

**2022**  
**Waste Management and Minimisation**  
**Plan**

Prepared by Ashburton District Council

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**Adopted 27 July 2022**



# Part A: The Strategy

## 1.0 Introduction

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This Waste Management and Minimisation Plan (WMMP) sets out Council's plans to minimise and manage the waste in our district. Council has a key role in collecting, sorting and transferring waste, but we will need to work in partnership with our community, businesses and industry to achieve our goals. This WMMP has been prepared in accordance with the requirements of the Waste Minimisation Act 2008 (WMA).

As well as aligning to the waste hierarchy, Council's LTP and Annual Plans; the joint WMMP should also support or align with other strategies and plans such as the New Zealand Waste Strategy, and Canterbury Regional Council's plans. More detail on these is provided in the Waste Assessment.

### 1.1 What happens with our waste?

- Nearly 4,000 tonnes of material was diverted from landfill in 2020
- But we still sent just under 14,000 tonnes to Kate Valley landfill
- A lot of this waste could have been reused, recycled, or composted
- Rubbish collected in Council's kerbside collection makes up around a third of all landfilled waste

### 1.2 Why do we need a plan?

Managing waste and ensuring good outcomes for the community can be a complex task. We need to look after the environment, take care of people's health, and make sure that this is done at an acceptable cost to the community. To achieve these outcomes will require all parts of the community to work together.

The Council has a statutory role in managing waste – we are required under the Waste Minimisation Act 2008 (WMA) to promote effective and efficient waste management and minimisation in Ashburton. One of the key ways we do this is to adopt a Waste Management and Minimisation Plan (WMMP). We also have obligations under the Health Act 1956 to ensure that our waste management systems protect public health.

This WMMP sets the priorities and strategic framework for managing waste in Ashburton District. Once the plan is adopted, the actions will be carried forward into our long term and annual plans to ensure we have the resources to deliver the plan's goals and objectives.

In line with the requirement of section 50 of the WMA, our WMMP needs to be reviewed at least every six years after its adoption. Many of the actions from the previous WMMP have been completed, and in particular the areas of waste minimisation education and community engagement.

### 1.3 What is waste and why is it a problem?

Most of the things we do, buy, and consume generates some form of waste. This not only costs money when we have to throw things away but, if we don't manage the waste properly, it can cause problems with the environment and with people's health.

Our WMMP covers all solid waste and recovered material in the district, whether it is managed by council or not.

This does not necessarily mean that the council is going to have direct involvement in the management of all waste – but there is a responsibility for the council to at least consider all waste in our district, and to suggest areas where other groups, such as businesses or householders, could take action themselves.

### 1.4 What does the plan have to contain?

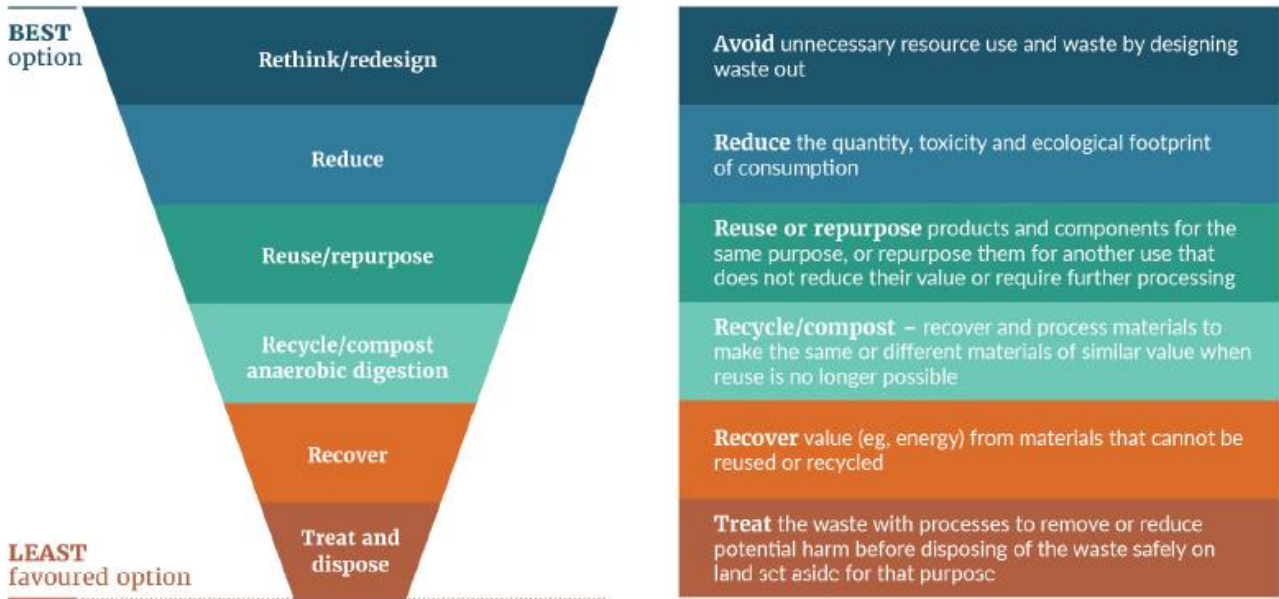
The plan must meet requirements set out in the Waste Minimisation Act, including to:

