Hearing Agenda

Waste Management and Minimisation Plan

Friday 23 October 2026

9am

Council Chamber

215 High Street

Rangiora

Council:

Councillor Niki Mealings (Chairperson)

Councillor Tim Bartle

Councillor Tim Fulton

WAIMAKARIRI DISTRICT COUNCIL

WAIMAKARIRI DISTRICT COUNCIL

THE HEARING AND DELIBERATIONS OF THE WASTE MANAGEMENT AND MINIMISATION PLAN WILL BE HELD IN THE COUNCIL CHAMBER, RANGIORA SERVICE CENTRE, 215 HIGH STREET, RANGIORA ON FRIEDAY 23 OCTOBER 2026 COMMENCING AT 9.30AM.

BUSINESS

Page No

1. APOLOGIES

2. CONFLICTS OF INTEREST

Conflicts of interest (if any) to be reported for minuting.

3. HEARING OF SUBMISSIONS

9.40am	Michael Peach
9.50am	Heather Warwick
10.00am	Kevin Belcher
10.10am	Martin Pinkham
10.20am	Heather Thomas
10.30am	
10.40am	Angela and Steven Setter, Waimak Bins
10.50am	John Crowe

4. STAFF REPORT

4.1. Draft Waste Management and Minimisation Plan Consultation – Kitty Waghorn (Solid Waste Asset Manager)

3-11

RECOMMENDATION

THAT the Waste Management and Minimisation Plan Hearing Panel:

(a) **Receives** Report No. 261006302831.

(b) **Receives** and considers the 313 survey responses, the submission from Waimak Bins, the technical advice from Te Whatu Ora on the Draft Waste Management and Minimisation Plan 2026-2032, and a late submission in the form of a petition from Waimak Bins customers which was received after the consultation period closed.

(c) **Notes** that it is at Council's discretion whether to accept late submissions, and exercising such discretion is considered good practice and consistent with the consultation principles of SCPs where it can be done fairly and without disruption to the outcomes of the consultation process.

(d) **Hears** the submitters who have asked to speak to their submissions.

(e) **Considers** the consultation results, officer analysis and recommendations contained in this report and its attachments.

(f) **Directs** staff on amendments to the Draft Waste Management and Minimisation Plan arising from the submissions, hearing and deliberations.

(g) **Notes** that proposals with significant financial, rating or level-of-service implications will require further assessment and, where appropriate, consultation through the Long Term Plan 2027-2037 process.

(h) **Directs** staff to prepare an amended Waste Management and Minimisation Plan reflecting the Panel's direction for presentation to Council.

WAIMAKARIRI DISTRICT COUNCIL

REPORT FOR DECISION

FILE NO and TRIM NO:	SHW-13-06 / 261006302831
REPORT TO:	Waste Management and Minimisation Plan Hearing Panel
DATE OF MEETING:	23 October 2026
AUTHOR(S):	Kitty Waghorn, Solid Waste Asset Manager
SUBJECT:	Draft Waste Management and Minimisation Plan Consultation
ENDORSED BY: (for Reports to Council, Committees or Boards)	General Manager / Chief Executive

1. SUMMARY

1.1. The purpose of this report is to present the results of the public consultation on the Draft Waste Management and Minimisation Plan (draft Plan). A total of 315 submissions were received through the consultation survey during the period of 28 August 2026 to 2 October 2026, and one submission was received after the consultation period closed. The report summarises the quantitative results and key themes raised by submitters and provides officer analysis and recommendations for consideration by the Hearing Panel.

1.2. Staff and elected members held public drop-in sessions in Ohoka, Kaiapoi and Rangiora, however fewer than 20 members of the public attended the drop-ins. The online survey recorded 313 responses from 310 contributors up to 4 October 2026. A detailed submission was also received from Waimak Bins, and technical advice was provided by Te Whatu Ora, Te Waipounamu region. A petition from Waimak Bins customers was received after the consultation closed but has been included as it was received in time to include into the hearings process.

1.3. Overall, the survey supports further action to improve waste minimisation and extend access to services, while showing clear concerns about affordability, choice, the effect on private operators of collection area extensions, and the need for service and infrastructure decisions to be supported by robust cost and implementation information. Support was strongest for upgrading existing facilities, extending kerbside services to identified communities, and expanding kerbside services across additional rural-residential areas. Responses were more uncertain about changes to infrastructure and services that may increase gate charges or rates.

