



Order Paper for a meeting

HEARING OF SUBMISSIONS:

(Draft) Waste Management and Minimisation Plan 2025

to be held on

Thursday 24 July 2025

commencing at 1.00pm

in the

Council Chambers, 10 Gorge Road,

Queenstown

9.12 Items of business not on the agenda which cannot be delayed | Ngā take kāore i runga i te rārangi take e kore e taea te whakaroa

A meeting may deal with an item of business that is not on the agenda where the meeting resolves to deal with the item and the Chairperson provides the following information during the public part of the meeting:

- (a) the reason the item is not on the agenda; and*
- (b) the reason why the discussion of the item cannot be delayed until a subsequent meeting.*

s. 46A (7), LGOIMA

Items not on the agenda may be brought before the meeting through a report from either the chief executive or the Chairperson.

Please note that nothing in this standing order removes the requirement to meet the provisions of Part 6, LGA 2002 with regard to consultation and decision-making.

9.13 Discussion of minor matters not on the agenda | Te kōreorero i ngā take iti kāore i runga i te rārangi take

A meeting may discuss an item that is not on the agenda only if it is a minor matter relating to the general business of the meeting and the Chairperson explains at the beginning of the public part of the meeting that the item will be discussed. However, the meeting may not make a resolution, decision or recommendation about the item, except to refer it to a subsequent meeting for further discussion.

REFERENCE:

Queenstown Lakes District Council Standing Orders adopted on 17 November 2022 and revised on 15 February 2024.

QUEENSTOWN LAKES DISTRICT COUNCIL

HEARING OF SUBMISSIONS ON
(DRAFT) WASTE MANAGEMENT AND MINIMISATION PLAN 2025

PANEL MEMBERS

Councillor C Tucker (Chair)

Councillor G Bartlett

Councillor L Guy (apology)

Councillor E Whitehead

**HEARING OF SUBMISSIONS:
(Draft) Waste Management and Minimisation Plan 2025**



Agenda for a hearing of submissions on the (draft) Waste Management and Minimisation Plan 2025 to be held in the Council Chambers, 10 Gorge Road, Queenstown on Thursday 24 July 2025 beginning at 1.00pm

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Hearing Panel

24 July 2025

Report for Agenda Item | Rīpoata moto e Rāraki take [1]

Department: Property & Infrastructure

Title | Taitara: Submissions to the draft Waste Management and Minimisation Plan 2025

Purpose of the Report | Te Take mō te Pūroko

The purpose of this report is to present the written submissions received by the Queenstown Lakes District Council (QLDC) on the draft Waste Management and Minimisation Plan 2025 (WMMP) to provide submitters the opportunity to be heard, and to outline options related to the draft WMMP 2025 to the Hearing Panel.

Executive Summary | Whakarāpopototaka Matua

On 29 May 2025, Council endorsed a Statement of Proposal (SOP) (Attachment A), which included the draft WMMP (Attachment B) for public consultation. Submissions were received between 29 May 2025 and 30 June 2025. The Hearing Panel (the Panel) is asked to receive written and oral submissions and recommend to Council a final form of the draft WMMP. This report provides an analysis of the submissions received. The submission pack (Attachment C) contains all feedback received through the submission process. This hearing also provides members of the public the opportunity to speak to their submission.

Council received a total of 67 submissions on the draft WMMP. Seven submitters asked to be heard on this matter and will speak at this meeting and a schedule of speakers is included (Attachment D). Council officers request the Panel consider all submissions and identify a final form of the WMMP. Once any identified changes have been made, officers propose to present the final WMMP to Council for consideration and adoption at the scheduled 4 September 2025 Council meeting.

Recommendation | Kā Tūtohu

That the Hearing Panel:

1. **Note** the contents of this report;
2. **Receive** all submissions to the draft Waste Management and Minimisation Plan 2025 and hear the submitters who wish to be heard;
3. **Receive** the late submissions; and

4. **Recommend** to Council a final form of the Waste Management and Minimisation Plan 2025 to be adopted, following consideration of public feedback from the submissions.

Prepared by:



Name: Sophie Mander
Title: Strategy Planning Manager - Waste Minimisation and Management

11 July 2025

Reviewed and Authorised by:



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

14 July 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' current WMMP 2018 is included in the 2023 Otago Region Waste Assessment (Waste Assessment), which provides information and analysis to support the development of a new WMMP. The Waste Assessment was received by Council in October 2023 and concluded that the WMMP 2018 should be revoked and replaced. Council agreed in October 2023 to initiate this process.
3. A briefing paper was brought to Council in October 2024 updating on progress towards the development of the draft WMMP for public consultation. The paper presented outcomes from early stakeholder engagement and sought input from elected members on the overall strategic direction for the WMMP.
4. Following this, a draft WMMP was developed reflecting the outcomes from the community engagement, feedback from elected members, input from officers across the organisation, and alignment with Council's wider strategic framework.
5. In June 2025, the draft WMMP and SOP was presented to Council for adoption and agreement to undertake the special consultative procedure (SCP) with the wider public. The consultation was carried out between 29 May and 30 June 2025.
6. The release of the consultation documents was undertaken through Council's 'Let's Talk' page, supported through local media channels, social media and community events.
7. 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	Draft WMMP developed including feedback from waste working party and Council officers.

Date	Milestone
May 2025	Council adopts the draft WMMP in accordance with the SCP and appoints Councillors Bartlett, Guy and Tucker (Councillor Whitehead as reserve) to receive submissions.
29 May - 30 June 2024	Formal consultation period (SCP).
24 July 2025	Hearings and consideration of options by the Panel confirmed as Councillor Tucker (as Chair), Councillor Bartlett and Councillor Whitehead.
4 September 2025 (proposed)	Council consider the draft WMMP 2025 for adoption.

Analysis and Advice | Tatāritaka me kā Tohutohu

Submissions Received

8. This report provides analysis and a summary of the submission responses received during the consultation period.
9. A total of 67 submissions were received. The full submission pack is included as Attachment C. Due to a technical issue with Council's 'Let's Talk' page on 29 and 30 June, two submissions were received on 1 July (after the close of the consultation period). These two submissions are included as part of the analysis provided in this report.
10. 61 submitters responded by completing a proforma response form comprising of administrative and targeted questions and including free text fields for additional feedback.
11. Seven submitters provided a longform written submission as an attachment. In general, the longform submissions responded to all the targeted questions and expanded on specific issues. The longform submissions are discussed in greater detail below.
12. Seven submitters have asked to be heard, the details and timings are provided in the Schedule of Submitters (Attachment D).

Targeted Questions - Summary of Feedback

13. A summary of the feedback received to the six targeted questions is noted below.
14. Submitters were asked if they support the overall direction of the draft WMMP.

Summary – Overall Direction: The majority of submitters expressed strong support for the overall direction. Submitters commonly saw the draft plan as a step in the right direction but highlighted the need for clearer implementation details, timeframes, and funding mechanisms. While some raised concerns around fairness of cost allocation, or realism of achieving zero waste these were mostly framed as constructive suggestions rather than opposition. Only one submitter expressed disagreement with the draft WMMP's overall direction.

15. Submitters were asked if they agree with the proposed WMMP vision, “Together towards zero waste and a circular economy”, as the right long-term direction.

Summary – Vision: The majority of submitters agreed that the proposed vision is the right long-term direction. Many expressed strong alignment with the aspiration to reduce waste and transition toward circular systems, viewing the vision as positive, necessary, and future focussed. Some submitters praised the intent and noted the importance of moving from aspirational language to tangible action. Several submitters called for clearer links between the vision and implementation steps, funding, and regulatory levers particularly in the construction and tourism sectors. One submitter disagreed, describing the vision as unrealistic “greenwashing” and critiquing its lack of practical grounding. Overall, support for the vision was widespread, with most feedback reinforcing the vision’s relevance and importance.

16. Submitters were asked if they support the key actions in the proposed WMMP.

Summary – Key Actions: Most submitters expressed strong support for the key actions. Kerbside organic waste collection received widespread backing, with many submitters emphasising its urgency and the need to catch up with other councils. Several also advocated for complementary measures, such as smaller red bins, user-pays waste systems, and improved public education. Support for construction and demolition waste initiatives was strong, particularly among those in the building sector, who called for clearer policies and enforcement especially at the consent stage. While a few submitters raised concerns about reduced general waste collection frequency, most still endorsed the overall suite of actions. Only one submitter explicitly opposed the key actions, questioning their effectiveness and cost justification.

17. Submitters were asked if they understood the terms ‘circular economy’ and ‘zero waste’ in relation to waste management and minimisation.

Summary – Meaning of Terms: The majority of submitters indicated that they understood the meaning of these terms. However, the supplementary commentary suggested there is an underlying perception that ‘zero waste’ is a goal or target, rather than an approach.

18. Submitters were asked if they agreed with the guiding principles, particularly in the sense of informing future waste decisions.

Summary – Guiding Principles: Submitters overwhelmingly supported the proposed guiding principles to inform future waste decisions. Many submitters agreed these principles provide a strong foundation for long-term change, with several highlighting the importance of aligning waste decisions with broader goals like climate action, biodiversity protection, and local economic development. While detailed comments were less on this topic compared to other areas, some submitters reinforced the need for these principles to be more than aspirational, suggesting they must be clearly embedded in implementation, policy enforcement, and funding decisions. One dissenting voice acknowledged the value of the principles but argued they should be led by central government rather than placed solely on local authorities. Overall, there was

broad consensus that the principles are appropriate and necessary to guide future waste decisions.

19. Submitters were asked if they agreed with the key opportunities identified in the draft WMMP.

Summary- Key Opportunities: Most submitters agreed with the five key opportunities. There was strong support for tackling C&D waste, particularly among submitters with industry experience, who emphasised the need for policy requirements at the building consent stage and better 'on-site' waste management. Reducing organic waste was also widely supported, often linked to calls for urgent implementation of kerbside organics collection and better public education. Submitters generally agreed that the opportunities were relevant and well targeted, though a few recommended additions such as increasing visitor responsibility for waste. One submitter disagreed with the opportunities, arguing they placed too much responsibility on ratepayers and overlooked the role of central government and industry. Overall, feedback showed strong alignment, often accompanied by suggestions to strengthen delivery through clearer targets, enforcement, and resource allocation. Submissions that disagreed with the five key opportunities, indicated slight differences in perspective rather than complete opposition.

Summary of Free-text Comments

20. In addition to the responses received to the specific questions, submitters also provided free-text comments. These comments were analysed and summarised in the following themes.

21. Theme: Support for Wastebusters

28 submitters expressed appreciation for Wastebusters and their hope that Wastebusters continue to receive strong support from Council and the community. The submissions included repeated calls for Wastebusters land expansion at Ballantyne Road, increased funding and recognition and the replication of a similar Wastebusters facility in Queenstown.

22. Theme: Reducing Organic Waste

26 submitters specifically mentioned their support for the introduction of a Council kerbside organic waste collection with calls for its urgent implementation and prioritisation. Three submitters specifically requested a focus on organic waste diversion for businesses.

23. Theme: Reducing Construction and Demolition Waste

The submissions indicated widespread concern about the volume of construction waste going to landfill, with 19 submitters emphasising how important it was to take more action in this area. Many submitters made suggestions that would require central government intervention, such as requiring the use of recycled materials in buildings and making building consents conditional on completion of a construction site waste management plan.

24. Theme: Enhancing Infrastructure

Submissions frequently mentioned support for expansion and improvement of existing facilities in Queenstown and Wānaka to increase resource recovery and circular economy opportunities, including requests for improved public place bins and drop off opportunities for e-waste and batteries. Specifically, there was widespread support for upgrading the Wānaka Refuse Transfer Station and providing more land for Wastebusters to expand their operations.

25. Theme: Behaviour Change and Education

Submissions strongly emphasised the need for behaviour change and education to support waste minimisation outcomes. Many highlighted public confusion around recycling rules and called for continued guidance through school programmes, household information, improved signage, and community campaigns. Education was described as essential to reduce recycling contamination and improve participation in recycling and composting activities. Community-led initiatives including Wastebusters and Plastic Free Wānaka were praised for fostering sustainable habits and delivering grassroots education. There were also calls for incentives and penalties to reinforce correct waste practices and encourage long-term behavioural shifts.

26. Theme: Tourism and Visitor Waste

Many suggested that visitors generate disproportionately more waste than residents and called for a visitor levy or industry contributions to cover associated costs. There were repeated calls for better public place recycling infrastructure, especially in areas frequented by tourists and camping areas, and improved education for visitors on local waste practices.

27. Theme: Policy and Advocacy

Submissions emphasised the need for stronger leadership from Council and central government with many calling for regulatory tools such as product stewardship schemes, bans on non-recyclable packaging and mandatory waste minimisation practices in construction. Submitters also urged Council to continue advocating for these systemic changes to be implemented. There was strong support for increased funding particularly for community-led initiatives and for regulatory tools such as user-pays waste systems, building consent requirements, and penalties for non-compliance. Submitters stressed the importance of transparent costing and timelines for the WMMP actions. Internal feedback received suggests the WMMP would benefit from strengthening its commitment to te ao Māori and highlighting alignment with the Destination Management Plan and Spatial Plan.

Longform Submissions

28. Seven submitters provided longform submissions. The seven longform submissions are summarised in the following paragraphs.

Submission 19: Wastebusters

29. Wastebusters strongly supports the WMMP and seeks formal recognition as a strategic partner in achieving a zero waste and a circular economy. The submission outlines ten recommended actions for Council to enable long-term collaboration with Wastebusters, including secure land tenure, preferred provider status, joint infrastructure planning, and co-investment in initiatives. A key priority for Wastebusters is securing additional land to expand their operations and future-proof capacity. The submission recommends strengthening the WMMP by prioritising upstream waste reduction, enhancing community behaviour change through enabling infrastructure, and aligning targets with more ambitious diversion and engagement outcomes. Wastebusters offers specific recommendations across the five WMMP objectives, including mandatory C&D waste minimisation plans, support for organic waste initiatives, and development of circular economy infrastructure. Overall, the submission calls for deeper partnership, stronger policy, and increased investment to enable community-led, scalable solutions that support the district's waste and broader environmental goals.

Submission 40: Florence Micoud.

30. This submission supports the draft WMMP and commends its circular economy principles and visual design. The submission highlights the need for greater detail in areas such as landfill capacity, facility upgrades, and recommends a 'polluter pays' principle via bin tracking technology. The submission advocates for stronger behaviour change campaigns. The submission also suggests better business engagement, more reuse infrastructure and clearer goals in progress monitoring.

Submission 49: Destination Queenstown (DQ) and Lake Wānaka Tourism (LWT).

31. This submission supports the WMMP and its alignment with the Queenstown Lakes Destination Management Plan (DMP), which aims for a carbon-zero visitor economy by 2030. The submission commends the WMMP's focus on waste reduction, behaviour change, circular economy practices, and integration with broader strategies. To strengthen alignment and implementation, the submission recommends:

- Explicitly referencing the DMP as a complementary strategy.
- Collaborating with tourism organisations to co-design targeted waste reduction strategies for accommodation, hospitality, events, and activities.
- Developing better methodologies to identify and attribute tourism-related waste.
- Aligning visitor infrastructure and messaging (e.g. bins, signage) with regenerative tourism values and the Tiaki Promise.
- The submission reaffirms DQ and LWT's commitment to collaborative delivery of waste minimisation projects that support both the WMMP and the DMP, and to helping transition the district to a low-waste, high-value visitor economy.

Submission 55: Better Building Working Group (part of WAO)

32. The submission strongly supports QLDC's commitment to reduce construction and demolition (C&D) waste. The submission urges QLDC to prioritise the designing out of waste at the planning stage, which can prevent up to 80% of C&D waste. The submission recommends specific design practices (e.g. material optimisation, deconstruction, flexible design), education campaigns, and incorporating waste standards into QLDC's own builds. The submission also advocates for the establishment of C&D resource recovery hubs, supports Wastebusters' proposal to expand its Wānaka site, and calls for similar infrastructure in Queenstown. The submission emphasises that without resource recovery/C&D hubs, the WMMP's goal to divert 52,000 tonnes of C&D waste is unlikely to be met. The group strongly recommends implementing mandatory Site Waste Minimisation Plans (SWMPs) and improving onsite compliance, increased education, and measurement. The submission highlights the urgent need for behaviour change strategies, industry training, and Council led incentives to embed circular practices across the construction sector.

