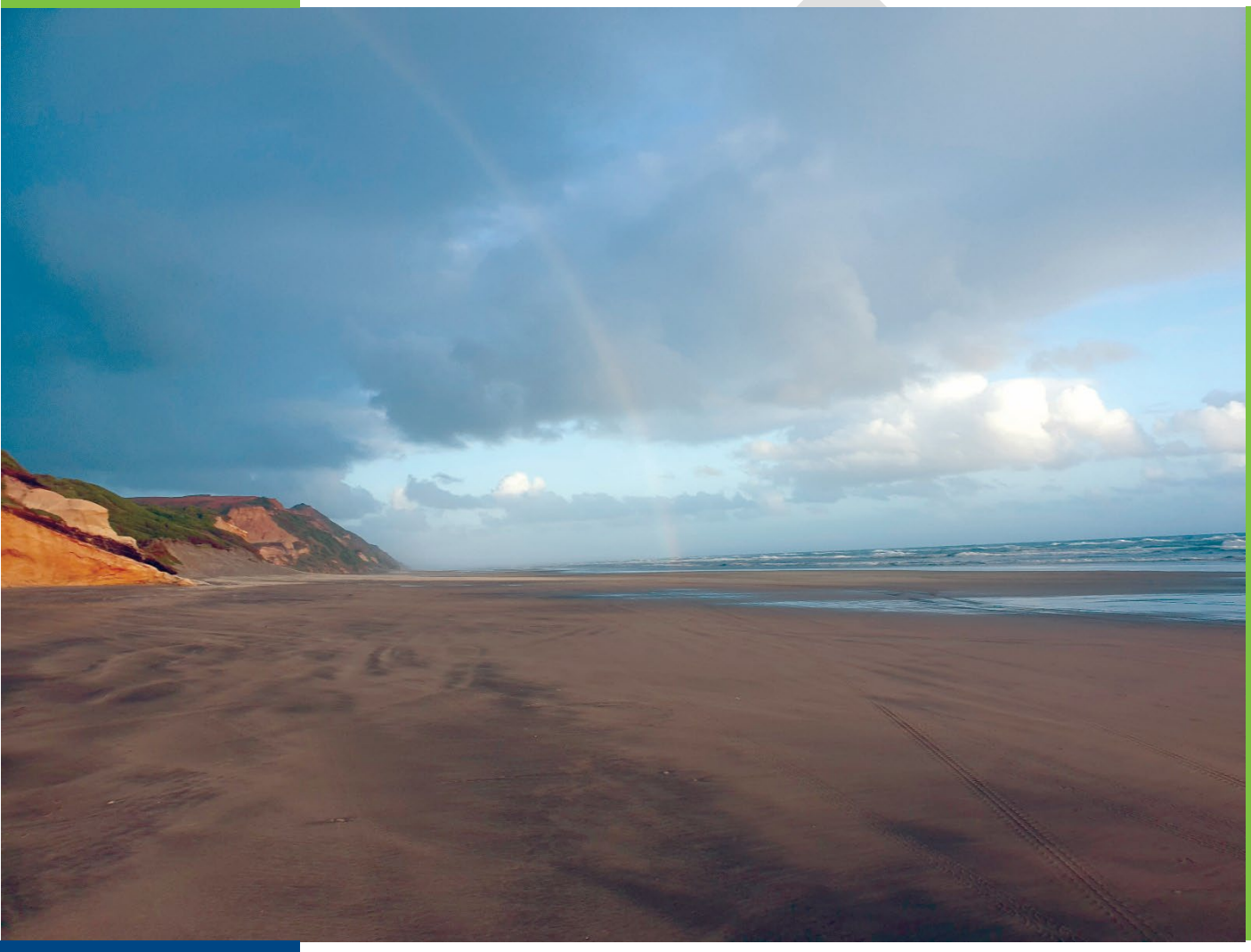
KAIPARA DISTRICT
Kaipara te Oranganui • Two Oceans Two Harbours

Waste Management and Minimisation Plan 2024-2030



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Foreword

This plan is in three parts:

Part A: The Strategy: contains core elements vision, goals, objectives, and targets. It sets out what we are aiming to achieve and the broad framework for working towards the vision.

Part B: Action Plan: sets out the proposed actions to be taken to achieve the goals, objectives, and targets set out in Part A. Part B also shows how we will monitor and report on our actions and how they will be funded.

Part C: Supporting information: contains the background information that has informed the development of our Waste Management and Minimisation Plan (WMMP). Most of this information is contained in the joint Waste Assessment (WA).

Part A – Strategy

1 Introduction

Kaipara District Council (Council) has a statutory responsibility to promote effective and efficient waste management and minimisation within the Kaipara District (Section 42, Waste Minimisation Act 2008 (WMA)). In order to do this, Council is required to adopt a waste management and minimisation plan (WMMP) under Section 43 of the Act.

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

In addition to the legislative framework in which this WMMP has been developed, it has also been developed in the context of the New Zealand Waste Strategy 2023 (NZWS). The NZWS sets out the long-term policy priorities for waste management and minimisation and has a vision for 2050:

> By 2050, New Zealand is a low-emissions, low-waste circular economy.
> We cherish our inseparable connection with the natural environment and look after the planet's finite resources with care and responsibility.

