



# Waste Services

## 2021-2031 Activity Management Plan

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<b>Quality Assurance Statement</b>			
<b>Draft AMP Template</b>			
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## Executive Summary

### The Services Provided

Southland District Council (Council) has a legal requirement to provide Solid Waste Management Services (Health Act 1956, Resource Management Act 1991, Local Government Act 2002 and Waste Minimisation Act 2008).

In order to fulfil these legal obligations Council provides the following services:

- Kerbside collection of recyclables and residual waste to all townships and those along collection routes in rural areas (optional);
- Operation and maintenance of seven waste transfer stations;
- Operation and maintenance of 11 recycling only drop-off centres;
- Operation and maintenance of two greenwaste only sites; and
- Promotion of waste minimisation activities and other education initiatives.

Council is part of WasteNet Southland, a shared services arrangement between Southland District Council, Gore District Council (GDC) and Invercargill City Council (ICC), which manages the collection and recyclables contracts, and actively promotes and advocates waste minimisation initiatives. In addition WasteNet Southland has overall responsibility for setting the strategic direction of the three Councils in matters relating to Waste Management.

### What We Aim to Achieve

The aim of the waste services management activity is to protect public health and reduce environmental impacts through waste collection, disposal, reduction, reuse and recycling. A key goal of the activity is the promotion of waste minimisation practices in line with the requirements of the Waste Minimisation Act 2008.

Through this activity Council aims to deliver the levels of service (LOS) illustrated in the following table. It is noted that customer satisfaction with the wheelie bin service remains consistently high although there is a lower level of satisfaction around other matters related to the activity such as transfer station locations and opening hours. A review of how performance can continue to be improved will be undertaken as part of the asset management improvement plan.

Waste services: What LoS we provide	LoS xx: Provide convenient and reliable rubbish and recycling services that minimise the amount of waste going to landfill				
How we measure performance	Current Performance (18/19)	Future Performance Targets			
		Yr 1 (21/22)	Yr 2 (22/23)	Yr 3 (23/24)	Yr 4-10 (25-31)
<b>KPI 15.1: Amount of waste:</b> <b>(a) diverted from landfill (tonnes) as a percentage of total waste<sup>1</sup></b> <b>(b) maximum per property disposed of to landfill (kilograms)</b>	a) 35% b) 588Kg per property	a) 40% b) 650kg per property	a) 40% b) 650kg per property	a) 40% b) 650kg per property	a) 40% b) 650kg per property
<small><sup>1</sup> - Total waste diverted by weight includes material from drop-off centres, (yellow) recycling wheelie bins, greenwaste sites and scrap metal. Weight calculations are estimated based on the number of collection containers processed multiplied by an average weight for different material types</small>					

## Managing Future Demand

Waste volumes being disposed to landfill have steadily declined since the introduction of the new recycling and rubbish collection contracts in 2011. This activity management plan (AMP) assumes continuation of current levels of waste disposal, however this will be subject to ongoing monitoring and review of waste and recyclable volumes. Through the Southland Waste Management and Minimisation Plan (Appendix 1) the goal is to have a figure of no more than 650 kg of waste per person per year going to landfill. The plan outlines the programmes and projects that WasteNet will implement to help achieve this goal. Although there has been steady uptake of the service since its introduction it is still capable of being serviced by the current arrangements.

## Lifecycle Asset Management

SDC endeavours to ensure that waste disposal and recycling services provided meet standard industry practice and health and safety standards.

The overall strategy is to maintain existing waste disposal and recycling facilities to current standards and to promote the use of the kerbside recycling service and other waste minimisation practices to be determined as part of the WasteNet Southland Waste Management and Minimisation Plan while looking forward to improvement in key areas such as health and safety. The key initiatives in the current Waste Management Plan include community initiatives, promotional activities such as school education programmes and management of the regional waste services contract. The updated Waste Management Plan reflects current practices while taking account of any strategies developed to address a number of key requirements as will be identified by the through a series of workshops with Councils and key stakeholders. Areas of significance include hazardous waste, organics, construction materials and packaging. The group will consider a range of initiatives that can be implemented at a local level as well as taking a lead in lobbying, promotion and advocacy activities.

## Financial Summary

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Operations and maintenance (O&M) expenditure (OPEX) on this activity has increased for this activity over the last five years from \$3.6 million to \$4.3 million largely as a result of inflation and increasing Emissions Trading Scheme fees. There was a significant capital expenditure of \$850,000 for the purchase of new rubbish and recycling bins in 2010/11 and the replacement of the compactor at the Te Anau Transfer Station in 2014. Looking forward it is expected that further purchase of new bins will be required around 2026/27 to coincide with the expiry of the current contract, start of a new service and the potential for future glass only collections as a move is made to standardise collections across the country. This has been allowed for in the budgets. Consultation around what is expected out of a new service will also be undertaken during the forthcoming AMP period with timing dependant on the outcome of the standardisation work. This will be largely funded by WasteNet.

Over the next 10 years, operational expenditure increases are primarily relating to inflationary increases. The only significant capital expenditure included in the 10 year plan period is based on replacement wheelie bins (and additional new bins in anticipation of need to remove glass from collections). Key factors that may influence these forecasts (and which have not been budgeted for) include:

- Demand for future green waste/organics collection service and/or expansion of the kerbside collection service;
- Significant increase in transportation costs (dependant on oil and diesel prices); and
- Environment Southland expectations on the management of discharges from closed landfills.

- Risk identified through landfill vulnerability study.

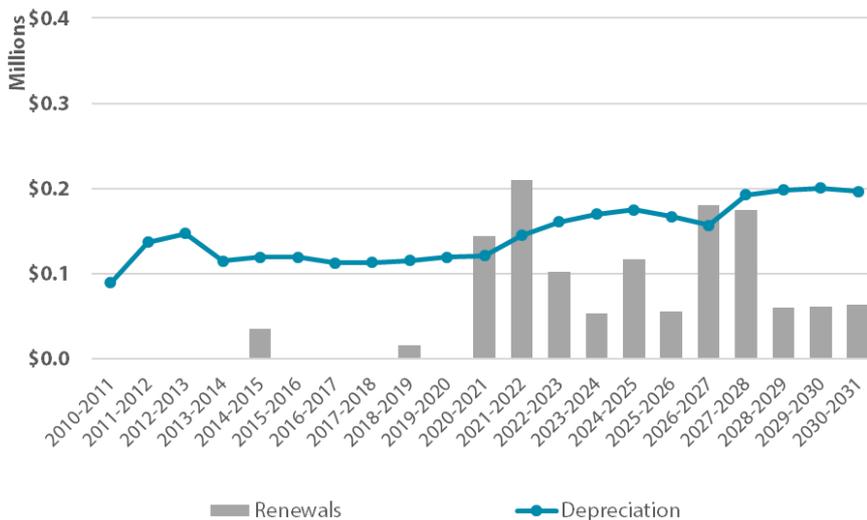


Figure 1 - Capital expenditure vs depreciation

The graph above compares the capital expenditure to depreciation. There are a number of years where the depreciation is greater than the capital work being completed. The significant capital item included in this activity is the wheelie bins required as part of the fortnightly rubbish/recycling service. These are expected to be replaced in 2026-27 at the end of the current contract with additional bins required for a third potential glass only collection.

## Purpose of the Activity Management Plan

This AMP describes the strategies and works programmes for the Waste Services activity so as to meet the objective of delivering the required LOS for the Southland District. This AMP informs Council’s Long Term Plan (LTP) and contributes to the goals and objectives Council aims to achieve, in order to achieve community outcomes. The AMP covers:

- a description of the activity, including the rationale for Council involvement and any significant negative effects of the activity.
- the strategic context for the activity, the key activity management strategies and policies adopted within this environment and the main issues identified for the activity.
- a statement of the intended LOS and performance targets.

This AMP covers a period of 10 years commencing 1 July 2021. The main focus of the analysis is the first three years and for this period specific projects have been identified in more detail. Beyond this period work programmes are generally based on trends or predictions and should be taken as indicative only. All expenditure is based on unit costs as at 1 July 2021.

## Plan Limitations

Council has reviewed its overall AM Policy and clarified the level of asset management which should be carried out for each activity, taking into account its overall significance on the Council’s operations. The target for the waste services activity is ‘core’ status (ref International Infrastructure Management Manual).

The rationale behind achieving ‘core’ status is that the activity is deemed to be a relatively low impact associated with failure of assets however; this is a service that is evolving with changes to regulation, and more of a focus on the regional approach.

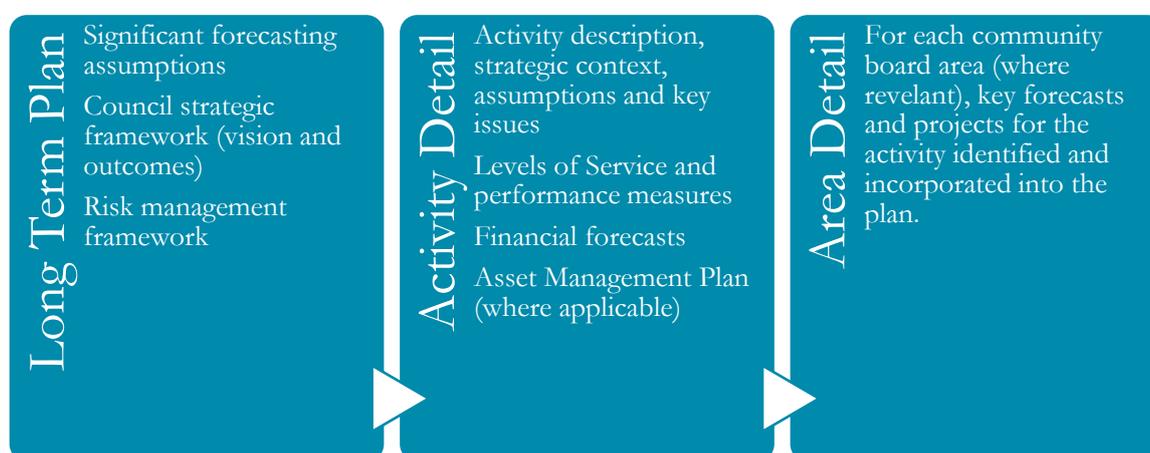
## Plan Framework

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The AMP framework is illustrated in below. The strategic context, significant forecasting assumptions and any activity-specific issues are documented in the main body of this AMP. Information on locally funded activities and services are included in the appendices to this AMP.

The key points are:

1. forecasting assumptions have been included – amended to include impacts of Covid-19.
2. new levels have been developed and will be incorporated into any new contracts associated with activities
3. the new representation structure will have an impact on asset management



## Activity Description

The purpose of this plan is to document Council’s management practices and achieve an optimised lifecycle strategy for the Waste services infrastructure for the next 10 years.

This is a long term planning document. It represents the aspirations of Council and will be reviewed every three years. The budgets and timeframes provided in this plan will be recommended to Council for adoption through the LTP and Annual Plan process.

## What we do

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Council provides weekly kerbside collection for rubbish and recycling in all urban areas and some rural areas as well as waste transfer stations, recycling services, and greenwaste sites. The basic service comprises weekly collection of one wheelie bin for rubbish and one wheelie bin for recycling on alternative weeks.

Residents have the option of taking additional rubbish or recycling bins at an additional cost per unit. Currently there are over 9,000 of each bin in the district.

Rubbish and recycling options are available for households, business and industry (including on Stewart Island). Council provides a kerbside collection service for rubbish and recyclables to all townships as well as running seven transfer stations, 11 recycling depots and two greenwaste sites around the District. Stewart Island has weekly kerbside rubbish pick up, recycling and food scrap collection.

The rubbish and recycling services include ongoing waste minimisation and educational initiatives which are administered by WasteNet Southland - a joint committee of the Southland District Council, Invercargill City Council and Gore District Council.

At the time of writing a number of challenges across the sector could result in some reasonably substantial changes to the services provided which have been considered when developing the plan and budgets. These include:

- Volatility of the recycling market with increasing difficulty in recycling mixed papers and lower grades of plastics.
- Need to continue to source a long term solution for recycling in Southland
- Preference for glass to be removed from the recycling stream
- Move to provide guidance on standardisation of recycling

## Why we do it

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The management of waste and provision of recycling services in the District communities helps to reduce the impact waste disposal has on the environment by managing the volume of waste that goes to landfill.

Diversion of waste from landfill also helps lower operating costs following the introduction of additional costs on top of the landfill gate fee, specifically the Waste Minimisation Levy and the Emissions Trading Scheme levy.

Recycling and reusing material that would otherwise be disposed of enables people to become good custodians of the environment. People living here now and in the future can grow and prosper without compromising the District's natural resources.

Provision of efficient and effective waste management services also reduces the risk of fly tipping of rubbish on Council / private land.

The Waste service activity in Southland District (SDC) is focused on the achievement of the following objective:

- Protect public health and reduce environmental impacts through waste collection, disposal, reduction, reuse and recycling.

## Strategic Considerations

Council has adopted a Strategic Framework that identifies where Council wants to be in the future (vision) and the outcomes it aims to achieve to meet the current and future needs of communities for good-quality local infrastructure, local public services, and performance of regulatory functions (community outcomes). The framework also outlines how it will achieve these (mission and approach) and its resulting strategic priorities.

Strategic Framework Component	Proposed 2021-2031 Strategic Framework
<b>Mission</b>	Working together for a better Southland
<b>Vision</b>	“Southland – one community offering endless opportunities”
<b>Community Outcomes</b>	Kaitiakitanga for future generations
	Inclusive connected communities
	A diverse economy creating healthy and affordable lifestyles
	Empowered communities with the right tools to deliver the best outcomes
<b>Strategic Priorities</b>	Improve how we work to build resilience
	Provision of appropriate infrastructure and services
	Better preparing our communities and Council for future changes
	Support healthy environments and sustainable communities

The framework guides staff and informs future planning and policy direction and forms the basis for the performance framework. The table below outlines how the waste services activity contributes to Council’s community outcomes using a benefits mapping diagram. The full levels of service and performance management framework is presented in a further section later in the document.

