

PAPAKURA DISTRICT COUNCIL

WASTE MANAGEMENT PLAN

January

2004



Papakura

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1. INTRODUCTION

Statement of Partnership

Indigenous peoples regard water as sacred and pivotal to 'wellbeing'. Maori acknowledge water as having mauri, life itself. Papatuanuku, earth mother is nurturing and all embracing, and it is through Hineahuone¹ that ancestral links are traced to the land.

Environmental degradation in all forms is born from lack of understanding and is in many ways a cost to others, with these costs often extending into the unforeseeable future. With an increasing strain on our livelihood, it is imperative that sound waste management strategies adopt objectives that are measurable and achievable. We have a responsibility to ensure that traditional ecological values, whether within districts, regions, or the country as a whole are upheld.

The Papakura District Council acknowledges the special relationship that Tangata Whenua² has with land, water and air. The initiatives in this Waste Management Plan aim to reflect Te Tiriti o Waitangi and has been undertaken in the spirit of meaningful partnership.

As the indigenous people of the land are indelibly linked, generations continue to maintain kaitiakitanga³. Through oral traditions, pakiwaitara⁴, patere⁵, ngeri⁶ and other forms, the holistic 'Maori world view' is maintained. Conceptually, it is therefore an environment of integrated systems.

Footnote:

1. Hineahuone: In Maori mythology Hineahuone was formed from the earth of Papatuanuku / earth mother

2. Tangata Whenua: Indigenous people with ancestral links to the land, i.e. Maori

3. Kaitiakitanga: Customary guardianship of environmental and cultural heritage maintained by Tangata Whenua. In most cases, this can be in both a national or regional context, i.e. in relation to particular tribal boundaries.

4. Pakiwaitara: Maori myths and legends

5. Patere and Ngeri: form of chants done with or without actions

Waste Management Planning

Councils are required to have waste management plans under the Local Government Amendment Act 2002. The purpose of a waste management plan is to make provision for the effective and efficient collection and reduction, reuse, recycling, recovery, treatment, or disposal of waste within a district.

The plan provides Papakura District Council with a strategic approach for addressing waste in the District. The initiatives in the plan recognise the need for sustainable use of resources and the financial, social and environmental costs of waste.

This draft plan represents Papakura District Council's first waste management plan. It will be adopted following public consultation, and reviewed every three years.

The New Zealand Waste Strategy

The Council's waste management plan has considered, and is consistent with, the policies and targets identified in *The New Zealand Waste Strategy*. The strategy was launched in March 2002 and was developed as a joint initiative between Local Government New Zealand and the Ministry for the Environment.

The New Zealand Waste Strategy is the first time New Zealand has had a coordinated, central government-led waste strategy. The strategy's vision of the future is "towards zero waste and a sustainable New Zealand". The strategy sets national targets for waste minimisation, hazardous wastes, and waste disposal.

Five core policies have been identified in the strategy which are intended to focus New Zealand on waste prevention rather than waste disposal. The strategy also sets out the key actions for putting the policies into effect. The core policies are:

- A sound legislative basis for waste minimisation and management,
- Efficient disposal pricing, reflecting the full cost of disposal,
- High environmental standards,
- Adequate and accessible information, and
- Efficient use of materials.

2. THE VISION FOR OUR DISTRICT:

**“A community committed to reducing, reusing,
recycling and recovery of waste”**

The objectives of the Waste Management Plan are to:

Increase the community’s knowledge of waste issues;

Reduce the amount of waste produced by the community;

Support the principles in the New Zealand Waste Strategy; and

Reduce the impact of waste disposal on the environment.

3. INCREASE THE COMMUNITY'S KNOWLEDGE OF WASTE ISSUES

3.1 PUBLIC AWARENESS

Linkages with the New Zealand Waste Strategy

The *New Zealand Waste Strategy* identifies communicating information and educating the community about waste problems and solutions as integral parts of its four key programmes.

lifeafterwaste is a programme developed by the Waste Management Institute NZ. It is a programme for increasing awareness and changing attitudes and individuals' actions in relation to waste which complements the *New Zealand Waste Strategy*. The following excerpt from *lifeafterwaste* gives the philosophy of the programme:

Life after waste is when all material at the end of one life, becomes the technical or organic nutrients for new life. To close the loop on waste in New Zealand we need to change the way we act. We need to shift our attitudes and processes from linear to cyclical.

