



# Agenda

## Southland District Council

Wednesday, 4 March 2026, 10am  
Council Chamber, Level 2, 20 Don Street, Invercargill



Mayor  
Deputy mayor  
Councillors

Rob Scott  
Christine Menzies  
Jaspreet Boparai  
Don Byars  
Phil Dobson  
Paul Duffy  
Sarah Greaney  
Julie Keast  
Tom O'Brien  
Brian Somerville  
Jon Spraggon  
Michael Weusten  
Matt Wilson

# What is important to us?

Our strategic framework is a big picture of what Council is planning to achieve for our communities in the next three years.

## Council vision

Together, with our people, for our future. It's our Southland!

## Council mission

Working together for a better Southland.

## Our focus is

### Strategic priorities



**Connected and resilient communities** - we collaboratively engage with our partners and communities, along with investing in agile and sustainable practices, to support a vibrant and thriving Southland.



**Ease of doing business** - we transform the customer experience through partnership, technology and continuous improvement.



**Providing equity** - we enable all residents to be able to access the same services and tools as part of a fair society.



**Robust infrastructure** - we deliver innovative and sustainable community focused infrastructure and facilities for the future



**Thinking strategically and innovatively** - we look for solutions outside of the norm and are not afraid to do something that we have not done before, and we think long-term about the solutions we are providing, while having the flexibility and agility to change direction as necessary.

## Our goals for the LTP 2024-2034 are

### Outcomes



**Social** - communities that are connected and have an affordable and attractive lifestyle.



**Environmental** - communities committed to the protection of our land and water.



**Cultural** - communities with a sense of belonging for all.



**Economic** - communities with the infrastructure to grow.





1 Opening

The Mayor will open the meeting with a Karakia Timatanga.

2 Apologies

At the close of the agenda no apologies had been received.

3 Leave of absence

At the close of the agenda no requests for leave of absence had been received.

4 Conflict of interest

Councillors are reminded of the need to be vigilant to stand aside from decision-making when a conflict arises between their role as a councillor and any private or other external interest they might have.

5 Additional agenda items

Any additions to the agenda must be approved by resolution with an explanation as to why they cannot be delayed until a future meeting.

6 Confirmation of minutes

[Minutes](#) of the Council Meeting held on 25 February 2026.

Confidential Minutes of the Council Meeting held on 25 February 2026.

7 Public participation

Requests to speak should be made by midday of the day before the meeting. Further information is available on [www.southlanddc.govt.nz](http://www.southlanddc.govt.nz) or phoning 0800 732 732.

8	Reports	Page
8.1	Local Alcohol Policy deliberations	9
8.2	Draft Statements of Intent 2026/2027 for Great South and Space Operations NZ	41
8.3	Appointment of members to the Ohai Railway Fund Committee and Te Anau Water Supply Subcommittee	83
8.4	Mayor's report	87
8.5	Management report March 2026	93
8.6	Spatial Plan update	107
8.7	Waste Management and Minimisation Plan for Consultation	113

- 
- 9 Public excluded reports
- Exclusion of the public 323
- 9.1 Clarification of solid waste services – procurement options resolution made at council on 25 February 2026
- 9.2 Future of 15 Forth Street Invercargill property
- 10 Closure
- The Mayor will close the meeting.

Summary of reports

	Report name	Purpose	Report type	Page
8.1	Local Alcohol Policy deliberations	The purpose of this report is to provide information to Council so it can deliberate and make decisions on matters raised through the consultation process for the Local Alcohol Policy 2026.	Decision	9
8.2	Draft Statements of Intent 2026/2027 for Great South and Space Operations NZ	The purpose of this report is to present Council with the draft statements of intent for 2026/2027 from Great South and Space Operations New Zealand Limited and for Council to consider whether to endorse the joint response to the drafts.	Decision	41
8.3	Appointment of members to the Ohai Railway Fund Committee and Te Anau Water Supply Subcommittee	The purpose of this report is for Council to appoint members to the Ohai Railway Fund Committee and to the Te Anau Basin Water Supply Subcommittee.	Decision	83
8.4	Mayor's report	The purpose of the report is for Mayor Scott to report on meetings/events that he has attended from mid-August 2025 to December 2025, and for councillors to also provide updates.	Information	87
8.5	Management report March 2026	To provide an update on recent staff activity across Council.	Information	93
8.6	Spatial Plan update	The purpose of this report is to provide an update on the Spatial Plan project and changes made as a result of the recent Resource Management Reform announced by Central Government.	Information	107

---

	Report name	Purpose	Report type	Page
8.7	Waste Management and Minimisation Plan for Consultation	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	Decision	113

---

## Local Alcohol Policy deliberations

Record no: R/26/2/4333  
Author: Ana Bremer, Senior policy analyst  
Approved by: Vibhuti Chopra, Group manager strategy and partnerships  
Report type: Decision

---

### Purpose

- 1 The purpose of this report is to provide information to Council so it can deliberate and make decisions on matters raised through the consultation process for the Local Alcohol Policy 2026.

### 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. Council has already undertaken public engagement via the SCP process and has held hearings. This report continues the review process.
- 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) considers the feedback received on the draft Local Alcohol Policy 2026
- e) agree option 1 – that Council deliberate the recommendations presented and recommend the Draft Local Alcohol Policy 2026 progresses to adoption
- f) for the matters consulted on, agree:
  - i) Trading hours – off-licences – set new hours, from 9am until 10pm on the same day (reduced from 7am until 11pm on the same day)
  - ii) Trading hours – on-licences – other - removing the “no restrictions” wording
  - iii) Sensitive places – including health centres, rehabilitation centres, Marae, and Fale Pasifika in the definition of sensitive places
  - iv) Sensitive premises – no evidence of consultation required for new applications on existing premises for change of ownership
  - v) Discretionary provisions – addition of consideration of glass vessels at special events
  - vi) Timeframe for review – reducing the next review period to four years, with the following cycle returning to six years.

---

## Executive summary

- 2 Staff have undertaken a review of the Local Alcohol Policy.
- 3 At a meeting on 27 August 2025, Council endorsed a draft policy, for public consultation. Submissions were accepted between 3 November 2025 and 12 December 2025.
- 4 At a meeting on 28 January 2026, Councillors received the submissions booklet and heard two submitters who wished to speak. Key areas of feedback received in submissions were summarised in the Hearings information and submissions summary report.
- 5 In the current report, staff have presented and discussed three potential options on how Council could proceed:
  - Option 1 – Council deliberates matters consulted on and recommend the draft Local Alcohol Policy progress to adoption.
  - Option 2 – Council deliberates matters consulted on and recommend further work is completed on the draft Local Alcohol Policy before it progresses to adoption.
  - Option 3 – Council does not deliberate.
- 6 Option 1 is recommended, that Council deliberate matters consulted on and recommend the draft Local Alcohol Policy progress to adoption.

## Context

- 7 A Local Alcohol Policy is an optional regulatory tool available to Councils. It can be seen as part of the wider local government approach to reducing alcohol harm, giving opportunity to communities to have their say on the direction of licensing matters.
- 8 Local Alcohol Policies set out a framework for licensing decision making and can set requirements relating to the location of licensed premises, the number or types of licenses issued, and maximum trading hours, amongst others. Where one exists, a review must be completed within a six year period.
- 9 There are specific requirements for the development and review of a Local Alcohol policy which includes engagement with specific named parties in preparation of the policy ahead of consultation.
- 10 Sale and Supply of Alcohol Act 2012
- 11 The object of the Sale and Supply of Alcohol Act 2012 (the Act) is that:
  - a) the sale, supply and consumption of alcohol should be undertaken safely and responsibly; and
  - b) the harm caused by the excessive or inappropriate consumption of alcohol should be minimised.
- 12 Under section 75 of the Act, Territorial Authorities may develop Local Alcohol Policies (LAPs). These policies relate to the sale, supply, or consumption of alcohol within the district.

- 
- 13 Section 77 of the Act sets out the licensing matters that can be addressed through a LAP. These are:
- location of licensed premises by reference to broad areas
  - location of licensed premises by reference to proximity to premises or facilities of kinds
  - whether further licenses (or licenses of a particular kind or kinds) should be issued for premises in the district concerned, or any stated part of the district
  - maximum trading hours
  - the issue of licenses, or licenses of a particular kind or kinds, subject to discretionary conditions
  - one way door restrictions.
- 14 LAPs cannot include policies on matters unrelated to licensing, such as the price of alcohol, age limits for drinking or alcohol advertising and sponsorship.
- 15 LAPs reflect the policy choices of an elected territorial authority:
- they can be based on or influenced by community preferences. To that extent, they do not have to be evidence based
  - the Act contains default maximum trading hours, but local communities are free to choose trading hours which differ from these (but not more than the maximum)
  - trading hours that are shorter (or longer) than the maximum default hours in the Act do not have to be justified in terms of departure from a norm.
- 16 Although a LAP should be tailored to the council's district, there does not have to be anything particular about that district to warrant deviation from what's in the Act.
- Review of LAP**
- 17 Council's Combined Local Alcohol Policy (LAP) was developed in partnership with Invercargill City Council. It covers the whole of the Southland District and Invercargill District area. It is due for review by the end of March 2026.
- 18 A comprehensive summary of feedback was provided to Council for consideration on 27 August 2025, and Council approved the Draft Local Alcohol Policy 2026 (applying only to Southland District) for public consultation between 3 November and 12 December 2025.
- 19 On 27 August 2025, Council received and considered a research report and related evidence, preliminary feedback from stakeholders on the current Local Alcohol Policy, and a draft local alcohol policy with proposed amendments. Council approved the Draft Local Alcohol Policy 2026 for public consultation.
- 20 The public consultation period ran from 3 November until 12 December 2025, and 20 submissions were received during this period. There were 20 submissions received during the public consultation period. Council heard from two submitters who elected to speak at their meeting on 28 January 2026.

## Adoption

- 21 Following Council feedback from deliberation, staff will present a final policy to Council for adoption. It is intended this will take place in April 2026.
- 22 A local alcohol policy is adopted 30 days after the date on which it is publicly notified; but has no effect until it is brought into force (operational date).
- 23 Council will agree on the dates for public notification, adoption, and operational date as part of the adoption report.
- 24 As per s90(2)(a) of the Act, any changes to trading hours would take effect three months after the new LAP is notified. Council will agree to this date as part of adoption.
- 25 Promptly after adopting a local alcohol policy or an amendment of a local alcohol policy, the territorial authority must take all reasonably practicable steps to give licensees affected written notice of the adoption of the amendment, and a brief written description of the effect of the element (i.e. it modifies - in such a way as to change the maximum trading hours stated for licensed premises, or licensed premises of any kind - an element having the effect of stating maximum trading hours for licensed premises).

## Discussion

- 26 This report includes an assessment of issues and options, along with recommendations and a revised draft policy for Council to consider.
- 27 A separate 'issues and options' paper has been included with this report as **Attachment A**. For each issue, background information is given, there is a summary of community views, a discussion of the issue, and options are presented. Where relevant, the recommendations provided by staff in this report are included within the revised draft policy attached.

## Matters consulted on

- 28 The following matters were consulted on as part of the LAP review:
  - i. **Trading Hours – off licences**
    - Option 1: Keep things the same. Stores can stay open from 7am to 11pm every day
    - Option 2: Set new hours (which could be a mix of existing a new hours). Possible new hours included for consultation were:
      - Opening – 8am, 9am, 10am
      - Closing – 8pm, 9pm, 10pm
  - ii. **Trading hours – on licences – other**
    - Removing the “no restrictions” wording. Applications for licences will need to justify the hours requested in terms of the purpose of the function or event.
  - iii. **Sensitive places – new definitions**
    - Including health facilities, rehabilitation centres, marae, and fale Pasifika to the list of sensitive places (places that need special care when deciding where alcohol can be sold nearby).
  - iv. **Sensitive premises – evidence of consultation – new applications for change of ownership**

Evidence of consultation will also not be required where the application is for a new licence **due to a change in ownership of the premises**, provided the licence type and scope of the new licence are the same as the existing licence for the premises

**v. Discretionary provisions – glass containers at special events**

For special licences, the committee may impose restrictions on the use of glass containers. This means the committee can choose to limit the use of glass at some events if they think it’s needed.

**vi. Timeframe for review**

The alcohol policy is reviewed every six years. We proposed the policy be reviewed every four years instead for the next cycle and revert back to 6 years thereafter.

Options

29 The following reasonably practicable options have been identified and assessed in this report:

- Option 1 – Council deliberate matters consulted on and recommend the draft Local Alcohol Policy progress to adoption.
- Option 2 – Council deliberate matters consulted on and recommend further work is completed on the draft Local Alcohol Policy before it progresses to adoption.
- Option 3 – Council does not deliberate.

Recommended option: Council deliberate matters consulted on and recommend the draft Local Alcohol Policy progress to adoption.

Option 1 – Council deliberate matters consulted on and recommend the draft Local Alcohol Policy progress to adoption.

Advantages	Disadvantages
<ul style="list-style-type: none"> <li>• the community have provided submissions on the proposed amendments</li> <li>• the amendments reflect the submissions received</li> <li>• Staff will develop advice for businesses that may be affected by a change in licence trading hours (should Council agree to reduce these).</li> </ul>	<ul style="list-style-type: none"> <li>• Council may not have enough time to consider all amendments</li> <li>• there will be impacts on some businesses if council agree to reduce licence trading hours.</li> </ul>

Option 2 – Council deliberate matters consulted on and recommend further work is completed on the draft Local Alcohol Policy before it progresses to adoption.

Advantages	Disadvantages
<ul style="list-style-type: none"> <li>community have provided submissions on the proposed amendments</li> <li>final amendments reflect the submissions received</li> <li>Council can provide further amendments for staff to implement in the policy.</li> </ul>	<ul style="list-style-type: none"> <li>the adoption and implementation of the policy will be delayed</li> <li>businesses may have more time to prepare for a change in licence trading hours if Council chooses to further limit these.</li> </ul>

Option 3 – Council does not deliberate

Advantages	Disadvantages
<ul style="list-style-type: none"> <li>There are no advantages associated with this option.</li> </ul>	<ul style="list-style-type: none"> <li>the adoption and implementation of the policy will be delayed.</li> </ul>

#### Legal considerations

- 30 Under section 75 of the Act, Territorial Authorities may develop Local Alcohol Policies (LAPs).
- 31 Section 77 of the Act sets out the licensing matters that can be addressed through a LAP. The current LAP has been reviewed within the parameters of the matters set out by the Act.
- 32 Council has met the obligations for the review of the LAP as determined by the Act, including engagement with the specifically named parties (Police, Health, etc).
- 33 Draft local alcohol policies can no longer be appealed to the Alcohol Regulatory and Licensing Authority (ARLA).

#### Strategic alignment

- 34 The current LAP will remain operative until the new LAP is notified in 2026.

#### Financial considerations

- 35 There are no financial considerations required for this report. Costs associated with any required changes will be met through current operational budgets.

#### Significance assessment

- 36 This matter is considered significant. Council has undertaken a thorough review of the current policy. Council has considered the community views captured through preliminary consultation, and through the formal consultation process.
- 37 Council used the Special Consultative Procedure to seek community views in the formal consultation process. In relation to the decisions being made, Council has also comprehensively:
- identified the potential implications
  - identified the reasonably practicable options
  - assessed the options in terms of their advantages and disadvantages considered costs and funding

- 38 Further engagement will need to take place with off-licensed premises if licence hours are reduced.

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

- 39 Community views were sought through consultation and have been provided to Council at their meeting on 28 January 2026. Views have also been referenced in the Issues and Options report (attachment A).

### Climate change considerations

- 40 There are no climate change considerations required for this report.

### Risk and mitigations

- 41 There are moderate policy and implementation risks associated with adopting the revised Local Alcohol Policy.
- 42 Adoption and commencement risks, particularly the three month lead in for any revised trading hours, will be mitigated by confirming an operative date at adoption, notifying affected licensees in writing, and providing clear guidance and FAQs.
- 43 Reducing off licence trading hours may impact some businesses. This will be mitigated through targeted communications with clear rationale grounded in the Act's harm minimisation purpose.
- 44 Clarity risks from removing "no restrictions" for on licences will be mitigated by providing guidance on expected justifications for trading hours and applying consistent DLC criteria.
- 45 Potential concerns about consultation reach, cross boundary differences with the former joint LAP, and residual public law challenge risks is addressed through clear documentation of the consultation process (through council reports), targeted communication, evidence collation and analysis, and Council decision making processes.
- 46 The shift to a four year review cycle will be managed through planned work programming. Changes to the next review period may be considered during the 2030 review.

### Next steps

- 47 Following deliberations, any suggested amendments will be made to the draft policy.
- 48 The policy will be returned to Council at its next available meeting in April 2026, for adoption. Council must give public notice of the policy.

- 49 Before adoption, Council may wish to consider an operative date, to allow off licence businesses time to prepare for adjustments to licensed hours (if hours are reduced).

#### Attachments

- A Key Issues and Options - Local Alcohol Policy - Deliberations 4 March 2026 [↓](#)
- B Local Alcohol Policy 2026 - post submissions draft [↓](#)



## Key issues and options

### Draft local alcohol policy

Record Number: R/25/8/36814  
 Author: Ana Bremer, Senior policy analyst

### Background

On 27 August 2025 Council approved the Draft Local Alcohol Policy 2026 for public consultation. The public consultation period ran from 12 November until 12 December 2025. 20 submissions were received during the public consultation period. Council heard submitters who elected to speak in relation to their submissions on 28 January 2026.

Staff have completed thematic analysis of the submissions and information provided at hearings and now present the following options. A draft policy has also been provided with the suggested amendments highlighted in blue, for ease of identification.

### Trading hours

#### 1. Off-licences amendments

##### Summary of feedback

Consultation asked whether Council should either retain the status quo for trading hours or reduce trading hours for off-licences.

Should SDC off-licences retain existing trading hours or set new hours?



A total of 10 submitters chose to retain the status quo, and 10 chose to implement new hours (50/50). Of the submitters who chose to implement new hours:

- seven chose 9am-9pm
- one chose 9am-10pm,
- one chose 7am-10pm, and
- one chose 7am-9pm

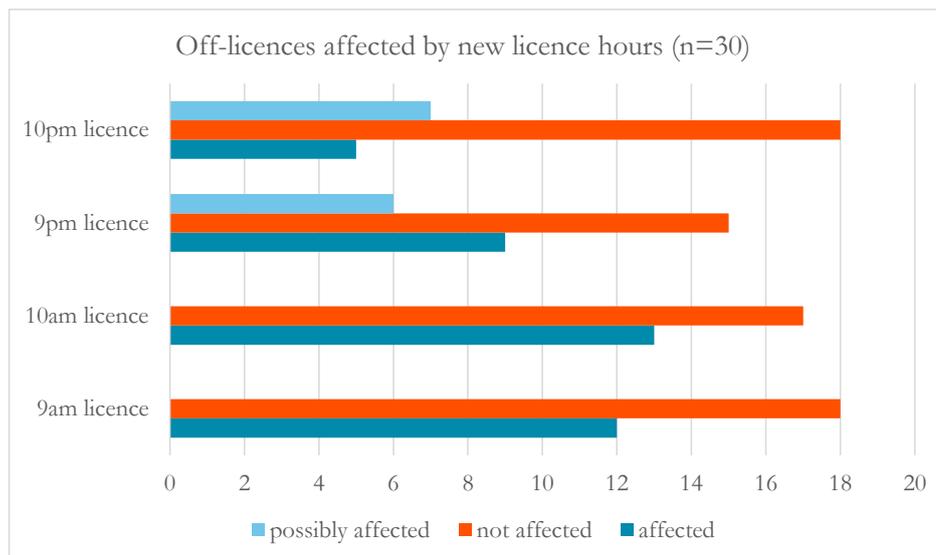


Discussion

The default trading hours provided for in the Act were accepted in the current LAP. Council has the option to impose hours that are more restrictive than legislation.

There is a national trend towards reducing trading hours for off-licences. This is to support the intent of the act, which is to minimise harm from alcohol.

Analysis of off-licences shows that opening hours sales would likely be affected for supermarkets (and similar stores) while closing hours sales would be more likely to affect bottle stores. Numbers of affected business are shown in the graph below. The raw data is included as Appendix A.



**If opening hours for off-licensed premises are to be amended:**

- it is recommended the new opening time becomes 9am

Based on public consultation, review of other LAPs across the country, and consideration of current opening times for Southland District off-licenses and appears to be the preferred opening time and once with the least impact on businesses.

With respect of supermarkets and other similar premises that sell alcohol alongside grocery items and open earlier than 9am, alcohol could only be purchased after 9am. This would be implemented at checkout, where alcohol would be refused for sale by the operator.

- it is recommended the new closing time is 10pm

This time strikes a balance between a move towards restricting licence hours while having a reduced impact on business across the district. It is only one hour earlier than the current restriction. Future consideration of the maximum hours could consider a further reduction, dependent on sales between 9pm and 10pm.



## Options

Three options have been identified:

- Option 1: Status quo. Licence hours remain from 7am to 11pm every day
- Option 2: Set new hours. Licence hours from 9am to 10pm every day
- Option 3. Set new hours (for Council to determine)

Recommended Option:

Option 2. Set new hours. Licence hours from 9am to 10pm each day.

Option 1 – status quo (no change)	
<i>Advantages</i>	<i>Disadvantages</i>
<ul style="list-style-type: none"> <li>• rules are consistent with current policy approach</li> <li>• rules are consistent with legislation</li> </ul>	<ul style="list-style-type: none"> <li>• does not necessarily reflect consultation</li> <li>• does not support reduction of harm through reduced trading hours as evidenced through Health NZ advice</li> </ul>

Option 2 – set new hours (9am - 10 pm)	
<i>Advantages</i>	<i>Disadvantages</i>
<ul style="list-style-type: none"> <li>• Reflects public consultation and review of other LAPs across the country</li> <li>• Balances reduced hours with availability for those wanting to purchase alcohol at night</li> <li>• Reduces harm from allowing alcohol to be sold as early as 7am</li> <li>• Hours are within the period of trade allowed for within the Act</li> </ul>	<ul style="list-style-type: none"> <li>• Will impact hours of sales for business across the district, with some possibly having to close earlier (bottle stores), or restrict sales in the morning (supermarkets)</li> <li>• May not reflect public consultation</li> </ul>

Option 3 – set new hours (for Council to determine)	
<i>Advantages</i>	<i>Disadvantages</i>
<ul style="list-style-type: none"> <li>• May balance reduced hours with availability for those wanting to purchase alcohol</li> <li>• May support reduction of harm from allowing alcohol to be sold across the current allowed hours</li> <li>• Hours would be within the period of trade allowed for within the Act</li> </ul>	<ul style="list-style-type: none"> <li>• Will impact hours of sales for business across the district, with some possibly having to close earlier (bottle stores), or restrict sales in the morning (supermarkets)</li> <li>• May not reflect public consultation and review of other LAPs across the country</li> <li>• May not reflect choices provided through submissions</li> </ul>



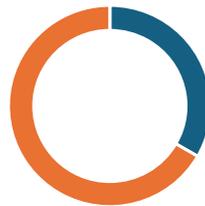
## Special Licences

### Summary of feedback

This part of the policy addresses trading hours for places like theatres, function centres, and cellar doors. The policy reads "no restrictions, however applications for licences will need to justify the hours requested in terms of the purpose of the function or event." This means there are no set limits on trading hours for these venues.

The draft policy proposed a change to the wording, with the new version to say: "applications for licences will need to justify the hours requested in terms of the purpose of the function or event."

Do you support the existing policy statement or the proposed new policy statement?



■ Existing ■ Proposed new

A total of 12 submitters chose the proposed new statement (60%), while six preferred the existing statement, and two did not respond.

### Discussion

There were no comments on this matter from public consultation. No other LAPs have a permissive clause of this nature. There are restrictions generally, as set by the legislation, so "no restrictions" is technically incorrect. This would make the statement inconsistent with the Act.

### Options

Two options have been identified:

- Option 1. Status quo (retain "no restrictions")
- Option 2. Remove "no restrictions"

Recommended Option:

**Option 2. Remove "no restrictions" from the policy statement regarding setting trading hours for specific places (theatre, function centres, cellar doors)**

Option 1 – status quo (retain "no restrictions")	
<i>Advantages</i>	<i>Disadvantages</i>
<ul style="list-style-type: none"> <li>• There are no advantages to this option.</li> </ul>	<ul style="list-style-type: none"> <li>• The statement is technically incorrect as there are restrictions set by the legislation, which would make the statement inconsistent with the Act.</li> </ul>



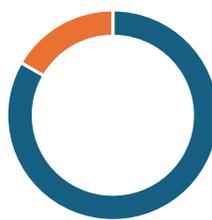
Option 2 – remove “no restrictions”	
<i>Advantages</i>	<i>Disadvantages</i>
<ul style="list-style-type: none"> <li>The statement would be consistent with the Act.</li> </ul>	<ul style="list-style-type: none"> <li>There are no disadvantaged identified.</li> </ul>

## Sensitive places

### 1. Sensitive Premises – definition

Consultation proposed the definition of sensitive premises should include “any health facilities and rehabilitation treatment centres, and any marae or fale Pasifika.”

Do you support the inclusion of health facilities, rehabilitation treatment centres, marae, and fale Pasifika in the definition of sensitive premises?



■ Yes ■ No

A total of 15 submitters supported these inclusions (75%), three opposed, and two did not provide a response.

### Discussion

The marae is a tapu place central to Māori values and philosophy, and in relation to health, enhances access to te ao Māori by emphasising tikanga, whānau and a holistic approach to health. This may include help for alcohol issues.

The inclusion of these places is reflected in LAPs across the country. This is in effort to reduce community harm that may arise from a licensed premise being established near these facilities, where people who may be more likely to experience harm are located.

### Options

Two options have been identified:

- Option 1. Status quo
- Option 2. Include health facilities and rehabilitation treatment centres, and any Marae or Fale Pasifika within the definition of sensitive premises

### Recommended Option:

Option 2. Include health facilities and rehabilitation treatment centres, and any Marae or Fale Pasifika within the definition of sensitive premises



Option 1 – Status quo	
Advantages	Disadvantages
<ul style="list-style-type: none"> <li>Status quo may reduce any confusion</li> </ul>	<ul style="list-style-type: none"> <li>Is not in line with the choice of most submitters</li> <li>Would not support reduction of potential harm to these sites</li> </ul>

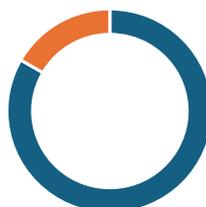
Option 2 – Include health facilities and rehabilitation treatment centres, and any Marae or Fale Pasifika within the definition of sensitive premises	
Advantages	Disadvantages
<ul style="list-style-type: none"> <li>Is in line with the choice of most submitters</li> <li>Support reduction of potential harm to these sites, and those who may be disproportionately affected by alcohol</li> <li>Is in line with an increased number of LAPs across New Zealand</li> <li>Definition of health facilities can be provided to include primary health facilities to mitigate any confusion</li> </ul>	<ul style="list-style-type: none"> <li>There may be some confusion around the definition of health facilities</li> </ul>

2. Sensitive premises – evidence of consultation

The requirement to consult with sensitive premises applies to licence renewals where that renewal pertains to a “significant change in the style or operation of the business”.

The draft policy proposed the following statement is included: “Evidence of consultation will also not be required where the application is for a new licence due to a change in ownership of the premises, provided the licence type and scope of the new licence are the same as the existing licence for the premises.”

If the only thing that is changing is the ownership of the premises do you support that evidence of consultation is not required?



■ Yes ■ No

A total of 15 submitters agreed with including this statement (75%), three opposed, and two did not respond.



Discussion

Providing evidence of consultation to Council is an extensive process for both the licence applicants and Council. Where an existing business is in place, and the only part of the operation is a change of ownership, administrative burden could be reduced through not requiring evidence of consultation.

This would only apply if the only change were ownership – if any other business operations are to change, where nearby business or parties are possibly affected, consultation would need to take place. Submitters have largely supported this as a reasonable approach, with Hospitality NZ and MLT supporting this for affiliated businesses.

The current provision could be amended to clarify that the requirement does not apply to new applications where this is made solely because of a change of ownership, provided the licence type and scope of the new licence are the same as the existing licence for the premises.

The requirement to consult with sensitive premises applies to licence renewals where that renewal pertains to a “significant change in the style or operation of the business” remains.

Options

Two options have been identified:

- Option 1. Status quo – evidence is required where the application is for a new licence due to a change in ownership (no other significant changes to operations)
- Option 2. New definition is included that does not require evidence of consultation where the application is for a new licence due to a change in ownership (no other significant changes to operations)

Recommended Option:

Option 2. New definition is included that does not require evidence of consultation where the application is for a new licence due to a change in ownership (no other significant changes to operations).

Option 1 – Status quo– evidence is required where the application is for a new licence due to a change in ownership	
Advantages	Disadvantages
<ul style="list-style-type: none"> <li>• Community consultation takes place when new owners are taking over a business, allowing the opportunity to address any possible issues</li> </ul>	<ul style="list-style-type: none"> <li>• Significant administrative work for both applicant and council where there are no substantial changes other than new licence holders</li> </ul>

Option 2 – New definition is included that does not require evidence of consultation where the application is for a new licence due to a change in ownership (no other significant changes to operations)	
Advantages	Disadvantages
<ul style="list-style-type: none"> <li>• Reduced administrative burden for applicant and council on the basis that there are no substantial changes requiring full community consultation</li> </ul>	<ul style="list-style-type: none"> <li>• Perception that community consultation and opportunities for highlighting issues are being reduced</li> </ul>

Option 2 – New definition is included that does not require evidence of consultation where the application is for a new licence due to a change in ownership (no other significant changes to operations)	
<ul style="list-style-type: none"> <li>Is in line with option chosen by most submitters</li> <li>Does not impact requirements for evidence of consultation where there are substantial changes being proposed to business operations</li> </ul>	<ul style="list-style-type: none"> <li>Confusion about evidence requirements and possibility that evidence of consultation may not be provided by the applicant when they are requesting a substantial change in operations of the business</li> </ul>

### Discretionary Provisions- Proposal to include glass vessels

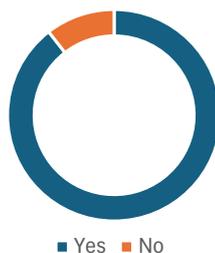
#### Summary of feedback

#### Discretionary provisions – glass vessels

The draft policy proposed a new discretionary provision, being: “For special licences, the committee may impose restrictions on the use of glass containers.”

This rule gives the committee more flexibility. The committee does not have to apply all conditions when considering applications, and glass can still be allowed if it suits the event.

Do you think that there should be a discretionary provision that allows the Committee to consider the use of glass vessels?



A total of 17 submitters agreed with the addition to the discretionary provisions (85%), while two disagreed, and one did not respond.

#### Discussion

Staff have found many LAPs include restrictions on glass vessels at special events.

The District Licensing Committee does not have to apply discretionary conditions to special licences; this allows the Committee to at least consider restricting glass vessels.

Hospitality NZ did not support the introduction of a new discretionary provision as they felt there was no evidence of local harm that would justify adding this requirement. There was also a concern that introducing it risks creating unnecessary compliance costs for event organisers, particularly small or community-based events.



Council staff took particular care when developing the consultation survey to show that although glass vessels could be considered through discretionary provisions, it did not mean an outright ban on glass vessels.

The inclusion would give the DLC an opportunity to consider whether a particular event might be better served through alternative options for vessels. This would take into consideration the type of event, the location, and the costs for event organisers. For example, Timaru District Council's provision is that not glass vessels are to be used for events exceeding 100 people.

### Options

Two options have been identified:

- Option 1. Status quo no glass-vessel discretionary provision
- Option 2. addition of glass vessels to discretionary provisions

### Recommended Option

Option 2: addition of consideration of glass vessels as part of discretionary conditions

Option 1 – status quo	
<i>Advantages</i>	<i>Disadvantages</i>
<ul style="list-style-type: none"> <li>• Status quo may be less confusing</li> <li>• May have less impact on event organisers</li> </ul>	<ul style="list-style-type: none"> <li>• Missed opportunity for harm reduction</li> </ul>

Option 2 –	
<i>Advantages</i>	<i>Disadvantages</i>
<ul style="list-style-type: none"> <li>• Is in line with most submitters' responses</li> <li>• Is discretionary, meaning Council can consider but does not have to enforce the use of alternative vessels if the event does not require this mitigation</li> <li>• Is in line with other LAPs across the country</li> <li>• Supports potential harm reduction (harm being broadly defined in the Act).</li> </ul>	<ul style="list-style-type: none"> <li>• May have impact on smaller event organisers</li> </ul>

### Review period

The LAP review has coincided with local government election timeframes. The draft policy proposes the next review takes place in four years' time to get off cycle with elections. This means the next review would need to take place by March 2030 (approximately).



Do you think we should reduce the review period?



A total of 12 submitters agreed to reduce the review period (60%), seven disagreed, and one did not respond

Discussion

The recommended change allows for any concerns to be addressed at an earlier stage and ensures the review cycle of this policy is outside of election periods.

The main reason for disagreeing with the proposed change was the amount of work required when reviewing a LAP. While there is an extensive amount of evidence required as part of a LAP review, more regular review of data can be easier to maintain than substantial amounts of data after extended periods. Te Whatu Ora supported a reduced review period even though they are a key contributor to evidence required during the review.

Some submitters did not agree with election cycles being an issue as justification for change. Those who agreed did not provide reasons, but Te Whatu Ora agreed a reduced review period allowed for any issues with alcohol sale and supply across the district could be addressed earlier.

Options

Two options have been identified:

- Option 1. Status quo: no change to the six-year review period next review
- Option 2. Reduce the review period to four years, and reconsider the review period during the 2030 review

Recommended Option

Option 2: Reduce the review period to four years for the next review, and reconsider review period during the 2030 review

Option 1 – status quo: no change to the six-year review period	
Advantages	Disadvantages
<ul style="list-style-type: none"> <li>• The review period remains the same and is consistent with other LAPs across the country</li> </ul>	<ul style="list-style-type: none"> <li>• The next review may fall across election period</li> </ul>



Option 2 – Reduce the review period to four years and reconsider review period during the 2030 review	
Advantages	Disadvantages
<ul style="list-style-type: none"> <li>Is in line with most submitters' responses</li> <li>Provides an opportunity to reconsider the review period if the four-year period is too burdensome for staff and those contributing evidence</li> </ul>	<ul style="list-style-type: none"> <li>There would be an impact on staff work planning for undertaking the review given the shortened timeframe</li> </ul>

### Further feedback from consultation

The following table provides further feedback that was received from submitters, for points that may not have been specifically consulted on:

SUBMITTER	RECOMMENDATIONS OR COMMENTS	STAFF COMMENTS
NPHS TE WAIPOUNAMU (HEALTH NZ)	For Off licences that deliver alcohol, recommend a minimum of three hours between placement of an order and delivery of alcohol to a customer.	Council have not suggested implementing a buffer period between order and delivery for business.
	Recommend a clause that effectively states that no deliveries can take place outside the maximum trading hours permitted for off-licences	Delivery businesses are subject to legislation, and providing alcohol outside of legislative trading hours may result in punitive measures.
	Recommend no single service sales to be sold for less than \$6.00 (amount to be reviewed at renewal to account for inflation).	Council have not suggested minimum price points for single service sales at an off-licensed site.
	Recommend the prohibition on use of credit/after pay services to procure alcohol from off-licences.	Council have not suggested this in the LAP but would support individual business choices not to allow after pay services on single service sales.
	Recommend that On licensed premises close of trading hours move from 3.00am to 1.00am to be consistent with maximum trading hours advised to Dunedin and Invercargill.  Suggest that an 8am opening time is too early, and it should be no earlier than 9am.	Council have not suggested a change to on-licence premises.



	<p>Recommend that Southland District Local Alcohol Policy requires that there should be no promotion or advertising visible from outside any on or off licenced premises.</p>	<p>Council have not recommended any changes to external advertising.</p>
	<p>Recommend that Council consider requiring certified duty managers to be present at all Club licences trading after 8.00pm or if there are more than 50 patrons present (S77(1)f). This is the wording recommended to the Dunedin City Council as they were reviewing their Local Alcohol Policy.</p> <p>The text in the proposed Local Alcohol Policy is not explicit enough.</p>	<p>Council could consider making the wording in the policy more explicit on this point.</p>
PUBLIC SUBMISSION	<p>As a counsellor I find it interesting that there is never a concern for those who have addictions around alcohol when they need to go to their local shop to buy a basic necessity such as food. This to me is the biggest let down for those with these health issues. Being confronted with the sale of alcohol beside their bread and milk is extremely confronting. I also have a very big concern that alcohol is sold across the counter in supermarkets by minors. What is the point of putting restrictions around organisations that manage alcohol sales and distribution well when every supermarket in the Southland District allows this.</p>	<p>Council does set legislation on the supply of alcohol in supermarkets.</p>
PUBLIC SUBMISSION	<p>What defines a health facility? Is a podiatrist a health facility or a chiropractor? So no to health facilities but yes to rehabilitation treatment centres.</p>	<p>Health facilities would include primary health facilities (GPs) rather than specialist facilities.</p> <p>This can be addressed as 'primary health facilities' in the policy.</p>
PUBLIC SUBMISSION	<p>The biggest sellers of alcohol in the Southland District are our supermarkets. If you are wanting to make a change for the better, then I would suggest a change in legislation around the sale of alcohol in these premises. It is not OK that those who do have a problem with alcohol have to be confronted with their addiction every time they need basic supplies to survive. I am also pleased that I no longer need to buy my, once a month, bottle of wine from a kid in the supermarket as we now have access to a liquor store in our town. Having choice is a great thing.</p>	<p>Council does set legislation on the supply of alcohol in supermarkets.</p>
PUBLIC SUBMISSION	<p>Maybe also take into consideration that you can purchase alcohol on apps like deliver easy and have it delivered to your door. In some ways it's good, people</p>	<p>Council staff considered inclusion of app-based sales, however from research this is</p>



	<p>aren't driving out drunk to purchase the alcohol but there's flaws. Delivery drivers aren't required to have alcohol training or follow the same ID laws as store staff, so alcohol can be handed over to minors by poor ID checks, going to an intoxicated person's house or even parties which could cause issues while also fuelling already intoxicated people with more alcohol whereas in a store staff will refuse. Just a thought since businesses have strict rules in regards to alcohol laws for their safety and customers.</p>	<p>not something that currently exists across the district.</p> <p>Further, delivery businesses are subject to legislation, and providing alcohol to minors would result in a fine, suspension of licence, or conviction.</p>
<p>PUBLIC SUBMISSION</p>	<p>Getting rid of the licensing trusts.</p>	<p>Council does not regulate Licensing Trusts</p>



## Appendix A – raw data of off-licence open hours and licence impacts

PREMISES NAME	LICENCE CONDITIONS	OPENING HOURS (ACTUAL)	IF CHANGED TO 9AM LICENCE START	IF CHANGED TO 10AM LICENCE START	IF CHANGED TO 9PM LICENCE END	IF CHANGED TO 10PM LICENCE END
<b>THE BOTTLE-OTE ANAU</b>	Restricted/Supervised Area, Monday to Sunday 9am - 10pm Weekend, 9 am - 10 pm Weekday, 9 am - 10 pm	Daily 10:00am - 10:00pm	Opening sales hours unaffected	Opening sales hours unaffected	Closing sales hours affected	closing sales hours unaffected
<b>RIVERTON BEER, WINE &amp; SPIRITS</b>	Weekday, Mon-Fri: 10am-8pm Weekend Sat-Sun: 10am-8pm	Daily 10:00am-8:00pm	Opening sales hours unaffected	Opening sales hours unaffected	closing sales hours unaffected	closing sales hours unaffected
<b>WAI AU TOWN &amp; COUNTRY CLUB</b>	Weekday, Mon-Fri, 10am-11pm Weekend, Sat/Sun, 10am-11pm/11am-10pm	Sun-Tues 3pm - 10pm Wed-Thurs 4pm - 11pm Fri 3pm -1230 Sat 12pm-1230am	Opening sales hours unaffected	Opening sales hours unaffected	Closing sales hours affected	Closing sales hours affected
<b>LUMSDEN FOUR SQUARE</b>	Weekday, Mon-Fri, 7am-8pm Weekend, Sat-Sun, 7am-8pm	Weekdays 7am - 7pm Weekends 8am - 7pm	Opening sales hours affected	Opening sales hours affected	closing sales hours unaffected	closing sales hours unaffected
<b>TUATAPERE FOUR SQUARE</b>	Weekday, Mon-Fri: 7:30am-9pm Weekend, Sat-Sun: 7:30am-9pm	Daily 7:30am - 9:00pm	Opening sales hours affected	Opening sales hours affected	closing sales hours unaffected	closing sales hours unaffected
<b>NIGHTCAPS FOUR SQUARE</b>	Weekday, Mon-Fri, 7am-10pm Weekend, Sat-Sun, 7am-10pm	Mon-Sat 7am - 830pm Sunday 9am - 830pm	Opening sales hours affected	Opening sales hours affected	closing sales hours unaffected	closing sales hours unaffected
<b>RIVERTON SUPERVALUE</b>	Weekday, Mon-Fri, 7am-8pm Weekend Sat-Sun, 7am-8pm	Daily 7:00am - 8:00pm	Opening sales hours affected	Opening sales hours affected	closing sales hours unaffected	closing sales hours unaffected



<b>TE ANAU FOUR SQUARE</b>	Restricted/Supervised Area, Mon to Sun 8am to 10pm Weekend, 8am - 10 pm Weekday, 8am - 10 pm	Daily 8:00am - 9:00pm	Opening sales hours affected	Opening sales hours affected	closing sales hours unaffected	closing sales hours unaffected
<b>FOUR SQUARE STEWART ISLAND</b>	Weekday, Mon-Fri: 7.30am-9pm Weekend, Sat-Sun: 7.30am-9pm	Daily 7:30am - 7:00pm	Opening sales hours affected	Opening sales hours affected	Closing sales hours unaffected	Closing sales hours unaffected
<b>MOSSBURN RAILWAY HOTEL</b>	Restricted/Supervised Area, Supervised area: Bar / beer garden Weekend, Sat-Sun, 7am to 11pm Weekday, Mon-Fri, 7am to 11pm	variable	Opening sales hours unaffected	Opening sales hours unaffected	Closing sales hours affected	Closing sales hours affected
<b>THREE RIVERS HOTEL</b>	Weekday, Mon-Fri, 7am-11pm Weekend, Sat-Sun, 7am-11pm	Daily 11:00am - 6:00pm	Opening sales hours unaffected	Opening sales hours unaffected	Closing sales hours unaffected	closing sales hours unaffected
<b>NIGHTCAPS HOTEL</b>	Weekday, Mon-Fri, 11am to 11pm Weekend, Sat-Sun, 11am to 11pm	variable	Opening sales hours unaffected	Opening sales hours unaffected	Closing sales hours possibly affected	Closing sales hours possibly affected
<b>RIVERSDALE HOTEL</b>	Restricted/Supervised Area, Supervised area: Bottle Store Weekend, Sat-Sun 7am-11pm Weekday, Mon-Fri 7am-11pm	Daily 11:00am - undefined	Opening sales hours unaffected	Opening sales hours unaffected	Closing sales hours possibly affected	Closing sales hours possibly affected
<b>SOUTH SEA HOTEL</b>	Restricted/Supervised Area, Supervised area: Public Bar Weekend, Sat-Sun, 7am-11pm Weekday, Mon-Fri, 7am-11pm	variable	Opening sales hours unaffected	Opening sales hours unaffected	Closing sales hours possibly affected	Closing sales hours possibly affected
<b>CARRIERS ARMS HOTEL</b>	Restricted/Supervised Area, Supervised area: Public Bar	Daily 9:00am - 10:00pm	Opening sales hours unaffected	Opening sales hours affected	closing sales hours affected	closing sales hours unaffected



	Weekend, Sat-Sun 7am-11pm Weekday, Mon-Fri 7am-11pm					
<b>RAILWAY HOTEL OTAUTAU</b>	Weekday, Mon-Fri: 7am-11pm Weekend, Sat-Sun: 7am-11pm	Sun - Wed 10 am - 9pm Thurs-Sat 10am - 10pm	Opening sales hours unaffected	Opening sales hours unaffected	Closing sales hours affected	closing sales hours unaffected
<b>FIORDLAND CINEMA &amp; BAR LIMITED</b>	Restricted/Supervised Area Monday to Sunday 10am to 11pm. Weekend, Sat-sun, 10am- 11pm Weekday, Mon-Fri, 10am - 11pm	Daily 12:30pm-10:30pm	Opening sales hours unaffected	Opening sales hours unaffected	Closing sales hours affected	Closing sales hours possibly affected
<b>MOKOTUA ON THE SPOT</b>	Restricted/Supervised Area, Mon to Sun 7.30am to 9.30pm. Weekend, Sat-Sun, 7:30am-9:30pm Weekday, Mon-Fri, 7:30am-9:30pm	Weekdays 7:30am - 8:00pm Weekends 8am-8pm	Opening sales hours affected	Opening sales hours affected	closing sales hours unaffected	closing sales hours unaffected
<b>TE ANAU CLUB</b>	Restricted/Supervised Area, Mon-Sun, 9am-11pm Weekend Sat-Sun, 9am-11pm Weekday Mon-Fri, 9am-11pm	Daily 11:00am - 9:00pm opening varies, earliest 11	Opening sales hours unaffected	Opening sales hours unaffected	closing sales hours unaffected	closing sales hours unaffected
<b>OTAUTAU FOUR SQUARE SUPERMARKET</b>	Weekday Mon-Fri: 7:30am-9pm Weekend Sat-Sun: 8:30am-9pm	Mon - Fri: 7am – 9pm Sat: 7am – 7pm Sun: 8am – 8pm	Opening sales hours affected	Opening sales hours affected	closing sales hours unaffected	closing sales hours unaffected
<b>OTAUTAU SUPERVALUE</b>	Weekday, Mon-Fri: 8am-9pm Weekend, Sat-Sun: 8am-9pm	Daily 8:00am – 8:00pm	Opening sales hours affected	Opening sales hours affected	closing sales hours unaffected	closing sales hours unaffected
<b>RIVERSDALE ON THE SPOT</b>	Weekday, Mon-Fri, 7.30am-9.30pm Weekend, Sat-Sun, 7.30am-9.30pm	Mon-Fri: 7am-7pm Sat 7am-1am	Opening sales hours affected	Opening sales hours affected	Closing sales hours possibly affected	Closing sales hours possibly affected



<b>WINTON NEW WORLD</b>	Restricted/Supervised Area, Monday To Sunday, 7am To 11pm Weekend, Sat-Sun, 7am-11pm Weekday, Mon-Fri, 7AM-11PM	Daily 8:00am – 8:00pm	Opening sales hours affected	Opening sales hours affected	closing sales hours unaffected	closing sales hours unaffected
<b>FOUR SQUARE TE ANAU</b>	Weekday, Mon-Fri 8am To 10pm Weekend, Sat-Sun 8am To 10pm	Daily 8:00am – 9:00pm	Opening sales hours affected	Opening sales hours affected	closing sales hours unaffected	closing sales hours unaffected
<b>OREPUKI TAVERN</b>	Weekday, Mon-Fri: 7am-11pm Weekend Sat-Sun: 7am-11pm	Daily 10:30am - 1:00am	Opening sales hours unaffected	Opening sales hours unaffected	Closing sales hours affected	Closing sales hours affected
<b>BALFOUR TAVERN</b>	Weekday Mon-Fri, 11am-11pm Weekend, Sat-Sun, 11am-11pm	Daily 11:00am-11:00pm	Opening sales hours unaffected	Opening sales hours unaffected	Closing sales hours possibly affected	Closing sales hours possibly affected
<b>TRAVELLERS REST TAVERN</b>	Restricted/Supervised Area, Mon - Sun - 7am To 11pm Weekend, Sat- Sun, 7am- 11pm Weekday, Mon-Fri, 7am- 11PM	variable	Opening sales hours unaffected	Opening sales hours unaffected	Closing sales hours affected	Closing sales hours affected
<b>TOKANUI TAVERN</b>	Weekday, Mon-Fri, 7am-11pm Weekend S, Sat-Sun, 7am-11pm	Sun-Mon 11am - 9:00pm, Tues-Thur 11am - 10pm Fri-Sat 11am - 11:00pm	Opening sales hours unaffected	Opening sales hours unaffected	Closing sales hours possibly affected	Closing sales hours possibly affected
<b>WALLACETOWN TAVERN</b>	Weekday, Mon-Fri: 7am-11pm Weekend, Sat-Sun: 7am-11pm	Sun - Thur 1:00-10:00pm Fri-Sat 12:00pm-12:00am	Opening sales hours unaffected	Opening sales hours unaffected	Closing sales hours affected	Closing sales hours affected
<b>WINTON'S TOP PUB AND GARDEN BAR</b>	Weekday, Mon-Fri, 7am To 11pm Weekend, Sat-Sun, 7am To 11pm	Daily 10:00am - 9:00pm	Opening sales hours unaffected	Opening sales hours unaffected	Closing sales hours unaffected	Closing sales hours unaffected



## DRAFT Local Alcohol Policy 2026

Group Responsible:	Environmental Health
Date Approved:	xx April 2026
Date Operative:	xx xx 2026
Next Review date:	xx April 2030
File No:	r/x/xx/xx

### Introduction

A Local Alcohol Policy (LAP) enables local authorities to make a meaningful contribution towards addressing issues associated with the sale, supply or consumption of alcohol.

This Local Alcohol Policy (the policy) has been developed in recognition of the significant harm that the excessive consumption of alcohol has in our communities.

The policy is in line with the Sale and Supply of Alcohol Act 2012 (the Act), to ensure that alcohol is sold and supplied in a safe and responsible manner and to ensure that the harm arising in individuals and communities, because of alcohol consumption, is minimised.

The policy aims to inform the decisions of the District Licensing Committee (the Committee) on alcohol licences for the sale of alcohol within the Southland District boundaries (the LAP district).

The policy will provide direction as to whether alcohol licences shall be granted and what licence conditions could be imposed.

### Purpose

The purpose of the Policy is to set out the Council's policy positions on the following licensing matters, pursuant to section 77(1) of the Act:

- maximum trading hours
- location of licensed premises by reference to proximity to premises or facilities of a particular kind or kinds
- whether further licences (or licences of a particular kind or kinds) should be issued for premises in the district or any stated part of the district.

### Scope

Through the LAP, the Committee can:

- limit the **location** of licensed premises in particular areas or near certain types of facilities, such as specific neighbourhoods or near schools or churches

- limit the **density** of licensed premises by specifying whether new licences or types of licences should be issued in a particular area
- impose **conditions** on groups of licences, such as a ‘one way door’ condition that would allow patrons to leave premises but not to enter or re-enter after a certain time
- recommend **discretionary conditions** for licences
- provide for the maximum trading hours of on, off and club licences.

## Definitions

Alcohol	Means a substance that is or contains a fermented, distilled or spirituous liquor; and at 20°C is found on analysis to contain 1.15% or more ethanol by volume; or that is a frozen liquid, or a mixture of a frozen liquid and another substance or substances; and is alcohol when completely thawed to 20°C; or that, whatever its form, is found on analysis to contain 1.15% or more ethanol by weight in a form that can be assimilated by people
Cellar door	Includes tasting rooms at a brewery or distillery. It excludes the sale of alcohol not brewed, distilled or made by that licence holder.
Club	Means a body that is a body corporate having its objective (or as one of its objects) participating in or promoting a sport or other recreational activity, otherwise than for gain; or is a body corporate whose object is not (or none of whose objects is) gain; or holds permanent club charter
CPTED principles	Means <i>Crime Prevention Through Environmental Design</i> and are set out in the Health Promotion Agency publications <i>Safer Bars and Restaurants – A guide to Crime Prevention Through Environmental Design (CPTED)</i> and <i>Safer Bottle Stores - A Guide to Crime Prevention Through Environmental Design (CPTED)</i>
Entertainment venue (includes centre)	Means a venue that is used to provide entertainment. The entertainment may be arranged and organised by the owner/operator of the venue and features some or all the following: <ul style="list-style-type: none"> <li>• a reasonable cover charge would apply – to be included in all advertising of any entertainment event</li> <li>• live entertainment would be provided on a regular, frequent and ongoing basis (live entertainment is entertainment by way of live performers, including bands, solo artists, live DJs, comedians)</li> <li>• a stage, dance floor or similar area would be available for entertainers and/or patrons to use</li> <li>• the design of the premises including the size of the bar will be required to be consistent with the nature of the principal form of entertainment.</li> </ul>
Function centre	Means a centre that is used to host events/gatherings or occasions regardless of whether the centre has its own licence or is linked to another licensed venue

Higher risk periods	Means a period where either the number of patrons is likely to exceed a specified number, or the type of event is assessed to be of greater risk. These higher risk periods will be determined by the committees on a case-by-case basis
Host responsibility	Means a policy and/or a plan designed to reduce the abuse of alcohol by creating and promoting a safe drinking environment
Intoxicated	Means observably affected by alcohol, other drugs, or other substances (or a combination of two or all those things) to such a degree that two or more of the following are evident: <ul style="list-style-type: none"> <li>• appearance is affected</li> <li>• behaviour is impaired</li> <li>• coordination is impaired</li> <li>• speech is impaired.</li> </ul>
LAP district	Means the territorial district of Southland District Council
Licence	Means a licence issued under the Sale and Supply of Alcohol Act 2012 that is in force; and in relation to any licensed premises means the licence issued for them (or, in the case of premises that two or more licences have been issued for, any of those licences)
Sensitive premises	Means any school, childcare facility, preschool or other facility providing for the education or care of children, or any place of religious gathering or assembly, or any residential activity including a dwelling or apartment, or any community facility, or health facilities and rehabilitation treatment centres, and any marae or fale pasifika within 50 metres of the address with or applying for the licence.
Significant change in style	Includes any increase in the risk level to a premise (for example going from a restaurant to a night club/bar) and/or where the nature of the operation is likely to change
Trading hours	Means the hours a business may be licensed to be open to sell or supply alcohol

## Principles

### Identifying the problem

Alcohol misuse is a social problem and public health problem with significant implications for the social and economic well-being of people in the LAP district.

A minority of the alcohol sold is consumed in licensed premises or at licensed events, where there is supervision, control and host responsibility. A majority of alcohol is consumed in situations where there may be little control or supervision.

It is a priority to reduce the harm caused by alcohol misuse

Alcohol misuse is a serious social problem and public health problem. Council will recognise and address alcohol misuse through their policies and through the way they deliver services to the people in the LAP district. Council can also address alcohol misuse through their responsibilities under the Act.

The policy is a way people in the region can address alcohol misuse.

Providing a safe drinking environment

It is important that there are safe environments for the responsible sale, supply and consumption of alcohol.

Through this policy, Council will:

- place significant emphasis on host responsibility, particularly in assessing applications and imposing conditions of approval
- encourage organisers of an event or special occasion to properly plan for it, if alcohol is to be available.

## Policy

### Trading hours

---

The following shall be the maximum trading hours for the sale, supply and consumption of alcohol (within the context of alcohol licences) on licensed premises within the LAP district:

On-licences – bars, taverns, hotels, entertainment venues and Class 1 restaurants

- earliest opening time 8:00 am on any day
- latest closing time 3:00 am the following day

On-licences – class 2 and class 3 restaurants, including BYO restaurants

- earliest opening time 8:00 am on any day
- latest closing time 1:00 am the following day.

On-licences – other

Applications for licences will need to justify the hours requested in terms of the purpose of the function or event. Including but not limited to:

- function centres
- theatres
- boats and lodges in Milford Sound
- caterers
- cellar doors

Off-licences – this **includes dedicated ‘bottle store’ outlets and ‘across the bar’ sales, and** supermarkets or convenience stores

- earliest opening time 9:00 am on any day
- latest closing time 10:00 pm the same day.

Club licences

Applications for club licences will need to justify the hours requested based on the activity of the club.

- earliest opening time 8:00 am on any day
- latest closing time 3:00 am the following day

Special licences

Applications for special licences will need to justify the hours requested in terms of the purpose of the function or event.

All above provisions are subject to sections 47, 47A and 48 of the Act, which relate to the sale and supply of alcohol on ANZAC Day morning, Good Friday, Easter Sunday and Christmas Day.

## Sensitive premises

---

When Council receives an application for a proposed on, off or club licence or a renewal where the application pertains to a significant change in the style or operation of the business (not including special licence applications), evidence of consultation with all applicable sensitive premises shall be provided with the application, if the licensed premises is within 50 metres of the boundary of a sensitive premise.

Sensitive premises are:

- any school, childcare facility, preschool or other facility providing for the education or care of children
- any place of religious gathering or assembly
- any residential activity – dwelling or apartment
- any community facility
- any health facilities and rehabilitation treatment centres
- marae, fale pasifika

In relation to providing evidence of consultation with a tenanted property, the applicant will have to provide evidence that they consulted with both landowners and tenants.

Evidence of consultation will not be required where resource consent has been granted under the Resource Management Act 1991. Evidence of consultation will also not be required where the application is for a new licence due to a change in ownership of the premises, provided the licence type and scope of the new licence are the same as the existing licence for the premises.

This requirement is to ensure that neighbouring properties are aware of the possibility that a licensed premise may be established nearby or that an existing licensed premise may have its licence renewed or altered. This requirement also ensures the occupants, owners or other parties related to a sensitive premise have an opportunity to voice any concerns, and for the applicants to respond to these.

## Discretionary conditions

---

The act enables the committees to issue a licence subject to discretionary conditions that are consistent with the act. In terms of promoting responsible sale and supply, conditions that might be imposed include, but are not limited to:

- premises layout and design
  - design and layout requirements
  - minimum seating requirements
- staffing
  - training requirements for staff
  - management requirements in relation to staff (eg number of staff, duty managers)
  - prescribed ratio of security staff to patrons
  - uniform requirements (eg high visibility vests for security staff)
  - certified manager to be on duty at club-licensed premises, excluding chartered clubs, when alcohol is being sold or supplied during higher risk periods that are determined by the committees.
- host responsibility
  - queue management
  - provision of food
  - management of an event in such a way as to reduce abuse of alcohol
  - availability of transport home for patrons
  - display of safe drinking messages/material
  - any other matter that can encourage responsible alcohol sales, supply and consumption
- amenity and good order
  - cleaning the outside of the premises and immediate environs
  - use of CCTV
  - signage and advertising
- management of incidents
  - licensee to keep a register of incidents
  - mandatory notification to Police of violent incidents
- utilising CPTED principles
- [for special licences, the Committee may impose restrictions on the use of glass containers.](#)

The committees can impose such conditions they deem to be appropriate, from the list.

The process for setting discretionary conditions aims to encourage a good working relationship between Council and industry providers. The discretionary conditions also help promote the purposes of the act.

## Monitoring and Review

The policy will be reviewed four-yearly to ensure it is up to date, relevant and meets legal requirements.

At the review stage, information relating to alcohol related harm for the area will be gathered.

The following information will be sought:

- monitoring reports of premises and events, and the conditions imposed on licences (from Council's licensing inspectors)
- statistics of hospital admissions of alcohol-related harm incidents and associated costs that relate to the LAP district (from the NPHS Te Waipounamu/Te Whatu Ora Health NZ)
- monitoring statistics of education outcomes and an outline of community issues (from NPHS Te Waipounamu/Te Whatu Ora Health NZ)
- statistics on alcohol related crime in the region's communities, as well as controlled purchase operations (from the New Zealand Police).

### Related Documents

Southland District Council intend to maintain and enforce existing alcohol and alcohol ban areas established under a bylaw or bylaws promulgated under the Local Government Act 2002.

Other related documents include:

- Southland District Council Alcohol Control Bylaw
- Sale and Supply of Alcohol Act 2012
- Local Government Act 2002

---

# Draft Statements of Intent 2026/2027 for Great South and Space Operations NZ

Record no: R/26/2/38447  
Author: Michal Gray, Democracy advisor  
Approved by: Vibhuti Chopra, Group manager strategy and partnerships  
Report type: Decision

---

## Purpose

- 1 The purpose of this report is to present Council with the draft statements of intent for 2026/2027 from Great South and Space Operations New Zealand Limited and for Council to consider whether to endorse the joint response to the drafts.

## Staff recommendations

### That the Council:

- a) notes the information contained in the report.
- b) notes that the matter or decision in this report is assessed as moderate importance based on Council's Significance and Engagement Policy . On this basis community engagement will not be undertaken.
- 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) receives the draft Statement of Intents for Southland Regional Development Agency Limited (Great South) and Space Operations New Zealand Limited for 2026/2027.
- e) endorses the joint letter of response to the draft Statement of Intents as recommended to Council by the Great South Joint Shareholders Committee.

## Executive summary

- 2 Council is a shareholder of Southland Regional Development Agency Ltd (trading as Great South) and Space Operations NZ is a wholly owns subsidiary of Great South. Great South and its subsidiaries are council controlled organisations (CCOs) and subject to requirements under the Local Government Act 2002 (LGA).
- 3 Great South and Space Operations NZ have delivered the draft statement of intents (SOIs) (Attachments A and B) and Council is being asked to receive them.
- 4 The Great South Joint Shareholders Committee (JSC) have reviewed the draft SOIs and recommended a joint response (Attachment C) be made to the drafts.
- 5 The joint response on the draft SOIs needs to be endorsed by each of the four council shareholders of Great South.

---

## Context

- 6 Great South is a CCO under the LGA. Space Operations NZ is a wholly owned subsidiary of Great South and is also a CCO.
- 7 Great South has four council shareholders (Southland District Council, Invercargill City Council, Gore District Council and Environment Southland), four shareholders that are community organisations, and one member community organisation. The shareholders and the member organisation comprise the JSC.
- 8 Under LGA, CCOs must submit a SOI to its shareholders annually. The SOI outlines the strategic direction and priorities and intended performance for the coming financial year.
- 9 Shareholders of CCOs have two opportunities to guide the development of a SOI:
- by a letter of expectation (LOE)
  - by providing feedback on the draft SOI.
- 10 Under the LGA the council shareholders can make comments on the draft SOIs. Great South and Space Operations NZ must consider those comments by 1 May. Established practice has been to ensure that any comments are made by 31 March - to give Great South sufficient time to consider the comments by the 1 May deadline.
- 11 The final SOI for Great South must be delivered to the shareholders by 15 June (under the constitution), and for Space Operations NZ by 30 June (under the LGA).
- 12 A three-yearly strategic cycle has been applied to the SOI process to align with the council shareholders' long term plans and to provide Great South with greater certainty on strategic direction.
- 13 The annual SOI process provides an opportunity for review and refinement of Great South's priorities and direction. In previous years more minor changes have been sought in the annual plan years, noting that any significant changes are more appropriate in the long term plan year, to align the SOI with the councils' long term plans.
- 14 The 2026/2027 financial year is the final year of the three-year strategic cycle.

## Discussion

### **Letter of expectation**

- 15 At its meeting on 27 August 2025 Council considered a draft combined LOE that would be sent from the JSC to Great South. The LOE (Attachment D) was provided to Great South by the JSC on 16 September 2025. A LOE was not provided to Space Operations NZ.
- 16 The LOE did not request any changes to the regional priorities of Great South as contained in the previous SOI. The LOE did not request changes to the individual shareholder priorities, except for a request from Invercargill City Council to progress three individual priorities and a suggestion from the Southland Business Chamber about supporting transport connectivity.

**Draft statement of intents**

- 17 The draft SOIs for both Great South and Space Operations New Zealand were delivered to the JSC at its meeting on 28 November 2025 (Attachments B and C). The JSC discussed making a joint response on the draft SOIs, and noted that this would need to be recommended by the JSC to each of the council shareholders and subsequently endorsed by the council shareholders.

**Joint response to the draft SOIs**

- 18 At its meeting on 30 January 2026, the JSC considered a joint response to the draft SOIs. The JSC considered staff analysis that the draft SOIs met the legislative requirements and addressed the regional and individual shareholder priorities identified in the LOE. Some changes to SOI suggested by Great South were also considered by JSC. The changes the JSC agreed to are listed in the following table.

Page	Activity	Change to KPI	Notes
13	Regional Development Leadership – Housing	New KPI - Prepare sustainable housing guidelines for housing and development.	Linked to Project 7 of Housing Action Plan. This project aims to develop a toolkit to illustrate innovative and diverse housing solutions. This will help encourage the development of different and more affordable homes.
15	Regional Promotion – Regional Marketing of Events	Removal of KPI - Six cluster events	This will now be reported within the seasonal events KPI.
15	Regional Promotion – New Experiences	Removal of KPI - Establishing local cruise network	This outcome will be achieved in the current financial year. Moving forward, it will sit within the trade work programme.
17	Business Support and Diversification – Business in Southland	New KPI – Promote the Regional Industry Capacity Plan to support new development.	Great South has developed the Murihiku Southland Regional Guide that is available to new and emerging businesses. The guide will be supported by industry-specific Regional Industry Capacity Plans. The purpose of the guide and the supporting Capacity Plans is to understand the products and services Southland has that support new businesses and industries to set up.

Page	Activity	Change to KPI	Notes
19	Net Zero – Monitor Emissions	New KPI - Monitor and report on forest ground cover.	N/A

43 The JSC approved the joint response to the draft SOIs contained in Attachment D for endorsement by the council shareholders.

44 The joint response includes the following request:

Page	Activity	Change to KPI	JSC request
13	Regional Development Leadership – Data and Insights	New KPIs - “Develop a solution to support access and storage of geospatial mapping data” and “Develop enhanced methods of searching geospatial data”.	Defer these KPIs to a future SOI to enable alignment with the long term plan process. This would allow future discussion on the roles of Great South and Environment Southland within this work.

53 The joint response also includes a note that 2026/2027 is the third and final year of the current three-year strategic cycle and that regional coordination of Great South’s future work programmes has commenced.

#### Options

54 The following reasonably practicable options have been identified and assessed in this report:

Option 1 – endorse the joint response on the draft SOIs

Option 2 – not endorse the joint response and provide other comments on the SOIs.

Recommended option:

55 Staff recommend option 1, that Council endorse the joint response on the SOIs.

Option 1 – endorse the joint response on the SOIs

Advantages	Disadvantages
<ul style="list-style-type: none"> <li>Provides a coordinated response from the shareholders on the draft SOIs.</li> <li>Allows Great South time to consider the response, make any changes plan their work programme and produce the final SOIs 2026/2027.</li> </ul>	<ul style="list-style-type: none"> <li>Council may wish to make other comments on the SOIs.</li> </ul>

Option 2 – not endorse the joint response and provide other comments on the SOIs

Advantages	Disadvantages
<ul style="list-style-type: none"> <li>Allows Council to provide other comments on the draft SOIs.</li> </ul>	<ul style="list-style-type: none"> <li>May cause delays for Great South being able to confirm their work programme for 2026/2027 as the other shareholders will need to consider implications of any comments from SDC.</li> </ul>

Legal considerations

- 56 The requirements and timeframes for the SOIs of CCOs and CCTOs are set out in schedule 8 of the LGA. Some of those timeframes are varied in respect of Great South by its Constitution.
- 57 Section 64 of the LGA, states that the purpose of a SOI is to:
- state publicly the activities and intentions of council-controlled organisations for the year and the objectives to which those activities will contribute; and
  - provide an opportunity for shareholders to influence the direction of the organisation; and
  - provide a basis for the accountability of the directors to their shareholders for the performance of the organisation.