- Consider the ‘Waste Hierarchy’ which sets priorities for how we should manage waste (see figure 1)
- Ensure waste does not create a ‘nuisance’
- ‘Have regard to’ the New Zealand Waste Strategy and other key government policies, which emphasise reducing harm and improving the efficiency of resource use
- Consider the outcomes of the ‘Waste Assessment’ (this is a review of all information that we have about the current waste situation in Ashburton, including rubbish from households and businesses)
- Follow the Special Consultative Procedure set out in the Local Government Act (2002).

#### 1.4.1 The waste hierarchy

The ‘waste hierarchy’ refers to the idea that reducing, reusing, recycling and recovering waste is preferable to disposal (which in New Zealand usually means a landfill). The waste hierarchy can be shown like this:

Figure 1: The Waste Hierarchy



Source: [www.mfe.govt.nz](http://www.mfe.govt.nz)

### 1.5 The structure of our plan

This plan is in three parts

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

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

**Part C: Supporting Information (Appendices).** This part contains the background information that has informed the development of our WMMP. Most of this information is contained in the Waste Assessment, which is included in Part C.

## 2.0 Our vision for the future

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This section sets out Council’s proposals for improving waste management and minimisation in our district. We now want to hear the views of people in our community before the WMMP is finalised.

### 2.1 Our vision

Our Place : Our Waste

*Managing it responsibly*

This vision links to the ‘Our Place : Our Plan’ title of the current LTP, and emphasises that it is the responsibility of all in Ashburton District to manage our waste responsibly.

Ashburton District has previously had a ‘zero waste’ focus for its WMMP vision. While the zero waste approach is still considered important, in that it seeks to treat waste as a resource and manage it locally where possible, it is considered a concept that many people struggle with and view instead as a ‘goal’ or end target. This can be off-putting, as a target of zero waste seems impossible or at least very difficult and costly. A zero waste vision needs to be supported by a good explanation and demonstration of what zero waste means in the Ashburton District context.

The concept of zero waste has, to a large extent, been overtaken by ‘circular economy’ principles and is likely to be embedded in the next New Zealand Waste Strategy. This reflects much of the ideas behind zero waste, with the added emphasis on circular waste systems where possible. An alternative vision could incorporate the ‘circular’ concept, along with the ‘working towards’ phrase from previous WMMPs:

Our Place : Our Waste

*Working Towards Circular Systems*

This may still require some socialisation of the ‘circular economy’ principle amongst the community.

Either approach is aligned with the waste hierarchy, reflects the current New Zealand waste strategy, and acknowledges our responsibility to manage our waste responsibly.

### 2.2 Tangata whenua worldview of waste management

This vision aligns with tangata whenua principles such as kaitiakitanga, taking an integrated view of the environment and aiming to protect land, air and water from the possible negative impacts resulting from the inappropriate management of waste.

Traditionally, tangata whenua societies produced only organic wastes which could be managed by returning these to the land. In modern times, this is no longer possible due to the increase in volumes and a shift to non-organic and potentially hazardous waste types.

Kaitiakitanga, mauri, and the waste hierarchy are seen as an aligned set of principles that support our vision of minimising the amount of waste we send to landfill.

### 2.3 Goals and Objectives

Our vision will be realised through achieving a set of supporting goals and objectives set out below.