Current Situation in the Papakura District

Public awareness regarding waste issues in the Papakura District is currently limited to occasional promotion of the recycling service through distribution of brochures, newspaper articles, the Council website and school visits by ARC staff.

Illegal dumping of rubbish, including abandoned vehicles, is an environmental issue with significant costs to the District, and which needs to be addressed.

The Council views increasing public awareness of waste issues as its most important role in implementing the *New Zealand Waste Strategy*. Increasing the public's understanding of waste issues is the first step to getting people to change their behaviour.

Future Initiatives for Papakura District Council

Papakura District Council will:

Promote the waste hierarchy of "Reduction, reuse, recycling, recovery and residual disposal" to the community.

Continue to work with the District's schools to promote waste reduction, both in schools and at home.

Communicate waste reduction messages to all groups within the community.

Actively participate in regional and national waste education initiatives.

4. REDUCE THE AMOUNT OF WASTE PRODUCED BY THE COMMUNITY

4.1 HOUSEHOLDS

Linkages with the New Zealand Waste Strategy

The following targets are in the strategy:

Waste minimisation

Ninety-five percent of the population will have access to community recycling facilities by December 2005.

This target has already been met via the kerbside recycling contract. The Refuse Transfer Station and other businesses also receive or collect recyclable materials.

Current Situation in the Papakura District

There are approximately 15,000 households in the Papakura District. The Council currently offers a number of waste collection and recycling services to its residents:

Recycling

Kerbside recycling was introduced in the District in December 2000. The contractor collects glass bottles and jars, steel and aluminium cans, plastic containers types 1, 2 and 5, and paper and cardboard. In the year to June 2002, 2,158 tonnes of materials were collected and recycled, which equates to about 144 kg per household per year. This means that 23 percent of the waste collected by Council's weekly refuse and recycling collections was diverted from landfill, in the 2001/02 year.

Refuse

The Council operates a refuse collection, which is charged for as a uniform annual charge in the rates. Residents are not required to use an official bag. Garden waste is banned from rubbish bags through the Council's bylaw. During the 2001/02 financial year, 7,160 tonnes of refuse was collected (477 kg per household). Refuse is disposed of to landfills outside the Papakura District. Private operators also offer refuse collection services to residents.

Inorganic refuse

In 2002 the inorganic refuse collection was re-introduced, following the use of a tip pass system for the previous five years. The collection allowed for the recycling of tyres and scrap metal. In 2002, 1,300 tonnes were collected (87 kg per household), with 4 percent of this recycled. The 2003 collection will attempt to increase the amount of

material that is recycling by offering a performance sum based on the percent recycled.

Hazardous waste

The *HazMobile*, a mobile household hazardous waste collection service that was developed as a regional initiative, occurs about 15 times a year throughout the Auckland region, including once per year in Papakura. Residents can dispose of wastes such as paint, car batteries, engine oil and garden chemicals free of charge. Approximately 10 tonnes of waste were collected at the Papakura *HazMobile* in 2001, an average of 22 kg per customer. Over 90 percent of this waste is recycled or reused.

Future Initiatives for Papakura District Council

Papakura District Council will:

Reduce the amount of refuse produced by households by raising awareness of waste issues through education campaigns and by promoting alternatives.

Encourage households to support businesses that are reducing waste or have low-waste products.

Increase participation in the kerbside recycling service.

Promote home composting and investigate subsidies for compost and worm bins.

Investigate alternative methods of collecting inorganic refuse, and increasing its recycling and reuse.

Continue to participate in the Auckland Region Hazardous Waste Programme.

Continue liaison with other Councils to coordinate waste collection services

Review funding and pricing for refuse collection and disposal.

