

# Whangārei Waste Minimisation and Management Plan

July 2023

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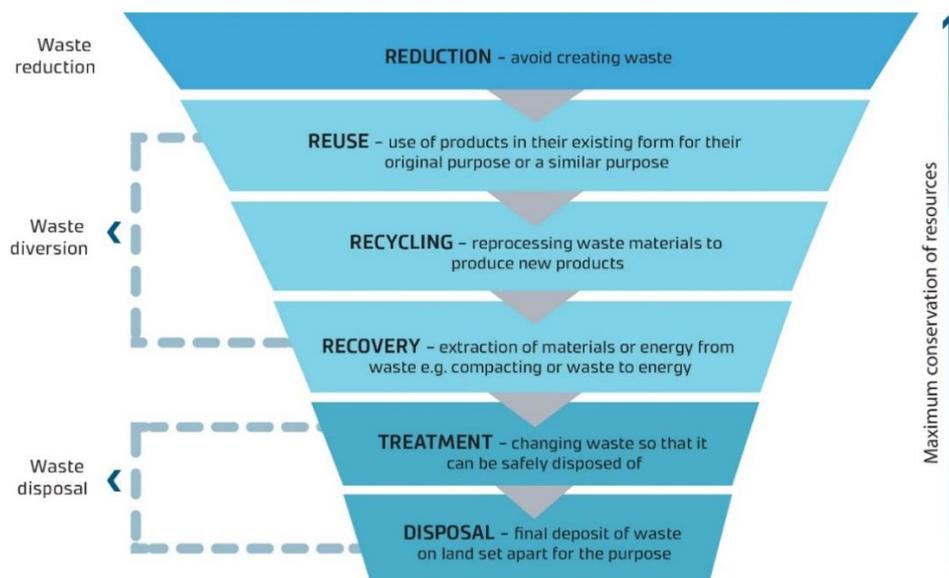
## 1 Hei tiro whānui - Overview

### 1.1 Purpose of the plan

As a Council we recognise the importance of looking after our environment for future generations. This is reflected in our commitment to kaitiakitanga (guardianship) and leads us to actively consider how to use resources wisely and ensure that we manage waste in ways that protect the environment.

This Waste Minimisation and Management Plan (WMMP) 2023 sets out how the Whangarei District Council (Council) will progress efficient and effective waste management and minimisation in the Whangārei District. The Plan paves the way forward and belongs to the people of Whangārei. It considers current policy and the legal framework and Whangārei District vision, with an overarching suite of guiding goals and objectives.

This WMMP fulfils Council's obligations under the Waste Minimisation Act (WMA) (2008). The plan uses the waste hierarchy (Figure 1) as a guide to prioritising activity, focusing on reducing waste before recycling or recovery of materials. Where materials cannot be recycled or recovered the focus is on safe treatment and disposal.



**Figure 1** The Waste Hierarchy

### 1.2 Scope of plan

This WMMP and associated Waste Assessment covers solid waste generated in the Whangārei District. 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 Council will have direct involvement in the management of all waste – but there is a responsibility to consider all waste in our district, and suggest areas where other groups, such as businesses or householders, could take action themselves.

### 1.3 Plan review

The plan will need to be reviewed no later than six years from adoption or earlier if required by a change in circumstances.

## 2 He aha te tūāhua ināianeī? What is the current situation?

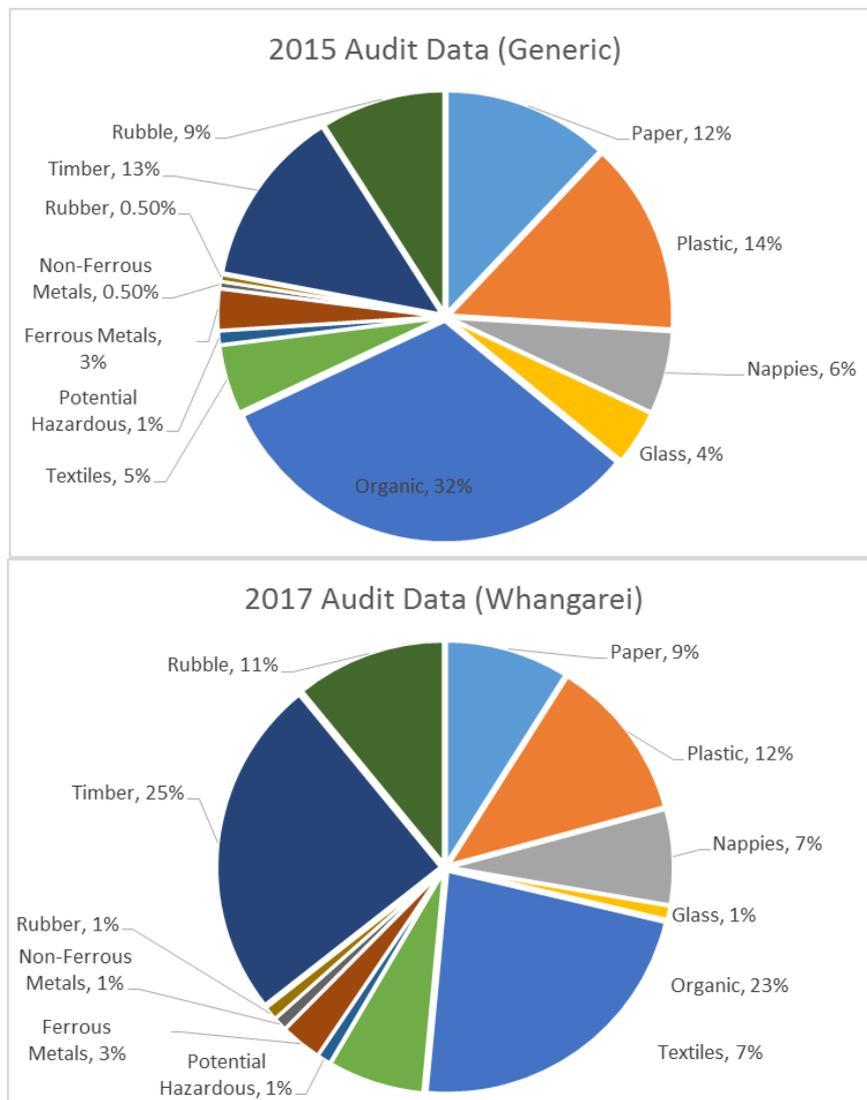
More detail regarding the composition and quantity of waste produced in Whangārei is available in the Waste Assessment. This also provides a national context and information about the legislative framework.