1.4. Officers recommend retaining the draft Plan's direction and action framework, while refining it to respond more clearly to consultation feedback. In particular, the final draft should explain how future service changes will be assessed, how affected communities and waste operators will be engaged, how affordability and equity will be considered, and how waste data, public-health safeguards and progress reporting will be strengthened. Decisions with significant financial or level-of-service implications should continue through the Long Term Plan process.

Attachments:

i. Draft Waste Management and Minimisation Plan 2026-2032 (TRIM 260515117262[v2])
ii. Waste Assessment 2023 (TRIM 240207016720)
iii. Draft WMMP Consultation summary report (TRIM 261013315622).
iv. Draft WMMP Consultation survey responses (TRIM 261013315666)
v. Submission from Waimak Bins (TRIM 261013315800)
vi. Technical advice from Te Whatu Ora, Te Waipounamu region (TRIM 261013315897)
vii. Submissions analysis and officer recommendations (TRIM 261006303198)
viii. Waimak Bins Late Submission Addendum: Customer Petition (TRIM 261020338109)

2. RECOMMENDATION

THAT the Waste Management and Minimisation Plan Hearing Panel:

(a) **Receives** Report No. 261006302831.

(b) **Receives** and considers the 313 survey responses, the submission from Waimak Bins, the technical advice from Te Whatu Ora on the Draft Waste Management and Minimisation Plan 2026-2032, and a late submission in the form of a petition from Waimak Bins customers which was received after the consultation period closed.

(c) **Notes** that it is at Council's discretion whether to accept late submissions, and exercising such discretion is considered good practice and consistent with the consultation principles of SCPs where it can be done fairly and without disruption to the outcomes of the consultation process.

(d) **Hears** the submitters who have asked to speak to their submissions.

(e) **Considers** the consultation results, officer analysis and recommendations contained in this report and its attachments.

(f) **Directs** staff on amendments to the Draft Waste Management and Minimisation Plan arising from the submissions, hearing and deliberations.

(g) **Notes** that proposals with significant financial, rating or level-of-service implications will require further assessment and, where appropriate, consultation through the Long Term Plan 2027-2037 process.

(h) **Directs** staff to prepare an amended Waste Management and Minimisation Plan reflecting the Panel's direction for presentation to Council.

3. BACKGROUND

3.1. The Waste Minimisation Act 2008 requires territorial authorities to promote effective and efficient waste management and minimisation, adopt a waste management and minimisation plan, and review that plan at intervals of no more than six years. A Waste Assessment must be prepared before a review.

3.2. Council adopted its previous Waste Management and Minimisation Plan in 2018. A Waste Assessment was prepared in 2022, reviewed with input from staff and the Solid and Hazardous Waste Working Party, and adopted by Council on 2 April 2024. Council then directed staff to prepare a new draft Waste Management and Minimisation Plan (draft Plan).

3.3. The draft Plan proposes a vision of a low-emissions, low-waste district built on a circular economy, with an action programme covering kerbside services, education and engagement, regulation and monitoring, infrastructure, leadership, collaboration and community support. Proposed actions include considering extensions to collection areas and changes to rubbish and organics services, improving facilities and diversion opportunities, strengthening data and monitoring, engaging with sectors outside Council's direct waste services, and supporting community-led waste minimisation.

3.4. The Utilities and Roading Committee approved the draft Plan and Waste Assessment for public consultation using the special consultative procedure and appointed a Hearing Panel to consider feedback and direct any necessary amendments. Significant service changes would be considered further through the Long Term Plan process once costs and service implications are known.

3.5. The current kerbside collection areas cover 68% of the district's occupied properties, (approximately 21,300 out of a total 31,320): 64.6% are offered an 'urban' 3-bin and bag collection service; and 3.4% which are in the Ohoka and Mandeville collection area, are offered only recycling and rubbish bin collections. Extensions to collections areas included Ohoka and Mandeville, and new serviced areas in Ashley & Loburn, Fernside and Clarkville.