Compile a database of local businesses involved in waste management services and products

4.2

BUSINESSES

Linkages with the New Zealand Waste Strategy

The following targets are in the strategy:

Waste minimisation

By December 2005, at least 10 major businesses will be participating alongside central and local government in developing and promoting waste minimisation programmes within their sector.

Construction and demolition wastes

By December 2005, all territorial local authorities will have instituted a measurement programme to identify existing construction and demolition waste quantities and set local targets for diversion from landfills.

By December 2008, there will have been a reduction of construction and demolition waste to landfills of 50 percent of December 2005 levels measured by weight.

Organic wastes

By December 2010, the diversion of commercial organic wastes from landfill to beneficial use will have exceeded 95 per cent.

Special wastes

By December 2005, businesses in at least eight different sectors will have introduced extended producer responsibility pilot programmes for the collection and reuse, recycling or appropriate treatment and disposal of at least eight categories of special wastes.

Current Situation in the Papakura District

Businesses in the Papakura District are entitled to use the kerbside recycling service (for household quantities of glass bottles and jars, steel and aluminium cans, paper and cardboard, and plastic containers types 1, 2 and 5).

The household refuse collection service is also available to businesses for the collection of household types and quantities of refuse. Businesses producing larger volumes of refuse make arrangements with private collectors for its disposal. The refuse and recycling services are funded through a Uniform Annual Charge on the rates.

Trade wastes disposed of through the sewerage system are charged for under the Council's trade waste bylaw, which is administered by Watercare Services Ltd. Refer to the Wastewater section, page 13, for further details on trade waste initiatives.

Future Initiatives for Papakura District Council

Papakura District Council will:

Survey businesses to determine what their needs are and what role they would prefer the Council to take.

Raise awareness of business waste issues through education campaigns and by promoting cleaner production.

Investigate options for increasing businesses' participation in Council's kerbside recycling service.

Acknowledge and reward businesses that minimise waste.

Facilitate the involvement of the District's businesses in achieving *The New Zealand Waste Strategy's* targets.

Investigate resource and building consent processes and identify opportunities for reducing construction and demolition waste to landfill and cleanfill as well as increasing the use of low waste products.

Support and promote national, regional and local business waste reduction programmes, such as the Auckland Regional Council's "RENEW" resource exchange.

4.3

ORGANIC WASTE

Linkages with the New Zealand Waste Strategy

The following targets are in the strategy:

Organic wastes

By December 2003, all territorial local authorities will have instituted a measurement programme to identify existing organic waste quantities, and set local targets for diversion from disposal.

By December 2005, 60 per cent of garden wastes will be diverted from landfill and beneficially used, and by December 2010, the diversion of garden wastes from landfill to beneficial use will have exceeded 95 percent.

By December 2007, a clear quantitative understanding of other organic waste streams (such as kitchen wastes) will have been achieved through the measurement programme established by December 2003.

By December 2007, more than 95 percent of sewage sludge currently disposed of to landfill will be composted, beneficially used or appropriately treated to minimise the production of methane and leachate.

By December 2010, the diversion of commercial organic wastes from landfill to beneficial use will have exceeded 95 percent.

Current Situation in the Papakura District

Many households use garden bags or home composting systems, although there is no data on the extent of usage. Garden waste is banned from rubbish bags through Council's bylaw.

Sewage sludge, or bio solids, is the solid fraction of wastewater that is separated out of the wastewater at the treatment plant and disposed of to landfill. Kitchen waste, such as fruit and vegetable scraps, disposed of by in-sink waste disposal units is a significant source of this waste.

There may be opportunities to work with Council's wastewater treatment service providers, Watercare Services Ltd and United Water Pty Ltd, to reduce the quantity of organic waste disposed of through the wastewater system.

Future Initiatives for Papakura District Council

Papakura District Council will:

- Reduce the amount of refuse disposed of by households by promoting home composting and investigating subsidising compost and worm bins.

- Cooperate with regional and national initiatives to divert organic waste from landfill.