The amount of waste generated within the district is estimated to be 69,000 tonnes in 2022. Of this waste, 80% was landfilled, with the remainder diverted via recycling, recovery and composting.

The per capita rate for disposal to landfill for Whangārei District in 2022 (560kg per person per year) was lower than the New Zealand average for 2021 (685kg per person per year). Disposal rates per capita are influenced by population and economic factors as well as the services available.

### 2.1 Volume and composition of waste and diverted materials

Waste composition audits provide information about the make-up of waste and can help identify ways to minimise the amount of waste ending up in landfill. The waste composition found in New Zealand (generic) and in Whangārei are shown in Figure 2.



**Figure 2 Rubbish Composition**

### Kerbside and drop-off waste quantities

Kerbside rubbish in Whangārei District is collected in compactor trucks and consolidated at Re:Sort or transported directly to Pūwera Landfill. Households can use Council prepaid bags or stickers (sold at a range of retail outlets) or use one of several commercial wheelie bin services. Based on bag and sticker sales, it is estimated that around two thirds of households use the Council rubbish collection service.

Kerbside recycling is collected from rural and urban households with materials collected in Council provided crates. Materials are sorted at the kerbside and consolidated at Re:Sort and Uretiti Transfer Station before being sent for recycling. The data in Table 1 suggests around 34% of household waste was diverted from landfill by recycling in 2021/22.

**Table 1 Domestic Kerbside Waste Quantities<sup>1</sup>**

	2017/18	2018/19	2019/20	2020/21	2021/22
<b>Kerbside Rubbish Collection</b>	10,380	10,908	11,412	12,000	12,568
<b>WDC recycle collection</b>	6,970	7,016	6,804	6,356	6,367
<b>Recycling Rate (%)</b>	<b>40%</b>	<b>39%</b>	<b>38%</b>	<b>35%</b>	<b>34%</b>

Rural rubbish and recycling stations, where waste can be dropped off by the public, are located at Hikurangi, Tauraroa, Uretiti, Kōkopu, Ngunguru, Ruatangata and Ōakura. These transfer stations are operated under contract to Council. They offer a range of recycling including: green waste, scrap metal, dry recyclables (tins, cans, plastic bottles etc.), paper and cardboard, batteries, e-waste, and tyres. Some reusable items are removed from the waste stream by transfer station staff for recycling or sale. Total waste, measured in tonnes, leaving each transfer station, is reported for each station by the contractor. There is no breakdown of the material's source i.e. whether it has come from households, businesses or construction.

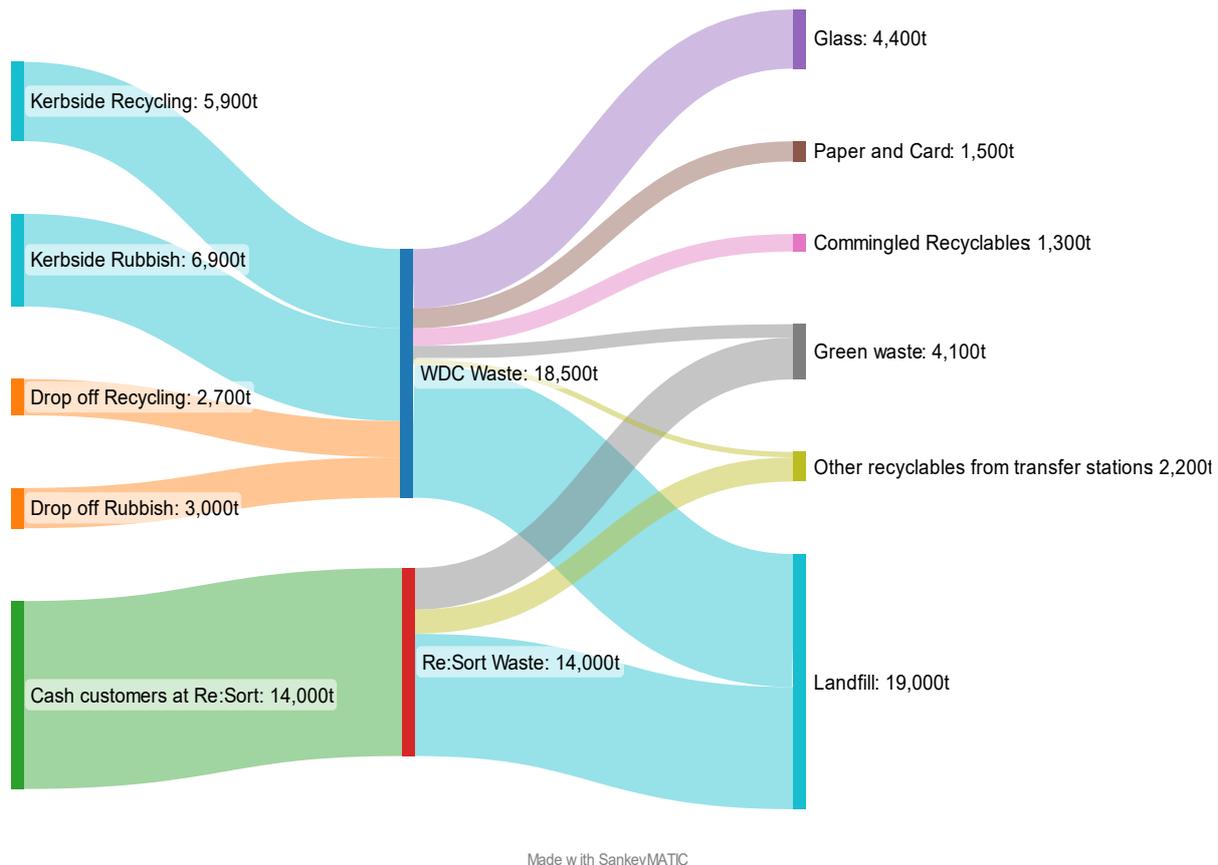
The data in Table 2 shows a diversion rate of 46% of materials entering the rural transfer stations.