**Goal 1:** Engage and involve our community

### Objectives

- O1:** Work in partnership with the waste sector, neighbouring councils, and local community to raise awareness of waste issues
- O2:** Achieve responsible and informed decisions on solid waste management by the community

**Goal 2:** Reduce the amount of waste sent to landfill or other disposal

### Objectives

- O3:** Reflect the WMA's waste hierarchy by emphasising and prioritising reduction, reuse, recycling, and recovery in our Action Plan
- O4:** Improve information collection and analysis to ensure we know what waste exists in the district and where it is going

**Goal 3:** Lower the total cost of waste management to our community, while increasing economic benefit through new initiatives and infrastructure

### Objectives

- O5:** Use existing resources more efficiently
- O6:** Work with the waste sector to increase the range of reuse, recycling, and recovery options available in the district, maximising the economic benefit to the community
- O7:** Consider the total cost to the local community when choosing waste management options

**Goal 3:** Reduce the risk of environmental damage

### Objectives

- O8:** Consider the environmental impact of all options and seek to choose options with the least overall environmental impact

**Goal 4:** To protect public health

### Objectives

- O9:** To consider the public health impacts of all waste management options and seek to choose options which protect human health

## 2.4 Target

To do once action plan has been set.

## 3.0 The waste situation

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In New Zealand, we are generating more and more waste. In Ashburton, almost all of our landfill waste goes to a well-managed regional landfill; however there are inevitably negative environment impacts from the landfill, and the amount of recyclables and compostable material going to landfill represents lost resources for our district.

### 3.1 The national situation

There has been a significant national focus on waste management and minimisation in the last few years. Government has:

- Consulted on a new draft waste strategy for New Zealand
- Developed a response to the Emissions Reduction Plan, which has a strong focus on diverting organic waste from landfill
- Proposed amendments to the Waste Minimisation Act
- Increased and expanded the disposal levy
- Included waste in the Emissions Trading Scheme
- Consulted on a container return scheme, and standardised kerbside collections
- Requested product stewardship schemes are developed for a number of products.

Awareness amongst the general public about a number of waste issues, notably plastic bags and single-use plastics, has increased dramatically and lead to petitions calling on government to ban single-use plastic bags and other similar items, with a recent announcement of another set of items that will be banned from August 2022.

### 3.2 Our District

Currently those living and working in Ashburton District have access to a range of options to help send less waste to landfill:

- Council's weekly household kerbside rubbish and recycling collections
- Two resource recovery parks at Ashburton and Rakaia
- Drop-off points for various items in Methven
- A number of rural recycling drop-off points
- Various collections services offered by the private sector
- Various other specialised services such as medical waste collection and treatment

Within the next six years, Council is also planning to continue developments at the Ashburton Resource Recovery Park, and to provide a transfer station in Methven.

### 3.3 How much waste is there and where does it come from?

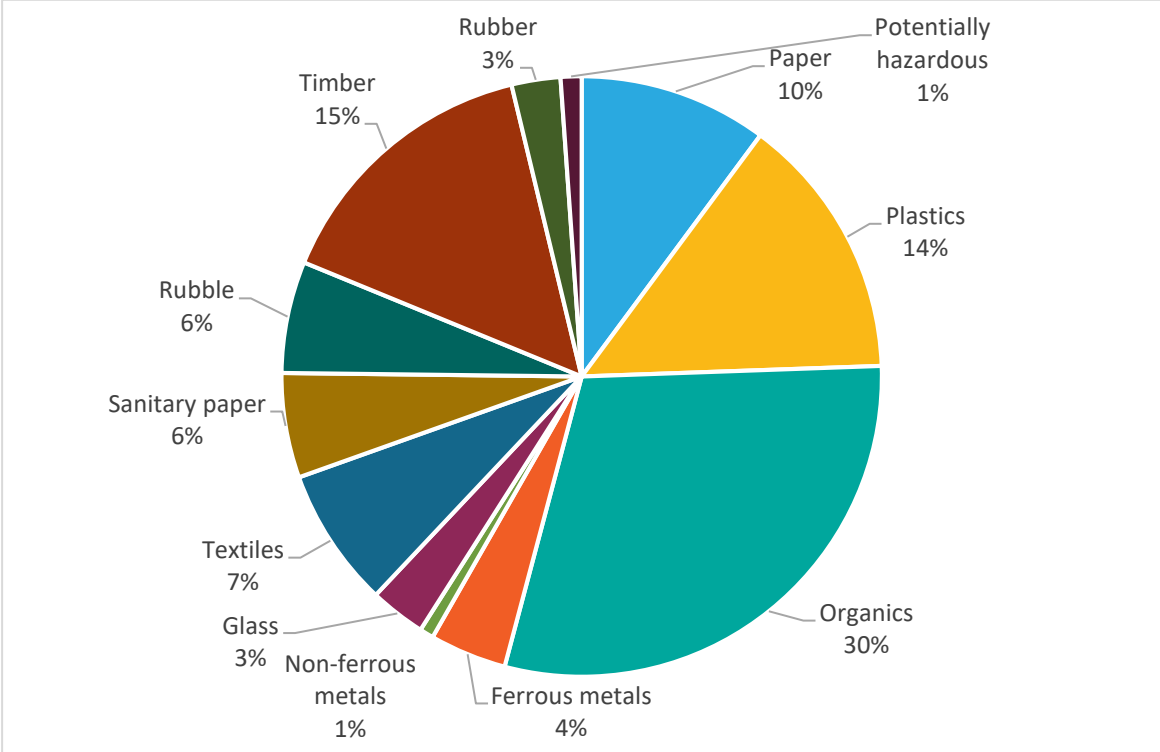
Ashburton District currently sends just under 14,000 tonnes of waste to landfill each year. This mostly comes from kerbside waste collections, the construction and demolition sector, and industrial or commercial operations. Around 55% of this could be recycled, reused, or recovered in some way.