Submitter 52: Queenstown Lakes Community Housing Trust

33. This submission supports the draft WMMP and emphasises prioritising the 'Rethink' and 'Reduce' stages of the waste hierarchy, particularly in construction waste. The submission advocates for smarter, simpler, and smaller design principles during the concept phase of construction to minimise future waste, maintenance, and demolition. The submission urges QLDC to focus on efficient construction over deconstruction, and best-use design over reuse. It recommends integrating qualitative data to capture the long-term impact of early-stage waste reduction efforts and ensuring regulatory tools are practical and non-burdensome.

Submitter 53: WAO Better Events Collection

34. This submission expressed strong support for the overall direction of the draft WMMP. The submission encourages the Council to more explicitly integrate sustainable event practices across all relevant objectives. The submission recommends aligning event waste strategies with community-led initiatives and calls for more support in areas such as organic waste collection for venues, food rescue from events, reuse infrastructure, and improved data collection. Overall, the feedback reflects clear alignment with the WMMP's vision and a strong desire to support and contribute to practical, sector-specific solutions.

Submitter 54: Sustainable Queenstown

35. This submission supports the draft WMMP and commends the plan's focus on behaviour change, reuse infrastructure, and collaboration with community partners. The submission strongly endorses actions to develop reuse systems (e.g. serveware used at public events) and community-led waste education. The submission highlights the need for consistent messaging and accessible infrastructure to make reuse the default choice. The submission supports the WMMP's emphasis on behaviour change and localised education, emphasising that many

residents want to do more but lack the tools or clarity to act. The submission advocates for continued support of local partners to deliver grassroots programmes like repair cafés, low-waste workshops, and Plastic Free July events. The submission supports formal partnerships, encouraging QLDC to treat community organisations as collaborators in long-term waste solutions. Sustainable Queenstown considers the WMMP as a vital step toward a more resilient and community-led waste system and are committed to helping bring the plan’s vision to life.

Response to Feedback

36. The majority of submitters expressed strong support for the overall direction of the draft WMMP and its vision. Submitters welcomed the inclusion of kerbside organics, action on construction waste, and investment in infrastructure. Key themes included a desire for clearer implementation detail, stronger education and enforcement mechanisms, and increased visitor and industry responsibility.

37. The feedback received (particularly in the long-form submissions) suggest that Council would benefit from formalising key partnerships with aligned organisations such as Wastebusters, WAO and Sustainable Queenstown.

38. The following table provides a proposed response to the general feedback across all submissions.

Theme/Topic	Summary	Proposed Response
Vision	Strong overall support. A few requested clearer links to delivery.	Implementation plans and LTP will identify alignment between vision, guiding principles, actions, and measurable outcomes.
Guiding Principles	Broad support for all principles. A few wanted them embedded more visibly in decision-making.	Strengthen connection between principles and delivery actions in implementation planning.
Key Opportunities	Strong support for all five key opportunities. Suggestions include adding tourism waste focus, and stronger language around circular economy.	Strengthen visitor focused actions to implementation phase.
Kerbside Organics Collection	Widespread support. Seen as urgent and overdue. Submitters stressed the need for education, smaller red bins, and options for organic waste.	Include rollout details and education strategies in the implementation planning stages. Communications and service design will aim to address operational concerns.
Waste Collection Frequency	Most supported the proposed reduction when organics are collected, but a few submitters preferred continued weekly pickup of residual waste.	Collection frequency reduction is consistent with best practice and is linked to increasing organics diversion. Communications will emphasise this link. No change to frequency proposal. Reaffirm rationale in public messaging during implementation.

Theme/Topic	Summary	Proposed Response
C&D Waste	Strong support across residents and industry. Suggestions include mandatory measures at building consent stage and improved on-site waste practices.	Clarify action plan includes investigation of consent-related compliance tools and industry partnerships. Integration with building processes and further sector engagement will be explored. Additional resourcing may be required to provide timely support.

Options

39. 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.

40. Option 1: The Panel receive all submissions and recommend that Council adopt the draft WMMP 2025 with no changes to the version that went out for public consultation.

Advantages:

- Council will fulfil its obligations under the WMA and the LGA to consult on a draft WMMP and receive submissions.
- The draft WMMP provides a well-considered plan for managing and minimising waste in the district.
- The draft WMMP will provide a roadmap for future priorities including infrastructure, education, and service delivery planning.
- The draft WMMP establishes targets for measuring progress, improving data capture, and tracking waste diversion outcomes.

Disadvantages:

- The draft WMMP may not reflect feedback or address community views.

41. Option 2: The Panel receive all submissions and recommend that Council adopt the WMMP 2025 with changes as an outcome of the consultation and deliberations process.

Advantages:

- Council will fulfil its obligations under the WMA and the LGA to consult on the draft WMMP and to receive submissions.
- Changes will reflect feedback received during the consultation period and provide a well-considered plan for managing and minimising waste in the district.

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

Disadvantages:

- The draft WMMP may not align or address all community views.

42. **Option 3** The Panel receive all submissions and recommend that Council do not adopt the WMMP 2025.

Advantages:

- No advantages have been identified

Disadvantages:

- Council will not fulfil its obligations under the Waste Minimisation Act.
- 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.

43. This report recommends **Option 2** for addressing the matter.

Consultation Process | Hātepe Matapaki

Significance and Engagement | Te Whakamahi i kā Whakaaro Hiraka

44. 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 Local Government Act 2002 (LGA 2002). 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.
- Consider all submissions before adopting or amending the WMMP.

45. 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).
 - Non-profits, community and sector groups that support waste minimisation and management through provision of research, lobbying, services, facilities, and education.
46. 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 the stakeholders.
47. Council will consider 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 has enabled feedback from the community and key stakeholders.
48. 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.
49. 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.
50. Posters and free standing signs with links to key information and the Statement of Proposal were placed between various locations during the course of 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.
51. 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.

Māori Consultation | Iwi Rūnaka

52. 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

53. 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.

54. 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

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

56. 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

57. 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)

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

59. This matter is largely included in the Long Term Plan, 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

60. 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

61. 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. [explain how the item will deliver on this purpose in brief]. As such, the recommendation in this report is appropriate and within the ambit of Section 10 of the Act.

62. 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	Statement of Proposal for Waste Management and Minimisation Plan 2025
B	Draft Waste Management and Minimisation Plan 2025
C	Full Submission Pack
D	Schedule of Submitters Speaking

DRAFT WASTE MANAGEMENT AND MINIMISATION PLAN 2025-2031

STATEMENT OF PROPOSAL

30 MAY 2025

Look inside to find out about a
proposed pathway to transition
towards zero waste, and a
circular economy.

HAVE YOUR SAY AT
 [LETSTALK.QLDC.GOV.T.NZ](https://letstalk.qldc.govt.nz)
BY 30 JUNE 2025

QUEENSTOWN LAKES: TOGETHER TOWARDS ZERO WASTE AND A CIRCULAR ECONOMY



OUR COLLECTIVE
IMPACT

FOREWORD

Imagine if we could shift our district's waste story from 'production, consumption and disposal' to one where we keep our resources in use and add value for our people and environment.

Waste is everyone's responsibility and each of us can have an impact on the amount of waste we generate and where it ends up. In 2024 we sent on average 960 tonnes of waste to Victoria Flats landfill every week. Most of this could be avoided altogether by changing our behaviours, or managed better with the right services, facilities, and education.

Changing the story of how our district's waste is minimised or managed relies on working together on innovative but achievable solutions. This is where the Waste Management and Minimisation Plan (WMMP) comes in.

ALTHOUGH LEGISLATION REQUIRES COUNCIL

TO WRITE THE WMMP, THE PLAN WILL ONLY BE

SUCCESSFUL IF EVERYONE IN OUR COMMUNITY

WORKS TOGETHER TO MAKE IT HAPPEN

Aotearoa New Zealand has historically taken a very linear approach to managing waste. And despite real improvements in education, recovery and recycling systems, we still consume a lot and send most of it to landfill. Globally, there's a shift towards a different approach featuring more circular management practices known as 'the Circular Economy'. This approach is reflected in our WMMP.

This plan builds on the progress already made through initiatives such as the Zero Waste District Programme and Council's improved kerbside recycling service. It also reflects recent conversations with many people and groups in the community about what's important for success when working together to change the district's waste story.

Now we invite everyone to take a look at the draft WMMP and let us know whether you think these are the right actions to take, together.

ABOUT THIS DOCUMENT

This is a statement of proposal¹ to support public consultation on the Draft WMMP 2025-2031. It provides:

BACKGROUND
INFORMATION

A SUMMARY
OF WHAT WE'RE
PROPOSING AS PART
OF THE NEW WMMP
AND LINKS TO THE
FULL DOCUMENT

WHY WE ARE
PROPOSING A NEW
WASTE MANAGEMENT
AND MINIMISATION
PLAN

INFORMATION
ABOUT HOW TO
PARTICIPATE IN THE
CONSULTATION
PROCESS

¹ This statement of proposal has been prepared to support the Special Consultative Procedure in accordance with section 83 of the Local Government Act 2002 and sections 42 to 51 of the Waste Minimisation Act 2008.

WHY DO WE NEED A NEW WMMP

The Waste Minimisation Act 2008 requires all territorial authorities to adopt a WMMP. It also requires that existing WMMPs are reviewed at least every six years.

Our current WMMP was adopted in 2018 and has been reviewed as part of the Otago Region Waste Assessment 2023.

Completing this assessment is an important part of the process and fulfils the requirements of section 51 of the Waste Minimisation Act. It covered the whole Otago region, examining the current situation, the changing legislative environment, and what the future demand for waste will look like. It was developed by collating data from councils, community groups, the commercial sector, and in consultation with iwi and the Medical Officer of Health.

In October 2023, Queenstown Lakes District Councillors received the waste assessment and agreed to proceed with developing a new WMMP for the district.

There were several reasons for this, including:

- > Significant changes in strategic direction at a national level
- > Government decisions relating to kerbside standardisation
- > The implications of Government waste work programmes generally
- > The requirements of the Emissions Reduction Plan
- > The requirement to spend waste disposal levy funds in accordance with the Waste Management and Minimisation Plan
- > The significant progress made in completing or otherwise addressing the actions included in the current Waste Management and Minimisation Plan

HOW WE'VE DEVELOPED THE WMMP

There's been lots happening since the Council decision to proceed in October 2023. Early stakeholder and community engagement happened in September 2024. We held three in-person sessions and an online workshop, giving us a detailed understanding of what issues are important to the community and what direction the WMMP should take. Our Let's Talk page has more detail on this process and what feedback we received: letstalk.qldc.govt.nz/wmmp

Then in October 2024 we shared our progress with the Councillors, presenting findings from our early engagement and updating on the overall strategic direction for the WMMP.

Since then, we've been developing a draft WMMP, taking care to reflect the outcomes from the community engagement, feedback from elected members and input from other parts of the organisation. We've also spent time ensuring alignment with government strategy² and other Council strategies and plans, including the Long Term Plan 2024-2034³, the Climate and Biodiversity Plan⁴, and the Strategic Framework⁵.

² <https://environment.govt.nz/what-government-is-doing/areas-of-work/waste/waste-strategy/>

³ <https://www.qldc.govt.nz/your-council/council-documents/long-term-plan-ltp/>

⁴ <https://climateaction.qldc.govt.nz/>

⁵ <https://www.qldc.govt.nz/your-council/our-strategic-framework/>

WHAT ARE WE TRYING TO ACHIEVE

Our vision is to move together towards zero waste and a circular economy.

This means a focus on collaboration and harnessing the power of partnerships across the community.

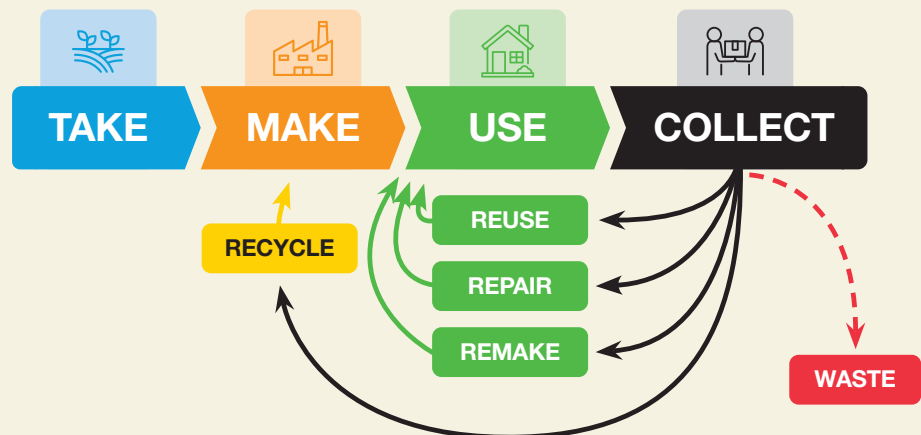


Many countries around the world have embedded circular economy principles in waste strategies, including those in Europe, Australia, and many in the South Pacific.

THE LINEAR ECONOMY



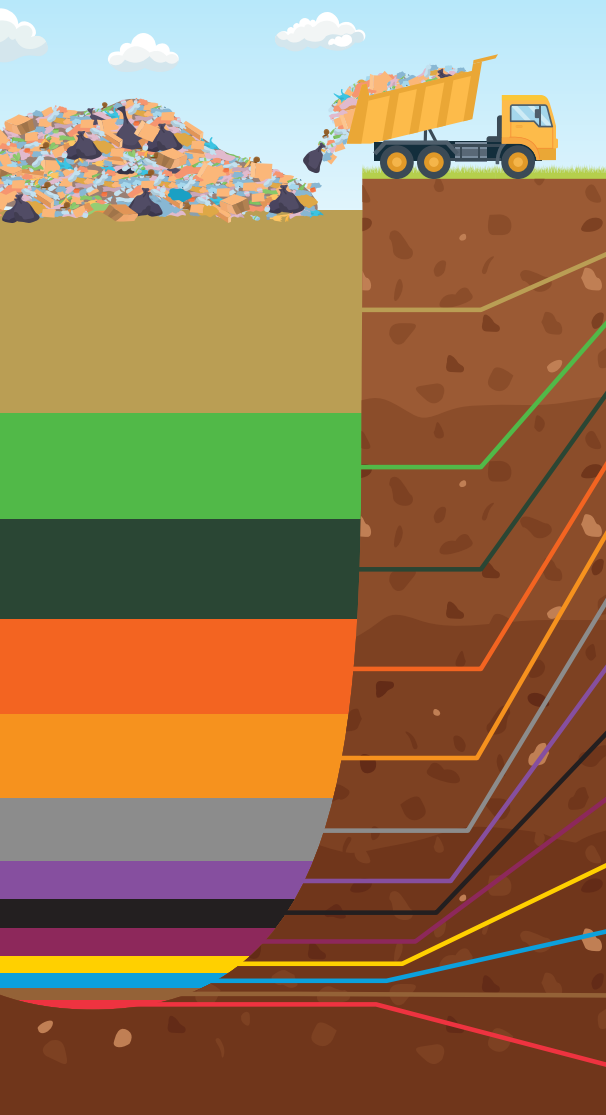
THE CIRCULAR ECONOMY



To achieve this, there are several problems we need to solve.

As a district we send a lot of waste to landfill, creating greenhouse gas emissions and wasting finite resources.

The Waste Assessment helps us understand what this waste looks like, and how and why it ends up in landfill. We develop this understanding by undertaking regular surveys including at the Queenstown and Wānaka transfer stations and Victoria Flats landfill.