**Table 2 Estimated Waste Quantities via Rural Transfer Stations 2018- 2022<sup>1</sup>**

	2018/19	2019/20	2020/21	2021/22
<b>Rubbish via transfer stations</b>	3,077	2,640	3,011	2,963
<b>Recycle via transfer stations</b>	2,579	2,497	2,629	2,569
<b>Recycling rate (%)</b>	46%	49%	47%	46%

Figure 3 below shows the flow of waste measured in tonnes in the Council kerbside collection and rural rubbish and recycling system:

<sup>1</sup> Data sourced from waste collection and transfer station contract reporting and weighbridge records.



**Figure 3 Whangārei District Waste Collection System<sup>2</sup>**

In addition to the tonnages shown in the above diagram, there are private wheelie bin and garden waste kerbside collection services for which the tonnages are not known.

Re:Sort is the main transfer station in Whangārei and receives waste from the rural transfer stations and also from kerbside collections and commercial waste collections. Over 30,000 tonnes of waste is transferred through Re:Sort every year.

Re:Sort is owned and operated by Northland Regional Landfill Limited Partnership (NRLLP). NRLLP is a joint venture company between Council and Northland Waste Limited, with each having 50% ownership.

The partnership also owns Pūwera Landfill. All residual waste from the district is transported to Pūwera. The site also accepts materials from outside Whangārei District. The site is large enough to provide refuse disposal for the Northland region for well in excess of the consented period of 35 years.

Ministry for Environment records indicate that there is one privately operated cleanfill site in the district located near Onerahi.

There are several other known waste streams that are difficult to quantify. Examples include rural waste disposed of on farms, commercial materials (scrap metal, industrial by-products, commercial recycling) and manufacturing waste (e.g. food processing residue applied to land). This means that there is more waste disposed to land and diverted for recycling than our records show.

## **2.2 Waste recycling and recovery**

### **Paper and cardboard**

Of the 803,000 tonnes of waste, paper and cardboard collected annually in New Zealand, 550,000 tonnes or 68% is recovered and reprocessed. The other 32% is disposed of to landfill. Of the recovered material, 240,000 tonnes, or 43%, is reprocessed domestically. The remaining 310,000 tonnes is exported to international reprocessors.<sup>3</sup>

It is important to note that no domestic reprocessors will accept paper and cardboard material that has been collected in the same bin as glass. This is one of the reasons why our recycling collection service keeps paper and card separate.

### **Glass**

There is one glass bottle factory in New Zealand (Visy Glass, Auckland), and one glass wool insulation factory (Tasman Insulation, Auckland). There is also a bottle glass recycling facility (Visy Glass) in Onehunga, Auckland.

### **Composting**

Green waste recovered at Re:Sort is processed by Kerigreen, a green waste processor based in Kerikeri.

Greenfingers process pine bark from timber processors to produce gardening products. Processing takes place in Te Kamo (old brickworks site).

Fonterra also compost waste streams from their processing operations in Hikurangi.

### **Energy recovery**

Golden Bay Cement uses construction and demolition (C&D) wood waste from Northland and Auckland and tyre derived fuel, to reduce the amount of coal and iron sand used in the cement process. The plant is capable of burning up to 3.1 million tyres annually. It is not known how much wood waste is used.

### **Soft Plastics, batteries and light bulbs**

Soft plastics, batteries, light bulbs and some e-waste is collected at various retail premises for recycling.

### **Food rescue**

Food Rescue Northland work with suppliers throughout Northland to divert food from landfill and feed those in need. There are also people who collect food scraps for pig food.

### **Reuse and repair**

There are various shops selling used items. Some are focused on specific items like books or clothes while others take donations of all kinds of items. Habitat for Humanity is an example of one of the larger shops, which sells a wide range of items including some building materials.

### **Scrap metal**

There are two scrap metal dealers in the district which collect metal from across the region.

