Term Plan 2027–2037.*

Performance measures	LTP Year 1 Target 2024/2025	LTP Year 2 Target 2025/2026	LTP Year 3 Target 2026/2027
Percentage of residents who are very satisfied or satisfied with waste management.	>50%	>55%	>60%
Percentage of KDC controlled refuse and recycling diverted from landfill per year from kerbside collections.	>30%	>30%	>35%
Overall percentage of all refuse and recycling diverted from landfill per year – transfer stations.	>30%	>30%	>30%
Closed landfill activities meet legislative compliance. No resource consent abatement notices, infringement notices, enforcement orders or convictions.	Nil	Nil	Nil

## Changes in levels of service

There will be no changes to the level of service.

## Significant negative effects

Identified significant negative effect/issue	Mitigation
<b>Solid Waste Activity</b>	
<p><b>Kerbside collections</b></p> <p>Loose kerbside recycling materials and broken solid waste bags may become windblown litter and odorous if not collected promptly.</p>	<p>This is managed through contract specification with regards to kerbside collection and also bylaws around when refuse and recycling should be placed out for collection.</p>
<p><b>Transfer station and recycling facilities</b></p> <p>Excessive recyclable and general refuse materials may become windblown litter.</p>	<p>This is managed through contract specification and regular inspections by council staff to ensure sites are tidy. Additional storage and fencing will be considered if this becomes an issue.</p>
<p><b>Closed landfills</b></p> <p>Closed landfills can be targets for illegal dumping (fly tipping) which can become odorous and untidy. Also potential for odour issues from landfill gases escaping into the atmosphere.</p>	<p>Closed landfills are inspected quarterly for fly tipping and gas odours.</p>
<p><b>Public rubbish bins</b></p> <p>Capacity problems can cause bins to become overfull (in holiday seasons) and overflowing litter is blown around the area.</p>	<p>Council regularly reviews bin capacity and suitability with contractors. This is largely managed by contractors, and additional collections are completed over the seasonal periods where required.</p>
<b>Discharges of pollutants to water and land (environmental effects)</b>	
<p><b>Transfer stations</b></p> <p>There is a possibility of onsite stormwater contamination if materials are not managed well.</p>	<p>This is managed via separation of leachate and stormwater management systems and regular inspections of the separate systems.</p>
<p><b>Closed landfills</b></p> <p>If closed landfills are not capped off and vegetated correctly, they may release additional solid waste or leachate to the environment.</p>	<p>Closed landfills are consented by Northland Regional Council with strict monitoring conditions on leachate discharge.</p>
<b>Discharge or migration of landfill gas (environmental and economic effects)</b>	
<p><b>Closed landfills</b></p> <p>Potentially explosive/flammable landfill gases may have a noxious odour and could damage soil health and vegetation. There are also concerns around the emissions of greenhouse gases.</p>	<p>Council monitors closed landfills as per resource consent conditions which includes monitoring for evidence of landfill gas; Northland Regional Council also monitor.</p>
<b>Disruption of service (social and economic effects)</b>	
<p><b>Kerbside and rubbish bin collections:</b></p> <p>Disruption to kerbside solid waste services can cause a public health effect if waste is not collected in a timely manner.</p>	<p>This is managed by the contractor – Council can utilise a subcontractor if refuse contractor does not meet contract conditions.</p>
<p><b>Transfer stations</b></p> <p>Failure to open these sites can prevent businesses operating and create public health risks with the storage of waste on properties.</p>	<p>Waste can be stored at residences or business for short periods of time. In the event of a long-term closure waste, both kerbside and general waste can be transported directly to Puwera Landfill south of Whangārei.</p>

