



# **KAWERAU DISTRICT COUNCIL**

## **Waste Management and Minimisation Plan**

### **Statement of Proposal**

**2025**



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# Version History

Version	Date	Notes	Author
2012	13/04/2012	First WMMP	Tom McDowall
2020	04/02/2020	Management Review	Hanno van der Merwe
2025	30/05/2025	Management Review	Riaan Nel



# SECTION ONE

## Introduction



## 1.1. SOLID WASTE & THE WASTE MINIMISATION PLAN

Council is required through the Local Government Act of 2002 to provide sanitary services and under the Waste Minimisation Act of 2008 to have an operative waste management and minimisation plan.

The solid waste activity's primary goal is to provide solid waste services and maintain solid waste infrastructure and plant in the District in order to meet the social, cultural, and environmental requirements of our community. The overall aim is to minimise the presence of refuse within the District and to minimise the amount of local waste that goes to landfill.

In the long term, Council wants to work towards a circular economy where minimal unrecoverable waste is generated. This is a significant goal and will require a long-term commitment to waste minimisation. This plan is a further step building on the existing waste minimisation plan's goals and objectives.

Council plans to make a real and measurable improvement to the way its waste is managed. We need to prepare for ways in doing this while empowering our community to shift its way of thinking and doing, to encourage waste minimisation, resource recovery and avoid creating waste in the first place.

Council cannot solve the problem of waste minimisation alone and will action this waste minimisation plan in partnership with other Territorial Authorities (TAs) and work with our communities to take the next step on our journey to zero waste.

Currently, Council provides the provision of green waste and recycling collection services from all households and businesses, drop off services at the transfer station and processing sites, and processed solid waste sales services. Providing this service requires effective, efficient and sustainable infrastructure and plant, in order to collect, store, sort, process, sell reusable products, and transport of remaining materials to be processed elsewhere.

The green waste collection service allows all compostable organic waste, however not food waste. The recycling crate collection service allows all clean glass, plastics No. 1 and 2, paper and cardboard and all metal containers.

The transfer drop-off service allows all general household waste, recycling, green waste, wood, topsoil, other soils, concrete, tyres, oil and whiteware. Asbestos, chemicals, bio-waste and large items such as cars and tractor tyres are not accepted at the transfer station.

Processed green waste, as either mulch or compost, processed wood chip, crushed concrete, topsoil and clean fill are for sale at the transfer station.

The transfer station is open 7 days a week, from 12 pm to 4 pm. The facility is closed on Christmas day with reduced hours during staff annual events.

Bio-solids generated at the waste water treatment plant are processed through worm farming at the plant. The resulting product is blended with processed green waste and used as a soil amendment.

## 1.2. WASTE ASSESSMENT

Kawerau District Council (KDC) prepared a Waste Assessment in accordance with the requirements of the Waste Minimisation Act 2008 (WMA). The document provides background information and data to support the Council's waste management and minimisation planning process.

The document provides key information to help construct a picture of waste management in our district and larger region. This includes a brief overview of key aspects of the region's geography, economy, and demographics that influence the quantities and types of waste generated and potential opportunities. It also provides an overview of regional waste facilities, and initiatives that may be of relevance to how we manage our waste.

The assessment examines how waste is managed, where waste comes from, how much there is, its composition, and where it goes. A gap analysis is included that evaluates future demand of what is

likely to influence demand for waste and recovery services in the region and identifies key gaps in current and future service provision and in the Council's ability to promote effective and efficient waste management and minimisation.

A statement is made of options available to Council and states Council's proposed role to ensure that future demand is met, and that the Council is able to meet its statutory obligations. From these options, a statement of proposals sets out what actions are proposed to be taken forward. These proposals were developed into this Waste Management and Minimisation Plan's (WMMP) actions.

The waste assessment also contains additional waste management data and further detail about facilities in each district. This additional data will enable territorial authorities (TAs) to "drill down" and access information about their district. This section includes the statement from the Medical Officer of Health as well as additional detail on legislation.