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<sup>3</sup> Eunomia – NZ Infrastructure and Services Stocktake 2022

## **2.3 Costs for waste management**

### **Council Funding**

The 2021-31 Long Term Plan sets the budget for waste management with provision to make changes, if required, through the Annual Plan process. Funding comes from user charges, general rates and Waste Levy Funding received from the Ministry for Environment.

The user charges at rural transfer stations do not cover the full cost of providing the service with the shortfall covered from the general rates. The user charges for kerbside rubbish collection (via bag and sticker sales) cover the full costs of providing the service.

This approach is consistent with the principles set out in the previous WMMP whereby Council costs for waste management services are, where possible, covered by the users of that service.

## **2.4 Key Issues**

In collating and considering information about the delivery of waste services in the Whangārei District, several issues were identified. In many cases the issues also present opportunities for Council, the community and/or the private sector to improve waste minimisation and management in the District. Council, community and private sector need to work together to achieve shared waste goals and objectives. To make this happen, Council needs to find ways to engage the community about good waste practices.

Firstly, we need to produce less waste and encourage those who do produce waste to take greater responsibility for reducing it. Recycling is still being disposed of into rubbish bins, even with a free kerbside recycling collection available. Education and awareness will drive improved outcomes along with appropriate service provision and pricing.

The WMMP 2023 public consultation process highlighted the following issues are areas of concern:

- Illegal dumping of waste
- Commercial and construction waste makes up a large proportion of waste disposed of to landfill with limited information on how much of this waste is diverted.
- A large amount of organic waste is going to landfill, especially food waste from households. The Government has signalled it wants to see household food waste collections in urban areas, to reduce this issue.
- Contamination of public recycling bins with unrecyclable litter making the contents unsuitable for recycling.
- A need for improved resource recovery facilities. There are opportunities to target materials for recovery and reuse including e-waste, construction and demolition waste, biosolids and reusable items like furniture.

### 3 *Kaupapa here me te ture – Policy and regulation*

#### 3.1 *Policies, plans and legislation that affect the WMMP*

There is a wide range of statutory documents and associated policy that impacts on waste minimisation and management in the Whangārei District. These are listed in Table 3 with further detail provided in the 2023 Waste Assessment.

**Table 3 Selected relevant policy for waste in Whangārei District**

Whangārei District	Northland Region	National
Whangārei Long Term Plan 2021-2031	Northland Regional Council Proposed Regional Plan	Waste Minimisation Act 2008
Whangārei Solid Waste Asset Management Plan	Northland Regional Air Quality Plan	Health Act 1956
Whangārei Solid Waste Management Bylaw 2013	Northland Regional Coastal Plan	Hazardous Substances and New Organisms Act 1996
Whangārei District Plan	Northland Regional Water and Soil Plan	Resource Management Act 1991
		Local Government Act 2002
		Emissions Reduction Plan
		NZ Waste Strategy 2023
		NZ Emissions Trading Scheme

The Government is currently considering several significant legislative changes as to how New Zealand manages its waste. These changes will impact Whangārei's waste services and the services provided by the private sector.

#### 3.2 *Waste Minimisation Act 2008*

The Waste Minimisation Act (WMA) 2008 sets a framework to encourage a reduction in the waste generated and disposed of in New Zealand, minimising the environmental harm of waste and providing economic, social and cultural benefits for New Zealand. Some of the significant elements of the Act are highlighted in the following sections.

##### **Waste Management and Minimisation Plans**

Territorial authorities, such as Council, are required by the Act to promote waste management and minimisation within their district. Part of this responsibility involves the creation and adoption of a Waste Management and Minimisation Plan, updated every six years, which details current and planned objectives and policies, methods and funding for achieving effective and efficient waste management and minimisation. This plan must also have regard for the New Zealand Waste Strategy 2023 (see below).

The Plan must also consider the following methods of waste minimisation and management (listed in descending order of importance):

- Reduction;
- Reuse;
- Recycling;
- Recovery;
- Treatment; and
- Disposal.

## **Waste Disposal Levy**

The WMA 2008 created the Waste Disposal Levy which is currently set at \$30 per tonne (excluding GST) on all waste sent to Class 1 municipal waste landfills. The rate for Class 1 landfills is progressively increasing up to \$60 per tonne from 1 July 2024.

Class 2 Construction and Demolition (C&D) fills are subject to a levy of \$20 per tonne (excluding GST) on all waste sent to landfill from 1 July 2022, and \$30 per tonne from 1 July 2024. Class 3/4 (Managed and Controlled fills) are subject to a levy of \$10 per tonne from 1 July 2023.

The purpose of the levy is to:

- raise revenue for the promotion and achievement of waste minimisation
- recognise that disposal imposes costs on the environment, society and the economy.

Half of the levy money goes to territorial authorities to spend on promoting or achieving waste minimisation activities set out in their waste management and minimisation plans. The remaining levy money (minus administration costs) is put into the Waste Minimisation Fund, a contestable fund used to support projects that increase the reuse, recovery and recycling of materials.

## **Bans on hard to recycle plastics**

Following the plastic bag ban in 2019, the Government announced plans to phase-out of a range of single-use plastic items and hard-to-recycle plastic packaging by mid-2025.

