

Full Council

4 September 2025

Report for Agenda Item | Rīpoata moto e Rāraki take [6]

Department: Property & Infrastructure

Title | Taitara: Queenstown Lakes Waste Management and Minimisation Plan 2025 for Adoption

Purpose of the Report | Te Take mō te Pūroko

The purpose of this report is to present to Council the Waste Management and Minimisation Plan 2025 for adoption.

Executive Summary | Whakarāpopototaka Matua

At the 29 May 2025 Council meeting, Queenstown Lakes District Council (QLDC) endorsed a Statement of Proposal, including the draft Waste Management and Minimisation Plan (WMMP), for public consultation. Submissions were accepted from 29 May to 30 June 2025. On 24 July 2025, the Hearing Panel considered written and oral submissions, supported by a report analysing the feedback received. Based on these, the Panel recommended a small number of amendments to the draft WMMP. These amendments have been incorporated into the final WMMP, which is now presented to Council for consideration and adoption.

Recommendation | Kā Tūtohuka

That the Council:

1. **Note** the contents of this report; and
2. **Adopt the** Queenstown Lakes Waste Management and Minimisation Plan 2025.

Prepared by:



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Title: Strategy Planning Manger - Waste Minimisation and Management

5 August 2025

Reviewed and Authorised by:



Name: Tony Avery
Title: General Manager - Property & Infrastructure

11 August 2025

Context | Horopaki

The WMMP Review Process

1. The Waste Minimisation Act 2008 (WMA) requires that all territorial authorities (TAs) adopt a Waste Management and Minimisation Plan (WMMP). The WMA also requires TAs to review their existing WMMP no later than six years after the last review.
2. The review of the Queenstown Lakes WMMP 2018 was included in the 2023 Otago Region Waste Assessment (Waste Assessment), which provided information and analysis to support the development of a new WMMP. In October 2023, Council received the Waste Assessment, which recommended replacing the WMMP 2018 and agreed to begin the process.
3. A draft WMMP was developed reflecting outcomes from community engagement, feedback from elected members, input from Council officers and alignment with Council's wider strategic framework.
4. In May 2025, the Council approved the draft WMMP and Statement of Proposal for the Special Consultative Procedure (SCP) with the wider public. The consultation was conducted between 29 May and 30 June 2025.
5. The release of the consultation documents was undertaken through Council's 'Let's Talk' page and supported through local media channels, social media, and community events.
6. Key milestones to the development of the WMMP are summarised below:

Date	Milestone
October 2023	Council receives the Waste Assessment and the review of the WMMP 2018. In considering the outcomes of the Waste Assessment and the review of the WMMP 2018, Council recommends that the WMMP 2018 be revoked and replaced. Council appoints three elected members to participate in a waste working group to support the development of a new WMMP.
September 2024	Staff undertake early engagement with key stakeholders.
October 2024 - April 2025	The draft WMMP is developed including feedback from waste working group and Council officers.
May 2025	Council adopts the draft WMMP in accordance with the SCP and appoints Councillors Bartlett, Guy, and Tucker (Councillor Whitehead as substitute) to hear submissions.
29 May - 30 June 2024	Formal consultation period is undertaken.
24 July 2025	Hearing, deliberations, and consideration of options by the Panel of elected members Councillor Tucker (as Chair), Councillor Bartlett and Councillor Whitehead.
31 July - 5 August 2025	Retrieved submission circulated with Hearing Panel (Attachment A).

Date	Milestone
	Proposed amendments to WMMP circulated and affirmed with Hearing Panel.
4 September 2025	Council to consider the WMMP for adoption.