### 1.3. WASTE MANAGEMENT & MINIMISATION PLAN

This Waste Management and Minimisation Plan (WMMP) has been prepared under the Waste Minimisation Act of 2008 (WMA). This is the second Plan for the Kawerau District Council. The vision of this plan is to minimise waste to landfill and continue the work towards zero waste of the 2012 WMMP. The Plan reflects Council's desire to make real, measurable and effective improvements to the way we manage our waste.

#### **1.3.1. Previous Waste Management and Minimisation Plans**

The previous Waste Management and Minimisation Plan was developed and adopted by Council on 14 April 2012. This Plan remains in effect until the adoption of the 2025 plan.

#### **1.3.2. Purpose of the Waste Management & Minimisation Plan**

It is a requirement under the Waste Minimisation Act 2008 that Council must have an operative Waste Management and Minimisation Plan.

The purpose of this plan is to:

- Describe Council's vision for solid waste management and minimisation and how Council will meet its long-term goals.
- Identify the objectives and policies to support the achievement of these goals.
- Outline actions for the next 6 years to achieve effective waste management and minimisation in the District.
- Develop measurable targets to evaluate progression towards our goals.
- Provide information on how Council intends to fund the waste management and minimisation activities over the next six years to 2031.

This meets the requirements of Section 43 of the Waste Minimisation Act 2008 to include a summary of Council's waste management and minimisation objectives, policies and targets, and how these will be delivered and funded.

## 1.4. POLICIES, PLANS AND REGULATIONS

Council is required through the Local Government Act of 2002 (LGA) to provide sanitary services and a waste management plan.

The principal solid waste legislation in New Zealand is the Waste Minimisation Act 2008 (WMA). The stated purpose of the WMA is to:

*“encourage waste minimisation and a decrease in waste disposal in order to*

*(a) protect the environment from harm; and*

*(b) provide environmental, social, economic, and cultural benefits.”*

To further its aims, the WMA requires Territorial Authorities (TAs) to promote effective and efficient waste management and minimisation within their district. To achieve this, all TAs are required by the legislation to adopt a WMMP.

Council's existing Waste Assessment was reviewed and adopted in 2025, and the WMMP was adopted in 2012.

Over and above the WMA and LGA, the following legislation, plan and policies were considered in preparing this WMMP:

- New Zealand Waste Strategy 2023
- Emissions Reduction Plan 2022
- Hazardous Substances and New Organisms Act 1996
- Climate Change (Emissions Trading) Amendment Act 2008
- Health Act 1956
- Litter Act 1979

There may also be changes coming to above legislation, policies and plans that may have a potential impact on Council's waste operation.



**SECTION TWO**  
**NZ Waste Strategy**



## 2.1. OVERVIEW

The New Zealand Waste Strategy – Te rautaki papa (NZWS) is the Government’s core policy document concerning waste management and minimisation in New Zealand. It sets the national direction for changing how we make, use, manage and dispose of things. The Strategy is guided by the vision that by 2050, Aotearoa New Zealand is a low-emissions, low-waste society, build upon a circular economy.

Everyone plays a role in achieving this vision, with specific expectations for local government.

This includes:

- Applying the strategy to guide our Waste Management and Minimisation Plan.
- Collaborating with other councils to progress circular economy opportunities.
- Supporting local community groups and organisations with their initiatives to reduce waste.
- Work with behaviour change programmes to support waste-related activities.
- Consider waste management infrastructure within planning and consenting processes.
- Identify and manage vulnerable landfills and contaminated sites.
- Monitoring and reporting on the amount of waste being diverted from landfill.

As well as reflecting these expectations within our action plan, this WMMP is aligned to the first phase of the Waste Strategy which focuses on the goal of embedding circular thinking into our systems by 2030.

The flexible nature of the NZWS means that councils are able to decide on solutions to waste management and minimisation that are relevant and appropriate to local situations and desired community outcomes.