- Introduce monitoring, education and reporting programmes to achieve the organic waste targets in the *New Zealand Waste Strategy*.

5. SUPPORT THE PRINCIPLES IN THE NEW ZEALAND WASTE STRATEGY

5.1 POLICIES AND PROCESSES

Linkages with the New Zealand Waste Strategy

The following targets are in the strategy:

Waste minimisation

By December 2005, territorial local authorities will ensure that building regulations incorporate reference to space allocation for appropriate recycling facilities in multi-unit residential and commercial buildings.

By December 2005, all councils will ensure that procedures for waste minimisation have been addressed for all facilities and assets they manage and will have set target reductions based on public health, environmental and economic factors.

Waste disposal

By December 2003, local authorities will have addressed their funding policy to ensure that full cost recovery can be achieved for all waste treatment and disposal processes.

Current Situation in the Papakura District

It is important that the Council reviews its policies and processes and introduces any changes necessary for the efficient and effective implementation of the waste management plan.

There are currently few waste reduction practises being utilised by Papakura District Council, although office paper is recycled (about 2.9 tonnes per annum). As the Council is advocating that others should reduce waste, it needs to ensure it has addressed waste produced in its own operations.

Future Initiatives for Papakura District Council

Papakura District council will:

Review Council's bylaws in relation to refuse and recycling practices.

Consider the introduction of licensing of commercial operators collecting refuse and recycling in the Papakura District.

Review the refuse collection and disposal funding policy.

Investigate resource and building consent processes and identify opportunities for reducing construction and demolition waste to landfill and increasing the use of low waste products.

Ensure all Council contracts are designed to consider waste reduction, recycling and disposal, and utilise only consented landfills for waste disposal.

Address waste issues within Council's operations.

Lobby central government to ensure that appropriate support is provided so that *The New Zealand Waste Strategy's* targets can be met.

5.2

MONITORING AND REPORTING

Linkages with the New Zealand Waste Strategy

The following target is in the strategy:

Waste minimisation

Local authorities will report their progress on waste minimisation and management for their annual report in 2001-2 and quantitatively on an annual basis from then onwards.

Baseline quantities of different waste types have been reported in the Council's 2001-2 Annual Report. This contributes to meeting the above target.

Current Situation in the Papakura District

Monitoring and reporting on waste issues is generally limited at present to the quantities of waste collected through the Council's waste collection contracts (refuse, recycling, inorganic, litter bins, dumped rubbish, hazardous).

Future Initiatives for Papakura District Council

Papakura District Council will:

Conduct solid waste analysis surveys on household refuse every two years.

Carry out kerbside recycling participation surveys every two years.

Investigate, and implement as appropriate, additional mechanisms to obtain information from commercial operators, such as licensing,

and reach agreement with commercial operators on conducting solid waste analysis surveys on the District's business waste.

Coordinate with other councils to achieve these goals, where appropriate, including participation in regional waste surveys.

Publicly report progress on waste minimisation and management in Council publications, including the annual report.

6. REDUCE THE IMPACT OF WASTE DISPOSAL ON THE ENVIRONMENT

6.1 LANDFILLS AND CONTAMINATED SITES

Linkages with the New Zealand Waste Strategy

The following targets are in the strategy:

Contaminated sites

By December 2008, all sites on the Hazardous Activities and Industry List will have been identified and 50 per cent will have been subject to a rapid screening system in accordance with Ministry guidelines.

By December 2010, all sites on the Hazardous Activities and Industry List will have been subject to a rapid screening system in accordance with Ministry guidelines, and a remediation programme will have been developed for those that qualify as high risk.

By December 2015, all high risk contaminated sites will have been managed or remediated. A timeframe will also have been developed to address the management or remediation of remaining sites.

Current Situation in the Papakura District

There is one refuse transfer station and one cleanfill in the District, and these are owned and operated by private operators. There are no operating landfills. The District's waste is disposed of to landfills elsewhere in the Auckland Region.