Strategic alignment

- 58 **Strategic direction** The work Great South undertakes for Council on regional development aligns with Council’s strategic direction as set out in the long term plan 2024-2034. The work supports Council’s long-term strategic planning, economic resilience, tourism and community vibrancy, environmental resilience and community engagement.

**Policy and plan consistency**

- 59 No inconsistencies with any policies or plans have been identified.

Financial considerations

- 60 The LTP 2024-2034 included budgets for regional development for the three years of the SOI 2024-2027.

Significance assessment

- 61 This decision has been assessed as being of moderate importance but not as significant under Council’s Significance and Engagement Policy.
- 62 This assessment is supported by the alignment of the SOI with Council’s long term plan 2024-2034, by the associated positive impacts on community outcomes for the district and because the decision doesn’t affect the levels of service for Council activities.

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

- 64 Funding for regional development was included in the long term plan 2024-2034 – the plan was thoroughly consulted on.
- 65 Because this decision has been assessed as moderate importance further engagement is not required.

#### Climate change considerations

- 66 There are no climate change considerations relevant to this matter.

#### Risk and mitigations

- 67 There are no significant risks in relation to this matter or decision.

#### Next steps

- 68 If the four council shareholders endorse the joint response, it will be provided to Great South. Great South must consider the response by 1 May 2026.
- 69 Great South must deliver the final SOI to Council by 15 June 2026 (in accordance with the Constitution) and the final Space Operations New Zealand SOI by 30 June 2026 (in accordance with the LGA).

#### Attachments

- A Great South Draft Statement of Intent 2026/2027 [↓](#)
- B Space Operations NZ Draft Statement of Intent 2026/2027 [↓](#)
- C Joint response to draft Statement of Intent [↓](#)
- D Great South Letter of Expectation 2026/2027 [↓](#)



# Statement of Intent

2026 - 2029



## COMPANY DIRECTORY

**SOUTHLAND REGIONAL DEVELOPMENT AGENCY LIMITED  
TRADING AS GREAT SOUTH**  
PO Box 1306  
Invercargill 9810  
(03) 211 1400  
www.greatsouth.nz

### DIRECTORS

Ian Collier (Chair)  
Jeff Grant  
Lucy Griffiths  
Peter Heenan  
Rachel Lindsay  
Maria Pera

### REGISTERED OFFICE

Southland Regional Development Agency Limited  
143 Spey Street, Invercargill

### BANK

Westpac New Zealand

### AUDITORS

KPMG (on behalf of the Office of the Auditor General)

### SHAREHOLDERS

<i>Class A Shareholders</i>	<i>Class B Shareholders</i>
Invercargill City Council	Invercargill Licensing Trust
Southland District Council	Mataura Licensing Trust
Gore District Council	Southland Chamber of Commerce
Environment Southland	Southern Institute of Technology

### MEMBERS

Community Trust South

### LEGAL STATUS

Southland Regional Development Agency Limited ("SRDA") was incorporated in New Zealand on 29 March 2019 under the Companies Act 1993 (NZBN 9429047359185).

### COMPANIES OWNED BY THE SOUTHLAND REGIONAL DEVELOPMENT AGENCY LTD.

Space Operations New Zealand Limited – 100%

### PURPOSE OF THIS STATEMENT OF INTENT

In accordance with the requirements of Section 64(1) of the Local Government Act 2002, this Statement of Intent publicly states the planned activities, intentions and performance measures for Great South, Southland Regional Development Agency, for the next three years. It is written in response to the shareholders' letter of expectation, received 19 September 2025.

Great South is tasked with leading the future growth aspirations of Southland on behalf of its shareholders, stakeholders and the wider Southland community.

# Contents

## 4 Foreword

## WHO WE ARE

- 6 Our vision
- 5 Southland snapshot
- 8 How we operate
- 10 Our priorities

## OUR WORK

- 12 Regional development leadership
- 14 Regional promotion
- 16 Net Zero Southland
- 18 Business support and diversification
- 20 Space Operations New Zealand

## FINANCIAL STATEMENTS

- 21 Statement of comprehensive revenue and expense
- 22 Statement of financial position
- 23 Statement of cash flows
- 24 Accounting policies

## 27 Shareholder requirements

# Foreword

**It is my privilege to present this Statement of Intent on behalf of Great South and to reflect on the contribution Great South continues to make on behalf of its shareholders for the benefit of Murihiku Southland.**

This past year has once again highlighted the resilience, ambition and collaborative spirit that define our region and the role Great South plays in supporting the region's growth aspirations.

Our vision of *even better lives through sustainable regional development* continues to guide our work and anchor the outcomes we are committed to delivering. Every programme, partnership and investment is focused on ensuring Southland remains a place where people and businesses can thrive.

To support regional development, we are involved with geospatial planning, participating in a coordinated approach to housing, including the Build Southland platform and supporting a dedicated housing forum, with each initiative helping to ensure the region is well placed to meet changing needs.

We were privileged to take a lead role in developing the Murihiku Southland Aquaculture Pathway which will unlock one of Southland's most promising growth sectors, with clear potential to create jobs, attract investment and diversify the economy.

Regional promotion remains a powerful driver of Southland's profile and vibrancy. Targeted marketing, strong partnerships, increased city centre activation and a growing focus on business events are helping to lift visitation and support local operators, while reinforcing Southland's reputation as a distinctive and welcoming destination.

Supporting sustainable business capability and diversification is a cornerstone of our work. We are doing all we can to support major investments in aquaculture, space operations and data centre construction and participating in workforce initiatives including Southland Youth Futures, the Mayors Taskforce for Jobs and CareerFest Southland. All of these actions and activities are aimed at strengthening the region's economic foundations and future workforce.

Our commitment to sustainability and low-emissions progress remains strong. Regional emissions monitoring, the Net Zero Southland Plan and the Southland Murihiku Regional Energy Strategy are helping guide Southland toward a more resilient future, while supporting industries and communities to adapt with confidence.

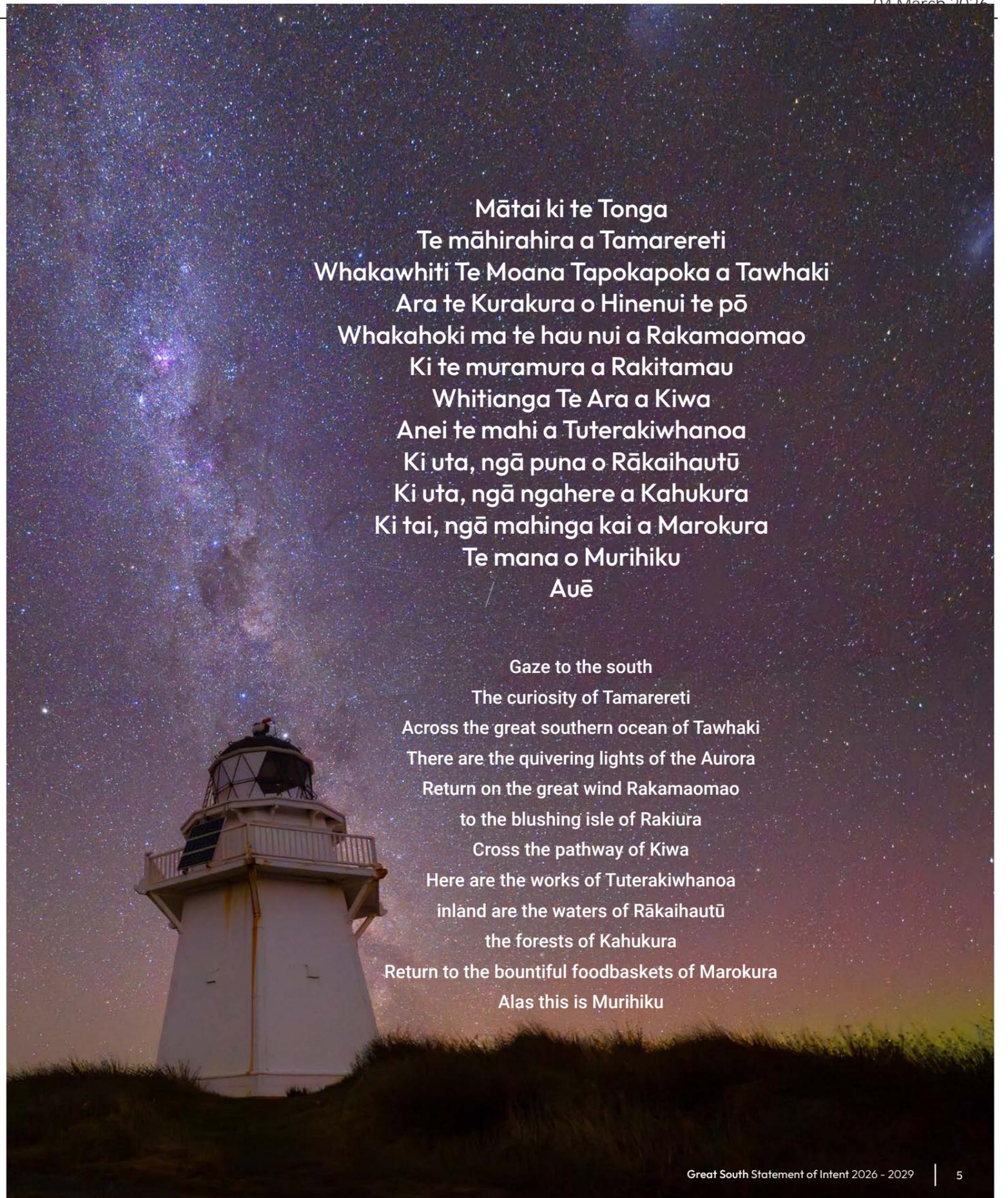
Space Operations New Zealand continues to be one of our standout success stories. With enhanced infrastructure and growing international partnerships, SpaceOps is firmly positioning Southland as a leader in New Zealand's space sector while creating high-value opportunities for the region.

Together, these initiatives and actions demonstrate an organisation firmly focused on strengthening regional resilience, accelerating sustainable growth and unlocking new opportunities for Murihiku Southland.

As we look ahead, Great South remains committed to driving progress across our key pillars and portfolios, supporting a local economy that is diverse and future ready, and ensuring our region continues to thrive in an increasingly competitive and fast-changing world.



**Ian Collier**  
Great South Board Chair



Mātai ki te Tonga  
Te māhirahira a Tamarereti  
Whakawhiti Te Moana Tapokapoka a Tawhaki  
Ara te Kurakura o Hinenui te pō  
Whakahoki mā te hau nui a Rakamaomao  
Ki te muramura a Rakitamau  
Whitianga Te Ara a Kiwa  
Anei te mahi a Tuterakiwhanoa  
Ki uta, ngā puna o Rākaihautū  
Ki uta, ngā ngahere a Kahukura  
Ki tai, ngā mahinga kai a Marokura  
Te mana o Murihiku  
Auē

Gaze to the south  
The curiosity of Tamarereti  
Across the great southern ocean of Tawhaki  
There are the quivering lights of the Aurora  
Return on the great wind Rakamaomao  
to the blushing isle of Rakiura  
Cross the pathway of Kiwa  
Here are the works of Tuterakiwhanoa  
inland are the waters of Rākaihautū  
the forests of Kahukura  
Return to the bountiful foodbaskets of Marokura  
Alas this is Murihiku

# Our vision

## Even better lives through sustainable regional development

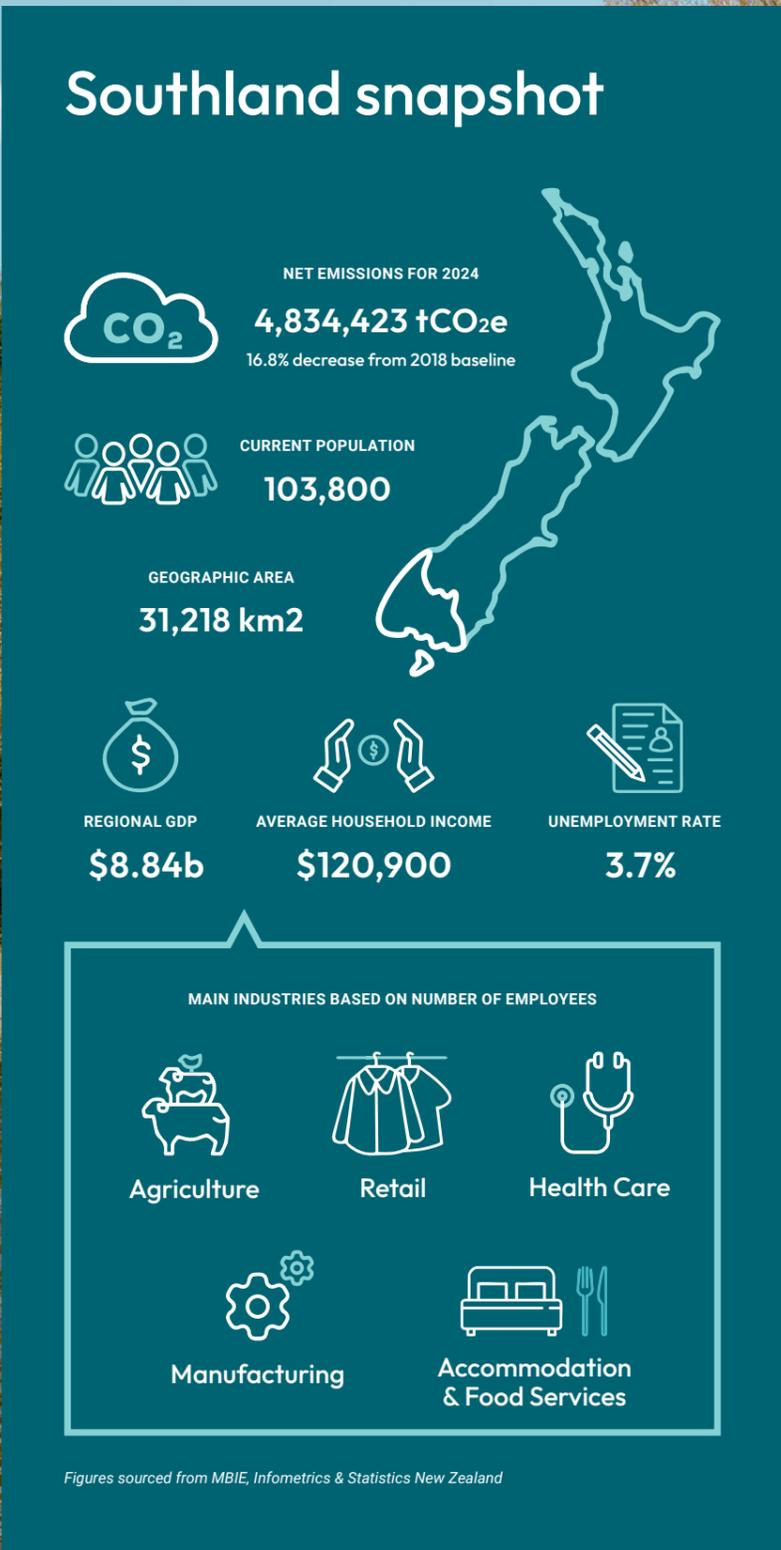
Great South remains focused on delivering outcomes that create even better lives for the people of Murihiku Southland. Our vision of even better lives through sustainable regional development continues to guide our work, shaping the decisions we make and the strategies we implement on behalf of the region.

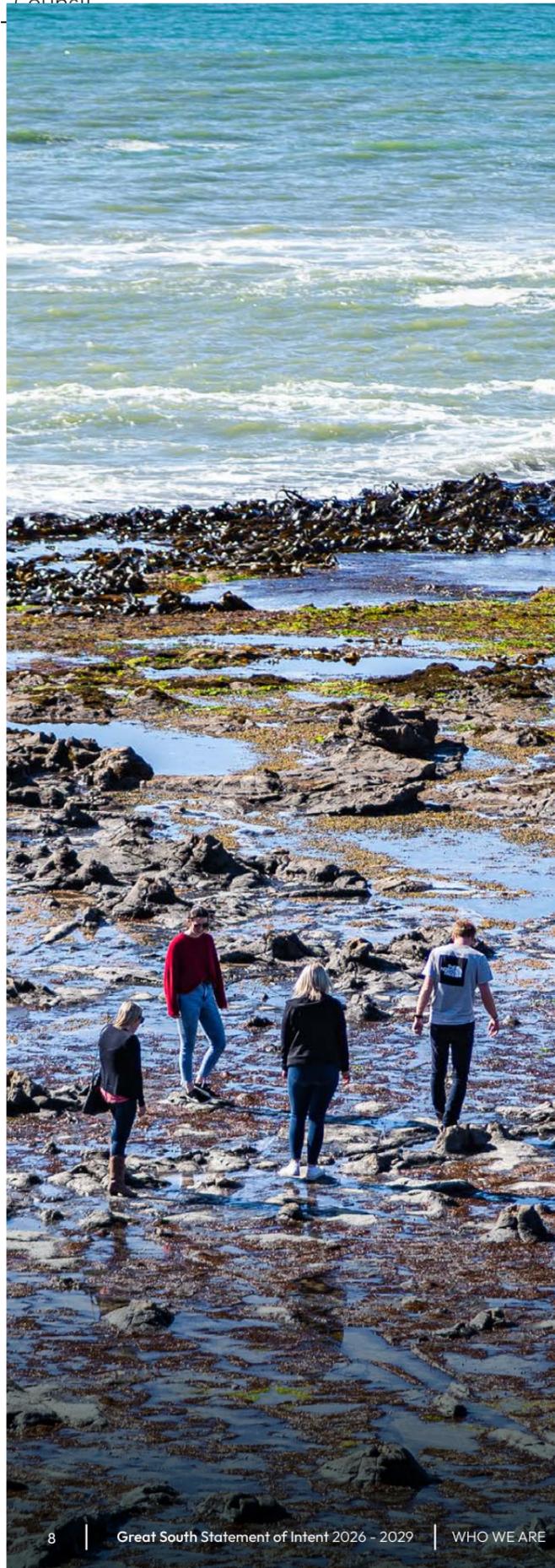
Over the next year, we will continue the strong direction set over the past two years, building on established strategies and consolidating the progress already achieved. As Murihiku Southland's regional development agency, we are committed to driving economic development and raising the profile of our region as a place to live, work, visit and invest.

We want Murihiku Southland to be the best place to start and grow a business, the best place to learn, travel, host events and conferences, and the best place to build a life. Creating a region that is vibrant, welcoming and full of opportunity remains central to everything we do.

Major shifts in industry, technology and climate will continue to influence how our region operates. Ensuring sustainable development across environmental, economic and social dimensions, will remain essential to Murihiku Southland's long-term success.

By focusing on what matters most for our communities and working collaboratively with partners across the region, we are committed to shaping a resilient, prosperous and thriving future for Murihiku Southland.





# How we operate

Great South works for the benefit of the whole region, placing equal importance on Southland's people, place, environment and economy.

With the future of New Zealand's Aluminium Smelter at Tiwai Point now confirmed for the next 20 years, we understand this will be a time of unprecedented change for Southland and strong leadership is required.

## ROLES OF GREAT SOUTH

Our role varies depending on the nature of the project or initiative we are involved with. We are always building on relationships with sector representatives and key Southland stakeholders, and now that we are more established as an organisation, increasingly our role is to lead.

Our roles may be:



## PARTNERING FOR SUCCESS

The future success of our region depends on partnerships. Great South works closely with stakeholders and the wider community and is committed to telling the shared stories of Murihiku Southland's people and place. Great South is committed to meeting its obligations under Te Tiriti o Waitangi and collaborates with the four Murihiku-based Rūnaka on numerous projects.

## SUSTAINABLE FOCUS

Great South is a certified carbon conscious organisation and is taking positive action towards becoming carbon neutral and integrating sustainable considerations into all activities, including purchasing decisions and operational practises. We will set an example for the region including for businesses, stakeholders and communities we work with.

## TE REO MĀORI

We will seek opportunities to support and raise the presence of Te Reo Māori through our activities and our day-to-day operations. This includes:

- A commitment to facilitating the upskilling of our team in both Te Reo and Tikanga Māori
- Introducing Te Reo into communications and marketing material where appropriate
- Incorporating Te Ao Māori into our business growth work as appropriate

## PEOPLE AND CULTURE

The most valuable asset at Great South is our people. We are committed to creating a positive work environment and ensuring staff skills are relevant and up to date, allowing our people to thrive. A key focus will be to embed our internal organisation values:

- respect each other's contribution
- work together to achieve great things for our region
- care for each other and our place
- enjoy work and have fun

## HEALTH AND SAFETY

Great South will take every practicable step to ensure the health and safety of our employees, contractors, visitors and attendees at events we manage.

## OPERATIONAL EFFICIENCIES

In line with best management practice, we seek continuous improvement, improving processes and IT systems, to allow staff to operate in the most effective manner.

Advocate	Facilitate	Manage	Own
We advocate on behalf of the region, sharing Murihiku Southland's point of view as members of various national and regional organisations and boards.	We work with various organisations on behalf of our shareholders and Murihiku Southland. This includes our work implementing key deliverables from the Beyond 2025 Southland Regional Long-term Plan, regional promotion activities and events, and leading carbon emissions reduction for the region.	We manage various programmes and services, sometimes as part of external contracts, or on behalf of the Government. This includes the Mayoral Task Force for Jobs contract with Southland District Council. We also manage the two regional tourism organisations within our area, for Fiordland and Southland and their associated digital channels and assets. Additionally, we manage the development of key strategies on behalf of the region, such as the Murihiku Southland Aquaculture Pathway 2025	We wholly-own Space Operations New Zealand Ltd.

We continue to assess each purchasing decision and contract negotiation to ensure it can withstand a level of scrutiny as expected in the public sector.

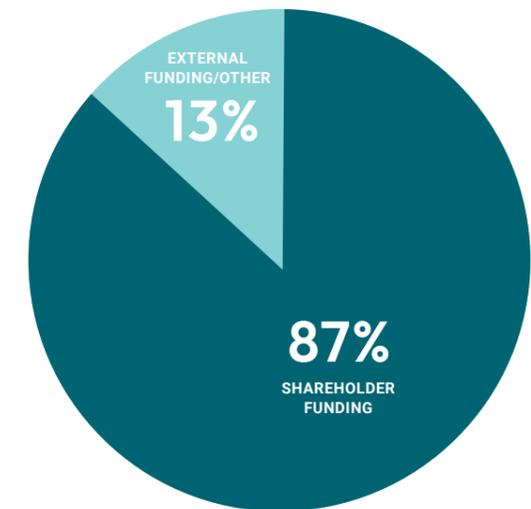
## HOW WE ARE FUNDED

Great South receives its primary funding from its shareholding councils. It has also successfully secured funding from commercial and government partners. Examples of this include:

- MBIE for the Regional Business Partner Network (RBP).
- Commercial engagements

Great South also receives funding from Community Trust South to undertake impetus and investigation activities.

Our revenue sources for 2025-2026



# Our priorities



## Regional development leadership

Great South provides leadership for the region by facilitating the implementation of the Beyond 2025 Southland Long Term Plan and through advocacy, writing submissions and representing Murihiku Southland nationally.



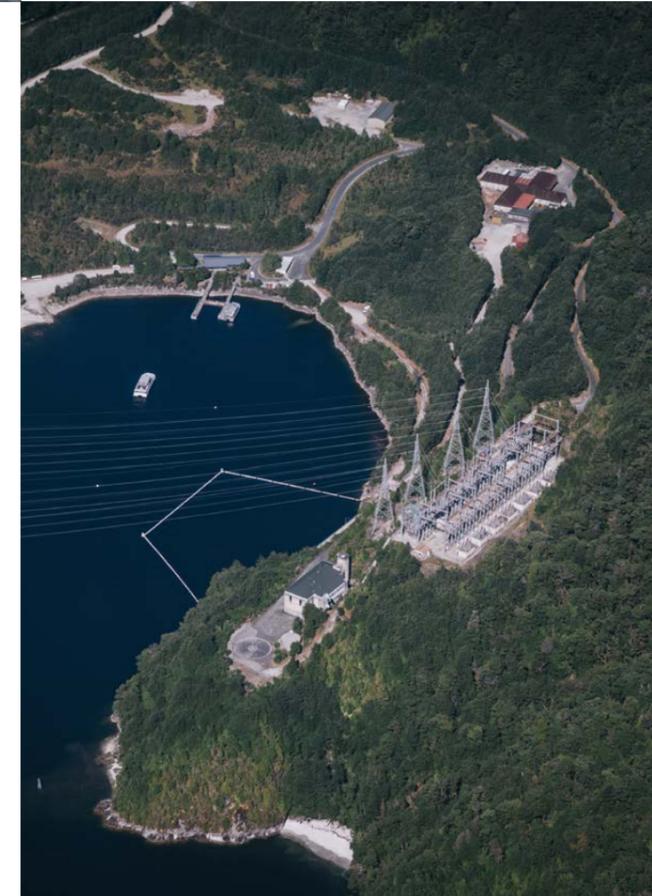
## Business support and diversification

Great South supports the growth of the business sector in Murihiku Southland and investigates and aids opportunities to diversify the economy. We also support the attraction and retention of a skilled workforce to our region which will support new and existing industries.



## Regional promotion

Great South promotes Murihiku Southland as a great place to live, work and visit. We prioritise destination management and work to develop our regional tourism sector in a way that brings benefit to our people and place. We also manage and support events that attract visitors to our region.



## Net Zero Southland

Great South works with businesses across Murihiku Southland to address carbon emissions. Subject to external funding, we will facilitate and support businesses to make reductions, as the region heads towards being carbon neutral by 2050.

# Regional development leadership

## Great South leads the momentum behind Murihiku Southland's growth, steering the region towards a more resilient, innovative and prosperous future.

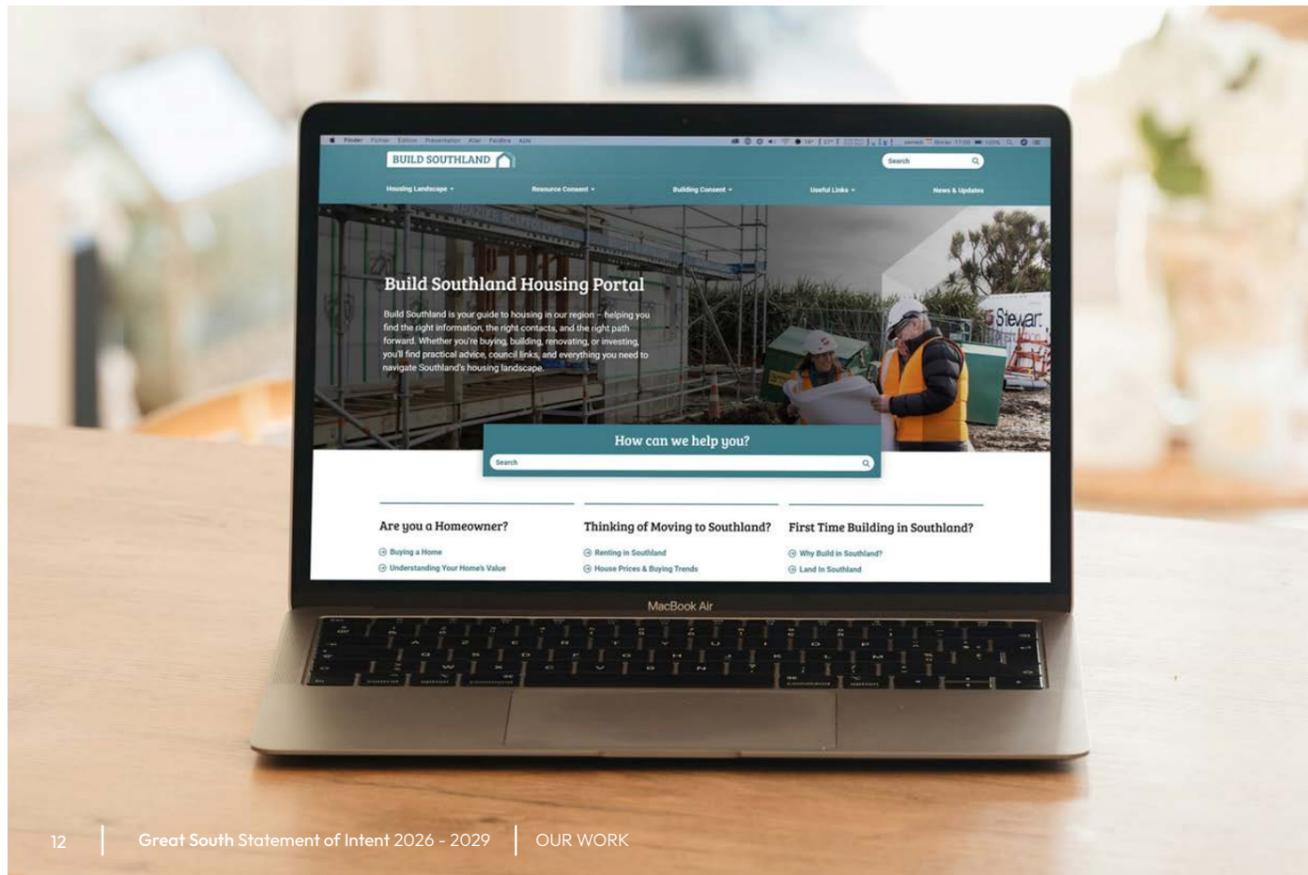
By connecting partners, aligning priorities and championing opportunities, we ensure Southland continues to move forward with purpose and a clear, shared direction.

A core element of this work is the provision of trusted, timely data. Through the Data and Insights Southland Hub (DISH), we produce regular regional reporting across housing, economic and tourism measures, supporting sound decision making for councils, agencies and industry. We are also progressing improvements in geospatial data management and exploring the use of AI-driven analysis tools to strengthen our regional intelligence capability.

Aquaculture continues to be a major focus for diversification. Great South leads the development and implementation of the Murihiku Southland Aquaculture Pathway, coordinating regional actions and progressing key initiatives that will unlock new economic opportunities. By working closely with councils, iwi, industry and government partners, we are helping position aquaculture as a long-term growth sector for the region.

Housing remains a critical area of need and opportunity. We facilitate regional housing coordination and support councils with planning for current and future community requirements. Our work includes the delivery of targeted housing projects and the ongoing development of the Build Southland platform, which provides a centralised source of information and support for those building and investing in the region.

Together, these programmes strengthen Southland's resilience and readiness, ensuring our region is equipped to seize emerging opportunities and sustain long-term prosperity.



# Performance measures

## Regional development leadership performance measures

DESCRIPTION	KPI 2026-27	KPI 2027-28	KPI 2028-29
<b>Data and Insights</b> Provide up-to-date and accurate data and insights to inform decision making via development of a schedule of regular reports through Data Insights Southland Hub (DISH).	<ul style="list-style-type: none"> <li>Key data, insights and trends are provided including a focus on Housing, Tourism and the Economy.</li> <li>Develop a solution to support access and storage of geospatial mapping data.</li> <li>Develop enhanced methods of searching geospatial data.</li> </ul>	<ul style="list-style-type: none"> <li>Key data, insights and trends are provided including a focus on Housing, Tourism and the Economy.</li> </ul>	<ul style="list-style-type: none"> <li>Key data, insights and trends are provided including a focus on Housing, Tourism and the Economy.</li> </ul>
<b>Advocacy and Submission</b> Advocate for and/or prepare submissions and funding applications for issues of importance to the region	<ul style="list-style-type: none"> <li>Prepare a minimum of two submissions on issues of regional significance.</li> <li>Advocate for increased mobile coverage and reliable terrestrial fiber optic cable services for all the region</li> <li>Support councils and stakeholders to apply for Government funds as applicable.</li> <li>Promote regional air connectivity.</li> </ul>	<ul style="list-style-type: none"> <li>Prepare a minimum of two submissions on issues of regional significance.</li> <li>Support councils and stakeholders to apply for Government funds as applicable.</li> <li>Support the development of reliable high capacity global connectivity.</li> </ul>	<ul style="list-style-type: none"> <li>Prepare a minimum of two submissions on issues of regional significance.</li> <li>Support councils and stakeholders to apply for Government funds as applicable.</li> <li>Support the development of reliable high-capacity global connectivity.</li> </ul>
<b>Housing</b> Facilitate regional coordination of housing and implement priorities from the Murihiku Southland Housing Action Plan	<ul style="list-style-type: none"> <li>Review Murihiku Southland Housing Action Plan.</li> <li>Facilitate regional coordination of housing including delivery of two projects.</li> <li>Support individual Councils with their housing planning considering current and future community and industry needs.</li> <li>Prepare sustainable housing guidelines for housing and housing developments.</li> </ul>	<ul style="list-style-type: none"> <li>Facilitate regional coordination of housing including delivery of two projects.</li> <li>Support individual Councils with their housing planning considering current and future community and industry needs.</li> </ul>	<ul style="list-style-type: none"> <li>Facilitate regional coordination of housing including a regional review of the overall approach and housing stock and delivery of key projects.</li> <li>Support individual Councils with their housing planning considering current and future community and industry needs.</li> </ul>
<b>Aquaculture</b> Facilitate and develop a regional approach to realise the benefits of Aquaculture as a diversification opportunity and implementation of the Murihiku Southland Aquaculture Pathway 2025.	<ul style="list-style-type: none"> <li>Implement agreed actions (max 2) from the regional Aquaculture Pathway.</li> <li>Coordinate actions needed by councils and others to achieve aspirations as per the regional Aquaculture Pathway.</li> </ul>	<ul style="list-style-type: none"> <li>Implement agreed actions (max 2) from the regional Aquaculture Pathway.</li> <li>Coordinate actions needed by councils and others to achieve aspirations as per the regional Aquaculture Pathway.</li> </ul>	<ul style="list-style-type: none"> <li>Review the Murihiku Southland Aquaculture Pathway in partnership with Iwi and key stakeholders.</li> <li>Coordinate actions needed by councils and others to achieve aspirations as per the regional Aquaculture Pathway.</li> </ul>

# Regional promotion

**Murihiku Southland has a story worth sharing and Great South is dedicated to ensuring it is seen, heard and experienced by audiences across New Zealand and around the world.**

Our regional promotion work shines a spotlight on the people, places and experiences that make Southland unique, strengthening the region's profile and attracting visitors, talent and investment.

A coordinated, insight-driven approach underpins our destination marketing. Through southlandnz.com and fiordland.org.nz, we showcase the region's diverse experiences, support local operators and provide practical information for travellers. Targeted campaigns, digital partnerships and close collaboration with Tourism New Zealand, Air New Zealand and Invercargill Airport ensure Southland remains visible in key markets and continues to grow year-round visitation.

We also work actively with media and trade partners to broaden Southland's reach. By hosting targeted famils, attending trade shows and participating in industry events, we highlight the region's strengths and contribute to increased international and domestic exposure. Business Events Southland further strengthens this effort by attracting conferences and meetings that deliver long-lasting economic benefits for local businesses and communities.

Closer to home, Great South leads efforts to energise Invercargill's city centre through a programme of events, activations and support for local organisers. This work brings people into the CBD, boosts foot traffic for retailers and hospitality, and helps create a lively, welcoming atmosphere for residents and visitors alike.

Destination development remains a pivotal part of our work. Guided by the Murihiku Southland Destination Strategy 2023–2029, we are progressing projects that enhance visitor experiences, support sustainable tourism and build regional capability. From advancing food tourism initiatives to developing Motupōhue Bluff and supporting Fiordland's Dark Sky aspirations.

Together, these initiatives reinforce Southland's appeal, build momentum for future growth and ensure the region continues to stand confidently on the national and international stage.



# Performance measures

## Regional promotion performance measures

DESCRIPTION	KPI 2026-27	KPI 2027-28	KPI 2028-29
<b>Consumer Marketing</b> Promote Murihiku Southland as a year-round destination for travellers from New Zealand, Australia and other key markets resulting in more visitors	<ul style="list-style-type: none"> <li>Ensure 85% of website traffic comes from key markets in NZ, Australia, North America, Europe, Asia with 2 partnered digital campaigns</li> </ul>	<ul style="list-style-type: none"> <li>Ensure 85% of website traffic comes from key markets in NZ, Australia, North America, Europe, Asia with 2 partnered digital campaigns</li> </ul>	<ul style="list-style-type: none"> <li>Ensure 85% of website traffic comes from key markets in NZ, Australia, North America, Europe, Asia with 2 partnered digital campaigns</li> </ul>
<b>Media</b> Increase positive travel media coverage for Murihiku Southland, promoting the region's diverse activities and experiences and drive regional spread, growth and seasonality	<ul style="list-style-type: none"> <li>3 media famils</li> <li>15 media results and where possible measurement of reach and Equivalent Advertising Value (EAV)</li> </ul>	<ul style="list-style-type: none"> <li>3 media famils</li> <li>15 media results and where possible measurement of reach and Equivalent Advertising Value (EAV)</li> </ul>	<ul style="list-style-type: none"> <li>3 media famils</li> <li>15 media results and where possible measurement of reach and Equivalent Advertising Value (EAV)</li> </ul>
<b>Showcasing our region</b> Trade Events, Trade Famils and TRENZ.	<ul style="list-style-type: none"> <li>Attend 5 trade shows.</li> <li>Attend 2 partnered famils</li> <li>2 Murihiku itineraries in line with Milford Opportunities Project pillars supporting regional and seasonal spread</li> </ul>	<ul style="list-style-type: none"> <li>Expand on trade presence to enable growth of seasonal and regional offers.</li> </ul>	<ul style="list-style-type: none"> <li>Expand on trade presence to enable growth of seasonal and regional offers.</li> </ul>
<b>New Experiences</b>	<ul style="list-style-type: none"> <li>Further iwi partnered experience developed</li> </ul>	<ul style="list-style-type: none"> <li>Identify gaps in regional experiences and build capability to fill these gaps</li> </ul>	<ul style="list-style-type: none"> <li>Identify gaps in regional experiences and continue to build capability to fill these gaps</li> </ul>
<b>Business Events</b> Develop Murihiku Southland as a Business events destination in line with the Business Events strategy	<ul style="list-style-type: none"> <li>Attend min 3 conference events</li> <li>Events sales calls to continue building the future pipeline of Business Events into Murihiku</li> </ul>	<ul style="list-style-type: none"> <li>Continue to develop Business Events for the region, targeting seasonal gaps in capacity.</li> </ul>	<ul style="list-style-type: none"> <li>Continue to develop Business Events for the region, targeting seasonal gaps in capacity.</li> </ul>
<b>Regional Events Calendar</b> Maintain southlandnz.com website calendar listings for regional events	<ul style="list-style-type: none"> <li>10% increase on number of events listed</li> <li>10% increase on number of overall page views</li> <li>15% increase on number of overall page views from within Southland</li> </ul>	<ul style="list-style-type: none"> <li>Developing and building awareness around regional events</li> </ul>	<ul style="list-style-type: none"> <li>Developing and building awareness around regional events</li> </ul>
<b>Unmissable Regional Events</b>	<ul style="list-style-type: none"> <li>Support delivery and build capability for Burt Munro Challenge</li> </ul>	<ul style="list-style-type: none"> <li>Continued support building awareness of major events in line with event and regional strategy including building visitation</li> </ul>	<ul style="list-style-type: none"> <li>Continued support building awareness of major events in line with event and regional strategy including building visitation</li> </ul>
<b>Regional Marketing of events</b>	<ul style="list-style-type: none"> <li>Four seasonal campaigns</li> <li>Marketing of unmissable events</li> </ul>	<ul style="list-style-type: none"> <li>Four seasonal campaigns</li> <li>Marketing of unmissable events</li> </ul>	<ul style="list-style-type: none"> <li>Four seasonal campaigns</li> <li>Marketing of unmissable events</li> </ul>
<b>Destination Development</b> Progress projects from the Murihiku Southland Destination Strategy (MSDS)	<ul style="list-style-type: none"> <li>Progress 3 projects from the MSDS with key deliverable outcomes, and particular focus on the Bluff Motupōhue Tourism Master Plan and Fiordland dark sky accreditation.</li> </ul>	<ul style="list-style-type: none"> <li>Continue to implement MSDS by focusing on priority projects in line with strategy that deliver the greatest benefit for our sector and community. Specific projects and deliverables to be determined.</li> </ul>	<ul style="list-style-type: none"> <li>Continue to implement MSDS by focusing on priority projects in line with strategy that deliver the greatest benefit for our sector and community. Specific projects and deliverables to be determined.</li> </ul>

# Business support and diversification

## Supporting a strong, adaptable and opportunity-rich business environment is central to Murihiku Southland's long-term success.

Great South works alongside local enterprises, industry partners and councils to help businesses navigate change, tap into new markets and build the capability needed to thrive in an evolving economy.

Business diversification remains a major priority. We help identify emerging opportunities, undertake feasibility studies and encourage the development of new ventures that strengthen the region's economic mix. This includes advancing significant projects such as aquaculture, Space Operations New Zealand and data centre development, each contributing to a more innovative and future-focused economy.

Agriculture continues to be a vital part of Southland's identity and economic strength. Great South supports the sector by analysing relevant data, exploring land-use change options and investigating the potential for new high-value crops. Our work also includes partnering with councils to understand the effects of unrestricted forestry, expanding opportunities to convert forestry waste into

biomass fuel and progressing planning that will lift the value of wood and fibre products produced in the region.

Developing future talent is another important aspect of this portfolio. Through initiatives such as Southland Youth Futures and the Mayors Taskforce for Jobs we help young people into training, education and employment, supporting employers to build a skilled and confident workforce. We also deliver CareerFest Southland, one of the region's largest career and training expos, connecting students, jobseekers and employers, and showcasing the breadth of opportunities available across Murihiku Southland.

This focus on people, skills and pathways ensures the region is continually building its capability. By equipping young people, supporting established businesses and encouraging new ventures, Great South is helping to lay the foundations for a dynamic and forward-looking economy that can adapt to change and seize new opportunities.

# Performance measures

## Business support and diversification performance measures

DESCRIPTION	KPI 2026-27	KPI 2027-28	KPI 2028-29
<b>Business in Southland - A regional guide</b> Resource document that outlines useful information for new & potential businesses to the region.	<ul style="list-style-type: none"> <li>Review and change the regional guide as needed.</li> <li>Promote the Regional Industry Capacity Plan to support new development.</li> </ul>	<ul style="list-style-type: none"> <li>Review and change the regional guide as needed.</li> <li>Refresh the Regional Industry Capacity Plan and promote 2 new opportunities.</li> </ul>	<ul style="list-style-type: none"> <li>Review and change the regional guide as needed.</li> <li>Promote the Regional Industry Capacity Plan to support new development.</li> </ul>
<b>Agriculture</b> Support agricultural sector land-use and support farmer decision making	<ul style="list-style-type: none"> <li>Undertake analysis of relevant agricultural sector data to feed into the Regional Emissions Report for 2026.</li> <li>Undertake a brief and a process for the development of a Future Farming Agriculture Plan attuned to market demand.</li> </ul>	<ul style="list-style-type: none"> <li>Undertake analysis of relevant agricultural sector data to feed into the Regional Emissions Report for 2027.</li> <li>Implement key projects from the Murihiku Southland Agriculture Plan alongside key stakeholders.</li> </ul>	<ul style="list-style-type: none"> <li>Undertake analysis of relevant agricultural sector data to feed into the Regional Emissions Report for 2028.</li> <li>Implement key projects from the Murihiku Southland Agriculture Plan alongside key stakeholders.</li> </ul>
<b>Forestry</b> Support further investigation of the impacts and possible opportunities associated with unrestricted forestry	<ul style="list-style-type: none"> <li>Provide data and insights relating to changing land use and the impacts of carbon forestry.</li> <li>Continue to grow opportunities to convert forestry waste low grade logs into biomass fuel supply.</li> <li>Undertake and complete a Murihiku Regional Forestry Strategy focused on high value products for domestic and export markets.</li> </ul>	<ul style="list-style-type: none"> <li>Continue to grow opportunities to convert forestry waste into biomass fuel supply.</li> <li>Monitor changing demand for wood biomass</li> <li>Promote greater use of timber and engineered wood in construction and housing.</li> </ul>	<ul style="list-style-type: none"> <li>Provide data and insights relating to changing land use and the impacts of carbon forestry.</li> <li>Continue to grow opportunities to convert forestry waste into biomass fuel supply.</li> </ul>



# Net Zero Southland

**Murihiku Southland is on a pathway toward a cleaner and more climate-resilient future, and Great South plays a key role in guiding this transition.**

Our focus is on practical action supported by reliable data, strong partnerships and a long-term commitment to lowering emissions across the region.

Accurate emissions data underpins effective climate action. Since 2018, Great South has produced annual regional emissions inventories, creating a clear baseline for tracking change and supporting evidence-based decision making across councils, industry and communities. This ongoing monitoring ensures transparency and provides the foundation for long-term regional planning.

The implementation of the Net Zero Southland Plan is a major focus. Over the coming years, we will assess progress against 1990 emissions levels, seek public feedback on the revised plan and support regional strategies that advance the goal of net zero by 2050. Alongside this, we continue to drive the Southland Murihiku Regional Energy Strategy, supporting projects in renewable energy, energy efficiency, wind, solar, biomass and methane recovery, initiatives all designed to improve resilience and expand Southland's clean energy capability.

Sustainable tourism also forms part of this journey. Through the Murihiku Southland Destination Strategy, Great South supports environmental stewardship across the visitor sector, ensuring Southland's natural assets are protected while continuing to deliver high-quality visitor experiences.

Collectively, these initiatives strengthen Southland's ability to adapt, innovate and move confidently toward a low-emissions future that benefits both current and future generations.

# Performance measures

## Net Zero Southland performance measures

DESCRIPTION	KPI 2026-27	KPI 2027-28	KPI 2028-29
<b>Monitor Emissions</b> Complete annual regional emissions reporting as soon as national monitoring data becomes available	<ul style="list-style-type: none"> <li>Produce the Regional Emissions Report for 2025 as soon as national monitoring data becomes available.</li> <li>Monitor and report on forest ground cover.</li> </ul>	<ul style="list-style-type: none"> <li>Produce the Regional Emissions Report for 2026 as soon as national monitoring data becomes available.</li> <li>Monitor and report on forest ground cover.</li> </ul>	<ul style="list-style-type: none"> <li>Produce the Regional Emissions Report for 2027 as soon as national monitoring data becomes available</li> </ul>
<b>Net Zero Planning</b> Implement the Net Zero Southland Plan and Emissions Reduction	<ul style="list-style-type: none"> <li>Implement Net Zero Southland Strategy and support regional climate change strategic planning.</li> </ul>	<ul style="list-style-type: none"> <li>Implement Net Zero Southland Strategy and support regional climate change strategic planning and progress monitoring.</li> </ul>	<ul style="list-style-type: none"> <li>Implement Net Zero Southland Strategy and support regional climate change strategic planning and progress monitoring.</li> </ul>
<b>Implementation of the Regional Energy Strategy</b>	<ul style="list-style-type: none"> <li>Support 2 renewable energy investments from the report.</li> <li>Create awareness of the need for more renewable energy development in Southland</li> <li>Promote the integration of energy planning as part of Regional Spatial Planning.</li> </ul>	<ul style="list-style-type: none"> <li>Implement 3 actions from the report.</li> <li>Update the Regional Energy Plan by integrating new energy demand.</li> </ul>	<ul style="list-style-type: none"> <li>Implement 3 actions from the reports.</li> <li>Update the Regional Energy Plan by integrating new energy demand.</li> </ul>



# Space Operations New Zealand

Space Operations New Zealand (SpaceOps NZ), a wholly owned subsidiary of Great South, continues to expand its role as one of the country's most significant contributors to the global space sector. Through cutting-edge infrastructure, international partnerships and strong local investment, SpaceOps NZ is helping position Murihiku Southland as New Zealand's space capital.

SpaceOps NZ has significantly grown its capability, constructing eight new antennas, supporting NIWA with an additional installation, and extending its services into spacecraft tracking and precision orbital analysis. These advancements mean the organisation is not only providing essential ground-segment infrastructure, but is now deeply involved in supporting active international missions and strengthening New Zealand's contribution to global space science.

A major step forward for the organisation has been the Government's decision to provide a loan through the Regional Infrastructure Fund. This investment recognises the strategic national importance of Southland's space assets and enables SpaceOps NZ to accelerate critical infrastructure upgrades, expand antenna capability and improve its ability to service international operators.

The loan also supports the development of additional facilities that will increase capacity for mission support, enhance operational resilience and attract high-value space and technology businesses to the region. In doing so, it strengthens SpaceOps NZ's long-term sustainability and reinforces the region's position within the global space ecosystem.

SpaceOps NZ's leadership in the sector has also been nationally acknowledged. Chief Executive Robin McNeill received the inaugural Prime Minister's Space Prize for Professional Excellence, and team member Axl Rogers secured a New Zealand Space Scholarship, leading to an internship at NASA's Jet Propulsion Laboratory. His work will directly support operations at the Warkworth Space Centre and inspire more young New Zealanders into space careers.

These achievements build on SpaceOps NZ's core operations at the Awarua Satellite Ground Station, the country's only commercial low Earth orbit ground facility, and its expanded capability at Spark's Warkworth Satellite Earth Station, supporting both radio astronomy and deep-space communications. Together, this network is positioning Southland as a trusted partner for international missions and driving New Zealand's growing role in the global space economy.



# Statement of comprehensive revenue and expense

For the 12 months to June

	2026/27 Budget	2027/28 Budget	2028/29 Budget
<b>Revenue</b>			
<b>Shareholder Investment</b>			
Core	2,138,498	2,213,345	2,290,813
Contract	1,666,841	1,666,841	1,666,841
<b>Total</b>	<b>3,805,339</b>	<b>3,880,186</b>	<b>3,957,654</b>
<b>Other Revenue</b>			
Service Revenue	944,638	997,438	1,050,336
Project Revenue	200,000	100,000	100,000
<b>Total Other Revenue</b>	<b>1,144,638</b>	<b>1,097,438</b>	<b>1,150,336</b>
<b>Total Revenue</b>	<b>4,949,977</b>	<b>4,977,624</b>	<b>5,107,990</b>
<b>Expenditure</b>			
<b>Project and Service Expenditure</b>			
Regional Economic Development	1,207,799	1,099,760	1,134,911
Business Support Services	484,221	496,257	498,365
Regional Tourism Development	695,560	752,430	769,889
Regional Event Delivery	504,120	523,994	534,214
<b>Total Project Expenditure</b>	<b>2,891,700</b>	<b>2,872,442</b>	<b>2,937,379</b>
<b>Core expenditure</b>			
Directors Fees	176,000	176,000	176,000
Employee Expense	1,092,798	1,131,046	1,170,633
Depreciation and Amortisation	55,000	50,000	45,000
Other Expenses	734,268	759,967	786,566
<b>Total Core Expenditure</b>	<b>2,058,066</b>	<b>2,117,013</b>	<b>2,178,199</b>
<b>Total Expenditure</b>	<b>4,949,767</b>	<b>4,989,455</b>	<b>5,115,578</b>
<b>Net Surplus / (Deficit)</b>	<b>210</b>	<b>(11,831)</b>	<b>(7,589)</b>
Taxation			
<b>Net Surplus / (Deficit) After Taxation</b>	<b>210</b>	<b>(11,831)</b>	<b>(7,589)</b>

# Statement of financial position

As at 30 June

	2026/27 Budget	2027/28 Budget	2028/29 Budget
<b>Assets</b>			
<b>Current Assets</b>			
Cash and cash equivalents	1,319,238	1,252,203	1,185,834
Receivables and accruals	716,148	714,862	719,483
Prepayments	10,107	5,931	1,755
<b>Total Current Assets</b>	<b>2,045,493</b>	<b>1,972,996</b>	<b>1,907,072</b>
<b>Non-current Assets</b>			
Investments	1,072,589	1,072,589	1,072,589
Deferred Tax	31,071	31,071	31,071
Property, plant and equipment	122,480	87,480	57,480
<b>Total Non-current Assets</b>	<b>1,226,140</b>	<b>1,191,140</b>	<b>1,161,140</b>
<b>Total Assets</b>	<b>3,271,633</b>	<b>3,164,136</b>	<b>3,068,212</b>
<b>Liabilities</b>			
<b>Current Liabilities</b>			
Payables and accruals	158,078	152,650	153,863
Income tax payable	-	-	-
Income Received in Advance	326,356	226,356	126,356
Employee entitlements	299,991	307,491	315,178
Other current liabilities	77,834	80,096	82,860
<b>Total Current Liabilities</b>	<b>862,258</b>	<b>766,592</b>	<b>678,257</b>
<b>Total Liabilities</b>	<b>862,258</b>	<b>766,592</b>	<b>678,257</b>
<b>Net Assets</b>	<b>2,409,375</b>	<b>2,397,545</b>	<b>2,389,956</b>
<b>Equity</b>			
Contributed capital	1,338,421	1,338,421	1,338,421
Retained earnings	1,070,954	1,059,124	1,051,535
<b>Total equity</b>	<b>2,409,375</b>	<b>2,397,545</b>	<b>2,389,956</b>

# Statement of cash flows

For the 12 months to June

	2026/27 Budget	2027/28 Budget	2028/29 Budget
<b>Cash Flows from Operating Activities</b>			
Receipts of Shareholder investment	3,805,339	3,880,186	3,957,654
Receipts from other operating activities	1,882,225	1,845,368	1,911,913
Income tax paid	-	-	-
Payments to employees	(3,454,937)	(3,651,459)	(3,778,677)
Payment to suppliers	(2,196,000)	(2,123,880)	(2,140,008)
<b>Total cash flow from Operating Activities</b>	<b>36,627</b>	<b>(49,785)</b>	<b>(49,119)</b>
<b>Cash flow from Investing Activities</b>			
Purchase of fixed assets and intangibles	(17,250)	(17,250)	(17,250)
<b>Total cash flow from Investing Activities</b>	<b>(17,250)</b>	<b>(17,250)</b>	<b>(17,250)</b>
<b>Net Cash flows</b>	<b>19,377</b>	<b>(67,035)</b>	<b>(66,369)</b>
<b>Cash Balances</b>			
Cash, cash equivalents and overdrafts at beginning of period	1,299,861	1,319,238	1,252,203
Cash, cash equivalents and overdrafts at end of period	1,319,238	1,252,203	1,185,834
<b>Net change in cash for period</b>	<b>19,377</b>	<b>(67,035)</b>	<b>(66,369)</b>

# Accounting policies

## REPORTING ENTITY

Southland Regional Development Agency Limited is a New Zealand registered company under the Companies Act 1993, and is deemed to be a Council Controlled Organisation under section 6 of the Local Government Act 2002.

Southland Regional Development Agency (trading as Great South) was established as Southland's regional development agency in March 2019. The registered office for Southland Regional Development Agency is 143 Spey Street, Invercargill.

Committed to driving economic, social and cultural growth, Southland Regional Development Agency has a clear mandate to leverage opportunities for Southland in the areas of economic and business development, tourism and events. This involves incorporating Southland's Regional Tourism Organisations, central government's Regional Business Partner (RBP) Network, delivering a range of events, regional initiatives, and government-funded contracts that pave the way for regional development.

## BASIS OF PREPARATION

The financial statements have been prepared on a going concern basis, and the accounting policies have been applied consistently throughout the year.

## STATEMENT OF COMPLIANCE

The financial statements have been prepared in accordance with the requirements of the Local Government Act 2002, the Companies Act 1993, and the Financial Reporting Act 2013. This includes the requirement to comply with generally accepted accounting practice in New Zealand (NZ GAAP).

These financial statements comply with Public Benefit Entity International Public Sector Accounting Standards (PBE IPSAS) Reduced Disclosure Regime (RDR). Southland Regional Development Agency is eligible and has elected to report in accordance with Tier 2 PBE standards RDR on the basis the entity has no public accountability and has expenses > \$2m and < \$30m.

## PRESENTATION CURRENCY AND ROUNDING

The financial statements are presented in New Zealand dollars and all values are rounded to the nearest dollar. The functional currency of Southland Regional Development Agency is New Zealand dollars.

## MEASUREMENT BASE

The financial statements have been prepared on an historical cost or fair value basis as per the following policies.

## SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

The following particular accounting policies, which materially affect the measurement of the results and financial position, have been applied:

### Revenue

Revenue is measured at the fair value of consideration received.

Where funding is not conditional and Southland Regional Development Agency has no obligation to deliver a specific event or service, the revenue will be recognised when received. Where the funding has conditions attached to it, the funding is recognised as revenue upon entitlement as conditions pertaining to eligible expenditure have been fulfilled. The funding is held as a liability until the specific conditions are met. In certain circumstances funding is not received until after the event, in which case the revenue will be accrued when it is highly probable the funding will be received.

Revenue from ticket sales is recognised upon receipt unless the terms and conditions for the ticket state that Southland Regional Development Agency is required to repay the customer if the event does not take place. Where the terms and conditions contain a refund clause, the revenue will be recognised upon completion of the event.

Revenue from the rendering of services is recognised by reference to the stage of completion at the balance sheet date, based on the actual service provided.

Products held for sale are recognised when a product is sold to the customer. Sales are usually in cash or by credit card. The recorded revenue is the gross amount of the sale, including credit card fees payable for the transaction. Such fees are included in other expenses.

Southland Regional Development Agency acts as an agent for third parties for some transactions. When incurring expenditure as an agent, this is accounted for via the Statement of Financial Position, and not as revenue and expenditure on the Statement of Comprehensive Revenue and Expense. Any revenue component within these transactions will be treated accordingly.

Interest revenue is recognised using the effective interest method.

Volunteer services received are not recognised as revenue or expenditure as Southland Regional Development Agency is unable to reliably measure the fair value of the services received.

### Revenue in Advance

Revenue in advance is recognised where amounts received are in excess of the amounts recognised as revenue.

### Expenditure

All expenditure is recognised as incurred unless the liability is known and can be reasonably estimated, in which case the expenditure is accrued.

### Foreign Exchange Transactions

Foreign currency transactions are translated into NZ\$ (the functional currency) using the spot exchange rates at the dates of the transactions. Foreign exchange gains and losses resulting from the settlement of such transactions and from the translation at year-end exchange rates of monetary assets and liabilities denominated in foreign currencies are recognised in the surplus or deficit.

### Goods and Services Tax (GST)

All items in the financial statements are stated exclusive of GST, except for receivables and payables, which are stated on a GST-inclusive basis. Where GST is not recoverable as input tax, then it is recognised as part of the related asset or expense.

The net amount of GST recoverable from, or payable to, the Inland Revenue Department (IRD) is included as part of receivables or payables in the Statement of Financial Position. The net GST paid to or received from the IRD, including the GST relating to investing and financing activities, is classified as an operating cash flow in the Statement of Cash Flows.

### Income Tax

Income tax expense in relation to the profit or loss for the period comprises current tax and deferred tax.

Current tax is the amount of income tax payable based on the taxable profit for the current year, plus any adjustments to income tax payable in respect of prior years. Current tax is calculated using rates that have been enacted or substantively enacted by balance date.

Deferred tax is not recognised if the temporary difference arises from the initial recognition of goodwill or from the initial recognition of an asset and liability in a transaction that is not a business combination, and at the time of the transaction, affects neither accounting profit nor taxable profit. Deferred tax is calculated at the tax rates that are expected to apply in the period when the liability is settled or the asset is realised, using tax rates that have been enacted or substantively enacted by balance date.

Current tax and deferred tax is charged or credited to the Statement of Comprehensive Revenue and Expense, except when it relates to items charged or credited directly to equity, in which case the tax is dealt with in equity.

## Equity

Equity is the shareholders interest in Southland Regional Development Agency, as measured by total assets less total liabilities.

## Cash and Cash Equivalents

Cash and cash equivalents includes cash in hand, deposits held at call with banks, other short-term highly liquid investments with original maturities of three months or less.

## Trade and Other Receivables

Trade and other receivables are initially measured at fair value and subsequently measured at cost, amortised where necessary, using the effective interest method, less any provision for impairment.

A receivable is considered impaired when there is evidence that Southland Regional Development Agency will not be able to collect the amount due. The amount of the impairment is the difference between the carrying amount of the receivable and the present value of the amounts expected to be collected.

## Property, Plant and Equipment

Property, plant, and equipment consists of the following asset classes: buildings, furniture and fittings, IT equipment, ILT Kidzone equipment, vehicles, and land. All asset classes are measured at cost, less accumulated depreciation and impairment losses. Individual assets are capitalised if they meet the definition of an asset and the cost exceeds \$1,000.

### Additions

The cost of an item of property, plant and equipment is recognised as an asset if, and only if, it is probable that future economic benefits or service potential associated with the item will flow to Southland Regional Development Agency and the cost of the item can be measured reliably.

In most instances, an item of property, plant and equipment is recognised at its cost. Where an asset is acquired at no cost, or for a nominal cost, it is recognised at fair value when control over the asset is obtained. Work in progress is recognised at cost less impairment and is not depreciated.

### Disposals

Gains and losses on disposals are determined by comparing the proceeds with the carrying amount of the asset. Gains and losses on disposals are included in the Statement of Comprehensive Revenue and Expense.

### Subsequent Costs

Costs incurred subsequent to initial acquisition are capitalised only when it is probable that future economic benefits or service potential associated with the item will flow to Southland Regional Development Agency and the cost of the item can be measured reliably.

The costs of day-to-day servicing of property, plant, and equipment are recognised in the surplus or deficit as they are incurred.

### Depreciation

Depreciation is provided on a straight-line basis on all property, plant and equipment at rates that will write off the cost of the assets to their estimated residual values over their useful lives. The useful lives and associated depreciation rates of major classes of assets have been estimated as follows:

Buildings:	3% - 7%	14.3 - 33.3 years
Furniture & Fittings:	6% - 33%	3 - 16.7 years
IT Equipment:	17.5% - 67%	1.5 - 5.7 years
ILT Kidzone:	13.5% - 33%	3 - 7.5 years
Vehicles:	13.5%	7.5 years
Land:	0%	

The residual value and useful life of an asset is reviewed, and adjusted if applicable, at each financial year end. An annual review for impairment is also undertaken on all assets and any impairment loss is recognised in the Statement of Comprehensive Revenue and Expense.

### Impairment of Property, Plant and Equipment

Property, plant and equipment held that have a finite useful life are reviewed for impairment whenever events or changes in circumstances indicate that the carrying amount may not be recoverable.

An impairment loss is recognised for the amount by which the asset's carrying amount exceeds its recoverable service amount. The recoverable service amount is the higher of an asset's fair value less costs to sell and value in use. If an asset's carrying amount exceeds its recoverable service amount, the asset is regarded as impaired and the carrying amount is written down to the recoverable service amount. The total impairment loss is recognised in the surplus or deficit.

The reversal of an impairment loss is recognised in the surplus or deficit.

### Value in Use For Non-Cash Generating Assets

Value in use is the present value of the asset's remaining service potential. Value in use is determined using an approach based on either a depreciated replacement cost approach, restoration cost approach, or a service units approach. The most appropriate approach used to measure value in use depends on the nature of the impairment and availability of information.

### Value in Use For Cash Generating Assets

Southland Regional Development Agency does not hold any cash generating assets.

## Intangible Assets

### Goodwill

Goodwill on acquisition of businesses and subsidiaries is included in "intangible assets". Goodwill on acquisition of an associate is included in "investment in other entities" and impairment is considered as part of the overall investment balance.

Goodwill is allocated to cash-generating units for the purposes of impairment testing. The allocation is made to those cash-generating units or groups of cash-generating units that are expected to benefit from the business combination in which the goodwill arose.

Goodwill has been assessed to have an infinite useful life on the basis the business is ongoing. Goodwill is subject to annual impairment testing.

### Impairment of Intangible Assets

Intangible assets that have an indefinite useful life, or are not yet available for use, are not subject to amortisation and are tested annually for impairment.

## Joint Venture

The Company's 49% share of its associate NZ Functional Foods Limited is equity accounted for in the Companies financial statements.

A joint venture is an entity over which the Company has significant influence and that is neither a subsidiary nor an associate. The Company's investment is accounted for in the financial statements using the equity method. The investment in a joint venture is initially recognised at cost and the carrying amount in the financial statements is increased or decreased to recognise the Company's share of the surplus or deficit in the joint venture after the date of acquisition. Distributions received from a joint venture reduce the carrying amount of the investment in the financial statements.

If the share of deficits of a joint venture equals or exceeds its interest in the joint venture, the Company discontinues recognising its share of further deficits. After the Company's interest is reduced to zero, additional deficits are provided for, and a liability is recognised, only to the extent that the Company has incurred legal or constructive obligation or made payments on behalf of the joint venture. If the joint venture subsequently reports surpluses, the Company will resume recognising its share of those surpluses only after its share of the surpluses equals the share of deficits not recognised.

## Leases

### Operating Leases

An operating lease is a lease that does not transfer substantially all the risks and benefits incidental to ownership of an asset. Payments under these leases are recognised as expenses in the Statement of Comprehensive Revenue and Expense in periods in which they are incurred. Lease incentives received are recognised.

### Finance Leases

A finance lease transfers to the lessee substantially all the risks and rewards incidental to ownership of an asset, whether or not title is eventually transferred. At the start of the lease term, finance leases are recognised as assets and liabilities in the Statement of Financial Position

at the lower of the fair value of the leased item and the present value of the minimum lease payments.

The finance charge is charged to the surplus or deficit over the lease period so as to produce a constant periodic rate of interest on the remaining balance of the liability. The amount recognised as an asset is depreciated over its useful life. If there is no reasonable certainty as to whether the Company will obtain ownership at the end of the lease term, the asset is fully depreciated over the shorter of the lease term and its useful life.

#### Payables

Short-term payables are recorded at their fair value.

#### Financial Instruments

Southland Regional Development Agency is party to financial instruments as part of its normal operation. These financial instruments give rise to financial assets and liabilities and include cash and on-call deposits, accounts receivable, investments, and accounts payable, deposits held, other financial liabilities and financial guarantees. They also include equity interests in other entities.

All financial instruments are recognised in the Statement of Financial Position on the basis of Southland Regional Development Agency Limited's general and, where applicable, particular accounting policies. All financial instruments disclosed in the Statement of Financial Position are recorded at fair value or amortised cost. Revenue and expenditure arising from these financial instruments is recognised in the Statement of Comprehensive Revenue and Expense.

#### Statement of Cash Flows

Cash includes cash and cash equivalents as defined above.

Operating activities include cash received from all revenue sources of Southland Regional Development Agency and cash payments made for the supply of goods and services. Investing activities are those activities relating to the acquisition and disposal of non-current assets. Financing activities comprise the change in equity and debt capital structure of Southland Regional Development Agency.

#### Personnel Costs

##### Salaries and Wages

Salaries and wages are recognised as an expense as employees provide services.

##### Defined Contribution Superannuation Schemes

Employer contributions to KiwiSaver, the Government Superannuation

Fund, and the State Sector Retirement Savings Scheme are accounted for as defined contribution superannuation schemes and are expensed in the surplus or deficit as incurred.

#### Employee Entitlements

Employee benefits expected to be settled within 12 months after the end of the period in which the employee renders the related service are measured based on accrued entitlements at current rates of pay. These include salaries and wages accrued up to balance date, annual leave earned to, but not yet taken at balance date. No liability is recognised for sick leave.

A liability and an expense are recognised for bonuses where Southland Regional Development Agency has a contractual obligation or where there is a past practice that has created a constructive obligation and a reliable estimate of the obligation can be made.

#### Changes in Accounting Policies

There have been no changes in accounting policies during the financial year.