The direction of the New Zealand Waste Strategy, the supporting actions, and the suggested targets all have clear implications for the future direction of waste management and minimisation in this country:

- The overall direction of the Waste Strategy is towards a circular economy;
- There are specific actions relating to reducing a wide range of waste streams, and specifically and particularly organic waste – in concert with work to reduce emissions; and
- The targets focused on reducing waste generation and waste disposal by 2030 by quite significant proportions.

## 2.2. CIRCULAR ECONOMY

A circular economy and employing circular thinking means keeping materials in use. At a point, where items would traditionally become waste at the end of a product lifecycle, they are instead able to be used as an input into a new product.

The following diagram from the Ministry for the Environment shows the linear economy model we currently follow. We take materials from natural resources, whether it is through mining, agriculture or forestry, and turn them into products we consume and use. At the end of the products useful life, we dispose of it in landfills and other final disposal facilities.

This creates waste and adds to the issue of what we are trying to combat. At the same time energy used to manufacture, transport and dispose products, come from finite sources.



Figure 1: Linear Economy

In the circular economy model, there is minimal or no waste at the end. Everything feeds back into the economy to be reused. The energy required to capture waste and convert it back into useful materials is sourced from renewable energy sources.

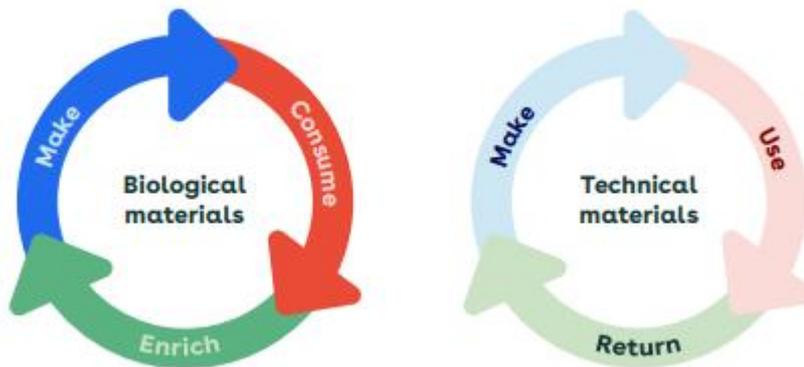


Figure 2: Circular Economy

### 2.3. WASTE HIERARCHY

The Waste Hierarchy illustrates the different methods to reduce and manage waste. It is listed in the Waste Minimisation Act 2008 in order of importance, from reduction to disposal.

To permanently minimise the amount of waste being created, it is important to focus higher up the waste hierarchy. This focuses on changing behaviour to redesign existing systems and ensure less waste at the output.

We know this is not possible for every item or process, and change won't happen instantly, so the hierarchy also includes methods to better manage waste – rather than disposing straight to landfill.

This Waste Management and Minimisation Plan reference each of our actions against the waste hierarchy to show how our action plan aligns with the different methods to reduce and manage waste.

We reduce unnecessary waste by prioritising paperless communication, and replacing single use plastic bags. We repurpose concrete by crushing it into gravel to be used in roading and footpaths. We compost green waste and biosolids into soil amendments and recycle paper, cardboard, certain plastics and glass into similar products. We recover energy from woodwaste that cannot be recovered or reused and are continuously thinking how we can move our waste up the Waste Hierarchy.

