

3.9 WASTE

3.9.1 - INTRODUCTION

Both the Southland Regional Council and the Southland District Council have waste management responsibilities under the Resource Management Act.

The Regional Council is responsible for the control and management of the effects of discharge or disposal of waste, as they are classed as a contaminant. In fulfilling that responsibility the Regional Council considers applications for discharges of contaminants into water and air, and into or onto land. The Regional Council also provides advice and education on waste management issues and monitors the effects of waste treatment and discharge throughout Southland.

The Regional Council has prepared a Solid Waste Management Plan which contains objectives, policies and rules for waste management.

This section of the District Plan must not be inconsistent with the Regional Plan.

However, within the Resource Management Act there is a philosophy encapsulated in the purpose of the Act which is:

“to promote sustainable management of natural and physical resources.”

Waste Management is an integral part of the sustainable management of the Southland District so must be considered as one of the many activities whose effects must be managed.

In addressing the issues of sustainable waste management the total waste cycle has to be considered with its numerous facets such as:

- reduction
- reusing
- recycling
- recovery
- residual disposal

In considering the facets of waste, economic and social cost will also be taken into account but not at the expense of the land resources bottom line. Examples of land resources bottom lines include irreversible loss of sites specific values such as waahi tapu, regionally significant features and flora.

Southland District has other roles for waste management outside of the Resource Management Act. These roles are authorised under the following Acts:

- Local Government Act
- Health Act
- Litter Act

These roles, together with those defined in the Resource Management Act form an integrated approach by Council to the issues of Waste Management.

It is recognised by the Southland District Council that its role in waste management under the Resource Management Act relates to land use, and specifically the development or protection of land and its associated natural and physical resources.

Southland District Council also has the specific function under Section 31 of the Act for:

“the control of any actual or potential effects of the use, development or protection of the land and the mitigation of any adverse effects of the storage, use, disposal or transportation of hazardous substances.”

In preparing this section of the Plan Council recognises that landfills are an essential component of any integrated Waste Management Plan and will continue to be in the foreseeable future. Although there is an increase in recycling and composting in Southland, these processes will not eliminate the need for landfills in the near future. However, all waste directed to landfills should have been subject to all the facets of sustainable waste management.

Southland District Council also recognises that landfills situated in the District may service communities outside of the District and have a variety of ownership status.

3.9.2 - THE ISSUES

The following are considered to be the significant resource management issues in terms of wastes facing the District.

- **Inefficient use of resources**

Explanation

Due to the distance to markets a number of waste minimisation methods are not viable. The encouragement of combined approaches, bulking of resources and providing economies of scale could minimise the inefficient use and wastage of resources.

- **Scarcity of suitable land**

Explanation

Land ideal for waste facilities for any facet of an integrated waste strategy will be scarce due to its unsuitability for the following reasons:

- Close proximity of development
- NIMBY attitudes (short for “Not-In-My-Back-Yard”)
- Physical unsuitability
- Incompatibility of land uses

Further, some waste management facilities will have effects which cannot be completely mitigated. These effects may not be compatible with neighbouring land uses and must therefore not be sited in close proximity.

- **Site rehabilitation, future use and long term liabilities.**

Explanation

Waste disposal facilities may create long term liabilities well into the future. These liabilities will last long after the facility’s useful life has expired. This liability must be covered fully by those who used and are responsible for the original land use.

- **Responsibility for historical disposal sites**

Explanation

There are a number of historical disposal sites in the Southland District. Responsibility for these sites is not clear but there needs to be a system in place that these sites are not utilised in such a way to present a risk to society or the environment.

3.9.3 - OBJECTIVES AND POLICIES

Objective WAS.1 - Reduction of Adverse Effects

To reduce the adverse effects from any waste facility in the District.

Explanation

As waste facilities are an essential component of a sustainable society all possible approaches need to be applied to ensure any effects are avoided or mitigated.

Objective WAS.2 - Multi-Disciplinary Approach

To establish a multi-disciplinary strategic approach to waste disposal.

Components of a multi discipline approach will include natural features of selected sites, engineering solution and issues raised in consultation.

To place undue reliance on any single discipline could leave the community vulnerable over the lifetime of the facility. Therefore future measures are needed to compliment the mitigatory works which will be put in place at the time of construction. By identifying the natural factors favouring any specific waste development, the economic and social impacts of such facilities and the appropriate engineering standards should ensure that such facilities provide the best long term sustainable solution for the community.

Policy WAS.1

To consult with the Southland Regional Council when developing waste facilities and waste strategies.

Explanation

The Regional Council also has a major role to play in the discharge to land, air and water from waste facilities and is generally responsible for the collection of data and identifying any adverse effects on site such as leachate discharge effects. There needs to be consistency between how each authority is dealing with their responsibilities.

(Refer Method WAS.1)

Policy WAS.2

To ensure all waste facilities (current and past) are registered within the Hazard Register.

Explanation

Sites used as waste facilities need to be identified as the residuals on the site need to be managed well into the future. As the risk from different facilities will vary significantly additional information will have to accompany the register or any new resource application to quantify the hazard. The Hazard Register which forms a part of the Plan is an important part of managing waste facilities in hazard prone areas. Known chemical dump sites are recorded on the Planning Maps.

(Refer Method NHZ.2 and Rule WAS.1)

Policy WAS.3

To rationalise any waste facilities through the promotion of waste minimisation approaches to local communities.