Submissions to the Draft WMMP

7. A total of 68 submissions were received. Due to a technical issue with Council's 'Let's Talk' page on 29-30 June 2025, two submissions were received after the close of the consultation period but prior to the hearing, and one submission was recovered after the hearing. All these submissions have been presented to the Hearing Panel and have been considered in the context of the proposed amendments to the WMMP.
8. Sixty-one submitters responded by completing a proforma response form comprising administrative and targeted questions and including free text fields for additional feedback.
9. Seven submitters provided long-form written submissions as attachments. In general, the long-form submissions responded to all the targeted questions and expanded on specific issues.
10. The submission pack, detailed analysis of the submissions and recommendations were presented to the Hearing Panel on 24 July (Attachment B - Hearing Meeting Report 24 July). A total of six submissions were presented at the hearing by submitters.
11. At the hearing, the Panel agreed the following:
 - a. Note the contents of this report;
 - b. Receive all submissions to the draft Waste Management and Minimisation Plan 2025 and hear the submitters who wish to be heard;
 - c. Agree to receive the late submissions; and
 - d. Recommend to Council a final form of the Waste Management and Minimisation Plan 2025 to be adopted, with changes following consideration of public feedback from the submissions and subject to informal final approval from the Panel.
12. The majority of submitters expressed strong support for the overall direction of the draft WMMP, the guiding principles and its vision. Submitters welcomed the inclusion of kerbside organics, increased action on construction waste and investment in infrastructure. Key themes also included a desire for clearer implementation detail, stronger education and enforcement mechanisms and increased visitor and industry responsibility.
13. The feedback received (particularly in the long-form submissions) suggested that Council would benefit from formalising key partnerships with aligned organisations such as Wastebusters, WAO and Sustainable Queenstown.

14. The feedback suggested strengthening alignment and implementation of the WMMP with the Queenstown Lakes Destination Management Plan (DMP) and tourism sector bodies Lake Wānaka Tourism and Destination Queenstown.
15. Multiple submissions expressed support for Wastebusters' land expansion at Ballantyne Road, Wānaka, increased funding and recognition for Wastebusters as well as the replication of a similar Wastebusters facility in Queenstown. Work is underway to consider the opportunity to expand land access for Wastebusters with a report scheduled for the 9 October Council meeting.

Proposed Amendments

16. Following consideration of submissions, the Hearing Panel recommended various amendments to the draft WMMP. The proposed changes were detailed, circulated and affirmed by the Hearing Panel and have been incorporated into the final document (Attachment B - Waste Management and Minimisation Plan 2025). The amendments are summarised in the following paragraphs.
17. Strengthened strategic language and objectives:
 - Updated several section headings and objective titles to more clearly reflect key focus areas (e.g., "Preventing and Reducing Construction Waste," "Preventing and Reducing Organic Waste", "Regulation, Policy and Advocacy for Community Solutions");
 - Refined guiding principle to include clearer reference to supporting Te Ao Māori and acting as a good Treaty partner; and
 - Strengthened language within the waste hierarchy to emphasise redesign and system change ("Rethink").
18. Enhanced action plans and partnership frameworks:
 - Updated actions and Council commitments particularly in the areas of construction and organic waste reduction, reuse systems, and visitor sector waste reduction strategies;
 - Expanded partnership categories to include "Social Enterprise" across relevant objectives, with descriptions of their role; and
 - Clarified and refined roles for other stakeholder groups (non-profits, waste operators).
19. Improved clarity and readability:
 - Minor rewording to the introductory and narrative sections for greater clarity and alignment with the consultation process outcomes;
 - Updated references and removed links no longer relevant following consultation;
 - Minor factual corrections e.g., landfill tonnage figure.

20. New or expanded areas of focus:

- Inclusion of a new action under Regulation, Policy, and Advocacy to support visitor waste reduction strategies in collaboration with tourism bodies; and
- Broadened description of reuse and recycling infrastructure to include washing facilities, refilleries, reusable serveware and container return schemes.

21. These amendments strengthen the alignment with community feedback, clarify Council's intentions and improve the accessibility of the WMMP while retaining the document's strategic intent.

Analysis and Advice | Tatāritaka me kā Tohutohu

22. This report identifies and assesses the following reasonably practicable options for assessing the matter as required by section 77 of the Local Government Act 2002.