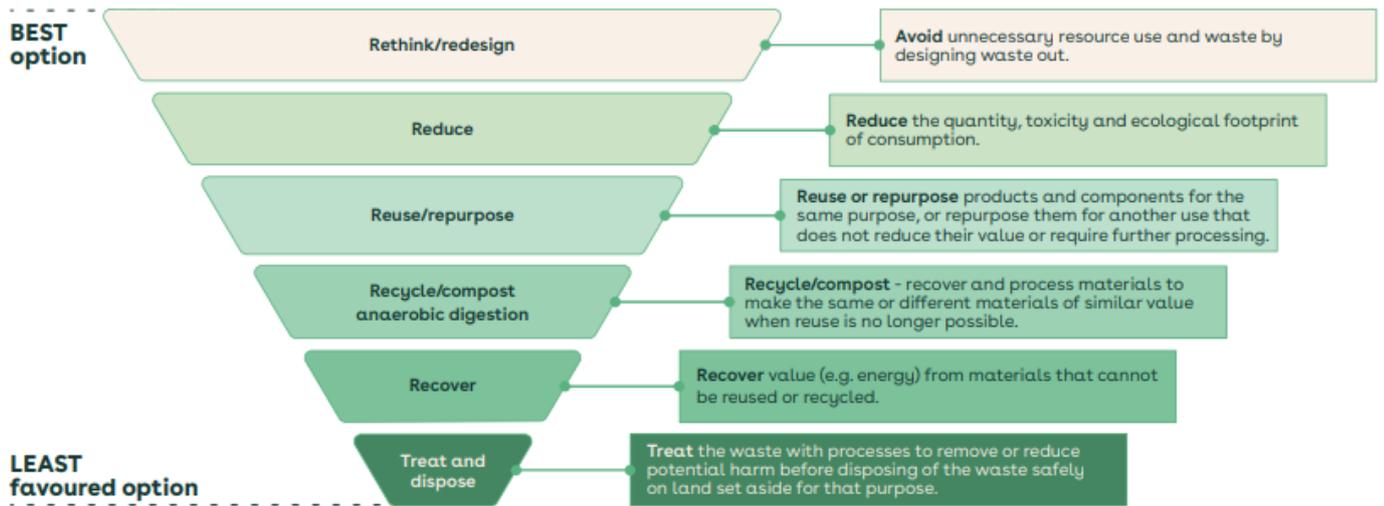


Figure 3: Circular Economy



## **SECTION THREE**

### **Development of the Plan**



### 3.1. PREPARING THE PLAN

In preparing this WMMP, we have:

- Considered the New Zealand Waste Strategy – Te rautaki papa.
- Referenced our actions against the Waste Hierarchy in the Waste Strategy.
- Assessed the requirements of the Local Government Act to make decisions on the best options for addressing the communities waste management needs.
- Deliberated the findings and feedback from the Waste Assessment in the development of the action plan.
- Thought through and included the effects on existing services, facilities, activities, and resourcing.

### 3.2. MATAURANGA MĀORI

The te ao Māori worldview considers that people are closely connected to the land and everything on it. Closely aligned with the principle of a circular economy, we must prioritise the highest parts of the waste hierarchy to restore and preserve the resources of the natural world for future generations.

Local iwi and hapū across the Bay of Plenty regions have identified key areas to support waste minimisation. This includes the investigation into new regional infrastructure and services, the need for a focus on education at a community level and giving effect to the natural world and te ao Māori principles.

It was also acknowledged that there is a need for advocacy for more waste minimisation and zero waste initiatives at a regional and national level to drive behaviour change.

### 3.3. COMMUNITIES

In order to achieve our actions in this plan, we will work with all local communities including our local iwi to help shape our activities to transition towards achieving a circular economy and zero waste.

Ideas from residents to solve issues are always welcomed and will be considered when we investigate and implement new options to best service our community.

### 3.4. OUR REGION

Council partners with other Territorial Authorities, industries and businesses to develop waste infrastructure and service solutions that best benefit our region. This includes working collaboratively with other councils and supporting industry led initiatives that will help address our waste streams.

As a provider of waste services, Council is leading waste management and minimisation efforts in the region and commits to continuously improve its processes for managing waste from our district and to support efforts in the wider region.

### 3.5. MONITORING PROGRESS

We monitor our progress through annual reporting and waste assessments.

#### **3.5.1. Annual Reporting**

We measure collections of refuse, recycling and green waste from our kerbside collection service, as well as all the materials delivered to our transfer station. We weigh and measure material that we divert from landfill and send to processing sites.