Activity – Waste services				
Activity Objective: Protect public health and reduce environmental impacts through waste collection, disposal, reduction, reuse and recycling.				
Outcomes	Activity contributions	Outcome objective	Benefit	Levels of Service (LoS) and Key Performance Indicators (KPI)
<b>Kaitiakitanga for future generations (Environment)</b>	Regular and convenient solid waste collection services helps to reduce litter and prevent illegal dumping which otherwise may affect the quality of areas which people go, live in, and where visitors go to.	A sustainable impact on the environment Planning for the future	More sustainable environments Improved health and safety	LoS: Provide convenient and reliable rubbish and recycling services that minimise the amount of waste going to landfill
				KPI xx: Amount of waste: (a) diverted from landfill (tonnes) as a percentage of total waste <sup>1</sup> (b) maximum per property disposed of to landfill (kilograms)
<b>Inclusive, connected communities (Culture)</b>	The activity can also help to reduce the risk of disease from waste incorrectly disposed of.	People are well connected	Better connectedness Improved quality of life	
<b>A diverse economy creating healthy and affordable lifestyles (Economic)</b>	The delivery via Wastenet (a single regionally coordinated waste and recycling collection service between Southland councils), helps to ensure the service is cost effective (through economies of scale) and also convenient and accessible.	Strong economies	Increased economic wellbeing	
<b>Empowered communities with the right tools to deliver the best outcomes (Social)</b>	Waste management helps to reduce impacts of waste disposal on the environment by ensuring waste is appropriately disposed of. In addition, kerbside recycling services, recycling drop-off centres and other waste minimisation initiatives help to make it easier to reduce, recycle and re-use material that would otherwise have to be disposed of.	People have everything they need to live, work, play and visit People can enjoy a safe and fulfilling life	Improved public safety Reduced environmental impact	

<b>Strategic Priorities</b> ▶	<b>1. Improve how we work to build resilience</b>	<b>2. Provide appropriate infrastructure/services</b>	<b>3. Better preparing our communities and Council for future changes</b>	<b>4. Support healthy environments and sustainable communities.</b>
<b>Contribution Area</b> ▼				
<b>What will be done in the long-term (next 10 years)</b>	<p>Review efficiency of services through first contract rollover period and again prior to the potential final contract expiry in 2027.</p> <p>Continued lobbying of Central Government on national matters related to waste including issues around container glass, used tyres, low grade plastics etc.</p>	<p>Review of contract arrangements in run up to tendering for new contracts</p>	<p>Build on current WasteNet shared services arrangements and relationships</p>	<p>Monitor uptake of current services to determine as early as possible if further resources are going to be required to enable delivery of service.</p>
<b>What will be done in the short-term (next 3 years)</b>	<p>Continued review and improvements of health and safety operations in relation to the activity following recent fatalities and serious harm incidents in other parts of New Zealand.</p> <p>Continued promotion of three strike policy to manage contamination</p>	<p>Section 17 A Review indicated current service and practices are being delivered appropriately and efficiently.</p> <p>Continue to lobby Central Government of matters of significance within the waste sector including amendment to Waste Levy rate and standardisation of kerbside collections.</p>	<p>Use Sec 17A review as a starting point for intermediate contract review.</p>	<p>Monitor uptake of current services to determine as early as possible if further resources are going to be required to enable delivery of service</p>
<b>Key Actions and Projects</b>	<p>Delivery of the WasteNet Management Annual Plan underpinned by the Southland Waste Management and Minimisation Plan.</p>	<p>Delivery of revised Waste Management and Minimisation Plan</p>	<p>Develop framework for Contract Reviews</p>	<p>None Identified</p>
<b>Related strategies / plans / policies</b>	<p>Solid Waste Bylaw</p> <p>Southland Waste Management and Minimisation Plan</p>	<p>Waste Management and Minimisation Plan</p>	<p>None identified</p>	<p>None Identified</p>

## Strategic Context

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The purpose of the Southland District Council Long Term Plan 2031 is to:

- provide a long term focus for Council decisions and activities
- provide an opportunity for community participation in planning for the future
- define the community outcomes desired for the District
- describe the activities undertaken by Council
- provide integrated decision-making between Council and the community
- provide a basis for performance measurement of Council.

Strategic direction setting encompasses Council's high-level goals, particularly the vision for the District, what the outcomes for the community may be, and what the strategic priorities will be for delivering work to the community.

## Representation Framework

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Community representation was amended prior to the 2018 triennial elections. There are now nine community boards that provide representation across the district. These are:

Ardlussa	Fiordland	Northern	Oraka Aparima	Oreti
Stewart Island/Rakiura	Tuatapere Te Waewae	Waihopai Toetoe	Wallace Takitimu	

It is important that Council is seen as a leader in service delivery across the District and through this AMP, will ensure its waste services are fit purpose, in appropriate locations and managed cost effectively. Doing so enables Council to provide and deliver quality, professional services to the ratepayer.

Council aim to have a high level of engagement with its customers and elected members to ensure that the minimum levels of service set out in this document represent their expectations.

The provision of waste services is a district funded activity and as such have not been raised with individual Community Boards. The Boards however will have the opportunity to consider and submit on any significant waste services related activity through the 2021-2031 Long Term Plan.

## Key Risks, Issues and Assumptions for the Activity

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### Key Risks

The following key risks associated with the activity are outlined in the following table:

The most important issues and key risks relating to the Waste services activity for the next ten years are shown in the following tables

It is noted that the key issues and risks for the waste management activity align closely with a number of key strategic risks identified at a corporate level the most relevant ones being

- Inaccurate data leading to bad decisions/asset failure
- Underinvestment in infrastructure
- Infrastructure not fit for purpose to withstand climate change
- Natural or biosecurity event impacts the wellbeing of the District
- Health and Safety controls fail to protect staff and contractor safety
- Difficulty retaining or recruiting staff affects service levels
- Over-commitment leads to inability to deliver agreed work programme

Key Issue	Context, Options and Implications
<b>Need for a long term solution for recycling</b>	<p><i>Context:</i></p> <p>In 2011 contracts were awarded for the provision of collection and transfer station services and for access and operation of Materials Recovery Facility (MRF). Both Contracts were awarded for a period of 8 years plus 8 years. In 2019 the decision was made not to roll over the MRF contract. This effectively means that as of July 2020 Council will have no firm arrangements for the processing of recyclables.</p> <p><i>Options:</i></p> <ol style="list-style-type: none"> <li>1. start sending recycling to landfill.</li> <li>2. explore options for both the short term and longer term continuation of recycling provision noting that this may require changes to the way services are currently delivered (glass out).</li> </ol> <p><i>Implications:</i></p> <p>Capital and operating budgets have been adjusted to reflect this potential change of service which is currently forecast to start when new contracts are awarded. If there is a requirement to accelerate this it would be managed as a variation to the current contract.</p> <p>The process will be managed and funded through Council.</p>
<b>Collection contract expires 2027</b>	<p><i>Context:</i></p> <p>In 2011 Contracts were awarded for the provision of collection and transfer station services and for access and operation of Materials Recovery Facility (MRF). Both Contracts were awarded for a period of 8 years plus 8 years. The kerbside collection contract was rolled over in 2019 for the second period but this will expire requiring a new contract. The shape of this contract will largely depend on the outcome of a number of issues including outcomes from procuring an alternative recycling processing arrangement and moves to standardise recycling across the country and could result in provision of a service that differs from current arrangements.</p> <p><i>Options:</i></p> <p>It is expected that options will start to be considered by 2023/24.</p> <p><i>Implications:</i></p> <p>One further implication is that wheelie bins will likely have reached the end of their operational life and need to be replaced by 2023/24. There is currently an allowance in the budget to cover these costs.</p>

Key Issue	Context, Options and Implications
<b>Waste Minimisation Plan to be reviewed and updated</b>	<p><i>Context:</i></p> <p>Councils are required to develop a Waste Management and Minimisation Plan and to review and update these on a six-yearly basis. The previous plan was adopted by WasteNet Councils in 2012. Work commenced on the review in 2020 and is expected to be complete by the middle of the year 2021.</p> <p><i>Options:</i></p> <p>Review and update of the Plan is a requirement under the Waste Minimisation Act 2008.</p> <p><i>Implications:</i></p> <p>The review is being funded through WasteNet and will be undertaken in consultation with individual Councils and other identified key stakeholders including the Southern District Health Board.</p>
<b>management of contamination in recycling bins</b>	<p><i>Context:</i></p> <p>Contamination levels in recycling bins is increasing and currently it is estimated to sit at around 15%.</p> <p><i>Options:</i></p> <ol style="list-style-type: none"> <li>1. status quo.</li> <li>2. education and publicity. Used previously however there were no direct enforcement opportunities to tackle persistent offenders.</li> <li>3. ‘three strikes’ policy</li> </ol> <p><i>Implications:</i></p> <p>The introduction of the ‘three strikes’ policy provides a means of dealing with persistent offenders through the removal of the recycling service for a fixed period, or until they can demonstrate a change in behaviour. This policy remains in place and provides an additional tool to Council to help manage contamination. It is used to complement an educational approach.</p>
<b>changes to global recyclables market</b>	<p><i>Context:</i></p> <p>Since 2018 there has been significant changes to the global recyclables processing market with a number of countries no longer accepting product. In addition product previously capable of being recycled is no longer suitable for processing, in particular lower grade plastics and paper.</p> <p><i>Options:</i></p> <ol style="list-style-type: none"> <li>1. status quo</li> <li>2. removing product no longer capable of being recycled. A number of Councils are now removing these products from their recycling bins opting instead to send to landfill until longer term solutions are found with a greater reliance on on-shore markets.</li> </ol> <p><i>Implications:</i></p> <p>In 2019 the central government announced a review of the Waste Levy and proposed to increase from the current \$10 per tonne to a proposed \$50 - \$60 per tonne by 2023/24. One of the main drivers behind the proposal is the provision of infrastructure to enable on shore processing capability. Allowance has been made in budgets to accommodate this proposed increase.</p>
<b>move to more standardised</b>	<p><i>Context:</i></p> <p>The Ministry for the Environment has engaged WasteMINZ to prepare a report on the standardising kerbside collections in New Zealand. WasteMINZ has set up a</p>

<b>Key Issue</b>	<b>Context, Options and Implications</b>
<b>collection contracts</b>	<p>project team which has reviewed the research and is currently in consultation with the waste sector on their preferred options for materials and collection methods. The project considers what products can be recycled and how they should be presented.</p> <p><i>Implications:</i></p> <p>While this is considered timely it does have potential financial implications for Council as it becomes more apparent that removal of glass from the recycling stream is preferred by MRF operators and is highly likely to become the norm across the country. A separate glass collection would therefore be required. In addition other changes to collection services are likely to be driven by changing MFR operators and more Councils consider a more regional approach to recycling processing. This has been considered and allowed for in current budgets.</p>

## Key Risks

The following key risks associated with the activity are outlined in the following table:

<b>Risk Event</b>	<b>Current Treatment Details</b>	<b>Proposed Treatment Details</b>
<b>External - Non-Controllable</b>		
<b>Reliance on overseas recyclable processing markets</b>	Manage contamination and unrecyclable products by sending to landfill	Understand what products are likely to be suitable for long term recycling and establish capability in New Zealand for further processing.
<b>Event - natural disaster causing short term disruption to service provision.</b>	Identification of alternative short term collection and disposal options	Contractor to develop contingency plans to cover natural disasters.
<b>Event causing unplanned permanent long term landfill closure resulting in requirement to dispose of waste in alternative location (outside region).</b>	Short term disposal.	Contractor to develop contingency plans to cover natural disasters.
<b>Event eg natural disaster causing widespread unavailability of activity staff.</b>	Temporary or agency staff.	Contractor to develop contingency plans to cover natural disasters.
<b>Natural disaster causes significant widespread damage to Council assets and infrastructure.</b>	As Council assets are widespread across the District the risk of significant widespread damage is relatively low however the impact on those areas can be relatively high.	<p>Identify strategic sites at risk and develop plan for their maintenance and return to service.</p> <p>Development of wider emergency management plan.</p> <p>Understand location of vulnerable landfill sites and develop plan for their future management.</p>
<b>AB Lime fail to get consent renewal for continuing to operate a landfill site.</b>	Maintaining relationship with AB Lime and Environment Southland to understand likely	Unknown at this stage but it is unlikely Council would wish to establish an alternative landfill. The alternative option would be

Risk Event	Current Treatment Details	Proposed Treatment Details
	issues and roadblocks to granting a future consent.	the transport of rubbish to an alternative 'out of region' landfill.
<b>Internal - Controllable</b>		
<b>Breakdown in relationship/communication between Council and landfill owners.</b>	Regular communications and partnering approach.	More frequent partnering meetings. Investigate opportunities for bringing in other waste streams from out of the area.
<b>Failure to achieve an appropriate balance between user fees and general rates resulting in inappropriate waste disposal (burning/fly tipping).</b>	Rates aligned with neighbouring authorities.	Research into and alignment of user fees with neighbouring authorities. Education into alternatives to waste disposal eg recycling, composting etc.
<b>Failure of co-operation with other WasteNet Councils and/or current contractors</b>	Regular participation in WasteNet meetings and workshops. Joint Heads of Agreement Document. Sign up to WasteNet Action Plan.	New Heads of Agreement document has been signed. Quarterly meetings between three WasteNet councils and staff. Additional Waste Management group meetings. Development of amended Southland Waste Management and Minimisation Plan. Councils pursue individual short and longer term options for recycling provision arrangements
<b>Loss of organisational knowledge due to sudden loss of key activity staff resulting in inefficient of inadequate management or operation.</b>	Staff training and succession planning will mitigate risk of frequent staff turnover.	Identify individual staff needs and formulate appropriate training, in conjunction with consultant assistance until skills at appropriate level. Detailed succession planning to ensure institutional knowledge is retained, with key information and activities documented through systems such as Promapp.
<b>Failure to secure a further long term contract with AB Lime.</b>	Maintaining relationship with AB Lime and Environment Southland to understand likely issues and roadblocks to granting a future consent	Unknown at this stage but it is highly unlikely that Council would wish to establish an alternative landfill so an option would be the transport of rubbish to an alternative 'out of region' landfill

## Regulatory Considerations

Legislation, regulation and Council's existing strategies and policies mandate or influence some of the LOS and performance targets we set, as illustrated in the table below for the Waste services activity.

The table below provides specific detail about the legislation and regulations that are specific to waste services. The table also includes relevant bylaws and policies linked to the activity.



More historic legislation places a sound emphasis on public health while more recent legislation extends the focus (local, nationally and internationally) to include sustainability. Incentives intended to change behaviour, to improve sustainability, through charges and funding are beginning to emerge.

Legislation/Regulation	How it affects levels of service and performance standards
<b>Health Act 1956</b>	Gives Territorial Authorities (TAs) obligations to provide sanitary works for the collection and disposal of refuse, for the purpose of public health protection. Reforms through the Public Health Bill are currently progressing through Parliament but it contains similar provisions for sanitary services to those currently contained in the Health Act 1956.
<b>Local Government Act 1974 and 2002</b>	Gives TAs responsibility for 'efficient and effective' waste management and the preparation of waste management plans in their localities. Includes authority to enact bylaws relating to roles and responsibilities for waste management.  This includes the ability to set levies to cover any costs incurred in the administration of these functions.
<b>Resource Management Act 1991</b>	Plans and consents issued through the RMA define minimum standards for the effects from the storage and discharge of Waste services.

Legislation/Regulation	How it affects levels of service and performance standards
	Regional Waste services Plan 1996 sets policies, rules and regulations for land use and resource use in the region. This is under review and is likely to be merged with the Regional Water Plan in the future. Tightening environmental standards for onsite waste disposal, such as on farms, may place greater demand on Council services.
<b>Hazardous Substances and New Organisms Act 1996 (the HSNO Act)</b>	Provides minimum national standards that may apply to the disposal of a hazardous substance. However, 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. Hazardous substances commonly managed by TAs include used oil, asbestos, agrichemicals, LPG and batteries.
<b>Climate Change Response Act 2002</b>	Established New Zealand's Emissions Trading Scheme (ETS) set up guidelines around which sectors are liable for payment
<b>Waste Minimisation Act 2008</b>	The Act encourages a reduction in the amount of waste we generate and dispose of in New Zealand. It also encourages the better use of materials throughout the product life cycle and puts a levy on all waste disposed of to landfill to generate funding to help develop initiatives aimed specifically at Waste Minimisation. The Act also requires that TLAs develop, review and update a Waste Management and Minimisation Plan every 6 years.
<b>New Zealand Waste Strategy 2010</b>	Strategy's two goals provide direction to local government, businesses (including the waste industry), and communities on where to focus their efforts in order to deliver environmental, social and economic benefits to all New Zealanders. The goals are: reduce the harmful effects of waste; and improve the efficiency of resource use.
<b>Proposed Southland Water and Land Plan</b>	The purpose of this plan is to promote the sustainable management of Southland's rivers, lakes, groundwater and wetland resources and enable the management of contaminants across a number of Freshwater Management Units (FMU's) through a catchment limit setting process. The Plan as notified contains rules around the management of closed landfill which could potentially impact on the activity by requiring certain closed landfills to have resource consent.
<b>Solid Waste Bylaw 2011</b>	Sets local rules to help: <ul style="list-style-type: none"> <li>• ensure that household waste is collected and disposed of in the interests of public health and in an efficient and cost effective manner;</li> <li>• provide for the efficient collection and recovery of recyclable waste; and</li> <li>• ensure that the obstruction of streets and roads by waste for collection is minimised; and</li> <li>• manage waste management facilities for the optimum disposal or recycling of waste.</li> <li>• Council currently has its own Solid Waste Bylaw however it is noted that WasteNet is currently considering development of a regional Solid Waste Bylaw which would be undertaken in 2021/22.</li> </ul>

Legislation/Regulation	How it affects levels of service and performance standards
<b>Southland Waste Management and Minimisation Plan 2012 (currently under review).</b>	Requirements for the sustainable management of Southland’s resources through the utilisation of the concepts of resource stewardship and waste minimisation. Re-written by WasteNet and adopted by all Councils in June 2012, and aligned with new NZ Waste Strategy 2010. The plan is currently under review with the most significant step being the approval of the Regional Waste Assessment during 2020.