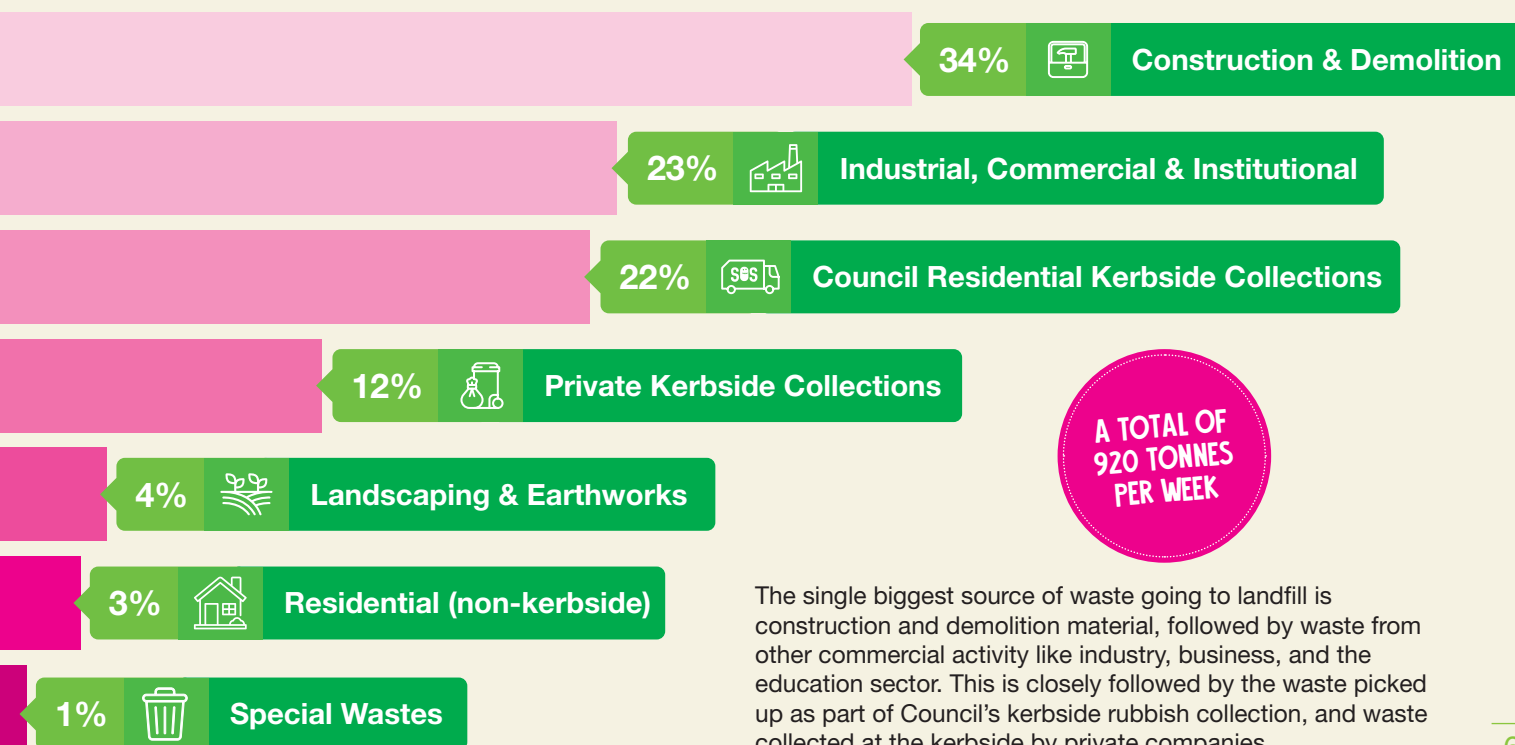


What's in the Victoria Flats landfill?

25.3%	Timber
13.2%	Food scraps (uneaten food, fruit and vege peelings)
12.6%	Greenwaste (leaves, grass, clippings & trimmings)
11.8%	Rubble
10.5%	Plastics (soft plastics, bottles, containers)
7.9%	Paper and cardboard (newspaper, brochures, pizza boxes)
4.8%	Textiles (clothes, shoes, rugs)
3.5%	Metals
3.5%	Sanitary (nappies, paper towels, tissues, wet wipes)
2.2%	Potentially hazardous
1.8%	Glass
1.5%	Other organic (hair, teabags, pet waste)
1.3%	Rubber

THESE SURVEYS ALSO TELL US
WHERE THE WASTE CAME FROM
AND HOW IT ENDED UP IN LANDFILL

Sources of waste to Victoria Flats landfill

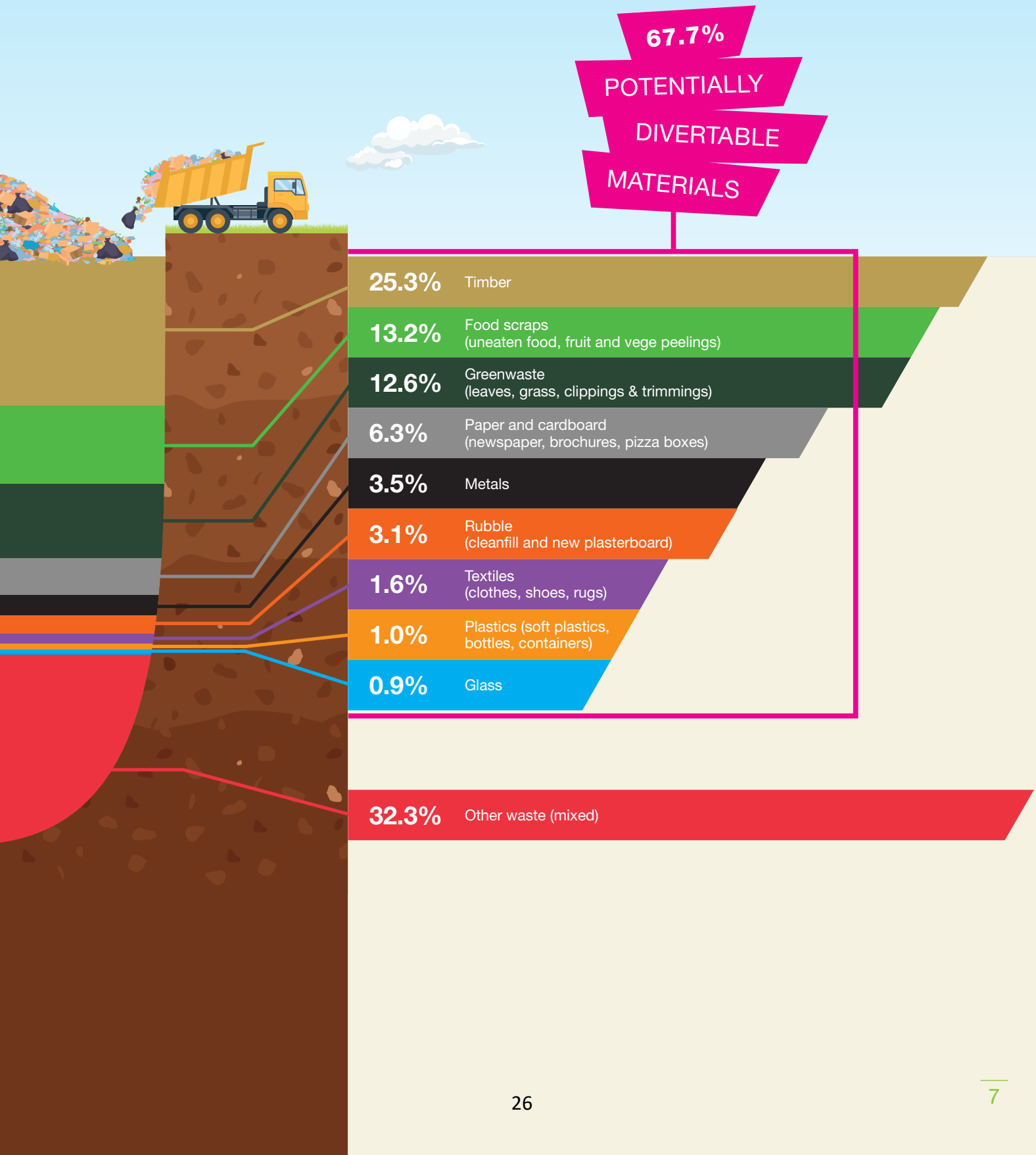


The single biggest source of waste going to landfill is construction and demolition material, followed by waste from other commercial activity like industry, business, and the education sector. This is closely followed by the waste picked up as part of Council's kerbside rubbish collection, and waste collected at the kerbside by private companies.

What can be diverted from Victoria Flats landfill?

When we survey the types of materials that are disposed of at landfill, we can see over 67% could instead be avoided, reused, composted, or recycled.

The biggest quantity of material we send to landfill is timber which could be reused, followed by food scraps and garden waste, which can be composted. There are also other materials in the landfill that can be recycled, like metals, glass, plastic containers, paper and cardboard.

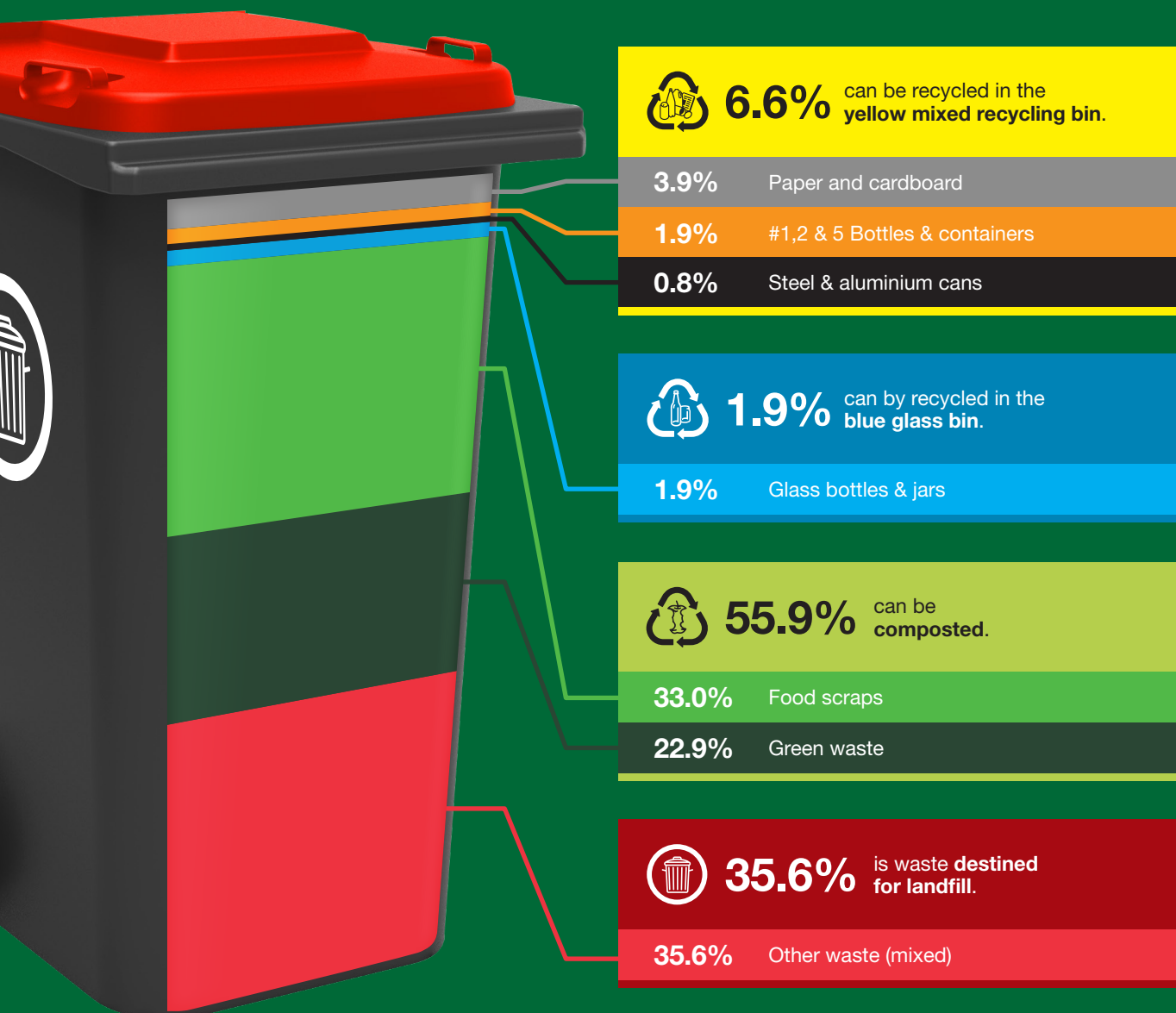


To understand what else could be diverted, we have also surveyed the waste collected in the Council kerbside rubbish bins:

WHAT CAN BE DIVERTED FROM OUR RED RUBBISH BINS?

Nearly two thirds of the waste sent to landfill, and the waste put out for collection in the Council's rubbish collection, can be recycled or composted – and even more can be avoided or not used in the first place.

These surveys also show that Council only has direct influence over a relatively small proportion of the waste stream – the 22% that is picked up in kerbside collections.



**64.4% CAN BE RECYCLED OR
COMPOSTED INSTEAD OF BEING
SENT TO LANDFILL**

SO HOW WILL WE ACHIEVE OUR VISION?

Good progress has been made over the past six years⁶ but there is still much more to do. We've identified five objectives to help make more progress towards our vision. We've also identified that the vision cannot be achieved by Council alone, it relies on a wide range of community stakeholders each playing distinct yet interconnected roles. Here's how it all works together:

WMMP Vision: Together towards zero waste and a circular economy

In order to achieve this we will work in partnership with the community...



...and together we will focus on delivering actions against five key objectives...



...and make decisions informed by our guiding principles...



... and we will measure our success by



⁶ Further information about our progress can be read on pages 19-23 of the draft WMMP at letstalk.qldc.govt.nz/wmmp

TAKING ACTION

The proposed action plan is separated into sections to address the five key objectives described above. It also outlines how each part of the community can support change, along with specific actions for Council's implementation.

The full action plan can be read on pages 28-45 of the Draft WMMP. Some highlights include:



The draft WMMP also outlines possible methods that could be used to fund the actions, including general and targeted rates, user fees and charges, landfill levies and government contestable funds.

HOW TO MAKE A SUBMISSION

There's lots of ways to get involved.



Visit letstalk.qldc.govt.nz/WMMP and make a submission online



Send us an email at letstalk@qldc.govt.nz with the subject line 'WMMP submission'



Write us a letter and post to:
WMMP, Queenstown Lakes District
Council, Private Bag 50072,
Queenstown 9348

There are a number of opportunities to talk to us in person. Check out the Lets Talk page to find out when and where we will be.

Everyone who makes a submission has the opportunity to speak at a hearing. The hearing will be held in early July. When you make a submission, make sure you let us know if you'd like to take up this opportunity and we'll get in touch to arrange an appropriate time.

SUBMISSIONS CLOSE ON

30 JUNE 2025

HOW TO FIND OUT MORE

READ THE FULL DRAFT WMMP AT

[LETSTALK.QLDC.GOV.T.NZ/WMMP](https://letstalk.qldc.govt.nz/wmmp)

You'll also find the Otago Region
Waste Assessment used to develop
the plan and lots of supporting
information and background reading.

HAVE YOUR SAY AT
 [LETSTALK.QLDC.GOV.T.NZ](https://letstalk.qldc.govt.nz)
BY 30 JUNE 2025

QUEENSTOWN LAKES: TOGETHER TOWARDS ZERO WASTE AND A CIRCULAR ECONOMY

Adoption Date: XX.XX.2025
Review Date: XX.XX.2025

DRAFT WASTE MANAGEMENT AND
MINIMISATION PLAN 2025-2031





QUEENSTOWN
LAKES DISTRICT
COUNCIL

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Chunky reusable serveware.

FOREWORD

Imagine if we could shift our district's waste story from 'production, consumption and disposal' to one where we keep our resources in use and add value for our people and environment.

Waste is everyone's responsibility and each of us can have an impact on the amount of waste we generate and where it ends up. In 2024 we sent on average 960 tonnes of waste to Victoria Flats landfill every week. Most of this could be avoided altogether by changing our behaviours, or managed better with the right services, facilities, and education.

Changing the story of how our district's waste is minimised or managed relies on working together on innovative but achievable solutions. This is where the Waste Management and Minimisation Plan (WMMP) comes in. Although legislation requires Council to write the WMMP, the plan will only be successful if everyone in our community works together to make it happen. This WMMP sets the pathway for our district to transition to a zero waste community built on circular economy principles.

Over recent decades, Aotearoa New Zealand has taken a very linear approach to managing waste - despite real improvements in education, recovery and recycling systems, we still consume a lot and send most of it to landfill. Globally, there's a shift towards a different approach featuring more circular management practices known as 'the Circular Economy'. This approach is reflected in our WMMP.