We also weigh and measure material that we process and sell to the public or use for Council's own needs.

All results are evaluated against our key performance indicators, which includes resident satisfaction with the solid waste service through the 3 yearly resident survey. These results are included in the Annual Reports.

### **3.5.2. Ministry for the Environment**

Council pays a waste to landfill levy for each tonne of waste sent to landfill. Half of all collected levies are available for waste minimisation actions and activities and half of the levies are provided to Territorial Authorities to support waste minimisation plans.

Council reports to the Ministry for the Environment all its waste minimisation expenditure and the resulting waste minimisation achieved.

### **3.5.3. Waste Assessments**

Every six years, Council is required to complete a Waste Assessment to report on the progress made against the current Waste Management and Minimisation plan. Council's most recent Waste Assessment was updated in 2025 and is attached to this Plan. The next Waste Assessment is planned for 2031/32.

## **3.6. WASTE REDUCTION TARGETS**

The New Zealand Waste Strategy has set national targets to be achieved by 2030. This includes:

- Reduce waste generation by 10% per person.
- Reduce waste disposal by 30% per person.
- Reduce biogenic methane emissions from waste by at least 30%.

The Ministry acknowledged that existing waste data has a high degree of uncertainty, and that a key focus of ensuring these targets are achievable lies in improving the methods of collecting and measuring this data.

From diligent transfer station weighbridge data and information from our waste processing and disposal service providers, Council is able to generate a good approximation of our progress towards these targets.



# SECTION EIGHT

## The WMMP



## 4.1. REVIEW OF THE 2012 WASTE MANAGEMENT AND MINIMISATION PLAN

The last WMMP for Kawerau District was prepared in 2012. The Waste Minimisation Act requires that each Waste Assessment include a review of the last WMMP, including an assessment of data, key issues from the last WMMP, any other issues not addressed, and an update on the action plan from the last WMMP including progress.

The attached 2025 Waste Assessment review of the 2012 WMMP is summarised below.

### 4.1.1. Data

Although Council strives to collect data as accurately as possible, it is fair to assume that errors and omissions exist. Where information is unknown, estimates have been used based on previous SWAP and NZ Statistic data.

### 4.1.2. Key Issues

- How to achieve further waste reductions in a way that is affordable to the Community
- Encouraging people to recycle more and more people including businesses, to recycle, so as to reduce the volume of recyclables going into residual waste streams
- Reducing the amount of putrescible material going to landfill. (This is an issue because it has negative environmental impacts.)
- Develop options and methods to remove food waste from the waste to landfill stream.
- Finding a viable reuse option for composted green waste
- Discouraging fly-tipping

### 4.1.3. Other Issues not Addressed

No issues were identified, other than discussed in the previous WMMP.

### 4.1.4. New Guidance

New guidance from MfE on Waste Management and Minimisation Planning was released in 2015. The 2012 WA and WMMP, while consistent with the guidance at the time they were written, do not fully align with the new (2015) MfE Guidance. The new guidance places more emphasis on funding of plans, inclusion of targets and how actions are monitored and reported. The 2012 documents also did not provide data in accordance with the National Waste Data Framework, as suggested by the new guidance.

## 4.2. SCOPE

This Plan sets out how Council will continue to reduce the volumes of solid waste from the Kawerau District that goes to landfill. The Waste Assessment conducted before writing this Plan is included as Appendix A.

The Act defines waste as “material that has no further use and is disposed of or discarded”. Waste minimisation is described as reducing waste, and increasing the reuse, recycling, and recovery of waste and diverted material. ‘Diverted material’ is anything that is no longer required for its original purpose, but still has value through reuse or recycling.

This Plan does not include liquid and gaseous wastes, except where these are considered to have implications for solid waste management.

Council does not have direct involvement in the management of all solid waste generated in the district, but has a responsibility to at least consider all such waste in this Plan.

### 4.3. VISION

The fundamental purpose of Council providing solid waste services is to minimise the potential for harm to human health and the environment.