## Demand Management Strategies

This section describes how demand for waste services is likely to change over the period of the plan, the impact any changes are likely to have and whether Council is planning to make any changes to the activity as a result.

### Predicting Future Demand for the Service

#### Demand Drivers

The factors influencing demand for the service are summarised in the table below. The Council has prepared corporate wide assumptions/projections for growth drivers (population, land use, dwellings, tourism) which have been used as the basis for assessing future demand for the service.

Demand Driver	Impact on Future Demand
<b>Population</b>	Expect volumes of materials discarded to increase or decrease in proportion to population, all other factors remaining constant.
<b>Tourism/holidaymakers</b>	Expect solid waste along main tourist routes and in holiday season at popular destinations to reduce following Covid-19 pandemic and resultant controls which will have a positive impact on waste generated.
<b>Economic Growth</b>	Expect solid waste to increase or decrease in proportion to ups and downs of economic cycles and in light of current Covid-19 pandemic.
<b>Alternative Disposal Options</b>	Changes in consumer access to alternatives will impact on the demand for Council provided services. Significant amounts of solid waste are, thought to be, disposed of in farm tips. Changes to Regional Plans and or enforcement techniques may restrict this alternative. In addition changes to the global recycling markets will likely have an impact on traditional disposal routes
<b>Affordability</b>	Central government has introduced financial mechanisms (landfill levies) to help promote waste minimisation and reduce waste to landfills. Government recently consulted on proposed increases to the levy with an ultimate proposed levy of between \$50 - \$60 per tonne increasing from the current \$10 per tonne. Other financial mechanisms under the Emissions Trading Scheme are also being considered.
<b>Availability</b>	The extent to which Waste management services are conveniently available to consumers impacts on the historic demand for the services. This is especially relevant in rural areas where ratepayers are required to bring their bins to collection routes between townships. It is noted that to extend the current collection routes will incur significant costs as collection contractors

Demand Driver	Impact on Future Demand
	would be required to provide additional resources to service these areas ie additional collection trucks and drivers).

## Demand Forecasts

Taking into account the key drivers for this activity above it is assumed that:

Population changes will have minimal impact on future Waste services demand;

- There is likely to be a noticeable decrease from tourism/holidaymakers in popular destinations such as Te Anau (including Milford), Riverton and Stewart Island as a result of the Covid-19 pandemic and associated travel restrictions.
- Static to slight increase from economic growth most likely in the short to medium term with small chance of significant increase if a large scale regional initiative such as energy resources takes off;
- Moderate increase in demand for recycling and diversion waste management services resulting from affordability drivers on landfills and as the availability improves.

Analysis of data from the previous ten years indicates that total tonnages of waste being disposed of to landfill is increasing. This is largely attributed to the economic conditions (pre Covid-19) improving as well as the introduction of the kerbside recycling service in 2011. Volumes to landfill in the 2015/2016 and 2016/2017 years show slight increases but remains down below tonnages recorded prior to the introduction of kerbside recycling. Typically the tonnages to landfill have been on average close to 6000 tonnes per year however it is noted that the 2019/20 year this figure increased to over 6,300 tonnes. It is understood this is a direct result of closure of recycling facilities during the Covid lockdown period.

Overall, it is anticipated that demand for the service will remain relatively static in the short to medium term with the potential for moderate increased demand in the collection services (increase in the numbers of bins). This has been the case since 2012 and is unlikely to change within the next three years based on census figures.

## Implications of Growth/Demand

Existing facilities including the privately operated regional landfill site are expected to have the capacity to cope with demand for at least 30 years, given that demand is expected to remain relatively static.

If significant unexpected increase in demand occurred either across the board (such as stopping farm landfills) or to specific aspects of the waste management services (such as demand for organics/composting) then structural changes to the current waste management services would be required. None are currently planned.

It is also expected that a number of contractors who provide similar services would look to build or extend their business around these changes allowing Council to focus on the core reason for providing the service ie the provision of domestic rubbish and recycling services.

## Demand Management Strategies

Territorial Authorities are legally required to adopt a Waste Management and Minimisation Plan (plan) as per the Waste Minimisation Act 2008 (WMA). The plan documents the strategic direction (vision, goals and objectives), actions and funding policy for the councils to meet both public health protection issues and the legal requirements to promote effective and efficient waste management and minimisation.

Given this legislative requirement, under the joint committee banner of 'WasteNet Southland' the Gore District, Invercargill City and Southland District Councils have developed this joint Plan for the region.

This plan considers diverted materials and waste as defined by the WMA, while excluding animal waste, emissions, sewage and stormwater as these waste streams are covered in other Council planning documents.

The plan will be reviewed at least every six years or when significant changes warrant a full review under special consultative procedure. A review of the current plan is currently under way. Currently the Waste Assessment (which informs the Plan itself) is being finalised but is currently not expected to show any significant differences to the previous Assessment.

As per section 44 of the WMA, a Southland Waste Assessment was undertaken. Councils must have regard to this assessment when developing the plan. The key findings of the 2020 Waste Assessment include:

- Southlanders discarded 65,900 tonnes of materials in the base year 2018/2019. This represents 676 kilograms per person. Slightly over a quarter (27%) of the discarded materials is made up of diverted materials (greenwaste, cleanfill, scrap metal, recyclables), with just under three quarters (73%) is made up of waste disposed to Southland Regional Landfill (SRL).
- 18,000 tonnes of materials were diverted from landfill. This represents 130 kilograms per person. Conversely 47,900 tonnes of waste was sent to Southland Regional Landfill (SRL), this represents 520 kilograms per person.
- Less than half (46 %) of the waste going to SRL is sourced from kerbside rubbish collection, with 32 % sourced from the Industrial/Commercial/Institutional (ICI) sector. The Residential and Construction and Demolition sectors both account for 10%.
- Southland's distance from national and global commodity markets and key infrastructure can hinder waste reduction initiatives. A specific example relates around glass disposal given the distance and associated cost of transporting to recycling plants in the upper North Island.
- The councils have good control and management of waste services in Southland, with 83% of waste to landfill going through the Councils' transfer stations.

Data indicates that councils need to further investigate hazardous waste quantities and waste flows within the region.

The assessment also considers future growth and demand for services. All three population projection scenarios indicate steady population growth for the region up to 2021. The projected material volumes indicate that Council needs to ensure that they have infrastructure in place to meet the demand for diverted materials (specifically greenwaste) and that there is no major landfill capacity issues in the region.

The key issues and challenges facing Southland include:

- Lack of information from private sector with regard to quantities and composition of diverted materials.
- Focus on 'end of pipe' solutions.
- Variable community commitment.
- Southland's unique character and distances from key national infrastructure ie glass and tyre recycling facilities.
- Limited incentives to reduce waste.
- Improving the quantity and quality of recyclables – this is currently being addressed through the enforcement of a 'three strike' rule whereby services will be withdrawn from persistent offenders.
- Limited product stewardship schemes due to manufacturers being located offshore.
- Lack of community infrastructure for better reducing and minimisation waste to landfill.

This plan sets out challenging goals for Southland, our vision is clear: *the effective and efficient stewardship of waste as a resource with a residual value, to protect our health and environment.* Southland’s vision is to become a region that is a minimum waste producer, with businesses and individuals maximising opportunities to reuse, recycle and recover our resources.

Three goals underpin this vision:

- Working together to improve the efficient use of resources.
- Use the waste hierarchy to guide decision making.
- Reduce the harmful effects of waste on our health and environment.

As a result of our actions, by 1 July 2024, Southland will maintain a materials discarded per capita figure of 650 kilograms, comprising 40% diverted materials.

Five key strategic objectives further support our vision, goals and target:

- Reduce the amount of material entering the waste stream.
- Reuse or repurpose material so it has a life before recycling or disposal.
- Reduce the amount of material sent to final disposal by maximising recycling.
- Make the best use of recoverable waste as a renewable resource.
- Appropriate treatment and disposal of waste for the protection of our health and environment.

The general policies of the plan are based on the following guiding principles: global citizenship; kaitiakitanga/stewardship; extended producer responsibility; full-cost pricing; life-cycle principle and the precautionary principle.

Council’s role in waste management and minimisation is to oversee, facilitate and manage the range of programmes and actions to achieve our vision, meet the legislative requirements and protect our health and environment.

As a result of the WasteNet Southland - Waste Management Plan, a number of key priorities and actions for waste management programme have been identified. The high and medium priorities are shown in the following table.

No.	Action Point	Priority	Status	Comment
1.	Develop a regional resource efficiency education and behaviour change strategy.	High	Ongoing	In progress - WasteNet project.
2.	Develop a regional data management and collection system.	High	Ongoing	WasteNet project in collaboration with collection contractors.
3.	Advocate to Central Government	High	Ongoing	WasteNet on behalf of the three councils.
4.	Build on the Love Southland brand.	High	Ongoing	WasteNet project.
5.	Investigate regional opportunities for the management of organic waste.	High	Not Started	WasteNet project.
6.	Develop a joint solid waste Bylaw and policy whereby recycling service can be withheld where contamination becomes a significant issue.	High	Started	SDC Bylaw was reviewed and updated in 2011 following introduction of the new kerbside collection contract. A regional bylaw and

No.	Action Point	Priority	Status	Comment
				contamination strategy will be developed 2021/22
7.	Promote resource stewardship and waste minimisation to the wider community.	High	Ongoing	WasteNet Southland website.
8.	Establish a Southland Waste Exchange	Medium	Ongoing	WasteNet project - feasibility study to be undertaken.
9.	Provide support and funding for approved community initiatives.	Medium	Ongoing	WasteNet project.

It is expected that education, promotion and tailoring of waste management services will continue to drive demand for waste minimisation services and in turn reduce relative demand for disposal services. However to satisfy public health drivers while we still have waste, on the path to zero, provision of disposal services will remain a central and critical element of the wider waste management services.

### Asset Management Strategies to Manage Demand

The current WasteNet Waste Service Contracts retain flexibility and unit rate price stability for changes in demand for the collection services (wheelie bins) as does the long term (35 year) 2004 WasteNet Regional Landfill Service Contract. Council owned assets at transfer stations have demonstrated adequate historic capacity. If unexpected significant increased demand occurred then a number options exist for managing this increase including revised/longer opening hours. Capital capacity upgrades are unlikely to be required at transfer stations and not currently planned for. This will be monitored and reviewed as demand projections change.

The recycling drop-off centres are modular (shipping containers) and can be easily relocated to response to changes in demand and demographics which will be monitored and reviewed over time. No current assets or services are considered redundant.

There is a need to review and upgrade some of the plant and equipment at the Rakiura Resource Recovery Centre (RRRC), primarily for safety reasons or because it has reached the end of useful life. Any new equipment will be sized with future growth in mind.

### Plans Programmed to Meet Growth/Demand Changes

There are currently no specific plans in place to meet demand changes given the limited growth projections, and currently no driving need to extend the service to take in additional collection routes. The more appropriate time to consider these will be through the development of new service delivery arrangements when current collection arrangements expire.

### Sustainability

The Local Government Act 2002 requires local authorities to take a sustainable development approach while conducting its business, taking into account the current and future needs of communities for good-quality local infrastructure, and the efficient and effective delivery of services.

At the Waste services activity level, a sustainable development approach is demonstrated by the following:

- Promotion of waste minimisation activity and in particular the use of the minimisation hierarchy ie Reduce; Reuse/Repurpose; Recycle; Recover

- Targeted education in particular to schools, youth groups etc to ensure the right messages and culture is promoted at an early age.
- Continued use of joint education/enforcement strategy to manage contamination levels in recycling bins.

The Waste services Activity is strongly influenced by sustainability, being lead from the top with Central Governments Waste Minimisation Act 2008 and the New Zealand Waste Strategy.

The purpose of the Waste Minimisation Act 2008 (section 3) is to “encourage waste minimisation and decrease waste disposal in order to protect the environment from harm; and to provide environmental, social, economic and cultural benefits”. The key tools for achieving this vision include the National Waste Disposal Levy Emissions Trading Levy and Product Stewardship schemes.

The National Waste Disposal Levy is a financial disincentive to dispose of waste to landfill. For every tonne of waste disposed to landfill, a \$10 plus GST charge is paid by Landfill operators to the Ministry for the Environment. The levy is used to fund waste minimisation projects as it will be partly (50%) distributed to territorial authorities on a population basis, with the rest provided to a contestable Waste Minimisation Fund. It is highly expected that the levy will be increased to \$50-\$60 per tonne by 2024. This brings it in line with other such international initiatives and will help fund more on-shore processing opportunities.

Product Stewardship describes the process through which those involved in the lifecycle of a product or service (designers, manufacturers, retailers, consumers) all take responsibility for the health, safety and environmental impacts produced by the good or service. The Southland Waste Management and Minimisation Plan vision is that “waste is a resource”. Beneath this vision are three goals:

- Work together to improve the efficient use of resources.
- Use the waste hierarchy to guide decision making.
- Reduce the harmful effects of waste to our health and environment.

## Social and Cultural Considerations

The key social and cultural drivers for the Waste services Activity are:

- Meeting the obligations of the Health Act 1956 and Health & Safety at Work Act 2015.
- Provide behaviour change programmes to increase participation in waste minimisation initiatives and inform customers on how to use services.
- Promote the principle of Kaitiakitanga/Stewardship – all Southlanders are responsible for looking after the environment, and for the impact of products and wastes they make, use and discard. Kaitiakitanga expresses an integrated view of the environment and recognises the relation between all things. It represents the obligation of current and future generations to maintain the life sustaining capability of the environment for present and future generations.

## Environmental Considerations

The Southland Waste Management and Minimisation Plan identifies five key strategic objectives:

- Reduce the amount of material entering the waste stream
- Reuse or repurpose material so it has a life before recycling or disposal
- Reduce the amount of materials sent to final disposal by maximising recycling
- Make the best use of recoverable waste as a renewable resource.
- Appropriate treatment and disposal of waste for the protection of our health and environment.

Under each of these objectives, actions have been developed to achieve the objective, resulting in movement towards achieving the overarching vision – waste is a resource. At the time of writing the plan is under review however it is likely that this will still remain as an overarching vision.

## Economic and Financial Considerations

Waste services is a significant infrastructural activity that looks to provide the desired LOS in the most cost-effective manner while meeting the health, safety, social, cultural and environmental interests. We do this by:

- Recognising the consumption of assets and appropriately funding it.
- Categorising capital versus operational expenditure and understanding how each influences the community.
- When procuring goods and services, take into account market sustainability, best practice and smart buying processes.
- Reporting on financial performance.
- Where appropriate and practicable apply full-cost pricing/user pays principle e.g. the environmental effects for disposal of goods is consistently costed and charged as closely as possible to the point they occur.
- Undertaking projects which are affordable and justified under the Better Business Case.
- Work collaboratively with WasteNet Councils and other Territorial Authorities/Organisations to reduce cost and achieve shared objectives.

## Key Projects

The following table lays out the key projects that will be undertaken in support of the Waste services activity through the ten years of the 2021/31 plan.

Location	Description	Cost	Year	Other Comment
Regional	Business case for provision of recycling services	\$100,000	21/22	Investigation into options for continued service provision including opportunities for out of region collaboration
Regional	Closed landfill vulnerability study – development of options for management of closed landfills deemed at risk of inundation.	\$50,000	21/22	Not including any allowance for remedial work on identified vulnerable sites
Regional	Transfer station shed refurbishment	\$104,304	22/23 & 24/25	Covering all transfer stations and previously identified in 2018/28 LTP

Winton Transfer Station	Improvements to greenwaste collection area	\$80,000	20/21	Requested by previous Winton Community Board
Te Anau Transfer Station	Improvements to greenwaste collection area	\$80,000	20/21	Drainage and drop off improvements
Te Anau Transfer Station	Installation of weighbridge	\$154,500	22/23	Expected that larger transfer stations should have these facilities to enable better reporting as per MfE requirements.
Rakiura Resource Recovery Centre	Replacement collection vehicle	\$54,055	24/25	Cost is based on the price of previous truck purchase
Regional	Purchase of new wheelie bins – including separate glass collection	\$1,051,662	26/27	Based on previous inflated estimates with additional budget increase for glass collection

## Our Levels of Service

This section outlines why Council is involved in this activity and the key drivers for levels of service, including customer expectations, legislative/regulatory requirements and Council outcomes. The next section details what LOS will be provided and the performance measures and targets which will be used to monitor performance.