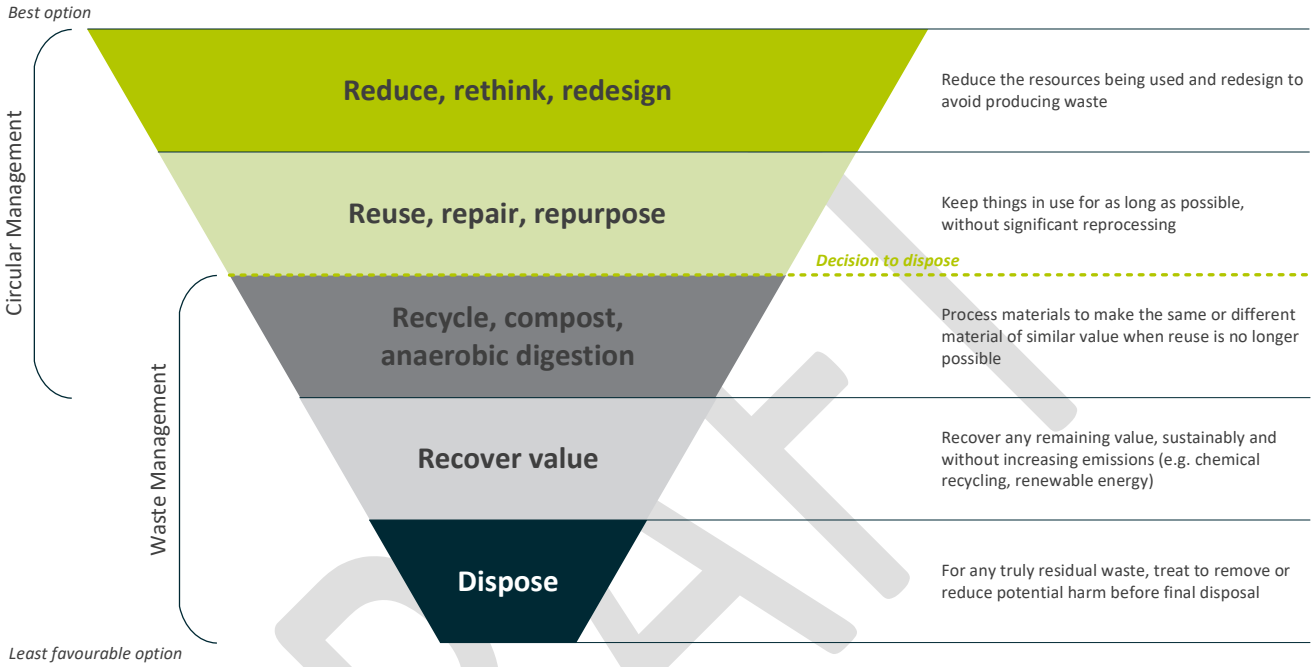
The NZWS has the following eight goals:

1. **Systems:**
   The strategic planning, regulatory, investment and engagement systems are in place and operating to drive and support change
2. **Infrastructure:**
   We have a comprehensive national network of facilities supporting the collection and circular management of products and materials
3. **Responsibility and accountability:**
   We all take responsibility for how we produce, manage and dispose of things, and are accountable for our actions and their consequences
4. **Using less:**
   We use fewer products and materials, and using them for longer, by making them more durable, and repairing, reusing, sharing and repurposing them
5. **Resource recovery systems:**
   Resource recovery systems are operating effectively for core materials and across all regions
6. **Recovering value:**
   We look for ways to recover any remaining value from residual waste, sustainably and without increasing emissions, before final disposal
7. **Emissions:**
   Emissions from waste are reducing in line with our domestic and international commitments

8. **Contaminated land:**
   Contaminated land is sustainably managed and remediated, to reduce waste and emissions and enhance the environment

Council has also considered the waste minimisation hierarchy of reduce, reuse, recycle, recover, treatment and disposal in the development of this WMMP (Figure 1). This plan should be read in association with the Waste Assessment (WA) attached as Part C to this WMMP.

Figure 1 Circular management and waste management within the waste hierarchy



2 What informs the plan?

There is a clear legislative and policy framework within which the Council provides waste services and facilities in Kaipara district. A summary of the applicable legislation is detailed below.

Key legislation affecting waste is:

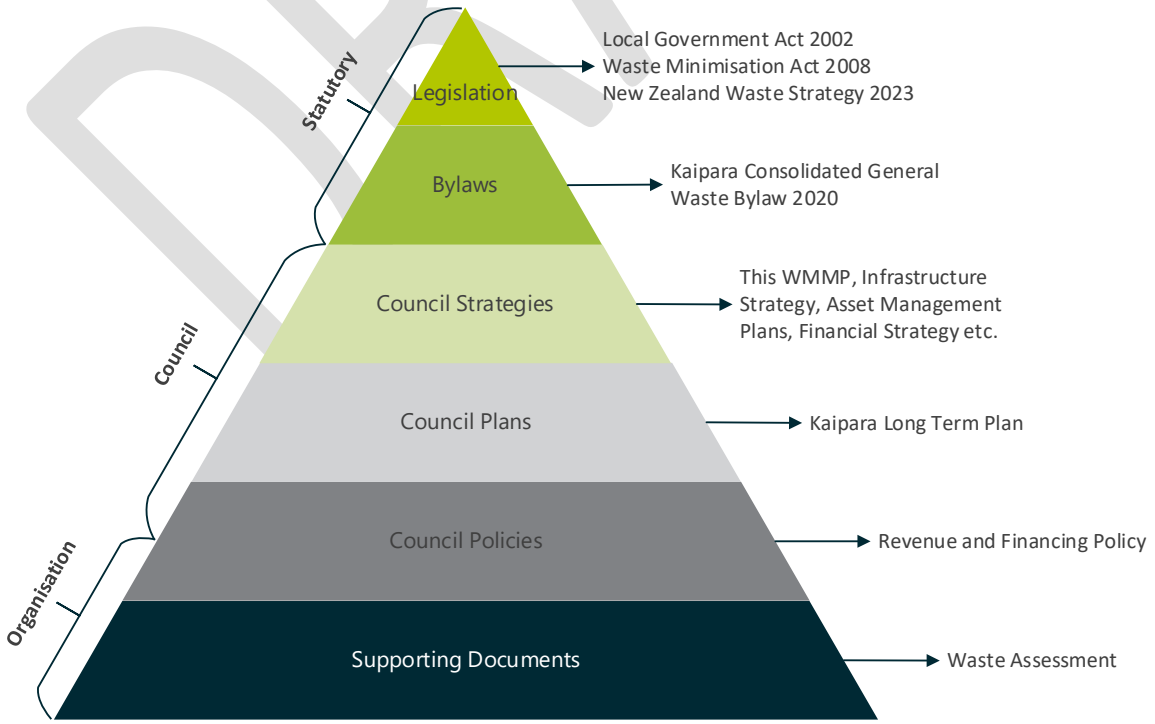
- Waste Minimisation Act 2008
- Local Government Act 2002
- Resource Management Act 1991
- Climate Change Response Act 2002 (Emissions Trading)
- Litter Act 1979
- Health Act 1956.

While the WMA sets out the legislative requirement for solid waste, the NZWS provides the government's strategic direction for waste management and minimisation in New Zealand. The goals of this WMMP replicate those from the NZWS.

Local, regional, and national plans and policies affect the Council's provision of waste and diverted material services. Primarily, they are requirements under the WMA and the Local Government Act 2002.

Figure 2 shows the council's planning and policy framework with alignment from legislative requirements to operational policies. There needs to be alignment between the council's key planning documents this WMMP, bylaws and the operational policies.

Figure 2 Planning framework for strategic documents



3 Vision, goals, objective, policies, and targets

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

3.1 Vision for the future

Our approach for waste minimisation and management in Kaipara District aligns with the New Zealand Waste Strategy Vision:

"By 2050, Kaipara District is a low-emissions, low-waste society built upon a circular economy"

3.2 Goals, objectives, policies and targets

3.2.1 Goals and objectives

Council has adopted the NZWS 2030 goals and developed our own objectives that support the achievement of these goals. The NZWS states that "By 2030, our enabling systems are working well, and behaviour is changing". The NZWS goals are shown in Table 1, together with our objectives.

Table 1 NZWS goals and Kaipara objectives

#	New Zealand Waste Strategy Goals	Council Objectives
1	**Systems** The strategic planning, regulatory, investment and engagement systems are in place and operating to drive and support change	A. LTP and WMMP provide long-term guidance. B. Focus on services that enable staged goals by 2030, 2040, 2050 C. Regional collaboration where fit-for-purpose.
2	**Infrastructure** We have a comprehensive national network of facilities supporting the collection and circular management of products and materials	D. Council and private facilities support collection and circular management of products and materials. E. Local planning provisions support the circular economy.
3	**Responsibility and accountability** We all take responsibility for how we produce, manage and dispose of things, and are accountable for our actions and their consequences	F. Deliver behaviour change programmes to increase awareness and accountability to better support waste minimisation.
4	**Using less** We use fewer products and materials, and use them for longer, by making them more durable, and repairing, reusing, sharing and repurposing them	G. Support local redesign, repair, reuse, sharing and repurposing initiatives. H. Education programs to raise awareness in the community.
5	**Resource recovery systems** Resource recovery systems are operating effectively for core materials and across all regions	I. Kerbside services are supported by resource recovery for use in region (organics, C&D) or consolidation (plastics) of out of region circular processing.

#	New Zealand Waste Strategy Goals	Council Objectives
6	**Recovering value** We look for ways to recover any remaining value from residual waste, sustainably and without increasing emissions, before final disposal	J. Look to recover any remaining value from residual waste prior to disposal to landfill. K. Further opportunities in the residual waste sent to Puwera Landfill.
7	**Emissions** Emissions from waste are reducing in line with our domestic and international commitments	L. Organics collections in Dargaville and Mangawhai by 2030 will support emission reduction. M. Reduce organic waste production and disposal from both residents and businesses.
8	**Contaminated land** Contaminated land is sustainably managed and remediated, to reduce waste and emissions and enhance the environment	N. Identify and sustainably manage contaminated land in KDC, including vulnerable landfills. O. Encourage a reduction in soil disposal volumes to landfill. P. Identify and remedy closed landfill sites to withstand climate change impacts.

3.2.2 Our targets

Council's waste minimisation targets are set out in Table 2. The current performance is assessed, and targets are set to align with the NZWS.