Council adopted the vision of working towards zero waste to landfill in 1999 and in 2002, set a target to reduce the amount of waste in the District going to landfill by 70 percent.

The target was achieved in 2010 and further major reductions are unlikely without significant additional cost. Council still retains this vision however, and over the period of this Plan, will investigate and implement new initiatives to achieve further reductions.

### 4.4. ACTIONS

#### 4.4.1. Council Role

- Develop educational material.
- Retain kerbside collection.
- Continue to operate a transfer station.
- Collect residual waste for disposal to landfill.
- Process recyclable materials for disposal or sale.
- Improve quality of recyclable collection and storage for processing.
- Collect litter in the district.
- Advise public how to dispose of hazardous and e-wastes.
- Work with the community to achieve waste minimisation goals.

#### 4.4.2. Key Initiatives

##### Improve recovery of material from residual waste.

Residual waste is delivered to the transfer station predominantly by one of the following methods:

- Council kerbside collection
- Contractors servicing businesses
- Individuals (residents and business) by truck, trailers and vehicles.

Each deliverer is encouraged to separate recyclable material and this material is then put into one of the recycling streams.

##### Investigate kitchen waste collection and other joint initiatives with other councils and businesses.

Council is collaborating with other councils and businesses to develop methods to collect and process food waste and hazardous wastes. Council participates in the Bay of Plenty Regional waste working group and is an active member in other national waste working groups.

##### Update solid waste bylaw 2008

The Solid Waste Bylaw 2008 will be reviewed, updated and adopted in 2025.

#### 4.4.3. Targets

The Council set two targets for itself in the 2012 WMMP. These were:

**Target 1:** Reduce the volume of residual waste for disposal to landfill by 10% by 2028

**Target 2:** Increase the volume of recyclable materials collected at Council by 10% by 2028

The actions and targets in the plan focused around maintaining existing operations and services and making incremental improvements. The Waste Assessment had not identified substantial strategic issues that required a significant change of direction. These targets will remain in the 2025 WMMP.

#### 4.5. FUNDING

The initiatives and actions proposed in this WMMP will be funded as follows:

- General rates
- Uniform annual charges on residential properties
- Transfer station fees
- Waste levy contribution funding

#### 4.6. IMPLEMENTATION PLAN

The WMMP implementation plan is listed in the following tables:

**Table 1: Communication and Education Plan**

Objective	Specific actions	Status	Implementation timeframe
<b>Community and Council working together.</b>	Provide information about waste services, waste prevention and waste reduction, including potential risks to the Community.	Ongoing	Ongoing – Council is lead agency
<b>Lead waste reduction initiatives</b>	Engage directly with the community (including businesses) and encourage a 'cleaner production' approach.	Ongoing	Ongoing – Council is lead agency
	Continue to work with schools through the 'Paper 4 Trees' programme.	Ongoing	Ongoing – Council supports financially
	Continue to build partnership working with other local councils and the regional authority.	Existing	Ongoing – Council is lead agency
	Lead waste projects, proactively offer waste minimisation advice to the community.	Existing	Ongoing