The WMMP aligns with other key Council plans and strategies and follows on from previous plans, building on the progress that has already been made through initiatives such as the Zero Waste District Programme and Council's improved kerbside recycling service. The WMMP reflects recent conversations we have held with our community about what is important for success when working together towards zero waste and a circular economy.

This WMMP is a draft and we invite everyone living in the district to take a look, and provide feedback on whether you think these are the right actions to take, together.

THANK YOU FOR

SHARING OUR JOURNEY.

WHAT IS A WASTE MANAGEMENT AND MINIMISATION PLAN?

The Waste Management and Minimisation Plan (WMMP) is written by Council with input from our community.

It is required by legislation and describes our aspiration for reducing waste generated in the district, and the actions that will better manage what we do produce¹. The WMMP sets out the transition pathway towards a zero waste, low emissions, circular economy-based community. Council has an important part to play, but changing our waste story is only possible if our community works together, collaborating on opportunities and making change happen.



¹ More detail about our legislative requirements is included in the Otago Region Waste Assessment (https://www.qldc.govt.nz/media/j2cbqlao/qldc_otago-region-waste-assessment_jan24.pdf)

DEVELOPING THE WASTE MANAGEMENT AND MINIMISATION PLAN

While developing the WMMP, Council worked with key groups in the Queenstown Lakes community to understand their views about where we want to get to in the future, and what the WMMP should look like.

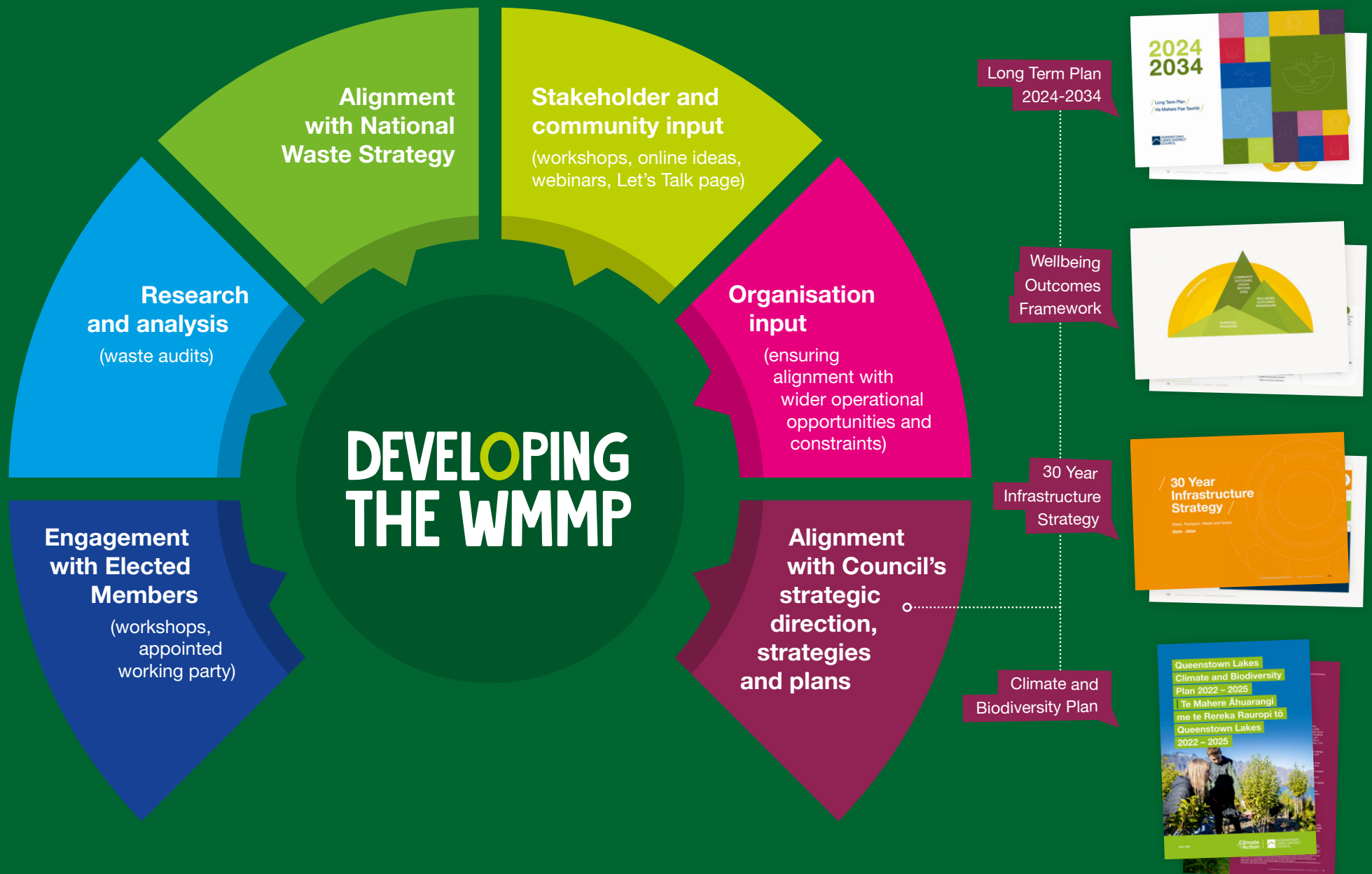
Vigorous discussion at three in-person sessions and an online workshop in late 2024 gave us a detailed understanding of what issues are important to the community and what direction the WMMP should take. Our Let's Talk page has more detail on this process and what feedback we received: letstalk.qldc.govt.nz/wmmp

During these conversations it became clear there are key underlying principles that are important to all of us and should be used to guide our decision-making.

As well as incorporating the views of the community, we have made sure that the WMMP is aligned with Council's strategic direction and the overall direction for Aotearoa New Zealand as set out in the New Zealand Waste and Resource Efficiency Strategy², which aims to minimise waste and improve waste management.

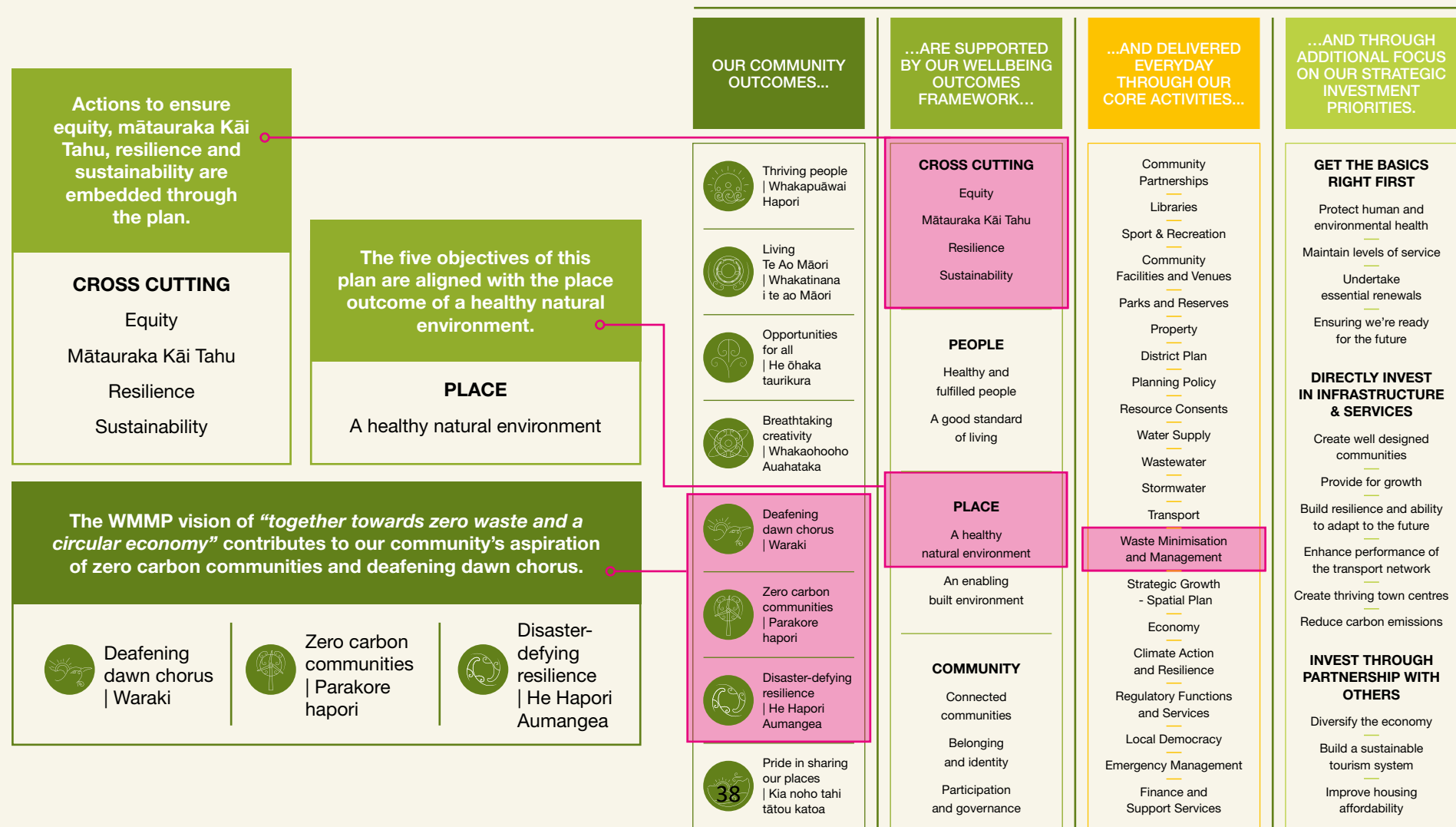
This is illustrated on the following graphics.

² <https://environment.govt.nz/what-government-is-doing/areas-of-work/waste/waste-strategy/>



Where does the WMMP fit in?

The WMMP aligns with our community's aspirations and the wellbeing outcomes as outlined in our Strategic Framework.





The WMMP is part of a system of strategies and action plans we have in place to help us work with our community towards our community aspirations and to improve wellbeing across the district.

Along with these core strategic plans there are a range of supporting strategies, action plans and policies that support the objectives of the WMMP:

- > Travel to a Thriving Future
- > Event Waste and Emissions Reduction Guide and Toolkit
- > Responsible Camping Strategy
- > Small Community Plans
- > Engineering Code of Practice



Grow Wānaka Community
Garden Composting Centre
and Education Hub

OUR GUIDING PRINCIPLES

As there are several ways our waste problems can be solved, the guiding principles will be used to help determine the best approach and which actions will result in wider positive impacts for waste, emissions, the environment, and community.

Collaborative working, partnerships, and behaviour change are the themes that came through strongly from our early community engagement, and these are placed alongside the context set by previous WMMPs, other Council strategies and plans, and the national strategy and work plan.

OUR GUIDING PRINCIPLES ARE:

COLLABORATION:

Aim to deliver actions collaboratively through partnerships across a community that takes ownership and participates in solutions. We will focus on developing long term partnerships between Council, iwi, non-profit organisations, local businesses, waste service providers, and other councils.

CIRCULAR SYSTEMS:

Take a Zero Waste approach, prioritising actions that are local, value materials as a resource and sit at the higher levels of the waste hierarchy. This approach will support our progress towards a circular economy for the district, and protect our environment.

BEHAVIOUR CHANGE:

Recognise that progress will be driven by our community understanding the issues and solutions and being committed to supporting these through changes to individual choices.

DATA-DRIVEN SUSTAINABLE SOLUTIONS:

Consider the best data and evidence to inform improvements that enhance our community's quality of life and are environmentally and financially sustainable in the long-term.

VALUE FOR MONEY:

Prioritise opportunities that leverage existing partnerships, initiatives and programmes, reducing the cost to our district and working towards increased producer responsibility.

INNOVATION:

Be open to new and creative way of solving problems, whilst ensuring solutions are also evidence informed and provide value for money.

RESPECTING TE AO MĀORI:

Consider the Māori world view when making decisions in order to act as a good Treaty partner under Te Tiriti o Waitangi.

WIDER BENEFITS:

Prioritise opportunities that also provide benefits to our land, water, air, and community.

WHAT IS ZERO WASTE?

A zero waste approach views all waste materials as valuable resources that can be diverted from landfill through better design and management. Local solutions and community involvement are prioritised.

THE CIRCULAR ECONOMY

Over the last few decades, we have had a very linear approach to managing waste in Aotearoa New Zealand – despite the improvements in education, recovery, and recycling systems we still consume a lot and send most of it to landfill.

Globally there is currently a shift to a more circular management of resources, known as the ‘circular economy’ where we aim to:

USE AND REUSE RESOURCES AND MATERIALS FOR AS LONG AS POSSIBLE WHILE WE ALSO:

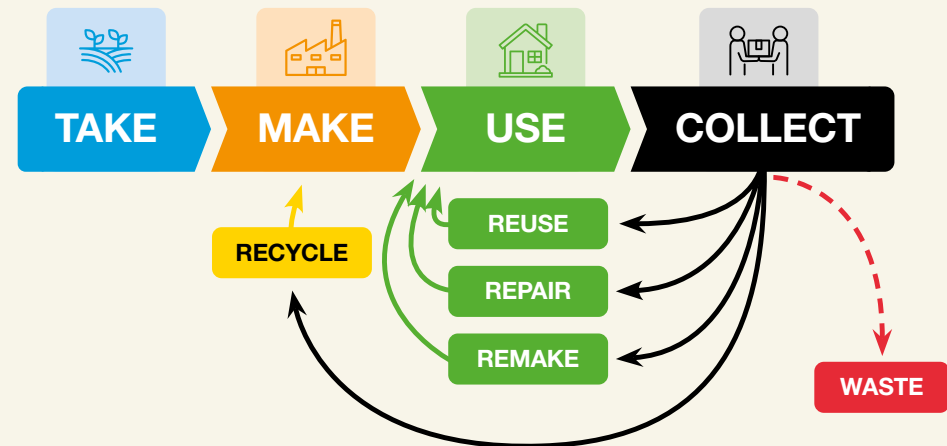
- > avoid waste
- > design out waste
- > reduce environmental impacts and regenerate natural systems
- > reduce carbon emissions through less resource use, consumption, and transport

Many countries around the world have embedded circular economy principles in waste strategies, including those in Europe, Australia, and many in the South Pacific.