Table 2 Kaipara District's waste minimisation targets

NZWS target	Local annual target (kg per capita, tonnes, %)	Kaipara District Council	
		2022/23	Target 2030
10% reduction in waste generation	Council received waste	261 kg per capita[1]	235 kg per capita
	Total material received transfer stations	>7,000 tonnes	<6,300 tonnes
30% reduction in final disposal	Disposal to landfill	166 kg per capita[2]	116 kg per capita
	Diversion in kerbside collections: 30% by 2026, 40% by 2028 and 50% by 2030	36%	>50%
	Disposal to landfill	>4,500 tonnes	<3,000 tonnes
30% reduction in biogenic methane emissions	% total organics in kerbside rubbish collection	>40%	<20%

[1] Calculation of kg per capita is based on all refuse and recycling through Council RTS' from July 2022 to June 2023 and an estimated population of 27,200 people.

2 Based on previous 12 months data (July 2022 to June 2023)

4 What happens with our waste?

4.1 Overview of existing waste management and minimisation infrastructure and services

A summary of the current services provided by Council and non-council providers is outlined below. For a detailed description of council and non-council solid waste services, refer to the joint WA in Part C.

4.1.1 Services provided by Council

Council provides weekly kerbside collections of refuse and recycling bags in most townships and to select rural properties on the collection routes. These services are contracted to Kaipara Refuse. Council also ensure that two transfer stations are operational to receive waste dropped off by residents, these are in Dargaville and Hakaru, and operated by Kaipara Refuse and Northland Waste respectively.

Council provides funding to Sustainable Kaipara for education and behaviour change programmes to encourage the community to take responsibility for their own waste. In order to promote waste minimisation and composting practices, Sustainable Kaipara provides awareness programmes, education initiatives, and organises events targeting local community groups, school and businesses.

Council also manages 20 closed landfills across the district, ensuring discharges are managed and the impacts of climate change minimised.

Council collections are funded predominantly through user charges, with a small annual subsidy for recycling services funded via the waste levy. Transfer stations are funded through a combination of general rates, and the gate fee charges applied by those disposing of their waste (Figure 7 shows Dargaville Transfer Station).

4.1.2 Non-council provided services and facilities

Kaipara Refuse, Northland Waste and other private waste companies offer a variety of private collection services within the district. These services cater to both residential and commercial entities. Residential services typically include refuse wheelie bins, green waste wheelie bins, recycling crates, and general waste skips for waste disposal. Commercial services typically include large refuse wheelie bins, front load bins, skip bins, hook bins, recycling-specific bins, tailored to the specific needs of businesses.

4.2 Public health protection

The range of public and private waste services in the Kaipara District ensures public health will be adequately protected in the future. The community has access to council or privately-owned collection services for refuse and recycling and can use the two transfer stations sites to drop off waste and diverted material, including hazardous waste. Further waste minimisation is achievable as outlined in this plan. The Waste Assessment of the Kaipara District Council has been forwarded to Te Whatu Ora Tai Tokerau District Health Board for comment. No feedback has been received by Council.

4.3 Volume and composition of our waste

During 2022, Kaipara achieved an overall diversion rate of 36%. This is above the national target for 30% kerbside diversion by 2026, but short of the increased targets of 40% by 2028 and 50% by 2030. There are opportunities for Council to maintain this performance and increase diversion to meet the future targets.

Total waste in Council-provided bags for refuse and recycling are shown in Figure 3.

Figure 3 Summary of waste in Kaipara[3]

The composition of kerbside refuse from Kaipara is shown in Figure 4. Of this, more than 80% of the waste in the refuse bags could be diverted to recycling or organic streams. Figure 5 shows that 40% of our waste is recyclable (paper & cardboard, plastic, glass, other recyclables) and 41% could be composted (putrescibles).

[3] For 2021/22.