4. CONSULTATION SUMMARY

4.1. The online consultation material recorded 1,305 aware participants, 966 informed participants and 310 engaged participants. The survey page had 673 visitors and generated 313 responses, with an additional two respondents sending in personal submissions. Ten respondents indicated that they wished to speak at the hearing.

4.2. Staff note that the number of submissions to the Waste Plan consultation process a positive level of community engagement, and provides several common themes for the Hearings Panel to consider during their deliberations. Quantitative survey results are shown in Table 4.1.

Question	Support / preferred	Opposition / alternative	Other / unsure
1. 240-litre rubbish bin	Keep current bin: 145 (46.3%)	Upgrade to 240 L: 92 (29.4%)	Other: 76 (24.3%)
2. Facility priority	Upgrade existing facilities: 146 (46.6%)	Both approaches: 99 (31.6%)	New long-term facility: 68 (21.7%)
3. Oxford operating hours	Yes: 87 (27.8%)	No: 61 (19.5%)	Unsure: 165 (52.7%)
4. Oxford after-hours recycling	Yes: 91 (29.1%)	No: 82 (26.2%)	Unsure: 140 (44.7%)
5. Targeted kerbside extension (44 responses)	Yes: 31 (70.5%)	No: 6 (13.6%)	Unsure: 7 (15.9%)
6. Organics in targeted extension (44 responses)	Yes: 23 (52.3%)	No: 14 (31.8%)	Unsure: 7 (15.9%)
Other kerbside expansion question (63 responses)	Yes: 40 (63.5%)	No: 20 (31.7%)	Unsure: 3 (4.8%)
Additional rural-residential areas (209 responses)	Support: 135 (64.6%)	Don't support: 29 (13.9%)	Unsure: 45 (21.5%)

Table 4.1: Quantitative results from on-line "Let's Talk" survey

4.3. Questions 5 and 6 limited responses to only those submitters from within a specific portion of the district, and the different response totals for those location-specific questions reflect this. Results from those questions should therefore be read as the views of respondents who were presented with and answered each question, rather than as district-wide representative polling.

SUMMARY OF SUBMISSIONS AND THEMES

Topic	Consultation result / key message	Officer response
Service access and kerbside expansion	Many respondents supported extending Council services, particularly where they currently lack convenient collection options. Others preferred existing private arrangements or opposed compulsory services.	Retain investigation of Council collection area extensions, but make clear that final boundaries, service configuration, affordability and implementation will require further assessment and engagement.
Affordability, rates and user choice	Respondents frequently referred to rates, gate charges, household circumstances, bin size, bags and the ability to opt in or retain an existing provider.	Retain opt-in nature of rubbish and organics bins, and include affordability, equity, household choice and distributional impacts as explicit assessment criteria for future service changes, particularly when considering introduction of a larger bin option for rubbish collections for those residents and/or organisations that require the additional capacity for rubbish disposal
Existing facilities at Southbrook or	The largest group preferred upgrading existing facilities; a substantial group considered both short- and long-term investment important.	Use a staged pathway: address near-term facility constraints while developing the evidence and options for long-term resource-recovery capacity.

a long-term facility		
Oxford Transfer Station services	Uncertainty exceeded support or opposition for both extended hours and an after-hours recycling drop-off, particularly where higher charges or rates may result.	Do not treat the survey results as a mandate for implementation. Undertake demand, cost, safety and operational assessment before decisions are made in relation to Oxford transfer station services, e.g. operating hours, provision of a public recycling drop-off outside operating hours.
Recycling, organics and diversion	Comments sought broader recycling options, clearer information, improved organics diversion, product stewardship and practical ways to reduce landfill waste.	Strengthen education, contamination reduction, diversion pathways, community partnerships and advocacy for national product stewardship.
Private operators and local business impacts	The Waimak Bins submission raised concerns about displacement, competition, organics access, continuity of rural services and engagement with affected operators. Similar concerns appeared in survey comments.	Add an action to engage waste operators early, assess market and continuity-of-service effects, and consider delivery models before recommending expansion.
Waste data and accountability	Submitters and technical advice supported better understanding of rural, private, commercial and construction waste streams and clearer progress reporting.	Retain and strengthen monitoring actions, data partnerships, measurable indicators and transparent reporting against the Action Plan.
Public health, climate and resilience	Technical advice identified public-health risks across the waste lifecycle and supported equitable access, disaster-waste planning, safe organics management and controls for stockpiled materials.	Make public health, climate resilience, site effects and operational risk explicit in implementation and infrastructure assessments.