Identified significant negative effect/issue	Mitigation
<b>Unaffordable or uneconomic cost of services (social and economic effects)</b>	
<p><b>Recycling</b></p> <p>The loss of viable markets for recovered materials can have a negative effect on the economic viability of recycling.</p>	<p>This is managed by Council contractors. Council provides drop off locations for recycling through the two transfer stations and a recycling kerbside collection in the main urban areas, the contractor is responsible for all marketing. This is a user pays service with no ratepayer funding.</p>
<p><b>Self-haul waste</b></p> <p>Disposal costs are governed by conditions outside of council control. Gate and other disposal charges are influenced by these.</p>	<p>All refuse disposal is user pays and managed by the refuse contractors, any rise in costs by contractor above CPI have to be justified and approved by Council.</p>
<p><b>Kerbside collection</b></p> <p>This is also influenced by conditions outside of Council control.</p>	<p>As for above disposal is user pays and managed by refuse contractors.</p>
<p><b>Transfer stations</b></p> <p>Gate charges are directly influenced by the cost of disposal at landfill.</p>	<p>Transfer station disposal costs are user pays, and any increases in gate charges need to be approved by Council.</p> <p>Transfer station disposal activities are user pays basis, Council provides a small budget for property and asset maintenance.</p>
<p><b>Public rubbish bin collections</b></p> <p>Issues caused by illegal dumping of household rubbish and capacity issues over seasonal periods</p>	<p>This is managed by council contractors and a free service to the public. Capacity is increased over seasonal periods and bins monitored.</p>
<p><b>Closed landfills</b></p> <p>Central government legislation governs how we manage closed landfills, any changes could result in additional cost.</p>	<p>Any changes will be managed and prioritised. Regular inspections are completed to ensure closed landfills are up to the current standards.</p>
<b>Illegal dumping: (environmental, economic and social effects)</b>	
<p>Any reports of dumping are dealt with promptly and if offenders identified they are prosecuted.</p>	<p>When dumping is reported Council manages the clean up as soon as practicably possible, and offenders are prosecuted where evidence is found.</p>
<b>Climate resilience</b>	
<p><b>Closed landfills</b></p> <p>There are numerous closed landfills within the Kaipara District that are potentially exposed to impacts of changing weather patterns, specifically those on the edge of waterways.</p>	<p>Council has had risk assessments completed and the specific risks and remediation requirements with each site identified – projects have been included in the LTP.</p>

# Prospective Funding Impact Statement

Solid Waste	Annual Plan	Budget	Budget	Budget
For the year ended: 30 June	2023/2024 \$'000	2024/2025 \$'000	2025/2026 \$'000	2026/2027 \$'000
<b>Sources of operating funding</b>				
General rates, uniform annual general charges, rate penalties	1,407	1,517	1,315	1,413
Targeted rates	20			
Subsidies and grants for operating purposes	0	0	0	0
Fees and charges	208	321	321	321
Internal charges and overheads recovered	0	0	0	0
Interest and dividends from investments	0	0	0	0
Local authorities fuel tax, fines, infringement fees and other receipts	0	0	0	0
<b>Total operating funding</b>	<b>1,635</b>	<b>1,838</b>	<b>1,636</b>	<b>1,734</b>
<b>Application of operating funding</b>				
Payments to staff and suppliers	1,086	1,400	1,240	1,253
Finance costs	19	22	37	107
Internal charges and overheads charged	230	394	331	311
Other operating funding applications	0	0	0	0
<b>Total applications of operating funding</b>	<b>1,336</b>	<b>1,816</b>	<b>1,608</b>	<b>1,671</b>
<b>Surplus (deficit) of operating funding</b>	<b>299</b>	<b>22</b>	<b>27</b>	<b>63</b>
<b>Sources of capital funding</b>				
Subsidies and grants for capital expenditure	0	0	0	0
Development and financial contributions	0	0	0	0
Increase (decrease) in debt	61	79	674	2,139
Gross proceeds from sale of assets	0	0	0	0
Lump sum contributions	0	0	0	0
Other dedicated capital funding	0	0	0	0
<b>Total sources of capital funding</b>	<b>61</b>	<b>79</b>	<b>674</b>	<b>2,139</b>
<b>Applications of capital funding</b>				
Capital expenditure	0	0	0	0
Capital expenditure - to meet additional demand	0	0	0	0
Capital expenditure - to improve the level of service	108	100	700	2,200
Capital expenditure - to replace existing assets	0	300	300	900
Increase (decrease) in reserves	252	-299	-299	-899
Increase (decrease) of investments	0	0	0	0
<b>Total applications of capital funding</b>	<b>360</b>	<b>101</b>	<b>701</b>	<b>2,201</b>
<b>Surplus (deficit) of capital funding</b>	<b>-299</b>	<b>-22</b>	<b>-27</b>	<b>-62</b>
<b>Funding Balance</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>