From the 1<sup>st</sup> October 2022, it is illegal to provide, sell or manufacture the following plastic products in Aotearoa New Zealand:

- PVC food trays and containers (plastic type #3)
- Polystyrene takeaway food and drink packaging (plastic type #6)
- Expanded polystyrene food and drink packaging (plastic type #6)
- Plastic with pro-degradant additives, e.g. oxo and photo degradable plastics (subset of plastic type #7)
- Plastic drink stirrers (all plastic types)
- Plastic stemmed cotton buds (all plastic types)

From the 1<sup>st</sup> of July 2023, the following items were added to the list:

- single-use plastic cutlery and tableware
- single-use plastic produce bags
- plastic produce labels (unless specified exceptions apply)
- single-use plastic drinking straws (unless specified exceptions apply)

Further regulations are expected in 2025 which will prohibit all PVC and polystyrene food and beverage packaging.

## **Product stewardship schemes for priority products**

In July 2020, the Government declared six products as priorities for regulated product stewardship schemes. Product stewardship is a process where those involved in the life cycle of a product or service are also involved in identifying and managing its environmental impacts, from the development and manufacture of the product through to its use and final disposal. Product stewardship moves responsibility for waste to those involved in the production and supply of the product (and its packaging) and indirectly to the consumer by ensuring the costs of its end-of-life treatment are reflected in the purchase price.

The priority products are: plastic packaging, tyres, electrical and electronic products (e-waste including large batteries), agrichemicals and their containers, refrigerants and farm plastics.<sup>4</sup>

As soon as is practicable after a product is declared a priority product, a product stewardship scheme for that product must be developed and accreditation obtained. The Ministry for Environment is working with stakeholders to co-design product stewardship schemes for each priority product group.

### **3.3 New Zealand Waste Strategy 2023**

In March 2023, the Ministry for the Environment published Te rautaki para | Waste strategy. The vision of the strategy is: “By 2050, Aotearoa New Zealand is a low-emissions, low-waste society, built upon a circular economy. We cherish our inseparable connection with the natural environment and look after the planet’s finite resources with care and responsibility.”

The strategy lays out:

- the vision for 2050 and guiding principles, which set the direction and tone for the changes ahead
- the broad pace and phasing for the changes
- goals for the strategy’s three phases between now and 2050
- targets for the first phase, to achieve by 2030
- the work priorities to focus on to achieve the 2030 goals and targets
- the approach to measuring and assessing progress.

The strategy provides high-level direction. The next step is for government to work with local authorities, the waste management sector, and others to develop the first Action and Investment Plan (AIP).

The AIP is a supporting plan that will flesh out what’s needed to deliver on the waste strategy. It will spell out:

- the immediate priorities for the next five years in different geographical areas, communities, material streams and risk areas
- the mix of regulatory, investment, behaviour change, infrastructure, system change and other actions planned to address the immediate priorities
- the sequence of the actions and how they fit together
- who needs to do what

The Ministry will regularly assess, and publicly report on, progress about the Strategy and AIP.

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<sup>4</sup> Details of the definitions and requirements for priority products can be found here: [Corrigendum—Declaration of Priority Products Notice 2020 – 2020-go4533 – New Zealand Gazette](#)

## 4 Tō tātou mahere - Our vision

The vision for waste minimisation and management in the Whangārei District is:

*To deliver community benefits and work towards zero waste to landfill. Whangārei businesses and households will be provided with efficient and effective waste minimisation and management services that recognise waste as a resource.*

The goals for waste minimisation and management in the Whangārei District are to:

*Avoid and reduce waste where we can.*

*Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.*

*Maximise community benefits - treat waste as a resource, employment, multi-use facilities, cost effective services.*

The objectives for waste minimisation and management in the Whangārei District are:

- 1 To avoid creating waste
- 2 Increase the recovery and reuse of resources
- 3 To ensure households and businesses have access to safe disposal of residual waste
- 4 To create opportunities for Whangārei District - jobs, new products, more efficient businesses
- 5 To reduce illegal dumping
- 6 To improve community understanding of issues and opportunities for waste minimisation and management in the Whangārei District
- 7 To have a wealthier, healthier District through waste reduction initiatives and behavioural change

Table 4 provides a summary of the vision, goals and objectives and targets for waste minimisation and management in the Whangārei District.

**Table 4** *Vision - Goals - Objectives - Targets*

<i>Vision: To deliver community benefits and work towards zero waste to landfill. Whangārei businesses and households will be provided with efficient and effective waste minimisation and management services that recognise waste as a resource.</i>		
<b>Objective</b>	<b>Relevant Goal(s)</b>	<b>Target(s)</b>
1. To avoid creating waste	<i>Avoid and reduce waste where we can. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.</i>	1.1 To maintain or reduce the total quantity of waste disposed of to landfill in Whangārei (refuse collected at kerbside, through transfer stations and direct to landfill) on a per capita basis. The current figure is 560 kg per person. Waste disposal < 500 kg per person each year by 2025

Vision: <i>To deliver community benefits and work towards zero waste to landfill. Whangārei businesses and households will be provided with efficient and effective waste minimisation and management services that recognise waste as a resource.</i>		
Objective	Relevant Goal(s)	Target(s)
2. Increase the recovery and reuse of resources	<i>Avoid and reduce waste where we can. Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.</i>	2.1 Increase in the proportion of material captured for recycling at kerbside and transfer stations. The current figures are 34% and 46% respectively. Kerbside recycling > 35% Recycling, composting and reuse at Refuse Transfer stations > 50% by 2025
3. To ensure households and businesses have access to safe disposal of residual waste	<i>Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.</i>	3.1 Satisfaction with kerbside refuse and transfer station services. The current satisfaction (scores 5-10, with the 'don't know' results included) is 90% for kerbside services and 84% for transfer stations. Target residents satisfaction >75%
4. To create opportunities for Whangārei District - jobs, new products, more efficient businesses	<i>Avoid and reduce waste where we can. Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.</i>	4.1 To publish a summary of available data on waste generation and management with each annual report. 4.2 To promote the waste minimisation grant scheme to support initiatives to reduce waste
5. To reduce illegal dumping	<i>Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled.</i>	5.1 Residents satisfaction with litter and illegal dumping. Currently 64% satisfaction (scores 5-10, with the 'don't know' results included) Target residents satisfaction > 50%
6. To improve community understanding of issues and opportunities for waste management in the Whangārei District.	<i>Avoid and reduce waste where we can. Manage waste responsibly - make it easy to recycle and safely dispose of the materials that can't be recycled. Maximise community benefits - employment, multi-use facilities, reuse of materials for economic benefit, cost effective services.</i>	6.1 Council (or contractors) promote waste minimisation at events and schools in the District.