Nearly 300 potentially contaminated sites have been identified in the District, although the Council is responsible for managing only a small number of them.

Future Initiatives for Papakura District Council

Papakura District Council will:

Work to achieve the targets in the *New Zealand Waste Strategy*.

6.2 WASTEWATER

Linkages with the New Zealand Waste Strategy

The following targets are in the strategy:

Trade wastes

By December 2005, all territorial local authorities will have implemented and will be monitoring Model General Trade Waste By-laws based on the New Zealand Standard Model General Bylaws, Part 23-Trade Waste or its equivalent.

By December 2005, all territorial local authorities will ensure that all holders of new or renewed trade waste permits will have in place a recognised waste minimisation and management programme.

Waste disposal

By December 2003, local authorities will have addressed their funding policy to ensure that full cost recovery can be achieved for all waste treatment and disposal processes.

By December 2005, operators of all landfills, cleanfills and wastewater treatment plants will have calculated user charges based on the full costs of providing and operating the facilities and established a programme to phase these charges in over a timeframe acceptable to the local community.

By December 2020, all substandard wastewater treatment facilities will be upgraded, closed or replaced with systems that comply with all relevant regional and coastal plans, standards and guidelines.

Organic wastes

By December 2007, more than 95 per cent of sewage sludge currently disposed of to landfill be composted, beneficially used or appropriately treated to minimise the production of methane and leachate.

Current Situation in the Papakura District

Papakura District's wastewater services are managed by the United Water Pty Ltd franchise agreement that started in 1997. Papakura households and businesses (13,300 of which are connected to the sewerage system) produce a total of approximately 13 million litres of wastewater per day.

Wastewater is treated at either the Drury treatment plant (managed by United Water Pty Ltd) or the Mangere treatment plant (managed by Watercare Services Ltd). Approximately 10 per cent of the population have their own wastewater disposal system, such as a septic tank.

Trade wastes disposed of through the sewerage system are charged for under the Trade Waste Bylaw, which is administered by Watercare Services Ltd and is currently under their review.

Future Initiatives for Papakura District Council

Papakura District Council will:

-
- Review its resource and building consent processes with a view to:
- Discouraging the use of high waste producing devices such as kitchen waste disposal units.
 - Encouraging the use of low waste devices such as dual flush toilets.

Provide information to residents to increase understanding of the differences between stormwater and wastewater services.

Work with United Water Pty Ltd, the wastewater services operator and franchise holder, and with Watercare Services to achieve the targets in *The New Zealand Waste Strategy*.

Cooperate with any regional or national initiatives, including awareness campaigns and research to define substandard wastewater treatment facilities.

7. APPENDIX

7.1 Waste data

Quantities of waste collected through Council's contracts (by waste type) for the 2001/02 financial year.

Waste type	Tonnes
Refuse	7,159
Recycling	2,158
Inorganic	1,313
Illegal dumping *	130
Hazardous	10
Litter bins *	131
General litter *	18
TOTAL	10,921
Quantity recycled (approx)	2,223

* estimate only

Results of a survey of waste composition in refuse bags put out for the PDC refuse collection (August 1997)

Waste type	%
Organic	45
Paper	25
Plastic	15
Glass	5
Metal	5
Potentially hazardous	1
Construction and demolition	0.3
Other	3.7

Quantities of recycling collected by the kerbside recycling service for the 2001/02 financial year (by material type)

Material type	Tonnes
Paper	1345.31
Glass	629.298
Steel	56.892
Plastic	98.55
Aluminium	5.936
Waste	21.675
TOTAL	2,157.66

Quantity of hazardous waste collected at the HazMobile (by material type)

Material type	2000 (kg)	2001 (kg)	2002 (kg)
Paint *	2,783	3,585	
Waste oil **		4,900	4,800
Car and other batteries **		392	3,520
Household chemicals **		1078	679
Garden / intractable chemicals **		158	253
TOTAL	7,270	10,113	9,252

* 2002 data not yet available

** 2000 breakdown not available

7.2 Linkages between the Waste Management Plan and other central and local government documents