23. Option 1: Council adopts the Waste Management and Minimisation Plan (2025) as put out for public consultation.

Advantages:

- Council will fulfil its obligations under the WMA and the Local Government Act 2002 (LGA) to adopt a WMMP;
- The WMMP will not reflect the feedback received during the consultation period but will still provide a well-considered plan for managing and minimising waste in the district; and
- The WMMP will provide a roadmap for future priorities including infrastructure, education, and service delivery planning.

Disadvantages:

- The WMMP will not benefit from feedback received from the community during the consultation and deliberated on during the hearings process.

24. Option 2: Council adopts the Waste Management and Minimisation Plan (2025) as amended following submissions and hearings.

Advantages:

- Council will fulfil its obligations under the WMA and the LGA to adopt a WMMP;
- The WMMP will reflect most of the feedback received during the consultation period and provide a well-considered plan for managing and minimising waste in the district; and

- The WMMP will provide a roadmap for future priorities including infrastructure, education, and service delivery planning.

Disadvantages:

- There are no perceived disadvantages to adopting the WMMP.

25. **Option 3:** Council does not adopt the WMMP 2025

Advantages:

- No advantages have been identified.

Disadvantages:

- Council will not fulfil its obligations under WMA;
- Council will not be eligible to receive Waste Levy funding from the Ministry for the Environment, which is aligned with the requirement of having an adopted WMMP;
- Council will not have an updated roadmap for future priorities including infrastructure, education and service delivery planning.

26. This report recommends **Option 2** for addressing the matter because it will meet all statutory requirements of the WMA, is based on current information in QLDC's Waste Assessment and is an improved plan as a result of the hearing and deliberations.

Consultation Process | Hātepe Matapaki

Significance and Engagement | Te Whakamahi i kā Whakaaro Hiraka

27. This matter is of medium significance, as determined by reference to the Council's Significance and Engagement Policy 2024 because when adopting, amending, or revoking a WMMP, a Council must use the Special Consultative Procedure (SCP) as set out in section 83 of the LGA. This means councils must:

- Prepare a Statement of Proposal (SOP) that outlines the draft WMMP and the reasons for the proposal;
- Make the SOP publicly available;
- Allow at least one month for people to make submissions;
- Provide an opportunity for submitters who wish to be heard; and

- Consider all submissions before adopting or amending the WMMP.

28. The persons who are affected by or interested in this matter are all residents and ratepayers of the Queenstown Lakes district community and visitors to our district. In particular the following key stakeholder groups may be affected:

- The construction and demolition sector (including designers, builders, developers, clients, and waste management companies that handle construction and demolition waste);
- Businesses and industry that generate significant quantities of waste and priority material types (such as food scraps, recyclables, and agricultural wastes);
- The waste sector that collects, transfers, and handles waste for the district (other than through Council's services); and
- Non-profits, community, and sector groups that support waste minimisation and management through provision of research, lobbying, services, facilities, and education.

29. The Council undertook early engagement in 2024 with the above stakeholder groups through a series of in-person workshops supported by an open public webinar and web-based tools. The draft WMMP was developed in response to feedback received from stakeholders.

30. Council considered the views and preferences of persons likely to be affected by, or to have an interest in, the matter, as required by the LGA (s.78(1)). The Council undertook formal consultation via the Special Consultative Procedure in June 2025 which enabled feedback from the community and key stakeholders.

31. The statement of proposal and draft WMMP were publicly notified by advertisement on QLDC's website, in local newspapers, including Wānaka Sun, Mountain Scene, Lake Wānaka Bulletin, Otago Daily Times (digital) and Stuff (digital), on Council's Facebook page, Councils Climate Newsletter and local radio ads.

32. The draft WMMP, the Statement of Proposal and other supporting documents were made available on Council's website via Let's Talk/Korero Mai and at the Council offices at 10 Gorge Road, Queenstown and 47 Ardmore Street, Wānaka.

33. Posters and free-standing signs with links to key information and the Statement of Proposal were placed between various locations during the consultation including at: Council Refuse Transfer Stations facilities, the Material Recovery Facility, Frankton and Wānaka libraries and Recreation Centres, New World Supermarket Wānaka, Mitre Ten Wānaka and Wastebusters.