#### CRITICAL ACCOUNTING ESTIMATES AND ASSUMPTIONS

In preparing these financial statements, Southland Regional Development Agency has made estimates and assumptions concerning the future. These estimates and assumptions may differ from the subsequent actual results. Estimates and assumptions are continually evaluated and are based on historical experience and other factors, including expectations or future events that are believed to be reasonable under the circumstances. The estimates and assumptions that have a significant risk of causing a material adjustment to the carrying amounts of assets and liabilities recognised in the financial statements are described in the notes to the financial statements.

# Shareholder requirements

## STATEMENT OF INTENT

By 1 December each year Great South will deliver a draft Statement of Intent to the joint shareholders as required by the Local Government Act. The Joint Shareholders will provide feedback to the Great South Board by 1 March each year, and the final document will be delivered by 30 June each year.

## REPORTING

### Half Yearly Reporting

By the end of February each year the board must deliver to the shareholders a report on the organisation's operations during that half year. The report must include the information required to be included by the LGA 2002 and the Statement of Intent and any other information requested by the shareholders.

### Annual Report

By the end of September each year, the board must deliver to the shareholders and make available to the public a report on the company's operations during the year. This will include audited financial statements and the performance targets and other measures by which performance was judged in relation to the organisation's objectives.

## SHAREHOLDER MEETINGS

An annual general meeting will be held before the end of September each year to present the annual report. The notice of the Annual General Meeting (AGM) will be no less than 10 working days before the meeting, unless agreed by all shareholders who are entitled to attend and vote at the meeting.

## SHAREHOLDER APPROVAL

Any subscription, purchase or acquisition by Great South of shares in a company or organisation require shareholder approval by special resolution as will the other matters outlined in Great South's constitution.

## DIVIDEND POLICY

The Great South Board is not authorised to approve any dividends.

## COMPENSATION FROM LOCAL AUTHORITIES

The Directors do not envisage any circumstances arising that would give rise to any claim from any local authority during the year other than those already stated in the financial statements.

## NO SURPRISES

Great South, through the Joint Shareholders Committee will work with the shareholders to develop trust and a common understanding on a "no surprises" basis. The board will be sensitive to the demands for accountability placed on the Councils from their respective ratepayers.

## PUBLIC EXPECTATIONS

Great South is very mindful of the public scrutiny that comes with being a CCO. Great South will:

- Build accountability and constructive working practices between their organisation and the shareholders.
- Commit to transparency and accountability to the public. This includes fulfilling the planning, reporting and disclosure requirements of the Local Government Act 2002 as it applies to CCOs, and the requirements of the Local Government Official Information and Meetings Act 1987 as it applies to CCOs.
- Ensure the organisation is fiscally disciplined with expenditure.
- Embrace the Shareholder Councils' strategic priorities as set out in their Long-term Plans 2018-2028 and any other relevant documents.

**Great South is tasked with leading the future growth aspirations of Murihiku Southland on behalf of our shareholders, stakeholders and the wider Murihiku Southland community.**



Version 2 - 30 January 2026



[www.greatsouth.nz](http://www.greatsouth.nz)

*Visit our website to find out more about us and sign up for our newsletters to receive regular updates*



DRAFT



SPACE OPERATIONS NEW ZEALAND LIMITED  
Statement of Intent

**1 July 2026 – 30 June 2029**



## Company Information

### COMPANY DIRECTORY

#### SPACE OPERATIONS NEW ZEALAND LIMITED TRADING AS SPACEOPS NZ

Hargest House, 62 Deveron Street  
PO Box 1306, Invercargill 9810

#### REGISTERED OFFICE

C/o Southland Regional Development Agency Limited  
143 Spey Street, Invercargill, 9840

#### BANK

Westpac New Zealand Limited

#### AUDITORS

KPMG for Audit New Zealand (on behalf of the Office of the Auditor General)

#### LEGAL STATUS

Space Operations New Zealand Limited was incorporated in New Zealand on 18 July 2016 under the Companies Act 1993 (NZBN 9429042426585, Company Number 6033648).

Space Operations New Zealand Limited is a wholly owned subsidiary of Southland Regional Development Agency Limited, which is a council-controlled organisation. This makes Space Operations a council-controlled trading organisation (CCTO) as defined in Section 6 of the *Local Government Act 2002*.

#### SHAREHOLDER

Southland Regional Development Agency Limited

#### DIRECTORS

John Yaldwyn (Chair), Chami Abeyasinghe, Peter Heenan

#### CHIEF EXECUTIVE OFFICER

Robin McNeill MNZM

### INTRODUCTION

In accordance with the requirements of Section 64(1) and Schedule 8 of the Local Government Act 2002, this Statement of Intent:

- Publicly sets out the overall intentions and activities for Space Operations New Zealand Limited for the year ended 30 June 2027 and the following two years, and the objectives to which those activities will contribute.
- Provides an opportunity for the shareholder to influence the direction of the organisation.
- Provides a basis for the accountability of the directors to their shareholder for the performance of the organisation.

*This Statement of Intent reflects what Space Operations New Zealand Ltd understands at the time of writing.*

## **GOVERNANCE & STRUCTURE**

### **SPACEOPS NZ BOARD**

The SpaceOps NZ Board comprises a minimum of two Directors and a maximum of seven Directors who are responsible for the strategic direction and control of SpaceOps NZ's activities.

The Board will oversee the business undertaken by SpaceOps NZ in accordance with the *Companies Act 1993*, the company's Constitution and this Statement of Intent.

### **OPERATIONS**

The Chief Executive Officer is responsible for the day-to-day operations of SpaceOps NZ, including the management of staff and reporting to Directors on the performance against set priorities.

### **NO SURPRISES**

The SpaceOps NZ Board will keep our shareholder informed on a "no surprises" basis.

The SpaceOps NZ Board will be sensitive to the demand for accountability placed on its shareholder by Councils and their ratepayers.

### **PUBLIC EXPECTATIONS**

SpaceOps NZ is very mindful of the public scrutiny that comes with being a CCTO and will:

- Build accountability and constructive working practices between their organisation and the shareholders
- Commit to transparency to the public, including fulfilling the planning, reporting and disclosure requirements of the *Local Government Act 2002* and *Local Government Official Information and meeting Act 1987* as they apply to CCTO's
- Ensure the organisation is fiscally disciplined with expenditure

## **POLICIES**

### **DIVIDEND POLICY**

Each year the Board will review its ability to pay dividends after considering the ongoing needs of the business, the riskiness of the market environment, the requirements of the *Companies Act 1993* and the statutory obligations imposed on Directors.

Declared dividends, if any, will be paid in two instalments in February and August.

No dividend is to be declared in the 2026-2027 financial year.

### **ACQUISITION PROCEDURES**

The undertaking by SpaceOps NZ of any activity of a nature or scope not provided for in this Statement of Intent would be subject to the prior approval of the Shareholder.

SpaceOps NZ will not establish any new company or other organisation or acquire shares, equity, voting interests or memberships of any company or organisation without the Directors having gained prior approval of the Shareholder.

### **SHAREHOLDER INVESTMENT**

The Directors estimate that the commercial value of the shareholders' investment in SpaceOps NZ as at 1 July is represented by the opening balance of shareholder's funds.

### **COMPENSATION FROM LOCAL AUTHORITIES**

The Directors do not envisage any circumstances arising that would give rise to any claim from any local authority during the year other than those stated in the financial statements.



*Arial view of Awarua Satellite Ground Station*



# Purpose & Vision

## OUR PURPOSE

**To deliver sustainable, innovative services to the global space market.**

## OUR VISION

In an industry that calls for a high-trust operating environment, we are already highly trusted. The expertise to be found within SpaceOps NZ and our contractors compares favourably with anywhere in the world. We have identified and are exploiting the exciting opportunities arising from our natural advantages and the talent of our staff.

SpaceOps NZ's vision is to utilise our strategic advantages to profitably and sustainably...

- Provide space operations services and facilities
- Create and develop new opportunities in the space sector
- Foster space activity within New Zealand



*Visitors to Awarua SGS being welcomed to Southland*

## NATIONAL INTEREST

SpaceOps NZ strongly supports and advocates for the peaceful use of space and recognises that the company needs always to be recognised as a responsible international citizen in the space domain.

SpaceOps NZ is a signatory of the Washington Compact on Norms of Behavior for Commercial Space Operations.

SpaceOps NZ is responsive to and complies with the Outer Space and High-altitude Activities Act 2017, the Ground Based Space Infrastructure Act 2025, the Radiocommunications Act 1989 and international space treaties.

## REGIONAL INTEREST

SpaceOps NZ is firmly rooted in Southland: with an established international reach and a national ambit, SpaceOps NZ is proud to reflect aspirations of all Southlanders.

The Awarua Satellite Ground Station enjoys international standing for its unique location in New Zealand that is unsurpassed almost everywhere else in the world. Notwithstanding SpaceOps NZ's large aperture antennas at Warkworth, Awarua SGS will always be the jewel in SpaceOps NZ's crown.

SpaceOps NZ's work has enabled two well-known international companies in the space sector to establish themselves in Invercargill, helping build a space economy in Southland.

SpaceOps NZ maintains outreach to Southland youth, to excite them to consider careers in science, technology, engineering and mathematics that would likely otherwise remain unfamiliar to them.



# Intentions & Activities

## **BUSINESS ACTIVITIES**

At Awarua Satellite Ground Station (Awarua SGS), SpaceOps NZ exploits its geographically unique and globally significant location to provide telecommunications for spacecraft in Earth orbit through hosting others' antennas and leasing time on its own antennas.

The large aperture antennas at Warkworth Space Centre are used for undertaking radio astronomy and space geodesy observations, and supporting Lunar and other missions.

SpaceOps NZ currently has four business lines:

- 1. Hosting customer-owned satellite ground stations, including installing and maintaining these ground stations**
- 2. Leasing its own ground stations to satellite operators and others**
- 3. Undertaking space geodesy and radio astronomy observations**
- 4. Providing technical expertise to the space community**

At present, hosting others' antennas forms the company's prime revenue stream. This is now a mature operation with steady growth forecasted. Nearly all hosting revenue is derived from the Awarua SGS.

Leasing and operating its own ground stations is becoming increasingly important to SpaceOps NZ as its antennas become qualified and the services are more widely marketed.

Much of the leasing revenue from 2026 forward will come from the proposed use of the Warkworth 30 metre antenna to support Lunar and ultimately deep space telecommunications. Because of the quantum of this operation, the Warkworth operation is treated as a stand-alone business centre.



## **GROWTH & INVESTMENT**

There are four priority growth areas for the period to 30 June 2029:

- 1. Further develop the facilities at Awarua and elsewhere in response to growing demand for hosting and leasing of ground stations, and associated services**
- 2. Develop and bring into service additional antennas for leasing to customers**
- 3. Commercialise R&D activities**
- 4. Upgrade the equipment at Warkworth Space Centre to provide Lunar, and near- and deep-space antenna leasing services.**

In addition, for strategic reasons, and driven by demand and opportunity, SpaceOps NZ may also:

- Establish additional ground stations at new sites
- Expand the scope of the present space geodesy services to provide value-added services to New Zealand and overseas customers.

### **? What is a satellite ground station?**

Ground stations comprise antennas (often dish-shaped) and antenna positioners, and radio equipment and computer servers, which are used to communicate with satellites and launch-vehicles (collectively, 'spacecraft').



*IAC Sydney*



*Robin McNeill with Minister for Space, Judith Collins and Prime Minister, Christopher Luxon*

## RISKS

Risks to SpaceOps NZ’s operations have been identified. The risks most demanding attention are:

- Supply chain issues for our customers has seen installation of new antennas delayed by as much as 9 months. Such delays directly impact on when we can start charging hosting fees, and thus our revenue. It is not possible to mitigate this risk.
- Revenue is somewhat sensitive to variations in the \$NZD–\$USD exchange rates and forward-exchange contracts can only ameliorate short to medium term effects. SpaceOps NZ will be purchasing equipment from overseas as part of its expansion plans. This expenditure will be sensitive to exchange rate fluctuations and forward cover may be taken to hedge against adverse currency movements.
- The space industry is dynamic and quickly evolving, meaning new opportunities sometimes present themselves unexpectedly. Such opportunities may demand immediate attention to either secure them, or to prevent other parties exploiting them to gain competitive advantage. Therefore, a nimble and responsive approach by SpaceOps NZ is required.
- While currently considered to be of lower priority than the proposed immediate work programme for SpaceOps NZ, the company will need to monitor and be able to react quickly to
  - Customer demand for optical ground stations and telescopes,

- Customer demand for ground stations in other parts of New Zealand,
- Opportunities to broaden activities relating to near real-time satellite Earth observation
- Commercial interest in hardware, algorithms and software developed in-house.

- The Board and Management of SpaceOps NZ have prepared this statement of intent using the best information available at the time of preparation. The document contains certain forward-looking statements, forecasts, and financial projections reflecting current expectations, including anticipated moderate growth of around 15%, while incorporating a deliberately conservative approach to both capital expenditure (CAPEX) and operating expenditure (OPEX). Additional expenditure to support growth may become necessary.

Actual results may differ from these projections due to factors such as the timing and confirmation of customer projects, changes in market or economic conditions, operational developments, or other unforeseen events. Such uncertainties are normal in planning and are not unique to space technology companies.

These projections are provided to support planning and transparency and should not be interpreted as guarantees of future performance. The Company may update or revise these projections if materially significant changes occur.



Ongoing development work at Awarua Satellite Ground Station



SpaceOps NZ's performance targets for the year ending 30 June 2027 and subsequent two years follow.

## NON-FINANCIAL

	2026/27	2027/28	2028/29
Health, Safety and Risk Management	Staff remain safe with <b>zero lost-time injuries</b>  The workplace maintains a strong safety record with <b>no reportable incidents</b>	Staff remain safe with <b>zero lost-time injuries</b>  The workplace maintains a strong safety record with <b>no reportable incidents</b>	Staff remain safe with <b>zero lost-time injuries</b>  The workplace maintains a strong safety record with <b>no reportable incidents</b>
SpaceOps NZ infrastructure consistently performs to the required standard	<b>No contractual penalties</b> incurred by customers due to system failure.	<b>No contractual penalties</b> incurred by customers due to system failure.	<b>No contractual penalties</b> incurred by customers due to system failure.
The organisation maintains a committed and stable workforce	Annual staff turnover is maintained at below <b>15%</b>	Annual staff turnover is maintained at below <b>15%</b>	Annual staff turnover is maintained at below <b>15%</b>

## FINANCIAL

	2026/27	2027/28	2028/29
Annual revenue continues to grow strongly	Revenue growth exceeds <b>15%</b>	Revenue growth exceeds <b>15%</b>	Revenue growth exceeds <b>15%</b>
The organisation achieves its planned financial surplus each year	<b>Planned financial surplus achieved</b> , meeting all budget expectations	<b>Planned financial surplus achieved</b> , meeting all budget expectations	<b>Planned financial surplus achieved</b> , meeting all budget expectations

## SUSTAINABILITY

	2026/27	2027/28	2028/29
The company becomes <b>increasingly carbon efficient</b> over the three years	Carbon intensity reduced to <b>26.5 tCO<sub>2</sub>e</b> per \$1 million revenue	Carbon intensity reduced to from 26.5 to <b>24.1 tCO<sub>2</sub>e</b> per \$1 million revenue	Carbon intensity reduced to from 24.1 to <b>22 tCO<sub>2</sub>e</b> per \$1 million revenue

## STATEMENT OF COMPREHENSIVE REVENUE & EXPENSE

For the 12 months to June	2026/27	2027/28	2028/29
	Budget	Budget	Budget
Revenue	5,301,487	6,092,667	7,005,692
Expenditure	4,113,500	4,338,373	4,401,209
<b>Net Surplus</b>	<b>1,187,987</b>	<b>1,754,294</b>	<b>2,604,483</b>
Taxation	332,636	491,202	729,255
<b>Net Surplus / (Deficit) After Taxation</b>	<b>855,350</b>	<b>1,263,091</b>	<b>1,875,228</b>

## STATEMENT OF FINANCIAL POSITION

For the Financial Year Ended	2026/27	2027/28	2028/29
	Budget	Budget	Budget
Consolidated Assets	10,097,494	10,788,698	10,671,218
Consolidated Liabilities	6,774,038	6,202,150	4,209,443
<b>Net Assets</b>	<b>3,323,456</b>	<b>4,586,548</b>	<b>6,461,775</b>
<b>Equity</b>			
Contributed capital	1,072,588	1,072,588	1,072,588
Retained earnings	2,250,868	3,513,960	5,389,187
<b>Total equity</b>	<b>3,323,456</b>	<b>4,586,548</b>	<b>6,461,775</b>

## STATEMENT OF CASHFLOWS

For the 12 months to June	2026/27	2027/28	2028/29
	Budget	Budget	Budget
Total cash flow from Operating Activities	1,969,782	2,316,070	2,776,389
Total cash flow from Investing Activities	(1,512,250)	(1,431,750)	(207,000)
Total cash flow from Financing Activities	(476,232)	(971,563)	(2,379,123)
<b>Net Cashflows</b>	<b>(18,700)</b>	<b>(87,243)</b>	<b>190,266</b>
<b>Cash Balances</b>			
Open Cash, cash equivalents and overdrafts	345,065	326,365	239,123
Movement during the year	(18,700)	(87,243)	190,266
<b>Cash, cash equivalents and overdrafts at</b>	<b>326,365</b>	<b>239,123</b>	<b>429,388</b>

## ACCOUNTING POLICIES

### BASIS OF PREPARATION

The financial statements have been prepared on a going concern basis, and the accounting policies have been applied consistently throughout the year.

### STATEMENT OF COMPLIANCE

The financial statements have been prepared in accordance with the requirements of the Local Government Act 2002, the Companies Act 1993, and the Financial Reporting Act 2013. This includes the requirement to comply with generally accepted accounting practice in New Zealand (NZ GAAP).

These financial statements comply with Public Benefit Entity International Public Sector Accounting Standards (PBE IPSAS) Reduced Disclosure Regime (RDR). Space Operations New Zealand Ltd is eligible and has elected to report in accordance with Tier 2 PBE standards RDR on the basis the entity has no public accountability and has expenses > \$2m and < \$30m.

### PRESENTATION CURRENCY AND ROUNDING

The financial statements are presented in New Zealand dollars and all values are rounded to the nearest dollar. The functional currency of Space Operations New Zealand Ltd is New Zealand dollars.

### MEASUREMENT BASE

The financial statements have been prepared on an historical cost or fair value basis as per the following policies.

### SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

The following accounting policies, which affect the measurement of the results and financial position, have been applied:

#### Revenue

Revenue is measured at the fair value of consideration received. Where funding is not conditional and Space Operations New Zealand Ltd has no obligation to deliver a specific event or service, the revenue will be recognised when received.

Where the funding has conditions attached to it such as the provision of hosting services, the funding is recognised as revenue upon entitlement as conditions pertaining to eligible expenditure have been fulfilled. The funding is held as a liability until the specific conditions are met. Revenue from the rendering of services is recognised by reference to the stage of completion at the balance sheet date, based on the actual service provided. Interest revenue is recognised using the effective interest method.

#### Revenue in Advance

Revenue in advance is recognised where amounts received are in excess of the amounts recognised as revenue.

#### Expenditure

All expenditure is recognised as incurred unless the liability is known and can be reasonably estimated, in which case the expenditure is accrued.

#### Foreign Exchange Transactions

Foreign currency transactions are translated into NZ\$ (the functional currency) using the spot exchange rates at the dates of the transactions. Foreign exchange gains and losses resulting from the settlement of such transactions and from the translation at year-end exchange rates of monetary assets and liabilities denominated in foreign currencies are recognised in the surplus or deficit.

### Goods and Services Tax (GST)

All items in the financial statements are stated exclusive of GST, except for receivables and payables, which are stated on a GST-inclusive basis. Where GST is not recoverable as input tax, then it is recognised as part of the related asset or expense.

The net amount of GST recoverable from, or payable to, the Inland Revenue Department (IRD) is included as part of receivables or payables in the Statement of Financial Position. The net GST paid to or received from the IRD, including the GST relating to investing and financing activities, is classified as an operating cash flow in the Statement of Cash Flows.

### Income Tax

Income tax expense in relation to the profit or loss for the period comprises current tax and deferred tax.

Current tax is the amount of income tax payable based on the taxable profit for the current year, plus any adjustments to income tax payable in respect of prior years. Current tax is calculated using rates that have been enacted or substantively enacted by balance date.

Deferred tax is not recognised if the temporary difference arises from the initial recognition of goodwill or from the initial recognition of an asset and liability in a transaction that is not a business combination, and at the time of the transaction, affects neither accounting profit nor taxable profit. Deferred tax is calculated at the tax rates that are expected to apply in the period when the liability is settled or the asset is realised, using tax rates that have been enacted or substantively enacted by balance date.

Current tax and deferred tax is charged or credited to the Statement of Comprehensive Revenue and Expense, except when it relates to items charged or credited directly to equity, in which case the tax is dealt with in equity.

### Equity

Equity is the shareholders interest in Space Operations New Zealand Ltd, as measured by total assets less total liabilities.

### Cash and Cash Equivalents

Cash and cash equivalents includes cash in hand, deposits held at call with banks, other short-term highly liquid investments with original maturities of three months or less.

### Trade and Other Receivables

Trade and other receivables are initially measured at fair value and subsequently measured at cost, amortised where necessary, using the effective interest method, less any provision for impairment.

A receivable is considered impaired when there is evidence that Space Operations New Zealand Ltd will not be able to collect the amount due. The amount of the impairment is the difference between the carrying amount of the receivable and the present value of the amounts expected to be collected.

### Property, Plant and Equipment

Property, plant, and equipment consists of the following asset classes: antenna, buildings, furniture and fittings, IT equipment, plant and equipment, site development, tools and equipment, and land. Individual assets were capitalised based on Inland Revenue guidelines. An asset was capitalised if the purchase price was greater than \$500 up until 17 March 2020, when the IRD temporarily increased the low-value assets threshold to \$5,000. The threshold decreased on 16 March 2021 from \$5,000 to \$1,000.

#### Additions

The cost of an item of property, plant and equipment is recognised as an asset if, and only if, it is probable that future economic benefits or service potential associated with the item will flow to Space Operations New Zealand Ltd and the cost of the item can be measured reliably.

In most instances, an item of property, plant and equipment is

recognised at its cost. Where an asset is acquired at no cost, or for a nominal cost, it is recognised at fair value when control over the asset is obtained.

Work in progress is recognised at cost less impairment and is not depreciated.

#### *Disposals*

Gains and losses on disposals are determined by comparing the proceeds with the carrying amount of the asset. Gains and losses on disposals are included in the Statement of Comprehensive Revenue and Expense.

#### *Subsequent Costs*

Costs incurred subsequent to initial acquisition are capitalised only when it is probable that future economic benefits or service potential associated with the item will flow to Space Operations New Zealand Ltd and the cost of the item can be measured reliably. The costs of day-to-day servicing of property, plant, and equipment are recognised in the surplus or deficit as they are incurred.

#### *Depreciation*

Depreciation is provided on a straight-line basis on all property, plant and equipment at rates that will write off the cost of the assets to their estimated residual values over their useful lives. The useful lives and associated depreciation rates of major classes of assets have been estimated as follows:

<u>Asset Class</u>	<u>Dep. Rate</u>	<u>Est. Life</u>
- Antenna:	10.0%	10 years
- Buildings:	3.0% - 7.0%	3 – 14.3 years
- IT Equipment:	0% - 40.0%	10 years +
- Furniture & Fittings:	15.6%	6.4 years
- Plant:	7.0%	14.3 years
- Site Development:	7.0% - 10.0%	10 – 14.3 years
- Tools & Equipment:	10.0%	10 years
- Land:	0%	

The residual value and useful life of an asset is reviewed, and adjusted if applicable, at each financial year end.

#### *Impairment of Property, Plant and Equipment*

Property, plant and equipment held that have a finite useful life are reviewed for impairment whenever changes in circumstances indicate that the carrying amount may not be recoverable.

An impairment loss is recognised for the amount by which the asset's carrying amount exceeds its recoverable service amount. The recoverable service amount is the higher of an asset's fair value less costs to sell and value in use.

If an asset's carrying amount exceeds its recoverable service amount, the asset is regarded as impaired and the carrying amount is written down to the recoverable service amount. The total impairment loss is recognised in the surplus or deficit.

The reversal of an impairment loss is recognised in the surplus or deficit.

#### *Value in Use For Non-Cash Generating Assets*

Value in use is the present value of the asset's remaining service potential. Value in use is determined using an approach based on either a depreciated replacement cost approach, restoration cost approach, or a service units approach. The most appropriate approach used to measure value in use depends on the nature of the impairment and availability of information.

#### **Leases**

##### *Operating Leases*

An operating lease is a lease that does not transfer substantially all the risks and benefits incidental to ownership of an asset. Payments under these leases are recognised as expenses in the Statement of Comprehensive Revenue and Expense in periods in which they are incurred. Lease incentives received are recognised.

#### **Payables**

Short-term payables are recorded at the amount payable.

#### **Financial Instruments**

Space Operations New Zealand Ltd is party to financial instruments as part of its normal operation. These financial instruments give rise to financial assets and liabilities and include cash and on-call deposits, accounts receivable, investments, and accounts payable, deposits held, other financial liabilities and financial guarantees. They also include equity interests in other entities.

All financial instruments are recognised in the Statement of Financial Position based on Space Operations New Zealand Ltd's general and, where applicable, particular accounting policies. All financial instruments disclosed in the Statement of Financial Position are recorded at fair value or amortised cost. Revenue and expenditure arising from these financial instruments is recognised in the Statement of Comprehensive Revenue and Expense.

#### **Statement of Cash Flows**

Cash includes cash and cash equivalents as defined above.

Operating activities include cash received from all revenue sources of Space Operations New Zealand Ltd and cash payments made for the supply of goods and services. Investing activities are those activities relating to the acquisition and disposal of non current assets. Financing activities comprise the change in equity and debt capital structure of Space Operations New Zealand Ltd.

#### **Personnel Costs**

##### *Salaries and Wages*

Salaries and wages are recognised as an expense as employees provide services.

##### *Defined Contribution Superannuation Schemes*

Employer contributions to KiwiSaver, the Government Superannuation Fund, and the State Sector Retirement Savings Scheme are accounted for as defined contribution superannuation schemes and are expensed in the surplus or deficit as incurred.

##### *Employee Entitlements*

Employee benefits expected to be settled within 12 months after the end of the period in which the employee renders the related service are measured based on accrued entitlements at current rates of pay. These include salaries and wages accrued up to balance date, annual leave earned to, but not yet taken at balance date. No liability is recognised for sick leave.

#### **Changes in Accounting Policies**

There are no other changes in accounting policies during the financial year.

#### **CRITICAL ACCOUNTING ESTIMATES AND ASSUMPTIONS**

In preparing these financial statements, Space Operations New Zealand Ltd has made estimates and assumptions concerning the future. These estimates and assumptions may differ from the subsequent actual results. Estimates and assumptions are continually evaluated and are based on historical experience and other factors, including expectations or future events that are believed to be reasonable under the circumstances. The estimates and assumptions that have a significant risk of causing a material adjustment to the carrying amounts of assets and liabilities recognised in the financial statements are described in the notes to the financial statements.

##### *Judgements*

Revenue (timing of revenue is assessed under Tier 2 PBE RDR guidance).

##### *Assumptions*

Property, Plant and Equipment (includes assumptions around useful life of assets).



Email [office@spaceops.nz](mailto:office@spaceops.nz)  
Phone +64 21 516 366

[WWW.SPACEOPS.NZ](http://WWW.SPACEOPS.NZ)





30 January 2026

Ian Collier  
Great South  
PO Box 1306  
Invercargill 9840

Dear Ian

**Response to the Great South and Space Operations New Zealand Draft Statements of Intent 2026/2027**

Thank you providing the Great South Joint Shareholders Committee (*the Committee*) with the draft Statements of Intent (SOI) for Great South and Space Operations New Zealand.

In relation to the Great South Draft Statement of Intent 2026/2027, the Committee wishes to make comment on the following:

Page 13 – Data and Insights

- Develop a solution to support access to and storage of geospatial mapping data;
- Develop enhanced methods for searching geospatial data.

The Committee requests that the KPIs relating to geospatial data be deferred to a future Statement of Intent to enable alignment with the local government Long-Term Planning (LTP) process and to allow for further discussion on the respective roles of Great South and Environment Southland within this scope of work, with the intent of avoiding duplication.

The Committee notes that this is the final year of the current three-year strategic cycle and expects that the workshop scheduled for 10 February will support ongoing regional coordination and the development of Great South's future work programmes.

Yours sincerely

Mayor Tom Campbell

**Chair - Great South Joint Shareholders Committee**

cc: Chami Abeysinghe, Great South



19 September 2025

Ian Collier  
Great South  
PO Box 1306  
Invercargill 9840

Dear Ian

### **Great South Letter of Expectation 2026-2027**

#### **Introduction**

I'm writing to you on behalf of the Great South Joint Shareholders as Chair of the Joint Shareholders Committee.

Thank you for another productive year supporting our region. I would like to formally acknowledge the great work that your team has done, which was recently summed up perfectly by the Associate Regional Development Minister, Mark Patterson:

*"During my time in politics I have always enjoyed my engagement with the Southland community. The local politics is fought tough, but when it matters everyone comes together for the greater good of Southland. You do the work internally and come together with a compelling plan for central government. In my experience, no province in New Zealand is as cohesive as Southland.*

*I have always been impressed by the work done by Great South as the regional economic development agency. It is the gold standard by which I measure other provinces.*

*The agency's track record of bringing together business, iwi and local government, as well as identifying regional opportunities around a cohesive strategy, is second to none. It hasn't hit a home run every time but that is expected. There is always risk and reward balance required."*

As we navigate through the continuum of change, it is comforting to know that as a Region we have a plan, and that we are all working together in the collective interest of Southland.

**Legislative background**

This letter of expectation (LOE) is written in accordance of s64B of the Local Government Act (LGA). While not mandatory, the delivery of LOEs to council-controlled organisations (CCO) is regarded as best practice. It provides guidance and direction to CCOs from their shareholders prior to preparation of their annual the statement of intent (SOI).

As you are aware, under s64(2) the purpose of a statement of intent is to:

- Publicly state the activities and intentions of the CCO for the year, and the objectives to which those activities will contribute;
- An opportunity for shareholders to influence the direction of the entity; and
- Provide a basis for the entity's governing body to be accountable to the shareholders for the entity's performance.

**Regional priorities**

In August 2023, Great South hosted a strategic planning workshop with its shareholders and board to gain collective agreement on long-term priorities for the region and Great South's activities. It was subsequently agreed and noted that the on the following regional strategic areas:

- Regional development leadership
- Business support & diversification
- Regional Promotion
- Net Zero Southland

In additionally, Great South will support a number of key enablers identified in the Beyond 2025 Southland Plan as being key to Southland's growth and sustainability, specifically:

- Data
- Housing
- Aquaculture
- Energy
- Forestry

Since these regional priorities were agreed in 2023, I note the new addition of *agriculture* to this list, as outlined in the Great South Statement of Intent 2025/2026.

**Individual Shareholder Priorities**

Priorities specific to each shareholder remain unchanged and have been previously outlined within the Great South Statement of Intent 2025/2026, with the exception of:

- a) Invercargill City Council, as a part of their contract funding, requests that Great South progress (in order of priority):

- Product packaging and capability development for tourism operators in Bluff;
  - The development and sharing of the Motupōhue Bluff story as part of the Murihiku Southland story;
  - Projects 8, 20, and 7 of Te Taurapa o Te Waka – Bluff Hill Experience.
- b) The Southland Business Chamber suggests ongoing advocacy and discussions with stakeholders regarding transport connectivity with Southland. This encompasses both destination management related to domestic air travel, and industry growth and export opportunities supported by freight rail and roading.

**Funding**

	<b>Total</b>
<b>Invercargill City Council</b>	\$2,038,412
<b>Southland District Council</b>	\$1,296,827
<b>Gore District Council</b>	\$256,250
<b>Environment Southland</b>	\$213,850
<b>Total</b>	<b>\$3,805,339</b>

*\*Please note that the table above is LTP budgeted funding and may be subject to variation through the local government annual plan process.*

**Local Government Commission Investigation**

Southland District Council sees an avenue for Great South to support the Local Government Commission's work around the future of local government in Southland, if required, and if it fits within Great South's existing budgets and without affecting other priorities.

**Commented [MS1]:** Additional paragraph from Southland District Council

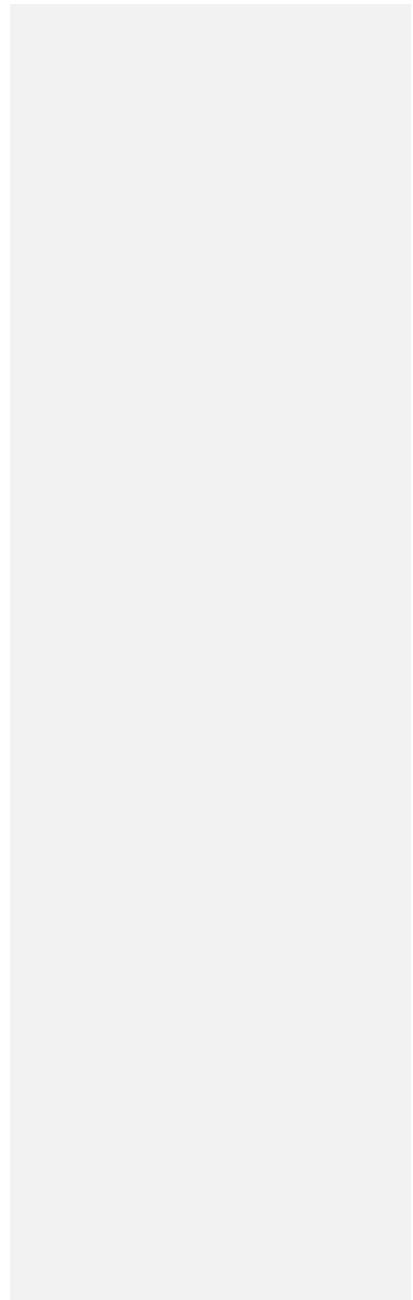
**Next steps**

On receipt of this LOE, the JSC requests that the Board provides a draft SOI by 1 December 2025. The JSC will then obtain input from shareholders, and provide joint feedback to you by 31 March 2026. This feedback will inform the final SOI which is expected to be received by June 2026.

Yours sincerely

Mayor Rob Scott  
**Chair - Great South Joint Shareholders Committee**

cc: Chami Abeysinghe, Great South





# Appointment of members to the Ohai Railway Fund Committee and Te Anau Water Supply Subcommittee

Record no: R/26/2/74295  
Author: Michal Gray, Democracy advisor  
Approved by: Vibhuti Chopra, Group manager strategy and partnerships  
Report type: Decision

## Purpose

- 1 The purpose of this report is for Council to appoint members to the Ohai Railway Fund Committee and to the Te Anau Basin Water Supply Subcommittee.

## Staff recommendations

### That the Council:

- a) notes the information contained in the report.
- b) notes that the matter or decision in this report is assessed as some importance based on Council's Significance and Engagement Policy. On this basis no engagement will be undertaken.
- 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) appoints Alanna Barrett, Shane Robertson, Kevin Dixon and Kevin Curtain as members of the Ohai Railway Fund Committee.
- e) appoints Luke Thomas, Grant Bolger, Shane Buchanan, Craig Horrell, Jason Robson, Andrew Taberner and Luke Wright to the Te Anau Basin Water Supply Subcommittee.

## Executive summary

- 2 The Ohai Railway Fund Committee (committee) and the Te Anau Basin Water Supply Subcommittee (subcommittee) were established by Council on 12 November 2025.
- 3 Local representatives for the two committees have been selected at the triennial meetings and Council is being asked to formally make the appointments.

## Context

### Ohai Railway Fund Committee

- 4 This committee is required under Clause 90 of the Local Government (Southland Region) Reorganisation Order 1989. The committee makes grants for the benefit of the residents of the former Ohai Railway Board Area from the Ohai Railway Fund in accordance with the Ohai Railway Fund Policy Manual.
- 5 On 12 November 2025 Council established the committee, adopted its terms of reference, and appointed Mayor Rob Scott, Cr Jaspreet Boparai and Cr Michael Weusten to the committee.

- 6 The committee is made of three members of Council and four local representatives that are elected at the triennial meeting of the committee.
- 7 On 16 February 2025 the triennial meeting of the committee was held and Alanna Barrett, Shane Robertson, Kevin Dixon and Kevin Curtain stood to be local representatives. Since there were four candidates for the four positions no election took place. Council is now being asked to appoint these candidates as members of the committee.
- 8 At the meeting of the committee scheduled for 6 March 2025 it will elect a chairperson and deputy chairperson.

#### Te Anau Basin Water Supply Subcommittee

- 9 On 12 November 2025 Council established the subcommittee and adopted its terms of reference.
- 10 The subcommittee recommends annual budgets for the Te Anau basin water supply scheme, approves expenditure within the budgets, approves expenditure for emergency works, and approves new connections.
- 11 The membership arrangement outlined in the terms of reference is:
- a representative of the water supply scheme consumers at Duncraigen, Homestead, Kakapo, Mt York, Princhester, Ramparts and Takitumu
  - two representatives appointed by Landcorp.
- 12 On 3 December 2025 a public meeting was held and one representative was nominated for each of the areas as listed below. Landcorp appointed one representative, Luke Wright who is also the Duncraigen representative.

<b>Area</b>	<b>Representative</b>
Homestead	Luke Thomas
Kakapo	Grant Bolger
Mt York	Shane Buchanan
Princhester	Craig Horrell
Ramparts	Jason Robson
Takitumu	Andrew Taberner
Duncraigen	Luke Wright

- 13 Under the terms of reference Landcorp is to appoint two representatives, but they have only appointed one representative. Staff will present changes to align the terms of reference to the membership when the delegations manual is next presented to Council. Staff are not proposing to make changes to the manual now, as there may be other changes required soon relating to the subcommittee.
- 14 Council is being asked to appoint these representatives to the subcommittee.

#### Options

- 15 The following reasonably practicable options have been identified and assessed in this report:
- Option 1 – appoint the members to the committee and the subcommittee
- Option 2 – not appoint the members to the committee and the subcommittee.

Recommended option:

- 16 Staff recommend that Council appoint the members to the committee and the subcommittee as this will enable the committee and subcommittee to operate with their respective terms of reference.

Option 1 – appoint the members to the committee and the subcommittee

Advantages	Disadvantages
<ul style="list-style-type: none"> <li>Clear who the members are, and the committee/subcommittee is able to operate effectively.</li> </ul>	<ul style="list-style-type: none"> <li>None identified</li> </ul>

Option 2 – not appoint the members to the committee and the subcommittee

Advantages	Disadvantages
<ul style="list-style-type: none"> <li>None identified.</li> </ul>	<ul style="list-style-type: none"> <li>Not clear who the members are and the committee/subcommittee may not be able to operate effectively.</li> </ul>

Legal considerations

- 17 The appointments to the committee are consistent with the legal requirements - Local Government (Southland Region) Reorganisation Order 1989.

Strategic alignment

**Strategic direction**

- 18 The committee and the subcommittee enable governance oversight of certain activities as set out in Council’s long-term plan.

**Policy and plan consistency**

- 19 The appointments to the Ohai Railway Fund Committee are consistent with the Ohai Railway Fund Policy Manual.

Financial considerations

- 20 There are no financial considerations.

### Significance assessment

- 21 Staff have assessed this decision as being of some importance under Council's Significance and Engagement Policy and engagement is not required.

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

- 22 Community views have not been sought.

### Climate change considerations

- 23 There are no climate change considerations relevant to this matter or decision.

### Risk and mitigations

- 24 There are no significant risks in relation to this matter or decision.

### Next steps

- 25 The committee and the subcommittee will operate for the triennium.  
26 Staff will update the delegations manual when it is next reviewed, to ensure the terms of reference for the subcommittee accurately reflect subcommittee membership.

### Attachments

There are no attachments for this report.

---

## Mayor's report

Record no: R/26/1/1697  
Author: Fiona Dunlop, Committee advisor  
Approved by: Vibhuti Chopra, Group manager strategy and partnerships  
Report type: Information

---

### Purpose

- 1 The purpose of the report is for Mayor Scott to report on meetings/events that he has attended from mid-August 2025 to December 2025, and for councillors to also provide updates.

### Staff recommendations

#### That the Council:

- a) notes the information contained in the report.

### Mayor's update

- 2 It was a busy start to the triennium with a state of emergency thrown in amongst the important inauguration activities.
- 3 I thoroughly enjoyed travelling around the district inducting all of the new community boards, the positive atmosphere in each of the boards was contagious, and the team around the council table has hit the ground running, united and dedicated.
- 4 It is very clear that the Southland community has put forward a great selection of 69 elected members to represent them.
- 5 I was also fortunate to attend a number of community events, ranging from 50-year service medals to community led initiatives, citizenship ceremonies and a number of meetings with Ministers and MPs.
- 6 I would like to acknowledge the great work that our staff and the contractors did during the State of Emergency and the work of the Rural Support Trust. I attended a number of the trusts meetings during this event and was really impressed with their approach.
- 7 It was a very busy end to a big year.

### Events or meetings with other organisations/stakeholders

- 19 August – Winton Business Association – AGM
- 21 August – Citizenship ceremony (Winton)
- 22 August – Community Service Award – John Titter
- 23 August – Browns Fire Brigade honours celebration
- 27 August – Ohai Views public meeting
- 28 August – Te Anau Airport Manapouri Governance Group meeting
- 29 August – Te Hikoi art challenge opening
- 1 September – Meeting with Minister Mark Patterson
- 2 September – Southland Aquaculture meeting

- 
- 2 September – Riversdale Helicopter Pad public meeting
  - 5 September – Super Blues guest speaker (National Party over 65's)
  - 8 September – Winton Men's Friendship Group - guest speaker
  - 12 September – Northern Southland Trotting Club AGM - guest speaker
  - 19 September – Balfour School new classroom opening
  - 19 September – Southland Business Awards
  - 20 September – Winton Helipad opening
  - 22 September – New Dunedin Hospital – Southern Engagement Group meeting
  - 23 September – Great South meeting with Jason Paris & Nick Judd from One NZ
  - 23 September – Kowhai Reach meeting
  - 25 September – Te Anau Airport Manapouri Governance Group meeting
  - 30 September – Department of Conservation Meeting in Te Anau re Milford Opportunities
  - 1 October – Citizenship ceremony (Winton)
  - 2 October – Civil Contractors Southland meeting
  - 7 October – Te Anau Airport Manapouri workshop
  - 16 October – St John Service Awards
  - 17 October – Meeting with MP Joseph Mooney
  - 20-21 October – LGNZ Mayors School (Wellington)
  - 24 October – Southland Rural Support Trust stakeholders group meeting
  - 25 October – Southland Motorhome Conference opening
  - 25 October – Southland Rural Support Trust stakeholders group meeting
  - 25 October – Dairy sector meeting
  - 26 October – Southland Rural Support Trust stakeholders group meeting
  - 26 October – Meeting with Minister Mitchell
  - 27 October – Southland Rural Support Trust stakeholders group meeting
  - 28 October – Community Service Award - Pauline Herron
  - 29 October – Inaugural Ōreti Community Board meeting
  - 30 October – Radio interview Michael Laws
  - 31 October – Meeting with Minister Mark Patterson
  - 31 October – Southland Rural Support Trust stakeholders group meeting
  - 1 November – Community Board welcome workshop
  - 2 November – Southland Rural Support Trust stakeholders group meeting
  - 3 November – Inaugural Waihōpai Toetoe Community Board meeting
  - 4 November – Inaugural Fiordland Community Board meeting

- 
- 4 November – Inaugural Tuatapere Te Waewae Community Board meeting
  - 4 November – Inaugural Ōraka Aparima Community Board meeting
  - 5 November – Meeting with National Emergency Management Agency
  - 6 November – Inaugural Ardlussa Community Board meeting
  - 6 November – Inaugural Northern Community Board meeting
  - 6 November – Inaugural Wallace Takitimu Community Board meeting
  - 7 November – Inaugural Stewart Island/Rakiura Community Board meeting
  - 7 November – Te Anau Airport user group meeting
  - 8 November – Winton Primary & District High School jubilee dinner
  - 11 November – Southland Rural Coordination Group meeting
  - 11 November – Community Board Chairs night
  - 13 November – LGNZ Rural and Provincial sector meeting (Wellington)
  - 14 November – Mayors Taskforce for Jobs meeting (Wellington)
  - 15 November – Winton Open Day
  - 15 November – Meeting with Minister Todd McLeay at Otautau
  - 24 November – Meeting with Minister James Meager
  - 25 November – Great South meeting re air travel and wellington flights
  - 27 November – Rakiura Energy Steering Group meeting
  - 27 November – Te Anau Airport Manapouri meeting
  - 29 November – Invercargill Santa Parade
  - 2 December – Citizenship ceremony (Lumsden)
  - 2 December – Manapouri community meeting
  - 5 December – Nightcaps Volunteer Fire Brigade honours night
  - 8 December – Meeting with Member of Parliament for Southland Joseph Mooney
  - 9 December – Lions Park playground opening
  - 10 December – Student Army Volunteer thank you BBQ
  - 12 December – Mayors Taskforce for Jobs Future Fit Programme Support
  - 12 December – Department of Internal Affairs announcement meeting
  - 15 December – More FM Interview
  - 16 December – Southland Reorganisation hui, Bluff
  - 16 December – South Sea Spray opening – Te Anau
  - 17 December – Stewart Island/Rakiura community meeting
  - 18 December – Rakiura Energy Steering Group meeting
  - 18 December – Invercargill Licensing Trust Christmas Variety Show.

Joint committee/committee/subcommittee meetings

- 18 August – Waste Advisory Group Meeting (WasteNet)
- 19 September – Great South Joint Shareholders meeting
- 22 September – Waste Advisory Group Meeting (WasteNet)
- 26 September – Emergency Management Southland
- 10 October – Mayoral Forum meeting
- 25 November – Great South airline meeting
- 28 November – Great South Joint Shareholders meeting
- 11 December – Te Rōpū Taiao Hui
- 12 December – Southland Civil Defence Emergency Group
- 12 December – Southland Mayoral Forum
- 15 December – Waste Advisory Group Meeting (WasteNet).

Councillor updates

Joint committee/committee/subcommittee meetings

- 8 Councillors may have attended the following formal governance meetings and may wish to provide an update:

- Connected Murihiku Joint Committee (Councillor Sarah Greaney)
- Southland Regional Land Transport Joint Committee (Deputy Mayor Christine Menzies)

Council organisations

- 9 Councillors may have attended the following meetings with Council organisations and may wish to provide an update:

- Around the Mountains Cycle Trail Trust (Councillor Matt Wilson)
- Citizens Advice Bureau Invercargill Board (Councillor Julie Keast)
- Creative Communities (Councillors Don Byars and Michael Weusten)
- Gore and Districts Community Counselling Centre Inc. (Councillor Julie Keast)
- Pioneer Women’s Memorial Trust (Gore) (Councillor Julie Keast)
- Southland Indoor Leisure Centre Charitable Trust (Councillor Phil Dobson)
- Southland Medical Foundation (Mayor Scott)
- Southland Regional Heritage Building and Preservation Trust (Councillor Paul Duffy)
- Te Roopu Taiao (Mayor Scott, Deputy Mayor Christine Menzies as alternate)
- Tuatapere Amenities Trust (Councillor Jaspreet Boparai)
- Waiau Working Party (Councillor Don Byars)

- Whakamana te Waituna Trust (Councillor Julie Keast).

#### Attachments

There are no attachments for this report.



---

## Management report March 2026

Record no: R/26/2/4100  
Author: Maiyan Maher, Executive assistant  
Approved by: Cameron McIntosh, Chief executive  
Report type: Information

---

### Purpose

- 1 To provide an update on recent staff activity across Council.

### Staff recommendations

#### That Council:

- a) notes the information contained in the report.

### Activity updates

#### Community leadership

- 2 The team has been busy with:
  - conducting the community board tours and holding the first round of community board meetings for the year
  - organising spatial planning workshops for the last few boards which have not yet started this process
  - construction on the Otautau camping ground project has started
  - Centennial Bursary scholarship and Valmai Robertson Arts Scholarship interviews were held at the start of January with another year of high calibre applicants. Award recipients have been notified
  - work to reopen the Wyndham camping ground
  - progressing the next stage of Taramea Bay playground development with feedback on concepts provided by the community board
  - reviewing community feedback on Greenheart Reserve and it shows strong support for the existing vision of the masterplan
  - seeking feedback on the concepts for the Te Anau lakefront including three drop-in sessions scheduled in February
  - refreshed lakefront signage sharing Manapouri's power story in a joint project with Meridian and iwi
  - Thornbury War Memorial has had three new WWII panels installed, led by Annette Horrell and funded jointly by Riverton RSA, Southland Regional Heritage Fund and an Ōraka Aparima Community Board grant

- MTFJ - so far this year, 38 young people have secured jobs (22 are counted toward contract KPIs), with a target of 27 placements as part of the Mayors' Taskforce for Jobs community employment programme, contracted to Great South by Council
- Future Fit (Great South programme) a six-module programme for 18–24-year-olds needing extra preparation before work or training, has been completed with Mayor Rob awarding certificates to those who completed the programme.

#### Governance

### 3 The team has:

- facilitated elected member induction activities
- ensured electoral expense forms were returned by all election candidates and returned nomination deposits to those who were eligible
- completed work on the governance structure, terms of reference, committee/subcommittee membership, and delegations
- sought annual elected member interest declarations
- worked to determine elected member appointments
- sought feedback from community boards on how they want to operate this triennium/health check matters
- paid communication payments to elected members
- completed the annual review of the legal panel
- facilitated LGOIMA and Privacy Act responses
- facilitated the Ōraka Aparima Community Board by-election process for the remaining position on the board (voting ends at noon on 3 March 2026).

#### Information services

### 4 Data and integration

- Azure development platform successfully established in partnership with DataSing, with automated pipelines now ingesting, processing, and delivering data across the general ledger and transactional cubes on a daily schedule. Cost reduction measures and performance optimisations implemented, and analysis of the IBIS account structure hierarchies under way
- completion of procurement plan for FME
- cemetery project (plan to go live established and agreed)
- Datascape report training.

---

5 Application systems

- eight projects delivered, including IPS-Downer integrations (file attachments, historic imports, and cost/claims), tenants invoicing, Assura contractor renewals, and enhancements across CM10 and Pathway
- In progress - active work spans integrations (Datascap and Objective to CM10/Pathway, PNCC-IPS-Downer afterhours tickets), cemetery system training, testing, and workflow builds, process reviews across BWOFF renewals, SIESA applications, and Local Authority Certificates, alongside LIMs operational changes, NDD full extract, property data cleansing, and TheShed/Assura PowerBI reporting.

6 Information technology

- migrated from Kofax to CAAPS – removed unsupported software Kofax
- Fortigate firewall firmware upgrade to remove security vulnerability
- upgraded LocalMaps to remove security vulnerability
- installed 2 Wi-Fi 6 APs in 42 Don Street with 2.5Gbit uplink
- Teams calling –nearing completion with just the physical telephones to go
- at remote sites: Wifi installed in Lumsden for staff, Wyndham Camping Ground internet, TV content management system at Winton, new kiosk – Te Anau office.

7 Information management

- digitisation business progressing to the review/approval stage
- developing training material for users
- Process Manager replacement – ProcessPro, creating task instructions and coordinating implementation. Procurement documentation progressing
- coordinating Content Manager upgrade to ensure software is supported and better integration with Windows 11 and Office 365
- LIM quality improvement
  - working with systems team to creating LIM document template in Pathway instead of shared network drives to drive process and compliance improvements
  - assisting LIM processing teams with improving QA processes to reduce LIM reissues and risks to Council
- updating IM team processes in Process Manager.

8 GIS

- projects progressing - spatial plan, improving data quality supporting council bylaw review.
- spatial plan township maps, depicting land use and hazards, presented to board meetings and at field days
- geospatial data being refined, including utility as-built and work order data entry, Rooding Bylaw parking areas, footpaths aligned to aerial imagery for strategic transport, and QEII covenant district update. New kinds of data have been made available to our teams: Halfmoon Bay ground penetrating radar analysis is available for cemetery capacity planning, overlaying known burials with unrecorded obstacles
- canvassed department needs and prepared capture town and asset areas for the next regional aerial imagery programme
- Local Maps updates tested between team and wider staff. Along with six other councils, the mapping platform we host for staff and public is the most modern and secure system in New Zealand.

Acronym	Definition
IBIS	(name of the company supplying the budgeting system (IBIS Breeze)
FME	Name of the product for integration ( <a href="#">FME by Safe Software - The All-Data Platform</a> )
IPS	Name of the product used for asset management from Infor
PNCC	Palmerston North Contact Centre – after hours call centre for SDC
NDD	National Dog Database
CAAPS	Name of the accounts payable system from Acumen Data

Communications and engagement

9 Communications

- planning and managing Council’s presence at Southern Field Days, including all collateral and logistics
- First Edition December
- B2B updates
- media releases
- Comms and engagement plan updates for
  - Stewart Island Rakiura Energy Solutions (including letter to Minister, press release, SIN articles, posters, writing introduction for new management for SIESA)
- Council corporate calendar, engagement events calendar, engagement plan calendar
- potential LTP consultation issues list
- research and development of various signs

- development of information sheet for Annual Plan
- photography – in the community and internally
- planning communications around the Monowai bridge temporary closure
- fortnightly Council news pages for Express and Ensign.

#### 10 Engagement

- Te Anau lakefront options
- Water Park options
- Greenheart Reserve options
- plan for engagement or information on all projects
- Manapouri wastewater open day
- planning for bylaws and wheelie bin engagement
- support for LGC engagement on reorganisation.

#### 11 Design

- field-days collateral – posters and fliers
- First Edition design
- Te Anau lakefront engagement collateral – posters, pull-up banners, hand-outs
- signage – cemetery kiosks, Doctors' Square, Manapouri turbine, Menzies Ferry sign, Thornbury war memorial
- community service awards certificates.

#### 12 Online

##### Website

- Council website has the third highest ranking among New Zealand council websites (ALGIM) ongoing analysis, monitoring and redevelopment of webpages
- working with teams across Council to ensure pages are kept up to date
- creating new ways of enabling people to get to where they want to go faster
- getting all engagements and information on the website/Make it Stick
- putting contract tender documents online.

### Socials

- about 60 posts on Facebook a week on Council business, information and updates, along with sharing information for other councils
- sharing posts across Facebook community board pages when necessary and creating new posts for individual board pages on material relevant to them
- using Instagram to share information and photos
- starting to use TikTok to reach youth as much as possible
- using YouTube for all videos and livestreaming.

### Kaitakawaenga Kaupapa Māori

13 The teams have been busy with:

- Rakiura Energy Project: Cultural impact assessments have been requested via TAMI for the potential solar and BESS build sites on Rakiura and have assisted on the tender evaluation team through the ROI and RFP stages of the project
- Te Anau lakeside development project: Assisting with local inputs and liaison with Papatipu Rūnaka
- B2B project: Working with Waihōpai (as Papatipu Rūnaka) to determine iwi inputs into the project design
- Tikanga Rōpū: Redesign of rōpū place and purpose within SDC
- Taramea (Howels Point) Reserve: Facilitated bringing the redesignation of Section 31 to progress through to signing of the management agreement
- maintaining close relationships with Ngāi Tahu kaumatua and kuia.

### Attachments

- A A3 activity summary - environmental health and compliance - December 2025 [↓](#)
- B A3 activity summary - building solutions team - December 2025 [↓](#)
- C A3 activity summary - consenting - December 2025 [↓](#)
- D A3 activity summary - project delivery team (PDT) - December 2025 [↓](#)
- E A3 activity summary - three waters - December 2025 [↓](#)
- F A3 activity summary - transport - December 2025 [↓](#)
- G A3 activity summary - services and libraries - December 2025 [↓](#)
- H A3 activity summary - community facilities - December 2025 [↓](#)



# Activity summary report December 2025 – environmental health and compliance

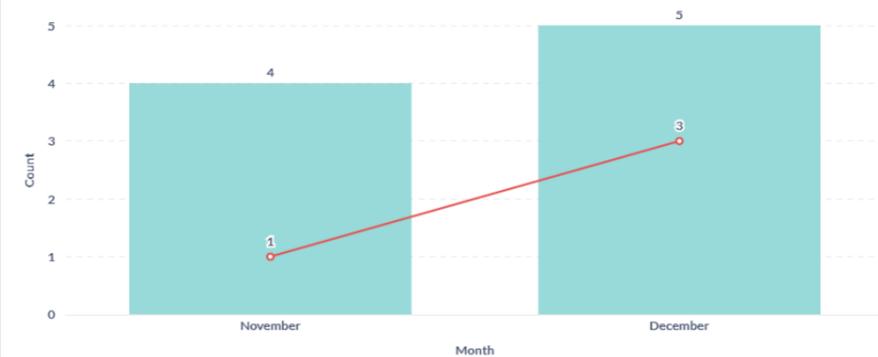
## Manager’s report

Alcohol, food and health licences

- the team worked hard during this period to ensure alcohol applications were issued for events (specials) and pending applications/renewals before the break
- 32 food verifications were completed for November (20) and December (12), 31 with acceptable outcomes
- alcohol counts are higher than the previous year for November and December for on, off, club, special temporary authority (TA). Managers certificate numbers are similar to the previous year
- request for service enquiries for environmental health has increased for November and December – this could be largely due to a significant rise in new food business enquiries, which has continued into this period
- LIM tasks for the period have increased. This is due to the LIMs natural hazards review 2024-2025 (32), 2025-2026 (117).

Food and health new issues by period

● 2024-2025 ● 2025-2026



On, off, club, special, and temporary new and renewal by period

● 2024-2025 ● 2025-2026



RFS Food, health and alcohol by period

● 2024-2025 ● 2025-2026



## Compliance report

**Animal control** is continuing to chase unregistered dogs. They have located quite a number of dogs that have never been registered.

The unpaid infringements issued for unregistered dogs have now gone to court.

We have had one attack on a person over the Christmas period at Slope Point. The child suffered a minor bite to the face that did not require medical attention. Neither of the parties live in the Southland area.

Stewart Island has no known unregistered dogs.

	31/10/24	31/10/25	ANNUAL INFRINGEMENT TOTALS	
			2024/2025	2025/2026
<b>Infringements issued as at date</b>	93	807	\$19,700	\$241,000

## TYPE OF INFRINGEMENTS ISSUED IN 2025/2026

Type of infringement	Number
Failure to register dog	786
Failure to keep dog controlled or confined	15
Failure to comply to a barking dog abatement notice	1
Failure to comply with bylaw	2
Made false statement relating to registration	1
Failure to supply or wilfully provided false information	1
Failure to comply classification of dog as dangerous	1

**Freedom camping** has been steady with no real issues. One group stayed at the Thornbury site for the maximum of 28 days over the Christmas period, they have done this for the last three years. There were three generations in the group.

**RMA monitoring and compliance** - A number of abatement notices have been issued over the last couple of months for breaches of the District Plan and consent conditions including access ways, vegetation clearance, earth works and gravel extraction. There is one matter before the court regarding many breaches of the District Plan and consent conditions.

Monitoring new consent conditions is ongoing.

The team is reviewing the Enforcement Policy and associated processes. Once complete a draft will be sent to Council.

The goat is well, not wandering and enjoying company!



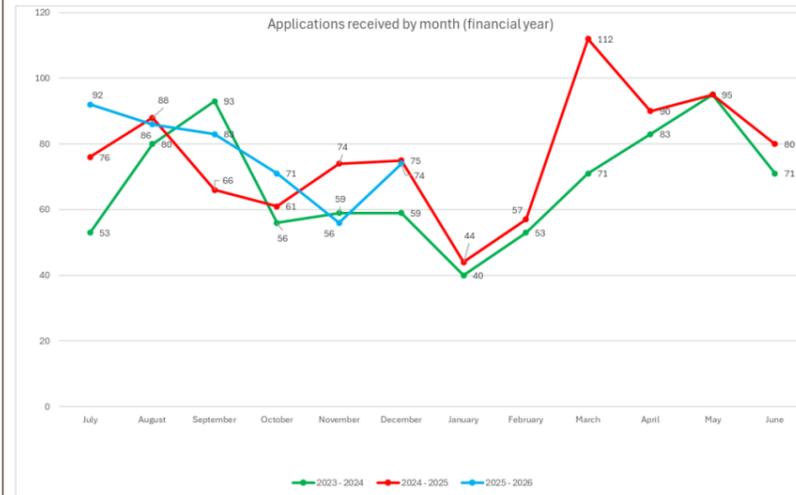
# Activity summary report December 2025 – building solutions team

## Progress report – building control team

Compliance to statutory timeframes is tracking well, with processing completed at 96% in November and 100% in December. Code of Compliance issuing ran at 93% in November and 94% in December.

Given the team has been short staffed for several reasons we are ecstatic with the results, we will be running a full team by early March with returns and new recruits.

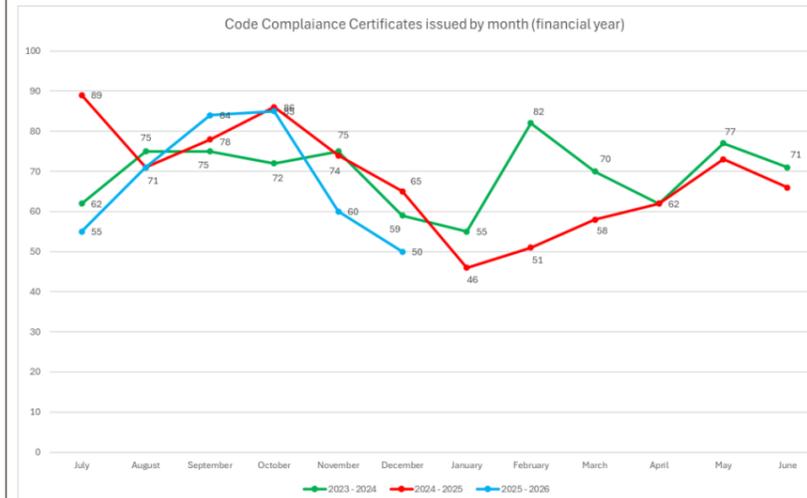
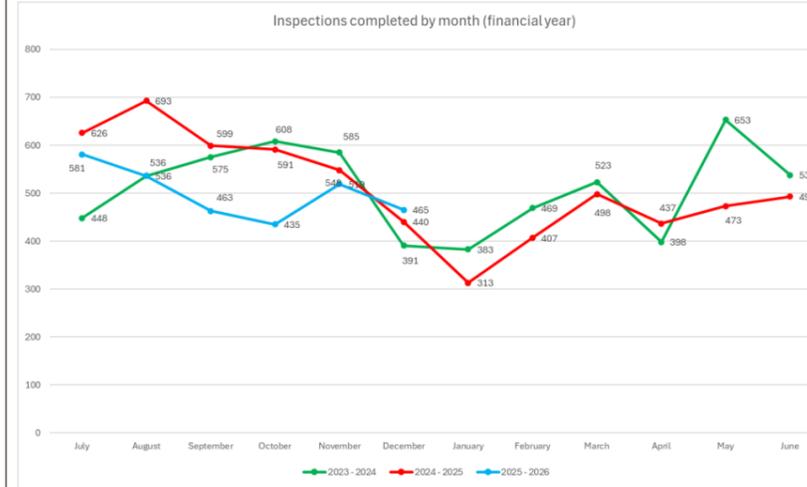
Results will go from strength to strength going forward.



## Progress report – building quality assurance team

The team has been focused on preparing for the end of life of our GoGet consent processing system in March 2026. The new Objective Build system is undergoing user training currently and is looking to be a significant improvement in quality and speed of processing of building consents, launch is on schedule for early March.

The ongoing work around customer focus while being driven by process improvement is progressing well.



## Progress report – building compliance team

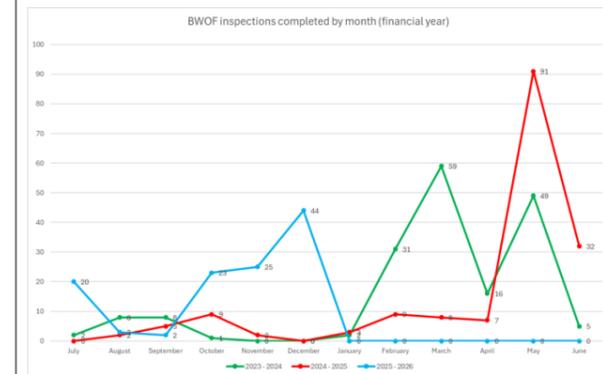
The compliance team has continued to punch above their collective weight with numerous curveballs and running a smaller team. This is a 'growth' area in the building sector, and they will become even more key going forward.

The main area of measure we have is the Building Warrant of Fitness work they do.

The breakdown for BWoF targets for the compliance schedule inspections are:

- high risk – once every three years – anywhere people sleep
- medium risk – once every four years – Police/Fire/Ambulance stations, schools, medical buildings, civil emergency buildings
- low risk/dairy sheds – once every five years – all remaining buildings and Dairy sheds.

YTD, the team has completed a total of 117 inspections which represents 67% at the halfway point.





# Activity summary report December 2025 – resource planning

## Processing of consents

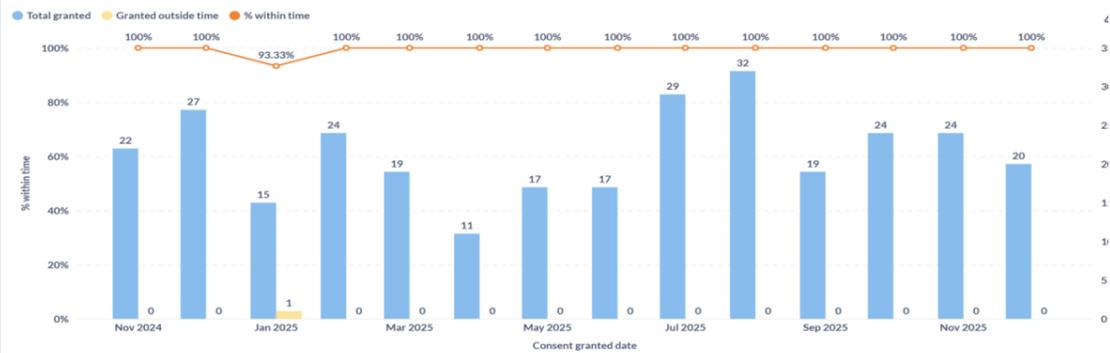
- table shows the number of consents that have been lodged from 1 November to 31 December 2025
- of the ones lodged, it shows how many have already been completed
- the past two years (2023 and 2024) are given to show comparison.
- average working days in total is an overall total on consents that we have running on a 20 clock inhouse the metabase graph shows the split out of legislated and non-legislated

CONSENT APPLICATIONS LODGED AND COMPLETED 1 NOVEMBER – 31 DECEMBER 2025	2023	2024	2025
Applications lodged	54	46	63
Applications completed	53	43	34
Granted/ issued	46	43	27
Incomplete (s88) returned	2		
Cancelled/ withdrawn	5		2
Hearing		1	
On hold		2	16
Processing	1		16
Average working days in total overall	64.33	13.5	13.1

Application Status Description	Certificates		Change/Variation/Cancel of ...		Deemed Permitted Activity		Resource Consents		Sec 34B Certificates		Row totals	
	Count	Avg work days	Count	Avg work days	Count	Avg work days	Count	Avg work days	Count	Avg work days	Count	Avg work days
Approved			1	15							1	15
Cancelled					1	5					1	5
Granted			4	11.25			9	13.89			13	13.08
Granted/Monitoring			1	17			7	16			8	16.13
Issued	1	19			1	8			3	9	5	10.8
On Hold	1	17	3	12.67			12	13.17			16	13.31
Processing			2	9			13	13.23	1	34	16	14
S88 Checking							2	7.5			2	7.5
Withdrawn							1	0			1	0
Grand totals	2	18	11	12.09	2	6.5	44	13.23	4	15.25	63	13.1

DECISIONS MADE BETWEEN 1 NOVEMBER – 31 DECEMBER 2025 AND YEAR ORIGINAL APPLICATION RECEIVED						
APPLICATION YEAR	GRANTED	CANCELLED	ISSUED	INCOMPLETE	WITHDRAWN	TOTALS
2023					2	2
2024			1			1
2025	43	1	4	1		49
Totals	43	1	5	1	2	52

## RMA applications meeting statutory timeframes



## Requests for service

tables show

- the number of RFS that have been lodged and completed from 1 November to 31 December 2025
- the past two years (2023 and 2024) are given to show comparison
- how many were completed within timeframe.