THE LINEAR ECONOMY



THE CIRCULAR ECONOMY

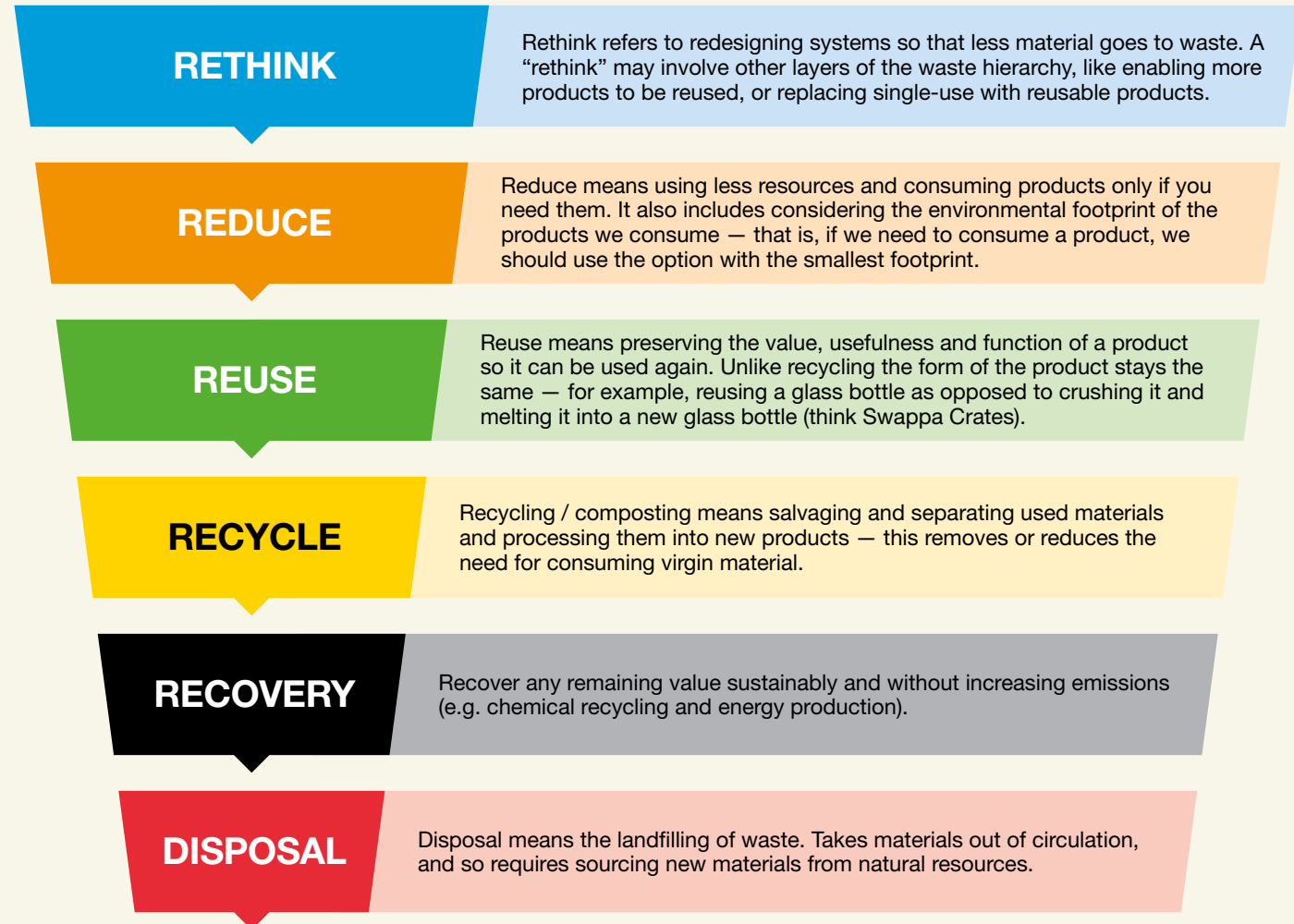


The ideas behind a circular economy for waste are strongly aligned with the themes and priorities that came out of the community discussions, zero waste principles, and te ao Māori, as well as the themes in the Queenstown Lakes Climate and Biodiversity Plan and the Regenerative Tourism Plan. Queenstown Lakes has already seen a shift towards a circular economy, with a zero waste focus in previous WMMPs, and strong community collaboration driving change.

The circular economy builds on the principles of the waste hierarchy, which outlines the most effective and preferred ways of solving waste problems. Rethinking and redesigning systems, so that less goes to waste in the first place, minimises the impact on people and environment and sits at the top of the waste hierarchy, followed by reuse and recycling.

The circular economy and the waste hierarchy provide a wider framework for the development of a WMMP for Queenstown Lakes district.

THE WASTE HIERARCHY



WHAT ARE THE PROBLEMS WE NEED TO SOLVE?

As a district we send a lot of waste to landfill, creating greenhouse gas emissions and wasting finite resources. The Otago Region Waste Assessment 2023³ includes information about waste generation in the region and our district. This helps us understand where the key opportunities are to change our course. The key points are summarised here in the WMMP.

Importantly, the Waste Assessment helps us understand what this waste looks like, and how and why it ends up in landfill. We develop this understanding by undertaking regular surveys including at the Queenstown and Wānaka transfer stations and Victoria Flats landfill. The surveys provide data and insight on the growth challenges experienced in our district.

³ https://www.qldc.govt.nz/media/f2cbqlao/qldc_otago-region-waste-assessment_jan24.pdf

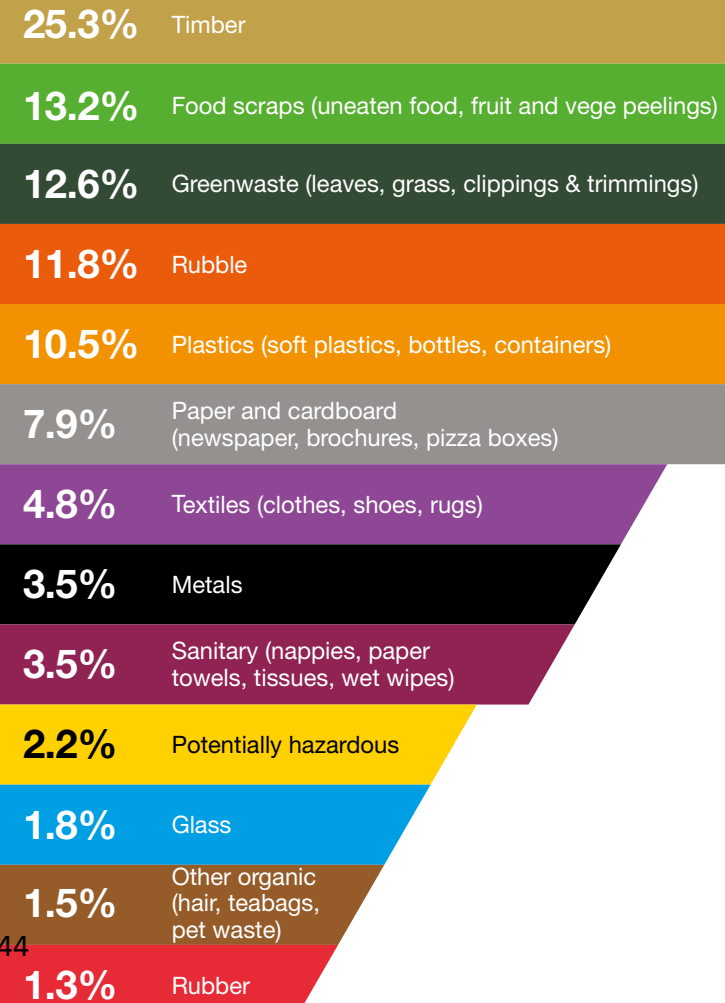
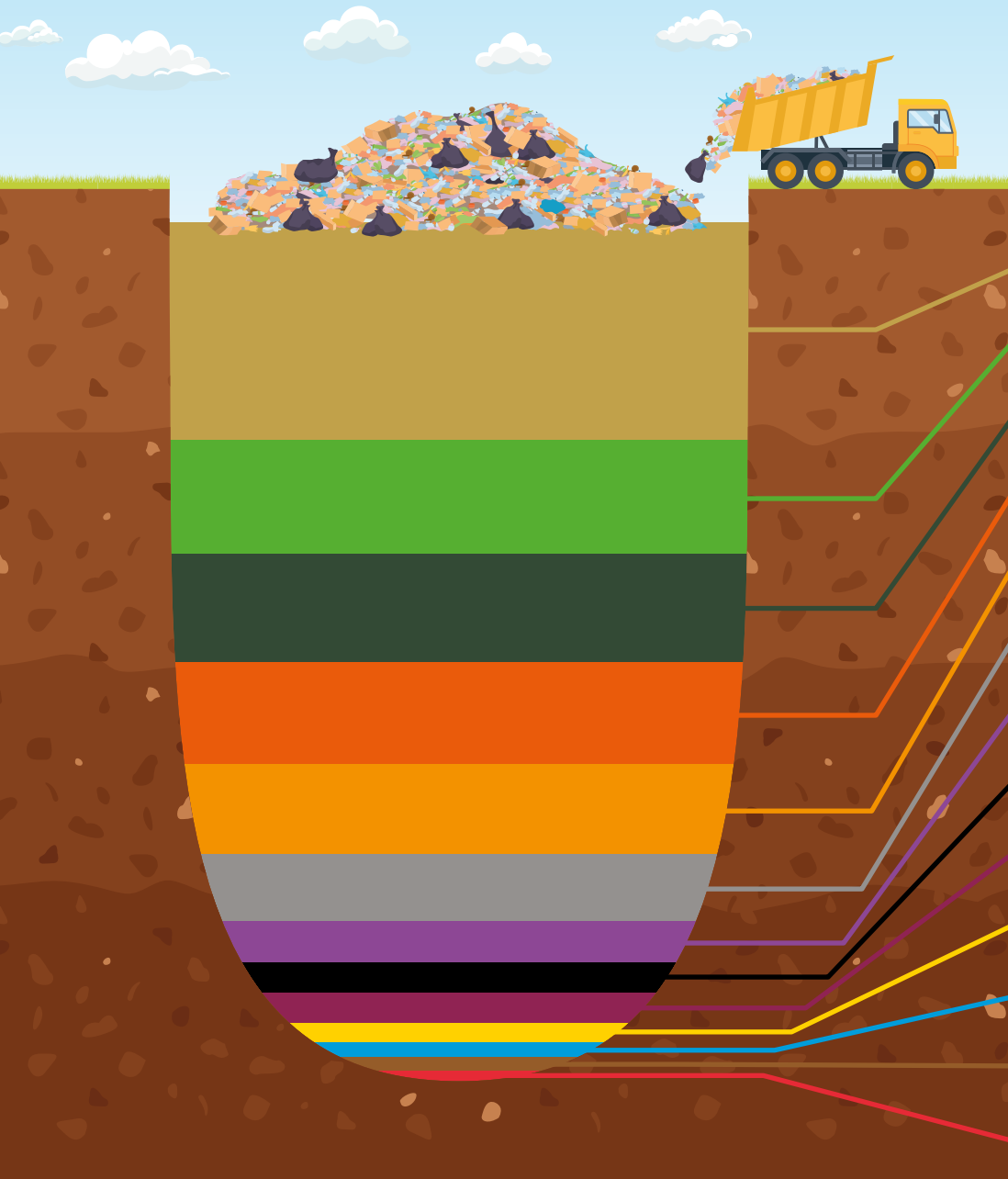
What's in the Victoria Flats landfill?

THESE SURVEYS ALSO TELL US

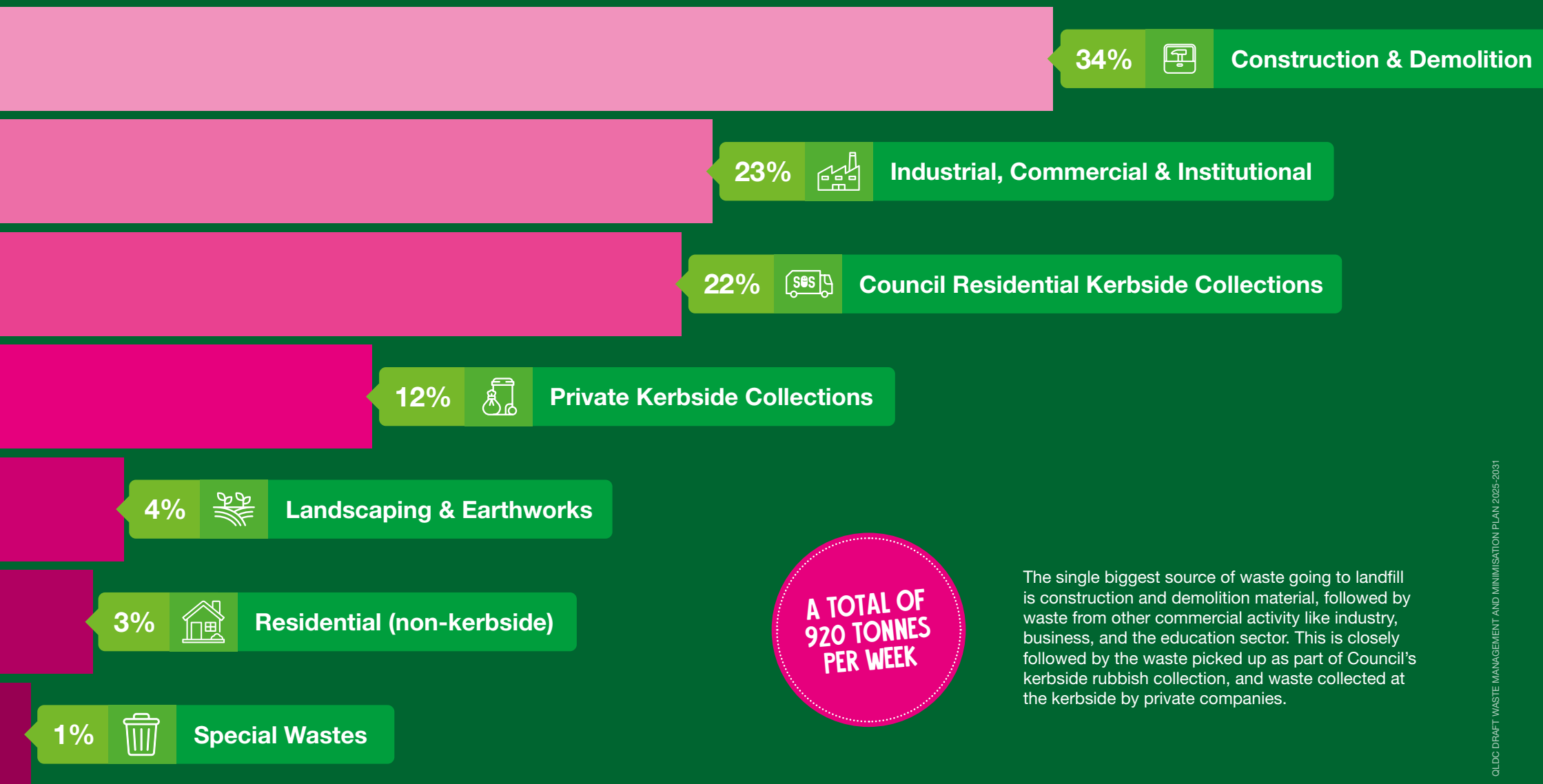
WHERE THE WASTE CAME FROM

AND HOW IT ENDED UP IN LANDFILL

SEE NEXT PAGE



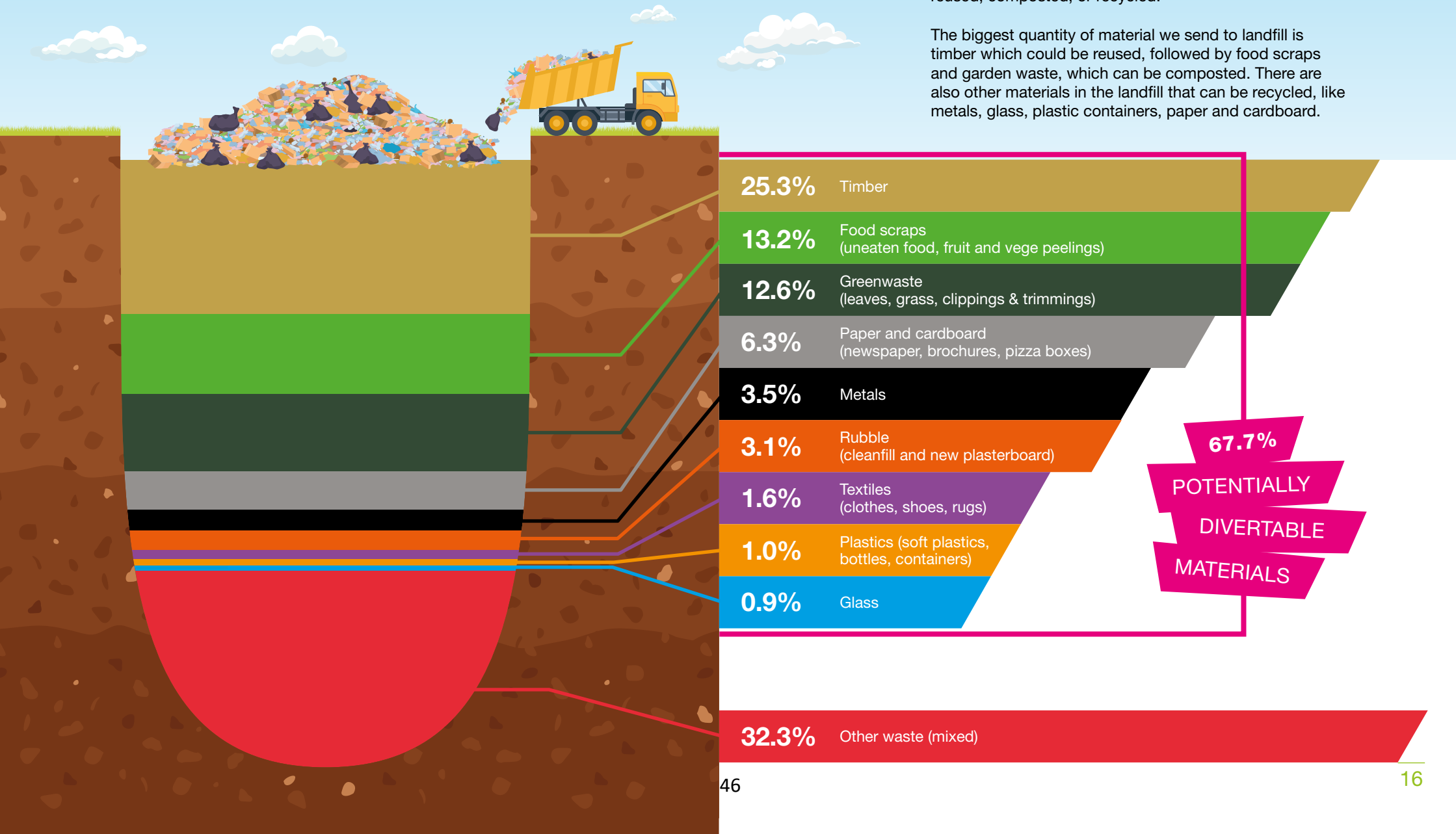
Sources of waste to Victoria Flats landfill



What can be diverted from Victoria Flats landfill?