Explanation

Suitable land sites are very scarce and need to be protected from short term economic exploitation. All facilities must be linked to a proactive waste minimisation process which effectively works within the community. Such a plan should incorporate concepts such as cleaner production, reduction, reusing and recycling.

(Refer Method WAS.1 and Method WAS.2)

Policy WAS.4

Ensure any facility is adequately resourced to provide for its total life, to provide for ongoing operation, maintenance and rehabilitation.

Explanation

Facilities require input of resources beyond their useful life. Resources have to be available well after waste disposal has stopped to ensure the facility does not become a burden to future generations either financially or environmentally.

(Refer Method WAS.1 and Method WAS.2)

Policy WAS.5

To avoid, remedy or mitigate the adverse effects resulting from hazardous substances within Southland.

(Refer Method WAS.3).

Explanation

Hazardous substance use and the resultant hazardous wastes has the potential to severely impact on Southland's environment.

(Refer Method WAS.1).

3.9.4 - METHODS AND RULES

Method WAS.1

To consult with the Regional Council on all matters associated with waste facilities and the disposal of hazardous waste.

Reason

As pointed out in Policy WAS.1 the Regional Council also has a significant role to play in the consenting of any waste facility in relation to discharge to land, air and water..

It is essential that both Councils have a consistent approach to this issue.

Method WAS.2

To develop and update over time a Southland District Council Solid Waste Management Strategy in relation to the handling and disposal of waste.

Reason

The primary role of the Southland District Council in relation to waste management is provision for disposal of wastes and a supplementary role of providing facilities and services for collection and recycling.

With respect to solid waste management, Council will continue to operate existing landfills, under the consent conditions set by the Regional Council. This system, in terms of the effect on the environment and cost to the ratepayer, will continue to be monitored.

Method WAS.3

To improve co-ordination, knowledge and understanding of hazardous substances via:

- (a) Educating about the need to handle, use, store and transport hazardous substances carefully and promoting safe and appropriate practices; and
- (b) Requiring, the safe storage or disposal of hazardous wastes; and
- (c) Encouraging the reuse of hazardous wastes; and
- (d) Supporting the creation of a regional facility for the treatment and disposal of hazardous wastes.

Explanation

Education and promotion is required to reduce the amount of hazardous material used and to ensure the safe handling, use, storage and transport of that material. A regional hazardous waste treatment and disposal facility is required within Southland to deal with the waste byproducts of our hazardous material use. In order to be able to better understand the amount of hazardous wastes produced and to minimise any adverse effects on the environment, data on the sources, types and fate of hazardous wastes is required.

Rule WAS.1 - Waste Disposal

(i) Permitted Activities

Land uses involving the disposal of solid waste derived from production land farming into or onto land is a permitted activity provided that the following criteria are met:

- (a) The solid waste is generated from the production land farm on which the disposal site is located;
- (b) No offal is disposed of;
- (c) No hazardous wastes or chemical containers with chemical residues are disposed of; and
- (d) No solid waste is placed into any waterbody.
- (e) No surface water enters the production land landfill;
- (f) No solid waste is deposited within 50 metres of:
 - any waterbody
 - any bore used for potable supply
 - any site protected under the Historic Places Act 1993
 - any property boundary.

Provided that production land offal holes are a permitted activity in terms of this rule.

However, offal disposal over and above what is understood as a normal production land offal hole is **not** permitted by this rule.

Reason

A production farm tip contains household solid waste, burnable solid waste, vegetative matter, and non-putrescible matter (such as fencing wire). It is neither feasible nor practical for some production farming operations to use public landfill sites, either because of the distance from the site, or the size of the farming operation itself. In some instances it may be that the holding of these materials until a sufficient amount is accumulated to justify a trip to a public refuse disposal facility site could cause a greater environmental, or public health, impact than the proper disposal of them on site.

Therefore farm tips are considered a permitted activity, provided certain criteria are met. Any farm tip which does not meet criteria (i) or (ii) specified in the rule is considered a non-complying activity. Industrial or trade premises are not included in this rule.

(ii) Discretionary Activities

Land uses involving the disposal of solid waste other than from farm production land farming, or the disposal of solid waste from production land farming into or onto land other than the land on which it was generated, is a discretionary activity provided that:

- (a) No offal is disposed of;
- (b) No hazardous wastes or chemical containers with chemical residues are disposed of; and
- (c) No solid waste is placed into any water body.

The areas upon which Council will exercise discretion are:

- (a) The source of the waste to be disposed
- (b) The type of waste to be disposed
- (c) The volume of waste to be disposed of annually.

Reason

With the intended closure of a number of Council refuse disposal areas it is appropriate to ensure that "defacto tips" do not arise throughout the District.

Consent conditions will be dependent upon the scale and potential for adverse effects and site specific factors. When considering what conditions the Council will have regard to relevant resource documents, such as the Ministry for the Environment's "Landfill Guidelines".

3.9.5 - ANTICIPATED ENVIRONMENTAL RESULTS

- (a) The extent and knowledge of waste issues and solution is enhanced.
- (b) There is a reduction in the amount of waste disposal of.
- (c) There is a reduction in the adverse effects of handling, use, storage and transportation of hazardous substances and waste.
- (d) The adverse effects of waste disposal are avoided, remedied or mitigated.