Figure 4 Refuse bag composition from a waste audit in 2022

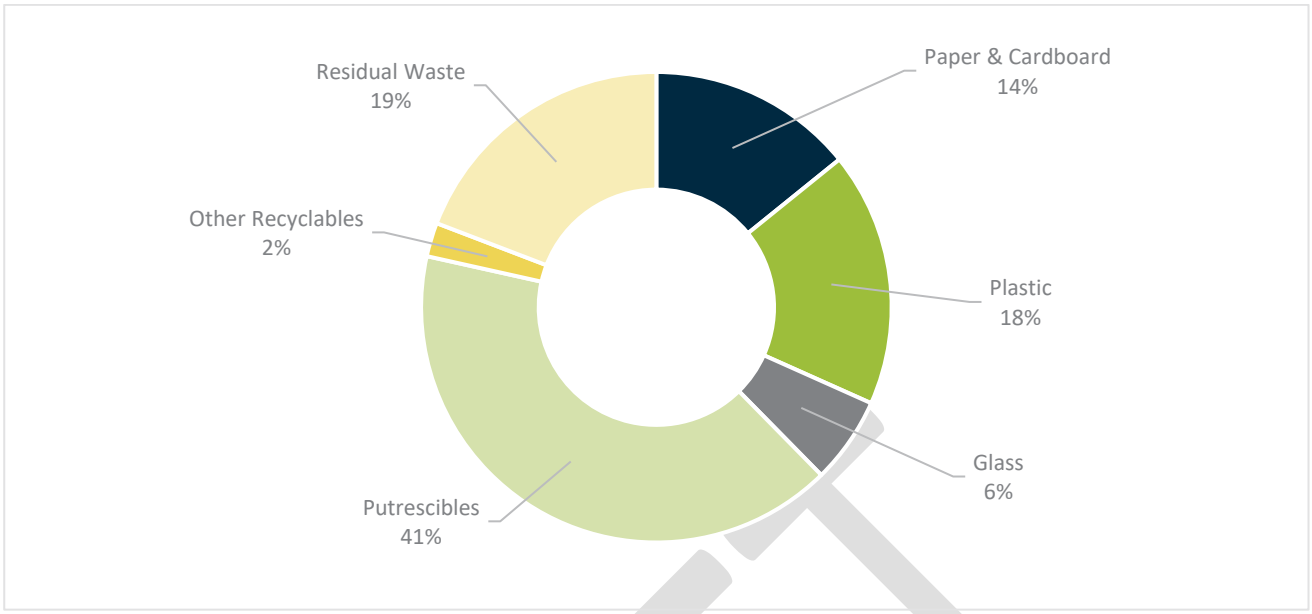
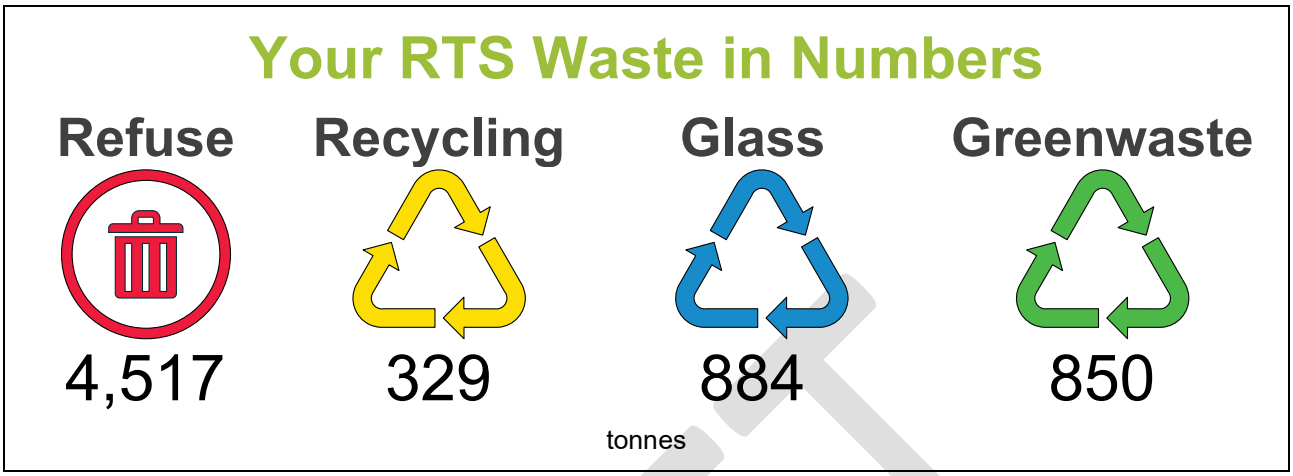


Figure 5 Diversion potential from refuse bags

Our two transfer stations receive, process, and enable efficient waste services for the community. The waste types and volumes processed through these facilities are highlighted in Figure 6.

Figure 6 Total waste from Kaipara's Refuse Transfer Stations



In addition to the four waste streams in Figure 6, 281 tonnes of scrap metal, 166 tonnes of wood and 63 tonnes of other material are diverted via the transfer stations. Other materials included silage wrap and other plastic from farmers and growers in the region, and diversion at the Dargaville RTS reuse shop (appliances, batteries and gas bottles). Dargaville Transfer Station reuse shop is shown in Figure 7.

Figure 7 Dargaville Transfer Station

4.4 Cost of the current level of service

Council provides its waste services and facilities at an annual cost of $1.1Million (FY2021/2022). Funding is predominantly provided through general and targeted rates, with some user charges (Table 3). Solid waste accounts for 1.4% of Council's total operating costs and 3.7% of Council's rates funding.

Table 3 Council services currently provided and their funding methods

Council Service	Funding Methods
Waste minimisation education, promotion, enforcement (e.g. by law), communication, monitoring and policy development	Waste levy, central government funds/ grants, general rates, fees and charges
Kerbside collection of refuse and recycling	User pays for purchasing Council bags
Transfer Station / Resource Recovery Parks	General rates, fees and charges
Provision of public rubbish bins	General rates

5 How much better could we do?

5.1 Council's role

In order for Council to achieve our future diversion targets set by the NZWS, the District needs to make substantial changes to how it manages and minimises waste. Council's role in supporting the community make this change includes a broad range of actions using the following approaches:

1. Influencing behaviours
2. Supporting actions by others
3. Providing Council waste services and facilities
4. Regulating how waste services are provided.

5.2 Identified district waste opportunities

Council has identified a range of waste issues and opportunities that currently face our communities. The type of services and facilities required is changing based on the need to reduce waste generation, extract more value from our waste materials and reduce biogenic methane emissions from waste.

1. Promote local circular economy initiatives

Currently, there are limited local circular initiatives promoted by businesses or Council. There is an opportunity to provide support to local and national initiatives to enable local circular developments. Community involvement and collaboration with neighbouring councils present opportunities to enable circular economic activity. Funding for these initiatives could be supported by government grants.

2. Promote better waste minimisation and recycling behaviour

There is an opportunity to promote waste minimisation and improve the recycling behaviour of residents, visitors and businesses across the District.

Including the community voice in what services are offered and how those services are implemented is important for sustained behaviour change.