Over 4,000 tonnes of the waste going to landfill is collected from householders at the kerbside. Although this waste hasn't been directly surveyed, it is likely that around 60% of it could potentially be recycled or composted.



Around 4,000 to 5,000 tonnes is diverted from landfill each year, largely through kerbside recycling and diversion of green waste and recycling that is dropped off at one of the Resource Recovery Parks.

The following chart shows the types of materials our district sends to landfill. The biggest single amount is organic waste, which is food and garden waste. Most of this material could be recovered for composting. We also throw away lots of plastic, paper, metal, glass and timber which could potentially be recycled or recovered in some way.



### 3.4 How well are we doing?

While Council has completed a number of the actions from the last WMMP, in particular changes to the kerbside collections Council provides to householders, we haven't made so much progress in other areas such as construction and demolition waste, and general commercial waste recovery. In some cases, we have been impacted by COVID-19 pandemic management – for example, kerbside recycling collections were significantly disrupted for weeks at a time over the last two years.

This has made it difficult to make a lot of progress towards the targets we set ourselves in the last WMMP.

To determine how well we are doing in terms of waste minimisation it is useful to compare ourselves with other parts of New Zealand.

- The total amount of waste per person that we send to landfill the district is low: about 384kg per person.
- When we look at how much waste from households we send to landfill, we generate about 144kg per person, which is also low compared to other districts.
- When it comes to household recycling we had been achieving around 160 kg per household per year, which is high – but this has come down over the last two years due to the disruption to recycling collections.

### 3.5 How much better could we do?

Surveys of the rubbish that is sent to landfill show that there is a large percentage that doesn't need to go to landfill and could instead be recycled, composted, or recovered in some other way such as reuse.

The table below shows what these materials are, how much we are sending to landfill, and what 'activity source' is resulting in the highest quantities of these materials – e.g., the majority of food waste going to landfill gets there by being collected in household rubbish collections.

Tonnes per week	Construction and Demolition	Industrial/ Commercial/ Institutional	Landscaping	Residential	Kerbside rubbish
Paper - Recyclable	0.0	5.2	0.0	1.5	6.8
Paper - Cardboard	0.2	8.1	0.0	0.7	0.8
Plastic - Recyclable	0.0	1.1	0.0	0.3	2.5
Kitchen waste	0.0	12.3	0.0	5.1	42.7
Compostable greenwaste	.3	3.1	0.1	2.0	4.2
Ferrous metals	0.7	4.1	0.0	2.7	3.0
Non-ferrous metals	0.0	1.2	0.0	0.2	0.9
Glass - Recyclable	0.1	1.4	0.0	0.5	1.5
Textiles - Clothing	0.0	3.5	0.0	0.8	2.9
Rubble - Cleanfill	0.0	0.9	0.0	0.3	0.0
New plasterboard	1.7	0.3	0.0	0.2	0.0
Timber - Reusable	1.9	2.4	0.0	1.3	0.0
Timber - Untreated/unpainted	7.0	4.9	0.0	1.5	0.0
<b>TOTAL</b>	<b>12.0</b>	<b>48.3</b>	<b>0.1</b>	<b>17.2</b>	<b>65.3</b>

### **3.5.1 Projections of future demand**

The quantities of rubbish and recovered materials in Ashburton District are expected to grow slowly over the next ten years in line with population and economic growth. Population projections have been used to estimate future quantities of kerbside rubbish and recycling, and other waste streams such as industrial/commercial/institutional waste and drop-off materials) and C & D waste.