1 NOVEMBER TO 31 DECEMBER	2023	2024	2025
Lodged	206	103	160
Completed	206	103	160

## RFS COMPLETION TIME STATUS FROM 1 NOVEMBER TO 31 DECEMBER 2025

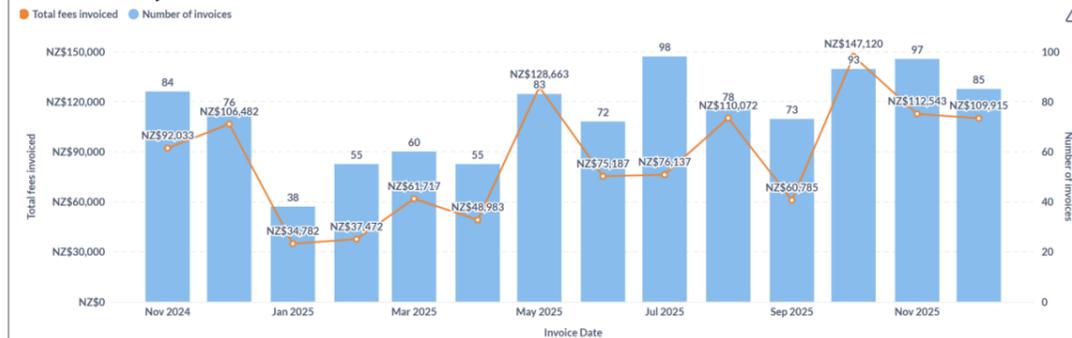
YEAR	OUTSIDE SERVICE LEVEL	WITHIN SERVICE LEVEL	TOTAL
2023	46	133	179
2024		103	103
2025		160	160

## Invoices for resource consents to end November 2025

- table shows the number of invoices issued by month and the invoiced amounts
- planning allows a 30-day buffer for applications processed by external contractors allowing time for the arrival of all information and invoices to be on-charged
- for inhouse processing, the buffer is only 10 days unless we have engaged with external specialists.

MONTH ISSUED	NUMBER ISSUED	\$
November	97	112,543
December	85	109,915
<b>Total</b>	<b>182</b>	<b>222,458</b>
<b>Total 2025 financial year</b>	<b>524</b>	<b>616,572</b>

## RM invoices by month



## General points

For the equivalent period, 46 consent applications were lodged in 2024, increasing to 63 in 2025, resulting in no seasonal slowdown prior to Christmas.

Despite a shortened working period over the holiday season (20 working days in November and 15 in December), processing output remained consistent, with 24 applications decided in November and 20 decided in December.

Importantly, 49 of the 52 applications decided across November and December related to 2025 lodgments, demonstrating a significant reduction in the backlog of older consents and confirming that historic application numbers are being progressively cleared.

Average working days continue to trend downward, contributing to a slight but ongoing reduction in overall average processing time, despite fluctuations in lodgment volumes.



# Activity summary report December 2025 – project delivery team (PDT)

## Key achievements – previous months

- completed Manapouri / Te Anau runway surfacing contract
- completed Fergus Square watermain renewal, Te Anau
- completed McGregor Park pump track, Nightcaps
- completed Mossburn toilet replacement
- commenced Rimu Road pavement rehabilitation (site 1 of 6)
- re-commenced works for Stewart Island oxidation pond desludging
- commenced the design reviews for 2025/2026 bridge replacements

## Priorities – upcoming months

- complete repairs and refurbishment to Otatau War Memorial
- complete Tuatapere, Half Mile Road playground toilet installation
- completion of Te Anau Lions Park toilet refurbishment
- commence Balaclava Street stormwater renewal contract
- commence Manapouri wastewater pipeline contract
- commence Manapouri wastewater treatment plant contract
- commence physical works for 2025/2026 bridge replacements
- commence remaining pavement rehabilitations (sites 2 to 6)
- commence track repairs Woodlands to Kingswood Bush reserve
- commence installation of the Winton CCTV cameras
- commence the Riverton T wharf and long wharf repairs
- complete stage 2 procurement for Colac Bay surfer replacement
- commence Taramea Bay, Stage 2 for the ninja course and pump track
- complete Manapouri Hall cladding repairs and painting
- Install new water bore Garston in preparation for the new toilet build
- finalise scoping and documentation footpath renewal programme
- finalise Ulva Island wharf replacement design and documentation

## Better Off summary

A detailed Better Off report is being prepared by Council's strategic project lead for Council's 4 March 2026 meeting.

## Risks and hotspots

### SDC WORKS PROGRAMME KEY RISKS

**Likelihood / Impact**  
(Likelihood x Impact = Risk Score)

Red	(15-25)	Extreme
Orange	(8-12)	High
Yellow	(4-6)	Moderate
Green	(1-3)	Low

Likelihood	Consequence				
	Negligible 1	Minor 2	Moderate 3	Major 4	Catastrophic 5
5 Almost certain	Moderate 5	High 10	Extreme 15	Extreme 20	Extreme 25
4 Likely	Moderate 4	High 8	High 12	Extreme 16	Extreme 20
3 Possible	Low 3	Moderate 6	High 9	High 12	Extreme 15
2 Unlikely	Low 2	Moderate 4	Moderate 6	High 8	High 10
1 Rare	Low 1	Low 2	Low 3	Moderate 4	Moderate 5

### RISK FACTORS Post mitigation

Ref No	Works programme risks	Likelihood	Impact	Risk Score
1	Works programme not meeting targets	4	4	16
2	Health and safety	2	3	6
3	Budgets and cost control	4	4	16
4	Resources	4	3	12
5	Contractor availability/ healthy market	3	3	9

### Mitigation actions

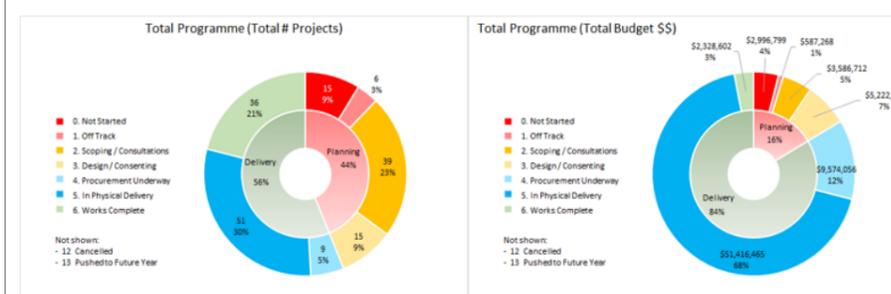
Works programme confirmed and resources allocated early.  
Careful estimating and forecasting to mitigate unbudgeted expenditure approvals.  
Improve scope definitions at planning, key partners understand and agree actual work and expectations before commencing to maintain efficient procurement and delivery.

All projects have risk profiles completed.  
All contractors and suppliers have been compliant with the regulations.  
Checks are being undertaken and new risk management framework is being developed.

Early rescoping and engagement where contingency values appear insufficient.  
Effort required at scoping to ensure key partners and community understand cost implications for unplanned scope changes.

Assessment of programme against resources to ensure capacity and experience to deliver.  
Carefully monitor impacts of additional funding sources eg "Better Off" and the impacts this may have on capacity.  
Agree realistic delivery expectations.

Early procurement, get to market early to get first crack at contractor availability.  
Provide a steady flow of work to keep contractors in our market.  
Updates and engagement with contractors on potential forward work and opportunities.



## Strategic planning priorities

- ensuring procurement planning, documentation and tender process timeframes are understood by all parties
- ensuring scope understanding, outcomes and expectations are understood and locked in with community boards or affected parties prior to proceeding to procurement, mitigating hold ups and confusion during actual delivery
- early engagement with asset managers to sign off scope on projects well in advance to establish realistic delivery timeframes
- engaging with key suppliers on critical forward works, establish a healthy market.

## Health and safety

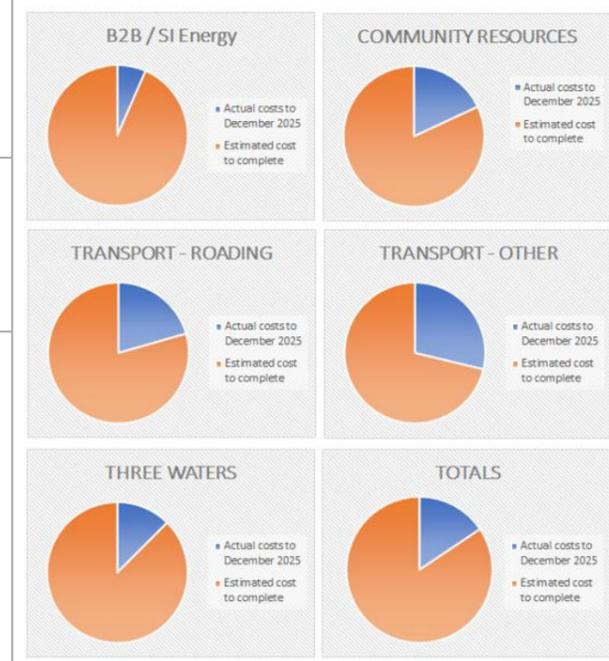
- six safety observations completed by PDT for November and December 2025
- observations were down a bit for the period; this was reflective of contractors holding back on opening up new sites leading into the holiday break.

## Environmental

- nil to report.

## Capital delivery works programme summary

ACTIVITY	B2B	SI ENERGY PROJECT	COMMUNITY RESOURCES	TRANSPORT ROADING	TRANSPORT OTHER	THREE WATERS	TOTALS
2025/2026 Annual plan budget	\$6,778,927	\$0	\$5,535,737	\$32,157,716	\$1,738,691	\$23,574,947	\$69,786,018
2025/2026 Carry forwards	\$319,400	\$0	\$3,679,312	\$6,378,704	\$809,613	\$6,696,873	\$17,883,902
2025/2026 Approved unbudgeted	\$0	\$7,750,000	\$201,726	\$0	\$0	\$750,000	\$8,701,726
25/26 Adjusted budget	\$7,098,327	\$7,750,000	\$9,416,775	\$38,536,420	\$2,548,304	\$31,021,820	\$96,371,646
25/26 December forecasting	\$0	\$0	(\$2,035,083)	(\$5,434,987)	(\$1,864,304)	(\$12,156,471)	(\$21,490,845)
25/26 Revised budget	\$7,098,327	\$7,750,000	\$7,381,692	\$33,101,433	\$684,000	\$18,865,349	\$74,880,801
Actual cost to December 2025	\$756,124	\$218,594	\$1,334,438	\$6,814,505	\$196,556	\$2,354,025	\$11,674,242
Cost to complete	\$6,342,203	\$7,531,406	\$6,047,254	\$26,286,298	\$487,444	\$16,511,324	\$63,206,559





# Activity summary report December 2025 – three waters

## Key achievements – previous month

- Downer team fully resourced for upcoming summer period. Water Treatment Operators have their facilities well positioned to counter increased demand over the holiday break.
- Implementation of Downer’s afterhours technical operations centre (TOC) working well to direct operators to repairs and monitor KPI timeframes.

## Priorities – upcoming month

- repricing of wastewater mains hydro programme following amendments to previous plan
- response and Downer action required to complete Notice to Contractor 185 around neglected grounds maintenance
- response and results of Downer investigation into 23-01 usage on the private Otama Rural Water Scheme (Notice to Contractor 184)
- continuation of year 2 asset condition grading/asset reconciliation and the 10/01 contract defect check district wide tour
- continuation to complete outstanding planned work orders
- ensuring attachments for each works order are submitted when claimed.

## RFS and quality December 2025

CUSTOMER SERVICE		
Service requests received	December 2025	YTD
Service requests received	135	1485
Service requests cancelled	12	192
Service requests <b>attended</b> to on time	100	738
Service requests completed on time %	81.3%	57.01
Service requests <b>resolved</b> on time	52	592
Service requests resolved on time %	42.27%	45.78%

## Activity budget and expenditure to end December 2025

ITEM	ACTUAL (YTD)	PROJECTION	BUDGET	VARIANCE TO PROJECTION	VARIANCE %
<b>Operating expenditure</b>					
Water services	1,394,527	1,156,979	1,156,979	237,548	21%
Sewerage	6,718,254	6,790,474	6,757,231	-72,220	-1%
Stormwater	1,416,797	1,528,286	1,524,335	-111,488	-7%
Waste Services	3,725,073	3,864,044	3,809,044	-111,971	-3%
Water Supply	5,627,340	5,480,884	5,406,804	146,456	3%
<b>Capital expenditure</b>					
Sewerage	666,080	1,425,000	2,688,531	-758,920	-53%
Stormwater	65,261	522,500	375,776	-457,239	-88%
Water supply	1,559,704	1,997,167	1,602,392	-437,463	-22%
Waste services	40,322	47,100	30,600	-6,778	-14%

Operating expenditure for Water Services is over projection due to timing and phasing of consultant costs, along with the October storm damage costs which have been captured here before being allocated to the correct water and waste activity. Sewerage, stormwater, and waste services are below projection due to lower costs for insurance and interest and timing of maintenance costs, offset by higher rate cost. Water supply operating expenditure is \$146K (3%) over projection due to higher rate expense and maintenance costs for period, which is offset by lower insurance and interest costs.

Capital expenditure for sewerage is under projection due to the timing of projects starting, the main variance for the period relates to the inflow and infiltration project in Winton and the Manapouri Wastewater Treatment plant which has now been awarded and will start in February. Stormwater capital main variance is due to the timing of projects in Edendale/Wyndham which is due to start early February. Water Supply capital costs under budget due to the timing of projects starting with the main variance relating to Eastern Bush Water Supply upgrade, upgrade of contact tanks in Te Anau and the switchboard and pump upgrade at the Takitimu rural water supply scheme.

## Risks and hotspots

### SDC WORKS PROGRAMME KEY RISKS

Likelihood / Impact  
(Likelihood x Impact = Risk Score)

Red	(15-25)	Extreme
Orange	(8-12)	High
Yellow	(4-6)	Moderate
Green	(1-3)	Low

		Consequence				
		Negligible 1	Minor 2	Moderate 3	Major 4	Catastrophic 5
Likelihood	5 Almost certain	Moderate 5	High 10	Extreme 15	Extreme 20	Extreme 25
	4 Likely	Moderate 4	High 8	High 12	Extreme 16	Extreme 20
	3 Possible	Low 3	Moderate 6	High 9	High 12	Extreme 15
	2 Unlikely	Low 2	Moderate 4	Moderate 6	High 8	High 10
	1 Rare	Low 1	Low 2	Low 3	Moderate 4	Moderate 5

### RISK FACTORS Post mitigation

Ref No	Works programme risks	Likelihood	Impact	Risk Score	Mitigation actions
1	23/01 O/M budget	2	3	6	SDC and Downer NZ are continuously seeking to improve our efficiencies and communications to reduce unnecessary expenditure.
2	Budget and cost control (minor capex)	2	3	6	Currently all projects within the works programme are tracking within the approved budgets, projects are reviewed monthly against budgets and project delivery team (PDT) is actively engaged with the activity managers on assisting with scoping and budget preparations with upcoming works.
3	Health and Safety	3	3	9	Late delivery of the required contractual deliverables. The last one (Critical Spares), is currently sitting with Downer, but are in the final stages of approval following recent activity by Downer.
4	Works programme for 2025/2026 not meeting targets. Risk!	2	3	6	The 2025/2026. Eight minor capex works to Downer have been allocated Two have been started with the remainder starting post Xmas. Seven of the major projects are underway with 3 to start in January 2026 and 5 to go to tender post Xmas.
5	Resources and material	2	3	6	Trade resources are starting to reach capacity across the entire district, but Southland District Council staff are monitoring the key suppliers and using as many local trades and companies as possible along with early engagement with contractors.

## Strategic planning priorities

### Closed landfill risk assessment

- Otatau closed landfill design is complete with consenting now complete. Tender document development is in final draft and likely to go to the market February 2026. The funding applications goes to Mfe the last week of January 2026.

### WasteNet update

- the WMMP is underway, as is the initial prework for the waste collection and recycling contract due 2027
- we need to consider the implication of recent government changes to kerbside collection in regard to organic, green waste and glass collection. Council needs to make a decision, then decide on consultation.

### Local Water Done Well (LWDW) water service plans

- LWDW water reform Water Services Delivery Plan was adopted by DIA 12 November 2025.

## Health and safety

- two worksite audits conducted in December
- two quality inspections/audits/principles conversations were undertaken in December.
- no traffic management audits were undertaken.

## Environmental

- water consent compliance sampling – December 2025 recorded 100% compliance rate (328 out of 328 sample)
- wastewater compliance sampling – December 2025 recorded 99% compliance rate (492 out of 498 samples).

## Contract performance summary

### 23/01 operations and maintenance contract

- the contract is improving with changes in the Downer leadership despite a challenging close out of 2025. Downer is seeking to rebuild a strong operational team in 2026.

### Stewart Island Pond desludging

- the Geo Bag Holding Hardstand Area Liners are now installed, and the desludging operations are on target to get underway late January, early February. Good progress has been made with the stable weather December/ January.

### Stewart Island wet well chamber replacements

- project is currently in design and will go to tender May/June 2026.

### Ramparts Rural Water Scheme (RWS) audit

- we will continue the same process for Ramparts scheme during April/ May.

### Edendale/ Wyndham stormwater

- this contract has been awarded to Fulton Hogan, with a commencement date of early February 2026.

### Lumsden stormwater

- this contract is in the design/options phase which will be confirmed early 2026 and will be procured mid-2026. This is a multi-year project.

### District wide C water main renewals

- Dusky and Fergus Square Te Anau are underway. Quill Street, Te Anau to tender for work 2026/27 period. Queen Street, Otatau to tender April, May 2026.

### District wide wastewater RETIC

- currently in design phase for (1) the replacement pump station pipeline reticulation for the aging Riverton wastewater network and (2) Old Town Te Anau network to be delivered 2025/2026.

### Manapouri wastewater treatment plant

- the pipeline and treatment plant procurement is complete, and contracts awarded to Fulton Hogan for the Pipeline and Apex Water for the plant, with a start in February 2026.

### Riverton water treatment plant

- Southland District Council is currently reviewing the engineer’s peer review on options. With a position to go to tender in 2026/2027.

### Eastern Bush water treatment plant

- Southland District Council is currently reviewing the design on options and will do more water drilling early 2026. With a position to go to tender in 2026/2027.

### Winton Annual Stormwater Upgrade

- Waterford Drive to tender early 2026. McKenzie Street April/ May 2026.



# Activity summary report December 2025 – transport

## Key achievements – previous month

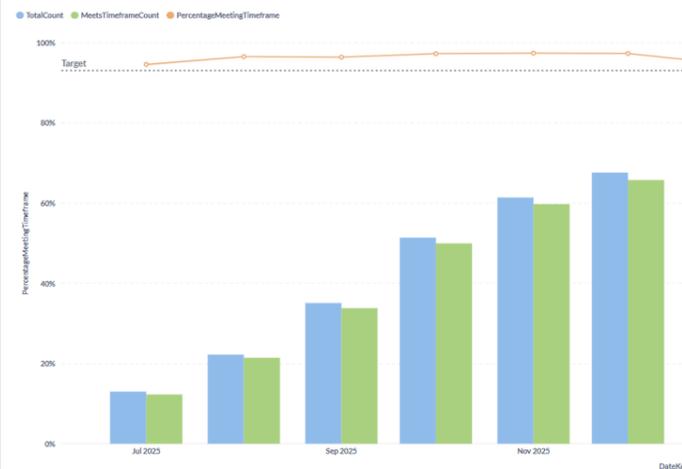
- traffic management cost reporting for the financial year was 3.2% (Road Efficiency Group reporting)
- new Road Alliance Maintenance Contracts request for proposal (RFP) have closed with stage 1 assessments being completed
- resurfacing sites released to reseal contractor
- sealed road resurfacing is underway
- several culvert replacements have been completed

## Priorities – upcoming month

- assessment of stage 2 evaluation for the new Road Alliance Maintenance Contracts along with any negotiation's required
- reviewing and shortlisting 2026/27 rehabilitation programme for economic assessment
- endorsement of roading procurement strategy

## RFS and quality

CUSTOMER SERVICE		
Requests for service	December	YTD
General requests for service (RFS)	87	946
Service requests completed on time	84	920
Service request completed on time %	96.55	97.25



- RFS numbers have eased back due to improvement in weather condition following the spike from the wind event.
- Unsealed Roads are the dominant request type relating to the road network which is not unexpected.

## Risks and hotspots

### SDC WORKS PROGRAMME KEY RISKS

Likelihood / Impact (Likelihood x Impact = Risk Score)		
Red	(15-25)	Extreme
Orange	(8-12)	High
Yellow	(4-6)	Moderate
Green	(1-3)	Low

Likelihood	Consequence				
	Negligible 1	Minor 2	Moderate 3	Major 4	Catastrophic 5
5 Almost certain	Moderate 5	High 10	Extreme 15	Extreme 20	Extreme 25
4 Likely	Moderate 4	High 8	High 12	Extreme 16	Extreme 20
3 Possible	Low 3	Moderate 6	High 9	High 12	Extreme 15
2 Unlikely	Low 2	Moderate 4	Moderate 6	High 8	High 10
1 Rare	Low 1	Low 2	Low 3	Moderate 4	Moderate 5

### RISK FACTORS Post mitigation

Ref No	Works programme Risks	Likelihood	Impact	Risk Score	Mitigation actions
1	Budgets and cost control	4	4	16	This is still seen as one of the biggest risks to impacts on levels of service with budgets not keeping pace with network needs resulting in an incremental decrease in levels of service. Cost indices risk is currently stable and assessed to the lower side of the risk spectrum as bitumen is lower than last year for the same period.
2	Resources	3	3	9	This risk has slightly increased with the new contracts being put out to market as this creates uncertainty and increase staffing resource risk with contract staff more likely to be on the lookout for new jobs to provide job security.
3	Pavement damage due to forestry traffic	2	2	4	This risk for unsealed roads is expected to decrease now that we are moving into warmer months.
4	Health and safety	3	3	9	A condition of Council NZTA funding is that we move to the new risk-based approach for TTM. All the new roading tenders' reference NZGTTM and requirement to implement the new guide.

## Activity budget and expenditure

Item	Actual (YTD)	Projection (YTD)	Projection (full year)	Variance
Income	20,631,785	22,773,340	53,196,264	- 2,141,555
Operating expenditure	25,013,323	25,307,674	52,351,652	- 294,351
Capital expenditure	6,845,951	10,550,772	33,335,404	- 3,704,820

Income is slightly down on projection however this largely related to NZTA portion of claims not being submitted due to lower level of work being completed such as reseal and pavement rehabilitation.

While work such as bridge renewals has been procured, the length of time before physical works get completed will require forecasting adjustment to reflect likely expenditure timing in 2026/27 financial year.

With some roading activities still under financial pressure, any savings to some work budgets will be reallocated to activities where possible to compensate for the shortfall in funding eg sealed road resurfacing to help achieve work programmes.

We have also budgeted in the separate funding received from NZTA for the structure component renewals for Monowai suspension bridge. This work is planned to be procured this financial year, but physical work is anticipated to be largely during 2026/27 financial year.

## Strategic planning priorities

- 2026 is a key planning year. This will see the focus shift towards activity planning and requirements for the next round of funding bids to NZTA. Final bids for maintenance programmes will likely be due in December 2026
- gravel –the team has been engaging with Environment Southland on this following the letter received around respective rules. This will take some time to work through these to see if it is likely to alleviate any of the current challenges being experienced. Part of this is looking at applying for certificate of compliance where appropriate
- the roading procurement strategy has been updated and submitted to NZTA for approval. This is a key document as it is a key funding condition for all councils.

## Health and safety

- no lost time injuries have been recorded since the since the last report for the road alliance teams, however there has been 114 near hit recorded along with three medical treatment injuries since July 2025
- to date 101 site audit visits have been undertaken
- no environmental issues of note resulting in non-conformances have been reported.

## Contract performance summary

### Waimea Alliance

- focus is getting any urgent jobs completed prior to the Christmas / New Year holiday
- grading programme is sitting at 57% of year-end target
- the gravel metaling programme for 2025/2026 is 63% delivered to date (total achieved so far 6,849m3).

### Central Alliance

- focus is getting roads in good condition for Christmas / New Year period
- final round of road verge spraying was completed
- grading programme is sitting at 56% of year-end target
- the gravel metaling programme for 2025/2026 is 101% delivered (total achieved 13,173m3).

### Foveaux Alliance

- pre seal repairs continue to be the key focus for the alliance
- budget pressure remains on the Alliance to stay on top of required works programme
- grading programme is sitting at 54% of year-end target
- the gravel metaling programme for 2025/2026 is 75% delivered (total achieved so far 11,218m3).

### Sealed road resurfacing

- no work was carried out during October due to the weather, however, November has seen a sharp increase in activity. At present the teams are still on track to meet 31 March deadline.

### Pavement marking

- the programme for 2025/2026 has been worked through. As no additional funding for the activity has been obtained from NZTA the team will continue to concentrate effort on key road marking and maintain edge lines on the higher traffic roads as per last season.

### Bridge renewals

- bridge tenders have been awarded, and work has commenced. The project delivery report will provide more detail on these.

### Pavement rehabs

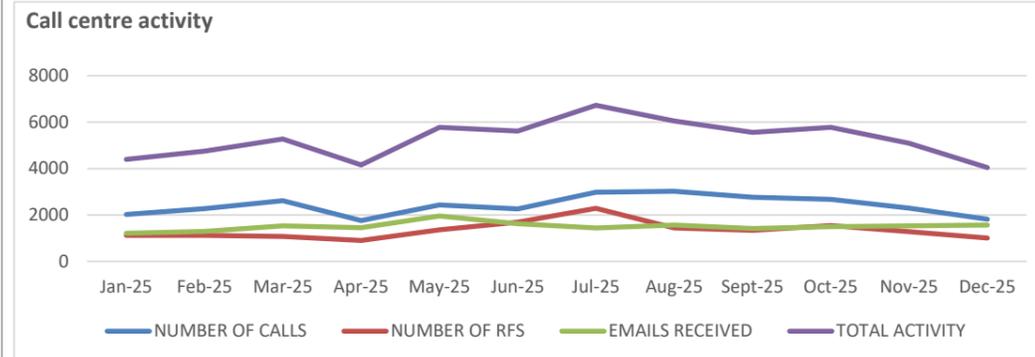
- all sites have contract awarded for 2025/2026 season – project delivery report will provide more detail on these.



## Activity summary report December 2025 – customer services and libraries team

### Contact centre overview

CALL CENTRE ACTIVITY							
MONTH	NUMBER OF CALLS	AVERAGE WAIT TIME (seconds)	AVERAGE CALL LENGTH (minutes)	NUMBER OF RFS	EMAILS RECEIVED	ANTENNO REQUESTS	TOTAL ACTIVITY
Aug-25	3020	36	2.00	1441	1562	26	6049
Sept-25	2762	42	2.20	1339	1415	42	5558
Oct-25	2673	48	2.23	1543	1497	57	5770
Nov-25	2298	42	2.24	1281	1534	48	5090
Dec-25	1819	41	2.26	1001	1570	48	4040



TRACKING THREE MONTH TOP FIVE RFS CATEGORIES	
<b>OCTOBER 2025</b>	
Building - General Enquiries	195
General Animal Enquiry	136
Resource Management General Enquiries	83
Email Rates Notices Request – Online Only	91
Online Customer Change of Name/Address/Email -	118
<b>NOVEMBER 2025</b>	
Building - General Enquiries	221
Dog Registration Change	50
Resource Management General Enquiries	100
General Animal Enquiry	60
Online Customer Change of Name/Address/Email -	101
<b>DECEMBER 2025</b>	
Building - General Enquiries	115
Streetscape -Vegetation	46
Resource Management General Enquiries	60
Wheelie Bin New/Additional	53
Online Customer Change of Name/Address/Email	68

REQUESTS FOR SERVICE BY CONTACT TYPE	
<b>OCTOBER 2025</b>	
Antenno	30
Afterhours	72
Counter/Reception	86
Email	62
Phone	898
Website	357
Letter	1
<b>NOVEMBER 2025</b>	
Antenno	18
Afterhours	60
Counter/Reception	97
Email	29
Phone	779
Website	357
Letter	1
<b>DECEMBER 2025</b>	
Antenno	35
Afterhours	61
Counter/Reception	60
Email	41
Phone	537
Website	233
Letter	0

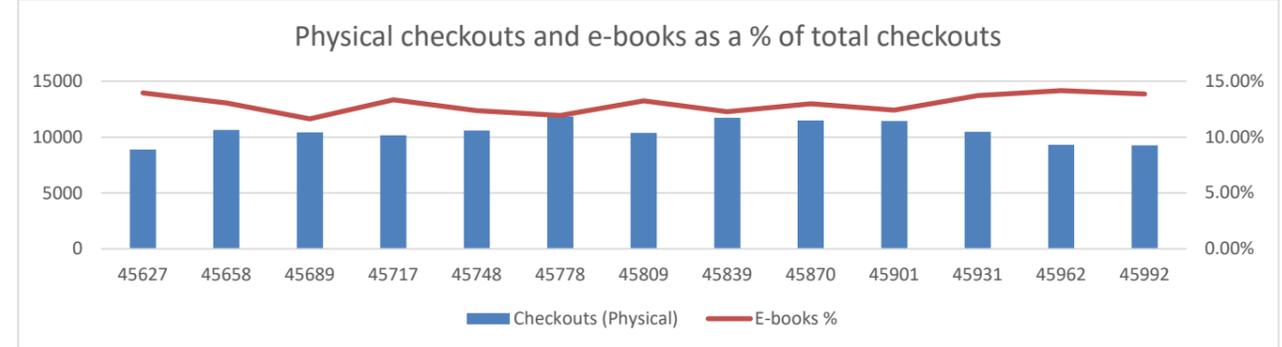
### Customer service insights

- October and November activity was heavily influenced by the severe storm and state of emergency, with increased enquiry complexity.
- Storm related enquiries continued into November, including hazards, waste disposal, and community facility reopenings. Strong cross team communication ensured the customer support team had accurate, up to date information, providing reassurance to the community.
- Phone remains the dominant channel, though volumes dropped in December which has a pattern from previous Decembers. Website lodgements were the second-highest channel, indicating effective digital uptake. Counter/reception activity declined sharply in December, likely influenced by seasonal closures and reduced foot traffic

### District library overview

**KPI 5.1:** the library network will increase the digital proportion of lending year on year  
**KPI 5.2:** the library and service network will increase programme participation numbers year on year

DISTRICT LIBRARY STATS						
	Jul-25	Aug-25	Sept-25	Oct-25	Nov-25	Dec-25
PROGRAMME PARTICIPANTS	669	752	1079	961	848	585
CHECKOUTS (PHYSICAL)	11,724	11,488	11,435	10,478	9,303	9,266
BORROWERS (PHYSICAL)	1,566	1,467	1,566	1,466	1,403	1,351
E-BOOK CHECKOUTS	1,639	1,714	1,619	1,665	1,534	1,490
PRESSREADER (NEWSPAPERS)	2,978	3,469	3,025	3,080	2,720	2,840
E-BOOKS PROPORTION (%)	12%	13%	12%	14%	14%	14%



SOUTHLAND DISTRICT COUNCIL PROGRAMME PARTICIPATION JUL-DEC 2025							
	Lumsden	Otautau	Riverton	Te Anau	Winton	Wyndham	TOTAL
Brick club	95	34	160	345	140	86	860
Story time				911	1322		2233
Wriggle and rhyme				174	368		542
Kids craft				301			301
Other library clubs	80		106	20	32		238
Holiday programme	8	18	95	54	70	16	261
Community events				105	354		459
<b>TOTAL</b>	<b>183</b>	<b>52</b>	<b>361</b>	<b>1910</b>	<b>2286</b>	<b>102</b>	<b>4894</b>
<b>2024 total</b>	64	76	219	1435	1544	182	3520
<b>2023 total</b>	81	51	199	1075	1086	211	2703

KPI tracking	July-December 2023	July-December 2024	July-December 2025
KPI 5.1 e-books proportion	10%	11%	13%
KPI 5.2 programme participation	2703	3520	4894

### Libraries insights

- For the period July–December 2025, district wide library issues remained consistent with previous years, reflecting typical seasonal variations. Overall library service usage remained stable.
- Winton Library noticed a decline in foot traffic, potentially associated with reduced in person visits for Council services and increased uptake of online payment options. Further analysis of Council transaction data across district sites may be required to substantiate this trend.
- Across all libraries, new adult registrations averaged 48 per month during July–December 2025, while junior registrations increased by an average of around 14 per month over the same period.
- Supply disruptions from the primary book supplier resulted in reduced purchasing activity during the period and a notably reduced range of Christmas reading material. Despite this, approximately 4,588 new items were added to collections July – December 2025. E-resources continued to supplement physical collection use, recording approximately 4,000 adult check outs across two platforms (Borrowbox and Libby) between July and November 2025 (December data unavailable at the time of reporting).



# Activity summary report December 2025 – community facilities

## Previous month's achievements

- the community facilities team now has a full complement of staff
- the renewal of the mowing, gardening and cleaning contracts have gone out to market
- the responses from the first round of community engagement have been evaluated and will be included in the draft reserve management plans
- the Waihōpai Toetoe Community Board have agreed to install a cashless payment system at the Wyndham camping ground
- community housing units at Nightcaps have been painted.

## Priorities for upcoming month

Projects to be started:

- coastal planting at Taramea Bay, Bath Road Riverton and Curio Bay
- continue to get projects out to the market
- community housing and Athol hall painting
- work with project delivery team to prepare works programme for the 2026/2027 year
- Ulva Island wharf renewal consenting applications
- First round of community board meetings.

## Contract(s) performance

- contract managers are auditing our contractors and are making sure that the levels of service are being maintained
- township gardening contractors are into their summer maintenance work, keeping on top of the weeding
- the work being done through the Alliance contracts is cyclic and any additional requirements are requested by the contract managers
- the toilet and office cleaning contracts are all running as per the required level of service.

## RFS summary

CUSTOMER SERVICE		
Requests for service	Dec 2025	YTD
General requests for service (RFS)	117	1133
Service requests completed on time	110	1099
Service requests completed on time %	94%	97%

- response times for RFS are how we measure our KPIs. We are required to complete 80% of the RFS's within the allocated timeframes. We are exceeding this both for the month and for the year to date.
- KPI's (these are reported to Council quarterly, end of November figures were reported to Finance and Assurance committee on 10 December 2025)
- 2.1 Council owned halls are fit for purpose (halls are clean, booking is easy, customer would book again) – quarter one – 100%
- 6.1 all SDC playgrounds will meet NZ Standards over the next three years – currently working with contractor to assess, will be reported at the end of the financial year
- 6.2 open spaces requests for service are completed within specified timeframes (currently sitting at 96%)
- 6.3 Council collaborates in partnership with a minimum of three community groups in the biodiversity/ecological or environmental space (we are in the process of working with a new group in Te Anau, this is in addition to the MOU's that are currently in place)
- 13.1 water facilities requests for services are completed within specified timeframes (currently sitting at 83%).

## Risks and hotspots

### SDC WORKS PROGRAMME KEY RISKS

Likelihood / Impact (Likelihood x Impact = Risk Score)		
Red	(15-25)	Extreme
Orange	(8-12)	High
Yellow	(4-6)	Moderate
Green	(1-3)	Low

Likelihood		Consequence				
		Negligible 1	Minor 2	Moderate 3	Major 4	Catastrophic 5
5 Almost certain	Moderate 5	High 10	Catastrophic 15	Catastrophic 20	Catastrophic 25	
4 Likely	Moderate 4	High 8	High 12	Catastrophic 16	Catastrophic 20	
3 Possible	Low 3	Moderate 6	High 9	High 12	Catastrophic 15	
2 Unlikely	Low 2	Moderate 4	Moderate 6	High 8	High 10	
1 Rare	Low 1	Low 2	Low 3	Moderate 4	Moderate 5	

Ref No	Works programme risks	RISK FACTORS Post mitigation			Mitigation actions
		Likelihood	Impact	Risk Score	
1	Supply and resourcing issues	2	3	6	Material supplies and delivery timeframes are causing delays to project delivery.
2	Works programme for 2025/2026 not meeting targets	4	3	12	2025/2026 programme work continues. Increases in project pricing and contractor availability is concerning.
3	Health and safety	2	3	6	All projects have updated health and safety plans. - All contractors and suppliers have been compliant with the regulations, checks are being undertaken and new risk management framework is being developed.
4	Budgets and cost control	4	3	12	Cost increases are putting pressure on project budgets. Rescoping may be required where contingency values are insufficient. Scope creep is affecting project values and delivery timeframes.
5	Resources	3	3	9	If there are more contracts as a result of the renewal process, additional staff, vehicles, and accommodation may be required to manage the contracts.

Health and Safety



■ Safety Observation ■ Audits ■ Hazards

## Health and safety/ environmental / quality

There were three safety observations and 11 audits completed over this period. There have been no major incidents reported for the month.

## Strategic planning priorities

- asset management improvement works (are ongoing but working towards the Strategic Asset Management Plan and Long Term Plan timelines)
- Reserve Management Plan omnibus review
- investigate options to increase the level of community led projects
- start the preparation work for the renewal of the mowing, gardening and toilet cleaning contracts that will commence in July 2026.

ITEM	ACTUAL (YTD)	PROJECTION (YTD)	VARIANCE
Operating Expenditure			
<b>Community Housing</b>	441,463	458,838	17,375
<b>Halls</b>	436,660	583,418	146,753
<b>Offices &amp; Buildings</b>	2,832,638	2,814,679	17,959
<b>Open Spaces</b>	1,844,493	2,222,247	377,749
<b>Toilets</b>	924,039	1,089,602	165,563
<b>Water Facilities</b>	163,880	193,392	29,512

## Community facilities budgets (to the end of December 2025)

- community housing operational expenditure is over projection by \$17,375 (4%) and is on track for the year. Operational expenditure will fluctuate throughout the year as general maintenance is reactive and sometimes dependant on the availability of access to the units. If the tenants remain static, the operational costs generally remain low
- hall operational expenditure is under projection by \$146,758 (25%). This is largely due to the maintenance projects at the Manapouri hall, the Winton Memorial hall and the Wyndham hall. The work at the Winton hall was completed under budget. The Wyndham hall work is currently under procurement
- office and building operational expenditure is over projection by \$17,959 (1%) and is on track for the year
- open spaces operational expenditure is under projection by \$377,749 (17%). This is largely due to underspend in the general maintenance, tree, hedge and gardening budgets which is due to the weather that we have been experiencing across the district, and a portion of this budget is reactive. We should see our contractors starting to get on top of the work as the weather improves. Now that all the contract manager roles have been filled, they are able to audit the contractors and ensure they are keeping up with the work as per the agreed levels of service. **NOTE:** We can expect to see costs associated with the storm event impact on this business unit as the tree cleanup progresses
- toilet operation operational expenditure is under projection by \$165,563 (15%) and is due to the phasing of the funding for the refurbishment project
- Operational expenditure for boat ramps is under projection by 6,389 (14%) and is on track for the year.
- Operational expenditure for the Riverton harbour is under projection by \$8,695 (19%), this is under budget and on track for the year.
- Operational expenditure for Stewart Island is under projection by \$14,428 (14%) and is mainly due to the costs associated with the maintenance work on Millers Beach wharf yet to come through the system.

# Spatial Plan update

Record no: R/26/2/100530  
 Author: Theresa Cavanagh, Intermediate policy analyst  
 Approved by: Vibhuti Chopra, Group manager strategy and partnerships  
 Report type: Information

## Purpose

- 1 The purpose of this report is to provide an update on the Spatial Plan project and changes made as a result of the recent Resource Management Reform announced by Central Government.

## Staff recommendations

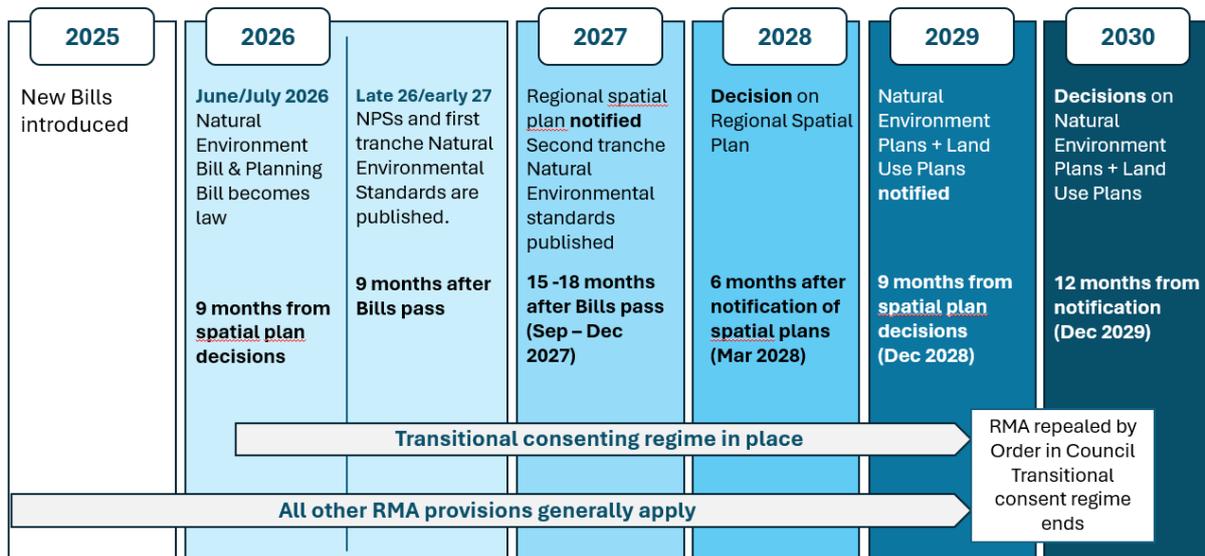
### That Council:

- a) notes the information contained in the report.
- 2 Executive summary In the recent Resource Management Reform announced by Central Government the timeframes for developing and the Regional Spatial Plans (RSP) are quite short and these will not be confirmed until legislation is passed. Staff anticipate that this will considerably limit the time available for community input into the RSP, especially the dispersed and varied communities within Southland District.
  - 3 To ensure that the our communities needs, opportunities and desired outcomes are considered in the RSP, staff have re worked the process and timing of development of our Community Spatial Plans (CSP) with an aim to complete them by the end of 2026, rather than the mid 2027 deadline associated with the Better Off Funding.

## Context

- 4 As part of the Resource Management Reform, Central Government released the Planning Bill and Natural Environment Bill in December 2025 with the intention of it becoming law by mid 2026.

### New RM system transition timeline (2025-30)



5 Staff have analysed the Bills to understand the implications of these on SDC's Spatial Plan process already underway.

**a) Regional Combined Plan**

Each region will have one combined plan that implements national instruments and includes the following:

- regional spatial plan
- land use plans for each district or city
- the natural environment plan for the region.

**b) Regional Spatial Plan**

The RSP sets out 30 year land use and infrastructure planning, implemented through Land Use Plans and National Environment Plans.

The most significant impact of the reform on the CSP project, is that the timeframe for the development and notification of the Regional Spatial Plans (RSP) is quite short and moreover, certainty on timeframes and process required will not be confirmed until legislation is passed sometime this year.

Staff have concerns that the pace of work required to meet the expected legislative timelines for the RSP's notification will preclude substantial public involvement. This time constraint and the scope of content in the RSP also creates a risk that the needs, opportunities and outcomes sought by our smaller and more dispersed communities are not expressly considered in the RSP or are not considered in an integrated manner. The RSP decisions could lock in land use patterns and infrastructure requirements that are misaligned with community intent and opportunity.

Therefore, we plan to continue with the development of the CSPs in order to ensure that our communities' outcomes are collated and available for consideration in the RSP. As a result, staff have shortened the development timing of our CSPs with the aim to complete them by the end of 2026, rather than the mid 2027 deadline associated with Better Off Funding.

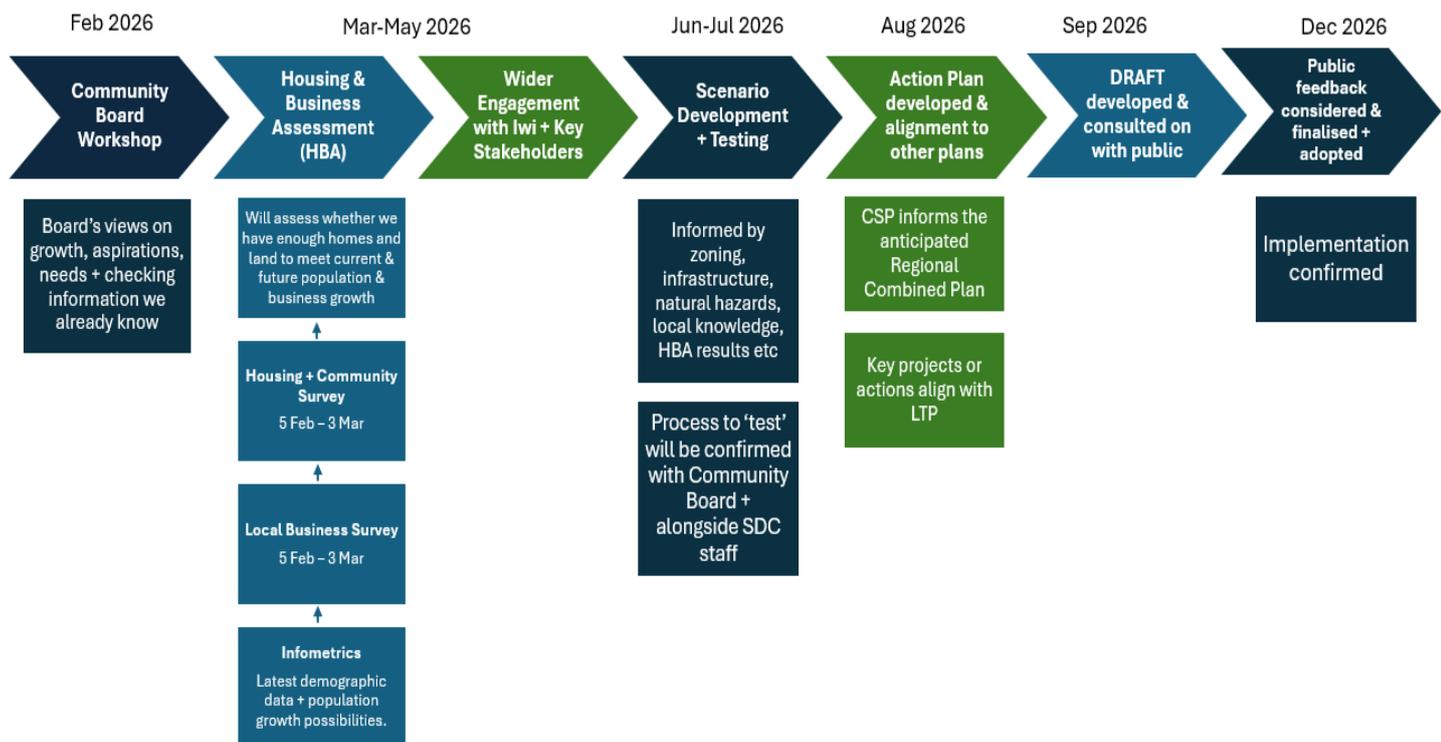
**c) Land Use Plans**

By ensuring the CSP outcomes are considered in the RSP, the outcomes can then feed into the subsequent Land Use Plans (currently District Plans) which are critical for any rezoning or rule changes.

**d) Long Term Plans**

Any specific implementation projects coming out of the CSPs can also be considered in the development of the LTP 2027-37.

# Timeline to develop the Community Spatial Plans



- 6 This is an ambitious timeline but it is important to proceed so our communities can determine their pathway forward. Many of our communities have constraints on growth and this process will clarify opportunities for sustainable growth. Because of the short timeline and the high quality of recent engagement feedback for most communities, the CSP will use this existing engagement to develop an advanced starting position that will be tested with each community board.

7 The CSPs agreed upon and the townships they will cover are shown in the following table

## Nine Community Spatial Plans for Nine Community Boards

Community Board	Township (grouping) to get an HBA completed	Other Settlements to be assessed
Ardlussa CB	Riversdale	Waikaia + Balfour
Northern CB	Lumsden	Mossburn + Garston + Athol
Fiordland CB	Te Anau + Manapouri	
Oraka Aparima CB	Riverton	Colac Bay
Ōreti CB	Winton Wallacetown	Makarewa (future opportunity)
Stewart Island Rakiura CB	Oban	
Tuatapere Te Waewae CB	Tuatapere	Orepuki (future opportunity)
Waihōpai Toetoe CB	Wyndham + Edendale	Curio Bay + Waikawa + Fortrose Woodlands (future opportunity)
Wallace Takitimu CB	Otautau	Ohai + Nightcaps



- 8 A couple of key issues in the development of the CSPs are the uncertainty regarding a number of legislative documents and evidential data, but staff consider that if we delayed the development for information certainty, it could be a long wait. For e.g.:
- a) National standards which are part of the RM Reform will not be known from Central Government until late 2026 (1<sup>st</sup> tranche) and mid 2027 (2<sup>nd</sup> tranche).
  - b) A number of datasets need further refinement (such as natural hazards particularly flood modelling and highly productive land)
- 9 We intend to use best available information to proceed, and any major gaps will be highlighted in the CSP implementation planning for future work programmes to address. This is not ideal, but our communities will still be able to benefit from the level of planning achievable with the information at hand.
- 10 CSPs will be living documents and will be assessed in the future as significant data is refined, and Central Government parameters are determined.
- 11 The Rakiura CSP is well underway, with the scenarios currently being refined following substantial engagement with the Community Board and key stakeholders.
- 12 The CSPs for the other communities will be developed concurrently. Community Board workshops have just been completed, with an additional workshop with the Ōraka Aparima Community Board on 11<sup>th</sup> March.

### Next steps

- 13 The following steps are either underway or will start soon:
- a) Great South have been contracted to do the Housing and Business Capacity Assessments which will include the latest statistical data and projections from Infometrics and Statistics NZ
  - b) Housing and business community surveys (note that the housing survey is a partnership with Gore District Council and as such will include residents of both districts).
  - c) Partnering with Iwi
  - d) Stakeholder engagement
  - e) Internal staff workshops
  - f) Background data and information collated

### Attachments

There are no attachments for this report.



---

# Waste Management and Minimisation Plan for Consultation

Record no: R/26/2/101091  
Author: Grant Isaacs, Manager operations water and waste services  
Approved by: Fran Mikulicic, Group manager infrastructure and capital delivery  
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:

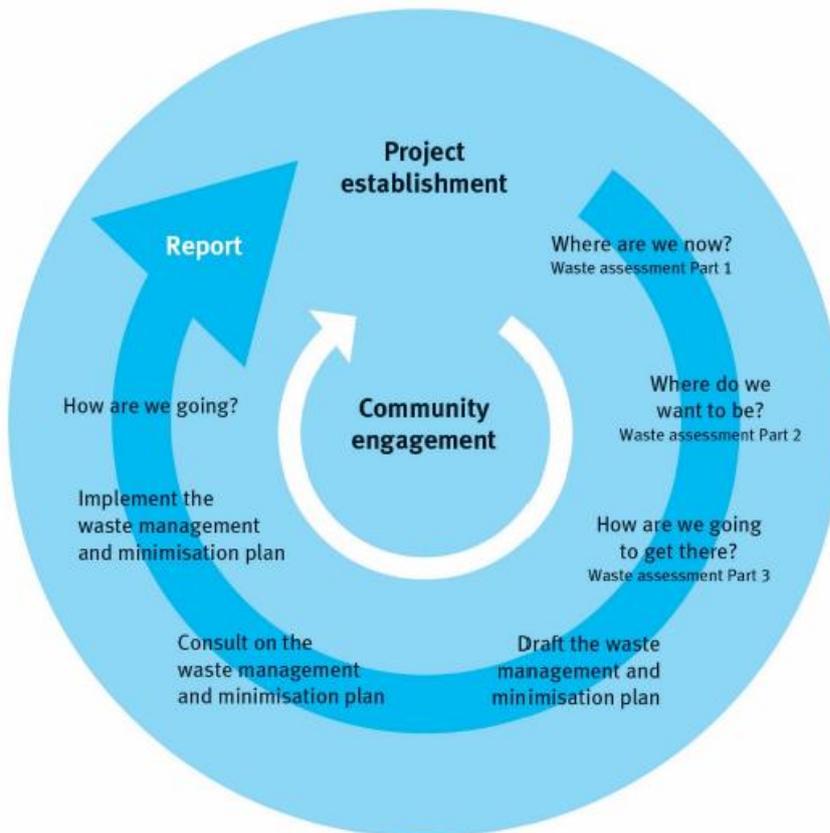
- a) notes the information contained in the report.
- b) notes that the matter or decision in this report is assessed as significant based on Council's Significance and Engagement Policy. On this basis consultation with the community will occur.
- c) determines that it has complied with the decision-making 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
<ul style="list-style-type: none"> <li>provides direction for consultation in a timely manner to secure the ongoing levy funding payment.</li> </ul>	<ul style="list-style-type: none"> <li>Nil.</li> </ul>

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

Advantages	Disadvantages
<ul style="list-style-type: none"> <li>allows Council time to provide other comments on the draft.</li> </ul>	<ul style="list-style-type: none"> <li>may result in council’s levy funding payments being withheld if this significantly delays consultation.</li> </ul>

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.
- 33 The views of the community on the final version of the plan will be sought through formal consultation undertaken for the region.

### 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 [↓](#)



**DRAFT**

**WasteNet Southland Waste Management  
and Minimisation Plan 2026-2032:  
Reducing Waste, Protecting Southland**

**18 February 2026**



Whirika Consulting  
PO Box 1320  
Dunedin 9054

Head Office: Level 1  
77 Vogel Street  
Dunedin 9016

(03) 742 1093  
kiaora@whirika.co.nz  
whirika.co.nz

Report prepared for client by Dr Niki Bould

Report reviewed by Devon Richardson

Report identifier: 260216 WasteNet Southland WMMP DRAFT V2

© Whirika Consulting Limited  
77 Vogel St  
Dunedin 9016  
New Zealand

kiaora@whirika.co.nz  
whirika.co.nz

#### Reliance and Disclaimer

The professional analysis and advice in this report has been prepared by Whirika Consulting Limited for the use of the party or parties to whom it is addressed (the addressee) and for the purposes specified in it. This report is supplied in good faith and reflects the knowledge, expertise and experience of the consultants involved. Whirika Consulting Limited accepts no responsibility whatsoever for any loss occasioned by any person acting or refraining from action as a result of reliance on the report, other than the addressee.

In preparing this report Whirika Consulting Limited has endeavoured to use what it considers the best information available at the date of publication, including information supplied by the addressee. Unless stated otherwise, Whirika Consulting Limited does not guarantee the accuracy of any forecast or prediction in this report.

#### Document Version History

Version	Date	Author	Reviewer	Change Status
Draft 1	19/01/26	Niki Bould	Devon Richardson	Editorial changes
Draft 2	22/01/26	Niki Bould	Fiona Walker	Content changes
Draft 3	02/02/26	Niki Bould	Craig Sinclair	Content changes
Draft 4	16/02/26	Niki Bould	WAG	Content changes

## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

## Foreword

As Chair of WasteNet Southland, I am proud to introduce this Waste Minimisation And Management Plan (WMMP) which builds on our progress during the previous 2020-26 plan and recognises that we have more to do. The plan takes the opportunity to address changes in our approach, both at the national level and the local level, towards waste over the last 6 years and it sets our strategic direction for the future.

It is informed by an assessment undertaken in 2025 by Eunomia Research and Consulting which highlighted the actions that have been completed in current plan, gaps in the plan and actions which remain incomplete. The assessment suggests that our population growth and increase in economic activity will continue to drive the demand for waste services.

Our new plan is driven by our vision 'the effective and efficient stewardship of waste as a resource with a residual value to protect our health and environment.'

Council waste services in our region are governed by a joint arrangement between Invercargill City Council, Southland District Council and Gore District Council, known as WasteNet Southland. However, the management of waste in our region also involves the private sector and the community/non-profit sector.

In developing a waste minimisation and management plan, our goal is to provide a service that is efficient and effective, pays attention to national direction, meets legislative requirements and recognises that waste is everyone's responsibility. It is evident that through our individual behaviour as well as strategies such as good product stewardship, we can reduce the tonnes of waste sent to landfill and improve our recycling efforts.

Long term we want to have a service that is managed in line with the waste hierarchy. This means that within the period of this new plan we will likely be discussing how we might deal differently with organic waste and construction and demolition waste in particular. We will need to fully research the options identified in the waste assessment, including the cost implications, with our declared intention of improving waste management and minimisation in the Southland region.

This WMMP sets out specific actions and timeframes for delivery, noting that the plan not only records our Councils combined goals and objectives over the period of the new plan, but also ensures that public health is adequately protected.

It recognises that making a difference and implementing a plan that is effective and efficient relies on collective actions across Southland and I thank Iwi, businesses, community organisations, the public and the waste sector for being actively involved in formulating this plan.

Prioritising a continued focus on collaboration with our partners and working well together, during this life of this plan, offers an opportunity to respond in a proactive manner to changing circumstances and enables us to define local solutions on how we meet the demands of providing an environmentally responsible waste management system.

**Councillor Christine Menzies** (Southland District Council)



Page i

WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

Waste Advisory Group Chair



Page ii

**Contents**

Foreword..... i

Contents ..... iii

Preamble..... 1

How the plan is laid out..... 1

1 Part One – The Plan ..... 3

    1.1 Why WasteNet Southland needs this plan..... 3

    1.2 Purpose of this plan ..... 4

    1.3 What this plan covers ..... 4

    1.4 Working with iwi and te ao Māori..... 5

    1.5 Vision, goals, objectives and guiding principles ..... 6

        1.5.1 Vision..... 6

        1.5.2 Goals ..... 6

        1.5.3 Objectives..... 6

        1.5.4 Guiding principles ..... 7

2 Part Two – Context..... 9

    2.1 Statutory and strategic context..... 9

    2.2 Waste Minimisation Act ..... 9

    2.3 New Zealand Waste and Resource Efficiency Strategy..... 10

    2.4 Services and infrastructure in Southland ..... 10

3 Part Three – The Evidence Base ..... 11

    3.1 What the Waste Assessment tells us ..... 11

        3.1.1 How waste is generated and managed in Southland ..... 12

        3.1.2 What the waste is made up of ..... 12

        3.1.3 Where councils can influence outcomes..... 13

        3.1.4 Barriers and constraints to waste minimisation ..... 14

        3.1.5 Opportunities identified through analysis and engagement ..... 14

        3.1.6 Using the evidence to inform action ..... 15

        3.1.7 Progress since the previous WMMP (2020–2026) ..... 15

        3.1.8 Data scope and limitations ..... 20

    3.2 Key opportunities and challenges ..... 21

        3.2.1 Recognising waste as a resource ..... 21

        3.2.2 Making best use of organic materials..... 21

        3.2.3 Limited local processing and distance to markets ..... 22

        3.2.4 Materials with persistent system challenges ..... 22



## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

3.2.5	The role of community and not-for-profit organisations .....	24
3.2.6	Preventing waste through procurement and design.....	25
3.2.7	Illegal dumping, access, and legacy waste issues .....	25
3.2.8	Education, participation, and inclusion .....	25
3.2.9	Climate resilience and emergency waste management .....	26
3.2.10	Linking challenges and opportunities to action .....	26
3.2.11	Priority materials for the 2026–2032 period .....	26
3.3	Objectives and priorities for action (2026–2032).....	27
3.3.1	Objectives.....	27
3.3.2	Priorities for the 2026–2032 period .....	27
3.3.3	Role of the councils .....	29
3.4	What success looks like for Southland (2026–2032) .....	30
4	Part Four – The Draft Action Plan .....	33
4.1	Regulation .....	33
4.2	Measuring and Monitoring .....	33
4.3	Education and Engagement.....	34
4.4	Services.....	34
4.5	Infrastructure .....	35
4.6	Supporting and Cross-cutting Actions.....	36
5	Part Five - Funding and Implementation .....	37
5.1	Funding approach .....	37
5.2	Decision-making and governance.....	37
5.3	Role of partnerships.....	38
5.4	Prioritisation and flexibility .....	38
5.5	Implementation responsibilities .....	39
5.6	Monitoring and reporting .....	39
5.6.1	What will be monitored.....	39
5.6.2	How information will be collected .....	39
5.6.3	Reporting on progress.....	40
5.6.4	Using monitoring to support adaptive management .....	40
	Appendix 1: The Government's waste and resource efficiency strategy .....	41
	Appendix 2: The Draft Action Plan (same content different format) .....	45



## Preamble

This Waste Management and Minimisation Plan (WMMP) has been prepared by Whirika Consulting Ltd on behalf of the three Councils that make WasteNet Southland (WasteNet), being Gore District Council (GDC), Invercargill City Council (ICC) and Southland District Council (SDC). The plan has been developed with input from iwi and stakeholders. The plan covers the period 2026 to 2032 and sets out a practical and coordinated approach to reducing waste and managing residual waste across the Southland region.

The WMMP is a statutory planning document required under the Waste Minimisation Act 2008. It describes how waste will be minimised and managed within the region and includes an action plan that outlines what will be done over the life of the plan, who is responsible for delivering those actions, and how they are expected to be funded.

This plan builds on previous waste planning work and reflects current knowledge about how waste is generated and managed in Southland, the infrastructure available, and the environmental, social, and economic factors that shape local waste outcomes. It recognises that while reducing waste is important, some waste will continue to be generated and must be managed in a way that protects public health and the environment.

In preparation for developing this WMMP, WasteNet Southland completed a comprehensive Waste Assessment. The Invercargill, Southland and Gore Waste Assessment, was prepared by Eunomia Research & Consulting in May 2025, and examined both historic waste monitoring data as well as a survey of current waste composition across the region. This work has directly informed the direction and actions in the plan, helping to ensure they reflect local priorities and are realistic and achievable.

While WasteNet Southland and the WasteNet Councils have responsibility for implementing this plan, achieving meaningful improvements in waste minimisation will depend on collective action across the region. Households, businesses, iwi, community organisations, the waste sector, and other partners all have a role to play in reducing waste and improving how resources are managed.

## How the plan is laid out

This draft WMMP sets out how WasteNet Southland will work with councils, iwi, communities, businesses and the waste sector to minimise waste and manage residual waste effectively.

The plan is informed by:

- engagement with iwi and stakeholders,
- analysis and evidence presented in the Waste Assessment, and
- national waste policy and legislative requirements.



## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

**Part One** outlines the purpose and scope of the plan and sets the strategic direction for waste management and minimisation in Southland. This includes the vision, goals, objectives, and guiding principles that underpin the plan.

**Part Two** describes the statutory and policy context for the WMMP, including relevant national direction, and outlines the current waste infrastructure, services and systems operating in the region.

**Part Three** summarises the key issues, opportunities and challenges identified through engagement, analysis and implementation experience, and the evidence that underpins the priorities in this plan.

**Part Four** presents the Action Plan for 2026–2032, including what will be progressed, by whom, and indicative timeframes.

**Part Five** outlines funding and implementation considerations, including governance and decision-making processes, the role of partnerships, and how progress will be monitored and reported.



## 1 Part One – The Plan

Part One sets the strategic direction for this WMMP, including why it is needed, its purpose and scope, and the vision, goals and principles that guide the plan.

### 1.1 Why WasteNet Southland needs this plan

Waste management and minimisation are essential services that support public health, environmental protection, and the wellbeing of communities across the Southland region. How waste is generated, handled, and disposed of has direct and long-term implications for land, water, air quality, climate emissions, and community amenity.

Like regions throughout New Zealand, Southland's communities, industries, and rural activities generate a wide range of waste materials. While some of this waste can be avoided or diverted through reuse, recycling, composting, or recovery, a significant proportion continues to be sent to landfill. Waste disposed of in this way represents a loss of potentially valuable resources and, if not managed carefully, can result in environmental and financial costs that extend well beyond the point of disposal.

Managing waste also comes at a cost to households, businesses, and councils. These costs include the provision and operation of collection services, transfer stations, disposal facilities, education and engagement programmes, and regulatory activities. There are also less visible costs associated with waste, including impacts on ecosystems, emissions, and long-term liabilities that must be managed over time.

The Waste Minimisation Act 2008 requires councils to take a proactive approach to reducing waste and improving how residual waste is managed. This includes understanding how waste is generated in the region, identifying opportunities to reduce waste at source, and ensuring that waste that cannot be avoided is managed in a way that protects public health and the environment.

Southland has characteristics that influence how waste can be managed and minimised. These include:

- a dispersed population over a large geographic area,
- long transport distances,
- the nature of local industries, and
- the availability of waste infrastructure and markets for recovered materials.

These factors mean that not all waste minimisation options that may be effective elsewhere are appropriate or feasible in Southland, and that local solutions must be carefully assessed.

This WMMP provides a coordinated framework for addressing these challenges. It sets out how WasteNet Southland and the WasteNet Councils will work with iwi, communities, businesses, the waste sector, and other partners to improve waste minimisation outcomes over time, while ensuring that essential waste services continue to operate effectively.



## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

By setting clear direction, priorities, and actions for the period 2026 to 2032, this plan supports informed decision-making, helps guide investment in services and infrastructure, and provides a basis for monitoring progress and adapting approaches as circumstances change.

## 1.2 Purpose of this plan

The purpose of this WMMP is to set the direction for how waste will be minimised and managed across the Southland region over the period 2026 to 2032.

This plan fulfils the statutory requirements of the Waste Minimisation Act 2008, in particular sections 43, 44, 45, 46 and 50, which require territorial authorities to adopt and regularly review a waste management and minimisation plan and enable two or more territorial authorities to jointly prepare and adopt a plan. This WMMP has been jointly prepared by the three WasteNet Councils through WasteNet Southland, providing a coordinated framework for action across the region.

The WMMP provides a framework for coordinated action by WasteNet Southland and the WasteNet Councils, and for working in partnership with iwi, communities, businesses, and the waste sector. The plan builds on the findings of the Waste Assessment and reflects input from early engagement with iwi and stakeholders, with the final adopted version refined based on feedback from the wider community. It establishes a clear set of priorities and actions to improve waste minimisation and management outcomes, while recognising the need to balance environmental, social, and economic considerations.