When we survey the types of materials that are disposed of at landfill, we can see over 67% could instead be avoided, reused, composted, or recycled.

The biggest quantity of material we send to landfill is timber which could be reused, followed by food scraps and garden waste, which can be composted. There are also other materials in the landfill that can be recycled, like metals, glass, plastic containers, paper and cardboard.



To understand what else could be diverted, we have also surveyed the waste collected in the Council kerbside rubbish bins:

Nearly two thirds of the waste sent to landfill, and the waste put out for collection in the Council's rubbish collection, can be recycled or composted – and even more can be avoided or not used in the first place.

These surveys also show that Council only has direct influence over a relatively small proportion of the waste stream – the 22% that is picked up in kerbside collections. Council has some influence over what happens with certain materials at the transfer stations, but in many cases by the time waste has reached these sites, it's too late for any significant diversion. This is why our, to make any significant impact on preventing or diverting the amount of waste that our district sends to landfill, our entire community needs to take action.

Sometimes it can be difficult to divert waste in our district because the type of facilities and services that could support diversion are not currently available locally or are located far away. A combined focus on the reduction of waste at source and support for new diversion opportunities is needed to move towards our vision.

WHAT CAN BE DIVERTED FROM OUR RED RUBBISH BINS?



64.4% CAN BE RECYCLED OR COMPOSTED INSTEAD OF BEING SENT TO LANDFILL

6.6% can be recycled in the yellow mixed recycling bin.

3.9% Paper and cardboard

1.9% #1,2 & 5 Bottles & containers

0.8% Steel & aluminium cans

1.9% can be recycled in the blue glass bin.

1.9% Glass bottles & jars

55.9% can be composted.

33.0% Food scraps

22.9% Greenwaste

35.6% is waste destined for landfill.

35.6% Other waste (mixed)

WHAT HAVE WE ACHIEVED SO FAR?

There are many great partnerships and initiatives that are already making a difference. Since the 2018 WMMP, we've made lots of progress with actions to divert material from landfill and reduce our waste. We've highlight some achievements in the following pages.



The **Zero Waste District Programme** focuses on identifying and partnering with local organisations who possess the resources and expertise to deliver activities outlined in the WMMP. The programme facilitates the establishment of formal agreements with these partners, ensuring that each plays a defined role in achieving waste diversion, resource recovery, and circular economy outcomes. Through clear, actionable partnerships, the Zero Waste District Programme enables a coordinated effort to move us towards achieving our vision of becoming a sustainable and zero waste district.

Through the **Zero Waste District Programme** we have multiple partnership agreements in place supporting delivery of initiatives that help us progress our WMMP action plan. Currently, Council has partnerships with the following key organisations; Wao, Wānaka Community Workshop, Zero Waste Glenorchy, Grow Wānaka, OneBike, KiwiHarvest, Plastic Free Wānaka, Sustainable Queenstown, and Wastebusters – who Council has also supported in their efforts to help businesses reduce waste⁴ by funding workshops, waste audits, and waste minimisation guidelines. Case studies are developed to ensure best practice is shared between experts and peers.

⁴ <https://www.qldc.govt.nz/services/rubbish-recycling/waste-minimisation-for-businesses/>



COMMUNITY COMPOSTING PROJECT

The **Community Composting Project**⁵ has benefited from Council funding, and government funding from the Ministry for the Environment's (MfE) Waste Minimisation Fund. This has enabled the establishment of a network of Community Composting Hubs that can divert food scraps and garden waste from landfill and turn it into a beneficial resource. Community Composting Project highlights:

606

606 TONNES OF ORGANIC WASTE DIVERTED FROM LANDFILL SINCE PROJECT BEGAN IN JUNE 2022.

4,700

OVER 4,700 PEOPLE ENGAGED THROUGH EDUCATIONAL PRESENTATIONS OR WORKSHOPS.



WASTE MINIMISATION COMMUNITY FUND

Council's **Waste Minimisation Community Fund**⁶ is an annual opportunity to support local waste minimisation projects through a contestable fund. Several previously funded projects have grown into longer-term partnership arrangements. Council also invests in education campaigns and resources⁷ to ensure residents and visitors know how to use local services and about all the local opportunities for waste reduction⁸.



HOUSEHOLD KERBSIDE RECYCLING SERVICE

Council has improved the **household kerbside recycling service** by changing from refuse bags to a three-bin system. This means glass can be separated for recycling, making the whole system work more effectively. Council have also committed to introducing a kerbside organic waste collection service for eligible properties.

⁵ <https://www.qldc.govt.nz/services/rubbish-recycling/green-and-food-waste/#composting-hubs>

⁶ <https://www.qldc.govt.nz/services/rubbish-recycling/waste-minimisation-community-fund/>

⁷ <https://www.qldc.govt.nz/services/rubbish-recycling/how-we-recycle-in-the-queenstown-lakes-district/>

⁸ <https://www.qldc.govt.nz/services/rubbish-recycling/cut-your-waste/>



The district's events are now more sustainable through the **Event Waste and Emissions Reduction Guide**⁹. This includes practical tips, templates, checklists and supporting information, along with workshops for event organisers. Through this work Council's events team is building stronger relationships with event organisers and supporting them to incorporate a sustainability focus.



Council also provides other services which ensure that waste doesn't create a nuisance, or risk possible public health issues, like **public place bins, transfer stations, and a recycling facility**.

⁹ <https://www.qldc.govt.nz/services/rubbish-recycling/zero-waste-events/>

¹⁰ <https://www.wastebusters.co.nz/>

¹¹ <https://sustainablequeenstown.org.nz/>



Wastebusters¹⁰ are working towards circular waste systems across several areas, from the reuse shop in Wanaka to services enabling businesses to recycle and facilitating many workshops and education campaigns aimed at achieving the necessary behaviour change. Often working with like minded organisations such as Sustainable Queenstown¹¹ and Wao.



Ski fields in the district are also working hard to help visitors consume their food and drink in reusable containers, minimise waste and recycle as much as possible whilst enjoying the local ski fields.

¹² <https://www.qldc.govt.nz/services/rubbish-recycling/construction-and-demolition-waste/>

¹³ <https://www.wao.co.nz/better-building>



The **construction sector**¹² is also working hard to set up systems to recycle some of the common waste construction materials, and bring industry on board¹³ with waste reduction practices to ensure that sending materials to landfill is seen as a last resort.

OPPORTUNITIES TO CHANGE THE STORY

OUR VISION

FOR THE FUTURE

TOGETHER TOWARDS ZERO WASTE AND A CIRCULAR ECONOMY

Good progress has been made but there is still much more to do.

We've looked carefully at our current situation and considered the community's priorities using our guiding principles. This has helped us identify objectives to help make more progress towards our vision.

The first three objectives are designed to reduce the highest quantity of materials taken to the landfill. The final two reflect the underlying activities that can influence waste minimisation and management activities more broadly across the system.



REDUCING CONSTRUCTION WASTE:

To prevent waste creation at the source and enhance waste management practices by reducing, reusing, recycling, and recovering more waste from construction and demolition activities.



REDUCING ORGANIC WASTE:

To minimise food scraps and garden waste going to landfill by implementing effective reduction and recycling strategies.



ENHANCING WASTE MANAGEMENT AND MINIMISATION INFRASTRUCTURE:

To increase the capacity and quality of waste infrastructure and support services, enabling the reuse and recycling of unwanted goods and materials, preventing or diverting greater volumes of waste from landfill.



FOSTERING CIRCULAR ECONOMY BEHAVIOURS:

To promote and facilitate behaviour changes that support the transition to a circular economy, encouraging sustainable practices such as reducing, reusing, and recycling resources.



POLICY AND ADVOCACY FOR COMMUNITY SOLUTIONS:

To reinforce partnerships and collaborative solutions through local or national regulation and policy, influenced by research and advocacy for our community.

ACCELERATING ACTION

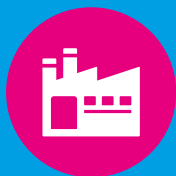
THROUGH PARTNERSHIPS

Although Council has the task of developing the WMMP, successfully achieving the vision relies on a wide range of community stakeholders each playing distinct yet interconnected roles. We've identified the following key stakeholder groups across the community:



CONSTRUCTION

The construction sector including designers and architects, developers, builders, material suppliers, clients.



BUSINESS

Businesses, industry, accommodation providers, tourism operators, health and education institutions.



RESIDENTS AND VISITORS

Permanent and short-term residents and visitors.



WASTE OPERATORS

Waste operators providing collection, recycling, and disposal services.



NON-PROFIT ORGANISATIONS

Non-profit sector including community enterprises, charities, organisations and industry groups.



GOVERNMENT

Government adopts legislation and national waste strategy, manages the Waste Minimisation Fund and undertakes specific waste projects.

Council will continue to have a core role in coordinating the WMMP, implementing opportunities directly, or indirectly by enabling and facilitating. Council also has a responsibility to make sure that future demand for waste services is met, and that public health is protected. Council's various roles in working towards zero waste and a circular economy can be categorised as:

COLLABORATE AND FACILITATE across our community, the region and Aotearoa New Zealand.

PROVIDE SERVICES AND FACILITIES that may be funded through rates, local levy funds, national levy funds, or other funding sources such as product stewardship schemes.

FUND LOCAL INITIATIVES and facilitate access to other funding sources.

DRIVE BEHAVIOUR CHANGE by providing information, education, and supporting behaviour change initiatives.

REGULATE AND INCENTIVISE choices that support the district in moving towards a circular economy.

MONITOR AND MEASURE progress against targets and understand what other opportunities may be possible.

SHOW LEADERSHIP AND ADVOCATE on behalf of our district for more action to be taken locally, regionally and nationally.

HOW WILL WE KNOW IF WE ARE HEADING IN THE RIGHT DIRECTION?

We will measure our progress by tracking how much waste we are creating and what we are still sending to landfill.

If the Action Plan is implemented fully, we forecast that the district will divert an additional 80,000 tonnes of waste from landfill over the six years of the WMMP.

We will also measure our success by how many people our behaviour change campaigns' reach.

We go into further detail on how we'll undertake this in the 'Monitoring and reporting on our progress' section.

**DIVERTING AN
ADDITIONAL 80,000
TONNES OF WASTE
FROM LANDFILL
OVER THE SIX
YEARS**

CONSTRUCTION WASTE:

Divert additional 52,000 tonnes of construction waste + reduce CO2 emissions by 330 tonnes

ORGANIC WASTE:

Divert additional 20,900 tonnes of food scraps and garden waste + reduce CO2 emissions by 2,250 tonnes

RESOURCE RECOVERY INFRASTRUCTURE:

Divert additional 8,400 tonnes of waste

BEHAVIOURS:

Engage at least one third of our population through learning opportunities

PUTTING IT ALL TOGETHER

WMMP Vision: Together towards zero waste and a circular economy

In order to achieve this we will work in partnership with the community...



CONSTRUCTION
SECTOR



BUSINESSES



RESIDENTS
AND VISITORS



WASTE
OPERATORS



NON-PROFIT
ORGANISATIONS



CENTRAL
GOVERNMENT

...and together we will focus on delivering actions against five key objectives...



Reducing
Construction Waste



Reducing
Organic Waste



Enhancing Waste Management
and Minimisation Infrastructure



Fostering Circular
Economy Behaviours



Policy and Advocacy for
Community Solutions

...and make decisions informed by our guiding principles...

COLLABORATION

CIRCULAR
SYSTEMS

DATA-DRIVEN
SUSTAINABLE
SOLUTIONS

VALUE
FOR MONEY

INNOVATION

RESPECTING
TE AO MĀORI

WIDER
BENEFITS

...and we will measure our success by

Diverting an additional 80,000 tonnes of waste from landfill over the six years

**CONSTRUCTION
WASTE:**
Divert additional
52,000 tonnes

ORGANIC WASTE:
Divert additional
20,900 tonnes

**RESOURCE
RECOVERY
INFRASTRUCTURE:**
Divert additional
8,400 tonnes

BEHAVIOURS:
Engage at least
one third of our
population

THE ACTION PLAN

The Action Plan is set out in sections to tackle each of the objectives and describes what Council is committing to over the next six years.

Council cannot make significant progress without the community and stakeholder groups also taking action, so we have also indicated where others can help move us towards zero waste and a circular economy.



THE ACTION PLAN KEY:





OBJECTIVE ONE: REDUCING CONSTRUCTION WASTE

Currently, construction and demolition waste accounts for around a third of all material sent to Victoria Flats landfill from the Queenstown Lakes District, over 16,000 tonnes each year. There is a significant opportunity to prevent or divert a lot of this waste through measures such as thoughtful design, improved onsite practices, and enhanced facilities and services that prioritise reducing, reusing, and recycling.







If all of the suggested actions are implemented successfully, an additional estimated 52,000 tonnes of construction waste could potentially be prevented, reused, recycled or recovered over the course of the WMMP, along with greenhouse gas emissions that are equivalent to around 330 tonnes of CO₂.



Construction waste at refuse transfer station.









OBJECTIVE ONE: REDUCING CONSTRUCTION WASTE

COUNCIL-LED ACTIONS				
REF #	ACTION	COUNCIL'S ACTION	COUNCIL'S ROLE	OUTCOME
1	 Promote and support initiatives to reduce construction and demolition waste.	Council will work with the construction sector and stakeholders to develop and promote best practice tools, resources and initiatives to reduce waste Groups such as the Better Building Working Group (BBWG), Wastebusters, NZGBC and BRANZ have a key role in driving change and influencing the sector.	Collaborate and facilitate, drive behaviour change, fund local initiatives.	The sector better understands and adopts best practice in avoiding and diverting C&D waste and is equipped with the necessary tools and resources to minimise waste at every stage, resulting in more sustainable and resource-efficient building practices.
2	 Develop regulatory tools to monitor and manage construction waste.	Council supports a regulatory approach to improve construction waste monitoring and management such as a local bylaw and amendments to central government legislation.	Collaborate and facilitate, drive behaviour change, fund local initiatives, regulate and incentivise.	The construction sector works to a more structured regulatory framework and policy tools, which enhance construction waste monitoring and management and ensure greater accountability in the sector.
3	 Investigate the opportunities for improvement of construction waste diversion services and facilities.	Council investigates and facilitates collaboration for the improvement and expansion of services and facilities to enable the diversion of construction waste.	Collaborate and facilitate, drive behaviour change.	More construction waste can be diverted through for reuse, recycling or recovery, resulting in construction projects that are more sustainable and resource-efficient.
4	 Develop construction waste management guidance.	Council will establish and support construction site waste management and minimisation with guidance, templates, and case studies.	Collaborate and facilitate, drive behaviour change.	The construction sector is required to monitor, measure, and report on construction wastes, providing more information on the types of wastes produced and how they are managed and how this could be improved. The community will be more aware of the types and quantities of construction waste.
5	 Support industry research on construction waste.	Council collaborates and supports industry research to improve understanding of construction waste and identify priority diversion opportunities.	Collaborate and facilitate, fund local initiatives.	The construction sector is more aware of what construction waste is, and what priority diversion opportunities could be implemented.
6	 Support monitoring and data collection on construction waste.	Council will ensure the sector has access to data and information relating to C&D waste that it holds or has access to.	Monitor and measure.	The construction sector is empowered to take effective action on construction and demolition waste reduction based on accurate and accessible data and information provided by Council.