### Levels of Service, Performance Measures and Targets

This section outlines the levels of service (LOS), performance measures and targets from the performance framework for the activity detailing what Council will provide, and to what level or standard:

- LOS are the outputs that are expected to be generated by the activity. They demonstrate the value being provided to the community or reflect how the public use or experience the service. A key objective of activity planning is to match the LOS provided with agreed expectations of customers and their willingness to pay for that LOS.
- Key Performance Indicators (or performance measures) are quantifiable means for determining whether a LOS has been delivered and are generally broken into customer measures (which focus on how the public uses or experiences the service) or technical measures (which tend to be used internally to track performance or measure what the organisation does).
- Performance targets are the desired levels of performance against the performance measures.

The levels of service provide the basis for the management strategies and works programmes identified in the AMP. By clarifying and defining the levels of service for the activity (and associated assets), Council can then identify and cost future operations, maintenance, renewal and development works required of the

activity (and associated assets) to deliver that service level. This requires converting user’s needs, expectations and preferences into meaningful levels of service.

The table below the levels of service, performance measures and performance targets for the Waste services activity. The table sets out the Council’s current performance and the targets it aims to achieve within the next three years and by the end of the next 10 year period.

<b>WASTE SERVICES: What LoS we provide</b>	<b>LoS xx: Provide convenient and reliable rubbish and recycling services that minimise the amount of waste going to landfill</b>				
<b>How we measure performance</b>	<b>Current Performance (19/20)</b>	<b>Future Performance Targets</b>			
		<b>Yr 1 (21/22)</b>	<b>Yr 2 (22/23)</b>	<b>Yr 3 (23/24)</b>	<b>Yr 4-10 (25-31)</b>
	<b>LOS 15: Minimise the amount of waste going to landfill</b>				
KPI xx: Amount of waste:	c) 35%	c) 40%	c) 40%	c) 40%	c) 40%
(a) diverted from landfill (tonnes) as a percentage of total waste <sup>1</sup>	d) 588Kg per property	d) 650kg per property	d) 650kg per property	d) 650kg per property	d) 650kg per property
(b) maximum per property disposed of to landfill (kilograms)					
<small>1 - Total waste diverted by weight includes material from drop-off centres, (yellow) recycling wheelie bins, greenwaste sites and scrap metal. Weight calculations are estimated based on the number of collection containers processed multiplied by an average weight for different material types</small>					

Table 0-1: Waste services Performance Management Framework

## Changes to the performance framework

The levels of service and key performance indicators have been reviewed following a benefits mapping exercise to ensure Council’s performance framework is focussed on measuring the activity benefits at the outcome and objective level. There has been no significant amendments to Levels of Service through this plan period.

Water and Waste staff have reviewed the measures within the previous version of the AMP and consider these appropriate to allow inform staff, elected members and customers how well we are performing.

Future performance measures will be developed around monitoring of discharges from closed landfill sites. Environment Southland (ES) is currently reviewing this as part of the Proposed Water and Plan Process.

As part of the review Council has conducted a risk assessment programme on all closed landfills, which was lodged with Environment Southland by July 2015 and will require development of risk assessments for a number of sites identified through the study.

## Plans Programmed to Meet the Level of Service

The agreed levels of service with contractors are largely around response times and efficiency of the service. These are monitored through WasteNet and reported back at individual Council levels.

Levels of service around waste minimisation are set out in the Southland Waste Minimisation and Management Plan 2018 which is currently under review with the Southland Regional Waste Assessment updated and approved by Council in 2020. This stocktake of waste across Southland forms the basis of the updated plan.

A Section 17A Service Review identified that the model for delivering Waste services activities in Southland is the most efficient and cost effective model for the service provided. Furthermore the current contract arrangements for delivering this service were reviewed in 2019 with kerbside collection arrangements extended for a further 8 year period. It is noted however that the contract for recycling

processing was not renewed with Councils agreeing to procure their own service arrangements for the short-medium term at least.

Council staff will continue to adopt a partnering approach when working with key contractors and other key stakeholders. This is very much a business as usual approach to service delivery with the main programme to help meet the levels of service targets being the enforcement of the 'three strike' policy. This was introduced in 2015 as an additional tool available to manage increasing contamination levels in recycling bins. The policy allows inspectors to monitor selected bins and where contamination is noted a strike against the property is issued. Any property racking up more than three strikes over a 12 month period will have the service withdrawn for a period of up to three months.

**LOVE SOUTHLAND**  
PUT WASTE IN ITS PLACE!

# RECYCLE RIGHT

*One third of people are putting landfill rubbish in the yellow recycling bin. A 3-strike policy has been introduced to resolve this issue.*

**STRIKE 1**

**REMINDER HOW TO RECYCLE RIGHT**  
When your bin fails its check for the first time, you will be notified in writing of the strike being logged to your address and receive information on how to recycle right.

**STRIKE 2**

**WARNING HOW TO RECYCLE RIGHT**  
When your bin fails its check for the second time (within a year) you will be notified in writing of the strike being logged to your address and receive an invitation to talk to us directly.

**STRIKE 3**

**SERVICE STOPPED**  
When your bin fails its check for the third time (within a year) you will be notified in writing that your recycling bin will not be emptied for 3 months.

Your yellow recycling bin will be checked before and during collection for compliance. If your bin fails it will not be emptied and it will be up to you to dispose of the contents.

## Activity and Asset Management

### Overview of Management

Lifecycle asset management means considering all asset management options and strategies to deliver the agreed LOS and to inform decision-making for asset renewal, replacement, upgrade and disposal. Effective lifecycle planning is about making the right investment at the right time to ensure that the asset delivers the desired LOS over its full-expected life, at the minimum total cost. This section explains the approach for:

Providing new or upgraded assets to improve service levels,

Providing for growth and demand

Operating and maintaining assets

Renewing or replacing assets

Disposing of assets at the end of their useful life.

## **Kerbside Collection Service**

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### **Approach to Operations and Maintenance**

#### **Mainland**

SDC provides a fortnightly kerbside collection for rubbish and recyclables through a twin wheelie bin service to townships and voluntary refuse collections to properties on collection vehicle travel routes. The service will uplift rubbish bins fortnightly and recycling bins on the alternative week.

Council provides a minimum of two bins per household for the service. The bins have a volume of 240 litres, although larger 360 litres and smaller 140 litres bins are also available. In order to distinguish between them the rubbish bin has a red lid while the recycling bin has a yellow lid. Recycling is currently co-mingled with all products presented within the one bin. Collections are undertaken by Bond Contracts who have a contract to undertake kerbside collections through to 2027.

Collected rubbish is disposed of at the regional landfill outside of Winton. This is a private site operated by AB Lime, however the WasteNet councils do have a 35 year contract for the disposal of rubbish. As Council does not own or operate a landfill site their risk in respect of the complete Waste services activity is significantly less than other authorities.

The current collection contract is for a period of eight plus eight years with the renewal period being 2019. WasteNet has now rolled this contract over until June 2027.

Up to 30 June 2020 recyclables are taken to a Materials Recovery Facility (MRF) operated by Southland Disability Enterprises Limited. Recycled materials are sold on the open market. WasteNet resolved in 2018 not to roll this contract over and in 2020 resolved to end a Request for Proposal (RFP) process for a new contract to continue service provision. At this point it was agreed that individual Councils would consider their own requirements for service provision. Council are currently considering options available however it is likely that this will need to be considered both as a short term option followed by a longer term option which will not exclude closer regional collaboration with Councils outside of WasteNet Southland. Currently recycling is continuing to be processed following an agreement with Invercargill City Council. It is also likely that longer term solutions will require a change to the services we provide as best practice is currently indicating that glass should be removed from the recycling stream and presented as a stand-alone product.

#### **Rakiura Stewart Island**

Rakiura/Stewart Island - All properties containing residential dwellings or business premises in Oban (on a serviced road network) receive a weekly kerbside prepaid refuse bag, recycling bin and food scrap bucket collection service for residential type recyclables and refuse. A resource recovery centre has also been established at Horseshoe Bay.

Council provide a weekly household kerbside waste management collection through a 60 litre recycling crate, 20 litre putrescibles (food scrap) bucket and lid and one per week degradable residual waste bag.

Users put out their bin, bucket and bag on their designated day. The contractor (SIESA) empties the containers and transports the collected material to the Rakiura Resource Recovery Centre for further processing.

This activity is funded locally through a Uniform Annual Charge (UAC), while the transfer station activity is a district funded activity.

## **Bulky-Inorganic Items Collection**

Council provide a 50% funding subsidy for a household bulky inorganic item collection service to nominated communities that are further than 20 kilometres from a Council Transfer Station.

Communities annually apply for the subsidy during budgeting rounds. District funding is set aside for eligible communities. Council staff in conjunction with community members organise the collection. People are encouraged to reuse or recycle items place out for collection. Items placed for collection are transported to the nearest transfer station for recycling, recovery or disposal to landfill.

## **Asset Information**

All bins and kerbside receptacles within the District are owned by Council. Responsibility for repair and maintenance of bins lies with the contractor. The Water and Waste Services team hold a database of information relating to the numbers and locations of all bins within the District, of which there are currently over 9000 of each.

Council is the owner of the wheelie bins with the contractor responsible for any maintenance on them. Based on previous experience it is anticipated that the bins will have a life of approximately 15 years which aligns the proposed life of the current contract arrangements.

Given that the current contract is for a period of eight years plus eight years it is expected that the bins will require replacing around 2027, which falls within the 2028/2031 LTP period. An allowance has been made in the LTP for replacement bins. Allowance has also been made for additional bins based on the expectation that glass will be removed from the current recycling stream.

## **Operations and Maintenance Forecasts**

The significant changes to the operations and maintenance forecasts over the next 10 years relate to expected increases in Levy payments as well as expected increase when new contracts are procured post 2027. Other increases over the 10 years are due to inflation.

## **Approach to Renewals**

Renewal is the replacement (or rehabilitation) of an existing asset without changing its capacity or LOS beyond the original design.

## **Renewal Strategy**

Council owns wheelie bins which are main asset in relation to kerbside collection service. These bins will last the duration of the current contract with a budget included in the plan for replacement at end of life.

The other main assets that Council own in relation to the activity are the recycling drop off containers. These are inspected annually by Council staff and contractors and any maintenance agreed between all parties. None of the containers have reached end of life so there is currently no plan for their replacement however they will all require a degree of maintenance to extend their useful life. Funding is included in the current LTP. It is proposed to purchase an additional container which will be fitted out and take to site while the existing one at site will be taken away and refurbished meaning there will be no interruption to service provision.

## **Renewal Forecasts**

The only significant renewal forecasted in this plan is for the replacement of wheelie bins in 2026/27 of \$1.79million. This is based on continuing service provision arrangements – however as previously indicated this may not be sufficient if a further bin for glass provision is required. At this stage it is

proposed to change the budgeted figure however it should also be assumed that all of the current wheelie bin stock will have additional life. There are also a number of concrete pad strengthening and shed refurbishments planned across the district during the period.

## Refuse Transfer Stations

### Approach to Operations and Maintenance

The District is serviced by SDC owned and maintained transfer stations at Lumsden, Otautau, Riverton, Rakiura/Stewart Island, Te Anau, Winton and Wyndham. These public waste management facilities carry out three main functions:

- The collection of residual waste for disposal to the regional landfill – from members of the public, commercial premises and in some instances transshipping of materials collected through the kerbside collection service
- The collection and transportation of recyclable material to various businesses for recycling.
- The collection and distribution of reusable items (second-hand items) and mulched greenwaste to members of the community.

All waste collected at transfer stations is transported by road (or in the case of Stewart Island, partially sea-freighted) to the regional sanitary landfill in Winton for final disposal.

SDC endeavours to ensure that waste disposal and recycling services provided meet standard industry practice and health and safety standards.

This Activity Plan does not cover private waste disposal systems including cleanfill sites.

The following table provides an overview of the transfer stations and expected throughput:

TRANSFER STATION LOCATIONS			
Lumsden	(Open top <sup>4</sup>	~	650 tpa <sup>1</sup> , 95% <sup>2</sup> Wheelie Bin Waste)
Otautau	(Open top <sup>4</sup>	~	150 tpa <sup>1</sup> )
Riverton	(Open top <sup>4</sup>	~	200 tpa <sup>1</sup> )
Oban (Stewart Island)	(Compaction <sup>5</sup>	~	200 tpa <sup>1</sup> )
Te Anau	(Compaction <sup>5</sup>	~	2,900 tpa <sup>1</sup> , 37% <sup>2</sup> Wheelie Bin Waste)
Winton	(Compaction <sup>5</sup>	~	1.050 tpa <sup>1</sup> )
Wyndale	(Open top <sup>4</sup>	~	650 tpa <sup>1</sup> , 71% <sup>2</sup> Wheelie Bin Waste)
1	Expected Annual Waste Tonnage in 20/21.		
2	Proportion of waste from wheelie bin service in 20/21.		
3	Approximately 1/3 of waste received is from wheelie bin collections.		
4	Open Top = containers that are open topped and waste is not compacted (lower facility capital and operating cost).		
5	Compacted = Compaction equipment used to compact waste into container (improves transport efficiencies).		

Table 0-1: Location of Transfer Stations

### Waste/Materials Accepted

When open the facilities are managed by an operator and receipt of waste is dependent on satisfying waste acceptance protocol.

Waste is placed by the customer from elevated tipping heads either into open top containers (where the waste remains uncompacted) or on to a tipping pad where the operator then pushes the waste into a

compactor which compresses the waste into a container. When the containers are full they are changed out for an empty one and transported to the regional landfill at Kings Bend near Winton.

Greenwaste is placed on ground by customers and then later mulched by the operator for partial composting and is then available for reuse mostly as mulch in the community. Operators will periodically mulch the waste collected and make available for the public to remove free of charge. It is noted that since production of the previous plan there have been a number of inquiries to upgrades these locations in particular – with particular emphasis on provision of concrete pads. Allowance will therefore be included for provision of these at the larger transfer stations in particular Te Anau, Winton, Riverton and Wyndale. It is also noted that provision will be made to remove greenwaste from a number of sites in particular Otautau and Riverton.

Recyclable materials (including scrap metal such as old cars and white ware) are placed by the customer in areas designated by the operator for later bailing and transport to recycling markets.

Reusable items are placed in a covered area by customers and made available to other customers.

Hazardous waste is stored in a concrete shed, by the operator that is internally banded to reduce the environmental risk from a spill or leak. The shed's contents are recorded on a list by the operator and are routinely inspected by a specialist contractor who repackages the chemicals, transports them away for either reuse, to be neutralised, or disposal. Special charges apply for hazardous waste.

Tyres are classified as special waste and are separately stored and then transported to regional landfill for disposal. Special charges apply for tyres.

Weighbridges represent a significant capital investment and have not been installed at any transfer station facilities. Fixed prices are set annually for cars, trailers, vans and utes loads of waste. Lower charges are commonly applied to non-commercial greenwaste and recycling eg, currently no charge for a carload of recycling. For commercial loads arriving by truck customers can either provide weigh dockets or pay a reduced rate based on the total gross weight of the vehicle. All waste leaving the facilities is weighed into the landfill. All recyclables leaving the facility are weighed in at the MRF. As the MfE considers arrangements around the increase to the Waste Minimisation Levy it is noted that there may also be a requirement to consider installation of weighbridges at some larger stations. Best on the information known to date it is anticipated that a weighbridge may be required at Te Anau. As such an allowance has been made in the current plan.