## 4.0 Key issues

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The Waste Assessment looked across all aspects of waste management in Ashburton, and identified the main areas where we could improve our effectiveness and efficiency in managing and minimising waste.

The key issues identified in this Waste Assessment are listed below. Addressing these issues will ensure that Council is meeting their statutory obligations, and improving waste management and minimisation in Ashburton.

- A significant proportion of waste going to landfill is **organic waste**, especially **food waste** from households – especially given the indicated government mandate for household food waste collections in urban areas
- Improving the management of wastes such as **construction and demolition**, and **ICI**, requires that council, community and private sector need to work together
- A quantity of **construction and demolition waste** is managed locally through incineration without energy recovery
- **Rural waste streams**, such as waste from rural households and waste from farms, is poorly understood and may benefit from more proactive measuring and management by Council
- **Businesses** could divert more recyclables, particularly cardboard
- **Charges at the RRs** may need to be reviewed to encourage customers to sort their waste and divert more using the options available

Addressing these issues is a key focus of the WMMP.

## Part B: Action plan: What are we going to do?

The Action Plan sets out how Council intends to work towards the vision, goals, and objectives, and address the issues outlined in Part A of the WMMP.

The Action Plan aims to set out clear, practical initiatives that Council will implement, either on our own or jointly. While the action plan forms part of the WMMP, it is intended to be a useful 'living' document that can be regularly updated to reflect current plans and progress. Under the WMA the plans can be updated without triggering the need for a formal review of the WMMP, as long as the changes are not significant and do not alter the direction and intent of the strategy as set out in Part A.

In some cases, further research might be required to work out the costs and feasibility of some projects. This might change how, when, or if they are implemented. Completing some other actions might depend on changing contractual arrangements with providers, or setting up new contracts. These type of arrangements can be unpredictable and this also might impact the nature, timing or cost of these projects.

### Council's intended role

The Council intends to oversee, facilitate and manage a range of programmes and interventions to achieve effective and efficient waste management and minimisation within the district. The Council will do this through our internal structures responsible for waste management. We are responsible for a range of contracts, facilities and programmes to provide waste management and minimisation services to the residents and ratepayers of Ashburton.

### Summary of key actions and proposed methods for achieving waste management and minimisation

Action Area	Key Actions	Issues Addressed and What it Will Do
<b>Regulation</b>	Implement the solid waste management and minimisation bylaw, requiring operators to be registered	Maintain an even playing field for industry, and collect data to enable better planning
<b>Data</b>	Collect data externally through registration (enabled by the bylaw) and regular surveys. Continue recording and analysis of internal data to enable performance monitoring over time.	Consistent, high quality data will help us track our progress.
<b>Education, Engagement, Communications</b>	Maintain existing levels, and carry out one-off campaigns where necessary such as a new service, or significant service change.	Ensure community is engaged and understands service decisions; and are able to make the most of existing and any new or altered services

<b>Collections</b>	Introduce a household kerbside food waste collection, and extend the service to businesses on a user-pays basis	Diverting household food waste from landfill is the single biggest opportunity to increase diversion rates and decrease greenhouse gas emissions
	Work with Council's contractor and other providers to encourage uptake of green waste collections	Diverting green waste from landfill is another key opportunity to increase diversion while reducing greenhouse gas emissions
	Work with Council's contractor to introduce a user-pays on-property collection of reusable items	This will supplement the reuse centre already in place at the ARRП
	Extend Council's household kerbside recycling collection to businesses on a user-pays basis	There will be many businesses that only need this level of regular recycling service, and this is an efficient way to provide it.
	Establish a working group with waste companies and businesses to facilitate improved and targeted services – <i>to be initiated by November 2022</i>	Provide targeted services to various business sectors including C&D, farms, industry
	<b>Infrastructure</b>	As planned, provide a transfer station to Methven
	Continue to develop and improve the ARRП as the key facility for the district	Maintain existing levels of service and accommodate future demand
	Revise charges at the ARRП on an ongoing basis	Ensure that charges are designed and are set at levels such that preferred waste management behaviours are encouraged
<b>Leadership and Management</b>	Continue to work regionally, lobby central government, and support and work with local community initiatives	Various issues such as extended producer responsibility cannot be addressed at a council level; however Council can lobby central government. Closer community working will ensure understanding and support of Council's plans.