#### 4.1 **Monitoring, evaluating and reporting progress**

The targets outlined above will provide a high level measure of progress. Monitoring will focus on gathering data to evaluate and report on progress against these targets. The

periodic review of the Action Plan will consider how effective the actions underway or completed have been in achieving the vision, goals and objectives of this Plan.

Progress on implementing this Plan will be reported in Council's Annual Report. Reporting will note current performance against the targets based on available information.

#### **4.2 Council's intended role**

Councils have several statutory obligations and powers in respect of the planning and provision of waste services. These include the following:

- Under the WMA 2008 each Council “must promote effective and efficient waste management and minimisation within its district” (s 42). The WMA requires Territorial Authorities (TAs) to develop and adopt a WMMP.
- The WMA also requires TAs to have regard to the New Zealand Waste Strategy 2023.
- Under Section 17A of the Local Government Act 2002 (LGA) local authorities must review the provision of services and must consider options for the governance, funding and delivery of infrastructure, local public services, and local regulation. There is some cross over between the section 17A requirements and those of the WMMP process, particularly in relation to local authority service provision.
- Under the LGA 2002 Councils must consult the public about their plans for managing waste.
- Under the Resource Management Act 1991 (RMA), TA responsibility includes controlling the effects of land-use activities that have the potential to create adverse effects on the natural and physical resources of their district. Facilities involved in the disposal, treatment or use of waste or recoverable materials may carry this potential. Permitted, controlled, discretionary, non-complying and prohibited activities and their controls are specified within district planning documents, thereby defining further land-use-related resource consent requirements for waste-related facilities.
- Under the Litter Act 1979 TAs have powers to make bylaws, issue infringement notices, and require the clean-up of litter from land.
- The Hazardous Substances and New Organisms Act 1996 (HSNO Act). The HSNO Act provides minimum national standards that may apply to the disposal of a hazardous substance. Under the RMA, a regional council or TA may set more stringent controls relating to the use of land for storing, using, disposing of or transporting hazardous substances.
- Under the Health and Safety at Work Act 2015 the Council has a duty to ensure that its contractors are operating in a safe manner.

In determining its role, Council needs to ensure that their statutory obligations, including those noted above, are met. The public consultation process associated with the Waste Management and Minimisation Plan and the Long Term Plan will also help to determine the level of service that Council provides.

Council will continue to adopt a largely user pays approach to delivery of waste transfer and disposal services in the District. Where there are services with a public good component, Council will provide funding in whole or in part. Examples include kerbside recycling, rural transfer stations, servicing of litter bins, cleaning up illegal dumping, and the management of closed landfills.

Council will continue to co-own and support the operation of some key infrastructure for waste minimisation and management in the District. This includes the rural transfer station network and Whangārei infrastructure (Pūwera and Re:Sort) through the NRLLP.

Council will continue to provide information on waste minimisation and management to the community and make staff available for education purposes. Council will also work closely with other promoters of effective waste minimisation and management including Northland Regional Council and WasteMINZ.

Council recognises that many local waste management issues are more effectively managed through coordinated activity at a national level. Council will collaborate with central government, local government organisations, non-government organisations and other key stakeholders to progress national activity on resource efficiency and waste management issues. This may include advocating for product stewardship schemes for challenging waste streams (including e-waste, tyres, packaging, rural waste), highlighting the role of other national policy, including application of the waste levy and regulation of waste management activity.<sup>5</sup>

Council also wishes to highlight the vital role of individuals and communities changing their consumption and waste disposal habits. In addition, the crucial work done by individuals and organisations like F.O.R.C.E. (For Our Real Clean Environment) who organise environmental clean ups, and are invaluable in not only collecting litter but also increasing the public awareness about appropriate waste management behaviour.

#### **4.3 Protecting public health**

Waste, particularly waste that can rot, such as meat and other food products, and hazardous waste, has the potential to be detrimental to health. Therefore, a key objective of any waste minimisation and management system is to protect public health. The risk of public health impacts can be significantly reduced by avoiding, where possible, and carefully managing, where not, contact with waste. In practice this means containing, collecting and disposing of waste effectively.

The measures proposed in the WMMP have been developed with consideration for public health objectives.

In respect of Council provided waste and recycling services, public health issues will be able to be addressed through setting appropriate performance standards for waste service contracts and ensuring performance is monitored, and that there are appropriate structures within the contracts for addressing issues that arise.

Some aspects of privately provided services will be regulated through local bylaws. Uncontrolled disposal of waste, for example, via open burning and uncontrolled disposal to land, will be regulated through local and regional regulations. Medical and sanitary waste from households and healthcare operators, along with other hazardous wastes, require improved funding and regulation to be developed.