Customers either pay via special tokens which can be purchased at SDC area offices or at specific retail outlets or if they are regular customers they may have an account with SDC. An EFTPOS service has also recently been introduced at all transfer stations.

## Asset and Site Information

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### A. Lumsden Transfer Station and 24/7 Recycling Drop-off Centre

**Address:**

35 Oxford Street, Lumsden

**Opening Hours:**

Location	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Oxford Street				4.00 pm - 5.30 pm			3.30 pm - 5.30 pm

**Current Issues:**

There are currently no issues with this site, although strengthening work on the concrete pad is likely required by the end of the 10 year period. Within the 30 year window it is likely that the reuse shed will require replacement or refurbishment.

**General Description of Activity:**

- Customers enter the site at the north end and can either follow the chipped sealed road up on to the elevated tipping face to dispose of residual waste or they can go straight ahead on to the gravel track passed the hazardous waste shed and used oil recovery facility, then to the greenwaste pit. The gravel track meets up with the chipped sealed road as it comes down off the elevated tipping head. Where the gravel track meets the sealed road is the recycling/reuse shed and scrap metal area and the site exit.
- Open top uncompacted hooker containers are utilised to receive residual waste which is hauled to the regional landfill. There is no weighbridge on site. There is no mechanical compaction or materials handling equipment permanently on site. Waste is tipped or pushed from the customers' vehicle on elevated tipping head directly into the container/s below. There is room for two containers on a concrete slab below the tipping head. Removable safety barriers and wheelie stops together with the container wall projecting between 200 mm and 400 mm above the tipping head pavement surface help mitigate the risk of fall injuries.
- Customers can use the drop-off recycling centre 24/7. The container is located within the fence, with the slots facing the road. Customers do not need access to the site. The road has been widened for parking and turning.
- Bond Contracts use the site for trans-shipment of rubbish to the regional landfill site, and of recyclables to the Materials Recovery Facility.

**Current Consents:**

No discharge consent is currently held or required. The site is designated in the Southland District Plan as follows "No. D109 Lumsden Refuse Site (Proposed)."

### B. Otautau Transfer Station

**Address:**

5 Bridport Road - off Otautau Drummond Highway.

**Opening Hours:**

Location	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Otautau Drummond Highway		10.00 am -12.00 noon		WH 10.00 am - 12.00 noon DSH 6.00 pm - 8.00 pm		10.00 am - 12.00 noon	10.00 am - 12.00 noon

### Current Issues:

The site currently has limited capacity for the storage of green waste. Council has agreed to progress with negotiations with ES in relation to disposal at a suitable closed landfill site. Within the 30 year window it is likely that the reuse shed will require replacement or refurbishment.

### History of the Site:

The site was previously in-filled riverbed.

### General Description of Activity:

- Customers entering the site come into a reception area which includes the hazardous waste shed, and used oil recovery facility. Customers either go straight through on the chipped seal road to the elevated tipping head where they can disposal of residual waste, or to the left to the recycling/reuse shed and then on to the gravelled track to the greenwaste area and then to the scrap metal pile.
- Open top uncompacted hooker containers are utilised to receive residual waste which is hauled to the regional landfill. There is no weighbridge on site. There is no mechanical compaction or materials handling equipment permanently on site. Waste is tipped or pushed from the customers' vehicle on elevated tipping head directly into the container/s below. There is room for two containers on a concrete slab below the tipping head. Removable safety barriers and wheelie stops together with the container wall projecting between 200 mm and 400 mm above the tipping head pavement surface help mitigate the risk of fall injuries.
- Bond Contracts use the site for trans-shipment of rubbish to the regional landfill site, and of recyclables to the Materials Recovery Facility.

### Current Consents:

The site has a designation to operate as a transfer station.

## C. Riverton Transfer Station and 24/7 Recycling Drop-off Centre

### Address:

1 Havelock Street, Riverton.

### Opening Hours:

Location	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Havelock Street	3.00 pm - 5.00 pm		3.00 pm - 5.00 pm		3.00 pm - 5.00 pm	11.00 am - 1.00 pm 3.00 pm - 5.00 pm	3.00 pm - 5.00 pm

### Current Issues:

The site currently has limited capacity for the storage of green waste. A project will be developed within the upcoming three years to consider options for removing the stockpile and disposing of it on Council's closed landfill sites.

Strengthening work on the concrete pad is likely to be required by the end of the 10 year period. Within the 30 year window it is likely that the reuse shed will require replacement or refurbishment.

### History of the Site:

The site is part of an old landfill and sewerage disposal complex. The transfer station site was not part of the landfill filling area.

### General Description of Activity:

- Customers enter the site at the north end and initially come to the hazardous waste shed, then they can either follow the chipped sealed road up on to the elevated tipping face to dispose of residual waste or go straight through on to the gravel track then to the greenwaste pile and then to the scrap metal area. The gravel track meets up with the sealed road as it comes down to the south off the elevated tipping head. Customers leave the site at the south end after passing the recycling/reuse shed.
- Open top uncompacted hooker containers are utilised to receive residual waste which is hauled to the regional landfill. There is no weighbridge on site. There is no mechanical compaction or materials handling equipment permanently on site. Waste is tipped or pushed from the customers' vehicle on elevated tipping head directly into the container/s below. There is room for two containers on a concrete slab below the tipping head. Removable safety barriers and wheelie stops together with the container wall projecting between 200 mm and 400 mm above the tipping head pavement surface help mitigate the risk of fall injuries.
- Customers can use the drop -off recycling centre 24/7, the container is located within the fence, with the slots facing the road. Customers do not need access to the site. The road has been widened for parking and turning.
- Bond Contracts use the site for trans-shipment of rubbish to the regional landfill site, and of recyclables to the Materials Recovery Facility.

### Current Consents:

No discharge consent is currently held or required. The site is designated in the Southland District Plan as follows "No. D125.2 - Riverton Refuse Site".

### D. Stewart Island Transfer Station (Rakiura Resource Recovery Centre)

The Rakiura Resource Recovery Centre was opened in December 2003 and is currently been operated by SIESA.

	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Horseshoe Point Road	1.30 pm - 4.30 pm		1.30 pm - 4.30 pm				

The purpose of the transfer station (Resource Recovery Centre) is to provide a way for residents and visitors to safely and appropriately dispose of their waste. The centre acts as a hub for the management of domestic materials including the rubbish and recyclables collected weekly and also as a drop-off centre for those who wish to bring in their own recycling and waste, and also for waste and recyclables collected from commercial premises.

The site consists of:

- Two sheds with 3-phase power, roller doors, concrete floors and an office. A 'horizontal composting unit has been constructed, and a concrete shed to be used to store hazard waste is on site.
- One shed houses the compactor and the balers. Residents unload rubbish and recyclables at this shed enabling it to be quickly sorted (recycling), or be compacted waste materials.
- The second shed houses the site vehicles and has space for second-hand goods and materials. There is a gravel yard below which acts as an additional storage area for both glass and bulky scrap metals.

#### **Glass:**

Glass collected at the kerbside is offloaded into the bulk bays at the gravel yard. Glass collected in solid bins (plastic/steel) is tipped into the bays using the forklift. The centre has recently purchased a glass crusher which allows for the more efficient storage and disposal of glass. The crusher will require some significant upgrades to meet current safety standards.

The crushed glass product for use in roading walking tracks, soakage pits, and as drainage material.

#### **Paper and Cardboard:**

Paper and cardboard at the centre is sorted into appropriate grades. Old corrugated cardboard and newsprint will be sorted and baled for transport back to Invercargill for recycling.

Lower grade, wet and soiled paper will be sorted for use in the composting system. As most compost systems need added carbon this appears to be an ideal way to utilise this material and will help control costs. Used hand towels and serviettes can be added into any food waste composting system.

#### **Plastics Coded 1 and 2, Steel and Aluminium Cans:**

Plastics are sorted into:

- Milk bottles;
- Clear PET;
- Coloured PET;
- Household commodity bottles.
- Steel and aluminium cans will be sorted and handled the same way.

Sorted materials are stored in bulk bags or woosacks and each material accumulated by type until there is a large enough volume to be baled. Once baled it will then transported to Invercargill for recycling.

It is possible that some clean types of plastics may be able to be donated to the local school as use in art or science classes, or similar activities, provided they meet any health requirements and the material is clean.

#### **Scrap Metal:**

Scrap metals, including cars, will be stripped and sorted to a level that meets the criteria of the scrap metal merchant who will be accepting the materials and is also economic. It is planned to palletise some materials if this shows to be an advantage.

Customers arriving at the WRC with cars or bulky items will be directed to the lower storage area where cars and appliances will be stockpiled until they are transported to the wharf by trailer for transport to Bluff. Once in Bluff they will be offloaded on to a truck or trailer and be taken to the scrap yard.

Storage on the wharf at either end is to be avoided and all parties will need to be well coordinated if this is to be avoided.

### Current Issues:

The shed will require painting in the next five years and every 15 years thereafter. Plant and equipment including forklift compactor and glass crusher will be replaced in the upcoming 3 years to meet new safety standards and to address end of life issues.

### E. Te Anau Transfer Station

#### Address:

237 Manapouri Te Anau Highway

#### Opening Hours:

Location	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Manapouri Te Anau Highway	WH						
	2.00 pm - 4.00 pm						
	LE						
	2.00 pm - 6.00 pm						

LE = Labour Weekend to Easter

### Current Issues:

No current issues at this site. Within the 30 year window it is likely that the reuse shed will require replacement or refurbishment. Within the 30 year period the waste compactor will also require replacement

### History of the Site:

The site was opened in the 1970s as a landfill and prior to that gravel was extracted from this site by deep trench excavations. The trenches were later filled with refuse. The concrete structure remains of the first transfer station, currently used for crushed glass and recycling cage storage, was built on the edge of a trench and differentially settled. The rail tracks for full hooker bin storage extends on to one of these refuse filled trenches. The access road is also used by a neighbouring clean fill/gravel pit. The compactor was replaced in 2012 and safety barriers around the tipping face were installed in 2013/2014.

### General Description of Activity:

- Customers enter the access road site off the Manapouri Te Anau Highway. As they proceed to the east along the access road they come to the drop-off recycling centre where they can unload recycling. The drop-off centre is intended for domestic users but does occasionally get used by others. Customers can then move along the access road, passed the entrance to the neighbouring cleanfill/gravel pit on the left, to the fenced off transfer station complex and into the reception area passing the hazardous waste shed, oil recovery facility and then the recycling/reuse shed. The customers follow the road around to the elevated tipping head. When leaving the elevated tipping head the customers turn right and out through the gate on to the gravel loop road where they can unload greenwaste, metals, tyres etc. Large loads are backed in and tipped directly into the lower concrete push pad area.
- Bond Contracts currently operates out of the recycling reuse shed for the compaction of the recyclables from its private (mostly commercial customers).
- The refuse on the concrete pad below the elevated tipping face is pushed by a loader along the pad and into the hopper and drops into the compactor and is then pushed by compactor ram into a hooker bin. Enclosed hooker bins are currently utilised to receive residual waste through the

compactor, and are then stored on the site before being hauled to the regional landfill. The compactor was recently refurbished and expected to have a life beyond the duration of the current plan.

- Empty hooker bins are stored to the east of the compactor on the concrete slab. Full hooker bins are pulled straight out of the compactor to a storage area to the south using a loader. When full bins are already in storage additional full bins are pushed for the last few meters into position. Rail tracks to match the current hooker bin frame and wheel configurations have been used to extend the storage area for full bins to the south. Empty hooker bins are wheeled into position on the compactor using a loader.
- Wheel stops together with a reduced height tipping head wall mitigate the risk of fall injuries.
- Bond Contracts use the site for trans-shipment of rubbish to the regional landfill site, and of recyclables to the Materials Recovery Facility.

**Current Consents:**

No discharge consents are currently held or required. The site is designated in the Southland District Plan as follows “No. D125.1 - Te Anau Refuse Site.”

**F. Winton Transfer Station**

**Address:**

193 Florence Road.

**Opening Hours:**

Location	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Florence Road	2.30 pm - 5.30 pm		2.30 pm - 5.30 pm		12.00 noon - 5.30 pm	WH 1.00 pm - 5.00 pm 11.00 am - 5.00 pm DSH	WH 2.00 pm - 5.00 pm 1.00 pm - 5.00 pm DSH

**Current Issues:**

The compactor has reached the end of its asset life however is still being maintained by Bond Contracts Limited. When it is no longer economical to maintain it the compactor will not be replaced. It is uneconomical to replace the compactor due to the proximity of the site to the regional landfill. Safety barriers were installed at the tipping face in 2013/14. Within the 30 year window it is likely that the reuse shed will require replacement or refurbishment.

**History of the Site:**

The site was opened in 1978 as landfill and the site was closed as landfill in 2001 when it was turned into a transfer station.

**General Description of Activity:**

- Customers enter the site from the north and either go straight through past a reception area, then passed an agriculture-container recovery area and then to the elevated tipping head for residual waste disposal, or the customer can turn right past the hazardous waste shed then past the recycling/reuse shed then on to the greenwaste disposal area.
- Closed top compactor hooker bins are utilised to receive residual waste which is hauled to the regional landfill. The refuse on the concrete pad below the elevated tipping face is pushed by a loader into the hopper and into the compactor and then into the bin. There is no weighbridge on site.

- The bins are placed into position on the compactor using a hooker truck loader over the concrete slab.
- Wheel stops together with a reduced height tipping head wall help to mitigate the risk of fall injuries.

**Current Consents:**

No discharge consents are currently held or required. The site is designated in the Southland District Plan as follows “No. D116 - Winton Refuse Site.”

**G. Wyndale Transfer Station**

**Address:**

190 Edendale Wyndham Road, Edendale (on the south east corner of Edendale and Wyndham Road and Island Edendale Road).

**Opening Hours:**

Location	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Wyndham Edendale Highway	Closed	Closed	DSH 4.00 pm - 6.00 pm  WH 3.00 pm – 5.00pm	DSH 6.00 pm - 7.00 pm  WH Closed	DSH 4.00 pm - 6.00 pm  WH 3.00 pm – 5.00 pm	1.30 pm – 5.00 pm	1.30 pm – 5.00 pm

**Current Issues:**

There are currently no issues relating to this site although the concrete pad may require strengthening towards the end of the 10 year period. Within the 30 year window it is likely that the reuse shed will require replacement or refurbishment.

**History of Site:**

Initially developed as a gravel pit and later become a refuse site. It has operated as Transfer Station since 2002 following its closure as a refuse site.

**General Description of Activity:**

- Customers entering the site come into a reception area then passed a hazardous waste shed, oil recovery facility and then a recycling/reuse shed. Customers can then either turn to the right into the elevated tipping head at the residual waste disposal area or carry on ahead to an area when green waste and metals can be placed in a gravel area off a loop road. Containers including wool fades and drums are used to store recyclable materials.
- Open top uncompacted hooker containers are utilised to receive residual waste which is hauled to the regional landfill. There is no weighbridge on site. There is no mechanical compaction or materials handling equipment permanently on-site. Waste is tipped or pushed from the customers’ vehicle on elevated tipping head directly into the container/s below. There is room for two containers on a concrete slab below the tipping head. Removable safety barriers and wheelie stops together with the container wall projecting between 200 mm and 400 mm above the tipping head help mitigate the risk of fall injuries.
- Bond Contracts use the site for trans-shipment of rubbish to the regional landfill site, and of recyclables to the Materials Recovery Facility.

## Current Consents:

No discharge consents are currently held or required. The site is designated in the Southland District Plan as follows - Wyndale Refuse Site designation number D111.

## Asset Condition and Performance (Refuse Transfer Stations)

The current condition and performance grading of the assets are detailed in the table below (assets were last inspected in 2019/20 in preparation of the development of this plan). Condition and performance are assessed annually by Council staff and contractors with agreement made around condition and performance rating of assets. The table also details the confidence in the data and the remaining life shown as the estimated failure year.