34. In person and online engagement was provided at a 'Meet the Councillors' event in Arrowtown, Remarkables Market, Sustainable Queenstown's June Green Drinks, Better Build Working Group meeting, Repair Revolution event, Low Waste Living event, Better Events Collective meeting, Southern Lakes Kai Collective.

35. Submissions were received in writing, and verbal submissions were heard by the Hearing Panel on 24 July 2025. These submissions were considered in detail and appropriate amendments made to the draft WMMP 2025.

Māori Consultation | Iwi Rūnaka

36. The Council has not undertaken targeted consultation with iwi on the draft WMMP. The opportunity to participate in the Special Consultative Procedure has been highlighted to Council's Māori Strategy and Partnerships Manager.

Risk and Mitigations | Kā Raru Tūpono me kā Whakamaurutaka

37. This matter relates to the Regulatory/Legal/Compliance risk category. It is associated with RISK10006 Ineffective planning for property and infrastructure within the QLDC Risk Register. This risk has been assessed as having a high residual risk rating.

38. The approval of the recommended option will allow Council to implement additional controls for this risk. This will be achieved by providing the Council with additional strategic planning guidance for infrastructure, services, and policy planning for waste activity.

Financial Implications | Kā Riteka ā-Pūtea

39. The actions described and ascribed to QLDC in the draft WMMP largely reflect commitments included in the Long Term Plan 2024/34.

40. Any additional financial commitments identified through further detailed planning will be sought through the appropriate annual and/or Long Term Plan process.

Council Effects and Views | Kā Whakaaweawe me kā Tirohaka a te Kaunihera

41. The following Council policies, strategies and bylaws were considered:

- Alignment with the principles of "Vision Beyond 2025" including the Wellbeing Outcomes Framework
- Climate and Biodiversity Plan
- Long Term Plan 2024/34
- 30 Year Infrastructure Strategy
- Destination Management Plan – Regenerative Tourism
- Waste Management and Minimisation Asset Management Plan (2021)

42. The recommended option is consistent with the principles set out in these Council documents.

43. This matter is largely included in the Long Term Plan (LTP), in that several key investments have been confirmed and budgeted through LTP process including the redevelopment of waste facilities, a new household kerbside organic waste collection service (which will enable a reduction in residual waste collection frequency), and replacement of the Materials Recovery Facility.

Legal Considerations and Statutory Responsibilities | Ka Ture Whaiwhakaaro me kā Takohaka Waeture

44. The WMMP is a requirement under the Waste Minimisation Act 2008, and certain components of the document itself and the process are also set in regulation. For example, the portion of the MfE Landfill Levy that is returned to Council must be spent in accordance with the Waste Management and Minimisation Plan. The Waste Minimisation Act 2008 also prescribes that the Special Consultative Procedure must be undertaken when considering the review, revocation of any preceding WMMP.

Local Government Act 2002 Purpose Provisions | Te Whakatureture 2002 o te Kāwanataka ā-Kiaka

45. Section 10 of the Local Government Act 2002 states the purpose of local government is (a) to enable democratic local decision-making and action by, and on behalf of, communities; and (b) to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future. This report responds to a statutory requirement of the Waste Minimisation Act 2008 and also to the community's expressed wish to reduce waste in our district. As such, the recommendation in this report is appropriate and within the ambit of Section 10 of the Act.

46. The recommended option:

- Can be implemented through current funding under the Long Term Plan and Annual Plan;
- Is consistent with the Council's plans and policies; and
- Would not significantly alter the intended level of service provision for any significant activity undertaken by or on behalf of the Council or transfer the ownership or control of a strategic asset to or from the Council.

Attachments | Kā Tāpirihaka

A	Retrieved Submission
B	Hearing Meeting Report from 24 July 2025
C	Minutes of Hearing of Submissions held on 24 July 2025
D	Final Waste Management and Minimisation Plan 2025