Table 4.2: Summary of Submissions and Themes

OFFICER ANALYSIS

4.4. The consultation does not indicate that the draft Plan's overall vision or action framework should be replaced. The responses generally support further waste minimisation, better access to services and investment in facilities. The principal issue is how these actions are progressed, funded and implemented, rather than whether Council should continue working toward improved diversion and responsible waste management.

4.5. The survey shows that there is interest from 29.4% of the 313 submitters in changing to a 240-litre rubbish bin, with 46.3% wanting to retain their current bins and 24.3% using another method for waste disposal. Given this apparent level of interest, Council could choose undertake a targeted consultation as part of the Long Term Plan about the introduction of a 240-litre sized bin for kerbside rubbish collection with all ratepayers within the kerbside collection area to get a better indication of the demand for this service.

4.6. The survey demonstrates support for considering kerbside expansion, including 70.5% support among the 44 respondents answering the targeted extension question and 64.6% support among the 209 respondents answering the broader rural-residential question. However, the submissions also identify material concerns about compulsory charging, service choice, impacts on existing providers and households outside any expanded area. These matters require option development and impact assessment before a preferred service model is confirmed.

4.7. The facility upgrade results favour near-term improvement of existing facilities, with 46.6% selecting that option and a further 31.6% considering existing upgrades and a new long-term facility equally important. This supports a staged approach rather than treating the choices as mutually exclusive. The Plan should allow immediate improvements where justified while preserving a structured pathway to assess long-term resource-recovery needs.

4.8. The high level of uncertainty about Oxford Transfer Station changes means further information is needed. More than half of respondents were unsure about longer operating hours and 44.7% were unsure about an after-hours recycling drop-off. The final Plan should frame these as matters for investigation, supported by demand analysis, safety and operational assessment, and transparent cost information.

4.9. The formal submission from Waimak Bins raises issues that are more detailed than the online survey, including competition, access to organics disposal for private collectors, continuity of rural collection, contracting opportunities and transition arrangements. The draft Plan should therefore not predetermine these matters. It should commit Council to early engagement with affected operators and to considering market, workforce and service-continuity impacts as part of future business cases.

4.10. Te Whatu Ora supports the direction of the draft Plan and service expansion as a matter of equity, environmental responsibility and growth management. Its advice also identifies safeguards required during implementation, including odour and dust management, safe stockpiling, disaster-waste planning, public-health protection, accessibility and stronger understanding of less well measured waste streams. These are appropriate additions to the Plan's implementation principles and action descriptions.

4.11. A late submission in the form of a petition from Waimak Bins customer was received on 19 October but has been accepted as it was received in time to include into the hearings process. While it is at Council's discretion whether to accept late submissions, exercising such discretion is considered good practice and consistent with the consultation principles of SCPs where it can be done fairly and without disruption to the outcomes of the consultation process. This petition from 290 customers supports the issues that Waimak Bins raised in their personal submission.

5. KEY ISSUES

5.1. Kerbside service extensions and equity

The Hearing Panel should consider whether the Plan should continue to identify the proposed communities, and how clearly it should state that boundaries, collection types, rating treatment and timing remain subject to further assessment and Long Term Plan decisions.

5.2. Choice, affordability and service configuration

Household circumstances vary. The final Plan should avoid implying that a single bin size or service model will suit all properties and should set out the criteria Council will use when considering opt-in, opt-out or mandatory approaches.

5.3. Effects on private waste operators

Council should recognise the role of private operators in rural and specialist services. Future work should consider collaboration and contracting opportunities, access arrangements, fair transition, market concentration inside collection areas and service continuity for residents outside Council collection areas.

5.4. Infrastructure sequencing

The survey supports immediate facility improvements but also identifies interest in long-term capacity. The Plan should distinguish short-term operational improvements from the investigation, consenting, funding and delivery pathway for longer-term infrastructure.