3. Improve services for rural communities and holiday makers

Given the geographic spread of the region including rural communities, isolated marae and coastal holiday homes, there is a need to explore alternative Council services to meet community expectations, whilst also meeting waste reduction targets. Council can explore opportunities to better service rural and holiday communities.

4. Modernise waste services

There is an opportunity to improve diversion by aligning the Council's services with the NZWS to recover more recycling and organics from kerbside collections. A survey of refuse collected in the district showed 40% could be recycled and 41% composted.

Council's prior engagement with the community indicate strong support for modernising kerbside collections.

5. Manage environmental risks associated with closed landfills

The issue facing Council with closed landfills, both known and yet to be discovered, is the limited knowledge of these sites. Some of these closed landfills are located in coastal areas, at risk of contaminating the environment as a result of changes to climate conditions. The ongoing management of these risks and remediation efforts remain a priority for Council.

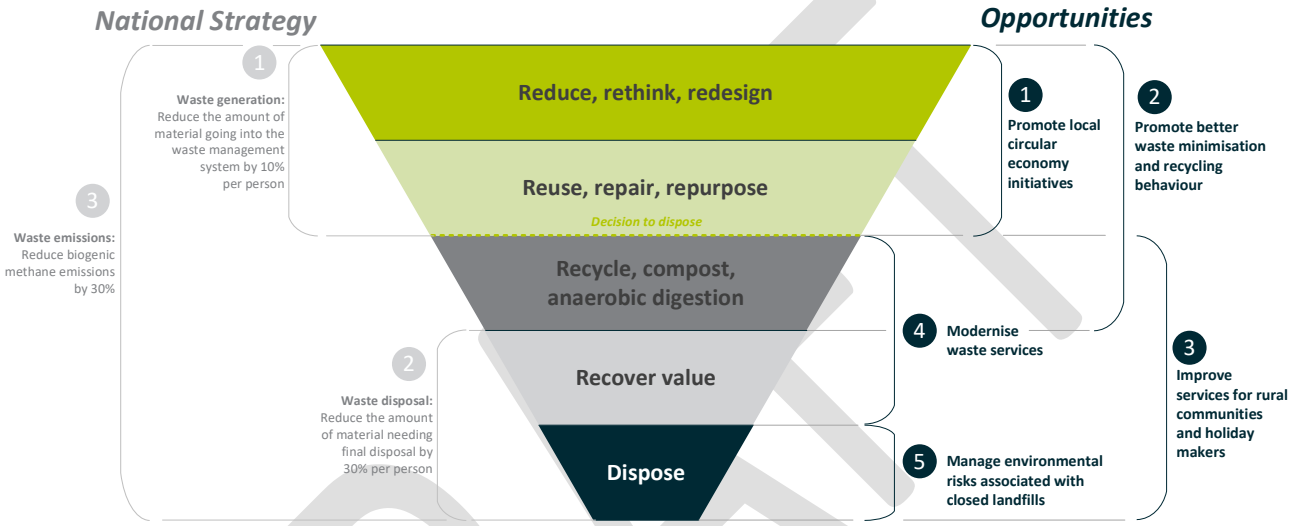
Part B – Action Plan

1 Action Plan Overview

Through the assessment of waste within the region, Council has identified five opportunities to reduce waste and recover more material from our waste stream. The opportunities are aligned with the waste hierarchy and the three NZWS goals, as shown in Figure 8.

Actions have been identified for each of these opportunities which are outlined in Table 4.

Figure 8 Opportunities aligned to the national waste strategy



Highlighting Our Guiding Principles:

Council also has a set of guiding principles that it will use when developing solid waste initiatives:

- Implementing a circular economy (by reducing waste).
- Managing impacts and adapting to climate change (by reducing greenhouse gas emissions and protecting infrastructure from the effects of climate change).
- Encouraging the community to take responsibility for minimising their own waste.
- Providing services that are safe (for collectors and public) and protect the environment from harm.

Table 4 Action items for Council to address and implement during the 2024-2030 WMMP

Action	New or Existing	Funding	Timeframe
1. Promote local circular economy initiatives			
1.1. Fund education programmes that raise awareness of circular economy principles	New	General rates	2024 to 2026
1.2. Promote local circular products and services and support these through grants (e.g. local composting initiative)	New	Waste Levy Funds	From 2025/2026
1.3. Support the implementation of national product stewardship schemes at a local level through awareness campaigns and use of Council facilities as part of collection networks	New	Product Stewardship Scheme Funds (not funded by Council)	Ongoing
2. Promote better waste minimisation and recycling behaviour			
2.1. Continue to provide Kaipara-specific education programmes that target community and businesses to help reduce waste and recycle correctly	Existing	General rates & Waste Levy Funds	Ongoing
2.2. Support Northland Regional Council's environmental education activities	Existing	General rates, NRC funding	Ongoing
2.3. Publish data on district waste diversion on Council's website	New	General rates	Implement from FY2025/2026 onwards
3. Improvements to rural communities and holiday maker services			
3.1. Investigate and implement Council approved options for new services that align with the NZ Waste Strategy direction.	New	Could be a combination of User pays, general or targeted rates (to be determined during LTP process)	Investigate FY2024/2025. Implement from FY2025/2026 onwards alongside kerbside service changes
3.2. Increase services during peak holiday periods			
3.2.1. Continue to service holiday areas at the start of the week	Existing	Targeted rates	Implement changes alongside

