

Waste Management and Minimisation Plan for Consultation

Record no: R/26/2/101091
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Report type: Decision

Purpose

- 1 This report seeks approval to proceed with a public consultation process and provides Council with the draft Southland Waste Management and Minimisation Plan 2026-2032 for consultation

Staff recommendations

That Council:

- a) notes the information contained in the report.
- b) notes that the matter or decision in this report is assessed as significant based on Council's Significance and Engagement Policy. On this basis consultation with the community will occur.
- c) determines that it has complied with the decision-making provisions of the Local Government Act 2002 to the extent necessary in relation to this decision; and in accordance with Section 79 of the act determines that it does not require further information, further assessment of options or further analysis of costs and benefits or advantages and disadvantages prior to making a decision on this matter.
- d) notes and receives the Medical Officer of Health feedback contained in the 2025 Southland Regional Waste Assessment (p118) in accordance with the stipulations of Waste Minimisation Act 2008 Clause 51(5)(b).
- e) notes the Waste Advisory Group decision to revoke and substitute the Southland Waste Management and Minimisation Plan 2020-2026 in accordance with the Waste Minimisation Act 2008 Clauses 44 and 50(3)(a).
- f) agrees to revoke and substitute the Southland Waste Management and Minimisation Plan in accordance with the Waste Minimisation Act 2008 Clauses 44 and 50(3)(a).
- g) adopts the Draft Southland Waste Management and Minimisation Plan 2026 – 2032 for consultation.
- h) agrees to a Joint Hearing Panel comprised of the Waste Advisory Group representatives from each participating council, being two representatives from each WasteNet council.
- i) notes that if the other WasteNet parties do not proceed options will need to be reassessed.

Executive summary

- 2 This paper presents the outcomes of the Southland regional waste assessment in accordance with Waste Minimisation Act 2008 Clause 51. On the basis of the presented waste assessment, the Waste Advisory Group deliberated that the Southland Waste Management and Minimisation Plan 2020-2026 should be revoked and a new plan substituted in accordance with Waste Minimisation Act 2008 Clauses 44 and 50.

Context

- 3 The Waste Minimisation Act 2008 (WMA) specifies that territorial authorities must, either separately or jointly, adopt a waste management and minimisation plan. The plan is to include objectives, policies and methods for achieving effective and efficient waste management and minimisation within the territorial authority's district.
- 4 The plan must be reviewed at least every six years and failure to do so may result in a council's levy funding payments being withheld.
- 5 Clause 45 presents provisions for joint plans, whereby two or more territorial authorities may jointly prepare and adopt a waste management and minimisation plan for the whole or parts of their districts.
- 6 Figure 1 presents the process for reviewing a waste management and minimisation plan:



Figure 1 - Waste Management and Minimisation Plan process overview diagram

- 7 When preparing the plan, the territorial authority must consider (in order of importance) reduction, reuse, recycling, recovery, treatment and disposal. Before reviewing the plan, a waste assessment must be completed to inform the plan review, with the assessment including current services, forecast future demands, and a statement of options to meet future demands including services and infrastructure.
- 8 With regards to public consultation, the WMA specifies that the special consultative procedure set out in section 83 of the Local Government Act 2002 shall be adhered to.
- 9 Depending on the outcomes of the above, section 17A(2)(a) of the Local Government Act 2002 is also likely to apply in that a local authority must review the cost-effectiveness of current

arrangements for meeting the needs of communities in conjunction with consideration of any significant change to relevant service levels.

Discussion

Southland Waste Management and Minimisation Plan review background

- 10 The current Southland Regional Waste Management and Minimisation Plan 2020-2026 (WMMP) was adopted in December 2020. The WMMP 2020-2026 adopted a holding pattern pending waste sector direction and was also based on an abridged waste assessment due to time constraints at the time of preparing the WMMP.
- 11 Revision of this plan has been initiated by WasteNet on behalf of the WasteNet councils in order to meet the requirements of the WMA which specifies that a plan shall be reviewed every six years. It is also of note that core waste service contracts for Southland are due to expire mid-2027 and therefore the WMMP review and waste assessment has also been timed to inform procurement of these services.
- 12 In relation to internal resourcing, the review process requires action and resourcing from individual WasteNet councils as well as WasteNet staff, most notably individual council resourcing to support the public consultation and hearing processes. Invercargill City Council strategy, policy and engagement staff would however take a lead/co-ordinator role for the public consultation components.

Options

Southland Waste Assessment 2025

- 13 A key requirement in reviewing the WMMP is that a Waste Assessment is completed. The Waste Minimisation Act is prescriptive in what information must be included:
 - a compilation and analysis of available data on the waste stream
 - an inventory of existing waste management and minimisation services
 - forecast future demand for services
 - A review of reasonably practicable options to meet the future needs
 - a requirement to consult the Medical Officer of Health.
- 14 It is important to note that the 2025 Waste Assessment examined the current state of service provision and does not reflect the changes to kerbside collection which may be consulted on and/or implemented in the near future as part of the renewal of the region's key waste service contracts.

15 The 2025 Waste Assessment is appended to this report. The Waste Assessment report concludes that it is recommended that the Councils agree to develop a new WMMP. The basis for this conclusion is:

- the requirement for Gore District Council to meet the gazetted kerbside standardisation requirements (which was subsequently completed in November 2025)
- the number of outstanding actions in the current WMMP
- the revised direction set by the New Zealand Waste Strategy
- and that a revised WMMP will also support alignment with the outcomes of the planned waste service review for the region.