OBJECTIVE ONE: REDUCING CONSTRUCTION WASTE

HOW OTHERS CAN HELP

 CONSTRUCTION	 BUSINESSES	 RESIDENTS AND VISITORS	 WASTE OPERATORS	 NON-PROFIT ORGANISATIONS	 GOVERNMENT
Design out waste from construction projects.	Choose construction partners that prioritise waste prevention, reuse, and recovery and assess performance.	Choose construction partners that prioritise waste prevention, reuse, and recovery and assess performance.	Provide services for construction waste materials.	Provide services for construction waste materials.	Regulate – consents, materials, legislation.
Monitor and measure construction wastes more closely.			Collaborate with Council to develop services and facilities.	Collaborate with Council to develop services and facilities.	Coordinate product stewardship programmes.
Improve on-site waste management to facilitate collection for reuse/ recycling.				Deliver behaviour change and support reuse systems.	Fund research through the Building Levy, BRANZ.
Make waste materials available to community.					



OBJECTIVE TWO: REDUCING ORGANIC WASTE

The Queenstown Lakes District currently sends around 16,000 tonnes of organic waste to landfill each year. 13,000 tonnes of this is food scraps and garden waste making up 27% of the total landfill waste. When these organic materials break down in landfill, they create methane, a very powerful greenhouse gas that contributes significantly to climate change.

Nearly 70% of the food scraps and a significant share of the garden waste reaches landfill through kerbside rubbish collections from households. The rest comes from the commercial sector or from household waste that is dropped off at transfer stations.

By composting this material instead of landfilling it, we can transform this organic waste into a valuable resource that can enrich soils, enhance water retention, and reduce the need for synthetic fertilisers. This supports healthier ecosystems and sustainable agriculture while helping lower greenhouse gas emissions and achieving our climate action goals.








If all the suggested actions are implemented successfully, an estimated 20,900 tonnes of food scraps and garden waste could potentially be prevented, reused, or recycled over the course of the WMMP, along with avoided greenhouse gas emissions that are equivalent to around 2,250 tonnes of CO₂.



Composting at Zero Waste Glenorchy.



OBJECTIVE TWO: REDUCING ORGANIC WASTE

COUNCIL-LED ACTIONS				
REF #	ACTION	COUNCIL'S ACTION	COUNCIL'S ROLE	OUTCOME
7	 Households have access to an organic waste collection service.	Council will provide a household kerbside collection for food scraps and green waste, enabling household to divert these wastes from landfill disposal, supported by a comprehensive education and behaviour change campaign.	Provide services and facilities.	Households can divert their food scraps and green waste from landfill through a new Council collection service and supported in reducing generation in the first place, reducing landfill emissions.
8	 Organics can be diverted through multiple sites.	Council will support organic waste processing into beneficial products by enabling access to greenwaste diversion at designated sites, including community composting hubs, and community greenwaste sites and reduce barriers to establishment of these sites.	Provide services and facilities, fund local initiatives.	The Queenstown Lakes community have access to diversion options for greenwaste through various sites, which can be established and operated without unnecessary regulatory barriers, reducing emissions from landfill disposal.
9	 Support access to opportunities to learn about composting organic waste.	Council will support and facilitate opportunities to learn about composting organic waste e.g. Dr Compost and initiatives at community composting hubs and community gardens.	Fund local initiatives.	Our community engage with local learning opportunities and understand how to compost organic waste and why this is important.
10	 Support food rescue.	Council will deliver and support behaviour change campaigns and systems that support the prevention of food loss e.g. KiwiHarvest.	Fund local initiatives, collaborate and facilitate.	The community understand how to reduce food waste loss through behaviour change and supporting systems such as food rescue initiatives.
11	 Divert greenwaste at transfer stations.	Council will ensure customers can easily access diversion at its transfer stations for specific types of green waste ¹⁴ .	Provide services and facilities.	Greenwaste can be taken to transfer stations and drop-off points for subsequent processing.
12	 Investigate options to manage biosolids.	Council will investigate options for biosolids processing that enables diversion from landfill (reducing emissions), and assess whether this will be a feasible option in future.	Collaborate and facilitate.	The options to divert biosolids from landfill are thoroughly explored and the potential for future implementation is assessed and reported.
13	 Advocate for organic waste processing access.	Council will plan for commercial customer access at organics bulking, consolidation and transfer sites.	Collaborate and facilitate.	Commercial food scraps and greenwaste are recovered.

¹⁴ <https://www.qldc.govt.nz/services/rubbish-recycling/green-and-food-waste/#green>



OBJECTIVE TWO: REDUCING ORGANIC WASTE

HOW OTHERS CAN HELP

 CONSTRUCTION	 BUSINESSES	 RESIDENTS AND VISITORS	 WASTE OPERATORS	 NON-PROFIT ORGANISATIONS	 GOVERNMENT
Prevent wasted food and reuse as much as possible.	Prevent wasted food and reuse as much as possible.	Prevent wasted food and reuse as much as possible	Provide organic waste collection services to those other than households.	Provide organic waste collection services to those other than households and work with other sectors to ensure organic waste can be processed.	Regulate landfill emissions through the Emissions Trading Scheme.
Separate food scraps and green waste for collection.	Separate food scraps and green waste for collection or community composting.	Separate food scraps and green waste for council collection, home composting, or community composting	Work with other sectors to ensure organic waste can be processed.	Support home and community composting.	Regulate landfill types based on organic wastes accepted.
				Deliver behaviour change to support prevention, reuse, and recycling.	Monitor kerbside standardisation compliance for organic waste collections.



OBJECTIVE THREE: ENHANCING WASTE MANAGEMENT AND MINIMISATION INFRASTRUCTURE

While there is a range of ways the community can reuse, recycle or recover materials, some parts of the district have access to a wider range of options than others, and there is potential to develop a resource recovery network that supports more circular management systems. In addition, the Frankton based materials recovery facility, where Queenstown Lakes' recycling is currently sorted and prepared for further processing, needs replacement.








If all the suggested actions are implemented successfully, an estimated additional 8,500 tonnes of material can be diverted from landfill by improving our materials recovery facility and increasing the opportunities for other materials to be diverted from landfill.

Mixed recycling sorting at materials recovery facility.












OBJECTIVE THREE: ENHANCING WASTE MANAGEMENT AND MINIMISATION INFRASTRUCTURE

COUNCIL-LED ACTIONS				
REF #	ACTION	COUNCIL'S ACTION	COUNCIL'S ROLE	OUTCOME
14	 Support product stewardship schemes.	Council will work with programme managers and local partners to investigate opportunities and facilitate the implementation of product stewardship schemes in the district.	Collaborate and facilitate.	Extended producer responsibility and product stewardship programs are established nationally and implemented locally. Materials covered by product stewardship programmes can be captured for recycling.
15	 Plan for and secure an improved materials recovery facility.	Council will identify and assess the options available to provide access to a materials recovery facility, and implement or facilitate the option that provides best outcomes for the district and sub-region.	Provide services and facilities.	The district's recyclables are recovered and processed producing high quality products.
16	 Support regional waste infrastructure planning.	Council will work with other councils in the region to develop a regional waste infrastructure strategy and development framework.	Collaborate and facilitate.	There is a clear framework for regional waste infrastructure that supports a circular resource network.
17	 Provide upgrades to transfer stations.	Council will ensure transfer stations provide capacity for growth, and encourage waste diversion through reuse, recycling, and recovery.	Provide services and facilities.	The community can dispose of waste, and divert from landfill a range of materials using the options available at Council's transfer stations.
18	 Encourage waste diversion.	Council will work with the waste sector to facilitate and support options at non-Council facilities for materials diversion through reuse, recycling and recovery.	Collaborate and facilitate.	The community can divert a range of materials from landfill disposal using the options available at non-Council waste facilities.
19	 Provide collection points for materials that are difficult to recycle or recover.	Council will provide collection points at transfer stations and other locations within its control (e.g. community facilities and libraries) for 'difficult' materials – mobile phones, batteries, e-waste and other products where pathways exist.	Provide services and facilities.	Collection points for specific 'difficult' materials are available at several Council locations across the district.
20	 Provide household kerbside services that support greater waste diversion.	Council will continue to provide household kerbside services and make ongoing improvements to support waste diversion through recycling services, introducing organic waste collection services, and reducing the frequency of residual waste collections in conjunction with this.	Provide services and facilities.	Kerbside services are available and encourage diversion of waste.









OBJECTIVE THREE: ENHANCING WASTE MANAGEMENT AND MINIMISATION INFRASTRUCTURE

COUNCIL-LED ACTIONS				
REF #	ACTION	COUNCIL'S ACTION	COUNCIL'S ROLE	OUTCOME
21	 Provide schools with access to recycling services.	Provide recycling collection services for eligible schools.	Provide services and facilities.	Waste produced at school sites can be recycled more easily.
22	 Provide public place litter and recycling bins.	Public place recycling bins will be co-located with litter bins where practicable and cost effective.	Provide services and facilities.	Public place litter bins are available while also encouraging waste minimisation through public-place recycling.
23	 Provide household hazardous waste disposal options.	Provide facilities for safe household hazardous waste disposal including e-waste, oil and batteries where these are affordable and complement national schemes.	Provide services and facilities.	Options are available to manage household hazardous waste safely.
24	 Support reuse infrastructure opportunities.	Council will support and facilitate the increase of reuse infrastructure opportunities across the district (e.g. washing facilities, refilleries and container return schemes)	Collaborate and facilitate.	Opportunities to reduce waste through reuse are frequently and easily accessible.
25	 Enable waste disposal services.	Council will continue to enable waste disposal services at the Victoria Flats landfill.	Enable services and facilities.	Waste disposal is managed through effective, efficient and compliant services.
26	 Prevent illegal dumping.	Council will provide services and education to prevent and respond to illegal dumping.	Provide services. Collaborate and facilitate.	Illegal dumping is managed to avoid harm to the environment.
27	 Manage closed (old) landfills.	Closed landfills are monitored and managed to minimise any harm on the environment.	Provide services and facilities.	Harm to the environment from legacy waste disposal is minimised.



OBJECTIVE THREE: ENHANCING WASTE MANAGEMENT AND MINIMISATION INFRASTRUCTURE

HOW OTHERS CAN HELP

 CONSTRUCTION	 BUSINESSES	 RESIDENTS AND VISITORS	 WASTE OPERATORS	 NON-PROFIT ORGANISATIONS	 GOVERNMENT
Separate reusable, recyclable and recoverable items and use available services and facilities.	<p>Ensure recyclables are free of contamination.</p> <p>Separate reusable, recyclable and recoverable items and use available services and facilities.</p>	<p>Ensure recyclables are free of contamination.</p> <p>Separate reusable, recyclable and recoverable items and use available services and facilities.</p>	<p>Ensure any recyclables are free of contamination.</p> <p>Collect and bulk material in a way that is aligned with available services and facilities.</p>	<p>Ensure any recyclables are free of contamination.</p> <p>Separate reusable, recyclable and recoverable items and use available services and facilities.</p> <p>Collect and bulk material in a way that is aligned with available services and facilities.</p>	<p>Regulate products and approve product stewardship schemes.</p> <p>Regulate and monitor disposal facilities.</p> <p>Fund successful infrastructure projects through the Waste Minimisation Fund.</p>



OBJECTIVE FOUR: FOSTERING CIRCULAR ECONOMY BEHAVIOURS

Changing the way we do things day-to-day is crucial in the shift towards zero waste and a circular economy. A big part of this shift is enabling learning for our community about how to prioritise the prevention and reuse of materials, and encourage purchase of recycled material and things that can easily be recycled.






We aim to deliver some form of intervention or education initiative to one third of the Queenstown Lake's population through direct communication, community behaviour change campaigns, and participation in education programmes.



Mobile water refill station
Credit: LP media NZ








OBJECTIVE FOUR: FOSTERING CIRCULAR ECONOMY BEHAVIOURS

COUNCIL-LED ACTIONS				
REF #	ACTION	COUNCIL'S ACTION	COUNCIL'S ROLE	OUTCOME
28	 Collaborate, facilitate, support, and fund behaviour change initiatives and education.	Council will support the delivery of education and campaigns that focus on reduction, reuse, and recycling to achieve the change in behaviour and understanding needed to move towards zero waste and a circular economy, e.g. EnviroSchools, Environmental Education for Resource Sustainability, Dr Compost, Waste Free Parenting, Love Food Hate Waste.	Collaborate and facilitate. Drive behaviour change. Fund local initiatives.	Our community understand how to use services and participate in behaviours and initiatives that enable reduction, reuse, and recycling.
29	 Enable reusable schemes.	Council will support the implementation of reusable schemes by investigating options for local regulation, supporting local campaigns and providing facilities and services that enable reuse. e.g. reusable serve ware, tool and toy libraries.	Collaborate and facilitate. Drive behaviour change. Fund local initiatives.	By supporting the implementation of reusable schemes, our community will see a reduction in single-use waste and a shift towards a circular economy. With Council investigating local regulation options our community will receive clear guidance and support to adopt reusable alternatives. The provision of enabling facilities and services will make it easier for people to choose sustainable options.
30	 Support waste minimisation initiatives through a local fund.	Council will support waste minimisation initiatives through the Waste Minimisation Community Fund.	Fund local initiatives.	Funds will be available to support behaviour change and waste minimisation projects.
31	 Provide waste management and minimisation information and education for council services and wider initiatives.	Council will provide up to date information to the community through avenues such as web pages, regular publications, etc.	Drive behaviour change.	The wider community is provided ongoing awareness raising, waste minimisation, and behaviour change communication through Council channels so that everyone is aware of waste issues and what actions they can take.
32	 Promote active exchange networks.	Council will support local exchange networks such as Civilshare, and local marketplace groups.	Collaborate and facilitate. Drive behaviour change. Fund local initiatives.	There are active exchange networks in the community that enable more reuse and recycling.



OBJECTIVE FOUR: FOSTERING CIRCULAR ECONOMY BEHAVIOURS

COUNCIL-LED ACTIONS				
REF #	ACTION	COUNCIL'S ACTION	COUNCIL'S ROLE	OUTCOME
33	 Support minimisation of agricultural waste.	Provide promotional support for agricultural waste minimisation programmes e.g. agricultural chemical containers and bale wrap recovery.	Collaborate and facilitate. Drive behaviour change.	The agricultural sector is aware of the opportunities available to them to minimise and divert agricultural wastes.
34	 Support litter clean up events.	Provide promotional support for community-led litter clean up events.	Collaborate and facilitate.	The community is aware of clean-up events and they are held regularly.
35	 Conduct monitoring of in-house waste.	Develop baseline and reporting measures on waste minimisation and diversion at QLDC operational sites including halls, offices, facilities and regularly publish updates on performance to the public.	Monitor and measure.	The community is aware of Council's waste minimisation and management actions and knows what progress is being made.
36	 Support minimisation of healthcare waste.	Council works with stakeholders in the health sector to investigate and facilitate the improvement and expansion of services and facilitates to enable the safe management and diversion of healthcare waste from landfill.	Collaborate and facilitate, drive behaviour change.	The community's healthcare waste is minimised and well managed.
37	 Support and advocate for drinking water refills.	Council will advocate for installation of drinking water fountains and access to refill options to encourage refilling of drinking vessels and minimisation of plastic waste.	Collaborate and facilitate, drive behaviour change.	The community can avoid purchasing water in single-use packaging.



OBJECTIVE FOUR: FOSTERING CIRCULAR ECONOMY BEHAVIOURS

HOW OTHERS CAN HELP

 CONSTRUCTION	 BUSINESSES	 RESIDENTS AND VISITORS	 WASTE OPERATORS	 NON-PROFIT ORGANISATIONS	 GOVERNMENT
<p>Preventing the creation of waste through thoughtful design and build projects, and maximising recyclability through careful material choice and consideration of end of life.</p>	<p>Choose products and supplies that support the circular economy by preventing or reducing waste creation, and maximise recyclability.</p>	<p>Choose products and supplies that support the circular economy, and use businesses that provide systems that enable waste prevention, reuse, and recycling.</p>	<p>Provide services and facilities that prioritise reduction, reuse, and recycling.</p>	<p>Provide services and facilities that prioritise reduction, reuse, and recycling.</p>	<p>Regulate products and approve product stewardship schemes.</p>
<p>Aim for buildings that are efficient to live in.</p>	<p>Put systems in place that enable customers to make choices that support the circular economy.</p>	<p>Prioritise reuse over buying new.</p>	<p>Encourage customers to use services and manage waste in a way that support the circular economy.</p>	<p>Advocate and deliver behaviour change initiatives.</p>	<p>Regulate and monitor disposal facilities.</p>
					<p>Fund successful infrastructure projects through the Waste Minimisation Fund.</p>









OBJECTIVE FIVE: POLICY AND ADVOCACY FOR COMMUNITY SOLUTIONS

Council is responsible for and has the ability to implement a number of waste policy and advocacy actions, some of which can also be undertaken or supported by other groups (such as advocacy). These actions contribute to the overall goal, along with specific targets included in other priority areas.