While the remaining life indicates some assets are due for renewal, the latest joint inspection indicated no significant renewal requirements and only minor repairs and maintenance.

Asset Type	Asset Component	LUMSDEN				OTAUTAU				RIVERTON				OBAN			
		Condition	Performance	Confidence	Est Remain-ing Life Yrs	Condition	Performance	Confidence	Est Remain-ing Life Yrs	Condition	Performance	Confidence	Est Remain-ing Life Yrs	Condition	Performance	Confidence	Est Remain-ing Life Yrs
<b>Transfer Station</b>																	
Security	Gates	2	2	B	15	2	2	B	15	3	3	B	15	2	2	B	15
	Perimeter Fence	2	2	B	20	3	2	B	20	4	4	B	20	2	2	B	20
Roading	Accessway	2	2	B	10	2	2	B	10	2	2	B	10	3	2	B	10
	Sealed	2	3	B	10	2	2	B	10	2	2	B	10	N/A	.	.	10
	Unsealed	2	2	B	10	3	3	B	10	2	2	B	10	3	2	B	10
Signage	Health and Safety	2	2	B	15	2	2	B	15	2	2	B	15	2	2	B	15
	Recycling	3	2	B	15	2	2	B	15	2	2	B	15	2	2	B	15
	Opening Hrs	2	2	B	15	2	2	B	15	2	3	B	15	2	3	B	15
Asset	Tipping Head	2	3	B	20	2	2	B	20	2	2	B	20	N/A	.	.	20
	Tipping Pad	N/A	.	.	.	N/A	.	.	.	N/A	.	.	.	N/A	.	.	.
	Container Pad	3	3	C	15	3	3	C	10	3	3	C	10	N/A	.	.	N/A
	Safety Rails	3	3	B	10	4	3	C	10	4	3	B	10	N/A	.	.	N/A
	24/7 Recycling Drop-off Container	1	1	B	21	N/A	.	.	N/A	1	1	B	25	N/A	.	.	N/A
Asset	Landscaping	2	2	B	10	2	2	B	10	2	2	B	10				10
Structures	Reuse Shed	2	2	B	20	2	2	B	20	N/A	.	.	20	2	2	B	20
	Attendants Hut	4	3	B	10	2	2	B	10	2	3	B	10	N/A	.	.	10
	Haz waste shed	2	2	B	30	4	2	B	30	2	2	B	30	2	2	B	30
	Other Buildings	N/A	.	.	.	N/A	.	.	.	N/A	.	.	.	2	2	B	.
	Retaining Walls	1	2	B	20	2	2	B	20	2	2	B	20	N/A	.	.	20

Transfer Station		TE ANAU				WINTON				WYNDALE			
Sec	Gates	3	3	B	15	2	2	C	15	3	3	B	15
	Perimeter Fence	2	2	B	20	2	2	C	20	2	2	B	20

Transfer Station		TE ANAU				WINTON				WYNDALE			
Roads	Accessway	2	2	B	10	2	2	C	10	2	2	B	10
	Sealed	2	2	B	10	2	2	C	10	2	2	B	10
	Unsealed	2	2	B	10	2	2	C	10	2	2	B	10
Signage	Health and Safety	3	3	C	15	3	3	C	15	3	3	C	15
	Recycling	2	2	B	15	2	1	C	15	2	2	B	15
	Opening Hrs	2	2	B	15	2	1	C	15	2	2	B	15
Asset	Tipping Head	2	2	B	20	2	1	C	20	2	2	B	20
	Tipping Pad	2	2	B	.-	2	2	C	.-	N/A	.-	.-	.-
	Container Pad	3	3	C	10	3	3	C	10	3	3	C	10
	Safety Rails	4	3	C	10	3	2	C	10	4	3	C	10
	24/7 Recycling Drop-off Container	4	3	B	20	N/A	.-	.-	N/A	N/A	.-	.-	N/A
Asset	Landscaping	2	2	B	10	2	2	C	10	2	2	B	10
Structures	Reuse Shed	2	2	B	20	2	2	C	20	2	2	B	20
	Attendants Hut	2	2	B	10	2	2	C	10	2	2	B	10
	Haz waste shed	2	2	B	30	2	2	C	30	2	2	B	30
	Other Buildings	N/A	.-	.-	.-	N/A	.-	.-	.-	N/A	.-	.-	.-
	Retaining Walls	3	2	B	20	2	2	C	20	3	2	B	20

## Approach to Renewals

Renewal is the replacement (or rehabilitation) of an existing asset without changing its capacity or LOS beyond the original design.

### Renewal Strategy

Given the relatively low number of significant assets the basic strategy of agreement of condition and performance rating during routine inspections is considered appropriate at this stage. The last significant renewal was for the compactor at the Te Anau transfer station.

A similar compactor at Winton will not be renewed at end of life with preference being to rely on additional uncompacted loads to AB Lime given the proximity to the regional landfill.

Ageing equipment including loader, glass crusher and compactor will be replaced within the first three years of the AMP.

### Renewal Forecasts

An allowance for minor works is included in the operational budgets and is expended as required. Currently planned is painting the building at Stewart Island Transfer Station and strengthening of concrete pads at Lumsden, Otatau, Riverton and Wyndale.

Council staff and Bond Contracts organise procurement of any necessary renewals. No major capital work will be carried out without a recommendation from the Council to proceed.

As detailed it is likely that reuse sheds at all transfer stations will be replaced towards the end of the 30 year period as well as a replacement compactor at the Te Anau Transfer Station. Given the proximity to the landfill site it is not planned to replace the compactor at Winton when it reaches its end of life.

Replacement equipment for the Rakiura Resource Recovery Centre including loader, glass crusher and compactor will be replaced within the first three years of the AMP and then re-assessed for future replacement every 15 years.

### **Capital Investment Forecasts - LOS and Demand**

Council staff have reviewed usage information for recycling drop-off centres and assessed that no additional centres are required. Monitoring of usage will be reviewed periodically to determine if the centres are still in the most appropriate locations. Council staff will organise procurement of any necessary upgrades which are generally contracted out. There is currently no planned capital expenditure within the 10 year plan.

Outside the 10 year plan it is currently not anticipated that there is likely to be any change to LOS that will require capital funding, however this may change pending review of the current Waste Management and Minimisation Plan in 2018. Any change in LOS for example introduction of an organic service would be subject to public consultation.

## Drop-Off Recycling Centres

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### Approach to Operations and Maintenance

Recycling drop-off centres are provided for the collection of specific recyclable material and are intended for non-commercial-domestic use. The collected materials are mostly transported to Invercargill for bailing and then sold to recycling markets. The exception to this is glass which is land banked while alternative uses are investigated.

The recycling drop-off centres are owned and operated by Council and provided at the following locations:

DROP-OFF CENTRE LOCATIONS	
1	Garston
2	Lumsden (as part of the Transfer Station)
3	Manapouri
4	Mokotua
5	Mossburn
6	Ohai
7	Riversdale
8	Riverton (as part of the Transfer Station)
9	Te Anau (as part of the Transfer Station)
10	Tokanui
11	Tuatapere

The drop-off recycling centres are accessible 24 hours a day, seven days a week.

Te Anau and Stewart Island townships have additional recycling drop-off centres that are community funded. Te Anau and Stewart Island's additional centres are in the form of wheelie bins. These centres are serviced by local service providers.

The drop-off recycling centres consist of modified 40 foot shipping containers with nine holes down one side. The nine holes are for the sorting of recyclable material into the following categories.

- (a) Aluminium (empty and flattened);
- (b) Tin/Steel (washed and flattened);
- (c) Cardboard (flattened);
- (d) Paper;
- (e) Glass (empty);
- (f) Plastic (all types washed and flattened).

The holes are only large enough to put the recyclable material through and no larger, enabling people to only put in recyclable materials and not household rubbish. Recyclables are collected in wheelie bins and the centres are serviced on the kerbside collection day for recycling. The centres are operated and maintained by Bond Contracts with all recycled materials taken to the Materials Recovery Facility (MRF).

It is expected that future demand and use of recycling drop-off centres will be affected by the introduction of kerbside recycling. Council will continue to monitor the usage at these centres and may wish to consider the longer term future of some of these.

All recycling centres will be painted and receive new signage over the life of the AMP.

## Asset and Site Information

### A. Garston Drop-off Recycling Centre

#### Address:

9 Garston Athol Highway.

#### Contractor Site:

The contractor is responsible for the container including all damage (this includes the sign).

The contractor is responsible for the gravel in front of the container up to three metres from the edge of the container for the full length of the container plus two metres at each end.

#### History of Site:

The site is owned by SDC and is used for the Garston Volunteer Rural Fire Station.

#### Current Consents:

There is a land use consent from the SDC to operate the facility.

#### Assets:

1 - 40 foot container (painted forest green). 36 - 250L wheelie bins.

### B. Manapouri Drop-off Recycling Centre

#### Address:

205 Hillside Manapouri Road

#### Contractor Site:

The contractor is responsible for the container including all damage (this includes the sign).

The contractor is responsible for the fenced off area.

#### History of Site:

The site was the old Manapouri landfill which opened in the 1950s and closed in 2002.

#### Current Consents:

There is no resource consents are currently held or required. The site is designated in the Southland District Plan as follows” D177 Gravel/Refuse Site.”

#### Assets:

1 - 40 foot container (painted forest green). 36 - 250L wheelie bins. A new container was installed in 2016 to replace the previous one which was damaged by fire.

### C. Mokotua Drop-off Recycling Centre

#### Address:

12 Clearwater Road

#### Contractor Site:

The contractor is responsible for the container including all damage (this includes the sign).

The contractor is responsible for the gravel in front of the container up to three metres from the edge of the container for the full length of the container plus two metres at each end.

**History of Site:**

The site is owned by the Mokotua Public Hall Society and the container is located within the carpark for the hall.

**Current Consents:**

There is a land use consent from the SDC to operate the facility.

**Assets:**

1 - 40 foot container (painted forest green). 36 - 250L wheelie bins.

**D. Mossburn Drop-off Recycling Centre****Address:**

1525 Mossburn Lumsden Highway

**Contractor Site:**

The contractor is responsible for the container including all damage (this includes the sign).

The contractor is responsible for the gravel loop road and grass area between the loop road and the fence to the old gravel pit.

**History of Site:**

The container is located within road reserve in front of the old landfill which closed in 2001 and prior to it opening as a landfill in the 1970s the site was gravel pit.

**Current Consents:**

There is a land use consent from the SDC to operate the facility.

**Assets:**

1 - 40 ft container (painted forest green). 36 - 250L wheelie bins.

**E. Ohai Drop-off Recycling Centre****Address:**

10 Richmond Street, Ohai.

**Contractor's Site:**

The contractor is responsible for the container including all damage (this includes the signs). The gravel strip at the front of the container to the footpath and the gravel area behind the container.

**History of the Site:**

The site is owned by SDC and is part of reserve (R120) which the Ohai Hall is located on.

**Current Consents:**

There is a land use consent from the SDC to operate the facility.

**Assets:**

1 - 40 ft container (painted forest green). 36 - 250L wheelie bins.

**F. Riversdale Drop-off Recycling Centre****Address:**

26 Berwick Street

**Contractor Site:**

The contractor is responsible for the container including all damage (this includes the sign).  
The contractor is responsible for the gravel in front of the container up to three metres from the edge of the container for the full length of the container plus two metres at each end.

**History of Site:**

The site is owned by SDC and is part of the car park for the community centre.

**Current Consents:**

There is a land use consent from the SDC to operate the facility.

**Assets:**

1 - 40 ft container (painted forest green). 36 - 250L wheelie bins.

### G. Tokanui Drop-off Recycling Centre

**Address:**

23 McEwan Road.

**Contractor Site:**

The contractor is responsible for the container including all damage (this includes the sign).  
The contractor is responsible for the gravel loop track past the container to the edge of the seal on the public road. The contractor is responsible for the gardens in front of the container.

**History of Site:**

The site is owned by Kapuka Transport Limited and is located just off the road reserve; the rest of the property is used for pastoral farming.

**Current Consents:**

There is a land use consent from Southland District Council to operate the facility.

**Assets:**

1 - 40 foot container (painted forest green). 36 - 250L wheelie bins.

### H. Tuatapere Drop-off Recycling Centre

**Address:**

51 King Street.

**Contractor Site:**

The contractor is responsible for the container including all damage (this includes the sign).  
The contractor is responsible for the gravel in front of the container up to three metres from the edge of the container for the full length of the container plus two metres at each end.

**History of Site:**

The site is own by the Waiau Star Rugby Club and is used by the rugby club for training and junior rugby and the squash club is located on the site.

**Current Consents:**

Council currently holds no resource consents for this site.

## Assets:

1 - 40 foot container (painted forest green). 36 - 250L wheelie bins.

## Condition and Performance

The current condition and performance grading of the assets are detailed in the table below. The table also details the confidence in the data and the remaining life shown as the estimated failure year. Remaining asset lives have been agreed between Council and our contractor in 2019/2020.

Asset Component	Garston				Manapouri				Mokotua				Mosburn			
	Condition	Performance	Confidence	Est Remain-ing Life Yrs	Condition	Performance	Confidence	Est Remain-ing Life Yrs	Condition	Performance	Confidence	Est Remain-ing Life Yrs	Condition	Performance	Confidence	Est Remain-ing Life Yrs
Site	Garston				Manapouri				Mokotua				Mosburn			
Container	2	2	C	20	3	2	C	20	2	2	C	20	2	2	C	20
Signage	2	2	C	8	2	2	C	6	2	2	C	8	2	2	C	8
Roading	2	2	C	10	2	2	C	10	2	2	C	10	2	2	C	10
Fencing	N/A	.-	.-	.-	3	2	C	10	N/A	.-	.-	.-	N/A	.-	.-	.-
Site	Ohai				Riversdale				Tokanui				Tuatapere			
Container	2	2	C	20	2	2	C	20	2	2	C	20	2	2	C	20
Signage	2	2	C	8	2	2	C	10	2	2	C	8	2	2	C	8
Roading	2	2	C	10	2	2	C	10	2	2	C	10	2	2	C	10
Fencing	N/A	.-	.-	.-	N/A	.-	.-	.-	N/A	.-	.-	.-	N/A	.-	.-	.-

In this plan, no allowance has been made for changes to servicing these centres.

## Approach to Operations and Maintenance

Transfer stations and recycling centres are audited on an annual basis. This is a joint audit between Council and Bond Contracts. During this audit process outstanding maintenance issues are discussed and agreed along with responsibility for carrying out the work.

The contractor requirements at the drop-off recycling centres include:

- No less than once a fortnight recycling is removed from the container and taken to the recycling facility.
- No litter or recycling is left to accumulate around the site.
- Receptacles is changed out before they become over full so there is always room for the public to place their recycling in the receptacles.

Council will replace the signs at the end of the life (20 years) plus repaint. Any damage caused to the signs prior to replacement is the contractor's responsibility. Council will add new gravel every three years around the container and the contractor shall maintain the gravel area in a tidy state (free of weeds and pot holes). These activities are funded through routine O&M budgets.

Usage will continue to be monitored to allow decisions to be made regarding to future servicing of these centres. Currently there has not been a significant drop off in usage of the centres following the introduction of the kerbside recycling service.

### **Operations and Maintenance Forecasts**

There are no significant changes to the operations and maintenance forecasts over the next 10 years. The increases over the 10 years is due to inflation.

### **Approach to Renewals**

Renewal is the replacement (or rehabilitation) of an existing asset without changing its capacity or LOS beyond the original design.

### **Renewal Strategy**

All centres will be painted and receive new signage during the life of this AMP.

### **Renewal Forecasts**

There is very little renewal work required. This is on an ad-hoc basis. An allowance for minor works is included in the operational budgets. No major works have been identified as being needed over the planning period, although all sites will require replacement signage and painting.

Council staff organise procurement of any necessary renewals which are generally contracted out.

### **Capital Investment – LoS and Demand Forecasts**

There is no capital investment in forecasts for demand or LOS.