5.5. Evidence, measures and reporting

The Plan should contain measurable indicators or clearly commit to an implementation monitoring framework. Priority data gaps include rural waste, private collections, construction and demolition waste, commercial waste and materials not passing through Council facilities.

5.6. Education, behaviour change and product stewardship

Survey comments show ongoing uncertainty about accepted recyclable materials and support for wider diversion options. Education should be practical and targeted, while Council continues regional and national advocacy for product stewardship and system-level change.

5.7. **Public health and environmental safeguards**

Infrastructure and service expansion should be assessed for odour, dust, vermin, fire, traffic, worker safety, water and soil contamination, and community effects. Disaster-waste preparation and climate adaptation should be embedded in implementation.

6. OPTIONS

PROPOSED AMENDMENT DIRECTIONS

Plan area	Suggested direction
Service extensions	Retain investigation actions, but state that boundaries, collection types, opt-in/opt-out arrangements, costs, equity and timing are subject to further assessment and decision.
Private operators	Add explicit engagement and market-impact assessment before recommending expansions or regulatory changes; consider collaboration and procurement options.
Facilities	Separate near-term improvements from the long-term resource-recovery facility pathway, with decision gates and evidence requirements.
Oxford Transfer Station	Retain as an investigation, with demand, cost, safety and operational analysis before implementation.
Waste data	Prioritise rural, private, commercial, construction and demolition waste data; establish reporting partnerships and indicators.
Public health	Add implementation principles covering equitable access, odour, dust, vermin, fire, hazardous materials, water and soil protection, and safe stockpiling.
Climate and emergencies	Strengthen disaster-waste planning and climate adaptation actions.
Education and diversion	Strengthen practical recycling guidance, contamination reduction, organics diversion, community initiatives and product-stewardship advocacy.
Monitoring	Identify responsibilities, milestones, measures and regular public reporting for the Action Plan.

6.1. The following options have been considered:

6.2. **Option 1: Retain the Draft Plan as notified**

This option would retain the current wording and actions without amendment. It would preserve the draft's existing direction but would not adequately respond to the consultation themes concerning affordability, private operators, implementation criteria, public-health safeguards and accountability.

This option is not recommended, as the consultation has raised several issues that the Council would be better to address through amending the Draft Plan before it is included with the Long Term Plan consultation process.

6.3. **Option 2: Retain the vision and action framework, with targeted amendments**

This option would retain the overall strategic direction while refining the Plan and Action Plan.

Amendments would clarify that significant service and facility changes require further assessment and Long Term Plan decisions; strengthen affordability, equity, public-health and market-impact considerations; provide for earlier engagement with affected operators and communities; improve data, measures and reporting; and better distinguish near-term facility upgrades from long-term infrastructure planning.

This option is recommended, as it will address many of the issues raised during the recent consultation process, prior to the Long Term process.

6.4. **Option 3: Substantially redesign the Plan or predetermine service decisions**

This option would materially restructure the Plan or use the present consultation to confirm specific service configurations, collection boundaries or infrastructure solutions. The consultation provided useful direction but did not contain the detailed cost, operational and impact information needed to determine all implementation choices. Significant changes may also require further consultation through the Long Term Plan.

This option is not recommended at this stage.

6.5. The Management Team has reviewed this report and supports the recommendations.

7. STRATEGIC ALIGNMENT AND COMMUNITY VIEWS

Mana Whenua Engagement

7.1. The subject matter and/or recommendations contained within this report are of interest to mana whenua. As such, Council staff have engaged with Whitiora Centre Limited, as key advisors to Te Ngai Tūāhuriri Runanga, regarding specific points within the draft Waste Management and Minimisation Plan and who have provided the following feedback and/or advice:

7.1.1. Disaster waste management: Generally, support the direction of the disaster waste management plan but more consideration needs to be given to the location and management of 'sensitive' waste.

7.1.2. Cultural assessment of current Southbrook resource recovery park and future sites for resource recovery and waste disposal facility: Based on the information currently available, the most important considerations are: avoiding culturally sensitive areas; minimising effects on waterways; and locating the facility within, or as close as practicable to, the existing industrial area.