The Medical Officer of Health was consulted with during the formation of this WMMP plan and concluded that: “that current and future proposals for waste minimisation are unlikely to pose a significant risk to public health from a health protection perspective.”

#### **4.4 Te Tūhono a te Kaunihera me te Māori - The Council's Relationship with Māori**

The Council recognises Māori as both mātāwaka (Māori who reside in the Whangārei district but do not affiliate to the mana whenua and hapū of the Whangārei district) and tangata whenua (mana whenua, hapū and iwi). Council acknowledges mātāwaka, mana whenua, hapū and iwi and their culture and traditions with their ancestral lands, waterways, sites of significance, wāhi tapu and other taonga.

The Local Government Act 2002 reinforces the importance of good communication and the value of Māori heritage and values in New Zealand's progress as a distinctive nation.

Council is committed to its partnership with Māori to enable genuine participation in decision making. Primarily agency centres on mana whenua and hapū and also works with the Whangārei Hapū Forum, Te Huinga. In addition, Te Kārearea Strategic Partnership Forum was formed in 2012 between Te Huinga (which advocates for the hapū of Whangārei) and Council.

A Strategic Relationship Agreement developed in 2014 forms the basis for discussions between the partners, and its principles guide how we work together. In September 2020, a Standing Committee of Council was established to further strengthen Māori participation in decision making.

Para Kore Marae Incorporated is a Māori, not-for-profit, zero waste organisation with a vision of oranga taiao, oranga whānau, oranga marae. 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 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 Māori 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 New Zealand 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.”*

## **5**      *He whakarato mō te mahere - Funding the plan*

### **5.1**     *Plan implementation funding*

The funding of this plan will come from user charges, rate payer funds and waste disposal levy payments made to the Council by central government.

**User charges** will fund kerbside refuse collection and the disposal or management of materials at rubbish and recycling stations.

**Ratepayer funds** will provide public goods focused services. Examples include roadside recycling collection, supporting transfer station operations where user charges do not cover the full cost of operation, illegal dumping clean-ups, litter bin servicing, licensing implementation, education activities and reporting on plan implementation.

Council receive, based on population, a share of national waste levy funds from the Ministry for the Environment. All waste levy funding received by Councils must be spent on promoting waste minimisation and in accordance with the WMMP.

**Waste Disposal Levy payments** made to Council will fund waste education and kerbside recycling (in part) i.e. activities that promote or achieve the Goals and Objectives of this Plan. Council may also elect to apply to the Waste Minimisation Fund to fund specific projects via a contestable funding process, either separately, with other Councils, or with another party.

Details of funding sources, quantities and allocation can be found in Council's Long Term Plan and Annual Plan updates to the Long Term Plan.

### **5.2**     *Grants and advances of monies*

Councils can provide grants and money to individuals, organisations, or groups for promoting or achieving waste management and minimisation, providing this is authorised by the WMMP. Council will make grants available from its allocation of Waste Disposal Levy funds. The amount of money available for grants will be determined as part of the Annual Plan process.

Applications for funding will be assessed for their ability to achieve the vision, goals and objectives for waste minimisation and management. Specific areas for assessment include capability to deliver the project, governance arrangements, accountability and track record in delivering similar projects. Consideration is also be given to ensuring that funding supports new or expanded activities rather than supporting the status quo.

## 6 Mahere Mahi - Action plan

The Action Plan, as set out in the following pages, has been developed to assist the Council and community to work towards achieving the Vision - Goals - Objectives set out in the WMMP. Where actions have operational or financial implications, they need to be confirmed in the Council's core planning documents - the Long Term Plan and Annual Plan.

This 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.

### 6.1 Action planning tables

**Table 5 Infrastructure and Service Actions**

Action	Timeline	Funding	Objective	Target
<b>a.</b> Promote existing organic waste reduction and diversion services: Private garden waste collections, community and home composting, food waste reduction and food rescue.	Ongoing	Rates	2, 4	1.1, 2.1
<b>b.</b> Promote waste reduction e.g. reusable packaging, food waste reduction (Love Food, Hate Waste NZ).	Ongoing	Rates	1, 4	1.1
<b>c.</b> Work with neighbouring Districts and others on options for supporting community composting of food scraps.	2024	Rates	2	2.1
<b>d.</b> Learn lessons from other districts regarding the implementation of food scraps collection services before implementation in Whangārei.	2028	Rates	2	2.1
<b>e.</b> Promote the sorting of C&D waste prior to disposal of residual material. Support the C&D waste management plan requirements for developers which are being implemented by central government.	2025	Rates	2, 4	2.1, 4.1
<b>f.</b> Keep the streets clean by clearing litter and removing illegally dumped material. Work with the community on options for litter bins and public place recycling. Implement measures to reduce the contamination of public place recycling litter bins. If contamination is not at an acceptable level then remove the recycling bins.	Ongoing	Rates or Waste Levy funds	3, 5	3.1, 5.1, 5.2