The WMMP is intended to support informed decision-making, guide investment in services and infrastructure, and provide transparency about the actions that will be undertaken between 2026 and 2032.

## 1.3 What this plan covers

This WMMP covers the WasteNet Councils' role in minimising and managing waste generated within the Southland region, in accordance with the requirements of the Waste Minimisation Act 2008. It applies across the full Southland region, including Rakiura / Stewart Island, and encompasses the geographic areas administered by Invercargill City Council, Southland District Council, and Gore District Council.

The plan applies to all types of waste generated in the region, including waste managed directly by councils and the larger proportion of waste that is managed privately. It addresses council-owned waste services, facilities, and programmes, as well as the councils' roles in enabling, coordinating, and influencing waste minimisation and management beyond council services.

The WMMP includes actions relating to:

- council-provided household waste collection services and transfer stations,
- education, engagement, and behaviour change initiatives,
- regulatory and policy tools available to councils,
- support for community-led waste minimisation and resource recovery initiatives,
- collaboration with the private sector and neighbouring regions, and
- data collection, monitoring, and reporting.



## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

Rakiura / Stewart Island has distinct waste management considerations due to its geographic isolation and scale. While the island forms part of the Southland region and is covered by this WMMP, waste services there are administered directly by Southland District Council and sit outside the WasteNet contracted service model. Except for green waste that is managed locally, waste generated on Stewart Island must be transported off island for further processing or disposal. These logistical constraints influence service design, costs, infrastructure options, and opportunities for diversion. This WMMP recognises the unique context of Rakiura / Stewart Island and supports locally appropriate approaches that reflect its transport dependencies, smaller scale, and tourism pressures.

The plan also recognises that waste flows do not always align neatly with jurisdictional boundaries. Waste generated in high-visitor locations such as Milford Sound / Piopiotahi is transported through Southland's waste system, including disposal via facilities such as the Te Anau transfer station, and therefore has practical, environmental, and cost implications for the region. Although Milford Sound / Piopiotahi sits outside the WasteNet Councils' direct governance, this WMMP acknowledges the regional impacts of waste generated there and supports collaboration with relevant land managers, tourism operators, central government agencies, and neighbouring councils to improve waste minimisation and management outcomes where appropriate.

The detailed analysis underpinning this plan is set out in the Waste Assessment, which provides information on current waste generation and management practices, identifies key waste streams and challenges, and informs the priorities and actions included in the WMMP.

#### 1.4 Working with iwi and te ao Māori

WasteNet Southland recognises the importance of working in partnership with iwi and acknowledging te ao Māori perspectives in the stewardship of resources and the environment. The interconnected relationship between people, land, water, and natural systems aligns closely with the objectives of waste minimisation and responsible management of residual waste.

In developing this draft WMMP, WasteNet Southland undertook early engagement with iwi representatives, including targeted discussions with Te Ao Mārama Incorporated (TAMI) on behalf of the Rūnanga. These discussions focused on priority waste streams, service design considerations, and opportunities to strengthen waste minimisation outcomes across the region.

Engagement feedback highlighted strong support for:

- improved glass management through separation (including separate glass bins),
- increased access to safe and convenient battery drop-off points across the region, and
- strengthened, ongoing education to support waste minimisation and behaviour change.

These priorities have directly informed the plan's direction. They are reflected in:

- the identification of glass and batteries as priority materials,
- actions relating to improved glass management within council-provided kerbside services,
- support for product stewardship and safer battery recovery pathways, and
- expanded education and engagement initiatives under the Action Plan.



## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

Iwi engagement also reinforced the importance of long-term environmental protection, intergenerational responsibility, and early involvement in decisions relating to infrastructure and service changes. This WMMP therefore commits to ongoing engagement with iwi throughout implementation, including early dialogue on infrastructure planning, service reviews, and priority material pathways.

WasteNet Southland will continue to strengthen relationships with iwi and explore opportunities to reflect mātauranga Māori and support iwi-led waste minimisation and resource recovery initiatives as part of future work programmes.

## 1.5 Vision, goals, objectives and guiding principles

### 1.5.1 Vision

The vision for waste management and minimisation in Southland is:

*The effective and efficient stewardship of waste as a resource with a residual value to protect our health and environment.*

This vision reflects the understanding that waste materials have ongoing value and that how they are managed has implications for environmental protection, public health, and long-term community wellbeing.

### 1.5.2 Goals

Achieving this vision requires changes in how waste is generated, managed, and perceived across the region. Three goals, based on the previous WMMP, underpin this plan:

- G1. Work together to improve the efficient use of resources,
- G2. Use the waste hierarchy to guide decision-making, and
- G3. Reduce the harmful effects of waste on our health and environment.

These goals guide the development of objectives and actions throughout the WMMP.

### 1.5.3 Objectives

The objectives are based on the previous WMMP (2020-2026), the waste hierarchy and provide the framework for prioritising actions over the life of the plan:

1. Reduce the amount of materials entering the waste stream (under G1),
2. Reuse or repurpose materials so they have additional life before recycling or disposal (under G1),
3. Reduce the amount of materials sent to final disposal by maximising recycling and diversion opportunities (under G2),
4. Make the best use of recoverable waste as a renewable resource (under G2), and
5. Ensure the appropriate treatment and disposal of waste to protect public health and the environment (under G3).



#### 1.5.4 Guiding principles

In addition to using the waste hierarchy to guide decision-making, this plan is informed by the following guiding principles:

##### **Global citizenship**

Responsibility for managing waste extends beyond Southland and New Zealand. Some waste impacts are national or global in nature, including climate emissions, marine pollution, resource depletion, and the export of waste materials to international markets. Decisions about waste management should consider these broader environmental and ethical consequences.

This principle recognises that local actions contribute to global outcomes. It supports reducing waste at source, minimising greenhouse gas emissions from waste, improving material recovery, and ensuring that materials sent outside the region or country are managed responsibly. Southland's waste system should reflect both local realities and global environmental responsibility.

##### **Kaitiakitanga / stewardship**

All Southlanders share responsibility for caring for the environment and managing the impacts of the products and materials they use and discard. This principle recognises the obligation to protect the life-supporting capacity of the environment for current and future generations.

For mana whenua, this responsibility reflects the principle of kaitiakitanga, the active guardianship of land, water, and natural resources, and the duty to uphold the mauri (life force) of ecosystems. Waste management decisions directly affect whenua, wai, and coastal environments, and therefore carry cultural as well as environmental significance.

This WMMP recognises that effective waste minimisation aligns with kaitiakitanga by preventing harm to land and water, conserving resources, and supporting intergenerational wellbeing. WasteNet Southland and the WasteNet Councils commit to ongoing engagement with iwi and to considering cultural values alongside environmental, social, and economic factors in waste-related decisions.

##### **Extended producer responsibility**

Producers have responsibility for their products across their life cycle, from design and manufacture through to end-of-life management. This principle recognises that councils and communities should not bear the full cost of managing materials that are difficult, hazardous, or expensive to recover.

WasteNet Southland supports nationally regulated and voluntary product stewardship schemes that shift responsibility upstream and create incentives for better product design, reduced packaging, and improved recyclability. Advocacy for stronger product stewardship frameworks is an important part of this WMMP, particularly for priority materials such as batteries, farm plastics, and hazardous products.



**Full-cost pricing**

The environmental and social costs of producing, using, and disposing of goods and services should be reflected as closely as possible in their price. When disposal costs are artificially low or environmental impacts are not internalised, wasteful behaviour is encouraged.

This principle supports transparent funding mechanisms, appropriate user-pays systems where suitable, and alignment with national tools such as the waste disposal levy. Considering full costs, including long-term environmental liabilities, helps ensure that decisions about services and infrastructure are financially sustainable and environmentally responsible.

**Life-cycle approach**

Products and materials should be designed, produced, used, and managed in ways that minimise environmental impacts across their entire life cycle. This includes extraction, manufacturing, transport, use, reuse, recycling, and final disposal.

A life-cycle approach supports decisions that avoid simply shifting impacts from one stage to another, for example, reducing landfill emissions while increasing transport emissions, or improving diversion while creating new contamination risks. This principle underpins evidence-based assessment of waste service changes and infrastructure investments within this WMMP.

**Precautionary principle**

Where there is a risk of serious or irreversible environmental or health effects, a lack of full scientific certainty should not delay cost-effective measures to prevent harm.

In the context of waste management, this may apply to emerging materials, hazardous products, battery technologies, or infrastructure decisions where long-term impacts are uncertain. This principle supports proactive risk management, careful assessment of new waste streams, and protective measures that safeguard public health and the environment.



## 2 Part Two – Context

This section outlines the statutory, policy, and service context within which this WMMP has been developed. It describes the legislative requirements that apply to waste management and minimisation, the national policy direction, and the waste services and infrastructure currently operating in the Southland region.

### 2.1 Statutory and strategic context

Waste management and minimisation in Southland operates within a framework of national legislation and policy, alongside local government responsibilities for service provision and public health.

This WMMP has been prepared in accordance with the Waste Minimisation Act 2008 and aligns with national direction set out in the New Zealand Waste and Resource Efficiency Strategy. The plan also supports the WasteNet Councils' broader responsibilities for environmental management, community wellbeing, and infrastructure planning.

At the time of preparing this WMMP, the Government has signalled and progressed reforms to national waste legislation, including proposals to amend the Waste Minimisation Act 2008 and replace the Litter Act 1979 with updated waste and litter legislation that would modernise the legislative framework for waste and support national waste outcomes. This WMMP has been developed based on the legislative and policy settings in place at the time of drafting, reflecting the statutory context and national waste and resource efficiency strategy. Should national legislation change during the life of this WMMP, the WasteNet Councils will consider the implications of any new or amended legislative framework and adjust implementation priorities where necessary through established governance and planning processes. The WMMP will be reviewed within the statutory six-year timeframe, or earlier if required due to significant legislative change.

### 2.2 Waste Minimisation Act

The Waste Minimisation Act 2008 is the primary legislation governing waste management and minimisation in Aotearoa New Zealand. The purpose of the Act is to encourage waste minimisation and reduce the amount of waste disposed of, in order to protect the environment from harm.

Under the Act, territorial authorities are required to:

- promote effective and efficient waste management and minimisation within their districts,
- prepare and adopt a WMMP (Waste Management and Minimisation Plan),
- undertake a Waste Assessment to inform the development of the WMMP, and
- review the WMMP at intervals of no more than six years.

This WMMP has been prepared in accordance with the requirements of the Waste Minimisation Act 2008 and fulfils the WasteNet Councils' obligations under sections 43 and 50 of the Act. The plan provides a framework for managing council-controlled waste services, influencing waste managed by others, and supporting waste minimisation initiatives across the Southland region.



## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

For the purposes of the Act, the WasteNet Councils have jointly prepared this WMMP to address waste management and minimisation at a regional level, in accordance with Section 45: Joint Plans.

### 2.3 New Zealand Waste and Resource Efficiency Strategy

The Government's waste and resource efficiency strategy, published by the Ministry for the Environment (MfE) in March 2025 (see Appendix 1: The Government's waste and resource efficiency strategy for MfE supporting infographics), provides national direction for reducing waste and improving resource efficiency across Aotearoa New Zealand. The strategy focuses on reducing waste at source, increasing reuse, recycling and recovery, improving the management of residual waste, and strengthening product stewardship and extended producer responsibility.

This WMMP has been developed to align with the direction of the national strategy while recognising the specific characteristics, constraints, and opportunities within the Southland region. The actions in this plan contribute to national objectives in a manner that is appropriate and achievable at a regional scale.

The WMMP has been assessed against current and signalled national waste and climate policy settings and is considered to be aligned with anticipated requirements to the extent reasonably possible based on information available at the time of preparation.

### 2.4 Services and infrastructure in Southland

Waste management and minimisation in Southland is supported by a combination of council-provided services, privately operated facilities, and community-led initiatives. The WasteNet Councils provide or support a range of services, coordinated through WasteNet Southland, including:

- household kerbside waste and recycling collections,
- refuse transfer stations,
- education and engagement programmes, and
- regulatory and enforcement activities related to waste.

In addition to council services, a significant proportion of waste in the region is managed by private operators, particularly in the commercial, industrial, and construction sectors. Community organisations also play an important role in waste minimisation and resource recovery through activities such as reuse, repair, composting, and education.

The Southland region is served by established disposal infrastructure, including the Southern Regional Landfill. This infrastructure incorporates systems to manage leachate and landfill gas in order to minimise environmental impacts and protect public health.

The dispersed nature of Southland's population, the distance between communities, and the availability of processing and reprocessing facilities influence how waste services can be delivered and which waste minimisation options are feasible. These factors are considered throughout this WMMP when identifying priorities and actions.



WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

Further detail on waste generation, material flows, and infrastructure capacity is provided in the Waste Assessment, which informs the evidence base for this plan.



### 3 Part Three – The Evidence Base

Part Three brings together the evidence that underpins this draft WMMP. It draws on the Waste Assessment, early engagement with iwi and stakeholders, and practical experience gained through implementing the previous WMMP. Together, this evidence highlights where Southland's waste system is performing well, where challenges persist, and where focused effort is most likely to deliver meaningful and achievable improvements over the 2026–2032 period.

#### 3.1 What the Waste Assessment tells us

The Waste Assessment provides the evidence base for this WMMP. It brings together data on waste generation and management across the Southland region and draws on waste composition surveys, service information, stakeholder input, and analysis of current and future challenges.

The purpose of the Waste Assessment is not to propose solutions, but to help understand:

- how much waste is generated in the region,
- what types of materials make up that waste,
- where waste comes from and how it is managed,
- which parts of the waste system councils can directly influence, and
- where the greatest opportunities and constraints lie.

Section 6 of the Waste Assessment (Future Demand and Gap Analysis) describes the key factors likely to influence future demand for waste management and minimisation services over time and notes the inherent uncertainty in forecasting. It identifies demand drivers including population change, economic activity, lifestyle and consumption trends, and evolving waste management approaches, and sets out the main gaps and issues for the Southland region across service areas and material streams.

Section 7 of the Waste Assessment provides the required statement of options to address the forecast demands and gaps identified in Section 6. It presents options by work area and describes, at a high level, the issues addressed, expected impact, and the role councils could take for each option.

Section 8.1 sets out the statutory obligations that councils must meet in determining their role, including the requirement under Section 42 of the Waste Minimisation Act 2008 to promote effective and efficient waste management and minimisation within their districts. Consultation with the Medical Officer of Health (refer Appendix 1.0 of the Waste Assessment) supported that the proposals in this WMMP are appropriate from a public health perspective.

Section 8.2 outlines the range of roles available to councils in responding to identified needs and forecast demand, including strategic leadership, facilitation, regulation, funding support, and direct service provision. The roles adopted by the WasteNet Councils are set out in this WMMP and are reflected throughout the objectives, priorities, and actions in the plan.



**3.1.1 How waste is generated and managed in Southland**

The Waste Assessment shows that Southland generates waste from a range of sources, including households, construction and demolition activities, commercial and industrial operations, rural and agricultural activities, and processing industries.

A large proportion of waste generated in the region is managed privately, particularly waste from commercial, industrial, and construction activities. Council-managed services, such as household kerbside collections and transfer stations, account for a smaller share of total waste volumes, but remain an important point of influence for waste minimisation and education.

Waste disposed to landfill in Southland includes a mix of general waste, construction materials, organic material, and other residual waste streams. The Waste Assessment confirms that disposal to landfill continues to play a necessary role in the region’s waste system, while also highlighting opportunities to reduce reliance on disposal over time.

**3.1.2 What the waste is made up of**



Waste composition surveys undertaken at the Southern Regional Landfill provide insight into the types of materials currently being disposed of. These surveys show that organic material makes up the largest proportion of waste sent to landfill, followed by plastics, paper, and other materials.

The composition data highlights that a significant proportion of waste disposed of to landfill consists of materials that could potentially be diverted from landfill or recoverable under the right conditions, depending on the availability of services, infrastructure, markets, and participation.

Organic material represents a significant component of the waste stream, alongside recyclable materials such as plastics, paper, cardboard, metals, and glass.

The Waste Assessment also highlights that contamination, convenience, and limited local processing options influence whether materials are diverted or disposed of. In many cases, materials that are technically recyclable or recoverable still end up in landfill because suitable systems to support or enable diversion are not available or practical at a regional scale.

The Waste Assessment and stakeholder engagement both identified glass as a priority material requiring system change, due to its disproportionate impacts on safety of those delivery waste management services, processing efficiency, and contamination when commingled with other recyclable materials.

Figure 3.1: Composition of waste disposed of at Southern Regional Landfill (image based on data from the Waste Assessment, 2024)



**3.1.3 Where councils can influence outcomes**

The Waste Assessment makes clear that the WasteNet Councils have direct control or strong influence over only a portion of the total waste generated in the region, primarily through:

- council-provided household kerbside collection services,
- refuse transfer stations,
- council-owned facilities and operations, and
- education, engagement, and regulatory tools.



Figure 3.2: Composition of council-provided kerbside rubbish collected in the Southland region, 2024 (regional average)

The Waste Assessment (May 2025) reflects council-provided kerbside service settings at the time the data was collected (2024). Since this analysis was undertaken, Gore District Council reintroduced kerbside mixed recycling collections (glass and other recyclable materials included in the same recycling bin) in November 2025, and this WMMP reflects the current service context.



## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

While council-provided kerbside collections account for a smaller share of total waste by volume compared to privately managed commercial and industrial waste streams, they represent the area where councils have the greatest direct influence over waste outcomes. Decisions about service design, accepted materials, collection frequency, pricing, and supporting education can significantly affect how households manage waste and what materials are diverted from landfill.

The council-provided kerbside service composition data shows that a substantial proportion of material placed in household rubbish bins is organic or otherwise potentially divertible. This indicates that changes to council-provided kerbside services, alongside education and supporting infrastructure, have the potential to deliver meaningful waste minimisation outcomes over time.

For waste streams managed privately, councils' influence is more indirect. This includes options such as supporting and enabling better practices through policy settings, bylaws, collaboration with the waste sector, education, and advocacy for national product stewardship and extended producer responsibility schemes. This distinction is important for setting realistic expectations about what this WMMP can achieve and where partnership and shared responsibility are essential.

### 3.1.4 Barriers and constraints to waste minimisation

The Waste Assessment identifies several factors that affect the feasibility of waste minimisation and resource recovery in Southland. These include:

- the dispersed nature of the population and long transport distances given the geography of the region,
- limited local processing and reprocessing facilities for some materials,
- reliance on markets outside the region for certain recovered materials,
- the scale and variability of waste streams, and
- cost considerations for households, businesses, and councils.

These constraints mean that waste minimisation solutions must be carefully assessed to ensure they are environmentally effective, financially sustainable, and appropriate for local conditions. Engagement highlighted that landfill disposal costs are a strong driver of concern for households, businesses, and community organisations, particularly where practical and accessible alternatives for diversion are limited.

### 3.1.5 Opportunities identified through analysis and engagement

Alongside these constraints, the Waste Assessment identifies several opportunities to improve waste minimisation and management outcomes over time. These findings are supported by themes raised through early stakeholder engagement. These include:

- 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,



## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

- working with the private sector to enable better separation and recovery of materials, and
- advocating for national action on product stewardship for priority waste streams, and supporting businesses to develop locally led product stewardship approaches and consider lifecycle impacts in their decision-making.

These opportunities form the basis for the priorities and actions set out in the following sections of this plan.

### 3.1.6 Using the evidence to inform action

The Waste Assessment provides a clear picture of where waste minimisation efforts are likely to be most effective and where councils can have the greatest influence.

The findings from the Waste Assessment, combined with stakeholder input, have been used to:

- identify key opportunities and challenges,
- develop realistic objectives and actions,
- prioritise activities over the life of the WMMP,
- inform decisions about services, infrastructure, education, and regulation.

This ensures the Action Plan is directly informed by the forecasting, options assessment, and evidence requirements of the Waste Minimisation Act 2008.

The next section of this plan builds on this evidence to describe the key opportunities and challenges that WasteNet Southland will focus on over the period 2026 to 2032.

### 3.1.7 Progress since the previous WMMP (2020–2026)

The WasteNet Councils have been working under a shared vision for waste management and minimisation since the previous WMMP took effect in 2020. During this period, the focus has been on strengthening the foundations of WasteNet Southland, including employing a WasteNet Director, a Waste Minimisation Data Officer, a Community Engagement & Education Officer. Together they have improved the regional waste system, including understanding of waste flows, supporting behaviour change, and enabling collaboration across councils, communities, and the waste sector.

While significant waste challenges remain, progress over the 2020–2026 period has helped establish a stronger platform for the priorities and actions set out in this 2026-2032 WMMP.

#### Improved waste data and systems

One of the most important areas of progress has been the improvement of waste data collection and management. Enhancements to data systems and monitoring practices have strengthened understanding of waste flows across council-managed services, including kerbside collections, transfer stations, and landfill disposal.

Although data gaps remain, particularly in relation to privately managed waste streams and diverted material quantities, the region now has a more robust evidence base to identify trends,



## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

assess performance, and inform future decision-making. This improved understanding underpins the evidence-based approach taken in this WMMP.

**Education and behaviour change**

Over the term of the previous WMMP, education and engagement efforts have continued to play a central role in supporting waste minimisation across the region. A region-wide refresh of communications under the *Rethink Rubbish* banner introduced consistent messaging across print, digital, and face-to-face channels, focused on recycling correctly, reducing contamination, and encouraging waste reduction at home, in schools, and in businesses.

These efforts were supported by system changes that made correct behaviour easier. This included the rollout of kerbside recycling service standardisation, aligning the materials accepted in household recycling bins with national standards across New Zealand, with the exception of glass (which is collected but is comingled). Clear and consistent messaging accompanied these changes to help households understand what could and could not be recycled.

Education programmes delivered through schools with support from WasteNet Southland have included Para Kore, Wastefree Wanda, and EnviroSchools. Such programmes have continued to support waste awareness and behaviour change among young people, reinforcing waste minimisation messages within households and communities.

In addition, council-provided residential kerbside recycling bin inspections were reintroduced in 2024, providing targeted feedback to households and contributing to improved recycling performance and reduced contamination. During this period, Gore District Council also reintroduced a council-provided kerbside recycling service in November 2025, extending access to recycling services and supporting more consistent waste minimisation outcomes across the Southland region.

**Case study: School-based zero waste education in practice**

WasteNet Southland has supported Zero Waste Workshop education initiatives delivered in partnership with the EnviroSchools programme, helping to build understanding of waste minimisation, resource recovery, and sustainable behaviours among children and young people across the region. Support has included funding, attendance and sharing of technical knowledge.

These workshops focus on practical, age-appropriate learning about waste reduction, reuse, recycling, and composting, and support schools to apply Zero Waste principles within their own environments and wider communities. School-based education plays an important role in shaping long-term behaviour change and complements council-led waste minimisation initiatives at the household and community level.

This case study demonstrates the role of education as a foundational, long-term component of Southland's waste minimisation system, supporting the objectives of this WMMP by embedding waste awareness and skills early and reinforcing consistent regional messaging.



## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

**Case study: Getting recycling right – kerbside bin inspection programme**

WasteNet Southland has reintroduced a recycling bin inspection programme to improve the quality of materials collected through council-provided household kerbside recycling services and reduce contamination that can result in recyclable material being sent to landfill.

The programme involves visual inspection of yellow-lidded recycling bins at the kerbside, with immediate feedback provided to households using a simple tagging system. The approach is primarily educational and is supported by a region-wide communications campaign, clear inspection guidelines, and consistent messaging across Southland. Inspection results are recorded digitally, enabling trends to be monitored and targeted follow-up where contamination issues persist.

Early results indicate measurable improvements in recycling behaviour in areas where inspections have been implemented. For example, in targeted locations such as Manapouri, the proportion of green-tagged bins increased from approximately 80 per cent to close to 100 per cent within two inspection cycles, while in Riverton township inspections have resulted in no red tags being issued, with the majority of households receiving green tags.

The bin inspection programme responds directly to Waste Assessment findings that contamination in kerbside recycling can lead to entire loads being rejected by processors, increasing disposal costs and reducing diversion. By focusing on council-provided kerbside services, where councils have the greatest direct influence, the programme demonstrates how targeted, education-led interventions can deliver measurable waste minimisation outcomes and support the objectives of this WMMP.

**Community partnerships and funding**

To support local action, the WasteNet Community Waste Minimisation Fund was established in September 2023. The fund provides financial support to community-led projects that focus on reusing, recycling, and recovering materials. To date, funding has been allocated to several initiatives across the region, helping to enable locally driven solutions and strengthen community participation in waste minimisation.

These initiatives demonstrate the value of supporting community organisations as part of the wider waste minimisation system and inform the continued emphasis on community-led action in this WMMP.

**Case study: Community recycling in practice – Pakeke Lions Recycling Centre, Gore**

The Pakeke Lions Recycling Centre in Gore has supported recycling and community outcomes for more than 30 years. Operated entirely by volunteers, the centre provides a local recovery option for a range of materials, while generating funding returned to the community through grants, scholarships, and support for local organisations.

Each year, volunteers at the centre process significant quantities of material, including an estimated 650 tonnes of cardboard, as well as metals, plastics, and other recyclable items. The operation relies on the ongoing commitment of local volunteers, with around a dozen people contributing their time on a typical day. For many involved, the centre provides not only an opportunity to divert material from landfill, but also a strong sense of purpose and connection to the community.

At the same time, the Pakeke Lions experience highlights the vulnerability of community-based recycling initiatives to external market conditions. Rising processing costs and volatility in recycling markets have led the centre to stop processing some materials, including paper, despite continued community demand. Even widely collected materials such as cardboard are subject to fluctuating prices, which can significantly affect the financial viability of recovery activities.

This case study demonstrates both the value and the limits of community-led recycling. It shows how volunteer organisations can deliver meaningful diversion and social benefits, while also illustrating why stable markets, appropriate infrastructure, and supportive policy settings are critical to sustaining recovery systems over time. For this WMMP, the Pakeke Lions example reinforces the importance of supporting community initiatives while recognising that not all challenges can be resolved locally, and that some materials and systems require broader regional or national solutions.



**Case study: Reuse, social value, and the hidden cost of waste – Habitat for Humanity Southland**

Habitat for Humanity Southland operates reuse retail stores in Invercargill that divert reusable building materials, furniture, and household goods from landfill while generating funding to support housing and social outcomes in the community.

Reuse through op shops plays a critical role in the waste minimisation system by extending the life of products, reducing demand for new materials, and delivering significant social benefit. However, engagement highlighted that these benefits are often accompanied by substantial and largely hidden waste management costs for not-for-profit organisations.

Habitat for Humanity Southland has advised that, across its two Invercargill stores, it budgets approximately \$30,000 per year for waste management, with costs increasing over time. A significant driver of these costs is the disposal of unusable or damaged donated items, as well as fly-tipping outside store premises, where organisations are left to manage and pay for waste they did not generate.

As disposal costs rise, some not-for-profit organisations are limiting the types and quantities of donations they accept. This reduces diversion from landfill and places additional pressure on council waste services, despite strong public support for reuse and donation-based models.

This case study highlights the important role that reuse organisations play in waste minimisation, alongside the financial pressures they face within current systems. It demonstrates why community and not-for-profit organisations should be recognised as part of the region's waste minimisation infrastructure, and why clearer rules, consistent fee structures, and supportive policy frameworks are important to sustain their contribution over time.

Engagement also highlighted interest in greater collaboration between not-for-profit organisations across Southland to share knowledge, advocate collectively, and engage more effectively with councils and the waste sector.

**Regional collaboration**

Collaboration across the Southland region has continued to strengthen through WasteNet Southland. The WasteNet Councils have worked together to address shared challenges, coordinate services where appropriate, and align approaches to education, engagement, and planning.

This collaborative approach has supported greater consistency across the region and improved the efficiency of waste management and minimisation efforts, while also providing a platform for engaging with neighbouring regions and central government on issues that extend beyond local control.

A key milestone during the later stages of the 2020–2026 WMMP period was the expansion of household council-provided kerbside recycling services across the region. In November 2025, Gore District Council reintroduced commingled kerbside recycling services, completing the move to region-wide access to standard kerbside recycling services. This change represents a significant step in improving councils' ability to influence household waste outcomes and has informed the baseline assumptions and priorities in this 2026–2032 WMMP.



**Case study: Landfill gas capture and energy recovery at the Southern Regional Landfill**

The Southern Regional Landfill, operated by AB Lime, receives municipal household waste from across Southland, along with approved industrial wastes. As a Class A landfill, the site is designed and managed to strict environmental standards, including engineered liner systems, leachate containment, and ongoing environmental monitoring. The landfill provides essential residual waste disposal capacity for the Southland region.

A key feature of the site is the capture and management of landfill gas generated from the decomposition of organic material. Methane-rich landfill gas is collected through a network of gas wells and used on site as an energy source, reducing reliance on fossil fuels and lowering greenhouse gas emissions. Excess gas is flared to prevent uncontrolled methane release.

In addition to the direct use of landfill gas as a supplementary fuel for lime kilns, a landfill gas turbine has recently been installed and commissioned at the site. This enables landfill gas to be used to generate electricity on site, improving the efficiency and flexibility of energy recovery from residual waste and supporting the ongoing management of landfill gas emissions.

Leachate generated within the landfill is collected, treated, and either recirculated or transported for further treatment, with additional on-site treatment options under investigation. Wetland restoration and water-quality monitoring also form part of the site's broader approach to protecting downstream environments.

This integrated system demonstrates how residual waste disposal, emissions management, and energy recovery can be combined within Southland's existing waste infrastructure to reduce environmental impacts while supporting essential regional services. Consistent with the waste hierarchy, landfill gas capture and energy recovery are recognised in this WMMP as mitigation measures for residual waste, rather than a substitute for waste minimisation or diversion earlier in the system.

**Foundations for future change**

In addition to delivering ongoing programmes, progress has been made in understanding and preparing for longer-term system change. This includes the completion of a regional feasibility study for organic material management and the development of a business case to support renewal of councils' key waste service contracts.

While many of these initiatives are still in development, they have clarified the opportunities, constraints, and steps required to move from concept to implementation. This work has directly informed the priorities and actions proposed in this WMMP.

**Examples of innovation and leadership in Southland**

Alongside council-led activity, a wide range of community, industry, and private-sector initiatives have contributed to waste minimisation and resource recovery outcomes across Southland. These include: methane capture and energy generation from landfill, community reuse and repair initiatives, improved material separation in construction and commercial operations, food rescue partnerships, e-waste recovery programmes, and innovative uses of organic and natural materials.

These initiatives operate independently of the WasteNet Councils but illustrate the potential for waste to be treated as a resource and the value of collaboration across sectors. WasteNet



## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

Southland's role in enabling, supporting, and learning from such initiatives has helped shape the approach taken in this WMMP.

**Case study: Trialling diversion of plasterboard waste from landfill**

Gore District Council has recently undertaken a targeted trial to better understand the potential for diverting plasterboard (GIB board) waste from landfill. Construction and demolition waste is a significant contributor to landfill disposal volumes, and plasterboard in particular presents challenges due to its volume, weight, and limited recovery options.

The trial focused specifically on plasterboard waste generated through approved construction activities and involved a small number of participating local contractors. The purpose of the trial was not to establish a permanent service, but to assess the volumes of plasterboard entering the waste system, test practical separation and handling requirements, and explore the potential benefits and constraints associated with diverting this material from landfill.

Through the trial, GDC gained improved visibility of plasterboard waste quantities and handling requirements, as well as insights into contractor participation, operational considerations, and potential diversion pathways. The trial highlighted both opportunities for reducing landfill disposal of plasterboard and the practical challenges associated with managing a single, hard-to-recover material stream within a largely mixed construction waste environment.

This trial demonstrates the value of small-scale, evidence-led initiatives in informing future approaches to construction and demolition waste management. It aligns with this WMMP's focus on priority materials and supports a staged approach to decision-making, where trials and pilots are used to build understanding before committing to wider system changes. Further decisions about how plasterboard waste may be managed beyond the trial period will be informed by the findings and by broader regional and market considerations.

**Building on progress**

The progress made since 2020 demonstrates that incremental improvements, supported by collaboration, education, and improved data, can deliver meaningful outcomes. At the same time, the experience of implementing the previous WMMP has highlighted the need for continued focus on infrastructure, system design, product stewardship, and regionally appropriate solutions.

This WMMP builds on these foundations, using the lessons learned over the previous planning period to guide a practical and coordinated approach to waste minimisation and management for Southland from 2026 to 2032.

**3.1.8 Data scope and limitations**

The Waste Assessment that informs this WMMP draws on the best available data and information at the time of preparation. While it provides a robust overview of waste generation and management across the Southland region, some waste streams, activities, and disposal pathways are not fully visible to WasteNet Southland or the WasteNet Councils.

In particular, data relating to privately managed waste, commercial and industrial activities, rural and on-farm practices, and waste transported outside the region may be limited or based on estimates. These limitations are common across waste assessments nationally and have been considered in the development of this WMMP.



### 3.2 Key opportunities and challenges

The Waste Assessment, together with early engagement with iwi and stakeholders during the development of this draft WMMP and prior to public consultation, has identified a set of interrelated opportunities and challenges for waste minimisation and management in Southland. These reflect both the physical characteristics of the region and the practical experience of those involved in generating, managing, and dealing with waste.

Across workshops and engagement sessions, participants consistently expressed frustration that significant volumes of recoverable material continue to go to landfill. Contributing factors include limited local processing options, high disposal costs, constrained regulatory tools, and a lack of accessible alternatives. There was strong interest in practical, locally appropriate solutions, particularly for organic materials, construction and demolition waste, textiles, and problem materials such as batteries. Participants also called for clearer rules, better data, and education that explains not just how to dispose of waste, but why it matters.

Engagement with iwi reinforced strong support for improved glass separation, increased battery drop-off access across the region, and strengthened education efforts. These themes align closely with the priority directions identified through the Waste Assessment.

At the same time, it was recognised that services and activities must remain financially affordable and operationally viable. Engagement also acknowledged that councils' ability to regulate and require data from private waste operators is constrained under current legislation. More comprehensive or mandatory reporting across privately managed waste streams would require national-level regulatory reform.

This section summarises the key issues that have informed the priorities and actions in this WMMP.

#### 3.2.1 Recognising waste as a resource

Engagement consistently highlighted the importance of reframing waste as a resource with residual value, rather than viewing it solely as a disposal problem. Participants emphasised that materials currently being discarded represent lost environmental value, missed economic opportunity, and foregone community benefit.

This perspective aligns with the waste hierarchy and circular economy principles, and supports a shift in focus towards preventing waste, recovering value from materials, and supporting reuse and repair. Adopting this framing helps create broader support for waste minimisation initiatives and encourages collaboration across households, businesses, community organisations, and the waste sector.

#### 3.2.2 Making best use of organic materials

Organic material represents a significant proportion of waste disposed of in Southland, both at kerbside and to the landfill, and was consistently identified as both a challenge and an opportunity. This includes food waste and green waste from households, as well as organic by-products from businesses and processing activities such as food and agricultural processing.



## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

The Waste Assessment highlights the scale of organic material in Southland's waste stream, while engagement emphasised the potential value of organic materials for soil health, climate outcomes, and local reuse. At the same time, Southland's existing infrastructure, geography, population distribution, and transport distances influence how organic materials can be managed in a way that is environmentally and economically appropriate.

While Southland is well-positioned with established landfill gas capture and energy recovery infrastructure, landfill disposal represents the lowest level of the waste hierarchy and results in residual greenhouse gas emissions over time. Even in well-managed landfills, not all landfill gas can be captured. For this reason, landfill gas recovery is recognised as an important mitigation measure for residual waste, rather than a substitute for reducing or diverting organic material earlier in the waste system.

Opportunities identified include improving separation where feasible, supporting community and small-scale solutions that enable local diversion and reuse of organic materials, and continuing to consider and evaluate regionally appropriate approaches to managing organic materials over time. This includes assessing options that align with Southland's geography, emissions profile, costs, operational practicality, and existing disposal and energy recovery systems where appropriate.

The WMMP recognises that different organic waste streams may require different management approaches, and that decisions about organic material management will be informed by evidence, engagement, and staged assessment through the life of the plan, rather than predetermined solutions.

### 3.2.3 Limited local processing and distance to markets

A recurring challenge identified through both the Waste Assessment and stakeholder engagement is the limited availability of local or regional processing options for many materials, including glass, plastics, organics, textiles, e-waste, and construction and demolition waste.

Southland's distance from major reprocessing markets increases transport costs and vulnerability to market disruption. These factors were widely recognised as structural constraints rather than behavioural failures. As a result, waste minimisation solutions must be scaled appropriately and assessed carefully to ensure they deliver genuine environmental and economic benefits.

Opportunities identified through the Waste Assessment and engagement include:

- exploring options for local or regional processing where viable,
- supporting the development of Resource Recovery Parks and hubs, and
- collaborating with neighbouring regions and the private sector to improve access to recovery pathways.

### 3.2.4 Materials with persistent system challenges

Several material streams were consistently identified as difficult to manage under current systems. These include glass, soft plastics, batteries, vapes, textiles, liquid paperboard containers, e-waste, and some agricultural and healthcare-related wastes. These challenges reflect a combination of market



## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

conditions, safety risks, service constraints, and limited end-of-life options, and are consistent with issues observed in other regions across New Zealand.

**Glass in commingled recycling**

Glass, in particular, was identified through the Waste Assessment and early stakeholder engagement as creating significant and ongoing challenges within Southland's current commingled recycling system. The Waste Assessment identifies health and safety risks, operational inefficiencies, accelerated equipment wear, and cross-contamination of other recyclable materials associated with commingled glass, particularly at material recovery facilities.

Stakeholders across the waste sector reinforced that these issues are not minor or transitional, but structural. Continued commingling of glass was seen to compromise worker safety and reduce the overall quality and value of recovered materials. As a result, there was strong and consistent feedback that the long-term retention of glass in commingled council-provided kerbside recycling is not sustainable under current or foreseeable operating conditions.

While councils must consider cost, service impacts, and regional feasibility, the evidence indicates that improved management of glass, including separation from commingled recycling streams as a necessary component, is a priority issue for the region and requires a clear pathway for change. Maintaining the status quo for glass management was not supported through engagement and is not considered a viable long-term option.

**Textiles and market limitations**

Engagement highlighted the growing burden of low-quality and non-reusable textiles on community organisations, particularly op shops, which are increasingly left to manage and fund the disposal of unusable donations. This was closely linked to concerns about fast fashion, declining material quality, and the lack of accessible end-of-life pathways for textiles.

More broadly, stakeholders noted the volatility of recycling markets for materials such as paper and cardboard, where commodity values can fluctuate markedly over time. Examples were raised of long-standing community recyclers reducing or ceasing processing of some materials due to rising costs and unstable markets. This highlights the vulnerability of certain recovery systems to economic conditions beyond local control, even where community demand and willingness to recycle remain high.

**Batteries and fire risk**

Batteries were identified as a growing concern due to increasing fire risk in collection, transfer, and disposal facilities, the prevalence of batteries embedded within consumer products, and limited clarity around safe and accessible recovery options.

Engagement distinguished between different battery types and associated risks. Lead-acid vehicle starter batteries (typically 12-volt batteries used in internal combustion engine vehicles) were recognised as having established recovery pathways and commercial value through scrap



## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

metal dealers. In contrast, lithium-ion and other rechargeable batteries, including those embedded in consumer products and larger battery systems such as those used in electric and hybrid vehicles, were identified as posing emerging challenges.

Stakeholders noted that lithium-based batteries present heightened fire risks when damaged or incorrectly disposed of, are often difficult to identify or remove prior to disposal, and currently lack consistent, accessible end-of-life pathways. As electric and hybrid vehicles become more common, engagement highlighted concern that end-of-life management of large vehicle batteries may become an increasing issue over time, particularly if disposal and recovery systems do not keep pace with uptake.

**Agricultural waste and farm plastics**

Agricultural waste, particularly farm plastics, was identified as challenging to manage due to reliance on voluntary schemes, cost barriers, and limited access for some rural operators. While recovery options exist, engagement highlighted that affordability and logistics can limit participation.

Stakeholders also noted that this is an evolving area, with recent Government announcements signalling the development of regulated product stewardship approaches for farm plastics. While these schemes are still being implemented, they are expected to improve access, consistency, and funding over time, and will influence future waste management options for the sector.

**Medical and healthcare-related waste in home settings**

Medical and healthcare-related waste was raised as a concern, particularly where waste is generated in home-based care settings through district nursing and in-home support services. Engagement highlighted that existing waste services do not always provide suitable options for managing this waste safely and with dignity, and that standard collection frequencies may be insufficient for some households.

This can create safety, storage, and disposal challenges for service users and carers, and highlights the need for clearer guidance, better coordination with health providers, and service responses that recognise the realities of home-based healthcare.

While councils have limited ability to resolve many of these material challenges independently, opportunities exist to improve outcomes through a combination of local initiatives, improved access to drop-off and recovery options, targeted education, service design considerations, and strong advocacy for nationally regulated product stewardship and extended producer responsibility schemes.

**3.2.5 The role of community and not-for-profit organisations**

Community and not-for-profit organisations play a critical role in waste minimisation and resource recovery in Southland. Activities such as reuse, repair, food rescue, composting, and community clean-ups divert significant quantities of material and deliver social and environmental benefits.



## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

Engagement highlighted that these organisations often operate with limited funding and inconsistent policy support, and in some cases face barriers created by existing fee structures and systems. There is an opportunity to better recognise these groups, which range from locally based volunteer initiatives to established not-for-profit organisations, as part of the region's waste minimisation infrastructure and to support their contribution through funding, policy alignment, and access to facilities.

### 3.2.6 Preventing waste through procurement and design

Participants from industry, construction, events, and large organisations consistently noted that the greatest waste reduction opportunities occur before waste is created. Procurement practices, packaging choices, product design, and supplier standards were all identified as key leverage points.

Many of these levers sit primarily at a national or international level, through product design, manufacturing standards, and packaging requirements that are largely outside the direct control of local councils. National policy, regulation, and product stewardship frameworks therefore play a critical role in enabling meaningful waste prevention at source.

This applies across both the public and private sectors. Within their sphere of influence, councils have an opportunity to demonstrate leadership through their own procurement, events, and operations, and to support businesses and organisations to identify cost-effective waste reduction opportunities. Councils can also use their collective voice to advocate for stronger national action that supports waste prevention through improved product and packaging design.

### 3.2.7 Illegal dumping, access, and legacy waste issues

Illegal dumping, abandoned vehicles, legacy landfills, and dumped materials were widely raised as ongoing challenges. Contributing factors were observed as being access barriers, cost pressures, and inconsistent rules.

Opportunities to address these challenges include combining education with clear regulation and enforcement, improving access to appropriate disposal and recovery options, and trialling incentives or fee waivers for community-led clean-ups and good-Samaritan actions. Legacy waste sites were also identified as requiring ongoing attention due to potential environmental risks.

### 3.2.8 Education, participation, and inclusion

Education and engagement remain essential to improving waste minimisation outcomes. Stakeholders emphasised the need for approaches that are ongoing, practical, and inclusive, rather than one-off or information-heavy initiatives.

Southland's diverse communities, tourism pressures including high-visitor locations such as Te Anau or Rakiura / Stewart Island, and transient populations mean that education must extend beyond schools and households to businesses, events, and visitors. Opportunities include the use of visual and multilingual tools, place-based messaging, and aligning education efforts with service changes to make preferred behaviours easy and accessible.



## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

Engagement also highlighted the importance of education that goes beyond “what goes where” to explain the consequences of incorrect disposal, including contamination costs, safety risks, and impacts on recovery systems. This was seen as particularly important for visitors and transient populations who may be unfamiliar with local waste rules and expectations.

### 3.2.9 Climate resilience and emergency waste management

Climate change and extreme weather events were identified as emerging issues with implications for waste management, particularly in rural and agricultural contexts. Participants noted the need for greater preparedness for managing waste arising from emergencies, including damaged materials, contaminated waste, and food rescue during disruption.

There is an opportunity to better integrate waste minimisation with climate adaptation and emergency management planning, ensuring systems are in place before events occur and recovery can be managed efficiently and safely.

### 3.2.10 Linking challenges and opportunities to action

The opportunities and challenges outlined in this section provide the foundation for the objectives, priorities, and actions set out in the remainder of this plan. They reflect both the evidence from the Waste Assessment and the practical insights gained through engagement, and they guide a balanced, regionally appropriate approach to waste minimisation and management in Southland over the period 2026 to 2032.

### 3.2.11 Priority materials for the 2026–2032 period

The Waste Assessment and early engagement highlighted that a small number of material streams account for a disproportionate share of the challenges, risks, and opportunities within Southland's waste system. These materials recur across multiple issues, including landfill volumes, safety risks, service performance, community concern, and system cost.

For the purposes of this WMMP, these materials are referred to as priority materials<sup>1</sup>. Identifying priority materials does not predetermine specific solutions or commit councils to particular services or infrastructure. Instead, it provides a consistent lens for focusing effort across education, services, infrastructure planning, regulation, and advocacy. Decisions relating to services or infrastructure for priority materials will be subject to detailed assessment, funding approval, and consultation through established council processes.

---

<sup>1</sup> The Government has separately identified priority products and materials at a national level through the Waste Minimisation Act 2008, the Government's waste and resource efficiency strategy, and the development of regulated product stewardship schemes. The priority materials identified in this WMMP are a regional planning tool, informed by the Southland Waste Assessment and local engagement, and are intended to guide local focus and action. They do not replace or override nationally defined priority products or stewardship obligations, and will continue to be reviewed alongside national policy and regulatory developments.



The priority materials identified for the Southland region during the 2026–2032 period are:

- **Organic materials**, including food waste, green waste, and organic processing residues,
- **Glass**, particularly within commingled council-provided kerbside recycling systems,
- **Construction and demolition waste**,
- **Textiles**, including low-quality and non-reusable clothing,
- **Problem and hazardous materials**, such as vapes and e-waste,
- **Batteries**<sup>2</sup>, particularly lithium-based batteries and batteries embedded within consumer products, including emerging end-of-life challenges associated with electric and hybrid vehicles, and
- **Agricultural and rural waste**, including farm plastics and related materials.

Medical and healthcare-related waste, particularly waste generated through home-based care, was identified through engagement as a growing concern. Due to the specialised nature of this waste and the limited availability of robust data, it is addressed in this WMMP as a sector-specific issue rather than a core priority material stream.

Actions throughout this WMMP are designed to address these priority materials through a combination of prevention, improved separation and recovery, service and infrastructure assessment, regulation and data improvement, education, and advocacy for national product stewardship and extended producer responsibility schemes.

### 3.3 Objectives and priorities for action (2026–2032)

#### 3.3.1 Objectives

The objectives set out in Part One of this WMMP reflect the continued focus on reducing waste, recovering value from materials, and protecting public health and the environment.

Actions have been developed under each objective to support progress toward the vision over the period 2026 to 2032.

#### 3.3.2 Priorities for the 2026–2032 period

While the objectives provide an overarching framework, the Waste Assessment and early engagement with iwi and stakeholders have highlighted a number of priority areas where effort is most likely to deliver meaningful and achievable improvements in Southland.

---

<sup>2</sup> Lead-acid vehicle starter batteries are not included as a priority material, as they have established recovery pathways and commercial value through existing scrap and recycling markets.

The following priorities guide the focus of this WMMP and inform the Action Plan that follows.

**Priority 1: Improve access to appropriate waste infrastructure and services**

A key priority for the region is ensuring that households, businesses, and communities have access to waste and resource recovery infrastructure that is effective, safe, and appropriate for Southland's geography and scale.

This includes maintaining and improving existing services, exploring opportunities for new or improved infrastructure for priority materials such as organic waste and construction and demolition waste where feasible, and collaborating with neighbouring regions and the private sector to improve access to recovery options.

**Priority 2: Manage waste materials in line with the waste hierarchy, where practical**

This plan prioritises actions that prevent waste, support reuse and recycling, and make best use of recoverable materials, while recognising that disposal to landfill will continue to play a role in Southland's waste system.

Decisions about waste management will consider environmental outcomes, emissions, costs, operational practicality, and existing infrastructure, with a focus on solutions that are appropriate for local conditions.

**Priority 3: Continue to improve household waste and recycling services**

Household kerbside services are one of the areas where councils have the most direct influence on waste outcomes. Improving the effectiveness, consistency, and performance of these services is a priority for reducing waste to landfill and improving material recovery.

This includes reviewing and refining current services, addressing contamination, supporting participation, and ensuring services continue to meet statutory requirements and community needs. It also includes addressing known opportunities within existing services, particularly the management of glass in commingled recycling, where evidence and strong stakeholder feedback indicate that the current approach is not sustainable and that change is required.

**Priority 4: Strengthen regulation, data, and understanding of waste flows**

Improving understanding of waste generation and management across the region is essential for informed decision-making. This includes strengthening data collection, improving monitoring of both council-managed and non-council waste streams, and using regulation where appropriate to support better waste management outcomes.

Consistent approaches across the WasteNet Councils are a priority, alongside clear implementation and enforcement.



**Priority 5: Support community-led and not-for-profit waste minimisation initiatives**

Community organisations and not-for-profit groups play an important role in reuse, repair, food rescue, composting, and education. Supporting these initiatives helps deliver waste minimisation outcomes while also providing social and community benefits.

This plan prioritises enabling and supporting community-led initiatives where they align with the WMMP objectives and deliver measurable benefits.

**Priority 6: Work collaboratively and advocate for national action**

Many waste challenges in Southland are influenced by factors beyond local control, including product design, packaging, and national recycling and recovery systems.

A priority for this plan is continued collaboration across the region through WasteNet, working with neighbouring councils and the private sector, and advocating to central government for stronger product stewardship and extended producer responsibility schemes. This includes supporting businesses to develop locally led product stewardship approaches and to consider lifecycle impacts in their purchasing and operational decisions.

**3.3.3 Role of the councils**

The WasteNet Councils have a shared responsibility for delivering this WMMP, working collectively through WasteNet Southland and individually within their respective statutory roles. Responsibilities differ depending on whether actions are best delivered at a regional, coordinated level or through individual council decision-making and service delivery.

**Through WasteNet Southland, the councils collectively:**

- provide regional coordination and leadership on waste management and minimisation,
- facilitate collaboration across councils, iwi, communities, the waste sector, neighbouring regions, and central government,
- lead region-wide education, engagement, and behaviour change initiatives,
- facilitate business engagement on product stewardship and lifecycle thinking,
- coordinate regional data collection, monitoring, and reporting,
- support and administer regionally focused funding and initiatives, and
- advocate for improved national policy, regulation, and product stewardship schemes.

**Individually, each WasteNet Council:**

- provides and funds waste services and facilities within its district,
- makes decisions on service design, contracts, infrastructure, and funding through its own governance processes,



## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

- regulates waste management activities where required, including through bylaws and enforcement,
- supports local community-led waste minimisation initiatives,
- embeds waste minimisation considerations into procurement, operations, and asset management, and
- monitors performance and reports on outcomes within its area of responsibility.

The actions set out in Part Four have been developed to reflect this shared delivery model. Each action contributes to one or more priority areas, with responsibilities assigned according to whether the action is best led regionally through WasteNet Southland or delivered by individual councils within their statutory and governance responsibilities.

### 3.4 What success looks like for Southland (2026–2032)

This WMMP sets direction for change over a six-year period. This WMMP is not intended to preserve the status quo, but to guide steady, evidence-led improvement across Southland's waste system. While not all outcomes can be delivered immediately, the actions in this plan are intended to move Southland's waste system toward a more effective, resilient, and resource-efficient future.

By the end of the 2026–2032 period, success for this WMMP would be reflected in the following outcomes.

#### **A waste system that treats materials as resources**

There is reduced reliance on landfill for materials that can reasonably be avoided, reused, recycled, or recovered. Organic materials, construction and demolition waste, and other priority material streams are increasingly managed in ways that retain value and reduce environmental harm. Demonstrated through:

- an increased diversion rate from landfill,
- reduced disposal of priority materials (including organic materials and construction and demolition waste), and
- increased uptake of reuse, recovery, and diversion initiatives across the region.

#### **Safer, more effective recycling services**

Household recycling systems operate more safely and efficiently, with reduced contamination and improved material quality. Known opportunities, particularly the management of glass within commingled recycling, are being addressed through evidence-based service and infrastructure changes. Demonstrated through:

- reduced contamination rates in kerbside recycling,
- fewer health and safety incidents associated with recycling operations, and
- evidence-based changes to service or infrastructure design, including progress on improved glass management.



**Locally appropriate solutions supported by strong evidence**

Decisions about waste services and infrastructure are informed by improved data, practical experience, and a clear understanding of Southland's geography, scale, and markets. Solutions reflect what works best for the region, rather than replicating approaches from elsewhere that may not be appropriate. Demonstrated through:

- improved availability and use of waste data,
- documented assessment of options that considers emissions, costs, transport distances, and operational feasibility, and
- clear rationale for service and infrastructure decisions based on Southland's context.

**Stronger community participation and locally led action**

Community organisations, not-for-profit groups, and local initiatives are recognised as an integral part of the waste minimisation system. Increased support for reuse, repair, composting, and food rescue contributes to waste reduction while delivering social and community benefits. Demonstrated through:

- continued or increased funding of community-led waste minimisation projects,
- growth in reuse, repair, composting, and food rescue initiatives, and
- measurable diversion outcomes achieved through community-based activities.

**Clearer rules and better visibility of waste flows**

Councils have more consistent local regulatory tools and a clearer understanding of waste generation and management across both council-managed and privately managed waste streams, within the limits of existing legislative powers. This supports more informed planning, better-targeted education and investment, and stronger advocacy for national action where local tools are insufficient. Demonstrated through:

- progress toward more aligned waste bylaws and regulatory approaches across the WasteNet Councils,
- incremental improvements in data and understanding of non-council waste streams using existing tools (e.g. contracts, licensing, engagement, and regional data sources), and
- clearer identification of data gaps and system limitations, informing targeted education, enforcement where appropriate, and advocacy for improved national data and regulatory frameworks.

**A system that is better prepared and more resilient**

Waste management is better integrated with climate adaptation and emergency management planning, *where councils have influence*, and gaps in national frameworks are clearly identified. Councils, communities, and partners are more prepared to manage waste arising from extreme weather events and other disruptions in a way that protects public health and the environment,



## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

while advocating for stronger national recognition of waste as critical infrastructure. Demonstrated through:

- clearer guidance and roles for waste management during emergencies within existing local and regional emergency management arrangements,
- improved coordination with emergency management partners, and
- increased preparedness for managing waste from extreme weather events and other disruptions, alongside active advocacy for inclusion of waste within national emergency management frameworks.

**Shared responsibility and national alignment**

Progress is supported by collaboration across councils, iwi, communities, the waste sector, neighbouring regions, and central government. Southland's experience informs advocacy for stronger national product stewardship and extended producer responsibility schemes, reducing pressure on councils and communities over time. Demonstrated through:

- active participation in regional and national forums,
- contributions to the development and implementation of product stewardship schemes, and
- reduced pressure on councils and communities as nationally regulated solutions are implemented.

Together, these outcomes provide a practical and realistic picture of what success looks like for Southland over the life of this WMMP. They reflect the evidence from the Waste Assessment, the priorities identified through engagement, and the actions set out in the plan. Progress toward these outcomes will be monitored and reported over time, recognising that improvement will be incremental, adaptive, and informed by evolving evidence and circumstances.



## 4 Part Four – The Draft Action Plan

Part Four sets out the Action Plan for the 2026–2032 period. The actions give effect to the objectives and priorities of this WMMP and reflect the different roles councils play in waste minimisation and management, including service provision, regulation, facilitation, education, and advocacy. Implementation will be staged over the life of the plan and will be progressed through normal council planning, funding, and decision-making processes. Many actions in this plan depend on collaboration with communities, iwi, industry, and central government. WasteNet Southland's role is often to enable, coordinate, and advocate rather than deliver directly.

Each action in Part Four contributes to one or more of the six priorities set out in Part Three and should be read alongside those priorities. Actions have been prioritised based on councils' sphere of influence, financial sustainability, and the need for staged implementation over the life of the plan.

### 4.1 Regulation

Ref	Action	Impact	Councils' Role	Implementation timeframe
R1	Work toward the development and adoption of a comprehensive and consistent solid waste bylaw across the region.	Enables more consistent regulation, improves access to data on non-council waste, and supports better waste management practices outside council services.	Regulator	Medium term

**Note on R1:** This action focuses on alignment and consistency, rather than immediate regulatory change and relates to known data gaps (M3). Any bylaw development would follow standard consultation and decision-making processes.

### 4.2 Measuring and Monitoring

Ref	Action	Impact	Councils' Role	Implementation timeframe
M1	Maintain current monitoring of waste at kerbside, transfer stations, and Southern Regional Landfill.	Provides continuity of baseline data to track trends over time.	Provider	Ongoing
M2	Continue to embed monitoring relating to participation rates, set-out rates, contamination levels, and composition.	Improves understanding of service performance and informs future service and education decisions.	Provider	Short to medium term
M3	Develop improved understanding of waste from specific sectors, e.g. construction and demolition, events (linked to R1).	Supports targeted interventions and sector-specific solutions.	Regulator / Facilitator	Medium term

## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

### 4.3 Education and Engagement

Ref	Action	Impact	Councils' Role	Implementation timeframe
E1	Continue region-wide education and engagement programmes (e.g. school-based programmes, recycling education, home composting).	Maintains baseline awareness and supports correct use of existing services.	Provider	Ongoing
E2	Expand targeted education and engagement for priority waste issues and sectors (e.g. construction, textiles, event waste) through practical, culturally appropriate approaches.	Improves understanding of specific waste challenges and encourages sector-specific waste reduction.	Provider / Facilitator	Short to medium term
E3	Promote awareness of product stewardship schemes, support locally led product stewardship initiatives and facilitate business understanding of lifecycle impacts and upstream waste reduction opportunities. Councils' role is primarily facilitation and education rather than direct programme delivery.	Increases uptake of stewardship schemes, encourages upstream waste prevention, and builds business capability around lifecycle thinking.	Facilitator	Short to medium term
E4	Increase use of community-based behaviour change approaches by working with local groups to co-design and deliver initiatives.	Supports locally relevant solutions and increases participation.	Facilitator / Funder	Medium term

### 4.4 Services

Ref	Action	Impact	Councils' Role	Implementation timeframe
S1	Continue current household kerbside collection services, including embedding and optimising the standardised kerbside recycling service across the region, and ensuring all service requirements are met.	Meets statutory service requirements and maintains consistent service delivery.	Provider	Short term
S2	Renew and implement the region's key waste service contracts in alignment with WMMP objectives and priorities.	Ensures long-term service delivery supports waste minimisation, safety, and value recovery outcomes.	Provider	Short to medium term
S3	Review household collection services to assess future options and inform the renewal and implementation of key waste service contracts and implement agreed outcomes.	Ensures services remain effective, efficient, and fit for purpose.	Provider	Underway / Medium term
S4	Develop and assess options to remove glass from commingled council-provided kerbside recycling and identify a preferred approach for improved glass management in Southland.	Improves worker safety, reduces contamination, and increases the quality and value of recovered materials.	Provider / Facilitator	Medium term



## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

Ref	Action	Impact	Councils' Role	Implementation timeframe
S5	Work with the commercial waste sector to identify, trial, and facilitate practical opportunities to improve material separation and recovery, particularly for priority material streams.	Supports increased diversion of recoverable materials and improved performance of commercial and industrial waste systems including through pilots, guidance, or sector-specific initiatives.	Facilitator / Leadership	Medium term
S6	Work with product stewardship scheme providers to encourage access to additional services and collection options in the region, and promote uptake of regulated and voluntary stewardship schemes among businesses and households.	Increases diversion of priority materials and reduces pressure on council services.	Facilitator / Leadership	Ongoing
S7	Review approaches to managing illegal dumping, abandoned materials, and legacy waste sites, including education, access to services, and enforcement tools.	Reduces environmental and public health risks and improves system responses to illegal dumping.	Provider / Regulator	Medium term

**Note on S1:** This includes ongoing implementation support following Gore's commencement of council-provided kerbside recycling in November 2025.

**Note on S7:** This may include trials of fee waivers for community clean-ups, improved access to disposal options, or targeted enforcement where appropriate.

#### 4.5 Infrastructure

Ref	Action	Impact	Councils' Role	Implementation timeframe
I1	Assess options for managing organic materials (including food scraps, green waste, and processing organics) in a manner appropriate to Southland.	Informs future decisions on organic material management.	Provider / Facilitator / Leadership	Medium term
I2	Support communities to establish or expand community composting initiatives where appropriate.	Enables local diversion of organic material.	Facilitator / Leadership	Medium term
I3	Consider options for future processing of council-provided kerbside recyclables as part of service reviews and procurement processes.	Supports effective long-term recycling outcomes.	Provider / Facilitator	Medium term
I5	Work with the commercial sector to identify opportunities to divert construction and demolition waste.	Reduces disposal of recoverable materials.	Facilitator / Leadership	Medium term
I6	Work with community organisations to identify infrastructure needs that support reuse and repair activities.	Enables community-led waste minimisation.	Facilitator / Leadership	Medium term



#### 4.6 Supporting and Cross-cutting Actions

Ref	Action	Impact	Councils' Role	Implementation timeframe
C1	Continue collaboration across the Southland region through WasteNet Southland on strategy, services, and engagement.	Improves consistency, efficiency, and shared learning.	Leadership	Ongoing
C2	Work collaboratively with the commercial waste sector to support improved services and infrastructure.	Encourages private-sector-led solutions aligned with regional priorities.	Facilitator	Ongoing
C3	Continue to build collaboration with neighbouring councils to identify shared opportunities, e.g. through SOWN (Southland Otago Waste Network).	Achieves efficiencies and improves access to services.	Facilitator / Leadership	Ongoing
C4	Raise awareness of Southland-specific waste challenges and opportunities with central government.	Supports national policy and funding decisions.	Leadership	Ongoing
C5	Advocate for stronger product stewardship and extended producer responsibility schemes.	Reduces burden on councils and communities.	Leadership	Ongoing
C6	Embed waste minimisation considerations into council procurement, events, and asset management practices.	Reduces waste generation at source and demonstrates leadership through council operations.	Leadership	Medium term
C7	Support businesses and organisations to identify upstream waste reduction opportunities through procurement and design.	Enables cost-effective waste prevention beyond council operations.	Facilitator	Medium term
C8	Work with emergency management, rural, and community partners to improve understanding of waste management considerations during emergencies and recovery.	Improves preparedness and coordination for waste arising from extreme events.	Facilitator / Leadership	Medium to long term

## 5 Part Five - Funding and Implementation

Part Five sets out how the actions in this WMMP will be implemented, funded, monitored, and reviewed over the 2026–2032 period. It describes the governance and decision-making processes that support delivery, the role of partnerships, and how progress will be tracked and reported to ensure transparency, accountability, and ongoing improvement.

Not all actions will require new funding. Many will involve continuing existing programmes, improving coordination, or incorporating waste minimisation considerations into current activities. Where additional funding is required, this will be considered through normal council planning and budgeting processes.

### 5.1 Funding approach

A range of funding sources may be used to support the implementation of this plan, depending on the nature of the action. These may include:

- General rates and targeted rates, where actions relate to council-provided waste services or infrastructure.
- Fees and charges, such as user-pays fees at transfer stations or for specific services.
- The WasteNet administration fee on materials entering the Southern Regional Landfill as per the provisions WasteNet's contract with AB Lime.
- Waste disposal levy funding, returned to councils under the Waste Minimisation Act and used in accordance with legislative requirements.
- External funding, including central government funding programmes such as the Waste Minimisation Fund and other contestable funding sources.
- Product stewardship funding, where nationally regulated schemes provide funding for collection, recovery, or processing of priority materials.
- Council contributions to WasteNet Southland operations, which fund regional coordination, planning, education, monitoring, and engagement activities.

The use of each funding source will be assessed on a case-by-case basis, with consideration given to fairness, cost-effectiveness, and alignment with the objectives of this plan. Funding for WasteNet Southland's coordination and administration functions is provided through agreed council contributions, while service delivery and infrastructure funding decisions remain the responsibility of individual councils. Some actions in this plan focus on enabling improved systems, behaviour change, and coordination rather than direct service delivery. These actions are expected to be progressed largely within existing budgets, through integration with current programmes, or by leveraging partnerships and external funding where available. In all cases, funding decisions will be guided by the principles of fairness, transparency, and alignment with the objectives of this WMMP.

### 5.2 Decision-making and governance

Significant actions that require new or increased funding, changes to services, or investment in infrastructure will be subject to detailed assessment and approval through each council's Long-Term Plan, Annual Plan, or other relevant decision-making processes.



This ensures that:

- costs and benefits are clearly understood,
- risks are appropriately managed,
- communities have opportunities to be informed and provide input, and
- decisions are made in a transparent and accountable manner.

WasteNet Southland provides a regional coordination role, supporting alignment across the WasteNet Councils and helping to prioritise actions for consideration. Each council remains responsible for decisions within its statutory and governance responsibilities.

### 5.3 Role of partnerships

Many actions in this plan rely on collaboration with external partners, including community organisations, the waste and resource recovery sector, neighbouring councils, and central government.

Where appropriate, councils will seek to:

- leverage private-sector investment and expertise,
- support community-led initiatives through funding or facilitation,
- collaborate regionally to improve efficiency and reduce costs, and
- align local actions with national product stewardship and policy initiatives.

Partnership-based approaches are particularly important for waste streams and challenges that cannot be addressed by councils alone. Partnerships with community organisations, emergency management agencies, and the private sector will be particularly important for actions relating to reuse and repair, illegal dumping responses, procurement leadership, and preparedness for waste arising from emergency events.

### 5.4 Prioritisation and flexibility

The Action Plan is intended to provide clear direction while retaining flexibility to respond to changing circumstances, new information, and emerging opportunities.

Priorities may be refined over time in response to:

- improved data and monitoring,
- changes in national policy or regulation,
- availability of funding,
- technological developments, and
- feedback from communities and stakeholders.

This flexible approach helps ensure that resources are directed to actions that deliver the greatest benefit for Southland over the life of the plan.



## 5.5 Implementation responsibilities

Waste minimisation and management in Southland involves shared responsibility. While the WasteNet Councils play a central coordinating role, implementation also relies on the actions of households, businesses, community organisations, the waste sector, and central government.

Councils' roles in implementation may include:

- providing and funding services and facilities,
- regulating and enforcing where appropriate,
- enabling and facilitating partnerships,
- supporting education and behaviour change, and
- advocating for national action.

This shared approach reflects the complexity of waste systems and the need for coordinated action across the region.

## 5.6 Monitoring and reporting

Monitoring and reporting are essential to understanding whether the actions set out in this WMMP are being implemented as intended and whether they are contributing to improved waste minimisation and management outcomes over time.

WasteNet Southland and the WasteNet Councils will continue to collect and use waste-related information to monitor trends, assess performance, and inform future decision-making. This approach builds on existing monitoring and reporting practices and will be progressively strengthened through the actions set out in this plan.

### 5.6.1 What will be monitored

Monitoring will focus on understanding:

- the quantities and composition of waste generated and disposed of in the region,
- participation and performance of council-managed waste services,
- trends in key waste streams and sectors, including trends in priority material streams identified in this WMMP, and
- progress in implementing the actions in the WMMP.

This information will be used to track change over time, identify emerging issues, and assess whether further interventions or adjustments are needed.