Action	New or Existing	Funding	Timeframe
3.2.2. Provide additional collections during peak periods in known holiday destinations	New	Targeted rates	kerbside service changes from FY2025/2026 (from July 2026)
3.2.3. Investigate introduction of put-back service for holiday homes	New	User charges	
3.2.4. Increase advertisement of existing drop-off facilities during peak periods (transfer stations)	Existing	General rates	
3.3. Rubbish bins service			
3.3.1. Continue to provide rubbish bins services in selected locations across Kaipara	Existing	General rates	Ongoing
3.3.2. Develop a new rubbish bins policy in consultation with the community	New	General rates	Develop in FY2024/2025, implementation thereafter
3.2.3. Investigate compacting rubbish bins to reduce maintenance requirements, and implement preferred approach	New	General rates and capital	Investigate in FY2024/2025, implement preferred option
4. Modernise waste services			
4.1. Improve waste services to align with New Zealand Waste Strategy and targets			
4.1.1. Implement Council approved kerbside collection option for general refuse	New	Determined through LTP consultation (User pays, government grant funding, General and/or Targeted rates	LTP consultation on options FY2023/2024 Implement preferred refuse and recycling collection option FY2026/2027 and food waste collection FY2029/2030
4.1.2. Implement Council approved kerbside collection option for recycling			
4.1.3. Implement food waste collections in mandated areas			
4.2. Update the District's Solid Waste Bylaw to support the change in collection services	New	General rates	FY2025/2026, following consultation on new kerbside services

Action	New or Existing	Funding	Timeframe
4.3. Provide targeted information to affected residents on kerbside service changes.	New	Targeted rates	FY2025/2026 onwards, aligned to introduction of new services
4.4. Encourage greater diversion at transfer stations			
4.4.1 Upgrade Dargaville RTS to enhance traffic flow, improve data collection and facilitate further diversion	Existing (Operate RTS) New (Upgrade RTS)	Fees and charges, general rates	Ongoing operation Upgrades: FY2024/2025 to 2026/2027
4.4.2. Upgrade Hakaru RTS (if land ownership transfer to Council) OR develop new Southern RTS (if Hakaru is not retained)	Existing (Operate RTS) New (Upgrade RTS)	Fees and charges, general rates	Ongoing operation Upgrades: 2025/2026
4.5. Continue to clear illegally dumped rubbish and abandoned vehicles	Existing	General rates	Ongoing
4.6 Investigate (with other local councils) Waste to Energy options	New	TBA	TBA
5. Manage environmental risks associated with closed landfills			
5.1. Continue to assess risks associated with closed landfills, including climate change adaptation, and quantifying the risk associated with unknown closed landfills	Existing	General rates	Ongoing
5.2 Continue to manage known closed landfills	Existing	General rates	Ongoing

1.1 Forecast future demand

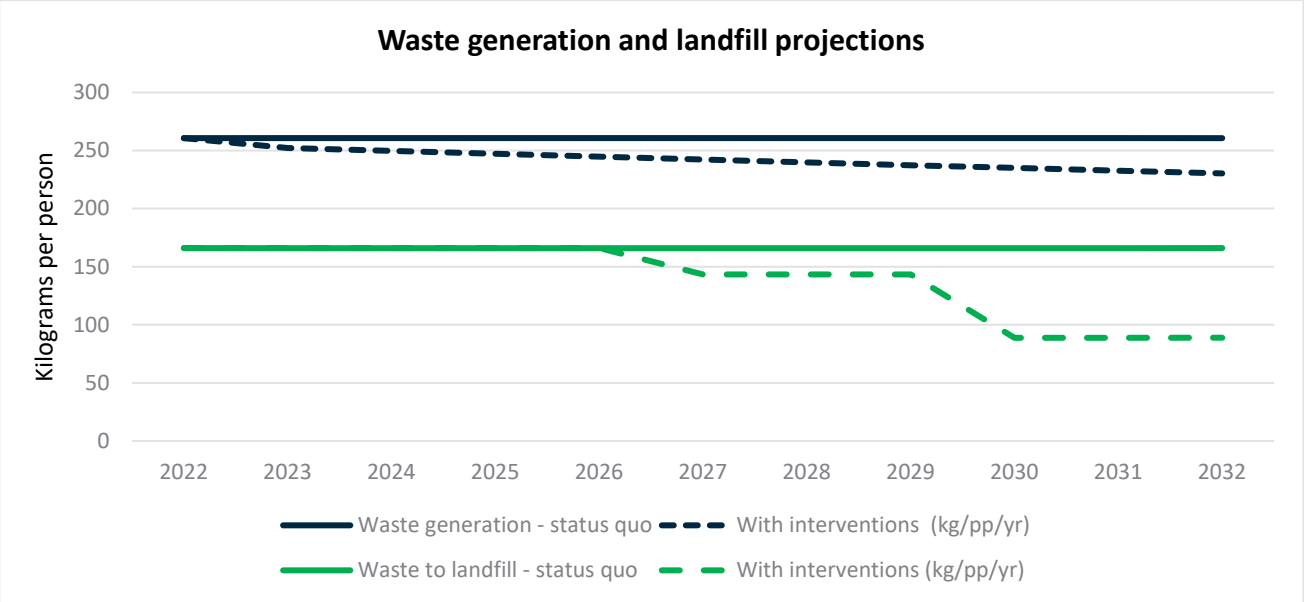
Demand on waste services and facilities is expected to growth along the same trend as population growth, at around 1.4% per annum in the short- to medium-term. In the long-term, the population of Kaipara district is predicted to increase from 27,200 in 2022 to around 35,500 by 2050.