Southland Waste Management and Minimisation Plan

16 The full draft plan is appended for adoption for consultation. It is of note that the WMMP will be reformatted and re-branded with WasteNet Southland branding prior to public consultation occurring.

17 The plan identifies the following priorities for the region:

- Priority 1: Improve access to appropriate waste infrastructure and services
- Priority 2: Manage waste materials in line with the waste hierarchy, where practical
- Priority 3: Continue to improve household waste and recycling services
- Priority 4: Strengthen regulation, data, and understanding of waste flows
- Priority 5: Support community-led and not-for-profit waste minimisation initiatives
- Priority 6: Work collaboratively and advocate for national action.

18 It includes a draft action plan for delivering these priorities with a range of actions councils together, through WasteNet, or individually should consider or continue. It outlines a variety of roles councils should play including provider, regulator, leader and facilitator. Funding decisions to enable implementation would take place through each Council's long-term and annual planning processes. It is of note however that the bulk of the WMMP actions are funded, managed and delivered through WasteNet.

Closed Landfill Management

19 The scope of the Waste Minimisation Act 2008 does not extend to the management of closed landfills. As such, this is not currently included in the WMMP. Rather, this is managed by each individual WasteNet Council via their Solid Waste Asset Management Plan.

Recommended option:

- 20 The recommended option is option 1 - to adopt the draft Southland Waste Management and Minimisation Plan 2026 – 2032 for consultation.

Option 1 – to adopt the draft Southland Waste Management and Minimisation Plan 2026 – 2032 for consultation.

Advantages	Disadvantages
provides direction for consultation in a timely manner to secure the ongoing levy funding payment.	Nil.

Option 2 – not adopt the draft Southland Waste Management and Minimisation Plan 2026 – 2032 for consultation.

Advantages	Disadvantages
allows Council time to provide other comments on the draft.	may result in council's levy funding payments being withheld if this significantly delays consultation.

Legal considerations

- 21 This process seeks to fulfil Council's legislative obligations under the Waste Minimisation Act 2008.

Strategic alignment

Strategic direction

- 22 These priorities and actions are intended to deliver Council's requirements under the Waste Minimisation Act 2008, as well as to support delivery of the government's Waste Resource and Waste Efficiency Strategy outcomes:
- reduction of waste disposal per person
 - increasing reuse and recycling of materials and products so that we retain valuable resources in the economy
 - minimising emissions and environmental harm from waste and litter
 - ensuring resource recovery and disposal facilities are managed to minimise their environmental impacts
- 23 Limiting the environmental harm caused by contaminated sites including legacy sites.

Policy and plan consistency

- 24 There are no identified inconsistencies with Council's policies and plans.

Financial considerations

- 25 As outlined above, the plan must be reviewed at least every six years and failure to do so may result in a council's levy funding payments being withheld.
- 26 The plan outlines a direction of travel for the region. It is of note that the bulk of the WMMP actions are funded, managed and delivered through WasteNet. Outside of this, councils will need to consider options and allocate funding as appropriate to deliver individual council actions outlined in the plan. Funding decisions to enable implementation would take place through each council's long-term and annual planning processes.

Significance assessment

- 27 The issue is significant in relation to Council's Significance and Engagement as it involves a level of service change.

Level	Likelihood of engagement
Some importance or administrative	Council is not likely to carry out any engagement.
Moderate importance	Council may choose whether it carries out engagement, which may be targeted to directly affected individuals or groups.
Significant	Council will engage with directly affected individuals and groups and wider community engagement is likely, unless there are reasons under policy not to.
Critical	Council will engage with directly affected individuals and groups and wider community engagement is highly likely, unless there are reasons under policy not to.

Community views

Early stakeholder engagement

- 28 Early stakeholder engagement completed across the Southland region in November 2025 produced the following themes:
- improving the performance and consistency of existing services
 - increasing participation in waste minimisation through education and engagement
 - supporting community-led initiatives that encourage reuse, repair, and recovery
 - improving data collection to better understand waste flows and trends
 - working with the private sector to enable better separation and recovery of materials
 - advocating for national action on product stewardship for priority waste streams.
- 29 This feedback has been considered and incorporated into the draft WMMP.
- 30 The views of the Medical Officer of Health are required to be included as part of the process of developing a waste assessment and are provided in full on p118 of the assessment.

Waste Advisory Group feedback

- 31 The Waste Advisory Group received the draft WMMP in February 2026 for feedback and consideration. It was confirmed that, with minor amendments, the overall direction and content were appropriate for a regional WMMP. Further, that the draft WMMP's vision, goals and objectives, and guiding principles aligned with each other and with the broader strategic context for waste management and minimisation in the region.
- 32 The views of the community on the final version of the plan will be sought through formal consultation undertaken for the region.
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Risk and mitigations

- 34 Progressing the draft WMMP is subject to receiving approval from each of the three WasteNet councils given that it is proposed to adopt and implement a joint regional WMMP.

Next steps

- 35 Subject to agreement from each of the three WasteNet councils, the draft Waste Management and Minimisation Plan 2026-2032 will be consulted between 19 March – 23 April 2026.
- 36 Following this, consultation outcomes will be presented to and heard by a joint WasteNet councils' hearing panel. It is anticipated that the final Waste Management and Minimisation Plan 2026-2032 will be adopted and implemented from 1 July 2026.
- 37 It is noted that the above is subject to receiving approval from each of the three WasteNet councils.

Attachments

- A Draft - WasteNet Southland Waste Management and Minimisation Plan 2026-2032 for consultation [↓](#)
- B Southland Waste Assessment 2025 [↓](#)