*Resourceful Communities
and Fabricate*



COUNCIL-LED ACTIONS				
REF #	ACTION	COUNCIL'S ACTION	COUNCIL'S ROLE	OUTCOME
38	 Adopt a local waste bylaw.	Council will draft, consult, and adopt a local bylaw that covers several issues e.g. construction site waste management plans, waste operator licensing, general responsibilities.	Regulate and incentivise.	Local regulation is established in the district covering a range of issues, encouraging improved waste management and minimisation in the district in several sectors.
39	 Improve the illegal dumping and littering policy and enforcement options.	Council will develop and implement a consistent, comprehensive, enforcement policy for litter and illegal dumping that reflects national regulation.	Regulate and incentivise, drive behaviour change.	Litter and illegal dumping are monitored, and infringements are enforced through a consistent enforcement policy.
40	 Provide waste data, surveys, and analysis.	Council will continue to undertake material composition audits and track waste quantities and types across the system. Data to monitor and measure will also be collected through other methods such as surveys.	Monitor and measure, drive behaviour change.	Data is available to monitor progress, and to understand issues and identify options to address these.
41	 Support business' with research and waste audit opportunities.	Council will support large waste producers through the process of understanding what waste they produce, and how this could be managed better.	Collaborate and facilitate drive behaviour change.	Significant waste producers understand their waste streams and can identify opportunities to improve management, and implement priority options.
42	 Advocate on behalf of the community for extended product stewardship.	Council will advocate to central government on behalf of the community for more action on issues such as product stewardship, extended producer responsibility, product bans, levy arrangements, operator licensing, container return schemes, bans or levies on single use cups, regulating the right to repair, and more.	Collaborate and facilitate, drive behaviour change.	Local initiatives are supported and reinforced by central government policy, regulation, work programmes, and funding.
43	 Review Council's procurement policies.	Council will review procurement policies to ensure they reflect the waste hierarchy and prioritise options that support a circular materials economy.	Collaborate and facilitate, drive behaviour change.	The outcome of council's procurement processes supports the transition towards zero waste and a circular economy.



COUNCIL-LED ACTIONS				
REF #	ACTION	COUNCIL'S ACTION	COUNCIL'S ROLE	OUTCOME
44	 Support waste minimisation at events.	Council events, events held at council facilities, in public spaces and events funded by council are required to complete event waste management plans.	Collaborate and facilitate, drive behaviour change, fund local initiatives, regulate and incentivise.	Events include improved waste prevention, reuse, and reduction.
45	 Monitor and optimise gas capture at the landfill.	Council complies with obligations under the Emissions Trading Scheme and continues to optimise gas capture.	Provide services and facilities.	National compliance requirements are fulfilled and opportunities for improvement are realised.
46	 Comply with resource consent conditions at council facilities.	Council monitors, maintains and reports on consent compliance for its waste facilities and closed landfills.	Provide services and facilities.	Resource management compliance requirements are fulfilled.
47	 Monitor landfill capacity and demand.	The capacity of Victoria Flats landfill will be monitored, and alternative disposal options will be explored when capacity is considered unable to meet future demand.	Provide services and facilities.	Landfill disposal capacity is monitored and options identified to meet future need.
48	 Investigate additional pricing tools to support increased diversion.	Differential pricing tools will be investigated that can support increased diversion at Council waste facilities.	Provide services and facilities, drive behaviour change, regulate and incentivise.	The community have access to services that encourage positive waste minimisation behaviour that supports a circular economy.
49	 Collaborate with other Councils.	Council will collaborate regionally and across the lower South Island on issues including disaster waste management, regulation, regional infrastructure planning and provision for recovery of key materials such as paper/cardboard, glass, timber and organics.	Collaborate and facilitate.	Collaborative initiatives relating to specific waste issues are identified and will reflect the needs and priorities of the district and region.
50	 Support the regional waste officer.	Council will co-fund and support a regional waste officer to enable Otago councils to work together to minimise and manage waste, optimise outcomes, reduce costs, and increase the range of possible solutions available.	Collaborate and facilitate.	This coordinated approach will optimise waste management outcomes and facilitate a more efficient and sustainable regional waste system.



Reusable serve ware at event
Credit: LP Media NZ

FUNDING THE WMMP

THE ACTIONS LISTED ABOVE COULD BE FUNDED IN A NUMBER OF DIFFERENT WAYS:		
FUNDING TYPE	FUNDING SOURCE	ACTIVITIES THAT WILL BE FUNDED
General Rates and Uniform Annual General Charges	Rates that are paid by all properties in the district.	A wide range of Council waste services/activities.
Targeted Rates	Rates that are paid only by eligible properties.	A wide range of council waste services/activities that provide benefit specifically to these properties.
Fees and charges	Paid whenever a specific facility is used, such as disposing of waste at a transfer station e.g. user pays.	Used to fund the facilities being used and supporting activities.
Landfill Levy / MfE Waste Disposal Levy funds	For each tonne of waste sent to landfill the waste disposal levy is paid to MfE. The rate depends on the type of landfill. Half of the levy paid nationally is returned to councils on a per capita basis.	These funds must be spent on waste minimisation activities and in accordance with the WMMP. Activities that will be funded in this way include: <ul style="list-style-type: none"> > Behaviour change > Community projects > Waste minimisation diversion services and infrastructure > Other council activities that support waste minimisation, such as regulation and policy.
Other funding	Half of the waste disposal levy paid nationally, less administration costs, is used by MfE for several activities including the nationally contestable MfE Waste Minimisation Fund (WMF). Waste initiatives can also qualify for other funds depending on criteria and availability.	Capital-investment opportunities like the development of a new recycling facility could potentially qualify for partial funding from the WMF.

For projects that require a significant amount of Council funding, there is a clear process which is followed. Options are costed, assessed, and then the funds required for the preferred option are requested through an Annual Plan or Long Term Plan process. The community can see what projects are proposed and the anticipated cost. Council also seeks funding for high cost projects from other sources, such as the government's Waste Minimisation Fund.

Council will continue to make funds available for local initiatives through the Waste Minimisation Community Fund. The criteria for these funds and the amounts available are publicised on the Council website¹⁵.

¹⁵ <https://www.qldc.govt.nz/services/rubbish-recycling/waste-minimisation-community-fund/>

MONITORING AND REPORTING ON OUR PROGRESS

Council will continue to collect information to ensure it can measure and monitor progress. Some of the actions in the WMMP will help to do this in a more comprehensive way.

Regular brief progress reports will be available through Council's website, and more detailed progress reports will be presented through Council meetings.

Council will also report against the key performance indicators from the Long Term Plan, which currently measure emissions, contamination of kerbside recycling material, and the amount sent to landfill or diverted.

WE WILL MONITOR PROGRESS AND MEASURE PERFORMANCE AGAINST THE TARGETS WE HAVE SET OUT BELOW:		
WHAT ARE WE MEASURING?	HOW DO WE GET THIS INFORMATION?	WHAT WILL IT TELL US?
The amount of waste going into Victoria Flats landfill and where it came from.	Weighbridge records reported by the landfill managers showing quantities, and how it reaches landfill (e.g. through transfer stations or direct to the landfill).	Whether the quantity of waste is changing, and whether there are changes in the way it reaches landfill.
The activity that has created the waste going to Victoria Flats landfill, such as construction projects or the commercial sector.	Regular audits at the landfill analyse the types of trucks and loads that are entering the landfill, and allocates them to a specific activity type.	Whether there are any changes in the waste quantities being sent to landfill by a particular sector or activity, for example, improvements in construction waste management meaning more is being diverted.
The type of waste that is going into Victoria Flats landfill, and how it got there – for example, from residential kerbside rubbish collections, or from transfer stations.	Regular audits at the landfill survey a quantity of waste and separate it into more than 20 different material types. This is cross-referenced with the data collected about the ‘activity’.	Whether specific material types are reducing or increasing – for example, the introduction of new household kerbside organics collection services should result in a reduction in food scraps and garden waste going to landfill.
Types and quantities of material passing through the Council's refuse transfer stations, and the activities that the waste has arisen from.	Transfer station operators collect and record data of material coming into the transfer stations, and where this material goes to such as for further reprocessing or to landfill.	The types and quantities of materials that transfer stations are required to manage, and how successfully these materials are being diverted from landfill.
The types of materials that are being thrown out in household kerbside rubbish collections.	Regular audits randomly collect the waste from many rubbish bins, and separate all of this waste into more than 20 different material types.	This data tells us the average weight of a household rubbish bin, and what is in it. Introducing household kerbside organics collection services should result in both a reduction in weight, and a reduction in the quantity of food scraps and garden waste in the bins.
The weight of material collected by household kerbside services.	Monthly reporting from contractors provides bin weight data.	Whether there are any changes in the quantities of materials collected by household kerbside services.
The level of contamination (incorrect materials) that are being put into both kerbside and public place recycling bins.	Audits collect recycling from multiple recycling bins, and separate into multiple, different material types.	These surveys tell us how much contamination is in the recycling bins. A reduction in contamination will tell us that education and behaviour change campaigns have been successful.

WHAT ARE WE MEASURING?	HOW DO WE GET THIS INFORMATION?	WHAT WILL IT TELL US?
Overall quantities of kerbside rubbish, recyclables, and (when introduced) organics collections.	Weighbridge records enable Council's contractors to report on the exact amounts collected in Council's kerbside services.	Changes in these quantities enable us to monitor whether various interventions have improved diversion through recycling and organics collections.
Data on population, demographics, and economy.	StatsNZ data, census reports and local growth projections.	Analysing the information helps us to forecast future demand.
Number of behaviour change programmes/events and numbers of people reached.	Records taken at each event by providers.	Shows how many people are being supported through behaviour change events.
Performance of funded community initiatives (metric will depend on specific project).	Reports provided by funded organisations.	Demonstrates the impact that funded community initiatives are having, and guides where funds should be prioritised in future.
Completion of Council WMMP actions.	Regular reporting to the Council waste team and Council.	Progress against internal Council actions, and actions that Council have sole responsibility for, will be tracked against planned dates.
Quantities of waste handled by non-Council waste operators and destination.	Can be collected from operators once a waste operator licensing system is in place.	Provides a better understanding of waste streams that are out of Council's direct control, and what issues and opportunities exist.
Types and quantities of construction and event waste.	Can be collected through site waste management plans for construction projects and events once local regulation is in place requiring these.	Provides a better understanding of what quantities and types of wastes are created by these sectors, and what issues and opportunities exist.
Customer satisfaction levels.	Surveys regularly carried out by Council.	Enables the assessment of community satisfaction with waste programmes, including the Zero Waste District Programme.
Impact of behaviour change interventions.	Targeted surveys undertaken at various occasions.	Estimates the reach of various actions such as behaviour change and education campaigns.

GLOSSARY AND ABBREVIATIONS

Biosolids	Biosolids are the nutrient-rich organic materials resulting from the treatment of wastewater in a treatment facility.
Circular Economy	An economic system based on designing out waste and pollution, reusing products and materials, and regenerating natural systems.
Class 1 landfill	New Zealand's most engineered and monitored landfills.. All household waste and most commercial, institutional and/or industrial waste is sent to Class 1 landfills.
Construction and Demolition (C&D) waste	Waste generated from the building and construction sector and/or removal of any structure.
Container Return Scheme	A resource recovery scheme that incentivises people to return empty beverage containers for recycling or refilling in exchange for a refundable deposit.
Contamination	Inappropriate material (including excessively dirty material) placed in recycling collections. Contamination may also occur if the method of collection means one recyclable material cannot be efficiently sorted from another (eg. ceramics contaminating glass).
Food scraps	Leftovers and waste from preparing food – vegetable and fruit peelings, leftover cooked food, cooked and uncooked meat, dairy products such as cheese or yoghurt, meat and fish bones, coffee grounds, tea leaves (does not include tea bags, coffee pods, compostable plastics, biodegradable cutlery or packaging, paper or cardboard).
Greenwaste	Compostable plant material including lawn clippings, weeds, plants, and other soft vegetable matter, which by nature or condition, and being free of any contaminants will degenerate into compost. Note, acceptance criteria at local facilities varies. This can also be referred to as garden waste.
Hazardous waste	Waste that is reasonably likely to be, or contain a substance that is explosive, flammable, oxidising, toxic, corrosive or ecotoxic.
Long term plan (LTP)	Every three years we produce a Long Term Plan (LTP), setting out the projects, activities and services that Council will invest in over a minimum ten-year period. This is a requirement under the Local Government Act 2002.

Materials Recovery Facility (MRF)	A Materials Recovery Facility receives, separates, and prepares recyclables such as plastics, paper, cardboard, aluminium, and tins to be sold to an end buyer.
Ministry for the Environment (MfE)	The Ministry for the Environment is the public service department of New Zealand charged with advising the government on policies and issues affecting the environment, in addition to the relevant environmental laws and standards.
New Zealand Waste Strategy	A document produced by the Ministry for the Environment. The latest version, Te rautaki para, was published in 2023.
Organic waste	Organic waste is biodegradable matter, such as food scraps, garden cuttings, grass, and branches, that can be accepted at an organics processing facility or facilities. Note, acceptance criteria at local facilities varies.
Product stewardship	When consumers and businesses take responsibility for the life cycle impacts of products and support the recovery of raw materials that are normally lost when these products become waste.
Recycling	The reprocessing of waste or diverted material to produce new materials.
Rubbish	Waste, that currently has little other management options other than disposal to landfill.
Tonne (metric)	A thousand kilograms. This is a standard measurement for describing quantity of material in the waste system.
Transfer station	Where different types of waste can be deposited by the public or commercial operators to be sorted and transported for recycling, reprocessing or landfill.
Waste	Anything disposed of and discarded.
Waste Assessment	A document summarising the current situation of waste management in the Otago region. It includes facts and figures, and is required under the Waste Minimisation Act (2008).
Waste hierarchy	A list of waste management options with decreasing priority – usually described as ‘reduce, reuse, recycle, reprocess, treat, dispose’.
Waste Minimisation Act 2008 (WMA)	The act administered by the Ministry for the Environment to encourage a reduction in the amount of waste we generate and dispose. The aim of the act is to reduce the environmental harm of waste and provide economic, social and cultural benefits for New Zealand.
Waste Management and Minimisation Plan (WMMP)	councils are responsible for promoting effective and efficient waste management and minimisation within their district. The WMA requires councils to adopt a Waste Management and Minimisation Plan as defined by section 43 of the WMA, which must be reviewed every six years.
Zero Waste	A philosophy for waste management, focusing on Council/community partnerships, local economic development, and viewing waste as a resource.



*Collecting reusables via e-bike and trailer at Luma.
Credit: Luma and Sustainable Queenstown*

QUEENSTOWN LAKES: TOGETHER TOWARDS ZERO WASTE AND A CIRCULAR ECONOMY

Attachment D: Schedule of Submitters
Waste Management and Minimisation Plan

	Name	Organisation
1.05pm	Gina Dempster (in person)	Wānaka Wastebusters
1.15pm	Aaron Thule (in person)	Better Building Working Group (WAO)
1.25pm	Monique Kelly (in person)	WAO
1.35pm	Sophie Ward (to confirm)	Plastic Free Wānaka
1.45pm	Hannah Zydenbos (in person)	Anderson Lloyd
1.55pm	Daniel Nogueira (in person)	Zero Waste Glenorchy
2.05pm	Marian Krogh (online)	Protect Our Winters New Zealand Inc
2.15pm	Arthur Lee (to confirm)	Queenstown Lakes Community Housing Trust

Note that deliberations will be open to the public and will follow on directly after the hearing of submissions had concluded.