### 5.6.2 How information will be collected

Monitoring will draw on a combination of existing and improved data sources, including:

- weighbridge data from landfill and transfer stations,
- waste composition surveys undertaken at landfill and council-provided kerbside services,
- service performance data such as participation, set-out rates, and contamination levels,



## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

- information provided through licensing, contracts, and regulatory tools where appropriate, and
- data available through resource consent and regional reporting processes.

Actions M1 to M3 in the Action Plan set out how current monitoring will be maintained and where improvements to data collection and understanding will be progressed over time. These actions recognise the importance of balancing improved information with practicality, cost, and data availability.

### 5.6.3 Reporting on progress

Progress on implementing the WMMP will be reported through:

- regular updates to WasteNet Southland Waste Advisory Group meetings,
- reporting to the WasteNet Councils through existing governance and reporting channels, and
- information made available to the public through council and WasteNet Southland communication channels, where appropriate.

Reporting will focus on:

- progress against the Action Plan,
- key trends in waste generation and disposal,
- notable changes in service performance or participation, and
- lessons learned and emerging opportunities.

### 5.6.4 Using monitoring to support adaptive management

Monitoring and reporting are intended to support adaptive management over the life of the plan. Information gathered will help WasteNet Southland and the WasteNet Councils to:

- refine priorities and actions where needed,
- respond to changes in waste generation, markets, or policy,
- inform future service reviews and investment decisions, and
- support accountability and transparency.

This adaptive approach recognises that waste systems are complex and that conditions, technologies, and opportunities may change over time. Regular monitoring ensures that the WMMP remains relevant, responsive, and effective throughout the 2026–2032 period.

Where monitoring identifies material underperformance or emerging risks, councils may reprioritise actions within existing budgets or through future planning cycles.



## Appendix 1: The Government's waste and resource efficiency strategy

**New Zealanders care deeply about protecting and enhancing our country's unique environment.**

Reducing waste and waste emissions can help us reduce environmental impacts and meet our climate targets.

The New Zealand waste and resource efficiency strategy presents the Government's priorities for minimising waste and improving waste management. It sets out what we want to achieve, and the tools to help us get there. Achieving change will include targeted investment and ensuring we have the right legislative tools. We will work with the sector, businesses, iwi/Māori, local government and communities to develop and implement practical cost-effective solutions.

We want to ensure we retain valuable resources in the economy. We need to reduce the amount of waste we dispose of per person, so we aren't lagging behind other countries we usually compare ourselves with, like Australia. Mismanaged waste and litter can cause harm to people and the environment – and there is much to gain from taking a proactive approach to remediating contaminated sites, including those that are vulnerable to severe weather events.

Collective issues like waste need collaborative solutions and we all have a role to play. Together we can tackle New Zealand's waste problem, and this strategy sets in place a plan for doing this.

.....  
**Hon Penny Simmonds**  
Minister for the Environment



## These are the outcomes we want to achieve



**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<sup>1</sup>**



**Ensuring resource recovery and disposal facilities are managed to minimise their environmental impacts**



**Limiting the environmental harm caused by contaminated sites including legacy sites**

<sup>1</sup> Including, where relevant, consideration of impacts not just associated with disposal.

## This is how we will achieve these outcomes



Fit-for-purpose legislation that supports:

- an efficient market for waste management and recycling
- optimal investment decisions
- appropriate responsibilities across the supply chain



Cost-effective, outcomes-focused investment of the waste disposal levy in infrastructure, innovation and local projects



Working with the sector, business, iwi/Māori, local government and communities to develop and implement practical cost-effective solutions

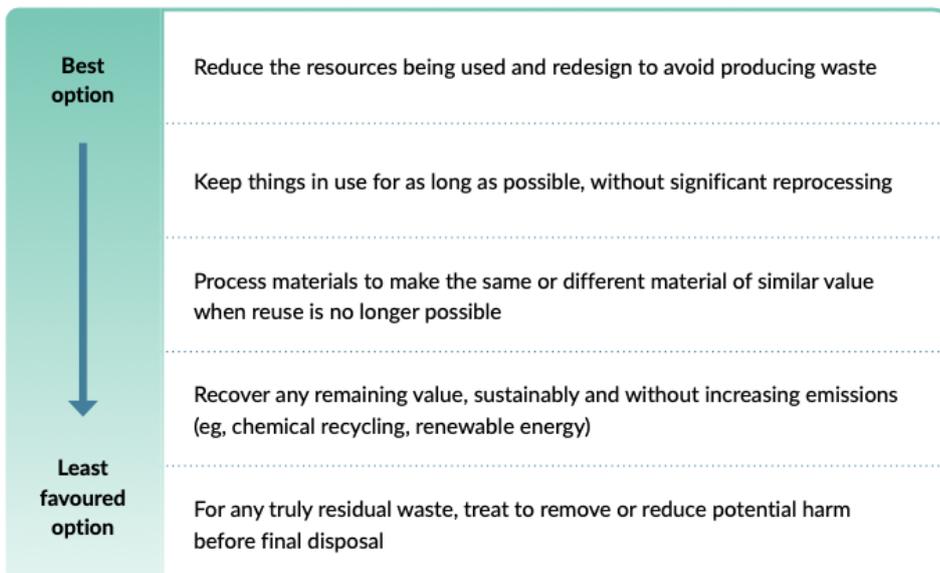


Where necessary, targeted policy and regulatory measures



Using the waste hierarchy to guide decision-making, enabling us to keep resources in the economy at their highest value where possible

## The waste hierarchy



## Waste causes environmental and economic harm



In 2021/22, New Zealanders used over  
**2.5 billion**  
single-use drink containers  
each year – nearly 500  
per person every year.  
More than half of these  
empty containers end  
up in landfills, unused  
stockpiles, and as litter




New Zealand's  
recycling rate is  
**39%**

Australia's  
equivalent rate is  
**63%**

In 2022, the waste sector  
contributed approximately:

**4.5%**  
of New Zealand's  
total greenhouse  
gas emissions

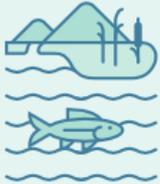
**8.5%**  
of biogenic  
methane  
emissions

Most waste emissions  
are caused by the  
breakdown of organic  
materials in landfills



**1,797**  
landfills (56 per cent – including closed  
landfills) are assessed as potentially  
exposed to one or more hazards (coastal  
edge proximity, coastal inundation,  
and river and surface flooding)

**176**  
landfills (5 per cent)  
are potentially exposed  
to all three hazards



In 2023, we disposed  
**669kg**  
of waste per person at municipal landfills



**72%**  
of New Zealanders  
say that they actively  
try to reduce waste



## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

**Appendix 2: The Draft Action Plan (same content different format)**

Ref.	Action	Impact	Councils' Role	Timeframe	Status
<b>Regulation:</b>					
R1	Work toward the development and adoption of a comprehensive and consistent solid waste bylaw across the region	Enables more consistent regulation, improves access to data on non-council waste, and supports better waste management practices outside council services	Regulator	Medium term	
<b>Measuring and Monitoring:</b>					
M1	Maintain current monitoring of waste at kerbside, transfer stations, and Southern Regional Landfill	Provides continuity of baseline data to track trends over time	Provider	Ongoing	
M2	Continue to embed monitoring relating to participation rates, set-out rates, contamination levels, and composition	Improves understanding of service performance and informs future service and education decisions	Provider	Short to medium term	
M3	Develop improved understanding of waste from specific sectors, e.g. construction and demolition, events (linked to R1)	Supports targeted interventions and sector-specific solutions	Regulator / Facilitator	Medium term	
<b>Education and Engagement:</b>					
E1	Continue region-wide education and engagement programmes (e.g. school-based programmes, recycling education, home composting).	Maintains baseline awareness and supports correct use of existing services.	Provider	Ongoing	
E2	Expand targeted education and engagement for priority waste issues and sectors (e.g. construction, textiles, event waste) through practical, culturally appropriate approaches.	Improves understanding of specific waste challenges and encourages sector-specific waste reduction.	Provider / Facilitator	Short to medium term	
E3	Promote awareness of product stewardship schemes, support locally led product stewardship initiatives and facilitate business understanding of lifecycle impacts and upstream waste reduction opportunities. Councils' role is primarily facilitation and education rather than direct programme delivery.	Increases uptake of stewardship schemes, encourages upstream waste prevention, and builds business capability around lifecycle thinking.	Facilitator	Short to medium term	
E4	Increase use of community-based behaviour change approaches by working with local groups to co-design and deliver initiatives.	Supports locally relevant solutions and increases participation.	Facilitator / Funder	Medium term	

## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

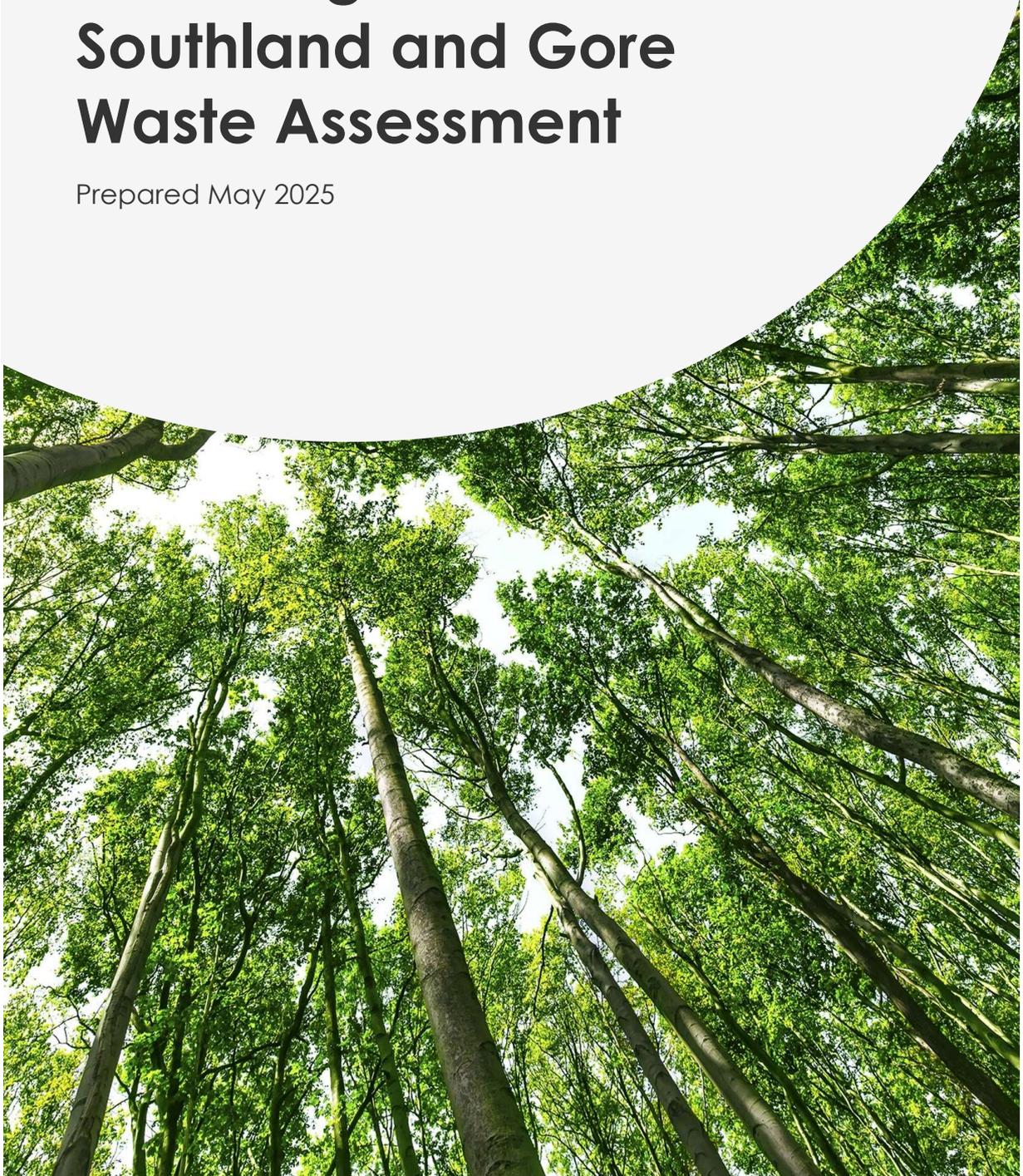
Ref.	Action	Impact	Councils' Role	Timeframe	Status
<b>Services:</b>					
S1	Continue current household kerbside collection services, including embedding and optimising the standardised kerbside recycling service across the region, and ensuring all service requirements are met.	Meets statutory service requirements and maintains consistent service delivery.	Provider	Short term	
S2	Renew and implement the region's key waste service contracts in alignment with WMMP objectives and priorities.	Ensures long-term service delivery supports waste minimisation, safety, and value recovery outcomes.	Provider	Short to medium term	
S3	Review household collection services to assess future options and inform the renewal and implementation of key waste service contracts and implement agreed outcomes.	Ensures services remain effective, efficient, and fit for purpose.	Provider	Underway / Medium term	
S4	Develop and assess options to remove glass from commingled council-provided kerbside recycling and identify a preferred approach for improved glass management in Southland.	Improves worker safety, reduces contamination, and increases the quality and value of recovered materials.	Provider / Facilitator	Medium term	
S5	Work with the commercial waste sector to identify, trial, and facilitate practical opportunities to improve material separation and recovery, particularly for priority material streams.	Supports increased diversion of recoverable materials and improved performance of commercial and industrial waste systems including through pilots, guidance, or sector-specific initiatives.	Facilitator / Leadership	Medium term	
S6	Work with product stewardship scheme providers to encourage access to additional services and collection options in the region, and promote uptake of regulated and voluntary stewardship schemes among businesses and households.	Increases diversion of priority materials and reduces pressure on council services.	Facilitator / Leadership	Ongoing	
S7	Review approaches to managing illegal dumping, abandoned materials, and legacy waste sites, including education, access to services, and enforcement tools.	Reduces environmental and public health risks and improves system responses to illegal dumping.	Provider / Regulator	Medium term	

## WasteNet Southland's Waste Minimisation and Management Plan 2026-2032

Ref.	Action	Impact	Councils' Role	Timeframe	Status
<b>Infrastructure:</b>					
I1	Assess options for managing organic materials (including food scraps, green waste, and processing organics) in a manner appropriate to Southland	Informs future decisions on organic material management	Provider / Facilitator / Leadership	Medium term	
I2	Support communities to establish or expand community composting initiatives where appropriate	Enables local diversion of organic material	Facilitator / Leadership	Medium term	
I3	Consider options for future processing of council-provided kerbside recyclables as part of service reviews and procurement processes	Supports effective long-term recycling outcomes	Provider / Facilitator	Medium term	
I5	Work with the commercial sector to identify opportunities to divert construction and demolition waste	Reduces disposal of recoverable materials	Facilitator / Leadership	Medium term	
I6	Work with community organisations to identify infrastructure needs that support reuse and repair activities	Enables community-led waste minimisation	Facilitator / Leadership	Medium term	
<b>Supporting and Cross-cutting Actions:</b>					
C1	Continue collaboration across the Southland region through WasteNet Southland on strategy, services, and engagement	Improves consistency, efficiency, and shared learning	Leadership	Ongoing	
C2	Work collaboratively with the commercial waste sector to support improved services and infrastructure	Encourages private-sector-led solutions aligned with regional priorities	Facilitator	Ongoing	
C3	Continue to build collaboration with neighbouring councils to identify shared opportunities, e.g. through SOWN (Southland Otago Waste Network)	Achieves efficiencies and improves access to services	Facilitator / Leadership	Ongoing	
C4	Raise awareness of Southland-specific waste challenges and opportunities with central government	Supports national policy and funding decisions	Leadership	Ongoing	
C5	Advocate for stronger product stewardship and extended producer responsibility schemes	Reduces burden on councils and communities	Leadership	Ongoing	
C6	Embed waste minimisation considerations into council procurement, events, and asset management practices	Reduces waste generation at source and demonstrates leadership through council operations	Leadership	Medium term	
C7	Support businesses and organisations to identify upstream waste reduction opportunities through procurement and design	Enables cost-effective waste prevention beyond council operations	Facilitator	Medium term	
C8	Work with emergency management, rural, and community partners to improve understanding of waste management considerations during emergencies and recovery	Improves preparedness and coordination for waste arising from extreme events	Facilitator / Leadership	Medium to long term	

# Invercargill, Southland and Gore Waste Assessment

Prepared May 2025



**Report For**

The councils of the Southland region

**Project Team**

Lisa Eve

Anita Lewis

**Approved By**

Lisa Eve

(Project Director)

Eunomia Research & Consulting Ltd

PO Box 78 313

Grey Lynn

Auckland 1245

New Zealand

Tel: +64 9 376 1909

Web: [www.eunomia.co.nz](http://www.eunomia.co.nz)

Eunomia has prepared this report with due care and thoroughness, and in accordance with industry best practice. In preparing this report, Eunomia may have relied upon, and presumed accurate, information provided by the client and other sources. Except as otherwise stated in the report, Eunomia does not verify the accuracy or completeness of any such information. If the information is determined, following publication, to be obsolete, false, inaccurate or incomplete then it is possible that our observations and conclusions, as expressed in this report, may change. To avoid any doubt, Eunomia makes no warranty or guarantee (further to this disclaimer statement), whether expressed or implied, as to the content of this report, to the extent permitted by law.

## Executive Summary

This Waste Assessment (WA) has been prepared for the councils of the Southland region (Invercargill City, Southland District and Gore District) – known here as 'the Councils' - by Eonomia Research & Consulting; in accordance with the requirements of the Waste Minimisation Act 2008 (WMA). This document provides background information and data to support the Councils' waste management and minimisation planning process.

The document is broken down into sections:

1. Introduction – the purpose and scope of the WA and the practical, legislative and strategic context
2. A description and assessment of waste infrastructure available to the region
3. A description and assessment of the waste services in the region, both council and non-council
4. Presentation and analysis of available waste data
5. Performance measurement and benchmarking
6. A review of the current Council WMMPs, as required by the WMA
7. A forecast of future demand and identification/analysis of gaps and key issues
8. Proposals to meet the gaps and address key issues, including an outline of the Circular Resource Network concept
9. Statement of Councils' intended roles
10. Appendices including the statement from the Medical Officer of Health

## Introduction

This WA has been prepared in compliance with sections 50 and 51 of the WMA. It also reflects the national Waste and Resource Efficiency Strategy and provides a foundation to enable the Councils to review and update/amend (as necessary) the joint WMMP in an informed and effective manner; in doing so, it considers all waste in the region and not just that controlled by the Councils.

The WA touches only lightly on solid wastes that emerge from waste water management.

Beyond the national strategy, other key strategic and legislative context includes:

- public health protection;
- the waste hierarchy;
- Emissions Reduction Plan and emissions trading scheme;
- Waste Minimisation Act (2008);
- the waste disposal levy and information reporting requirements;

Southland Region Waste Assessment

- other relevant central government initiatives such as a possible container return scheme, kerbside standardisation requirements, priority products, and product bans;
- the Resource Management Act review; and
- international commitments.

The local and regional planning context is summarised in section 1.6, including TA plans, strategies, and regulation along with long term plans; and relevant regional plan provisions. Current services and regional/local characteristics are also described.

## Waste Infrastructure

The section outlines the waste management and minimisation infrastructure across the Southland region, and further abroad where applicable. The facilities available in the Southland region are a combination of those owned, operated and/or managed by the Councils, and those that are owned and/or operated by commercial entities or community enterprise.

## Disposal Facilities

These are categorised according to the MfE regulations adopted in 2021. There are two Class 1 (municipal) landfills in the region: AB Lime's Southern Regional Landfill at Winton, and the S J Timpany landfill near Invercargill. There are two additional Southland District Council facilities currently classified as Class 1 landfills in Wallacetown and Braggs Bay; however no municipal waste is currently disposed of at these facilities.

Waste is also disposed of to a range of Class 2-5 fills and on-property in rural areas in accordance with Regional Plan Permitted Activity provisions.

## Transfer Stations, Resource Recovery Parks, Recycling Drop-off Points

There are a number of these facilities across the region; which provide for those that can't or prefer not to take waste directly to a landfill or have materials that are able to be diverted through recycling or recovery.

Table 14 in the report lists the known facilities across the region and, where available, the materials and quantities handled.

The known closed landfills in the region that the Councils have responsibility for are listed; and hazardous waste and waste water treatment systems are described in sections 2.2 and 2.3.

## Recovering and Reprocessing

There are a number of recycling, recovery or reprocessing facilities used within the region and nationally, with some materials exported for reprocessing.

The key facilities within the region include:

Southland Region Waste Assessment

- Recycle South's material recovery facility in Invercargill; accepting comingled kerbside recycling, and commercial material including soft plastics
- Pakeke Lion's recycling centre in Gore; accepting a range of recyclable products from the community and commercial users
- McGregors processing glass for use as roading aggregate
- Product stewardship programmes such as Agrecovery and Plasback.

Key facilities available outside the region include those listed below, noting that at present the WasteNet Councils do not send materials directly to these facilities:

- Dunedin City Council's resource recovery park at Green Island
- Glass reprocessing in Christchurch and Auckland
- FuturePost in Blenheim
- E-waste reprocessing in Christchurch
- Plasterboard offcuts reprocessed in Christchurch

In addition, there are a large number of charity shops, secondhand stores, and smaller scrap metal recyclers that have a role in diverting material from landfill disposal.

While most material types are transported out of the region for recycling and reprocessing, this is not an unusual situation in New Zealand and particularly in the lower South Island given the relatively limited infrastructure available and material volumes to be processed.

## Assessment

Current landfill disposal infrastructure appears adequate for the needs of the region, for some time to come.

There is very little reprocessing infrastructure of scale in the region. This means that most recovered materials need to be transported significant distances, as far away as Auckland, or exported. This makes the cost-benefit consideration of recycling (whether through kerbside services or collection points) some common items very marginal, which can be a challenging issue to explain to the public – some materials, such as glass, can incur significant net cost when collected and transported for reprocessing.

There are gaps in reprocessing for organics and C&D waste, both large waste streams and making up a significant proportion of what is currently going to landfill. These material streams are dense, and it is rarely economical to transport these long distances for reprocessing. Dunedin City Council is currently developing a C&D waste facility as part of the Green Island Resource Recovery Park, alongside a new MRF (March 2026) and green waste processing. These facilities may present a future option for processing of these respective materials should in-region options not eventuate.

Southland Region Waste Assessment

## Services

### Council-Provided Services

A range of services are provided by councils to residents and businesses in the district.

Details on current council-provided kerbside collections in the Southland region are summarised below.

**Table 1: Current council -provided kerbside collections in the Southland region**

Material stream	Invercargill city <b>(22,047 bin sets in service)</b>	Gore district <b>(4,900 bin sets in service)</b>	Southland district <b>(11,133 bin sets in service)</b>
Rubbish	Weekly collection from a 140L wheeled bin	Weekly collection for three consecutive weeks followed by a week off, from a 240L wheeled bin	Fortnightly collection from a 240L wheeled bin
Glass	Mixed with other recyclables	Monthly collection from a 240L wheeled bin	Mixed with other recyclables
Plastic containers #1, #2, and #5 Aluminium and steel (tins and cans)	Fortnightly mixed recycling collection from a 240L wheeled bin	No collection service	Fortnightly mixed recycling collection from a 240L wheeled bin

Southland Region Waste Assessment

---

#### Paper/cardboard

---

The Government's kerbside standardisation gazette notice requires that Gore District Council extend its household kerbside recycling service to include the full range of materials (adding the materials listed in the last line of the table above) by 1 January 2027.

WasteNet, on behalf of the WasteNet Councils, also delivers a wide range of waste management and minimisation programmes.

### Non-Council Services

A wide variety of non-council services are provided across the region, with significant providers including Paddy's Bins in Gore, Southern Transport, Kiwi Skips and Easy Bins in Invercargill, All Waste in Te Anau, CMC Contracting, JD Souness, WasteCo and Waste Management NZ.

Commercial providers offer waste and recycling services, particularly in underserved areas. The agricultural sector benefits from specialised services such as Plasback (with a local supplier CMC Contracting acting as an agent in Southland) and AgRecovery. While limited data is available on the overall market share held by council contractors compared to private operators, indications from the 2024 SWAP audits carried out by Waste Not Consulting Ltd suggest that a very high proportion of households in ICC use the council service; with SDC and GDC managing around 80% of household kerbside waste.

In addition, Pakeke Lions and Recycle South provide waste services as non-profit organisations.

### Assessment

The inclusion of glass in the household kerbside recycling collection is likely to result in loss of materials through cross-contamination (broken glass mixed with other materials), and impact on the efficiency of processing at the materials recovery facility. Glass places significant additional wear and tear on MRF machinery, and also creates issues for manual sorting as many containers will break during collection.

Gore District Council will need to extend its household kerbside recycling service by 1 January 2027.

Increased consistency in collection methodology around the region, such as the kerbside recycling service but also container size and frequency of collection, would make shared communications and education campaigns more efficient.

There is a good range of services provided by the private sector, while the non-profit sector is present but not as active as in some other regions.

Southland Region Waste Assessment

## Situation Review

### Waste to Class 1 (Municipal) Landfills

The table below provides an estimate of the total annual tonnage of waste originating from the Southland region that is disposed of to the Southern Regional Landfill. For clarity, the estimate does not include waste that originates from outside the region (such as known waste streams from the Otago region).

**Table 2: Estimate total annual tonnage of waste from Southland region disposed at the Southern Regional Landfill.**

Source of waste	Annual tonnage
Invercargill RTS (including Stewart Island/Rakiura RTS, Bluff RTS, and some household kerbside rubbish from SDC)	20,814
Other waste from Invercargill city direct to SRL	14,785
SDC RTS (including some Council kerbside-collected rubbish)	4,444
Kerbside waste from Southland district direct to SRL (Council and private household kerbside collections)	3,728
Other waste from Southland district direct to SRL	8,094
Gore RTS (including Mataura RTS and kerbside rubbish from Council and private collections)	7,394
Other waste from Gore district direct to SRL	203
<b>TOTAL</b>	<b>58,712</b>

There is also a large, but unmeasured, quantity of waste being disposed of to Class 2-5 fills and on-property (burning or burying).

Southland Region Waste Assessment

## Composition

The table below shows the composition of waste to landfill for each disposal facility based on the 2024 SWAP, compared to the regional and national average (calculated in 2020).

**Table 3: Composition of waste to landfill for each disposal facility**

Material type	National average	Regional average	Gore district	Invercargill city	Southland district
<b>All in percentage (%) of total</b>					
Paper	5.9	10.1	12.6	10.1	6.4
Plastics	8.3	16.5	16.6	17.8	10.2
Organic	14.8	31.7	30.9	31.7	34.8
Ferrous metals	2.7	3.5	4.9	3.2	3.0
Non-ferrous metals	0.8	0.9	1	1	0.8
Glass	1.8	2.1	2.4	2	2.4
Textiles	5	7.7	8.5	7.7	5.9
Sanitary paper	2.3	4.2	4.2	4.9	3
Rubble	20.1	5.1	7.3	4.7	5.2
Timber	12.6	7.8	10.1	7.4	10.3
Rubber	2.1	0.6	0.5	0.7	0.4

Southland Region Waste Assessment

Material type	National average	Regional average	Gore district	Invercargill city	Southland district
Potentially hazardous	23.5	9.7	1	8.9	17.7

Organic waste constitutes the largest portion of the waste stream, accounting for 31.7% of the total regional waste, with the proportions for Gore district (31%), Invercargill city (33.7%), and Southland district (34.8%) all very similar. This is a high proportion compared to the national average; however, this is largely a result of relatively low proportions of other material types – such as rubble, which is significantly lower than the national average.

Kerbside-collected waste has also been analysed; and the composition of all kerbside rubbish collected in the Southland region is shown below (council and private).

**Table 4: Composition of all kerbside rubbish collected in the Southland region 2024**

Material type	Regional average	Gore	Invercargill	Southland
<b>All in percentage (%) of total</b>				
Paper	7.4	8.7	7.3	6.3
Plastics	8.7	7.0	9.1	9.4
Organic	58.4	56.6	59.5	56.4
Ferrous metals	1.8	2.4	1.4	1.4
Non-ferrous metals	1.5	1.3	1.5	1.5
Glass	3.4	3.4	3.1	4.7

Southland Region Waste Assessment

Textiles	3.8	2.7	3.4	4.9
Sanitary paper	5.4	4.8	6.0	3.7
Rubble	6.8	9.3	5.9	7.3
Timber	1.6	2.4	1.3	1.9
Rubber	0.5	0.3	0.6	0.2
Potentially hazardous	1.2	1.1	0.9	2.3

Organic waste stands out as the dominant contributor, accounting for 58.4% of the kerbside waste across the region. Invercargill city reports the highest proportion at 59.5%, closely followed by Gore district at 56.6% and Southland district at 56.4%.

Other notable materials include plastic (8.7%), paper (7.4%), and timber/rubble (8.4%).

## Diversion Potential

The table below shows the proportion of the Southland region's waste stream to landfill that could have been diverted through existing recycling collections, and straightforward composting. These figures also represent the 'general' waste stream (i.e. excluding potentially hazardous).

**Table 5: Southland region's divertible composition to landfill 2024**

	Percentage of total (%)	Tonnes per annum
Recyclable paper	3.3	1,938
Recyclable cardboard	4.3	2,522
Recyclable plastic	1.2	676

Southland Region Waste Assessment

	Percentage of total (%)	Tonnes per annum
Recyclable iron/steel	3.5	2,083
Recyclable aluminium	0.9	529
Recyclable glass	1.5	857
Clothing	1.7	1,016
Cleanfill	0.0	10
Reusable timber	0.2	118
Other timber	8.3	4,853
Recyclable material	<b>24.9</b>	<b>14,602</b>
Food scraps	12.6	7,370
Compostable greenwaste	8.9	5,223
New plasterboard	0.4	246
Untreated/unpainted timber	8.3	4,853
Compostable material	<b>30.1</b>	<b>17,692</b>
Total Divertible	<b>55.0</b>	<b>32,295</b>

Food scraps and compostable greenwaste together make up over 20% of waste going to landfill, and over 13,000 tonnes per annum. It should be noted, however, that interventions such as household kerbside food scraps collections, or mixed food and garden waste, are unlikely to capture more than between 55% (for an average system) up to 67% (for a high performing system) due to the level of observed public participation in such schemes when available.

Southland Region Waste Assessment

A similar analysis has also been carried out for kerbside waste, shown below by council.

**Table 6: Divertible waste to Landfill from Council Kerbside collections (kg per bin, October 2024)**

	<b>Gore district (240L wheeled bin, collected three out of four weeks)</b>	<b>Invercargill city (140L wheeled bin, weekly)</b>	<b>Southland district (240L wheeled bin, fortnightly)</b>
Recyclables <sup>1</sup>	2.57	1.26	1.97
Food waste	3.08	3.36	4.95
Greenwaste	6.41	2.90	3.87
<b>TOTAL divertible materials</b>	<b>12.06</b>	<b>7.53</b>	<b>10.80</b>
<b>TOTAL average bin weight</b>	<b>17.41</b>	<b>11.42</b>	<b>17.09</b>
<b>Potentially divertible (%)</b>	<b>69.2%</b>	<b>66.0%</b>	<b>63.2%</b>

This data shows that there are significant quantities of potentially divertible material in all containers across the three councils, at a similar proportion. However, ICC's collected waste contains less potentially divertible material by weight than GDC and SDC due to the lower average weight of each container, noting that each council offers a different refuse service configuration. This difference in potentially divertible weights is most notable in recyclables and greenwaste. 140L wheeled bins are known to contain less greenwaste than 240L wheeled bins, even when (as in the case of SDC), the 240L bin is collected fortnightly.

<sup>1</sup> Based on currently accepted recycling materials, as per Standard Materials for Kerbside Collections Notice 2023 (Notice No. 1)

## Performance Measurement

This section provides comparisons of several waste metrics between the Southland region and other territorial authorities. The data from the other areas has been taken from a variety of research projects undertaken by Waste Not and Eunomia.

### Per Capita Waste to Class 1 Landfills

By combining Statistics NZ population estimates and the Class 1 landfill waste data in section 4.1.1, the per capita per annum waste to landfill from the Southland region can be calculated as below (for the period October 2023 to October 2024). The estimate includes special wastes but excludes non-levied cleanfill materials.

**Table 7: Estimated population projection and waste per capita to SRL landfill (12 months to October 2024)**

Council area	Estimated population	Waste to SRL per capita
GDC	13,050	0.582
ICC	57,900	0.598
SDC	33,000	0.500
<b>TOTAL</b>	<b>103,950</b>	<b>0.565</b>

This figure varies significantly throughout New Zealand. The table below compares the 2024 figure for the Southland region and individual councils with other local authorities, regions and New Zealand as a whole.

**Table 8: Various council's waste per capita per annum to landfill**

Council	Tonnes of waste to class 1 landfill per capita per annum
Waimakariri 2017	0.325
Southland District 2024	<b>0.500</b>
Clutha 2022	0.505

Southland Region Waste Assessment

<b>Council</b>	<b>Tonnes of waste to class 1 landfill per capita per annum</b>
Central Otago 2021	0.527
Tauranga/Western Bay 2020	0.560
Southland Region 2024	<b>0.565</b>
Gore District 2024	<b>0.582</b>
Napier/Hastings 2022	0.595
Invercargill City 2024	<b>0.598</b>
Porirua City 2022 and 2023	0.652
Taupō District 2022	0.716
Hamilton City 2017	0.718
New Zealand 2022/23	0.706
Auckland Region 2024	0.873
Hutt Valley 2022	0.899
Queenstown Lakes District 2023-24	0.940

Areas with higher waste per capita tend to be those that have a very active industrial sector and/or primary processing industries, or have a high number of tourist visitors compared to the permanent resident population. Areas with lower waste per capita tend to be largely rural, or suburban but close to a major population centre.

Southland Region Waste Assessment

## Review of Current Waste Management and Minimisation Plan

As required by the Act, the WA includes a review of the current 'WasteNet' WMMP, found in section 5.0.

A review of the progress on the previous WMMP action plan shows mixed outcomes, with some actions successfully implemented, such as improvements to waste data management systems and the completion of the "Rethink Rubbish" rebranding. However, many actions remain incomplete or not progressed, including critical initiatives such as developing a reuse education programme, investigating hazardous waste management opportunities, and advancing organic waste strategies beyond feasibility studies. The challenges in implementation can largely be attributed to resource constraints, competing priorities, changes in structure and staff at the shared waste organisation WasteNet (which is responsible for delivery of many of the actions), and external disruptions such as COVID-19.

Considering this progress, and the requirement for Gore to meet the gazetted kerbside standardisation requirements, it is recommended that the Councils agree to develop a new WMMP.

This will ensure the Councils address existing gaps, align with the strategic direction set by the New Zealand Waste Strategy, and meet statutory obligations. A revised WMMP will also support alignment with the outcomes of the planned waste service review for the region.

## Future Demand and Gap Analysis

There are a wide range of factors that are likely to affect future demand for waste management and minimisation. The extent to which these influence demand could vary over time and in different localities. This means that predicting future demand has inherent uncertainties. Key factors are likely to include the following:

- overall population growth;
- economic activity;
- changes in lifestyle and consumption; and
- changes in waste management approaches.

In general, the factors that have the greatest influence on potential demand for waste and resource recovery services are population and household growth, construction and demolition activity, economic growth, and changes in the collection service or recovery of materials.

A detailed analysis is provided of these factors in section **Error! Reference source not found.** The analysis of factors driving demand for waste services in the future suggests that demand will increase over time as a result largely of population growth and economic activity.

Southland Region Waste Assessment

## Gap Analysis

The aim of waste planning at a territorial authority level is to achieve effective and efficient waste management and minimisation. The following high level key issues or gaps in meeting forecast demand have been identified, grouped into topic areas. These are discussed in more detail in sections 6.2.1 to 6.2.9.

### Specific materials

- A number of waste materials could be managed more in accordance with the waste hierarchy; particularly organic waste, C&D waste, non-household recyclables, agricultural wastes, glass, and textiles; and
- many of the key issues described above relate to waste streams that originate in the commercial, industrial, institutional and construction sectors; which are very difficult for councils to influence alone.

### Infrastructure

- The region has relatively low access to waste infrastructure, particularly material reprocessing;
- The infrastructure that does exist has a focus on the end disposal with landfills and refuse transfer stations, apart from the Recycle South materials recovery facility;
- Recycle South's MRF currently processes fully comingled recyclables. The presence of glass in the mixed recycling stream creates handling issues and places additional maintenance and repair pressure on the operator;
- Recovered glass is a particularly difficult material to manage in the region, as in the Otago region, due to the relatively low density and the distance to the only New Zealand reprocessing facility (Auckland); and
- Tourism activities in the more remote parts of the region, such as Stewart Island/Rakiura and Te Anau, create a specific demand in these areas while not necessarily contributing financially to the cost of meeting this demand.

Overall, recovering any additional materials from landfill beyond those currently diverted is going to present significant challenges to the Councils in terms of funding and achieving the necessary scale.

### Services

- Households using the council kerbside rubbish collection service in Gore and Southland districts place out more rubbish for collection than households in Invercargill city. This is likely due, in part, to the size of the collection container and the frequency of collection.
- Inclusion of glass with other recyclables, as in Southland district and Invercargill city, is understood to have a negative impact on the quality of recyclables recovered and may be reducing the overall amount diverted through contamination loss.
- Beyond the impact that service variability has on the relative performance of diversion options, this also poses challenges in delivering consistent education and communications campaigns across the region. There are also requirements for GDC's kerbside recycling service to comply with the standard materials regulation by 2027.

### Regulation

Southland Region Waste Assessment

Southland District Council and Invercargill City Council do not currently have local waste bylaws in place. Adopting local bylaws that provide for tools such as construction site waste management plans, event waste management plans, waste operator licensing, and data reporting requirements will assist the Councils in implementing waste initiatives and ensuring that data is available to provide a fuller picture of material flows in the region; both disposal and diverted materials. This will better enable issues and opportunities to be identified, and address the data gaps relating to private waste collections, Class 2-5 fills, and farm waste management practices.

#### **Rural waste – farm and household**

Nationally rural wastes are estimated to account for up to 12% of waste disposed of<sup>2</sup>. However, there is limited information available regarding rural waste management practices in the Southland region. Rural wastes are most commonly managed on-farm with material stockpiled, burned, and/or buried. There are very few controls over waste disposal on farm sites, and much of the material which is currently managed on-farm in less desirable ways could likely be recycled or recovered, or properly disposed of.

The key issue is that current management methods are essentially no-cost and relatively convenient for farmers. Services that collect non-natural materials for recovery or proper disposal are likely to be costly due to the distances involved and remoteness from processing and consolidation points. Current product stewardship programmes such as Agrecovery and Plasback apply charges to farmers that participate in the schemes.

In addition to farm waste, rural household waste also presents challenges. Some areas lack access to kerbside waste collection services, relying on alternative arrangements such as community drop-off points and rural transfer stations.

#### **Leadership and Collaboration**

As is commonly found nationally, collaborative projects tend to focus on the lower levels of the waste hierarchy, particularly recycling and reprocessing. The impact of (and therefore funding for) actions higher up the hierarchy such as prevention, reduction, and reuse initiatives is harder to define and measure/monitor.

## **Proposals**

This section sets out the range of options available to the councils to address the key issues that have been identified in this Waste Assessment. Options presented in this section would need to be fully researched and the cost implications understood, before being implemented through the joint WMMP action plan and respective LTP/Annual Plan. Addressing these issues will ensure that the councils are meeting their statutory obligations, and improving waste management and minimisation in the Southland region.

The proposals are set out in detail in sections 7.2 through 7.7. The options identified and the Councils' possible role in meeting forecast demand comprise a range of proposals. The specific actions and timeframes for delivery will be identified through the WMMP (either an amendment of the existing WMMP, or a new WMMP as is recommended).

---

<sup>2</sup> Ministry for the Environment. 2019. Reducing waste: a more effective landfill levy – consultation document. Wellington: Ministry for the Environment

It is expected that the implementation of the preferred options from these proposals will meet forecast demand as well as support the Councils' goals and objectives for waste management and minimisation.

This report also includes a statement as to the extent to which the proposals will (i) ensure that public health is adequately protected, and (ii) promote effective and efficient waste management and minimisation in section 8.1.

It is considered that the proposals would adequately protect public health. This is supported by the statement received from the Medical Officer of Health following review of the draft WA.

The Waste Assessment has investigated current and future quantities of waste and diverted material, and outlines the Councils' potential roles in meeting the forecast demand for services. It is considered that the process of forecasting has been robust, and that the Councils' intended role in meeting these demands is appropriate in the context of the overall statutory planning framework for the Councils. Therefore, it is considered that the proposals would promote effective and efficient waste management and minimisation.

Southland Region Waste Assessment

## Table of Contents

---

<b>Executive Summary</b> .....	<b>i</b>
<b>1.0 Introduction</b> .....	<b>24</b>
1.1 Structure of this Document.....	24
1.2 Purpose of this Waste Assessment .....	25
1.3 Legislative Context .....	25
1.3.1 Waste Minimisation Act (2008) .....	25
1.3.2 Climate Change Response Act (2002).....	26
1.4 Scope.....	30
1.4.1 General .....	30
1.4.2 Period of Waste Assessment .....	30
1.4.3 Consideration of Solid, Liquid and Gaseous Wastes .....	30
1.4.4 Public Health Issues .....	31
1.5 Strategic Context .....	32
1.5.1 New Zealand Waste Strategy.....	32
1.5.2 Legislative Review .....	33
1.5.3 Other Relevant Waste Initiatives .....	34
1.5.4 Waste Disposal Levy and Information Reporting .....	38
1.5.5 Resource Management Act Review .....	40
1.5.6 Waste to Energy .....	40
1.5.7 International Commitments .....	42
1.6 Local and Regional Strategic Context.....	42
1.6.1 Local Strategic Context .....	42
1.6.2 Southland Regional Council (Environment Southland) .....	45
1.7 The Region.....	46
1.7.1 Invercargill.....	47
1.7.2 Gore.....	48
1.7.3 Southland .....	48

Southland Region Waste Assessment

1.8 Assessment of Strategic Context .....	49
<b>2.0 Waste Infrastructure .....</b>	<b>52</b>
2.1 Disposal Facilities .....	53
2.1.1 Class 1 Disposal Facilities .....	55
2.1.2 Emissions from Waste to Class 1 Landfills .....	56
2.1.3 Class 2-4 fills, Cleanfills, and Industrial Monofills .....	56
2.1.4 Other Disposal Facilities: Farm fills .....	58
2.1.5 Transfer Stations, Resource Recovery Centres, and Recycling Drop-off Points .....	58
2.1.6 Closed Landfills .....	63
2.2 Hazardous Waste Facilities and Services .....	65
2.3 Wastewater Treatment .....	65
2.4 Recycling and Reprocessing Facilities .....	65
2.5 Summary and Assessment .....	68
<b>3.0 Waste Services .....</b>	<b>69</b>
3.1 Council-provided Waste Services .....	69
3.1.1 Council Contracts .....	73
3.1.2 Other Council Services .....	73
3.1.3 Waste Education and Minimisation Programmes .....	74
3.2 Non-Council Services .....	74
3.3 Summary and Assessment .....	77
<b>4.0 Situation Review .....</b>	<b>79</b>
4.1 Waste to Class 1-5 Disposal .....	79
4.1.1 Waste to Class 1 Disposal .....	79
4.1.2 Council-Controlled Waste to Class 1 Landfill .....	81
4.1.3 Waste to Class 2-5 Fills .....	82
4.2 Composition and Activity Source of Waste .....	83
4.2.1 Composition to Class 1 Disposal .....	83
4.2.2 Composition of Kerbside Rubbish .....	85
4.3 Diversion Potential .....	87

Southland Region Waste Assessment

4.3.1 Waste to Southern Regional Landfill .....	87
4.3.2 Diversion Potential of Household Kerbside Waste.....	88
4.4 Current Performance Measurement .....	89
4.4.1 Per Capita Waste to Class 1 Landfills.....	89
4.4.2 Summary .....	91
<b>5.0 Review of the 2020 Waste Management and Minimisation Plan .....</b>	<b>93</b>
<b>6.0 Future Demand and Gap Analysis.....</b>	<b>95</b>
6.1 Future Demand .....	95
6.1.1 Population.....	95
6.1.2 Economic Activity .....	96
6.1.3 Changes in Lifestyle and Consumption .....	97
6.1.4 Changes in Waste Management Approaches .....	98
6.1.5 Summary of Demand Factors.....	99
6.2 Future Demand – Gap Analysis .....	99
6.2.1 Organic Waste .....	100
6.2.2 Waste Infrastructure .....	100
6.2.3 Kerbside Services.....	101
6.2.4 Regulation .....	101
6.2.5 Rural Waste .....	102
6.2.6 Medical Waste .....	103
6.2.7 Textiles.....	103
6.2.8 Disaster Waste .....	104
6.2.9 Leadership and Collaboration .....	104
<b>7.0 Statement of Options .....</b>	<b>105</b>
7.1 Options Categorised by Work Area.....	105
7.2 Regulation .....	107
7.3 Measuring/Monitoring .....	108
7.4 Education/Engagement .....	109
7.5 Waste Services .....	110

Southland Region Waste Assessment

7.6 Waste Infrastructure .....	112
7.7 Leadership.....	114
<b>8.0 Statement of Council's Intended Role .....</b>	<b>116</b>
8.1 Statutory Obligations and Powers .....	116
8.2 Overall Strategic Direction and Role .....	117
<b>A.1.0 Medical Officer of Health Statement .....</b>	<b>118</b>
<b>A.2.0 Classifications for Disposal to Land .....</b>	<b>120</b>
<b>A.3.0 National Legislative and Policy Context.....</b>	<b>128</b>
<b>A.4.0 WMMP Action Plan Review.....</b>	<b>139</b>

Southland Region Waste Assessment

## Glossary of Terms

---

Class 1-5 facilities	Classification system for facilities where disposal to land takes place. The classification system is provided in Appendix A.2.0 for reference.
Cleanfill	A cleanfill (properly referred to as a Class 5 fill) is any disposal facility that accepts only cleanfill material. This is defined as material that, when buried, will have no adverse effect on people or the environment.
C&D waste	Construction and demolition waste. Waste generated from the construction or demolition of a building including the preparation and/or clearance of the property or site. This excludes materials such as clay, soil, and rock when those materials are associated with infrastructure such as road construction and maintenance, but it includes building-related infrastructure.
Diverted material	Anything that is no longer required for its original purpose but for commercial or other waste minimisation activities would be disposed of or discarded.
Domestic waste	Waste from domestic activity in households.
ETS	Emissions Trading Scheme
ICI	Industrial, commercial, institutional
Landfill	A type of disposal facility as defined in S.7 of the Act, excluding incineration. Includes, by definition in the Act, only those facilities that accept 'household waste'. Also referred to as a Class 1 landfill.
LGA	Local Government Act 2002
Managed fill	A Class 3 disposal site requiring resource consent to accept well-defined types of non-household waste, e.g. low-level contaminated soils or industrial by-products, such as sewage by-products.
the Ministry	Ministry for the Environment
MRF	Materials recovery facility
MSW	Municipal solid waste

Southland Region Waste Assessment

NZ	New Zealand
NZWS	New Zealand waste strategy
Putrescible, garden, greenwaste	Plant based material and other bio-degradable material that can be recovered through composting, digestion or other similar processes.
RRP	Resource recovery park
RTS	Refuse transfer station
Service delivery review	As defined by s17A of the Local Government Act 2002. councils are required to review the cost-effectiveness of current arrangements for meeting the needs of communities within its district or region for good-quality local infrastructure, local public services, and performance of regulatory functions. A review under subsection (1) must consider options for the governance, funding, and delivery of infrastructure, services, and regulatory functions.
TA	Territorial authority (a city or district council)
Waste	Means, according to the Act: <ul style="list-style-type: none"> <li>a) Anything disposed of or discarded, and</li> <li>b) Includes a type of waste that is defined by its composition or source (for example, organic waste, electronic waste, or construction and demolition waste); and</li> <li>c) To avoid doubt, include any component or element of diverted material if the component or element is disposed of or discarded</li> </ul>
WA	Waste Assessment as defined by s51 of the Act. A Waste Assessment must be completed whenever a WMMP is reviewed
WMA	Waste Minimisation Act 2008, also referred to as 'the Act'
WMMP	A Waste Management and Minimisation Plan as defined by s43 of the Act
WWTP	Wastewater treatment plant

Southland Region Waste Assessment

# 1.0 Introduction

This Waste Assessment has been prepared for the councils of the Southland region; Invercargill City Council (ICC); Gore District Council (GDC); and the Southland District Council (SDC) (including Stewart Island but excluding Milford Sound), known here as 'the Councils', by Eunomia Research & Consulting in accordance with the requirements of the Waste Minimisation Act 2008 (the Act). This document provides background information and data to support the Councils' waste management and minimisation planning process.

## 1.1 Structure of this Document

This document is arranged into a number of sections designed to help construct a picture of waste management in the Southland region. The key sections are outlined below.

### **Introduction**

The introduction covers a number of topics that set the scene. This includes clarifying the purpose of this Waste Assessment, its scope, the legislative context, and key documents that have informed the assessment.

### **Southland Region**

This section presents a brief overview of key aspects of the region's geography, economy, and demographics that influence the quantities and types of waste generated and potential opportunities. It also provides an overview of regional waste facilities and initiatives that may be of relevance to how we manage our waste.

### **The Districts/City**

This section presents a brief overview of key aspects of each area's geography, economy, and demographics that influence the quantities and types of waste generated and potential opportunities.

### **Waste Infrastructure, Services, Data and Performance Measurement**

These sections examine how waste is currently managed, where waste comes from, how much there is, its composition, and what infrastructure is required to manage it.

### **Gap Analysis and Future Demand**

This section provides an analysis of what is likely to influence demand for waste and recovery services in the region and identifies key gaps in current and future service provision and in the Councils' ability to promote effective and efficient waste management and minimisation.

### **Statement of Options & Councils' Proposed Role**

These sections develop options available for meeting the forecast future demand and identify the Councils' proposed role in ensuring that future demand is met and that each Council is able to meet their statutory obligations.

### **Statement of Proposals**

The statement of proposals sets out what options are available to meet the project demand or address the key issues. The proposals will be assessed against the strategic direction for each of the Councils, and preferred options will be carried forward into the Waste Management and Minimisation Plans (WMMPs).

Southland Region Waste Assessment

## Appendices

The appendices include the consultation response from the Medical Officer of Health as well as additional detail on the national context, legislation, and background principles.

## 1.2 Purpose of this Waste Assessment

This Waste Assessment is intended to provide an initial step towards the development of joint WMMP for the Councils; and sets out the information necessary to identify the key issues and options that will then be prioritised and included in the draft WMMP.

Section 51 of the Act outlines the requirements of a waste assessment, which must include:

- a description of the collection, recycling, recovery, treatment, and disposal services provided within the territorial authority's (TA's) area;
- a forecast of future demands;
- a statement of options available to meet the forecast demands with an assessment of the suitability of each option;
- a statement of the TA's intended role in meeting the forecast demands;
- a statement of the TA's proposals for meeting the forecast demands; and
- a statement about the extent to which the proposals will protect public health, and promote effective and efficient waste management and minimisation.

## 1.3 Legislative Context

### 1.3.1 Waste Minimisation Act (2008)

The primary legislation relating to waste is the Waste Minimisation Act (2008).

To further its aims, the Act requires councils to promote effective and efficient waste management and minimisation within their district. To achieve this, all councils are required by the legislation to adopt a WMMP.

The Act requires every TA to complete a formal review of its existing WMMP at least every six years. The review must be consistent with WMA sections 50 and 51. Section 50 of the Act also requires all councils to prepare a 'waste assessment' prior to reviewing its existing plan. This document has been prepared in fulfilment of that requirement. In order to comply with the Act, the Councils will need to formally receive the Waste Assessment by July 2025 and make a decision to continue with the existing plan, amend, or revoke it and replace the existing plan with a new WMMP.

Government is currently working on developing new legislation to update and replace the Act along with the Litter Act (1979). Previous advice from MfE was that the new legislation would be guided by Te Rautaki Para (TRP) – New Zealand Waste Strategy, which was published in 2023<sup>3</sup>, and would aim to build a low-emissions, circular economy by 2050. However, TRP was subsequently replaced by the

---

<sup>3</sup> <https://environment.govt.nz/what-government-is-doing/areas-of-work/waste/aotearoa-new-zealand-waste-strategy/>

Government's "Waste and Resource Efficiency Strategy" in March 2025, with an overall direction of "minimising waste and improving waste management".

The new legislation was expected to be introduced to Parliament in early 2025, followed by the select committee process, with enactment anticipated by mid-2025. However, the Minister for the Environment (Hon Penny Simmonds) recently stated that the reformed Act and Litter Act would "ensure New Zealand has fit-for-purpose, modern waste legislation that gives us more options and flexibility to reduce and manage waste effectively and efficiently... The objective is to have new waste legislation in place before the election" (i.e. by late 2026)<sup>4</sup>. The government also announced in December 2024 that previously agreed policies relating to household kerbside food scraps collections, performance standards for kerbside waste, and data reporting for private household collection providers would not be implemented.

All things considered, the current Government direction on waste management is notably divergent from the previous government, making it very difficult to predict what changes can be expected in any new waste legislation.

Further detail on key waste-related legislation is contained in Appendix A.3.0.

## 1.3.2 Climate Change Response Act (2002)

The Climate Change Response Act (2002) established two key tools that influence the waste sector; the Emissions Trading Scheme and the Emission Reduction Plans.

### 1.3.2.1 Emissions Trading Scheme

Since 2013, Class 1 landfill owners have been required by the Climate Change (Emissions Trading) Amendment Act 2008 to surrender emission units to cover methane emissions. If any solid waste incineration plants are constructed (without energy recovery), this act would also require emission units to be surrendered to cover greenhouse gas emissions from the incineration of household wastes.

The number of emissions units that need to be surrendered is based on a calculation of how much methane is generated from a tonne of waste. As a starting point, landfills use a default emissions factor for waste (DEF). This is the methane assumed to be generated by each tonne of waste and is currently set at 0.91 tonnes of CO<sub>2</sub>-e (CO<sub>2</sub> equivalent) per tonne of waste.

However, landfill operators can reduce their liabilities under the ETS through the use of a unique emissions factor (UEF). The UEF is a calculation of actual methane released by the specific landfill. This can be done by either capturing the methane that is generated or showing (based on the type of waste going into the landfill) that the landfill generates a different amount of methane to the default.

The landfill used for most of Southland's Class 1 waste disposal, SRL, has a gas capture system and the landfill gas is used onsite in the lime kilns, reducing the use of coal. SRL has a gazetted unique emissions factor of 0.091 tonnes of CO<sub>2</sub>-e per tonne of waste<sup>5</sup>.

The recent decision to make food scraps collection voluntary rather than mandatory could impact methane emissions by maintaining higher levels of organic waste in landfills. This underscores the importance of effective methane capture and monitoring systems under the ETS framework. The ETS remains a critical mechanism for driving emissions reductions within the waste sector, particularly as councils navigate voluntary initiatives for organic waste diversion under the updated policy framework.

---

<sup>4</sup> [17 December 2024 - Rotorua Lakes Council](#)

<sup>5</sup> [Notice of Approval of Unique Emissions Factors - 2024-au2101 - New Zealand Gazette](#)

The other component of the calculation of a landfill's liability under the ETS is the price of carbon. New Zealand units (NZU) had been changing hands for between \$70 and \$85 during 2023, but prices have dropped during 2024 and are now \$63.95<sup>6</sup> at the time of writing. While the recent drop in carbon prices introduces uncertainty, future adjustments to ETS settings may stabilise the market and provide clearer incentives for emissions reduction.

The cost of NZUs has been increasing steadily for the last couple of years, due largely to changes made to the types of offsets that are eligible under the ETS; however, the market has recently been disrupted due to uncertainty over the future of the ETS, and several large funds failing to complete transactions. Class 2-5 fills and closed landfills (along with certain other excluded landfills) are not currently covered by the ETS.

The implications of the ETS and carbon prices are explored further in Appendix A.3.8.

### 1.3.2.2 Emission Reduction Plans

The Climate Change Commission (CCC) was established to provide impartial expert evidence to the government to support initiatives that would reduce greenhouse gas emissions and address climate change mitigation and adaptation, contributing towards the goals set out in the Climate Change Response Act 2002. The CCC reviewed the waste sector and provided its final advice to the government in the Emissions Reduction Plan (May 2022)<sup>7</sup>.

The first Emissions Reduction Plan (ERP), released in May 2022, identified the waste sector as a significant source of biogenic methane emissions, with 94% of such emissions in 2019 coming from the anaerobic decomposition of organic waste in landfills. The CCC's advice at the time was clear.

The advice of the CCC is that, unless waste management practices and policy settings in New Zealand change significantly, we will not meet the targets set in the 2002 Act:

*"current policies will not deliver the emissions reductions we must achieve."*

Comprehensive action is required to reduce waste overall, divert waste from landfill disposal, and improve/extend landfill gas capture systems.

The key actions for the waste sector are:

- enable households and businesses to reduce organic waste (reduction of food scraps at home and in businesses, and participation in improved kerbside collections);
- divert more organic waste from landfill (improve household kerbside collections of food and garden waste, invest in processing and recovery infrastructure for organics, require organic waste to be separated);
- reduce and divert construction and demolition waste (minimisation, sorting and processing infrastructure, separation of material);
- bans or limits for organic waste to landfill – potentially by 2030;
- increase gas capture from Class 1 landfills (regulations requiring gas capture, investigate additional gas capture); and

---

<sup>6</sup><https://coremarkets.co/resources/market-prices> as at 23 January 2025

<sup>7</sup> <https://environment.govt.nz/assets/publications/Aotearoa-New-Zealands-first-emissions-reduction-plan.pdf>

- improve waste data including a national operator licensing scheme (which will improve information on greenhouse gas emissions).

The Plan includes a 'waste pathway to 2035' which is highly consistent with Te rautaki para.

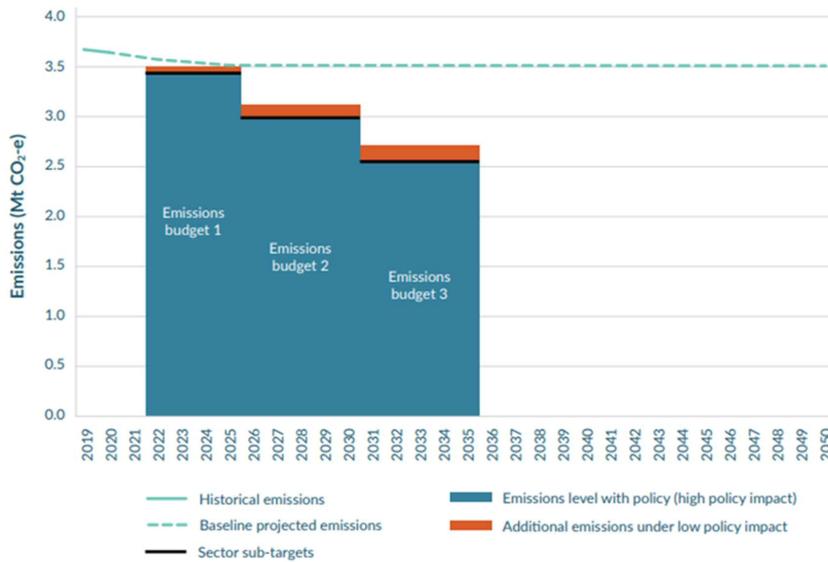
Key actions over the next ten years include:

- 2023: organic waste prevention programmes and increased investment in resource recovery
- 2024: new waste legislation, national waste reporting, wider coverage of kerbside organics collections, more organics recovery/processing
- 2025: new regulations to drive emissions reduction, national waste licensing, all Class 1 landfills capturing gas
- To 2030: possibly organic waste landfill limits or bans
- To 2035: target of 40% reduction in biogenic methane (from 2017 levels)

New Zealand has a long-term target of net zero greenhouse gases by 2050, and a specific target for biogenic methane of 24 – 47% reduction by 2050 under the Climate Change Response Act (2002).

It is worth noting that even with all of the initiatives proposed the waste sector would still fall short of achieving the first sub-target (2022 – 2025) but would come very close to the target in the period 2026 – 2035, as shown in the chart below:

**Figure 1: Total projected methane emissions from waste showing the impact of proposed combined waste policy options**



Southland Region Waste Assessment

Source: Ministry for the Environment, 2022. *Te hau mārohi ki anamata | Towards a productive, sustainable, and inclusive economy*. Wellington: Ministry for the Environment. This assumes 40% of food waste diverted to composting and 60% to anaerobic digestion and 100% of green waste to composting.

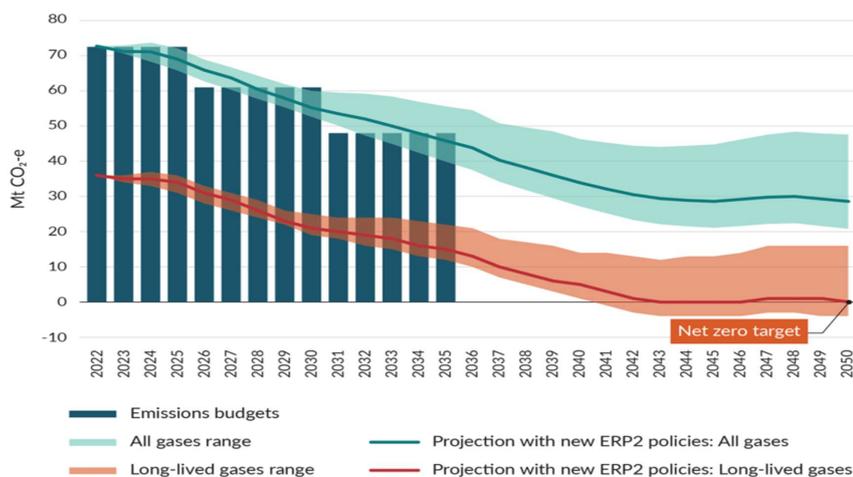
On 11 December 2024, the Government released its second Emissions Reduction Plan (ERP2)<sup>8</sup>, which builds on the first ERP and outlines strategies for the next emissions budget period (2026–2030). The ERP2 highlights continued efforts in the waste sector but acknowledges significant challenges in achieving emissions reduction targets. Recent reports have revealed that New Zealand is on track to meet its interim emissions reduction targets for 2022–2025<sup>9</sup>. Analysis highlights the need for accelerated action to reduce emissions across all sectors, including waste.

The CCC's updated analysis<sup>10</sup> underscores the critical importance of comprehensive action, particularly in:

- Scaling up organic waste diversion programmes
- Investing in infrastructure for organics processing and recovery
- Enhancing landfill gas capture regulations and technologies
- Introducing potential limits or bans on organic waste disposal

Figure 2 below shows that net emissions are now projected to be zero in 2050. Projections show New Zealand is also on track to achieve the methane target in 2050. Biogenic methane emissions are expected to have reduced by 24.9 per cent in 2050, which is within the legislated target band of a 24 to 47 per cent reduction, and in 2030 biogenic methane emissions are expected to have reduced by 10 per cent, consistent with the target for that year.

**Figure 2: Emissions projections with new ERP2 policies and sensitivity range (Mt CO<sub>2</sub>-e), 2022–50**



<sup>8</sup> <https://environment.govt.nz/publications/new-zealands-second-emissions-reduction-plan/climate-strategy/>

<sup>9</sup> <https://environment.govt.nz/news/second-report-on-government-target-9-released/>

<sup>10</sup> <https://www.climatecommission.govt.nz/our-work/monitoring/emissions-reduction-monitoring/erm-2024/>

Southland Region Waste Assessment

Source: Ministry for the Environment, 2024<sup>11</sup>.

## 1.4 Scope

### 1.4.1 General

As well as fulfilling the statutory requirements of the Act, this Waste Assessment will build a foundation that will enable the Councils to review and/or update (as necessary) the joint WMMP in an informed and effective manner. In preparing this document, reference has been made to the Ministry for the Environment's 'Waste Management and Minimisation Planning: Guidance for Territorial Authorities'<sup>12</sup>.

A key issue for this Waste Assessment will be forming a clear picture of waste flows, waste management options and waste reduction/diversion opportunities in the region. The Act requires that a waste assessment must contain:

*"A description of the collection, recycling, recovery, treatment, and disposal services provided within the territorial authority's district (whether by the territorial authority or otherwise)".*

This means that this Waste Assessment must take into consideration all waste and recycling services carried out by private waste operators as well as the Councils' own services. While the Councils have reliable data on the waste flows that they control (including data relating 'authorised users' accessing the Southern Regional Landfill (SRL) under a WasteNet agreement with AB Lime); data on those services provided by private industry is limited, and although data on waste quantities to individual regulated facilities is collected by MfE, this data is not available to TAs. Reliable, regular data on waste flows is important if the TAs choose to include waste reduction targets in their WMMP and monitor progress.

### 1.4.2 Period of Waste Assessment

The Act requires WMMPs to be reviewed at least every six years, but it is considered prudent to take a longer-term view. The horizon for the WMMP is not fixed but is assumed to be centred on a 10-year timeframe, in line with council long-term plans (LTPs). For some assets and services, it is necessary to consider a longer timeframe and this is taken into account where appropriate. Therefore, the period of the Waste Assessment looks forward over at least the next ten years, and sometimes longer (in the case of facilities, e.g. landfill consenting).

### 1.4.3 Consideration of Solid, Liquid and Gaseous Wastes

The guidance provided by the Ministry for the Environment on preparing Waste Management and Minimisation Plans states that:

*"Councils need to determine the scope of their WMMP in terms of which wastes and diverted materials are to be considered within the plan".*

The guidance further suggests that liquid or gaseous wastes that are directly managed by a TA, or are disposed of to landfill, should be seriously considered for inclusion in a Plan.

Other wastes that could potentially be within the scope of the WMMP include gas from landfills and the management of biosolids from wastewater treatment plant (WWTP) processes.

---

<sup>11</sup> <https://environment.govt.nz/publications/new-zealands-second-emissions-reduction-plan/climate-strategy/>

<sup>12</sup> Ministry for the Environment (2015), Waste Management and Minimisation Planning: Guidance for Territorial Authorities

In line with the Councils' previous WMMPs, this Waste Assessment is focused on solid waste that is disposed of to land or diverted from land disposal, including solid waste collected and disposed of by commercial enterprises as well as waste collected by the councils. However, given the current work on restructuring water services (including wastewater)<sup>13</sup>, this WA and any resulting WMMPs will not include the management of solid wastes resulting from these activities.

## 1.4.4 Public Health Issues

Protecting public health is one of the original reasons for local authority involvement in waste management. The New Zealand Waste Strategy highlights the harm mismanaged waste and litter can cause, and the Waste Minimisation Act places specific requirements on TAs to provide prompt, efficient, and regular waste collection.

Protection of public health is currently addressed by a number of pieces of legislation, most significantly the Health Act (1956), the Hazardous Substances and New Organisms Act (1996) and the Health and Safety at Work Act (2015). Discussion of the implications of the legislation is contained in Appendix A.3.0.