## Greenwaste Sites

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### Approach to Operations and Maintenance

The Greenwaste and Cleanfill sites service the local area for the collection of greenwaste and cleanfill. The collected greenwaste is stockpiled and mulched on an annual or as required basis and the cleanfill is appropriately placed a spread out, or may be removed and used as fill where required.

Council owns and operates two greenwaste sites one at Wallacetown and one at Riversdale and one cleanfill site at Braggs Bay Rakiura/Stewart Island. There is a privately owned and operated greenwaste site located in Waikaia.

A cleanfill site is provided on Rakiura/Stewart Island due to the absence of any commercial cleanfill site on the Island and the community benefit of having cleanfill available for reuse on the Island. This site was re-consented in 2019/2020. Council is not otherwise in the business of providing cleanfill sites elsewhere in the District.

Each greenwaste site has an attendant (private contractor) who accepts payment via tokens and audits material for disposal. Access to the cleanfill site is by specific application to council and is controlled on site by a Council contractor.

The green waste sites only accept green waste that is separated clean greenwaste. This excludes soils, flaxes, and branches over 150 mm diameter and tree stumps. Greenwaste accepted for disposal is stockpiled, when there is sufficient quantity the material is mulched. The mulched end product is available for reuse in the community, however because the product may not be totally void of noxious weeds and viable seeds there is no charge and is offered on an 'as is' basis.

Typically the greenwaste will be mulched on site roughly twice a year.

There is currently no planned renewal, LOS or Demand projects planned at greenwaste sites over the upcoming 10 year period.

This Activity Plan does not cover private greenwaste sites.

### Promotion and Advocacy (Waste Management and Minimisation)

SDC actively promotes and advocates waste minimisation initiatives through information distribution, school/community education programmes, cleaner production programmes and participating in Clean up New Zealand Week. Waste minimisation initiatives are carried out through WasteNet with targets set by individual councils in accordance with agreed LOS. In addition Council also supports the Enviroschools/Toimata Foundation programme which is administered by ES.

### Closed Refuse Sites

Council is responsible for the management of 48 closed District refuse sites in the District. These sites were closed in response to developments in legislation and environmental awareness and Council have proactively undertaken studies to determine which of these sites present significant risks to the environment.

These sites have been assessed in terms of the likely discharge and land use risks and are managed in accordance with appropriate best practice techniques. The management of closed landfills is currently under review pending ES implementing a plan change around the management of discharges from these sites. This risk assessment plan was presented to Environment Southland in July 2015. Decisions and rules around how the activity is managed are part of the Proposed Water and Land Plan which is currently being consulted on.

It is intended that these sites be managed in accordance with an established best practice risk management regime specifically developed for these closed landfills. This plan will be updated with the appropriate assessments once the methodology has been developed. (Closed refuse sites are not being used for waste disposal purposes (Wallacetown and Riversdale sites which are consented for greenwaste only disposal and Braggs Bay which is consented for cleanfill and green waste disposal). The sites are either leased to the neighbouring property for use as grazing, planted for small scale forestry production or are unused vacant land.

SDC continues to monitor and maintain, where appropriate in accordance with best practice guidelines known closed community refuse sites that this may include visual inspections, surface and ground water sample recovery and analysis and programming remedial work to caps or fencing and maintenance of any tree plantation cover.

### **Closed Landfill Vulnerability Study**

In September 2019 the Hon. Associate Minister for the Environment announced the implementation of a national project investigating vulnerable landfills, in part responding to the issues raised by the erosion of a historic landfill by the Fox River in Westland in March 2019.

The project initiated by the Regional Sector is undertaken in conjunction with the Ministry for the Environment, LGNZ and the Department of Conservation and aims to assess the risk from extreme weather events and climate change to existing and historic landfills.

While regional councils hold much of the information about natural hazards and the location of known landfills, territorial authorities also hold a significant amount of local information particularly in relation to location of historic closed sites which for Council include a number sited in old gravel pits close to river corridors.

The first phase, funded by the Ministry for the Environment, involved a scoping exercise to review and understand the natural hazard and landfill information currently held by councils. This phase will also develop a risk-screening and assessment tool for use around New Zealand.

Phases two and three of the project will see the application and piloting of the landfill risk-screening tool in Canterbury and the West Coast (costs will be shared by all regional councils, with site studies funded by Environment Canterbury, West Coast Regional Council and the Department of Conservation).

When the initial scoping work has been done, and the risk-screening and assessment piloted in Canterbury and the West Coast, the tool will be made available to all councils around New Zealand to assess the risk posed in their regions. There will be information on how to apply the tool, which is expected to be ready in the first half of 2020. Tonkin & Taylor Ltd (T+T) has been engaged to develop a nationally applicable screening tool to identify landfills that may be vulnerable to natural hazards associated with climate change.

The first step in that process is to understand the type of information (i.e. 'metadata') held by each council in relation to natural hazards and landfills within its jurisdiction. This is necessary in order to design the risk assessment tool according to the level of data available.

Council participated in the initial scoping survey and will participate in the main survey once the tool is released. At the time of writing there is no indication of when this is likely to be.

In anticipation that this may have a significant impact on Council the matter was raised with Council at a workshop in December 2019 with a proposal to undertake further investigation work complementary to the LGNZ survey and set aside an annual budget to address any issues that may arise out of either. The budget proposed was approximately \$500K per annum part way through the ten year plan period to address issues from strengthening river banks right through to excavation and removal of historical contaminated material. This also applies to areas such as Colac Bay and Fortrose which are vulnerable to coastal erosion threatening its closed landfills.

## **Regional Landfill**

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Due to demand for high environmental standards a category 'A' regional scale landfill has been established at AB Lime's Kings Bend lime quarry. This landfill is privately owned and is contracted to exclusively provide disposal services through the group of councils known as WasteNet. All waste under SDC's control goes to this landfill.

Contractual operational procedures are in place to collect the necessary information for Council to accurately report trends in waste management. Monthly figures are entered and reported on quarterly to the community. This information (ie, tonnages, number of users to transfer stations) is reviewed on a regular basis and assists Council in tracking progress on meeting the required LOS.

Both Councils contract with AB Lime and their resource consent have been set at 35 years. While their expiry is outside the life of the current 10 year AMP it does fall within the duration of the current 30 year infrastructure strategy. At this stage a key assumption of the strategy will be that a further consent will be granted to AB Lime for 35 years, and that Council will also enter into a similar long term contract. This is also now included in the risk management section of this plan.

## **Emissions Trading Scheme**

The New Zealand government has established an Emission Trading Scheme (ETS) which places a price on greenhouse gas emissions to provide a financial incentive to reduce emissions and meet its obligations under the Kyoto Protocol.

Operators of landfills whose waste stream contains some element of household (municipal) waste have obligations for the methane emitted through the breakdown of organic waste. There are no obligations on closed landfills.

Emissions of carbon dioxide equivalent emissions are calculated by multiplying an emissions factor by an activity. For landfills, the emissions factor is multiplied by the tonnage of waste disposed annually. The cost of covering emissions is dependent on the market price NZU's. This is currently capped at \$25.

Waste Disposal Facilities (municipal landfills) have been required to collect and report their methane emissions from 1 January 2012 and have been required to surrender NZU's since May 2014.

AB Lime is working with consultants to estimate their emission obligations.

The methodology to calculate the methane emissions generated for the Southland landfill is made up of two key components - the composition of solid waste disposed and the destruction efficiency of the methane gas flare - resulting in a Unique Emissions Factor (UEF) for the facility. The specific calculations are complex and the legislation requires that AB Lime apply annual for a UEF.

The standard emission factor or the default factor is that for every tonne of waste entering the facility, there is 1.1454 tonnes of carbon dioxide equivalent produced. By AB Lime applying for a UEF, they should be able to reduce this factor (and the lower the factor, the lower the cost of the ETS. Current cost of Units has been agreed with AB Lime is approximately \$50 per tonne.

In addition to applying for a UEF, the operators are also looking into improving the efficiency of the landfill eg, additional capping, wells and leachate recirculation. The ability of AB Lime to improve their efficiency into the future is dependent upon the economic benefit and resource consent requirements. It is in WasteNet's best interest that AB Lime continues to improve their efficiency as this reduces the ETS cost [which is paid by waste disposers (including WasteNet councils and private users)].

## **Delivery Strategies**

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Section 17A of the Local Government Act 2002 requires all local authorities to review the cost-effectiveness of its current arrangements for delivering good quality local infrastructure, local public services and performance of regulatory functions at least every six years.

This Section 17A Review has highlighted the benefits of a shared service for delivery of waste services in the Southland region. Intuitively, extending the shared service to include more Councils should deliver additional benefits for the participating Councils, however our assessment is that these would be minimal in this case. The existing shared service and extended shared service have scored the same against all assessment criteria except "simplicity of governance arrangements". With additional Councils to coordinate, governance of the shared service would be more complex with an extended shared service.

WasteNet benefits from the economies of scale achieved through procurement of regional waste contracts. Southland is a large region with a low population density. The procurement savings obtained by regionalising these contracts are likely to have been fully realised and the addition of further districts is likely to require district-specific resources to be added to the contract that do not result in further cost-savings for the existing WasteNet Councils.

The original hypothesis of WasteNet was that the WasteNet shared service was an effective waste service delivery mechanism for the territorial authority Councils in Southland. This hypothesis was tested through the Section 17A Review.

Morrison Low analysed the current financials, contracts and governance arrangements and compared the current shared service arrangements to alternative options by assessing them against key financial and non-financial criteria. The conclusion from this independent analysis was that the initial hypothesis is true and it recommended that the WasteNet Councils (being GDC, ICC, and SDC) continue with the WasteNet shared service and continue to benefit from the pooling of resources and economies of scale that this arrangement provides. It is however noted that the Councils have now agreed to individually explore options for provision of future recycling services.

In terms of future delivery models it is anticipated that the service will continue to be delivered through the use of local specialist contractors as opposed to moving back to an in house delivery model. It is further anticipated that WasteNet Southland will act on provide similar services as we currently receive with the exception of the provision of recycling services which for the first three years of the current plan are likely to be delivered in house.

While changes to recycling services provision has resulted in WasteNet Councils opting to move away from a centralised service delivery model it is anticipated that this is likely to be a short term arrangement with future longer term services once again being delivered through a regional contract potentially with significant amendments to current arrangements.

## Community Board Area Context

The provision of waste services is a district funded activity and as such have not been raised with individual Community Boards. The Boards however will have the opportunity to consider and submit on any significant waste services related activity through the 2021-2031 Long Term Plan.

## Asset Management Planning

This section summarises the AM practices (data, systems, processes) applied to AM planning. It assesses the current and desired level of practice in relation to the 'AM Maturity Index' and identifies an improvement programme for the next three years.

	Current Status	Future Status and Identified Improvements
<b>The AM Policy</b>	Core. Council wide AM Policy has been developed.	Intermediate. Annual reviews.
<b>Levels of Service and Performance Management</b>	Core key levels of service have been identified and are monitored and reported against. Performance framework in place and appropriate. LOS have been agreed with the community using the consultative process and communicated through the LTP processes Regular monitoring against LOS is carried out through quarterly and annual reporting LOS have customer agreed service levels underpinned with technical measures	Core maintain as current
<b>Demand Forecasting</b>	Core demand forecast includes latest population projections. Demand drivers are not well understood.	Core review current collection boundaries and routes. Determine scope for extending routes to increase collection numbers.
<b>Asset Knowledge</b>	Core asset knowledge captured through annual condition assessments of transfer stations and recycling centres. Information is not recorded in Hansen or equivalent database.	Intermediate. Investigate electronic asset register for solid waste assets.
<b>Condition Assessment</b>	As above	As Above
<b>Risk Management</b>	Core activity level key risks identified by operational staff and contractors	Core improved filtering of data to ensure appropriate level of detail.

## Asset Management Systems

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It is currently noted that the Waste services activity does not own any assets of significant value that have until now warranted consideration of implementation of a specific Asset Management System. To date there has been a reliance to document conditions and locations of assets on basic spreadsheets for example the Wheelie Bin register which is found within the RM8 Records Management corporate wide document management system.

Prior to the lead-up to the update of the previous Activity Management Plan (2018-2028) Council updated its 3 Waters Asset Management Database from Infor Hansen to Infor IPS which introduces more functionality for Council services. Included within this is the Waste services module which staff will evaluate to determine if it is appropriate to introduce this. If it is considered to be appropriate then the timing of introduction is also worthy of consideration noting that new arrangements for collections and operation of transfer stations are likely to change from 2027 when current contracts expire. This may be the more appropriate time to introduce the system noting that significant changes to the solid waste collections and recycling processing markets may drive this sooner.

## Asset Management Hierarchy

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As noted in the previous section the timing of the introduction of any new systems will be dependant on a number of factors over the period of this Activity Management Plan including introduction of new contractual arrangements and continued and ongoing changes to recycling markets and of collections operations in response to these changes.

## Asset Management Improvement

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This section summarises the AM practices (data, systems, processes) applied to AM planning. It assesses the current and desired level of practice in relation to the 'AM Maturity Index' and identifies an improvement programme for the next three years.

Improvement Task	Priority <sup>1</sup>	Resources	Timeframe	Update at Jan 21
<b>Review current collection boundaries and routes. Determine scope for extending routes to increase collection numbers.</b>	Medium	SDC, Contractor, WasteNet Representative	Complete	Current routes have been reviewed with contractor and considered appropriate. Next opportunity to add further routes will be as new contractual and service delivery arrangements are developed. It is noted that there may also be the potential for service reduction in some areas (rural) depending on the structure of new service delivery arrangements.

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<sup>1</sup> High – Must be complete this year. Medium – Complete in three years. Low – Review need in three years.

<b>Improvement Task</b>	<b>Priority1</b>	<b>Resources</b>	<b>Timeframe</b>	<b>Update at Jan 21</b>
<b>Review and understand impact of Emissions Trading Scheme and proposed Waste Minimisation Levy increases on landfill charges.</b>	High	SDC, WasteNet Representative	Ongoing	ETS fee is now now invoiced by AB Lime on a monthly basis
<b>Investigate electronic asset register for solid waste assets</b>	Medium	SDC,	December 2022	Data is currently stored on spreadsheets. IPS now contains a Solid Waste module though this would need to be investigated to understand what benefits it is able to deliver and how it links with other corporate systems ie Pathways –where RFS data is currently collected
<b>Monitor effectiveness of 3 Strike rule to manage contamination of recycling</b>	High	WasteNet	Ongoing	Ongoing though there has been several disruptions due to resourcing issues and Covid-19.
<b>Condition and renewal assessment prior to next AMP development.</b>	Medium	SDC, Contractor	Ongoing	Annual inspection of assets has resulted in update of condition and remaining lives still considered adequate.
<b>Development of risk assessment methodology for assessing the risk of discharges from closed landfills.</b>	High	SDC, Consultant	Complete.	Work completed on assessment. Further discussion required with Environment Southland to understand consenting requirements.
<b>Understand risks around impact of climate change on vulnerable sites</b>	High	SDC, MfE, consultant	Starting – by June 2022	Initial information has been provided to MfE. Now awaiting development of MfE survey tool to further inform risk and response.

## Financial Summary

The following section contains financial information for the activity which has been generated from the Council's Fulcrum budget platform. All of the financial shown includes inflation (unless otherwise stated). The costs associated with the Waste services activity are included in the Waste services activity statement in the Council's LTP.

Key issues impacting on operational expenditure over the period of the plan are listed as follows

- Inclusion of \$500K for management of closed landfill sites identified as vulnerable to erosion and washout
- New collection contract will result in likely increase in contract price
- Changes to services provided including provision of separate glass collection
- Stepped increase in Waste Minimisation funding from \$10 per tonne to \$60 per tonne
- Increased consultancy costs to manage resource consenting activities across closed landfills

Key issues impacting on capital expenditure over the period of the plan are listed as follows

- Potential requirement to purchase additional bins for separate glass collection should a third collection stream be required as part of the move towards standardisation of recycling services.
- Purchase of new bins for future rubbish and recycling collection
- Improvements to greenwaste reception areas in Winton and Te Anau
- Installation of a weighbridge at Te Anau transfer station
- Replacement collection vehicle for Stewart Island.