**Table 2: New Ideas and Initiatives**

<b>Objective</b>	<b>Specific actions</b>	<b>Status</b>	<b>Implementation timeframe</b>
<b>Community and Council work together</b>	Work with BOP councils advocating for a regional approach in waste facility provision by participating in Waikato and Bay of Plenty Waste Liaison Group	Existing	Ongoing
<b>New, local initiatives and infrastructure</b>	Review service delivery options for collections of recycled, residual and green waste by: <ul style="list-style-type: none"> <li>• looking at costs</li> <li>• level of service offered</li> <li>• alternatives</li> </ul>	Existing	Ongoing – currently under review
	Review methods of disposing of refuse delivered to transfer station by: <ul style="list-style-type: none"> <li>• Reviewing costs</li> <li>• disposal options</li> <li>• increasing recycling at transfer station</li> </ul>	Existing	Yearly - currently under review
	Review disposal of recycled material by: <ul style="list-style-type: none"> <li>• investigate how other TLAs dispose of recycling</li> <li>• evaluating costs and income</li> <li>• investigating the creation of a regional resource recovery and recycling facility</li> </ul>	Existing  New	Ongoing – currently under review  WWMF application for funding
<b>Consider environmental impact</b>	Sponsor initiatives by organisations or individuals that may reduce residual refuse	Existing	Yearly
	Continue to take action to reduce fly tipping by: <ul style="list-style-type: none"> <li>• fencing off easy disposal points</li> <li>• prosecuting identified offenders</li> </ul>	Existing	Ongoing
<b>Use resources more efficiently</b>	<ul style="list-style-type: none"> <li>• increasing monitoring</li> <li>• removing rubbish quickly</li> <li>• assessing complaints received</li> </ul>		
	Continue to be aware of alternatives for refuse disposal	Existing	Ongoing

**Table 3: Monitoring and Evaluation**

<b>Objective (s)</b>	<b>Specific Actions</b>	<b>Status</b>	<b>Implementation timeframe</b>
<b>Community and Council work together</b>	Review other options for increasing source separation of non-household waste.	Existing	Ongoing - Council is lead agency
<b>Use resources more efficiently</b>	Review pricing at the transfer station facility annually to ensure true cost of residual waste disposal is recovered, and reuse/recycling is encouraged.	Existing	Completed and reviewed annually
<b>Consider environmental impact</b>	Increase monitoring to provide more information, especially regarding non-household waste composition, how those not using waste collection services are managing their waste disposal.	Existing	Ongoing – Council holds a monitoring role. Post COVID-19 review August 2020
<b>Use resources more efficiently</b>	The Council will regularly review progress on this Action Plan and towards achievement of our goals, objectives and targets. Progress will also be reported annually through the Annual Plan, and regularly through Council newsletters and the website.	Existing	Ongoing - Council is lead agency
<b>Community and Council work together</b>	Provide additional education for home composting of food and garden waste.	Existing	Ongoing - Council is lead agency
<b>Consider environmental impact</b>	Investigate how composted material can be used beneficially at no cost to Council.	Existing	Under review
<b>Use resources more efficiently</b>	Continue to monitor actions occurring outside district with green and organic waste.	Existing	Ongoing

**Table 4: Recycling**

Objectives	Specific Actions	Status	Council's role
<b>Community and Council work together</b>	Continue the kerbside recycling collection: encourage householders to put out additional recycling.	Existing	Council is lead agency
<b>Consider environmental impact</b>	Recycling collection: investigate whether additional materials can be included in the kerbside recycling collection with recycled processing company.	Existing	Council is lead agency
<b>Use resources more efficiently</b>	Work with community (including existing private collection providers) to improve the recycling collection services available to industry and businesses.	Existing	Council is joint lead agency
	Work with business and industry to encourage more recycling and waste reduction at source.	Existing	Provide expertise to business to reduce waste
	Council is exploring options to recycle glass, paper and cardboard at transfer station	New Action	WWMF application for funding

**Table 5: Hazardous/liquid/gaseous wastes**

Objective	Specific actions	Status	Council's role
<b>Community and Council work together</b>	Advise residents on the disposal of hazardous materials, e.g. lead-based paints and chemicals.	Existing	Council is lead agency
<b>Consider environmental impact</b>	Continue to treat Bio-solids from wastewater treatment plant using vermiculture.	Existing	Ongoing
	Provide information to residents and contractors on appropriate disposal of asbestos through newsletters.	Existing	Council is lead agency
<b>Use resources more efficiently</b>			

## 4.7. PROGRESS

Most of the identified actions related to ongoing operations. These are planned to be carried out over the term of the plan.

The key element is to review the solid waste bylaws and implement changes in 2025.



**SECTION 10**  
**Appendices**



## 5.1. WASTE ASSESSMENT 2025

The 2025 update of the 2020 Waste Assessment is attached to this Plan.