### 1.4.4.1 Key Waste Management Public Health Issues

Key issues that are likely to be of concern in terms of public health include the following:

- population health profile and characteristics;
- implications of pandemic management, e.g. increases in some waste materials;
- meeting the requirements of the Health Act 1956;
- management of putrescible wastes;
- management of nappy and sanitary wastes;
- potential for dog/seagull/vermin strike;
- timely collection of material;
- locations of waste activities;
- management of spillage;
- litter and illegal dumping;
- medical waste from households and healthcare operators;
- storage of wastes;
- management of biosolids/sludges from WWTP;
- management of hazardous wastes (including asbestos, e-waste, etc.);
- private on-site management of wastes (i.e. burning, burying);
- unknown impacts of discharges to air from any future large scale mixed waste incinerator

---

<sup>13</sup> [Water Services Policy and Legislation - dia.govt.nz](https://www.dia.govt.nz/water-services-policy-and-legislation)

- closed landfill management including air and water discharges, odours and vermin; and
- health and safety considerations relating to collection and handling.

#### 1.4.4.2 Management of Public Health Issues

From a strategic perspective, the public health issues listed above are likely to apply to a greater or lesser extent to virtually all options under consideration. For example, illegal dumping tends to take place irrespective of the local waste collection and transfer station systems in place. Some systems may possibly exacerbate the problem (infrequent collection, user-charges, inconveniently located facilities etc.) but, by the same token, the issues can be reduced and managed through methods such as enforcement, education and by providing convenient facilities. It is also known that illegal dumping continues to be a problem even in areas where disposal is free of charge.

In most cases, public health issues can be addressed by setting appropriate performance standards for waste services. It is also important to ensure performance is monitored and reported on and that there are appropriate structures within the contracts for addressing public health issues that arise. There is now increased emphasis on workplace health and safety under the Health and Safety at Work Act 2015. This legislation can impact on the choice of collection methodologies and working practices and the design of waste facilities, for example.

In addition, public health impacts will be able to be managed through consideration of potential effects of planning decisions, especially for vulnerable groups. That is, potential issues will be identified prior to implementation so they can be mitigated.

### 1.5 Strategic Context

#### 1.5.1 New Zealand Waste Strategy

In March 2025, MfE released the “Waste and Resource Efficiency Strategy”<sup>14</sup>, replacing the 2023 Te rautaki para | Waste Strategy.

The Waste and Resource Efficiency Strategy was developed following targeted consultation and sets out Government’s priorities for minimising waste and improving waste management, along with what Government wants to achieve and how it will get there.

The outcomes in the Strategy are:

- Reduction of waste disposal per person
- Increase 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 (including, where relevant, consideration of impacts not just associated with disposal)
- Ensuring resource recovery and disposal facilities are managed to minimise their environmental impacts
- Limiting the environmental harm caused by contaminated sites including legacy sites.

---

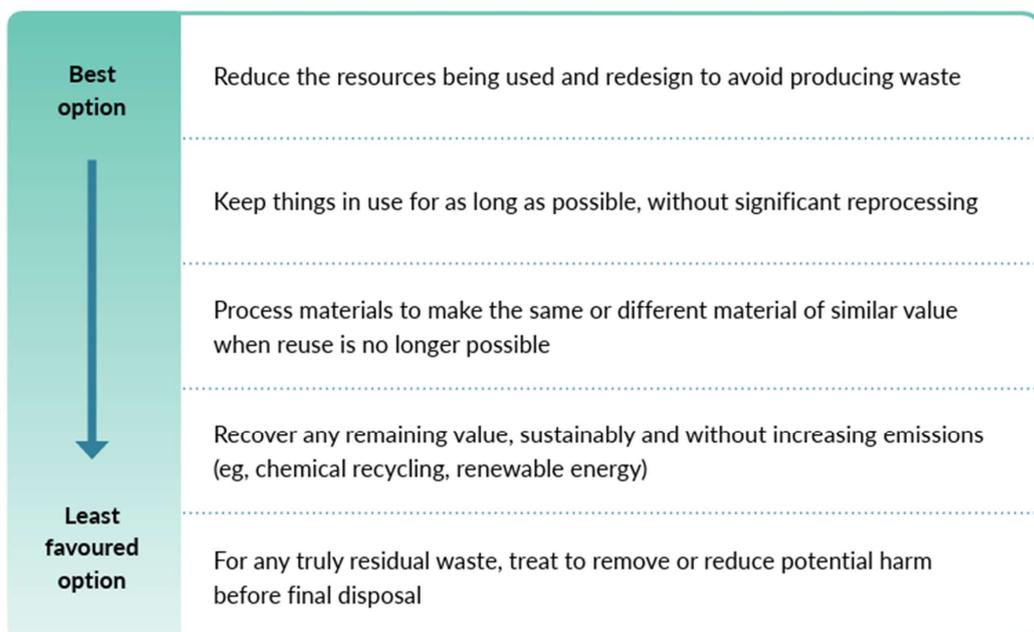
<sup>14</sup> [Waste and resource efficiency strategy | Ministry for the Environment](#)

These outcomes will be achieved through:

1. Fit-for-purpose legislation that supports an efficient market for waste management and recycling, optimal investment decisions, and appropriate responsibilities across the supply chain
2. Cost-effective, outcomes-focused investment of the waste disposal levy in infrastructure, innovation and local projects
3. Working with the sector, business, iwi/Māori, local government and communities to develop and implement practical cost-effective solutions
4. Where necessary, targeted policy and regulatory measures
5. Using the waste hierarchy to guide decision-making, enabling us to keep resources in the economy at their highest value where possible.

A revised waste hierarchy is included in the Strategy, shown below; intended to illustrate which options are the best, and which are least favoured – the general principle being that options towards the top of the hierarchy have better waste minimisation outcomes and less environmental impact than those towards the bottom of the hierarchy.

**Figure 3: Revised Waste Hierarchy**



### 1.5.2 Legislative Review

As signalled during previous consultation processes and work programmes MfE is also currently working on a review of the Waste Minimisation and Litter Acts.

Southland Region Waste Assessment

The Waste Minimisation Act has previously been amended several times; most recently by the Waste Minimisation (Waste Disposal Levy) Amendment Act 2024. This Act enabled the portion of the waste disposal levy held by central government to be spent on a wider range of activities, including the addition of activities that reduce environmental harm, management of emergency waste, MfE operational costs, and remediation of contaminated sites.

In 2021 it was amended by several waste disposal levy regulations<sup>15</sup>, which set out the progressive increase and expansion of the landfill levy starting 1 July 2021; and supplemented by regulations banning specific items, including microbeads<sup>16</sup> (2017), plastic shopping bags<sup>17</sup> (2018), and numerous tranches of plastic packaging during 2022 and 2023, as described in section 1.5.3.4.

Currently, the Act provides for half of the revenue from the waste levy to be distributed to councils. These funds are provided pro rata, based on population, and must be spent on waste minimisation and in accordance with each authority's WMMP. This provision could be amended as part of the current legislative review.

## 1.5.3 Other Relevant Waste Initiatives

### 1.5.3.1 Container Return Scheme

Container return schemes (CRS) place a deposit on all containers when sold. This deposit can then be redeemed by consumers when they return the containers. These schemes are in wide use worldwide including Australia and are designed to promote higher rates of recovery of containers and reduce littering by providing an incentive to consumers.

In 2019, the Ministry funded a project led by Auckland Council and Marlborough District Council on the research and design of a potential container return scheme for New Zealand. The outcomes from this project were reported to the Ministry, who analysed the information and produced advice for ministers.

As part of the 'Transforming Recycling' consultation, the Ministry then consulted on a detailed implementation proposal for a container return scheme in New Zealand; and feedback indicated widespread support.

In early 2023, the government announced that the CRS development would be put on hold. This position has since been softened to a 'delay' but it remains unclear when, or how, a CRS would be introduced for New Zealand.

The implementation document proposed a deposit of 20c per container for a wide range of beverage containers, excluding 'fresh milk' (the logic being that this product is rarely consumed outside the home and can be recycled in kerbside collection). Depending on the details of the eventual container return scheme, and the extent to which containers may be captured in the scheme, two key effects on household kerbside recycling collections are likely:

- The quantity of containers collected in a kerbside collection would reduce; and
- The value of containers that are part of the CRS, but are still collected in a kerbside collection, will likely result in income for the 'owner' of the items. Usually, the owner is either a council and/or its contractor; so the impact of material lost from kerbside recycling schemes may be mitigated to some extent by deposit redemptions.

---

<sup>15</sup> <https://www.legislation.govt.nz/regulation/public/2021/0068/latest/LMS474556.html#LMS474591>

<sup>16</sup> [https://www.legislation.govt.nz/regulation/public/2017/0291/latest/DLM7490715.html?search=ts\\_act%40bill%40regulation%40deemedreg\\_microbeads\\_rese1\\_25\\_a&p=1](https://www.legislation.govt.nz/regulation/public/2017/0291/latest/DLM7490715.html?search=ts_act%40bill%40regulation%40deemedreg_microbeads_rese1_25_a&p=1)

<sup>17</sup> <https://www.legislation.govt.nz/regulation/public/2018/0270/6.0/whole.html>

One possible implication for the Councils, if a CRS was introduced, is that the frequency of recycling collections could be reduced due to lower volumes of material. The current MfE work programme indicates that the review of the Waste Minimisation Act would include provision for the regulatory settings that enable a CRS.

### 1.5.3.2 Kerbside Standardisation

In 2019 the Ministry completed a national review of kerbside collections and made recommendations as to how to achieve consistency across the country. The report was completed in 2020<sup>18</sup>, and the Ministry then considered implementing the three main recommendations:

1. A standard set of items accepted in kerbside recycling collections
2. Glass collected separately from other material streams
3. A weekly kerbside food scraps collection service for households.

The Ministry consulted on a detailed implementation proposal for kerbside standardisation in New Zealand as part of the 'Transforming Recycling' consultation document<sup>19</sup>.

Five policy decisions were subsequently made which would have set requirements relating to household kerbside recycling collections, household food scraps collections, and performance standards.

Only one of these five policy decisions was taken through to regulation, with standardised materials in kerbside recycling set through the Gazette notice "Standard Materials for Kerbside Collections Notice 2023"<sup>20</sup>. In December 2024, Government updated information on the MfE website stating that the policies relating to kerbside standardisation that have not been implemented at this stage would not be taken forward.

Under the abovementioned gazette notice, existing kerbside recycling collections are required to exclude tetrapak and other gabletop/liquid paperboard containers, foil, aerosols, soft plastics, polystyrene, and plastic bottles and containers #3, 4, 6 and 7. Councils have the discretion whether to collect glass separately or comingled with other materials (although best practice was recognised in supporting documents as separated glass collection). Kerbside standardisation only applies to council-provided services (either in-house or via a contractor), with the hope that the private and community sector will choose to align their kerbside services with these requirements.

Current council-provided household kerbside recycling collections in Southland region currently partially comply with the Gazette notice, in that ICC and SDC provide a fully-comingled household kerbside recycling collection (fortnightly), but Gore only provides a glass recycling collection (monthly). As per the Gazette notice, Gore is required to comply with the kerbside standardisation requirements for household kerbside recycling collections by 1 January 2027, which will involve extending the kerbside recycling service to include the other required materials – paper and cardboard; plastic bottles, trays and containers (plastic resin grades #1, #2, and #5); aluminium and steel tins and cans.

### 1.5.3.3 Priority Products

The Act allows for products to be named as a 'priority product'. Once a product has been named as such, an extended producer responsibility approach must be taken and a regulated product

---

<sup>18</sup> <https://www.wasteminz.org.nz/wp-content/uploads/2020/08/Final-1.0-Standardising-Kerbside-Collections-in-Aotearoa.pdf>

<sup>19</sup> <https://environment.govt.nz/assets/publications/Transforming-recycling-consultation-document.pdf>

<sup>20</sup> [Standard Materials for Kerbside Collections Notice 2023 \(Notice No. 1\) - 2023-go4222- New Zealand Gazette](#)

stewardship scheme developed. The goal of product stewardship schemes is to place the full cost of managing end-of-life products with the producers/importers, retailers, and consumers; not the general community and/or councils.

The first seven priority products named are:

1. Plastic packaging
2. Tyres
3. Electrical and electronic products (e-waste including large batteries)
4. Agrichemicals and their containers
5. Refrigerants
6. Farm plastics
7. Single-use plastic packaging

The Ministry has taken a 'co-design' approach, which involves industry developing and operating product stewardship schemes with central government oversight. Progress on the schemes, and parties involved, are summarised below.

**Table 9: Priority Product Schemes**

Priority product	Progress made	Lead agency/ies
Tyres	<p>Consultation on proposed regulations late 2021, scheme accredited October 2020, regulation in effect.</p> <p>Implemented in two phases: from 1 March 2024, tyres must be sold in accordance with the accredited tyre scheme and then the scheme began full operations on 1 September 2024</p>	<a href="#">Tyrewise</a>
Large batteries	<p>Consultation on proposed regulations in late 2021</p> <p>Initial stages of the large battery stewardship scheme, led by the Battery Industry Group, were completed in 2024</p>	<a href="#">Battery Industry Group</a>

Southland Region Waste Assessment

	Regulation is anticipated to be in effect from 2025	
Refrigerants (and other synthetic greenhouse gases)	<p>Consultation on regulations in late 2022</p> <p>Cool-Safe scheme accredited in July 2024</p> <p>Voluntary until regulation are enacted, which are yet to be confirmed</p>	<a href="#">Cool-Safe</a>
Farm plastics, agrichemicals and containers (farm waste)	Subject to Cabinet approval, the Ministry plans to consult on the regulation in early 2025	<a href="#">The Agrecovery Foundation</a>
Electrical and electronic products (e-waste)	<p>Scheme design in 2023</p> <p>Consultation on regulations in 2025</p>	<a href="#">TechCollect</a>
Plastic packaging	<p>Co-design underway</p> <p>Research report published in February 2024</p> <p>Consultation on regulations timeline to be confirmed</p>	<a href="#">Packaging Forum and Food &amp; Grocery Council</a>

### 1.5.3.4 Product Bans

In June 2021, the Government announced a phased approach to banning certain single-use and hard-to-recycle plastics. This initiative aimed to address problematic plastic waste through three stages of phase-outs. The first two stages have been implemented, while the third stage has been delayed under the updated government framework.

In April 2022, the Ministry announced that regulations had been passed to enable the implementation of the first tranche of bans for problematic plastic items. These regulations include:

- plastic cotton buds;
- plastic drink stirrers;
- oxo- and photo-degradable plastic products;

Southland Region Waste Assessment

- certain PVC food trays and containers (pre-formed and rigid);
- polystyrene takeaway packaging; and
- expanded polystyrene food and beverage packaging.

The bans took effect from 1 October 2022.

Two more 'tranches' of bans are planned. From 1 July 2023, the following were banned:

- plastic produce bags;
- plastic tableware;
- plastic straws; and
- non-compostable plastic produce labels.

The third tranche of bans, originally planned for mid-2025, would have included all remaining PVC and polystyrene food and drink packaging. However Government announced in December 2024 that this deadline has been removed to allow for further analysis and planning. The Ministry is now reconsidering the next steps for these products, and no new timeline has been set.

### 1.5.3.5 Data and Monitoring

Alongside the increase and expansion of the waste levy, the Ministry has developed protocols to collect data from the additional facilities that now pay the landfill levy (Class 2-4 landfills). The Ministry has also adopted regulations that enable the collection of some data from Class 5 fills and transfer stations<sup>21</sup> and has proposed an approach for performance reporting by councils in the current consultation. The revised National Waste Data Framework, originally planned for release in late 2023, has been delayed, and its timeline for publication is currently unclear.

While initial proposals from the Ministry included requirements for waste operators to be licensed by a central agency as part of the new Act, the Ministry has since indicated that this is no longer being pursued. The Ministry has also indicated that data are to be reported on the quantities of waste handled; and that requirements for construction site waste management plans will be included in a revision of the Building Act. It is not clear what the timeframes or specific requirements will be.

### 1.5.4 Waste Disposal Levy and Information Reporting

In April 2021 the government introduced regulation to expand the scope of the levy from Class 1 landfills to also include classes 2-4<sup>22</sup>, and to require operators of industrial monofills and Class 5 fills to report data on the quantity of waste received. Section 2.1 defines the different types and classes of fills.

The Waste Minimisation (Waste Disposal Levy) Amendment Act 2024<sup>23</sup> came into force on 1 July 2024. This amendment broadens the scope of the waste disposal levy, enabling funds to be used for a wider range of environmental outcomes, including the remediation of contaminated sites and support for local authorities in managing emergency waste. It also introduces a second phase of levy rate changes to incentivise waste reduction and support better resource use.

---

<sup>21</sup> <https://www.legislation.govt.nz/regulation/public/2021/0069/latest/whole.html>

<sup>22</sup> <https://www.legislation.govt.nz/regulation/public/2021/0069/latest/whole.html>

<sup>23</sup> <https://environment.govt.nz/acts-and-regulations/acts/waste-minimisation-act-waste-disposal-levy-amendment-act-2024/>

Southland Region Waste Assessment

The table below shows the timetable and rates for the new levy regime:

**Table 10: Levy Rates by Disposal Facility Type and Year**

DISPOSAL FACILITY CLASS	1-Jul-21	1-Jul-22	1-Jul-23	1-Jul-24	1-Jul-25	1-Jul-26	1-Jul-27
Municipal landfill (class 1)	\$20	\$30	\$50	\$60	\$65	\$70	\$75
Construction and demolition fill (class 2)		\$20	\$20	\$30	\$35	\$40	\$45
Managed fill (class 3)			\$10	\$10	\$15	\$15	\$20
Controlled fill (class 4)			\$10	\$10	\$15	\$15	\$20

Source: <https://www.mfe.govt.nz/waste/waste-and-government>

As the landfill levy is expanded and raised, there will be an impact on the quantity of material going to the different destinations; however, the extent to which this occurs, and for which materials, depends on a number of other factors. The potential impacts are explored further in Appendix A.3.0.

The requirement for all fills to at least report data on the quantity of waste received will provide a much greater understanding of the role that all types of facilities play in waste management. These requirements took effect from the beginning of 2023 with Class 3/4 disposal facilities, cleanfills, transfer stations, and industrial monofills the last to start reporting (from 1 January 2023). It is important to note that this information is provided directly to the Ministry and is not readily available to the public nor TAs.

In June 2024, as part of the annual budget process, the Government made changes to the Waste Minimisation Act that allows the central government portion of the landfill levy to be spent on a wider range of activities. The new activities allowed include:

- a. Activities that reduce environmental harm or increase environmental benefits
- b. Management of emergency waste and repairing/replacing waste infrastructure damaged in an emergency
- c. The MfE's waste and hazardous substances work programme (in the past, the waste levy has not been able to be used to fund operational costs)
- d. Remediation of contaminated sites including mining and industrial processes

Information provided by MfE staff suggests that the priorities for use of the waste levy will be, firstly, emergency waste management, the MfE work programme, and activities to improve and protect the environment; and then waste management and minimisation projects.

11. In the second category, indications are that funds will be split in the following way:

- a) System design for priority products – 2-5%
- b) Innovation, community solutions, and education across the priority material streams of C&D, organics, plastics and kerbside recyclables – 5-10%
- c) Infrastructure, across all priority material streams – 70-80%

Southland Region Waste Assessment

- d) Contaminated sites including vulnerable landfill remediation – 15-25%<sup>24</sup>

The cost of NZUs has been increasing steadily for the last couple of years, due largely to changes made to the types of offsets that are eligible under the ETS; however, the market has recently been disrupted due to uncertainty over the future of the ETS, and several large funds failing to complete transactions. Class 2-5 fills and closed landfills (along with certain other excluded landfills) are not currently covered by the ETS.

The implications of the ETS and carbon prices are explored further in Appendix A.3.0.

### 1.5.5 Resource Management Act Review

The Resource Management Act 1991 (RMA) has undergone significant changes in recent years. In 2023, the New Zealand Parliament passed the Natural and Built Environment Act (NBA) and the Spatial Planning Act (SPA) to replace the RMA. However, following the 2023 general election, the new government repealed both the NBA and SPA in December 2023, reinstating the original RMA. As of December 2024, the RMA is in effect, with new replacement legislation under development.

### 1.5.6 Waste to Energy

There have been several applications to councils around New Zealand for waste to energy facilities, mostly incinerators (when waste is burned to create electricity, and sometimes heat). Due to the nature of these facilities, the ideal locations are the more rural areas and so it tends to be the smaller rural councils that are receiving applications for large waste to energy facilities.

The current national policy environment does not provide strong direction on what is appropriate to achieve the goals in Te rautaki para | the New Zealand Waste Strategy. It states “*Pyrolysis, incineration or gasification of municipal solid waste is unlikely to align with our circular economy goals, due to their negative effects on the climate, dependency on continued linear waste generation, and the likelihood of causing hazardous discharge*” but does not contain any specific policy or legislation. Any such proposal for an incinerator can only be assessed by a local council as a land use consent, so many of the wider implications e.g. waste ownership, impact on council's strategic direction for waste, or te ao Māori beliefs are not factors for strong consideration.

In 2023 two local councils commissioned Eunomia Research & Consulting on key waste to energy context generally, and in Waikato and Tauranga specifically. The key findings from the study in a quantitative sense related to carbon emissions, and concluded<sup>25</sup>:

- If the waste stream going to an incinerator were similar in composition to waste currently sent to landfill from the Southland district, carbon emissions would be higher than if it were to go to landfill;
- A hypothetical waste stream that was proportionally higher in plastics, rubber, and other fossil carbon (with organic waste removed) would result in even higher emissions again from incineration compared to landfill. It should be noted that this situation aligns most closely with New Zealand's current policy and strategy settings;
- The emissions from incinerating a hypothetical waste stream that represents mixed construction waste would produce lower emissions through incineration compared to sending this type of waste to landfill; and

<sup>24</sup> WasteMINZ webinar on Waste Minimisation Act amendments, June 2024, presented by MfE officers.

<sup>25</sup> <https://eunomia.co.nz/waste-to-energy-technology-implications-in-the-aotearoa-new-zealand-context/>

- Emissions from organic wastes are minimised by making use of anaerobic digestion rather than incineration or landfill (bearing in mind that this study only compared WtE technologies).

There are competing interests, varying levels of understanding, and complexities in navigating te ao Māori and iwi considerations in the WtE space. Iwi have the mandate for speaking on WtE issues within their rohe, but there is currently no dedicated collective iwi body specifically focused on waste management; such as there are with freshwater and climate. This is compounded by a lack of clarity and understanding generally of WtE in its various forms and little guidance for territorial authorities in how to appropriately engage with iwi on WtE projects. There is opportunity to develop a more cohesive approach to engaging with Māori views on waste issues.

While WtE as a way to deal with "waste" is still widespread in Europe (due to longevity in technology), there is a general trend towards moving away from WtE. This is because as rates of organic waste diversion increase, feedstocks are becoming more fossil-carbon intensive. At the same time electricity generation has steadily been decarbonising, with greater use of hydro, wind and solar power, complemented by nuclear power in some countries, with coal, oil and gas use reducing. Alongside this, circular economy policies focused on the top end of the waste hierarchy now drive the waste management strategies in Europe.

The recommendations from the study were that residual waste treatment and disposal technologies that are chosen should be those that best align with strategic aims to create a circular economy and reduce climate change impacts. Based on these considerations, the report recommends, for the Waikato region and Tauranga city and indeed Aotearoa New Zealand more generally, that:

- Food waste should be separated for anaerobic digestion, and/or composting with other organics, and this should be mandated nationwide;
- WtE 'incineration' for mixed waste and fossil-based materials should be avoided unless there is strong evidence that fossil fuel use will be directly offset, with a clear carbon benefit; and/or drives to increase circularity (as part of a circular economy) will not be impeded by the technology, in the short to medium term;
- In the view of the study's authors; if WtE for uses other than the above is to be effectively avoided, this will potentially require a strong level of sanction, and legislative and/or regulatory instruments should be considered;
- Advanced thermal treatments, such as pyrolysis and gasification, should be avoided for treatment of mixed solid waste as these technologies are unlikely to be viable in practice due to high technical and commercial risks;
- Burning mixed waste as refuse-derived fuel only be allowed in co-processing, e.g. in a cement kiln or a thermal power station, as a transitional solution offsetting the burning of coal or oil;
- Landfill (with optimised gas capture and energy generation, to limit methane emission impacts) be used as the only waste management approach for genuinely residual mixed waste (i.e. that cannot be reused, recycled, anaerobically digested or composted) in the transition to a circular economy. It is important to note that waste to landfill can be gradually reduced in that transition, whereas waste to incineration can only realistically be reduced by closing whole facilities; and,
- Māori are proactively engaged in WtE matters. Options for this include establishing a representative iwi body for waste issues, providing iwi with the resources for well-informed decision-making, engaging through genuine relationships and partnerships, and empowering councils to provide resources to support iwi and Māori to engage.

Southland Region Waste Assessment

## 1.5.7 International Commitments

New Zealand is party to the following key international agreements:

- Montreal Protocol – to protect the ozone layer by phasing out the production of numerous substances
- Basel Convention – to reduce the movement of hazardous wastes between nations
- Stockholm Convention – to eliminate or restrict the production and use of persistent organic pollutants
- Waigani Convention – bans export of hazardous or radioactive waste to Pacific Islands Forum countries
- Paris Agreement – commits New Zealand to reduce greenhouse gas emissions by 50% below 2005 levels by 2030<sup>26</sup>.

## 1.6 Local and Regional Strategic Context

This Waste Assessment has been prepared within a local and regional planning context whereby the actions and objectives identified in the Waste Assessment reflect, intersect with, and are expressed through other planning documents. Key planning documents and waste-related goals and objectives are noted in this section.

### 1.6.1 Local Strategic Context

GDC adopted its 2024/25 Annual Plan (AP) and is scheduled to adopt a nine-year Long-Term Plan (LTP) which would take effect from 1 July 2025. ICC and SDC adopted their current Long-Term Plans (LTPs) in 2024, outlining key strategies for infrastructure investment, community well-being, and development over the next decade.

In addition to these plans, WasteNet Southland conducted a joint Waste Assessment in July 2020. This assessment was prepared jointly by the ICC, SDC, and GDC under the WasteNet Southland collaboration.

Additionally, they have a current joint Waste Management and Minimisation Plan (WMMP)<sup>27</sup>, which sets out their waste management policies and objectives.

GDC's AP adopted in 2024, and the SDC and ICC LTPs adopted in 2024, are summarised in the sections below.

#### 1.6.1.1 Southland Region Waste Assessment

Key issues identified in the July 2020 Waste Assessment were:

- Volume of waste disposed fluctuates with economy

---

<sup>26</sup> New Zealand recently submitted its second update on the nationally determined contribution: [New Zealand's second Nationally Determined Contribution.pdf](#)

<sup>27</sup> <https://www.wastenet.org.nz/wp-content/uploads/2024/03/Southland-Waste-Plan-2020-2026-version-12.pdf>

Southland Region Waste Assessment

- High volume of divertible material disposed through transfer stations
- High volume of organic waste going to landfill
- Lack of resilience in recycling system
- Due to high logistics cost, most glass captured within Southland is sent to cleanfill rather than beneficial use
- Cost and volume uncertainty due to legislation change
- "Community engagement networks are not big enough"

### 1.6.1.2 Southland Region Waste Management and Minimisation Plan

The December 2020 WMMP states that the vision is for *"the effective and efficient stewardship of waste as a resource with a residual value to protect our health and environment."* This vision was supported by three goals and five objectives:

**Goals:**

- G1. Work together to improve the efficient use of resources
- G2. Use the waste hierarchy to guide decision making
- G3. Reduce the harmful effects of waste to our health and environment

**Objectives:**

- O1. Reduce the amount of materials entering the waste stream
- O2. Reuse or repurpose materials so it has life before recycling or disposal
- O3. Reduce the amount of materials sent to final disposal by maximising recycling opportunities
- O4. Make the best use of recoverable waste as a renewable resource
- O5. Appropriate treatment and disposal of waste for the protection of our health and environment

The 2020 WMMP included the following target:

*"As a result of our actions, by 1 July 2026, Southland will have maintained a materials discarded figure of 650 kilograms per capita comprising 40% diverted materials."*

### 1.6.1.3 Invercargill City Council

The 2024-34LTP<sup>28</sup> overall vision states, "Council's vision is to create a city with heart, both in our city centre and through collaboration across the community."

---

<sup>28</sup> <https://icc.govt.nz/public-documents/long-term-plan/>

The LTP highlights that council is committed to enhancing its solid waste management infrastructure in alignment with Te rautaki para. ICC collaborates with SDC and GDC under the shared WasteNet Southland service.

The LTP is based on a population increase from approximately 57,100 in 2020 to around 62,810 by 2031, reflecting an annual growth rate of about 1%. This growth is expected to influence the volume of waste generated within the city, contributing to increased demand for more waste infrastructure. Projected population growth and demand for consistent levels of service from the semi-rural / rural and CBD areas could impact kerbside collection services. These can generally be met with capital investment, through expansion of fleet and collection routes. Consideration will need to be given to providing an appropriate level of service (both economically and socially) for the projected ageing population, e.g. bin size, frequency, and door-to-door services.

Funding is allocated in the LTP for a number of waste-related projects:

- Existing public litter bins replacement and additional bins installed
- Otatara kerbside bin collection service introduction
- Upgrade the Invercargill Transfer Station to a resource recovery park

#### 1.6.1.4 Gore District Council

Unlike ICC and SDC, which adopted LTPs in 2024, GDC opted not to adopt an LTP for this period. Instead, the Council adopted an AP<sup>29</sup> for the 2024/25 financial year. A new nine-year Long-Term Plan is scheduled to take effect from 1 July 2025.

The AP highlights that council is committed to improving waste management and infrastructure in the region by reintroducing a recycling programme for Gore and Mataura. Additionally, other key projects include:

- Investigate a feasibility study, through WasteNet, on options to manage organic waste across Southland
- Investigate options for rural recycling initiatives and partnerships
- Investigate a feasibility study for a resource recovery centre to re-use items from our community so they do not end up in landfills
- Solid waste activities are funded by rates and user fees.

#### 1.6.1.5 Southland District Council

The 2024 - 34 Long Term Plan (LTP)<sup>30</sup> overall vision of "Together, with our people, for our future. It's our Southland."

A key waste issue discussed in the LTP is the future of glass recycling. Currently, Southland District uses a mixed recycling system. During the LTP consultation process, the council presented three options for public feedback; introducing a new bin for glass collection either monthly or fortnightly, or staying with the current system. Feedback from submitters favoured retaining the existing service, so the council opted to continue with the status quo. This decision means that residents will keep using a single fully

---

<sup>29</sup><https://www.goredc.govt.nz/council/official-documents/annual-plan/>

<sup>30</sup> <https://www.southlanddc.govt.nz/council/annual-and-long-term-plans/long-term-plan/>

comingled recycling bin while the council may implement additional educational initiatives to reduce contamination issues. The option to add a separate glass bin could be revisited in future LTP discussions or during the next waste service contract renewal.

### 1.6.1.6 WasteNet Southland

WasteNet Southland is a 'shared business unit' operating under a joint agreement between Invercargill, Southland and Gore councils. The primary task of WasteNet is to deliver the WasteNet business plan. It is governed by a Waste Advisory Group and a Waste Management Group, made up of elected members (two from each council) and council officers respectively.

WasteNet delivers the business plan through various waste agreements or contracts including landfill disposal, collection of recyclables, and operation of transfer stations; and undertakes procurement processes where necessary. WasteNet also has responsibility for coordinating and supporting waste minimisation initiatives, providing waste education and strategic activities.

Invercargill City Council acts as the administrator for WasteNet; employing WasteNet staff (including a Director), undertaking administrative, billing, and secretarial support to the two governing groups.

### 1.6.1.7 Solid Waste Bylaws

In the Southland region, only GDC currently has a valid solid waste bylaw<sup>31</sup>. While the other two councils have adopted solid waste bylaws in the past, these have not been reviewed within the mandated timeframes under the Local Government Act or Waste Minimisation Act, and therefore are not currently enforceable.

GDC's Solid Waste Bylaw focuses on public health, environmental protection, and minimising impacts on the road network. Key elements include maintaining clean and well-repaired waste containers, placing refuse for collection without obstructing traffic, restrictions on prohibited waste types, and clear guidelines for refuse storage and trade waste removal. Additionally, the bylaw emphasises the management of refuse disposal sites, recyclables, and refuse collection vehicles to ensure efficient and safe waste handling.

It is recognised that development of a regional bylaw template is included in WasteNet Southland's work programme for FY2024/25.

## 1.6.2 Southland Regional Council (Environment Southland)

The Southland Regional Council has a statutory duty to adopt a plan to manage and mitigate the environmental impacts on air, land, and water. In the Southland region, this is currently directed by several documents outlined below:

- Southland Regional Policy Statement
- Regional Plans:
  - Air Plan
  - Regional Water Plan

---

<sup>31</sup><https://www.goredc.govt.nz/repository/libraries/id:2buwl3j7c17q9srz9ase/hierarchy/Your%20Council/Documents/Plans%2C%20policies%20and%20bylaws/Bylaws%20and%20Policies/Main/Solid%20Waste%20Bylaw%202020>

Southland Region Waste Assessment

- Coastal Plan
- Southland Regional Pest Management Plan
- Iwi Management Plan
- Effluent Land Application Plan
- Transitional Regional Plan

The current Regional Coastal Plan, operative since 2013, includes provisions to manage waste disposal in the coastal marine area, aiming to protect marine environments from pollution. The ongoing review of this plan is expected to update these provisions to align with current environmental standards and community expectations.

Additionally, since early 2023, Environment Southland, in collaboration with Te Ao Mārama Inc., GDC, ICC, and SDC, has been developing a regional climate change strategy<sup>32</sup>. This initiative seeks to create a cohesive response to climate change impacts, enhancing community resilience and environmental sustainability. Although the strategy does not specifically detail solid waste management, it emphasises sustainable practices and infrastructure resilience, which encompass waste management systems.

## 1.7 The Region

This section presents a brief overview of key aspects of the regional and local geography, economy, and demographics. These key aspects influence the quantities and types of waste generated and potential opportunities for the Councils to manage and minimise these wastes in an effective and efficient manner.

Southland is one of New Zealand's more sparsely populated regions, leading to the region having the second smallest rating base among regional councils despite being the second largest geographically and having the longest coastline. Southland has a population of approximately 100,143. Southland's growth rate is slower than the national average, and it has a higher median age of 40.4 years compared to 38.1 nationally. As the population ages, there may be increased demand for accessible waste services and support for smaller households with unique waste management needs. The region has a slightly smaller percentage of young adults (than the national average) and a marginally lower Māori population at 16.8%, compared to the national average of 17.8%.

Spanning 34,000 square kilometres, Southland encompasses Stewart Island/Rakiura (1,735 km<sup>2</sup>) and has over 3,400 kilometres of coastline from Awarua Point to Waiparau Head. Over half of Southland's land area is public conservation land, with farms occupying most of the remaining land. Southland features a mix of fertile plains and rugged landscapes with Fiordland, the largest national park in New Zealand, covering 1,257,000 hectares.

Southland's economy significantly contributes to New Zealand's exports, particularly through agriculture, dairy, meat, and aluminium production. In 2022, it represented 11.7% of the nation's pastoral exports, 8% of primary exports, and 8.1% of merchandise exports. The region ranks fourth in GDP per person. However, household incomes across Southland's territorial areas are generally below the national average of \$122,500<sup>33</sup>, with median incomes at \$89,710 for Southland District and \$77,000 for both Invercargill and Gore. While the region has lower-than-average benefit dependency and unemployment rates, a large portion of employment is focused on agriculture, forestry, and meat and dairy manufacturing. Southland has approximately 14,000 businesses, primarily small- to medium-sized

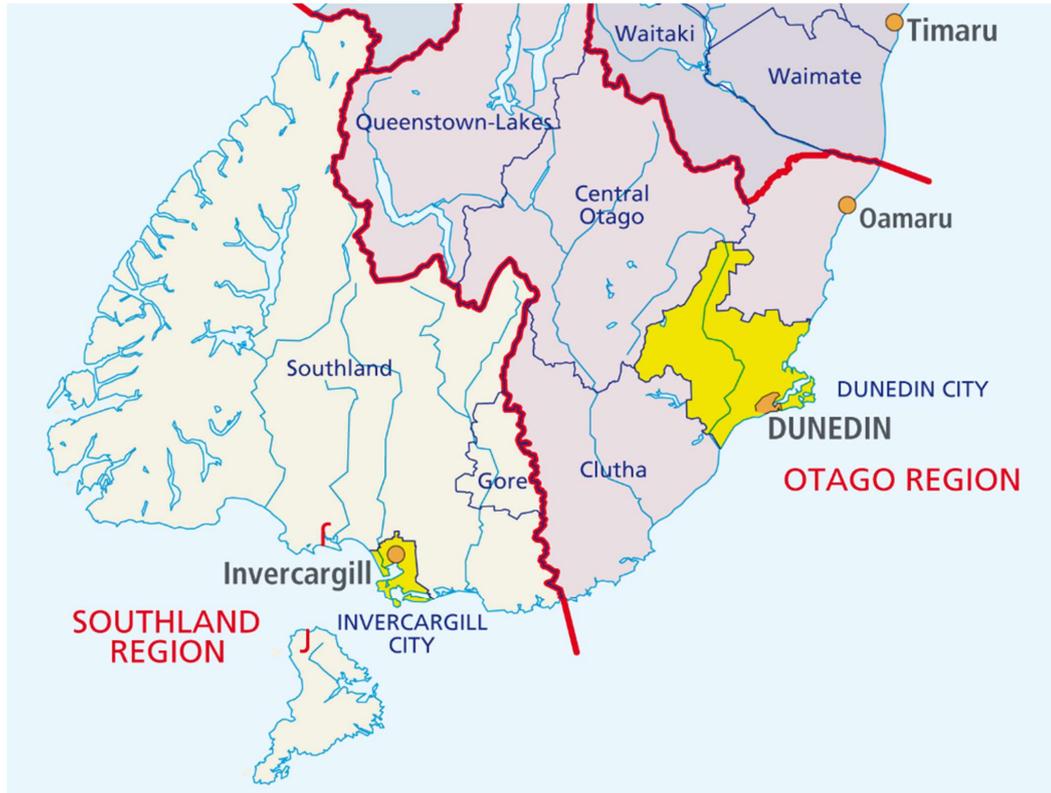
---

<sup>32</sup><https://www.es.govt.nz/environment/climate-change>

<sup>33</sup> <https://webrear.mbie.govt.nz/theme/household-income-median/map/timeseries/2024/new-zealand?right-transform=absolute>

enterprises. The average number of employees per business in Southland is lower than the national average, reflecting the region's high proportion of farms, which typically operate with fewer staff.

**Figure 4: Map of the Southland Region**



Source: Local Government New Zealand

### 1.7.1 Invercargill

As of June 2023, the estimated population was approximately 57,900 people<sup>34</sup>. By 2034, this is expected to grow to between 61,900 and 62,900, influenced by factors such as the future of the Tiwai Point aluminium smelter and potential new industries. Household numbers are anticipated to rise, though household sizes may shrink slightly due to the ageing population<sup>35</sup>, with nearly a quarter of residents expected to be over 65 by 2034<sup>36</sup> compared to 18.4% at the 2023 census. This demographic shift will influence waste management needs, such as changes in waste generation patterns, demand for smaller

<sup>34</sup> Stats NZ Tauranga Aotearoa Infoshare data, retrieved 24 January 2024 (<https://infoshare.stats.govt.nz/Default.aspx>)

<sup>35</sup> <https://icc.govt.nz/wp-content/uploads/2024/12/2024-2034-LTP-Proper-Full-document.pdf>

<sup>36</sup> <https://www.stats.govt.nz/information-releases/subnational-population-projections-2018base2048?utm>

bin sizes, and the potential need for tailored services, such as assisted kerbside collections for elderly residents. The city's infrastructure has the capacity for growth but may need to expand depending on where new residential and industrial developments occur.

Invercargill's population will also become more diverse, with Māori residents expected to increase from 19% to 25%, and the Asian community from 8% to 13%, by 2034. The Council is committed to strengthening partnerships with mana whenua and Maata Waka, ensuring Māori inclusion in decision-making and visibility in the city. The Council also aims to adapt its engagement strategies to better represent all communities within Invercargill, with particular attention to the evolving challenges faced by young people.

Economic uncertainty, including rising inflation and cost of living, is anticipated over the next decade, impacting the community and the Council's operations. While new sectors such as aquaculture, data storage, and green hydrogen aim to diversify the economy, they are not expected to fully counterbalance any declines in traditional industries like agriculture. The Council is focusing on efficiency improvements, including investing in technology to manage these economic challenges.

Climate change will continue to impact Invercargill, with increased rainfall intensity and potential sea level rise in the longer term. The Council is collaborating with Environment Southland, Te Ao Mārama, and other councils on a regional climate strategy focusing on mitigation, adaptation, and communication. Current and future projects aim to reduce carbon emissions, including the installation of a wood energy boiler at Splash Palace, LED streetlights, hybrid vehicles, and parks maintenance equipment. The Council has also committed to planting a tree for every resident by 2034. To prepare for climate impacts, Invercargill is investing in wastewater plant upgrades to meet environmental standards, developing an alternative water supply for safe drinking water, and assessing pollution risks, particularly at New River Estuary and Ocean Beach, from closed landfills and industrial sites.

## 1.7.2 Gore

Gore district covers an area of 1,251 square kilometres, and is bordered by Southland and Clutha districts. The main town of Gore is situated 50 minutes from Invercargill and 1.5 hours from Queenstown. The Mataura River runs through the district, with the towns of Gore and Mataura located along its banks, providing a focal point for recreation.

In 2023, the population was 12,711. Gore District contains 3,996 rating units in Gore, 800 in Mataura, and 1,374 rural units, with urban rating units made up of 4,212 residential, 392 commercial, and six industrial properties. Gore is the largest town, home to approximately 8,290 residents, while Mataura has around 1,629 residents. Gore's population growth is slower than the national average, reflecting a more stable or even slightly declining trend typical of many rural areas in New Zealand. The district's population has remained relatively steady, with only small increases over recent years. This slower growth rate contrasts with the more rapid growth seen in urban centres across the country. The Gore District Council focuses on maintaining core services and infrastructure to support the existing community rather than planning for significant population increases.

Gore's average household income is below the national average. This reflects the district's largely rural economy. The district's economy is heavily driven by agriculture, supported by complementary industries such as forestry, horticulture and food processing. The Gore District Council primarily focuses on delivering essential services, including roads, urban and rural water supply, wastewater, and stormwater management.

## 1.7.3 Southland

Southland District, as recorded in the 2023 census, has a population of 31,833, making a 2.7% increase since 2018. The district's demographic includes a majority of European residents, with notable increases in Māori, Pacific, and Asian populations since 2018. Since 2018, the median age in the district has risen to

Southland Region Waste Assessment

40.3 years, above the national median of 38.1 years<sup>37</sup>. According to the 2018 Census, 16.7% of Southland's population was aged 65 or older<sup>38</sup>. By 2023, this figure had risen to 18.5%. Projections indicate that by 2034, nearly 25% of Southland residents will be over 65<sup>39</sup>.

There are 20,993 rating units in Southland, indicating growth from 2018. Southland District and Stewart Island generally experience slower population growth than the national average, reflecting trends typical of rural and remote regions in New Zealand. Southland district, which encompasses a large rural area and includes Stewart Island, has a more stable and ageing population, with fewer young adults compared to the national average and urban centres such as Invercargill or Queenstown. Migration to the area is limited, with most people moving to larger urban centres for educational and employment opportunities.

Stewart Island, in particular, has a very small and largely stable population, with minimal growth likely due to its remote location and limited housing and employment opportunities. The island primarily attracts seasonal workers and tourists rather than permanent residents, which keeps its permanent population numbers relatively consistent year-round.

Economically, Southland contributes 2% to New Zealand's GDP, with agriculture as its largest sector, valued at \$1.2 billion, followed by manufacturing. Dairy farming is a key employer, accounting for 7% of the district's workforce. Southland District Council oversees \$2.1 billion in assets, including a substantial network of roads and wastewater infrastructure. The district has 4,951 km of roads (1,992 km sealed), 14,000 culverts, and extensive roadside and street infrastructure. Its wastewater network includes 271.7 km of mains, 74 pumping stations, and 19 treatment plants. Stewart Island and Milford Sound also boost the economy with Stewart Island's fishing industry and tourism sector, drawing visitors for its natural beauty and wildlife. Tourism activity at Milford Sound is significant, with the area managed through Milford Sound Tourism (responsible for many aspects that might usually be carried out by a TA, such as waste management). Additionally, renewable energy and emerging industries are beginning to contribute to the region's economy.

The following table summarises the demographics of each district/city along with key high-level information on waste services and infrastructure. Waste services and infrastructure are discussed in more detail in Section 3.0.

## 1.8 Assessment of Strategic Context

Although government has retracted the kerbside standardisation policies that had been agreed by the previous government, GDC will still need to comply with the kerbside standardisation requirements that have already been regulated, and extend the kerbside recycling collection to include all of the regulated materials by 1 January 2027.

---

<sup>37</sup> <https://www.stats.govt.nz/assets/Infographics/2023-Census-infographics/2023-Census-infographics-Southland>

<sup>38</sup> <https://www.stats.govt.nz/tools/2018-census-place-summaries/southland-region>

<sup>39</sup> <https://greatsouth.nz/assets/Documents/Infometrics-Southland-Region-baseline-report-20-03-23.pdf>

**Table 11: Summary of District/City Context**

District	Population, Economy	Key Services	Key Infrastructure
<b>Invercargill</b>	Population: 57,900	Council-provided kerbside recycling and rubbish services; public recycling drop-off facilities, greenwaste and refuse drop-off via transfer stations	Key infrastructure includes transfer stations, public recycling drop-off, and MRF. Residual waste sent to AB Lime Landfill via WasteNet agreement
	Households: 22,326		
	Agriculture, manufacturing, education, tourism		
	Average population growth, GDP		
	Below-average household income		
<b>Gore</b>	Population: 12,711	Council-provided kerbside recycling (glass only) and rubbish services; public recycling drop-off facilities, greenwaste and refuse drop-off via transfer stations	Gore Transfer Station and rural recycling drop-offs. Residual waste sent to AB Lime Landfill via WasteNet agreement
	Households: 5,301		
	Agriculture, forestry, horticulture, food processing		
	Steady population growth, GDP		

Southland Region Waste Assessment

---

Below-average household income			
<hr/>			
<b>Southland district</b>	Population: 31,833 Households: 12,834 Forestry, fishing, aquaculture, dairy, sheep, and beef farming, tourism Below average population growth, GDP Below-average household income	Council-provided kerbside recycling and rubbish services; rural recycling drop-off facilities, greenwaste and refuse drop-off via transfer stations	Key infrastructure includes multiple transfer stations across the district, including Stewart Island, as well as green waste sites. Residual waste sent to AB Lime Landfill via WasteNet agreement
<hr/>			

Southland Region Waste Assessment

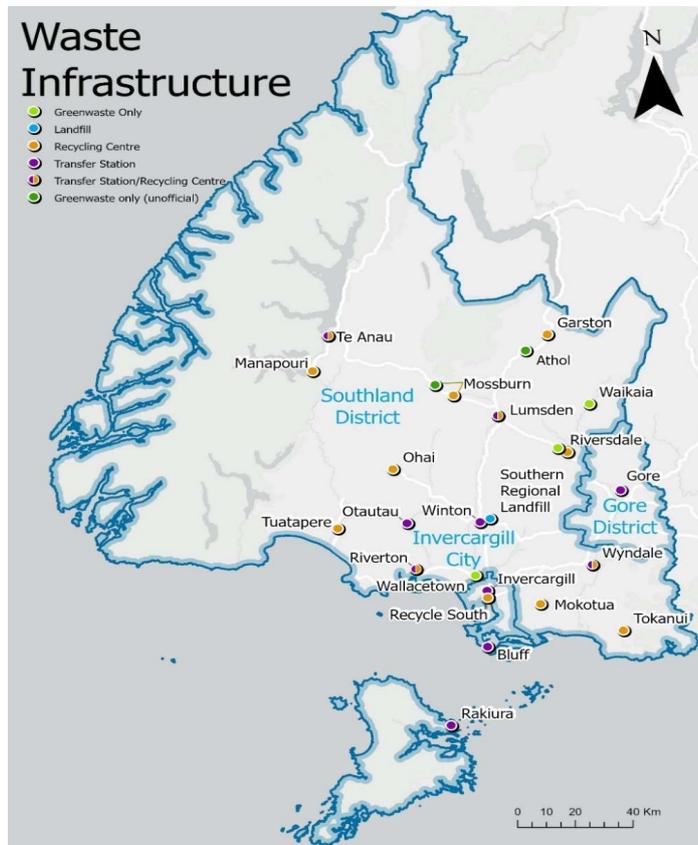
## 2.0 Waste Infrastructure

This section outlines existing waste management and minimisation infrastructure across the Southland region, and further abroad where applicable. The facilities available in the Southland region are a combination of those owned, operated and/or managed by the Councils, and those that are owned and/or operated by commercial entities or community enterprises.

This inventory is not to be considered exhaustive, particularly concerning the commercial waste industry as these services frequently change and evolve. It is also recognised that there are small private operators and second-hand goods dealers that are not specifically listed. However, the data is considered accurate enough for the purposes of determining future strategy and to meet the needs of the Act.

Southland Region Waste Assessment

**Figure 5: Map of Key Council-Related Waste Infrastructure in Southland Region<sup>40</sup>**



Source: WasteNet

## 2.1 Disposal Facilities

In 2021, the Ministry adopted regulations to extend the landfill levy and apply information requirements to facilities that were not already subject to the levy and reporting requirements. These regulations also established legal definitions for disposal facilities and other fills. Previously, disposal facilities had been categorised according to the 2016 Waste Management Institute of New Zealand (WasteMINZ) Technical Guidelines for Disposal to Land. As there are differences, albeit slight, between the two; the legal definitions take precedence.

The definitions of the six classes of facilities in the regulations are summarised below.

<sup>40</sup> This map presents selected waste infrastructure provided by or linked with Council-provided waste management activities in the Southland region. It does not include all Class 1 landfills or Class 2–5 disposal facilities.

1. *Class 1 - Municipal Disposal Facility*

Accept any of the following:

- Household waste
- Waste from commercial or industrial sources
- Waste from institutional sources
- Green waste
- Waste that is not accepted at Class 2-5 disposal facilities.

2. *Class 2 – Construction and Demolition Disposal Facility*

Accepts waste from construction and demolition activities. Does not accept Class 1 waste.

3. *Classes 3 and 4 – Managed or Controlled Fill Disposal Facility*

Accepts any of the following:

- Inert waste material from construction and demolition activities
- Inert waste material from earthworks or site remediation
- Does not accept Class 2 waste.

4. *Class 5 – Cleanfill*

Accepts only virgin excavated natural material (such as clay, soil, or rock) for disposal – but is not a 'disposal facility'.

5. *Industrial Monofill*

A facility that accepts disposal waste that:

- Discharges or could discharge contaminants or emissions
- Is generated from a single industrial process (e.g. steel or aluminium making, or pulp and paper making) carried out in one or more locations.

Any facility that accepts Class 1 waste must be defined as a Class 1 facility.

The actual wording used in the regulations and examples of types of waste accepted at each facility are provided in Appendix A.2.0.

The regulations also define a transfer station as a facility that receives waste and where waste is then transferred to a final disposal site or for further processing. Significantly, if a site does not accept waste that is then transferred to a final disposal site (i.e. residual waste), it is not a transfer station (but is instead a recycling drop-off site or similar) and isn't required to report data.

Southland Region Waste Assessment

## 2.1.1 Class 1 Disposal Facilities

There are four facilities categorised by MfE as Class 1 disposal facilities in Southland, shown in the table below.

**Table 12: Class 1 Disposal Facilities in the Southland Region**

Facility	Location	Waste types accepted	Capacity	Consent expiry
AB Lime Landfill	Winton	Household, commercial, non-hazardous industrial waste	Estimated to 2046	August 2046
SJ Timpany Landfill	Otatara, Invercargill	Contaminated soils, asbestos, industrial hazardous waste	Unknown	September 2039
Wallacetown Landfill	Wallacetown	Municipal solid waste, commercial, and industrial waste, green waste	Capacity unknown	Currently only accepts greenwaste as landfill remediation and cover
Braggs Bay Landfill	Stewart Island/Rakiura	Household and commercial waste, green waste	Limited (small-scale)	Currently only accepts greenwaste; residual waste and recyclables are shipped to Invercargill

S J Timpany has been classified by MfE as a Class 1 disposal site under the 2021 regulations; but is in ongoing discussions with MfE regarding the Class 1 status of the landfill; having previously considered itself a Class 2. S J Timpany do not receive any household waste; but do accept small quantities of contaminated greenwaste (roadside trimmings).

Southland Region Waste Assessment

## 2.1.2 Emissions from Waste to Class 1 Landfills

When organic waste is landfilled, it breaks down in the anaerobic (lacking oxygen) environment of the landfill and instead of producing carbon dioxide or CO<sub>2</sub> (as would be the case in an oxygenated environment), produces methane or CH<sub>4</sub>. Methane is a far more potent greenhouse gas than carbon dioxide, with an immediate (less than 20 years) global warming impact around 80 times higher<sup>41</sup>.

The New Zealand ETS requires Class 1 landfill operators to surrender carbon credits, based on the amount of greenhouse gases released. This in turn is calculated using the quantity of waste received by the landfill, and the composition of that waste – as different material types contain differing levels of carbon, and break down at different rates (for example food scraps break down very quickly, while treated timber breaks down extremely slowly).

Large Class 1 landfills (over 1 million tonnes total capacity) are required to operate landfill gas capture systems, where the methane is captured before escaping to the atmosphere and can be burned to create energy or to convert to less harmful CO<sub>2</sub>. However, landfill gas capture and recovery systems do not capture all the methane gas that is produced, and so a proportion still escapes to the atmosphere. The Climate Change Commission estimates the average lifetime gas capture for landfills in NZ to be 68%, which is broadly in line with international estimates of lifetime landfill gas capture rates.

As of 15 March 2023, AB Lime Limited has a gazetted unique emissions factor (UEF) of 0.9912 tCO<sub>2</sub>e per tonne of waste<sup>42</sup>. The other Class 1 landfills in Southland do not appear to have gazetted emissions factors and are likely using the default emissions factor (DEF) under the New Zealand ETS.

## 2.1.3 Class 2-4 fills, Cleanfills, and Industrial Monofills

Research estimates that waste disposed of to land outside of Class 1 landfills accounts for approximately 70% of all waste disposed of<sup>43</sup>. Class 2, construction and demolition disposal facilities are subject to paying a waste levy of \$30 per tonne from 1 July 2024 and some have only recently started reporting waste quantity data to the Ministry. Class 3 and 4 fills are also subject to the levy, with a rate of \$10 per tonne effective from 1 July 2023. Other disposal sites include Class 5 cleanfills and farm dumps.

Class 2-5 fills can be an issue for effective and efficient waste management as, for some materials, these disposal sites are competing directly with other options such as composting sites and Class 1 landfills; while Class 2-5 fills are much less costly than Class 1 landfills to establish and require much lower levels of engineering investment to prevent discharges into the environment. Class 2-5 fills also have much lower compliance costs than Class 1 landfills and have not previously been required to pay the waste levy. Because of these differing cost structures, Class 2 landfills (for example) generally charge markedly less for disposal than Class 1 landfills.

Class 3 and 4 disposal facilities were required to pay the levy from 1 July 2023 at a rate of \$10 per tonne with an increase to \$15 per tonne on 1 July 2025. True Class 5 cleanfills (accepting

---

<sup>41</sup> Recommended factors from the Intergovernmental Panel on Climate Change, [www.ipcc.ch](http://www.ipcc.ch)

<sup>42</sup> <https://gazette.govt.nz/notice/id/2021-qu1861>

<sup>43</sup> Ministry for the Environment (2014) Review of the Effectiveness of the Waste Disposal Levy. The report estimates 56% of material disposed to land goes to non-levied facilities, 15% to farm dumps and 29% to levied facilities.

virgin excavated and natural material only) are not required to pay the levy, but were required to report on quantities from 1 January 2023.

Class 2 disposal sites and refuse transfer stations (RTS) were required to start reporting data on waste quantities from 1 January 2022.

The table below shows the number of known Class 2-5 fills in the region.

**Table 13: Class 2-5 Landfills**

Site Type	Invercargill	Gore	Southland and Stewart Island/Rakiura	Total
<b>Industrial monofills</b>	None known	TCB Farms GP Limited, Tuturau  Solid Energy's New Vale Mine, Waimumu	None known	<b>2</b>
<b>Class 2 C&amp;D landfill</b>	None known	None known	None known	<b>0</b>
<b>Class 3/4 managed or controlled landfill</b>	Whyte's Hardfill, Turkey Bush Road  Teretonga Raceway (Downer NZ), Sandy Point Road, Otatara  Oreti Beach, Dunns Road, Otatara  NSG Landfill, West Plains Road	Croydon Landfill, Reaby Road  Mataura Controlled Fill Site, Glendhu Road	Stoddart's Cleanfill, Lorneville-Dacre Road  Greenhills Quarry, Greenhills Quarry Road  BSS Cleanfill, Omaui Road	<b>9</b>
<b>Class 5 Cleanfill</b>	Whyte's Cleanfill, Turkey Bush Road  Oreti Beach Class 5, Dunns Road, Otatara  CSC Airport, Airport Avenue	None known	Wilson Contractors Q1 Fairlight, Kingston Road  Te Anau Earthworks Landfill, Te Anau-Manapouri Highway  Greenhills Quarry Class 5, Greenhills Quarry Road  Central Otago - Fairlight 5, Fairlight	<b>8</b>

Southland Region Waste Assessment

Site Type	Invercargill	Gore	Southland and Stewart Island/Rakiura	Total
			Braggs Bay Cleanfill Site, Stewart Island/Rakiura	
<b>TOTAL</b>	<b>7</b>	<b>4</b>	<b>8</b>	<b>19</b>

The two monofills serve Solid Energy's New Vale Mine, and an agricultural facility in Tuturau. Neither site accepts external waste.

### 2.1.4 Other Disposal Facilities: Farm fills

According to information provided by WasteNet, farm fills account for a substantial proportion of waste disposal activity in the region. These on-site farm landfills operate under permitted activity status, allowing agricultural operations to dispose of waste directly on their properties. Unlike council or commercial facilities, farm fills are not subject to the same level of monitoring or regulatory oversight, which can pose potential environmental risks if not managed properly.

### 2.1.5 Transfer Stations, Resource Recovery Centres, and Recycling Drop-off Points

RTS or resource recovery centres (RRCs) and recycling drop-off points provide for those who can't or choose not to make the journey to a disposal facility, or have excess material than that accommodated in kerbside collections. Waste can be dropped off at these sites by the public and commercial collectors after paying a gate fee, and the waste is subsequently compacted before transport to a Class 1 disposal facility.

The terms 'RTS' and 'RRC' are frequently used interchangeably; however, RTS were traditionally, and primarily, established as a point to dispose of residual waste and where this waste could be bulked and prepared for transport to a disposal site. 'RRCs' are usually expected to have a focus on waste diversion, and include a wide variety of waste diversion opportunities – such as green waste, scrap metal, cleanfill, hazardous wastes, recyclables, batteries, etc. The most well-developed RRCs would include additional aspects such as a reuse store and/or an education facility, support product stewardship schemes, and divert more difficult material streams.

Recycling drop-off points can be defined by size, location and function; in that the sites are usually intended primarily as a site for recyclables, with perhaps a few other materials; but very seldom providing for the disposal of residual waste.

Southland Region Waste Assessment

There are nine RTS located in the region and an RRC in Stewart Island/Rakiura. In addition to this, several recycling drop-off points are available to the Southland community. The table below shows the details of these facilities<sup>44</sup>.

**Table 14: Transfer Stations, Resource Recovery Centres and recycling drop-off points**

Facility	Detail
<b>Wyndale Transfer Station, 190 Edendale Wyndale Road, Winton</b>	<p>Council-owned and maintained transfer station, while Waste Co use the site for bulking of rubbish before transport to the regional landfill site, and recyclables to the Recycle South facility</p> <p>Accepts reusable items, recycling (plastics 1, 2 and 5, glass bottles and jars, steel, aluminium and tin cans, paper and cardboard, egg cartons, newspaper and magazines), scrap metal, rubbish and greenwaste</p> <p>Additionally, this site has a hazardous waste shed and used oil recovery facility</p>
<b>Winton Transfer Station, 193 Florence Road, Winton</b>	<p>Council-owned and maintained transfer station operated by WasteCo</p> <p>Accepts reusable items, recycling (plastics 1, 2 and 5, glass bottles and jars, steel, aluminium and tin cans, paper and cardboard, egg cartons, newspaper and magazines), rubbish and greenwaste</p> <p>Additionally, this site has a hazardous waste shed, a used oil recovery facility and an agriculture-container recovery area</p>
<b>Te Anau Transfer Station, 237 Te Anau-Manapouri Highway, Te Anau</b>	<p>Council-owned and maintained transfer station, WasteCo use the site for the trans-shipment of rubbish to the regional landfill site, and recyclables to the Recycle South Facility</p> <p>Accepts reusable items, recycling (plastics 1, 2 and 5, glass bottles and jars, steel, aluminium and tin cans, paper and cardboard, egg cartons, newspaper and magazines), scrap metal, tyres, rubbish and greenwaste</p>

<sup>44</sup> This information was obtained from WasteNet, the Councils' websites, the SDC Waste Services AMP (2024-2034), Invercargill Solid Waste AMP (2017)

Facility	Detail
	<p>Additionally, this site has a hazardous waste shed and used oil recovery facility</p> <p>Intended for domestic users but occasionally gets used by others. WasteCo currently operates out of the recycling reuse shed for the compaction of the recyclables from its private operations (mostly commercial customers)</p>
<b>Riverton Transfer Station, 1 Havelock Street, Riverton</b>	<p>Council-owned and maintained transfer station, WasteCo use the site to bulk rubbish for transport to the regional landfill site, and recyclables to the Recycle South Facility</p> <p>Accepts reusable items, recycling (plastics 1, 2 and 5, glass bottles and jars, steel, aluminium and tin cans, paper and cardboard, egg cartons, newspaper and magazines), scrap metal, rubbish and greenwaste</p> <p>Additionally, this site has a hazardous waste shed</p> <p>Customers can use the drop-off recycling centre 24/7. The container is located within the fence, with the slots facing the road. Customers do not need access to the site</p>
<b>Otautau Transfer Station, 5 Bridport Road, Otautau</b>	<p>Council-owned and maintained transfer station, WasteCo use the site to bulk rubbish for transport to the regional landfill site, and recyclables to the Recycle South Facility</p> <p>Accepts reusable items, recycling (plastics 1, 2 and 5, glass bottles and jars, steel, aluminium and tin cans, paper and cardboard, egg cartons, newspaper and magazines), scrap metal, rubbish and greenwaste</p> <p>Additionally, this site has a hazardous waste shed and used oil recovery facility</p>

Southland Region Waste Assessment

Facility	Detail
<b>Lumsden Transfer Station, 35 Oxford Street, Lumsden</b>	<p>Council-owned and maintained transfer station, WasteCo use the site to bulk rubbish for transport to the regional landfill site, and recyclables to the Recycle South Facility</p> <p>Accepts reusable items, recycling (plastics 1, 2 and 5, glass bottles and jars, steel, aluminium and tin cans, paper and cardboard, egg cartons, newspaper and magazines), scrap metal, rubbish and greenwaste</p> <p>Additionally, this site has a hazardous waste shed and used oil recovery facility</p> <p>Customers can use the drop-off recycling centre 24/7. The container is located within the fence, with the slots facing the road. Customers do not need access to the site</p>
<b>Invercargill Transfer Station, 303 Bond Street, Invercargill City</b>	<p>Accepts greenwaste, hazardous waste, tyres, used oil, cleanfill and rubbish</p> <p>Additionally, the facility accepts commercial quantities of garden waste and rubbish</p> <p>A reuse and recovery facility is located at the entrance – The Garage Reuse Shop operated by Habitat for Humanity</p>
<b>Gore Transfer Station, Toronto Street, Gore</b>	<p>Accepts rubbish and greenwaste</p>
<b>Bluff Transfer Station, 75 Suir Street, Bluff</b>	<p>Owned by Invercargill City Council and managed by the council's contractor</p> <p>The facility accepts household quantities of garden waste, and rubbish and has limited capacity for dry recyclables. It does not accept commercial waste volumes, liquid waste or hazardous waste</p>

Southland Region Waste Assessment

Facility	Detail
<b>Stewart Island/Rakiura Resource Recovery Centre</b>	<p>This facility is currently operated by Stewart Island Electric Supply Authority (SIESA), a council-controlled organisation (CCO) managed by SDC</p> <p>Accepts domestic and commercial rubbish, food waste, recyclables (plastics 1 and 2, glass bottles and jars, steel, aluminium and tin cans, paper and cardboard, egg cartons, newspaper and magazines), second-hand goods, scrap metal and greenwaste</p> <p>Food waste collected is transported to AB Lime Landfill for disposal. Currently, there are no commercial composting facilities in the Southland region equipped to process food waste</p> <p>A glass crusher is operated on-site. The crushed glass is repurposed locally for various applications, such as in roading and construction</p>
<b>Recycling Centres (RC)</b>	<p>The recycling drop-off centres are owned and operated by the Councils. The drop-off recycling centres are accessible 24 hours a day, seven days a week. All these centres accept recycling at no cost</p> <p>Garston RC, located at 9 Garston Athol Highway</p> <p>Lumsden RC, located at 35 Oxford Street as part of the Transfer Station</p> <p>Manapouri RC, located at 205 Hillside Manapouri Road</p> <p>Mokotua RC, located at 12 Clearwater Road</p> <p>Mossburn RC, located at 1525 Mossburn Lumsden Highway</p> <p>Ohai RC, located at 10 Richmond Street</p> <p>Recycle South RC, located at 28 Etrick Street, Invercargill</p> <p>Riversdale RC, located at 26 Berwick Street</p> <p>Riverton RC, located at 1 Havelock Street as part of the Transfer Station</p>

Southland Region Waste Assessment

Facility	Detail
	Te Anau RC, located at Te Anau Manapouri Highway as part of the Transfer Station
	Tokanui RC, located at 23 McEwan Street
	Tuatapere RC, located at 51 King Street
<b>Pakeke Lions (Gore)</b>	Pakeke Lions receive and bulk paper, cardboard, cans, aluminium, soft plastics, and milk bottles at 117 Hokonui Drive, Gore.  They also provide a drop-off collection point for these materials at Mataura, and outside the RTS in Gore.
<b>CMC Contracting</b>	Various commercial, agricultural and farm wastes are received and bulked at the CMC Contracting site in Pukerau, in partnership with Pakeke Lions and product stewardship schemes.

In addition, there are a number of in-store collection points for items such as light bulbs, household batteries, and soft plastics.

## 2.1.6 Closed Landfills

There are several closed landfills that the Councils have responsibility for throughout the region, as shown below.