## 10 Year Financial Forecast

The following graphs/table summarise the financial forecasts for the activity over the ten years.

### Financial Summary



Figure 0-1: Waste services total expenditure

### Waste Services 30 Year Forecast in 5 year blocks (Inflated)

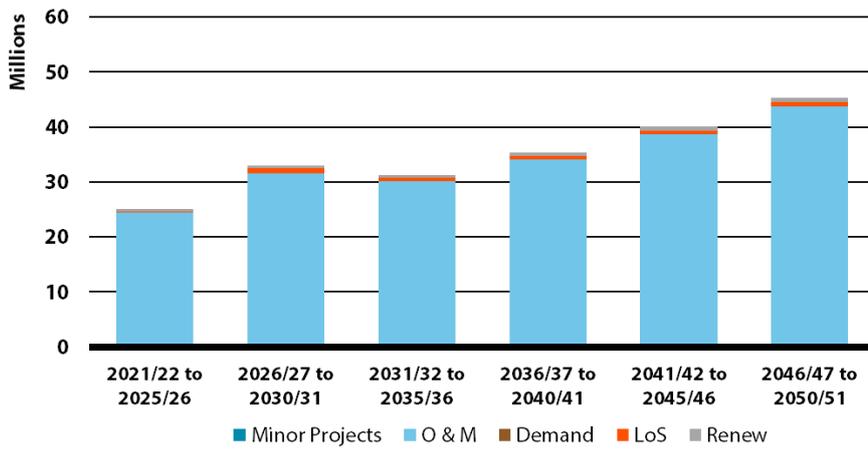


Figure 0-22: 30 Year Expenditure Forecasts (from Infrastructure Strategy)

### Total Income

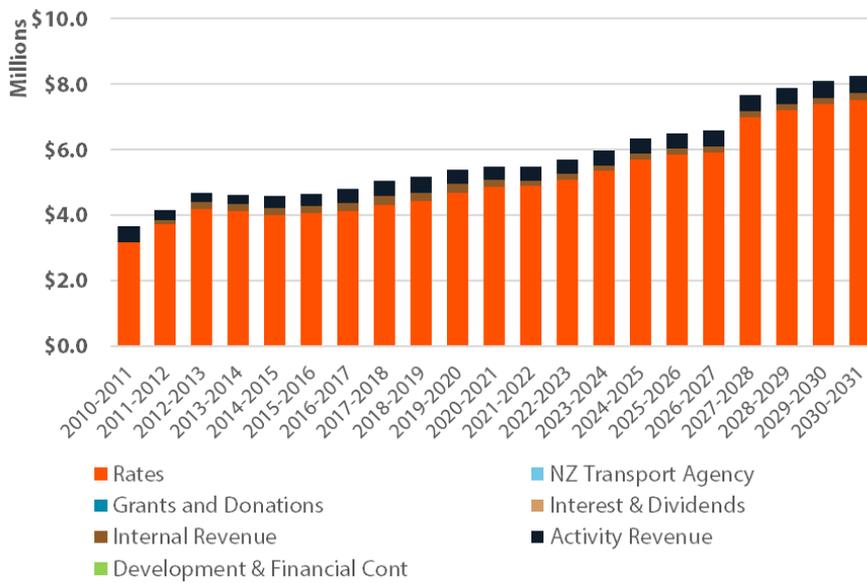


Figure 0-33: Waste services total income

## Financial Forecast Summary

Future costs are forecast to increase as shown in the table through inflation and timing of increases to Levy funding, new collection contracts and changes to collection arrangements with a separate glass collection as a minimum.

Waste Services	2017/2018 Actual (\$000)	2018/2019 Actual (\$000)	2019/2020 Actual (\$000)	2020/2021 Annual Plan (\$000)	2021/2022 LTP (\$000)	2022/2023 LTP (\$000)	2023/2024 LTP (\$000)	2024/2025 LTP (\$000)	2025/2026 LTP (\$000)	2026/2027 LTP (\$000)	2027/2028 LTP (\$000)	2028/2029 LTP (\$000)	2029/2030 LTP (\$000)	2030/2031 LTP (\$000)
<b>Sources of operating funding</b>														
General rates, uniform annual general charges, rates penalties	-	-	-	1,772	1,753	1,736	1,841	1,870	1,918	1,958	2,099	2,127	2,177	2,196
Targeted rates	4,316	4,432	4,690	3,035	3,077	3,287	3,444	3,772	3,859	3,889	4,817	4,993	5,131	5,255
Subsidies and grants for operating purposes	120	120	79	88	88	88	88	88	88	88	88	88	88	88
Fees and charges	283	305	320	303	312	321	329	337	346	355	364	374	384	394
Internal charges and overheads applied	254	252	259	270	221	227	233	239	245	251	258	265	272	279
Local authorities fuel tax, fines, infringement fees, and other receipts	68	46	40	13	38	39	40	41	42	43	44	45	47	48
<b>Total operating funding</b>	<b>5,040</b>	<b>5,155</b>	<b>5,387</b>	<b>5,481</b>	<b>5,488</b>	<b>5,698</b>	<b>5,975</b>	<b>6,347</b>	<b>6,497</b>	<b>6,584</b>	<b>7,669</b>	<b>7,891</b>	<b>8,098</b>	<b>8,259</b>
<b>Applications of operating funding</b>														
Payments to staff and suppliers	3,389	3,676	3,932	3,845	3,982	4,162	4,890	4,624	4,744	4,888	5,891	6,044	6,207	6,368
Finance costs	-	-	-	-	65	59	58	63	58	52	57	52	46	40
Internal charges and overheads applied	1,172	1,175	1,233	1,297	1,064	1,095	1,129	1,152	1,181	1,214	1,228	1,266	1,307	1,317
Other operating funding applications	1	1	1	-	-	-	-	-	-	-	-	-	-	-
<b>Total applications of operating funding</b>	<b>4,562</b>	<b>4,851</b>	<b>5,166</b>	<b>5,142</b>	<b>5,110</b>	<b>5,316</b>	<b>6,076</b>	<b>5,839</b>	<b>5,983</b>	<b>6,155</b>	<b>7,177</b>	<b>7,362</b>	<b>7,560</b>	<b>7,725</b>
<b>Surplus (deficit) of operating funding</b>	<b>478</b>	<b>304</b>	<b>222</b>	<b>339</b>	<b>378</b>	<b>382</b>	<b>(102)</b>	<b>508</b>	<b>514</b>	<b>430</b>	<b>492</b>	<b>529</b>	<b>539</b>	<b>534</b>
<b>Sources of capital funding</b>														
Subsidies and grants for capital purposes	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Development and financial contributions	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Increase (decrease) in debt	(343)	(351)	174	138	-	-	-	-	-	-	-	-	-	-
Gross proceeds from sale of assets	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Lump sum contributions	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Other dedicated capital funding	-	-	-	-	-	-	-	-	-	-	-	-	-	-
<b>Total sources of capital funding</b>	<b>(343)</b>	<b>(351)</b>	<b>(174)</b>	<b>(138)</b>	<b>-</b>									
<b>Applications of capital funding</b>														
Capital expenditure														
- to meet additional demand	-	-	-	-	-	-	-	-	-	-	-	-	-	-
- to improve the level of service	50	50	52	-	-	165	-	-	-	881	-	-	-	-
- to replace existing assets	-	16	-	144	210	102	53	117	55	181	175	60	62	63
Increase (decrease) in reserves	86	(112)	(4)	58	244	330	373	444	459	(109)	380	469	477	471
Increase (decrease) in investments	-	-	-	0	(76)	(216)	(527)	(53)	-	(523)	(63)	-	-	-
<b>Total applications of capital funding</b>	<b>135</b>	<b>47</b>	<b>48</b>	<b>202</b>	<b>378</b>	<b>382</b>	<b>102</b>	<b>508</b>	<b>514</b>	<b>430</b>	<b>492</b>	<b>529</b>	<b>539</b>	<b>534</b>
<b>Surplus (deficit) of capital funding</b>	<b>(478)</b>	<b>(304)</b>	<b>(222)</b>	<b>(339)</b>	<b>(378)</b>	<b>(382)</b>	<b>102</b>	<b>(508)</b>	<b>(514)</b>	<b>(430)</b>	<b>(492)</b>	<b>(529)</b>	<b>(539)</b>	<b>(534)</b>
<b>Funding balance</b>	<b>(0)</b>	<b>0</b>	<b>0</b>	<b>-</b>	<b>0</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>0</b>	<b>0</b>	<b>-</b>	<b>-</b>	<b>0</b>

## Summary of Key Financial Assumptions

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The forecasts have been developed on the assumption that the current services provided will remain unchanged certainly through the remaining life of current contracts. It is also assumed at this stage that the current contract will roll over to its second eight year term. Future changes to operating costs will be influenced by changes to inflation.

Key factors that may influence future operating costs that have currently not been budgeted for include:

- Requirement for future separate glass/green waste/organics collection service. This has been considered as part of previous LTP planning but was previously rejected due to the significant increases in the cost of providing this service. This will be the subject of a review of the Waste Management and Minimisation Plan as well as the development for MfE around Guidelines for Standardisation of Kerbside Collection Services. At this stage it is assumed that the status quo will remain in place across the district until at least 2027.
- Demand for expansion of kerbside collection service to areas currently not covered. This may unlikely to change before the introduction of new contractual arrangements in 2027
- Significant increase in transportation costs. Transportation costs are recalculated on a quarterly basis as part of the escalations process for re-base lining contract costs. Increases in transport costs are largely dependent on oil and diesel prices which are outside council control. Currently budgeted operational costs allow for an increase based largely on historical trends.
- The impact of approaches to management of discharges from closed landfills and vulnerable closed sites could have a significant impact on costs depending on future operating costs which have not been fully budgeted for. A risk assessment matrix has been developed but will require further consideration to fully understand future liabilities.
- Longer term (outside of the ten year window but within the thirty year term of the infrastructure strategy) costs and LOS could be influenced the requirements on the landfill site to gain a new resource consent.
- Medium term (within the ten year window and around the time)
- There has been a significant increase in the Emissions Trading Scheme costs since the previous plan was developed. The current ETS rate for per tonne of is now around \$35 per tonne but is not guaranteed for any period of time as per previous arrangements. This is compared to \$21 per tonne for the previous plan and \$3 per tonne for the one before that.
- It is proposed that there will be a significant increase in the Waste Levy charge since the previous plan was developed. The current rate of \$10 per tonne will be increased incrementally to up to \$50-\$60 per tonne by 2023/2024 following MfE decision to implement this increase Budgets have been adjusted to cover this incremental increase.

## Valuation Approach

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Council does not currently value any assets utilised for the Waste services activity, largely because of the limited number of assets required for the service to operate. At this stage this is not considered necessary as part of future activity plans for the waste services activity.

## Funding Principles

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Section 102(4) (a) of the Local Government Act 2002 requires each Council to adopt a Revenue and Financing Policy. This Policy must state the Council's policies in respect of the funding of both capital and operational expenditure.

Further information can be found in Council’s Revenue and Financing Policy. A summary of how operational and capital expenditure will be funded is detailed below.

The rubbish and recycling kerbside collection services are funded from targeted rates (UTR) levied on those who must receive or elect to receive the kerbside collection services.

Other operating expenditure under this activity are funded:

- 40-75% funded through the Waste Management rate levied District-wide based on a targeted uniform annual charge per rateable unit and a capital value rate; and
- 25-60% user charges via transfer station charges, these charges are standardised across the District.

Proposed transfer station charges are shown in the fees and charges table in the following section.

Capital expenditure (such as land acquisition) is funded from reserves or loans, as appropriate.

### Waste Minimisation Levy

Under the Waste Minimisation Act 2008, a \$10 per tonne (excluding GST) levy on all waste sent to landfill has been imposed from 1 July 2009. The purpose of the levy is to create funding opportunities for waste minimisation initiatives and provide an economic incentive to polluters to change their behaviour.

Following direction from MfE the levy payment will be incrementally increased to \$50-\$60 per tonne by 2024. This has been reflected in current budgets. It is estimated that this increase will cost between \$300K - \$400K per year based on current tonnages of approximately 6000 per annum.

The levy will be charged at facilities where waste (including household waste) is disposed of and which operate, at least in part, as businesses which dispose of waste.

Territorial authorities currently receive 50% of the total levy money collected and these payments are paid out on a population basis. Payments are made quarterly and must be spent on promoting or achieving waste minimisation and in accordance with waste management and minimisation plans.

A waste minimisation fund has been set up with the remaining levy money, minus administration costs, to fund waste minimisation projects. Projects will be assessed according to a set of criteria established in consultation with the Waste Advisory Board. The Minister for the Environment has final approval on project funding.

Based on current figures Council budgets to receive an annual income of \$80K - 120K from the Waste Minimisation Levy.

Previously the income was used to pay off the loan taken out to purchase the recycling bins. This has now been paid off and the funding is currently being used to off-set some of the costs of the recycling service which meets MfE guidelines.

## Fees and Charges

Council is responsible for the setting and approving of annual Fees and Charges. The tables below show a summary of Council’s fees and charges for the ten years of the AMP. Additional information can be found in the Council’s Schedule of Fees and Charges.

Type	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	31/31	31/32
Cars	\$18.00	\$18.00	\$20.00	\$20.00	\$20.00	\$22.00	\$22.00	\$22.00	\$24.00	\$24.00	\$24.00
Ute Type Loads and Small Trailers	\$34.00	\$34.00	\$36.00	\$36.00	\$36.00	\$38.00	\$38.00	\$38.00	\$40.00	\$40.00	\$40.00
Tandem Trailers and High Side Trailers	\$66.00	\$66.00	\$68.00	\$68.00	\$68.00	\$70.00	\$70.00	\$70.00	\$70.00	\$70.00	\$70.00
Trucks	\$74.00	\$74.00	\$76.00	\$76.00	\$76.00	\$78.00	\$78.00	\$78.00	\$80.00	\$80.00	\$80.00

-Per 1,000 kg gross weight -or per tonne confirmed by weight docket	\$146.00	\$146.00	\$146.00	\$146.00	\$146.00	\$148.00	\$148.00	\$148.00	\$150.00	\$150.00	\$150.00
Unstripped car body surcharge	\$122.00	\$122.00	\$124.00	\$124.00	\$124.00	\$126.00	\$126.00	\$126.00	\$128.00	\$128.00	\$128.00
Stripped car body	\$42.00	\$42.00	\$44.00	\$44.00	\$44.00	\$46.00	\$46.00	\$46.00	\$48.00	\$48.00	\$48.00
Car tyres (each)	\$8.00	\$8.00	\$10.00	\$10.00	\$10.00	\$12.00	\$12.00	\$12.00	\$12.00	\$12.00	\$12.00
4WD/Truck Tyres (each)	\$14.00	\$14.00	\$16.00	\$16.00	\$16.00	\$18.00	\$18.00	\$18.00	\$20.00	\$20.00	\$20.00
Recycling and Reuse <sup>2</sup>											
Cars	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Ute Type Loads and Small Trailers	\$16.00	\$16.00	\$18.00	\$18.00	\$18.00	\$20.00	\$20.00	\$20.00	\$22.00	\$22.00	\$22.00
Tandem Trailers and High Side Trailers	\$32.00	\$32.00	\$34.00	\$34.00	\$34.00	\$36.00	\$36.00	\$36.00	\$38.00	\$38.00	\$38.00

<sup>2</sup> Recycling and reuse includes:

- Greenwaste - separated clean greenwaste. Excludes soils, flaxes, branches over 150 mm diameter and tree stumps.
- Scrap Metal - separated clean scrap metal.
- Reuse/recyclables - domestic household recyclables, including cardboard, glass, plastics (types 1 and 2), aluminium and tin cans. Reuse items which are deemed reusable by the attendant. All recyclables and reuse items have to be clean from contamination.