Groups, Organisations and the Wider Community

7.2. There are groups, organisations, or members of the wider community likely to be affected by, or to have an interest in, the subject matter of this report.

The feedback to the draft Plan indicates that there are businesses and members of the wider community that have an interest in and are likely to be impacted by some of the proposed changes in the Plan.

Implications for Community Wellbeing

7.3. There are no implications on community wellbeing by the issues and options that are the subject matter of this report.

Community Outcomes and Strategic Priorities

7.4. The Council's community outcomes are relevant to the actions arising from recommendations in this report.

There are wide ranging opportunities for people to contribute to the decision making that affects our District

- The Council makes information about its plans and activities readily available
- The Council takes account of the views across the community including mana whenua

There is a healthy and sustainable environment for all

- Harm to the environment from the impacts of land use, use of water resources and air emissions is minimised

Core utility services are sustainable, low emissions, resilient, affordable; and provided in a timely - manner

- Council sewerage and water supply schemes, and drainage and waste collection services are provided to a high standard
- Waste recycling and re-use of solid waste is encouraged and residues are managed so that they minimise harm to the environment

7.5. The Council's Strategic Priorities are relevant to the actions arising from recommendations in this report.

- The draft Plan contributes to resilient natural and built environments, sustainable and value-for-money services, community wellbeing, climate resilience and responsible growth. It also provides opportunities for partnership, community-led action and regional collaboration.

8. OTHER IMPLICATIONS AND RISK MANAGEMENT

Financial Implications

8.1. There are financial implications for the decisions sought by this report.

8.2. Funding for the options to upgrade Southbrook RRP and Oxford transfer station is currently provided within the Annual / Long Term Plan; but the additional costs for introducing and servicing a 240-litre rubbish bin, extending kerbside collection services into larger areas, and an allowance to replace Southbrook RRP with a new Greenfields site have not been presented to the Council for consideration in an Annual / Long Term Plan.

8.3. Staff note that the targeted rates for rubbish collection services are set to recover all costs associated with bin collection and waste disposal, therefore the introduction of a larger rubbish bin would only impact on those ratepayers that choose to opt for the 240-litre rubbish bin.

8.4. More work is underway to complete an options study and business case in relation to Southbrook future works: these will be brought Council for discussion, before being included in the upcoming Long Term Plan budgets.

Community Resilience and Sustainability

8.5. The recommendations in this report do have sustainability and/or climate change impacts.

8.6. The sustainability and/or climate change impacts related to this report are subject to a previous Climate Impact Assessment.

8.7. The decision/s sought in this report are consistent with the previously identified sustainability and/or climate change impacts/Climate Impact Assessment

Risk Management

8.8. There are risks arising from the adoption/implementation of the recommendations in this report.

There is a risk that residents who expect the Council to introduce changes to collection areas or services in the 2027/28 financial year may be disappointed, should the Council defer that decision in response to submitters feedback and take more time to engage with ratepayers and private collectors.

There is also a risk that, if Council undertakes a more targeted consultation on some services as part of the Long Term Plan those who have already submitted may not respond which could result in an indicated lower uptake of bins .

Health and Safety

8.9. There are no health and safety risks arising from the adoption/implementation of the recommendations in this report as this is a strategic document.

9. CONTEXT

Consistency with Policy

9.1. This matter is a matter of significance in terms of the Council's Significance and Engagement Policy.

9.2. The review has been undertaken through the special consultative procedure. Targeted amendments that respond to submissions and remain within the scope of the consulted proposal can be incorporated into the final draft. If the Hearing Panel directs substantive changes outside that scope, staff should assess whether further engagement is required, which would be undertaken as part of the Long Term Plan process.

Authorising Legislation

9.3. The Waste Minimisation Act 2008 provides the statutory framework for territorial authority waste assessments and waste management and minimisation plans. The Local Government Act 2002 provides the special consultative procedure used for consultation. Any final statutory or legal wording should be checked before the report is signed.

Authorising Delegations

9.4. The Hearing Panel was appointed to consider feedback, hear submitters and direct necessary changes to the draft Plan.

9.5. Final approval or adoption of the amended Plan remains a matter for Council, with significant service and funding proposals to be considered through the Long Term Plan process as appropriate.