Action	Timeline	Funding	Objective	Target
<p><b>g.</b> Work with producers and importers to improve the management of priority products subject to product stewardship requirements, including providing options in the District for specific waste streams like e-waste.</p> <p>Promote disposal or alternative recycling options provided by retailers and manufacturers.</p>	Ongoing	Waste Levy funds or user fees	2, 3, 5, 6	2.1, 3.1, 5.1
<p><b>h.</b> Investigate, and if feasible, support establishment of additional processing/recovery capacity in Northland for waste streams, for example: biosolids, C&amp;D waste, e-waste and/or organic waste.</p> <p>Consider initiatives that support the reuse or recycling of other waste streams and work with waste service providers to offer options for diversion.</p>	Ongoing	Rates and/ or Waste Levy funds	2, 3, 5, 6	2.1, 3.1, 5.1
<p><b>i.</b> Continue to provide transfer station services for the public and commercial users There will be regular review of the following aspects: staff training, differential pricing tools, changed layout/traffic management, more reuse and recycling options, introducing further incentives for the contractor, reviewing operating hours.</p>	Ongoing	Rates	1, 4	1.1
<p><b>j.</b> Consider the introduction of a subsidised waste disposal scheme for community services card holders.</p>	2025	Rates	3, 5	3.1, 5.1
<p><b>k.</b> Support event organisers to implement waste minimisation at events.</p>	Ongoing	Waste Levy funds or user fees	1, 2	1.1, 2.1
<p><b>l.</b> Fund waste minimisation advisors to lead waste management and minimisation initiatives and promotion.</p> <p>Support increased understanding of, and participation in the circular economy by the public and locally operated businesses and industry.</p> <p>Support organisations and businesses to minimise waste, e.g. through awards, networking events, workshops, media, events.</p>	Ongoing	Rates and/ or Waste Levy funds	2, 3, 5, 6	2.1, 3.1, 5.1

**Table 6 Education Actions**

Action	Timeline	Funding	Objective	Target
<p><b>m.</b> Continue to update and maintain clear information on waste and recycling collection and drop off services in the Whangārei District. Develop a communications strategy for waste minimisation.</p> <p>Support the development and use of targeted campaigns for specific waste streams for example rural waste, C&amp;D waste, or food waste.</p> <p>Continue to work hard to reach those in our community who need to improve their waste related behaviours.</p> <p>Share information to all residents (including holiday makers/temporary residents) on waste minimisation and management including available services.</p> <p>Provide information to the community about the negative impact of illegal dumping.</p>	Ongoing	Rates	1, 2, 3, 6	4.1
<p><b>n.</b> Expand school education programmes.</p>	Ongoing	Waste Levy funds	6	6.1
<p><b>o.</b> Implement best practice waste avoidance, reduction and minimisation within Council sites and operations; and share knowledge and experience gained from such activities.</p>	Ongoing	Rates	1, 2, 4	1.1, 2.1

**Table 7 Policy Actions**

Action	Timeline	Funding	Objective	Target
<p><b>p.</b> Continue to make grants available from Council's allocation of Waste Levy funds. Funding criteria will be based on contribution to the Vision, Goals and Objectives for waste minimisation and management with consideration of co-funding. Applications for funding are also be assessed for their ability to deliver the promised benefits i.e. due diligence on organisation capability, governance and accountability.</p>	Ongoing	Waste Levy funds	1, 2, 4	1.1, 2.1
<p><b>q.</b> Work with central government to implement improved data collection related to solid waste management.</p>	Ongoing	Rates	3, 4, 5	4.1
<p><b>r.</b> Continue to report on progress against the targets in the WMMP in Annual Reports.</p>	Annually	Rates	4, 6	4.1

Action	Timeline	Funding	Objective	Target
<p><b>s.</b> Collaborate with central government, local government organisations, non-government organisations and other key stakeholders to progress national activity on waste minimisation and management policy.</p> <p>We will support and collaborate with the community and businesses who are contributing to the goals of this Plan. We will work closely with the other councils in the region to achieve regional consistency and efficiency. We will also participate in national initiatives that are consistent with the goals of this Plan.</p>	Ongoing	Rates	1, 2, 3, 6	1.1
<p><b>t.</b> Continue to actively address illegal dumping activity including where possible identifying perpetrators and if required undertaking clean-up activity.</p> <p>Support Clean Up Week and community litter collections by promoting and providing funding for waste disposal.</p> <p>Continue to provide a web form and phone line for the public to report illegal dumping.</p>	Ongoing	Rates	5	5.1
<p><b>u.</b> Liaison with regional council, other district councils, health providers, and private and community sector to identify areas for joint working and resource sharing. It is desired to work positively with all sectors and find ways of working to maximise the contributions of different parties.</p> <p>Develop partnerships, joint working and co-operate with other councils.</p>	Ongoing	Rates	5	5.1
<p><b>v.</b> Review the Solid Waste Bylaw 2013</p> <p>Review the effectiveness of the current bylaw in supporting waste diversion and protecting the environment from harm. Align with WMMP direction and ensure consistency with national guidelines and legislation.</p>	By 2025	Rates	1,2,3	2.1, 3.1
<p><b>w.</b> Recognise the interests of tangata whenua and encourage and support mechanisms to build capacity and participation in sustainable waste management.</p> <p>Support the kaupapa around waste minimisation and continue to support Para Kore.</p>	Ongoing	Rates and Waste Levy funds	3	3.1
<p><b>x.</b> Require Construction Waste Minimisation Plans in line with MBIE Building Act Amendments 2023.<sup>6</sup></p>	By 2025	Rates	1	1.1
<p><b>y.</b> Require properties and developments to ensure waste management and minimisation considerations are taken into account at the design phase, including storage space requirements and access for collection vehicles.</p>	Ongoing	Rates	3	3.1

<sup>6</sup> In 2023, the Government will introduce a Bill to progress the proposed amendments to the Building Act 2004. Changes to regulations will require those intending to undertake certain building or demolition work to have a waste minimisation plan. Changes are expected to be phased in from 2025 onwards