The NZWS focuses on the urban-rural divide for household kerbside collections. Currently, only Dargaville and Mangawhai meet this classification, listed as small urban areas. Kaipara will need to roll out kerbside recycling collections by 2027 and organic collections by 2030 to meet the District and NZWS targets.

The reduction of waste generation by 10% and disposal to landfill by 30% is shown in Figure 9. The two step changes in reduced volume to landfill include an increase in recycling collections by 2027 followed by the introduction of organics collections by 2030.

The status quo scenario with no intervention would result in continued waste generation of around 260kg per person per year, with two thirds disposed directly to landfill. In order to achieve our updated targets, we will need to reduce total waste generated by 10%, to around 235kg per person per year by 2030. While doing this, we will also be required to achieve 30% diversion at the kerbside by 2026, increasing to 40% by 2028 and 50% by 2030. Currently, Kaipara achieves a total diversion rate of 36% which is higher than the 2026 target, however without implementing Council funded kerbside collection(s) in urban areas, together with additional interventions, we are unlikely to achieve the latter goals.

Figure 9 Projected waste generation and residual waste sent to landfill to meet targets



2 Funding

2.1 Funding the plan

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

- General rate
- Targeted rate
- Fees and charges (including gate fees and user charges)
- Subsides and grants, including the Waste Levy Fund and other MfE grants
- Debt (if required for capital works).

2.2 Waste minimisation levy funding expenditure

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

2.3 Waste Levy Grants

Section 47 of the WMA gives councils the ability to make grants to a person, organisation, or group to promote or achieve waste management and minimisation. Under this WMMP the Council will continue to give grants at its discretion and on any terms or condition it deems appropriate provided there is an allocated and approved budget for that activity. Specific grants (e.g. for local circular economy initiatives) will also be explored.

3 Monitoring, evaluating and reporting progress

3.1 Monitoring and evaluation

The Council intends to monitor and report on progress regarding the WMMP and will develop and implement a clear, transparent monitoring and reporting system. Accurate information on how services provided by council are performing is essential for monitoring the effectiveness of the Plan's vision, objectives, goals and targets, and planning for future demand.

Council's current level of service and performance measures are aligned with the 2021-2031 LTP and are focussed on reducing the residential waste to landfill. Council will review its performance measures as part of the 2024-2034 LTP to align with this WMMP.

Measures that provide a broader picture of the waste situation and how to minimise the amount of waste going to landfill will assist Council in identifying more targeted actions in the future. Data will be gathered through:

- Annual resident and ratepayer surveys
- Contractor reporting against key performance indicators
- Solid Waste Analysis Protocol Audits (SWAPs)
- Waste Assessments
- Consent compliance systems

3.2 Reporting

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

- Annual Reports
- Monthly performance reports
- Council's website

The Council will also provide progress reports of expenditure of its waste levy funds to the Ministry for the Environment and provide data in accordance with the national reporting systems.

Glossary

Term	Definitions and abbreviations
Clean fill/clean fill material	Inert materials disposed of, into or onto land, at a consented cleanfill. Materials typically include construction and demolition waste such as concrete, uncontaminated soil and rock.
Commercial waste	Waste from premises used wholly or mainly for the purposes of trade or business, recreation or entertainment, excluding, mines, quarries and agricultural waste. May also include some household waste collected by commercial operators.
Diverted material	Anything no longer required for its original purpose and, but for commercial or other waste minimisation activities, would be disposed of or discarded, and includes any materials that are recyclables, compostable, or can be recovered and/or re-used, as determined by the Council by resolution.
Hazardous waste	Waste that is potentially harmful to human and/or environmental health. It typically has one or more of the following hazard properties: explosive, flammable, oxidising, corrosive, radioactive, toxic or ecotoxic, or it may react with air or water to have one of these properties.
Household waste	Solid waste generated by households. Household waste does not include divertible waste, hazardous waste, commercial waste, prohibited waste, trade waste or liquid waste of any nature.
Organic waste	Compostable materials that are organic in origin and appropriate to be used as feedstock for composting and includes greenwaste and food waste.
Recycling	The reprocessing of waste or diverted material to produce new materials.
Resource Recovery Park (RRP)	A facility where solid waste materials such as residual waste, construction and demolition waste, recyclables, organic wastes, and household hazardous wastes are delivered for sorting or before being taken away for treatment, processing, recycling or disposal, and which may also include a retail outlet for the re-sale of used goods and materials deposited at the site.
Reuse shops	Items that are salvaged or diverted from the waste stream undergo little or no modification and are sold at shops run by the community or territorial authorities.
Solid Waste Analysis Protocol (SWAP)	A study to determine the composition of waste as described by Ministry for the Environment.
Refuse Transfer Station (TS)	A facility where solid waste materials such as residual waste, construction and demolition waste, recyclables, organics waste and household hazardous wastes are delivered for consolidation before being taken away for treatment, processing, recycling or disposal.
Waste	Anything 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.
Waste disposal levy	A levy imposed under the Waste Minimisation Act 2008 on waste.
Waste minimisation	The reduction of waste and the reuse, recycling and recovery of waste and diverted material.

Part C – Supporting Information

Waste Assessment