**Table 15 : Closed Landfills Managed by Councils**

District/City	Number of closed landfills	Location
<b>ICC<sup>45</sup></b>	<b>2</b>	Suir Street, Bluff;  New River Estuary, Bond Street Invercargill
<b>GDC<sup>46</sup></b>	<b>5</b>	Gore, Mataura, Pukerau and Waikaka

<sup>45</sup> Information from "Draft Solid Waste Asset Activity Management Plan 2024-2034"

<sup>46</sup> Information from the 2019 Southland Waste Assessment

---

Mataura

---

**SDC<sup>47</sup>**

- 56** Horseshoe Point Road, Stewart Island (2); Mapau Road, Stewart Island; Braggs Bay Road, Stewart Island; Keen Road, Hedgehope; Charles Nairn Road, Te Anau; Golf Course Road, Te Anau; Manapouri Te Anau Highway, Te Anau; Neill Road Tokanui; Florence Road, Winton; Lindsay Street, Winton (3); Moore Road, Winton (3); Wyndham; East Road, Athol; Glenure Road, Balfour; Colac Foreshore Road, Colac Bay; Drummond Heddon Bush Road, Drummond; Morton Street, Edendale; Fairfax- Isla Bank Road, Fairfax; Moray Terrace & Neva Street, Fortrose; Nevis Road, Garston; Tokanui-Gorge Road Highway; North Makarewa-Grove Bush Road, Grove Bush; Wreys Bush Road, Otautau; Street East, Lumsden; Hillside Manapouri Road, Manapouri; Mossburn Lumsden Highway, Mossburn; Company Road, Nightcaps; Nightcaps - Ohai Highway, Ohai; Wilanda Downs Road, Ohai; Orepuki; Gladfield Road, Bayswater Otautau; Main Street, Otautau; Havelock Street, Riverton; Bath Road, Riverton; Rocks Highway, Riverton; Margery Street, Riverton; High Street, Riverton; Dunn & Cody Road, Riversdale; Webb Road, Thornbury; Grove Burn Road, Tuatapere; Winding Creek Road, Waikaia; Rance Road, Waimatuku; Waikawa Curio Bay Road, Waikawa; Clyde Street, Wallacetown; Dunlop Street, Wallacetown; Bell Road West Dipton; Great North Road, Winton (2); Gap Road East, Winton; Welsh Road East, Winton; Edendale Wyndham Road, Wyndale; Wyndham Letterbox Road, Mataura Island
- 

---

<sup>47</sup> Information from "E3 Closed landfill risk assessment"

## 2.2 Hazardous Waste Facilities and Services

The hazardous waste market comprises both liquid and solid wastes that, in general, require further treatment before conventional disposal methods can be used. The most common types of hazardous waste include:

- Organic liquids, such as those removed from septic tanks and industrial cesspits
- Solvents and oils, particularly those containing volatile organic compounds
- Hydrocarbon-containing wastes, such as inks, glues and greases
- Contaminated soils (lightly contaminated soils may not require treatment prior to landfill disposal)
- Chemical wastes, such as pesticides and agricultural chemicals
- Medical and quarantine wastes
- Wastes containing heavy metals, such as timber preservatives
- Contaminated packaging associated with these wastes.

A range of treatment processes are used before hazardous wastes can be safely disposed of.

Most disposal is either to Class 1 landfills or through the trade waste system. Some of these treatments result in dewatering with liquid wastes being disposed of as solids after treatment. A very small proportion of hazardous wastes require exporting for treatment. These include polychlorinated biphenyls, pesticides, and persistent organic pollutants.

There are three participants in the local hazardous waste market: EnviroNZ Technical Services, Waste Management Technical Services, and Wastech Services. These companies provide a range of hazardous waste management services, including specialised support to farms such as agricultural container collections. The Councils provide household hazardous waste drop-offs at most RTS. Small hazardous waste storage facilities are managed by WasteCo under the WasteNet contract at the Gore and Invercargill RTS. This unwanted hazardous waste must be treated and transported to a facility outside of the district.

## 2.3 Wastewater Treatment

As outlined earlier in this report, wastewater treatment is considered where it results in waste being managed through solid waste systems. All management practices result in solid residual (sludges or biosolids) that are then disposed of to landfill, along with screenings from wastewater systems. However, biosolids are not included within the scope of this project.

## 2.4 Recycling and Reprocessing Facilities

The region has several processing and reprocessing facilities, which are shown in the table below.

Southland Region Waste Assessment

**Table 16: Processing/Reprocessing within the Region**

Facility	Detail	Annual Tonnage
Recycle South MRF, Invercargill	Mixed recyclables (plastics 1, 2, 5, paper, cardboard, glass, metals)	5,000
	Commercial and other territorial authorities' recyclables  (undertaking sorting and bulking)	2,000
McGregors Concrete	Glass processed for use in roading aggregate	220
Phoenix Metalman	Scrap metal, batteries, e-waste (sorting/preparation and reprocessing)	unknown
AgRecovery and Plasback	Various sites in Southland  Agricultural plastics, chemical containers, drums.	unknown

In addition, there are a number of key processing facilities that are located out of the Southland region, but accept material from the region. These are shown below in Table 17.

**Table 17: Relevant Infrastructure Outside the Region**

Facility	Detail
	Owned by DCC, operated by EnviroNZ Ltd.
<b>Green Island Resource Recovery Park</b>	Under redevelopment as a resource recovery park; currently accepts a wide range of materials. In future will accept more materials, including organic waste for composting.
<b>Green Island MRF</b>	Owned by DCC, operated by EnviroNZ. Currently under development.

Southland Region Waste Assessment

Facility	Detail
<b>Glass crusher (central Otago)</b>	Owned by Central Otago District Council; operated by EnviroNZ. Up to 10,000 tonnes per annum capacity.
<b>5R Glass (Christchurch)</b>	Accepts glass cullet (bottles and jars) and flat glass from various regions, including Southland
<b>Visy Glass (Auckland)</b>	Reprocesses bottle glass from many regions across the country
<b>Plasback</b>	Nationwide product stewardship scheme for a variety of agricultural plastics
<b>Agrecovery</b>	Nationwide product stewardship scheme for unwanted agrichemicals, and the recycling or recovery of empty containers, drums and large bulk containers
<b>FuturePost (Blenheim)</b>	Process soft plastics from various regions, including the Southland region, into fence posts
<b>E-Cycle (Christchurch)</b>	Accepts e-waste and batteries collected from various locations, including the Southland region
<b>Canterbury Landscaping Suppliers</b>	Processes recovered GIB board offcuts for grinding, screening, and addition to fertiliser

Recycle South operates the materials recovery facility (MRF) that handles all comingled material collected in council recycling collections in the Southland region (ICC and SDC, approximately 5,000 tonnes annually), along with inputs from commercial users. Inclusion of glass with other recyclables in ICC and SDC's household kerbside recycling collections will pose significant health and safety and logistical issues for Recycle South's operation.

Recycle South, previously known as Southland disAbility enterprises, is a non-profit enterprise providing employment for adults with disabilities. The sorting process is relatively manual. Invercargill City Council hold the contract for these processing services directly with Recycle South, with Southland District opting into this agreement. GDC is not involved in this agreement and as a result now only collects glass at kerbside.

Southland Region Waste Assessment

Like many other councils in the lower South Island, markets for most recyclable materials are at significant distance and most are transported out of the region for reprocessing.

## 2.5 Summary and Assessment

Southland's waste infrastructure comprises a mix of council-owned, commercially-operated, and community-managed facilities. Class 1 landfill disposal requirements are largely met by the AB Lime Southern Regional Landfill in Winton, with additional disposal provision for hazardous materials like asbestos and contaminated soils provided by S J Timpany near Invercargill. Two additional SDC facilities, located in Wallacetown, and Braggs Bay on Stewart Island/Rakiura, operate as transfer stations or greenwaste facilities although they are registered as Class 1 sites.

Both the Southern Regional Landfill and S J Timpany landfills have capacity and will continue to meet the region's residual waste disposal needs for some time to come.

The region's reprocessing infrastructure for recyclables and hazardous wastes are limited, necessitating reliance on facilities outside Southland. Any opportunities for reprocessing or at least preparing material for market locally would increase resilience and alignment with a circular economy management approach. In particular, there are very limited local options for reprocessing organics or C&D waste. These waste streams are costly to transport significant distances, and contribute significantly to landfill volumes. It is of note that both ICC and GDC have funds allocated in their respective Plans for the development of resource recovery parks in the near future. As such, there may be potential for more reusable construction wastes to be diverted through these channels.

SDC are responsible for a very large number of closed landfills and this is an ongoing financial and operational cost to the organisation.

RTS and RRCs provide accessible services for the community, though they are primarily oriented toward residential customers and provide for a relatively narrow range of materials to be diverted.

Lack of available data relating to Class 2–5 fills and the activities of private waste operators prevent analysis of issues and opportunities in these areas, hindering strategic decision-making.

Recycle South provides MRF services under contract to ICC and via sub-agreement to SDC, along with handling various agricultural waste streams and e-waste. WasteCo provide kerbside collection and transfer station management services under contract to WasteNet. It is recognised that the key service contracts for Southland, being that with WasteCo and Recycle South, are due to expire mid-2027 and that the procurement process has been initiated by WasteNet.

The inclusion of glass with materials in the household kerbside recycling collection creates health and safety and operational issues for Recycle South, and would do so for any alternative MRF operator. While there are councils in New Zealand that provide a fully comingled household kerbside recycling collection (such as Auckland Council and Christchurch City Council) the quantities of material collected are far higher, creating the economies of scale that enable the required significant investment in automatic sorting systems. The MRFs serving Auckland and Christchurch have also received significant government funding in the past to reduce contamination loss and improve the quality of the resulting commodities.

Southland Region Waste Assessment

## 3.0 Waste Services

### 3.1 Council-provided Waste Services

The table below summarises the waste services provided in each of the three Council areas.

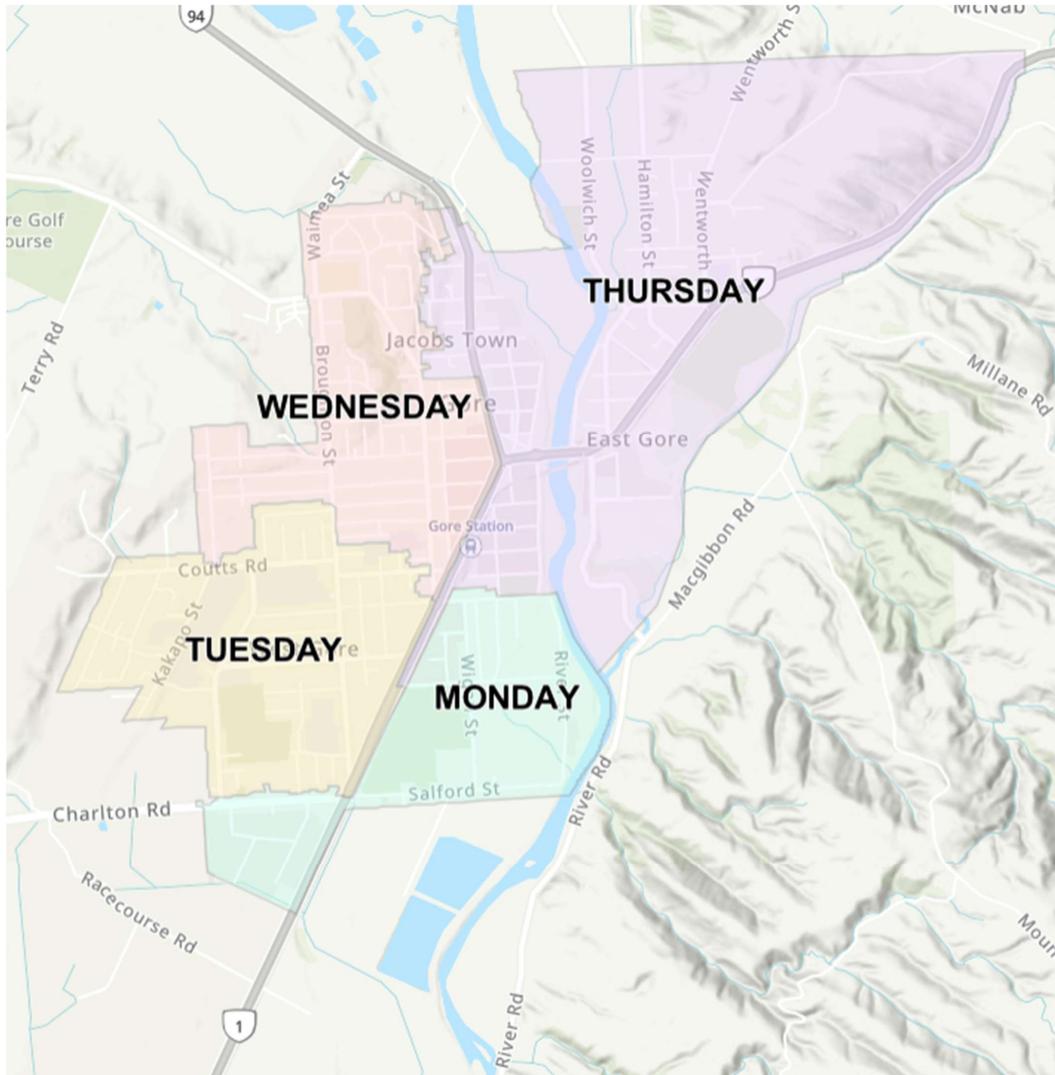
**Table 18: Services Offered in the Southland Region**

<b>Material stream</b>	<b>Invercargill city (22,047 households)  98.8% of total households are covered</b>	<b>Gore district (4,900 households)  87.6% of total households are covered</b>	<b>Southland district (11,133 households)  86.8% of total households are covered</b>
Rubbish	Weekly collection from a 140L wheeled bin	Weekly collection for three consecutive weeks followed by a week off, from a 240L wheeled bin	Fortnightly collection from a 240L wheeled bin
Glass	Mixed with other recyclables	Monthly collection from a 240L wheeled bin	Mixed with other recyclables
Plastic containers #1, #2, and #5	Fortnightly mixed recycling collection from a 240L wheeled bin	No collection service	Fortnightly mixed recycling collection from a 240L wheeled bin
Aluminium and steel (tins and cans)			
Paper/cardboard			

The map below shows the parts of the district that are provided with a kerbside collection service.

Southland Region Waste Assessment

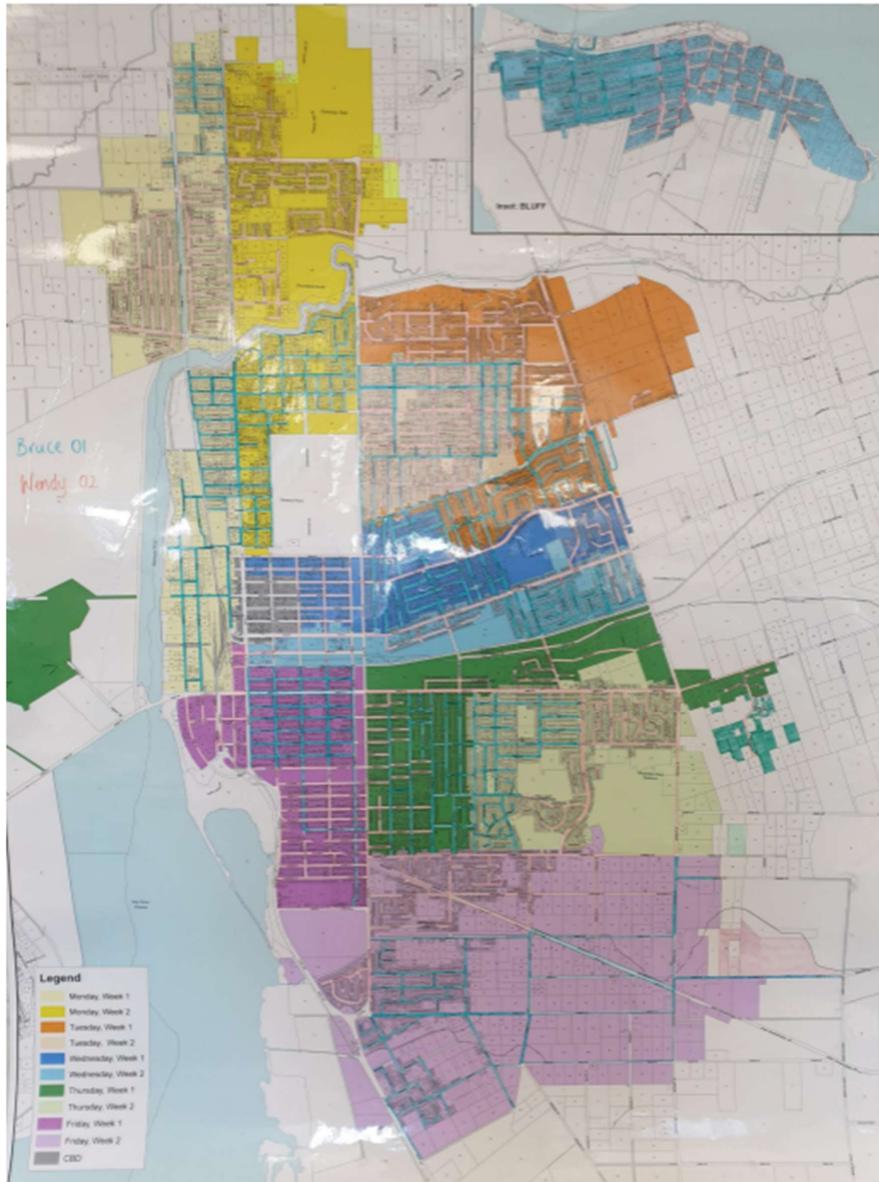
Figure 6: Council Kerbside Collection Coverage in Gore Township<sup>48</sup>



Note that collections are also provided to Matura on a Monday (along with southern Gore)

<sup>48</sup> Gore District Council ArcGIS system: [Public Viewer](#)

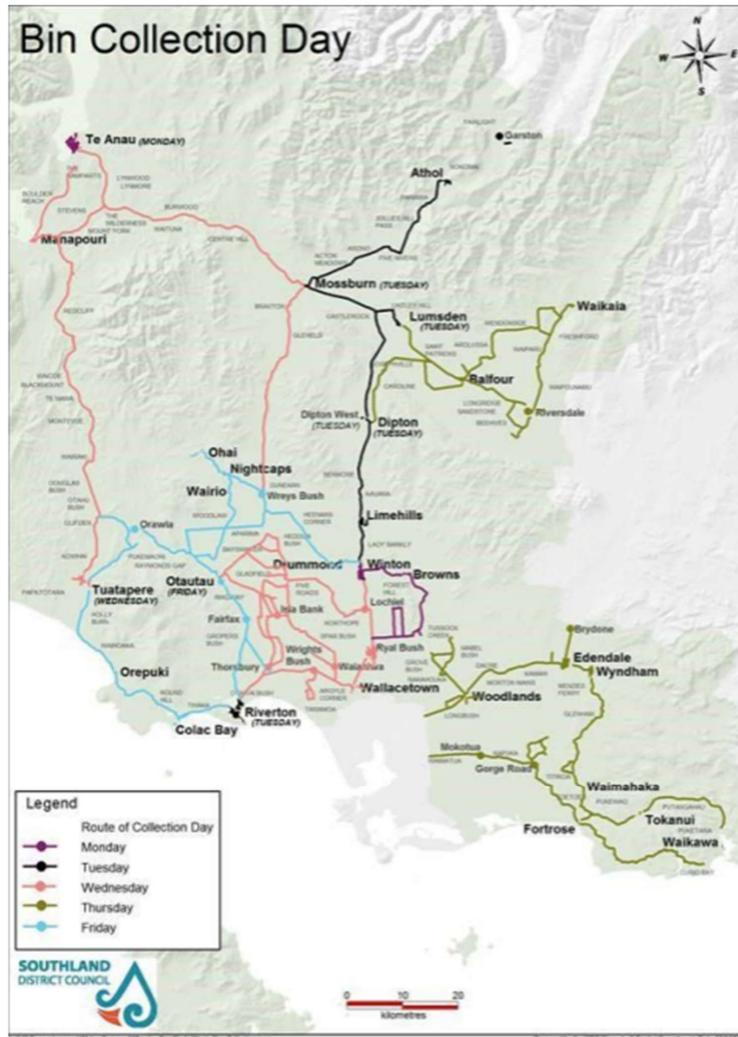
Figure 7: Council Kerbside Collection Coverage in Invercargill



Source: WasteNet

Southland Region Waste Assessment

Figure 8: Council Kerbside Collection Coverage in Southland District



Source: WasteNet

As mentioned earlier in Section 1.5.1, the Ministry has released the details of a standardised kerbside service. Currently, household kerbside recycling services across the region comply with the approved list of materials, with the exception of GDC; which only provides a household kerbside recycling collection for glass. GDC will be required to comply with the standardised household kerbside recycling collection materials by 1 January 2027.

Southland Region Waste Assessment

### 3.1.1 Council Contracts

WasteNet Southland manages a range of contracts to ensure the provision of waste management services across the Southland region. These contracts address various stages of the waste chain, including residential kerbside collections, transfer station operations, and landfill services. WasteNet works with contracted partners to ensure these services are fit for purpose, operate efficiently, and provide value for money to the community.

Invercargill City Council holds a service contract directly with Recycle South for the processing of recyclable materials. Southland District Council opt in to this agreement.

**Table 19: Contracted Services**

Service	Contractor	Service	Contract term
Residential kerbside collection	WasteCo NZ Ltd	Collection of rubbish in red wheeled bins and yellow recycling wheeled bins for recycling	Until 30 June 2027
Transfer stations	WasteCo NZ Ltd	Transfer station operations	Until 30 June 2027
Recycling services for ICC and SDC	Recycle South Limited (RSL)	Collection, sorting, and processing of recyclables	Until June 2027
Landfill	AB Lime Ltd	Acceptance of landfill materials	Until July 2033

The last procurement process carried out by WasteNet resulted in variations in contractual arrangements and services across the region. This particularly relates to the provision of MRF services by Recycle South, who are currently operating under a short term contract extension. Alignment of contractual arrangement will be a core issue in forthcoming procurement processes.

### 3.1.2 Other Council Services

Several other material streams, such as household hazardous waste and green waste, are diverted and managed by the Councils through RTS and RRCs.

Southland Region Waste Assessment

The Councils also provide standard illegal dumping and litter removal services through various contracts amongst council departments such as the parks and roading management teams.

### 3.1.3 Waste Education and Minimisation Programmes

WasteNet, on behalf of the three Councils, funds and coordinates a wide range of education and waste minimisation programmes or initiatives funded or delivered across the region:

- Waste Free Wanda, with additional workshops in association with EnviroSchools
- Love Food Hate Waste campaigns
- Residential bin inspections and associated education
- Trade shows/ events – e.g. Hokonui culture fest
- Presentations to community groups, such as Southland Woman's Club, Age Concern and Lions groups
- Illegal dumping – targeted education
- Material via WasteNet website
- Advertising via radio, social media and digital
- Plastic Free July campaign

## 3.2 Non-Council Services

The table below shows the private waste operators in the Southland region.

**Table 20: Private Waste Services in Southland**

Providers	Areas serviced	Services	Cost	Frequency
Paddy's Bins, Gore	Gore & Mataura, Eastern, Northern, and Southern Southland areas	Commercial and household collection for rubbish, greenwaste and organics		Rubbish collected weekly or fortnightly
		Skip Bins (general waste, hardfill and greenwaste)	Cost unknown	Green waste collection is available fortnightly or on a casual basis, with specific

Southland Region Waste Assessment

Providers	Areas serviced	Services	Cost	Frequency
		Rural rubbish – 240L wheeled bin	\$17 per collection	collection days for different areas
		Urban rubbish – 240L wheeled bin	\$14 per collection	
		Greenwaste 240L wheeled bin	\$13 per collection	
Southern Transport, Invercargill (Clearaways, Southern Skips)	Region-wide	Rubbish, recycling and greenwaste collection  Skip Bins  240L wheeled bins  Commercial In Invercargill City only – 240L, 660L and 1100L	Unknown	Recycling – fortnightly  Rubbish and greenwaste - weekly
Kiwi Skips, Invercargill	Invercargill	Rubbish, recycling and greenwaste collection  Skip and Skip bags  240L wheeled bins, 660L and 1100L bins	240L wheeled bin for greenwaste - \$11  Other costs unknown	On-demand – 7 days per week
Easy Bins, Invercargill	Region-wide	Rubbish and greenwaste  240L wheeled bins, 660L and 1100L bins	Unknown	Weekly and fortnightly

Southland Region Waste Assessment

Providers	Areas serviced	Services	Cost	Frequency
All Waste, Te Anau	Region-wide	Rubbish and greenwaste  Skip bins  240L wheeled bins	Unknown	General waste – weekly  Green waste – on-demand (Thursdays)  Skips – as required
CMC Contracting Ltd	Deliver to site at Pukerau or arrange an on-farm collection	Accept a range of farm waste materials for bulking and transport to reprocessing facilities, and act as agents for Plasback	Variable depending on the material	Deliver to site during opening hours or collections as agreed on-farm
JD Souness	Gore	Commercial and industrial waste collections, disposed of at Gore RTS	Unknown	As required
WasteCo	Region-wide	Household, commercial, and industrial waste collections, disposed of to SRL	Unknown	As required
Waste Management NZ Ltd	Region-wide	Household, commercial, and industrial waste collections, disposed of to SRL	Unknown	As required

Southland Region Waste Assessment

Providers	Areas serviced	Services	Cost	Frequency
Northern Southland Transport	Region-wide	Household, commercial, and industrial waste collections, disposed of to SRL	Unknown	As required

Product stewardship programmes targeting agricultural waste, such as Plasback and Agrecovery, operate in the region collecting and recycling silage wrap, plastic contains, and agrichemical drums. Very limited data is available on the types and quantities of materials collected.

Private waste collectors compete with household kerbside rubbish collection services provided by the Councils, but also meet the needs of householders that live outside the Council collection areas.

In Gore district, Paddy's bins provide a wheeled bin-based collection service to areas not serviced by the Council's collection service, but is also used by some residents that have the Council service available. Paddy's bins collect an estimated 23% of residential kerbside waste.

Several private operators offer services in Invercargill and Southland district to households that are not eligible for the Council service. As much of this waste is disposed of directly to SRL, it isn't possible to estimate the proportion of residential kerbside waste collected by the private sector; however, Invercargill city's proportion is estimated to be extremely low, and Southland's proportion at around 20%.

### 3.3 Summary and Assessment

Waste services in the region are provided by the Councils, the private sector, and the community/non-profit sector (Recycle South and Pakeke Lions). The presence of the non-profit sector is relatively limited compared to other regions, with relatively little activity in (for example) community composting or reuse initiatives.

The household kerbside recycling services provide by ICC and SDC include glass along with other recyclables. This is likely to lead to increased loss of materials through cross-contamination, and cause difficulties in processing the material at a MRF. Glass places significant additional wear and tear on MRF machinery, and also creates issues for manual sorting as many containers will break during collection.

GDC will need to make changes to its household kerbside recycling collection in order to comply with the kerbside standardisation rules, with a deadline of 1 January 2027.

Increased consistency in council collections across the region, such as collection frequency and container size, would make regional communications and education campaigns simpler and more effective.

Southland Region Waste Assessment

The current WasteNet structure appears to be functioning well and the forthcoming procurement process, with an associated review of services, will provide an opportunity to maximise this potential.

Additional services, such as the introduction of a household kerbside collection for organic wastes, would enable additional diversion of waste materials that have particularly significant GHGE implications at landfill.

Commercial providers such as Paddy's Bins, Southern Transport, and Kiwi Skips offer waste and recycling services, particularly in underserved areas. The agricultural sector benefits from specialised services such as Plasback (with a local supplier CMC Contracting acting as an agent in Southland) and AgRecovery. While limited data is available on the overall market share held by council contractors compared to private operators, indications from the 2024 SWAP audits carried out by Waste Not Consulting Ltd suggest that a very high proportion of households in ICC use the council service; with SDC and GDC managing around 80% of household kerbside waste.

Southland Region Waste Assessment

## 4.0 Situation Review

### 4.1 Waste to Class 1-5 Disposal

The terminology used in this section to distinguish sites where waste is disposed of to land is taken from the relevant Ministry regulations, as discussed in section 2.1.

#### 4.1.1 Waste to Class 1 Disposal

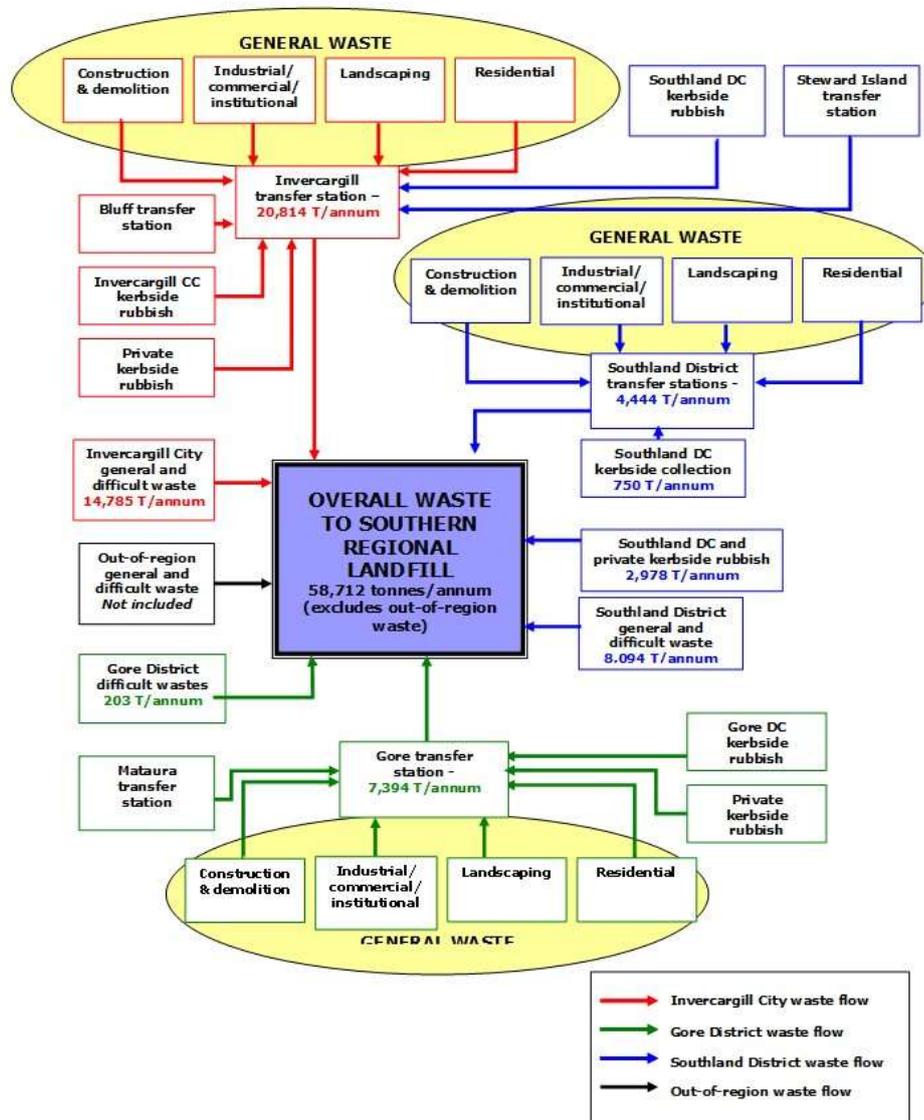
The two key Class 1 disposal sites for the region are AB Lime's Southland Regional Landfill (SRL) and S J Timpany. As mentioned earlier in section 2.1.1, SRL is the primary disposal site for residential and commercial waste, while S J Timpany tends to accept more difficult materials such as contaminated soils.

The SRL received just under 59,000 tonnes of waste from the Southland region in the year to October 2024. The facility also receives some waste from outside the region, but this has not been considered in detail in this assessment as this data is not readily available. Around 56% of the waste received at the landfill passed through one of the eight WasteNet Councils' transfer stations.

Since S J Timpany was classified by MfE as a Class 1 disposal site under the 2021 regulations, and has had to charge the full landfill levy, the facility has reportedly experienced a drop of roughly one third in disposed waste, while still accepting around 30,000 tonnes per annum. It is not known where the ~15,000 tonnes of waste is now being disposed of; although anecdotally the nearby Oreti Beach Class 3/4 site may be receiving a proportion.

The Bragg's Bay and Wallacetown green waste sites are also classified as Class 1 landfills, although neither of the sites function as such and this classification is under review.

The diagram below shows the pathways waste takes to arrive at the SRL, along with approximate annual tonnages (as these are based on an analysis of weighbridge records and rely on accurate coding of waste loads).



Source: Waste Not Consulting Ltd's SWAP report for WasteNet Southland, 2025

Southland Region Waste Assessment

The table below summarises the tonnages of waste going to SRL from various sources across the region.

**Table 21: Sources of Waste to Southern Regional Landfill (year to October 2024)**

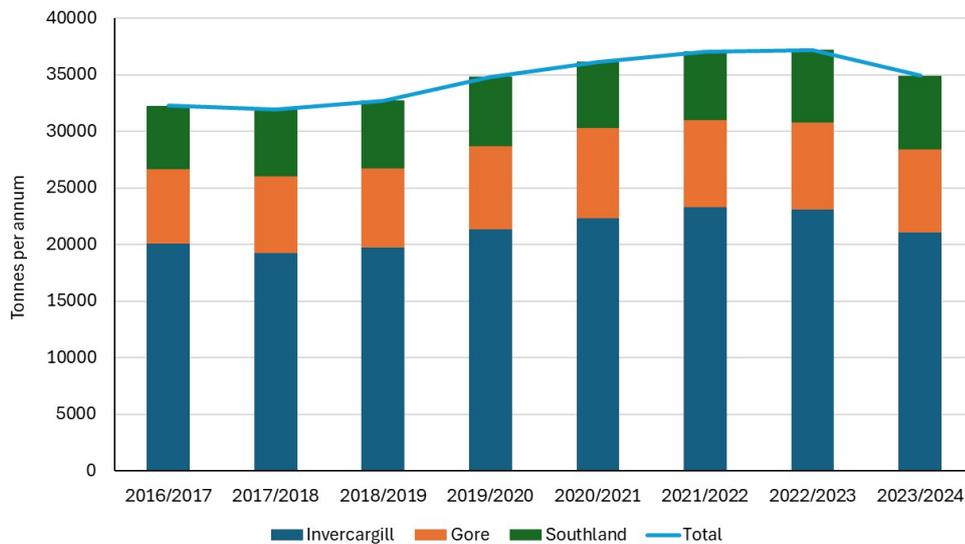
Source of waste	Annual tonnage
Invercargill RTS (including Stewart Island/Rakiura RTS, Bluff RTS, and some household kerbside rubbish from SDC)	20,814
Other waste from Invercargill city direct to SRL	14,785
SDC RTS (including some Council kerbside-collected rubbish)	4,444
Kerbside waste from Southland district direct to SRL (Council and private household kerbside collections)	3,728
Other waste from Southland district direct to SRL	8,094
Gore RTS (including Maitauro RTS and kerbside rubbish from Council and private collections)	7,394
Other waste from Gore district direct to SRL	203
<b>TOTAL</b>	<b>58,712</b>

#### 4.1.2 Council-Controlled Waste to Class 1 Landfill

The figure below shows the waste sent to the SRL through the WasteNet collection and/or disposal network.

Southland Region Waste Assessment

**Figure 9: Southland Region Council Waste to Class 1 Landfill**



The total council-controlled waste to the SRL from the region is also summarised in the table below:

**Table 22: Southland Region Council Waste to Class 1 Landfill**

Year	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
Waste to landfill (tonnes)	32,275	31,953	32,709	34,825	36,147	37,072	37,191	34,912

### 4.1.3 Waste to Class 2-5 Fills

There are two known industrial monofills, nine Class 3/4 landfills, and eight Class 5 cleanfills in the Southland region.

No tonnage data is available for these sites; while MfE holds reported landfill levy data this is not available to councils, and the Southland Regional Council does not require reporting on waste quantities from most consented facilities or permitted activities (such as farm fills).

Several other studies have attempted to quantify the disposal of waste to Class 2-5 fills, often on a per capita basis, with widely varying results. In practical terms, the lack of precise data about disposal of waste to Class 2-5 landfills makes it impossible to reliably monitor any changes over time in the disposal of major waste streams, such as construction and demolition waste.

## 4.2 Composition and Activity Source of Waste

Solid Waste Analysis Protocol (SWAP) audits were carried out in the region to assess the composition of waste going to SRL from the Southland region. These audits enable the composition of various waste streams to be identified, along with the 'activity source' of the waste. As activity source data provides detail about how the waste was created and how it reached landfill, it is useful in identifying the priority actions to influence diversion of specific materials. For example, it is very common for between 65 to 70% of food scraps disposed of to Class 1 landfill disposal to reach there through the activity source 'household kerbside rubbish collections', therefore suggesting that the priority action would be a household kerbside food scraps collection.

Material types are also important when considering the environmental impact of waste going to landfill, as different materials create varying levels of methane and leachate when disposed of. Some materials also have a more significant carbon and environmental impact in production, which would give significant benefits if that waste stream can be avoided or reduced.

### 4.2.1 Composition to Class 1 Disposal

The table below shows the composition of waste to landfill for each district, compared to the regional and national average.

Southland Region Waste Assessment

**Table 23: Composition of Waste to Class 1 Landfills (2024)**

Material type	National average	Regional average	Gore district	Invercargill city	Southland district
All in percentage (%) of total					
Paper	5.9	9.2	12.6	10.1	6.4
Plastics	8.3	15.2	16.6	17.8	10.2
Organic	14.8	32.6	30.9	31.7	34.8
Ferrous metals	2.7	3.3	4.9	3.2	3
Non-ferrous metals	0.8	0.9	1	1	0.8
Glass	1.8	2.2	2.4	2	2.4
Textiles	5	7.2	8.5	7.7	5.9
Sanitary paper	2.3	4.2	4.2	4.9	3
Rubble	20.1	5.2	7.3	4.7	5.2
Timber	12.6	8.7	10.1	7.4	10.3
Rubber	2.1	0.6	0.5	0.7	0.4
Potentially hazardous	23.5	10.7	1	8.9	17.7

The SWAP data identifies several waste streams that constitute a significant proportion of the regional totals. Organic waste constitutes the largest portion of the waste stream, accounting for 32.5% of the total regional waste, with the proportions for Gore district (30.9%), Invercargill city (31.7%), and Southland district (34.8%) all very similar. However, this high proportion is largely a result of relatively low proportions of other material types – such as rubble, which is significantly lower.

Plastics represent 14.9% of the total regional waste, above the national average of 8.3%. Invercargill city contributes the highest share (17.8%), followed by Gore district (16.6%) and Southland district (10.2%). These figures indicate that plastics are a significant component of

Southland Region Waste Assessment

the waste stream and present an opportunity to improve recycling infrastructure across the region.

Paper, at 9.7% of the total waste, is another key material stream. Gore District shows the highest proportion at 12.6%, while Invercargill and Southland contribute 10.1% and 6.4%, respectively, suggesting that paper recycling efforts in the region are underutilised and could benefit from enhanced collection and capture.

Timber and rubble accounts for a combined 15% of the total waste across the region; with timber contributing 9.3%, with Southland district at 10.3%, Gore district at 10.1%, and Invercargill city at 9%. Rubble constitutes 5.1%, with Gore district reporting the highest proportion (7.3%), followed by Southland district (4.6%) and Invercargill city (4.8%). Compared to the national averages (12.6% for timber and 20.1% for rubble), these figures suggest relatively lower contributions from construction activities in the region and reflect the relatively widespread availability of Class 2-4 disposal facilities.

Hazardous waste comprises 9.7% of the regional waste. Southland district contributes the highest proportion (15.5%), followed by Invercargill city (8.9%) and Gore district (1%). The variability in hazardous waste proportions reflects differences in economic and industrial activity and variations in management practices.

Textiles represent 7.7% of the total regional waste, with little variation across Gore district (8.5%), Southland district (7.8%), and Invercargill city (7.4%). These figures are higher than the national average of 5%. Glass, at 2.1% of the regional waste, and non-ferrous metals, at 0.9%, are in line with national averages, while ferrous metals account for 3.5% of the waste, slightly exceeding the national figure of 2.7%. Sanitary paper (4.2%) is slightly above the national average of 2.3%, with Invercargill city showing the highest proportion (4.9%), followed by Gore district (4.2%) and Southland district (2.9%). Rubber waste is minimal at 0.6%, below the national average of 2.1%.

## 4.2.2 Composition of Kerbside Rubbish

The table below shows the composition of waste collected at kerbside for each district, compared to the regional average. The numbers are all in percentage of the total and are colour-coded to show the highest and lowest waste types.

**Table 24: Composition of Kerbside Rubbish (Council and Private)**

Material type	Regional average	Gore	Invercargill	Southland
<b>All in percentage of total</b>				
Paper	7.4	8.7	7.3	6.3
Plastics	8.7	7.0	9.1	9.4
Organic	58.4	56.6	59.5	56.4
Ferrous metals	1.8	2.4	1.4	1.4
Non-ferrous metals	1.5	1.3	1.5	1.5
Glass	3.4	3.4	3.1	4.7
Textiles	3.8	2.7	3.4	4.9
Sanitary paper	5.4	4.8	6.0	3.7
Rubble	6.8	9.3	5.9	7.3
Timber	1.6	2.4	1.3	1.9
Rubber	0.5	0.3	0.6	0.2
Potentially hazardous	1.2	1.1	0.9	2.3

The SWAP data analysis for Southland district, Gore district, and Invercargill city show several key waste streams that make up significant portions of the regional totals. As was seen for the disposal to SRL, organic waste stands out as the dominant contributor, accounting for 58.4% of the kerbside waste across the region. Invercargill city reports the highest proportion at 59.5%, closely followed by Gore district at 56.6% and Southland district at 56.4%.

Plastics, at 8.7% of the regional kerbside waste, represent another critical stream. Invercargill city and Southland district report slightly higher contributions of 9.1% and 9.4%, respectively,

Southland Region Waste Assessment

while Gore district falls below the average at 7.0%. Paper accounts for 7.4% of the kerbside waste regionally, with Gore district showing the highest proportion at 8.7%. Invercargill city and Southland district report lower shares of 7.3% and 6.3%, respectively. Timber and rubble makes up 8.4% of the regional kerbside waste stream. Gore district has the highest proportion at 11.7% while Southland district (9.2%) and Invercargill city (7.2%) report lower shares.

## 4.3 Diversion Potential

### 4.3.1 Waste to Southern Regional Landfill

The diversion potential of all waste going to the SRL identifies the material types which are commonly diverted from landfill across the country. In some cases, such as food scraps, there are no existing diversion pathways currently in the region apart from small scale methods; however, diversion of food scraps and green waste to composting or other recovery methods is commonly done elsewhere in New Zealand. Timber is also frequently diverted from landfill disposal elsewhere, often as a biomass fuel.

The table below shows the diversion potential of waste currently being disposed of at SRL.

	Percentage of total (%)	Tonnes per annum
Recyclable paper	3.3	1,938
Recyclable cardboard	4.3	2,522
Recyclable plastic <sup>49</sup>	1.2	676
Recyclable iron/steel	3.5	2,083
Recyclable aluminium	0.9	529
Recyclable glass	1.5	857
Clothing	1.7	1,016
Cleanfill	0.0	10
Reusable timber	0.2	118

<sup>49</sup> Due to the nature of the survey, this follows the same categorisation as kerbside waste – plastic containers grades 1, 2 and 5. There will also be a small quantity of soft plastic wrap also; however this isn't quantifiable in a visual audit and would be less than the margin of error.

Southland Region Waste Assessment

Other timber	8.3	4,853
<b>Recyclable material</b>	<b>24.9</b>	<b>14,602</b>
Food scraps	12.6	7,370
Compostable greenwaste	8.9	5,223
New plasterboard	0.4	246
Untreated/unpainted timber	8.3	4,853
<b>Compostable material</b>	<b>30.1</b>	<b>17,692</b>
<b>Total Divertible</b>	<b>55.0</b>	<b>32,295</b>

Food scraps and compostable greenwaste together make up over 20% of waste going to landfill, and over 13,000 tonnes per annum. It should be noted, however, that interventions such as household kerbside food scraps collections, or mixed food and garden waste, are unlikely to capture more than between 55% (for an average system) up to 67% (for a high performing system).

### 4.3.2 Diversion Potential of Household Kerbside Waste

While the data above shows the diversion potential of all waste going to landfill, of particular interest to the Councils is the diversion potential of residential kerbside waste; given the high level of influence they have over this particular waste stream.

The table below shows the quantities of potentially divertible material in residential kerbside rubbish, per collection, per container (the container size provided, and the collection frequency, are provided for reference).

**Table 25: Potentially Divertible Material in Kerbside Rubbish (kgs per container per collection)**

	<b>Gore district (240L wheeled bin, collected three out of four weeks)</b>	<b>Invercargill city (140L wheeled bin, weekly)</b>	<b>Southland district (240L wheeled bin, fortnightly)</b>

Southland Region Waste Assessment

Recyclables <sup>50</sup>	2.57	1.26	1.97
Food waste	3.08	3.36	4.95
Greenwaste	6.41	2.90	3.87
<b>TOTAL divertible materials</b>	<b>12.06</b>	<b>7.53</b>	<b>10.80</b>
<b>TOTAL average bin weight</b>	<b>17.41</b>	<b>11.42</b>	<b>17.09</b>
<b>Potentially divertible (%)</b>	<b>69.2%</b>	<b>66.0%</b>	<b>63.2%</b>

This data shows that there are significant quantities of potentially divertible material in all containers across the three councils, at a similar proportion. However, ICC's collected waste contains less potentially divertible material by weight than GDC and SDC due to the lower average weight of each container. This difference is most notable in recyclables and greenwaste. 140L wheeled bins are known to contain less greenwaste than 240L wheeled bins, even when (as in the case of SDC), the 240L bin is collected fortnightly.

## 4.4 Current Performance Measurement

This section provides comparisons of several waste metrics between the Southland region and other territorial authorities. The data from the other districts has been taken from a variety of research projects undertaken by Waste Not and Eunomia.

### 4.4.1 Per Capita Waste to Class 1 Landfills

The total quantity of waste disposed of at Class 1 landfills in a given area is related to a number of factors, including:

- the size and levels of affluence of the population;
- the extent and nature of waste collection and disposal activities and services;
- the extent and nature of resource recovery activities and services;
- the level and types of economic activity;
- the relationship between the costs of landfill disposal and the value of recovered materials;
- the availability and cost of disposal alternatives, such as Class 2-5 landfills/fills; and

<sup>50</sup> Based on currently accepted recycling materials, as per Standard Materials for Kerbside Collections Notice 2023 (Notice No. 1)

- seasonal fluctuations in population (including tourism).

By combining Statistics NZ population estimates and the Class 1 landfill waste data in section 4.1.1, the per capita per annum waste to landfill in 2023 from the Southland region can be calculated as in Table 26 below. The estimate includes special wastes but excludes non-levied cleanfill and cover materials.

**Table 26: Waste Disposal per Capita (2024)**

Council area	Estimated population	Waste to SRL per capita
GDC	13,050	0.582
ICC	57,900	0.598
SDC	33,000	0.500
<b>TOTAL</b>	<b>103,950</b>	<b>0.565</b>

This figure varies significantly throughout New Zealand. The table below compares the 2024 figure for the Southland region and individual councils with other local authorities, regions and New Zealand as a whole.

**Table 27: Comparative Per Capita Disposal Rates**

Overall waste to Class 1 landfills including special wastes	Tonnes per capita per annum
Waimakariri 2017	0.325
<b>Southland District 2024</b>	0.500
Clutha 2022	0.505
Central Otago 2021	0.527
Tauranga/Western Bay 2020	0.560
<b>Southland Region 2024</b>	<b>0.565</b>
<b>Gore District 2024</b>	<b>0.582</b>

Southland Region Waste Assessment

Napier/Hastings 2022	0.595
<b>Invercargill City 2024</b>	<b>0.598</b>
Porirua City 2022 and 2023	0.652
Taupō District 2022	0.716
Hamilton City 2017	0.718
New Zealand 2022/23	0.706
Auckland Region 2024	0.873
Hutt Valley 2022	0.899
Queenstown Lakes District 2023-24	0.940

Areas with higher waste per capita tend to be those that have a very active industrial sector and/or primary processing industries, or have a high number of tourist visitors compared to the permanent resident population. Areas with lower waste per capita tend to be largely rural, or suburban but close to a major population centre.

#### 4.4.2 Summary

As is commonly seen across New Zealand, organic waste is the largest single waste type currently going to landfill. Although AB Lime report a very high gas capture rate and use some of the captured landfill gas to replace coal as a fuel, there are other wider strategic and policy reasons to divert organic waste from landfill such as alignment with the overall aims of the Waste Management Act for TAs to achieve effective and efficient waste management and minimisation, and government initiatives such as the emissions reduction plans and international emissions reduction targets.

The overall waste to landfill figure for the region is at the expected level considering the amount of industrial activity occurring, and the relatively rural nature of much of the region. The region does experience fluctuations in some areas related to high visitor numbers at some times in the year; however, Stewart Island/Rakiura operates as quite a discrete waste catchment, which would enable focused initiatives to be put in place.

Construction waste, while clearly a significant part of the landfill waste stream, isn't as significant in the Southland region as it is in some others, where it is similar in size to organic wastes.

Kerbside rubbish collection in Southland amounts to 183 kilograms per capita per year, which is moderate compared to other districts. This figure is similar to Taupo (183 kilograms) but higher than regions such as Waikato District (131 kilograms) and Gisborne (141 kilograms). The

Southland Region Waste Assessment

relatively high kerbside collection rate is partly driven by the collection methods used in Southland, such as rates-funded, large-capacity wheelie bins. While ICC provides weekly 140L bins, GDC and SDC offer 240L bins on three-week and fortnightly collection cycles, respectively. These collection systems provide convenience and capacity for households, encouraging higher levels of use and also means that waste that might be diverted through other means, such as recycling or composting, is more likely to end up in kerbside rubbish collections.

Southland Region Waste Assessment

## 5.0 Review of the 2020 Waste Management and Minimisation Plan

As required by the Act, the Councils have carried out a review of their last Plan, which was adopted in December 2020. The 2020 Plan states that the aim was "the effective and efficient stewardship of waste as a resource with a residual value to protect our health and environment." This vision was supported by three goals and five objectives.

**Table 28: Goals and Objectives**

Goal	Objectives
G1. Work together to improve the efficient use of resources	O1. Reduce the amount of materials entering the waste stream
	O2. Reuse or repurpose materials so they have life before recycling or disposal
G2. Use the waste hierarchy to guide decision-making	O3. Reduce the amount of materials sent to final disposal by maximising recycling opportunities
	O4. Make the best use of recoverable waste as a renewable resource
G3. Reduce the harmful effects of waste to our health and environment	O5. Appropriate treatment and disposal of waste for the protection of health and the environment

The target in the 2020 Plan was to "maintain a materials discarded figure of 650 kilograms per capita comprising 40% diverted materials by 1 July 2026." The current WMMP defines "materials discarded" as "discarded materials refer to the total amount of solid waste and diverted materials that are disposed of". Accordingly, monitoring this target requires an understanding of all materials discarded in the region, including all materials disposed of and diverted through systems that are privately operated. Currently, very limited data is available relating to non-Council disposal and diverted material quantities, and so this target is not able to be monitored accurately.

Although current data does not enable a complete calculation of this metric, the region is currently sending 565 kilograms of waste to SRL per capita and is very unlikely to be meeting the corresponding diversion target of 377 kilograms of waste (to meet the 40%); and similarly is unlikely to be achieving an overall 'materials discarded' figure of 650 kilograms per capita.

Southland Region Waste Assessment

A review of the progress on the previous WMMP action plan shows mixed outcomes, with some actions successfully implemented, such as improvements to waste data management systems and the completion of the "Rethink Rubbish" rebranding. However, many actions remain incomplete or not progressed, including critical initiatives such as developing a reuse education programme, investigating hazardous waste management opportunities, and advancing organic waste strategies beyond feasibility studies. The challenges in implementation can largely be attributed to resource constraints, competing priorities, and external disruptions such as COVID-19.

Considering this progress, and the requirement for Gore to meet the gazetted kerbside standardisation requirements, it is recommended that the Councils agree to develop a new WMMP.

This will ensure the Councils address existing gaps, align with the strategic direction set by the New Zealand Waste Strategy, and meet statutory obligations. A revised WMMP will also support alignment with refreshed waste service contracts for the region.

Southland Region Waste Assessment

## 6.0 Future Demand and Gap Analysis

### 6.1 Future Demand

There are a wide range of factors that are likely to affect future demand for waste management and minimisation. The extent to which these influence demand could vary over time and in different localities. This means that predicting future demand has inherent uncertainties. Key factors are likely to include the following:

- Overall population growth
- Economic activity
- Changes in lifestyle and consumption
- Changes in waste management approaches

In general, the factors that have the greatest influence on potential demand for waste and resource recovery services are population and household growth, construction and demolition activity, economic growth, and changes in the collection service or recovery of materials.

#### 6.1.1 Population

Population projections for the Southland Region indicate slow growth in total population across most areas, with ICC showing the strongest increase compared to SDC and GDC, with GDC eventually predicted to experience a population decrease. The Southland region's demographics are also expected to change, with an aging population and smaller household sizes. These shifts are likely to influence the composition and quantities of waste generated, including an increase in medical waste associated with aged care. Table 29 illustrates population changes from 2018 to 2048.

**Table 29: Resident Population Projections to 2048**

Estimat ed/ projecti on	2018	2023	2028	2033	2038	2043	2048	Change 2018 – 2048: number	Change 2018 – 2048: avg. annual percent
Region	100,500	103,800	105,700	107,100	108,00	108,400	108,300	7,800	0.2
GDC	12,800	12,850	12,900	12,900	12,850	12,700	12,500	-300	-0.1
ICC	55,900	57,800	58,900	59,900	60,500	61,000	61,200	5,400	0.3

Southland Region Waste Assessment

---

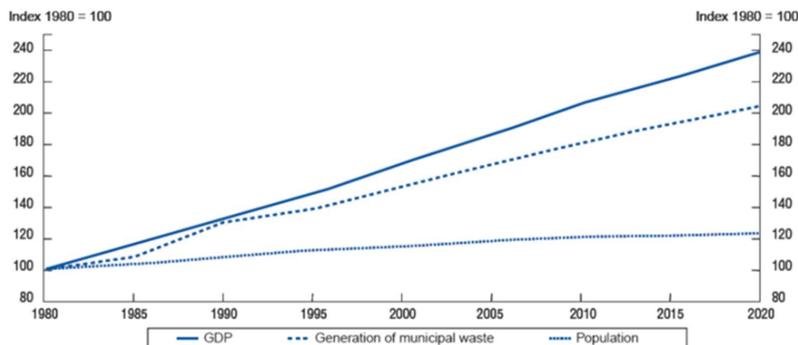
SDC	31,900	33,200	33,900	34,300	34,600	34,700	34,600	2,700	0.3
-----	--------	--------	--------	--------	--------	--------	--------	-------	-----

---

### 6.1.2 Economic Activity

GDP and waste production have been shown to have a strong relationship. Figure 10 below shows the growth in municipal waste in the OECD plotted against GDP and population.

**Figure 10: Municipal Waste Generation, GDP and Population in OECD 1980 – 2020**



Source: OECD 2001.

Research from the UK<sup>51</sup> and USA<sup>52</sup> suggests that underlying the longer-term pattern of household waste growth is an increase in the quantity of materials consumed by the average household and that this in turn is driven by rising levels of household expenditure.

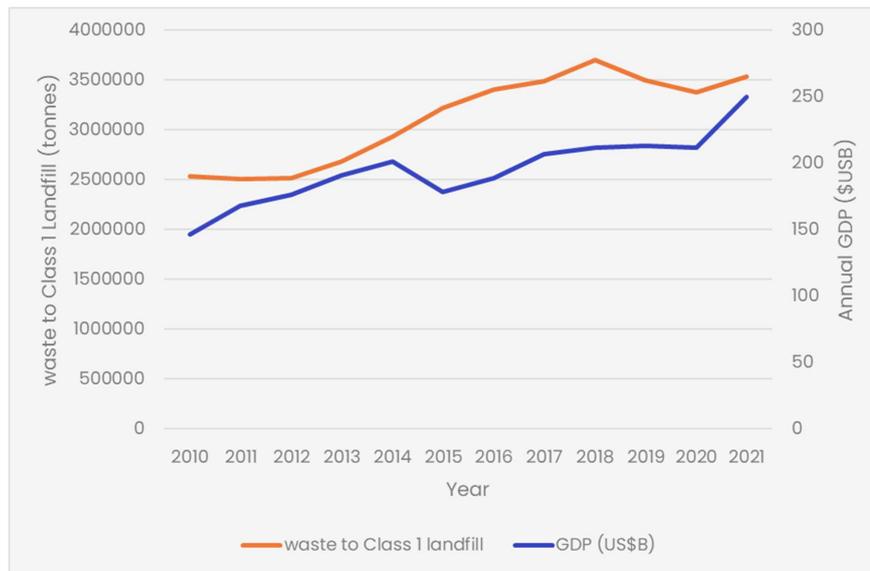
The relationship between population, GDP, and waste seems intuitively sound, as an increased number of people will generate increased quantities of waste and greater economic activity is linked to the production and consumption of goods which, in turn, generates waste.

Total GDP is also a useful measure as it takes account of the effects of population growth as well as changes in economic activity. The chart suggests that municipal solid waste growth tracks above population growth but below GDP. The exact relationship between GDP, population, and waste growth will vary according to local economic, demographic, and social factors.

Figure 11 below shows the annual tonnes sent to Class 1 landfill disposal, against the annual GDP of New Zealand (in billions of US\$). This relationship is not a complete picture, as Class 1 landfills tonnes are a subset of all waste disposed of in New Zealand, and this further does not represent waste produced, but only waste disposed of. This data also can only be shown from 2010, as this was the first time that waste to Class 1 landfill disposal was measured accurately.

<sup>51</sup> Eunomia (2007), Household Waste Prevention Policy Side Research Programme, Final Report for Defra, London, England  
<sup>52</sup> EPA, 1999. National Source Reduction Characterisation Report For Municipal Solid Waste in the United States

**Figure 11: New Zealand Waste to Class 1 Disposal and GDP (2010 - 2021)**



The Southland region has consistently contributed approximately 2.1% of New Zealand's national GDP over recent years. Local monitoring data confirms that waste generation rates are however impacted by economic conditions.

### 6.1.3 Changes in Lifestyle and Consumption

Consumption habits affect waste and recyclables generation rates. For example, there has been a national trend in the decline in newsprint production since 2005, likely as a result of increasing online news consumption<sup>53</sup>. Anecdotally, this has been accompanied by an increase in the use of printed direct mail ('junk mail') both in real terms and as a proportion of the overall paper/cardboard waste stream. This presents challenges for paper/cardboard recycling as this paper is a less desirable recycling commodity.

The ongoing growth in electronic devices will ensure that e-waste continues to be a growing waste stream, with (for example) data showing that households now tend to access the internet through multiple devices within the home and out, rather than a single home computer<sup>54</sup>. Electric vehicles are also becoming increasingly common, bringing specific end-of-life management issues for the large batteries used (noting that there is a product stewardship scheme prepared for these items)<sup>55</sup>.

Retail purchasing habits are also changing. Increasingly, retail transactions are occurring online. The NZ Post Full Download Report on 2020 (the most recent year available)<sup>56</sup> reported a 13% growth in online spending from 2019. This is a trend likely to continue; NZ Post states

<sup>53</sup> [http://www.nzherald.co.nz/business/news/article.cfm?c\\_id=3&objectid=10833117](http://www.nzherald.co.nz/business/news/article.cfm?c_id=3&objectid=10833117)

<sup>54</sup> Data from [www.stats.govt.nz](http://www.stats.govt.nz) 'Household Use of Information and Communication Technology' accessed September 2018

<sup>55</sup> Electric vehicle imports continue to climb | Stats NZ

<sup>56</sup> Accessible from [www.nzpostbusinessiq.co.nz](http://www.nzpostbusinessiq.co.nz)

“online makes up only 11% of all Kiwi shopping spend. In the UK and US, online penetration is well over 20%. This leaves plenty of room to grow in New Zealand”. This is likely to result in more recyclable cardboard packaging; as well as soft plastics which are more difficult to capture and manage appropriately.

Growing access to international retail websites (e.g. Temu, Ali Express, Amazon etc) also means that there is an expanding range of products that can be ordered quickly, easily and often for a very low price, with the associated required packaging. This easier access to retail products and cheaper prices means the volume of purchases being made is increasing and may also be creating a more disposable approach to the items being bought. It's likely that these lower purchase prices would translate to lower quality products with a shorter lifespan and due to being bought online, returning for repair is very unlikely.

The ongoing restrictions and outright bans of various plastic packaging types, along with a general public perception that plastic packaging is to be avoided<sup>57</sup>, is likely to have contributed to the growing variety of 'compostable' packaging types available in New Zealand<sup>58</sup>. These packaging types can vary significantly from a simple paper-based moulded container, which can easily be recycled or composted, to clear rigid packaging that looks and behaves in a similar way to petrochemical-based plastics. New Zealand currently doesn't have any clear standards or defined terminology around 'compostable' packaging, and there is a risk that adding these packaging types to composting processes will result in a lower quality end product<sup>59</sup> - for example, there is growing concern globally about the presence of persistent chemicals like PFAS in compostable packaging<sup>60</sup>.

While there is no data for New Zealand, there is growing evidence globally of an increase in the use of aluminium cans for beverage containers rather than glass. The advantages of aluminium cans are largely the reduction of transport costs due to lower weights, reduced loss through breakage, the ability to easily package smaller serving sizes, and the ease of recyclability in most areas (again, largely due to transport efficiencies as aluminium can be baled effectively and easily)<sup>61</sup>. This may mean, in future, that the proportion of glass containers in the waste stream reduces with a corresponding increase in aluminium containers.

## 6.1.4 Changes in Waste Management Approaches

There are a range of drivers that mean methods and priorities for waste management are likely to continue to evolve, with an increasing emphasis on diversion of waste from landfill and recovery of material value. These drivers include:

- Recycling and recovered materials markets - recovery of materials from the waste stream for recycling and reuse is heavily dependent on the recovered materials having an economic value. This particularly holds true for recovery of materials by the private sector. Markets for recycled commodities are influenced by prevailing economic conditions, by commodity prices for the equivalent virgin materials, and by market controls in key destinations such as China. The risk is linked to the wider global economy through international markets, and the impact of the China National Sword policies has demonstrated this. Increasing costs of doing business in New Zealand, combined with a general shift towards efficiency and downsizing in some sectors, has meant that several industries have closed operations in New Zealand partially or fully – a significant example

---

<sup>57</sup> Motivation for rethinking plastics | Office of the Prime Minister's Chief Science Advisor (pmcsa.ac.nz)

<sup>58</sup> Use-case-consultation-paper-02.06.2021.pdf (packagingforum.org.nz)

<sup>59</sup> compostables-packaging-position-statement.pdf (environment.govt.nz)

<sup>60</sup> Understanding PFAS in food packaging - The Packaging Forum

<sup>61</sup> [Changing Tide in Beverage Packaging](#)

being the closure of the OJI Fibre mill in Auckland, where around 88% of New Zealand's recovered paper and cardboard onshore recycling took place.

- Increased cost of landfill - landfill costs have risen in the past due to higher environmental standards under the RMA, introduction of the Waste Disposal Levy (currently \$60 per tonne for Class 1 disposal facilities<sup>62</sup>) and the New Zealand Emissions Trading Scheme. The current price for carbon credits, and the ongoing increases in the landfill levy, will make disposal prices a more significant consideration in waste management practices.
- Infrastructure investment - an increased waste disposal levy and other funding sources will drive increased investment in waste recovery infrastructure.
- New Zealand's first Emissions Reduction Plan with a number of actions for the waste sector including reducing the amount of organic going to landfill, including C&D, and a potential ban or limits on organic waste to landfill; along with improving waste data and landfill gas capture.
- Te rautaki para – with a strong focus on reducing emissions and waste, to achieve a more circular economy.
- Waste industry capabilities - as the nature of the waste sector continues to evolve, the waste industry is changing to reflect a greater emphasis on recovery and is developing models and ways of working that will help enable effective waste minimisation in cost-effective ways. Resourcing in the waste sector remains an ongoing challenge.
- Local and national policy/legislative drivers, including actions and targets in the Plan, bylaws, and licensing.

### 6.1.5 Summary of Demand Factors

The analysis of factors driving demand for waste services in the future suggests that demand will increase gradually over time largely as a result of population growth and economic activity. There is also likely to be an increasing focus and demand for other waste activities and types, including:

- Disaster waste – recent events have highlighted the need for proactive disaster waste management plans, particularly concerning local resilience where there is reliance on waste infrastructure located elsewhere in the region, or outside the region.
- Smaller but difficult waste streams such as soft plastics, packaging that isn't accepted in kerbside recycling collections, 'compostable' packaging as replacements for what will become banned packaging items, and farm wastes.
- The impact of a possible future container return scheme.

## 6.2 Future Demand – Gap Analysis

The aim of waste planning at a territorial authority level is to achieve effective and efficient waste management and minimisation. The following significant 'gaps' or key issues have been identified for the Southland region:

---

<sup>62</sup> [https://environment.govt.nz/what-government-is-doing/areas-of-work/waste/waste-disposal-levy/expansion/?utm\\_source=chatgpt.com](https://environment.govt.nz/what-government-is-doing/areas-of-work/waste/waste-disposal-levy/expansion/?utm_source=chatgpt.com)

## 6.2.1 Organic Waste

As discussed earlier in section 4.2, a large proportion of all waste collected in the Councils' household kerbside rubbish collection is compostable; and the majority of that is food waste. There are also large amounts of green waste going to landfill disposal, much of this also collected through household kerbside rubbish collections. Other organic wastes going to landfill could also be recovered, such as clean plasterboard, some timber, and organic processing/by-product wastes.

Organic waste going to landfill breaks down anaerobically (without oxygen), creating methane, CH<sub>4</sub> – a very powerful greenhouse gas. AB Lime's Southern Regional Landfill which accepts waste from the region does have a gas capture system; however, no gas capture system is 100% effective. The Climate Change Commission uses a 68% lifetime gas capture rate for landfills in NZ. Much of this organic material also could have been processed into some kind of soil amendment product such as compost or liquid digestate, potentially replacing manufactured nitrogen fertiliser with the associated carbon impacts.

Recent investigations into organic waste management in the region concluded that introducing various kerbside organic collection and composting services could avoid between 11 to 1,677 tonnes of CO<sub>2</sub>-e – depending on the scale of the service and the types of materials collected<sup>63</sup>.

Government has recently announced that previous policy decisions relating to compulsory household kerbside food scraps collections will not be taken forward to regulation. This decision, while lessening the motivation for the Councils to introduce collection services for food scraps and other organic wastes, does mean that should the Councils decide to address the organic waste issue, the scope of possible solutions is wider than previous. A full understanding of the available organic wastes in the region, and the appropriate processing options for these waste materials, is an essential step in understanding the scope of the issue and the possible solutions.

## 6.2.2 Waste Infrastructure

Waste infrastructure in the region is limited and has a focus on end disposal, RTS, and the Recycle South MRF.

While there is no concern over the future availability of disposal capacity at SRL, there is lack of clarity about the quantity and type of materials being disposed of at other sites within the region. This may mean that there are further opportunities for diversion that have not been identified, and there may be waste materials being managed in inappropriate ways.

This lack of local infrastructure means that recovery of materials is more difficult than in other regions, with the cost of bulking and transport adding to the logistical challenges of getting recovered materials to market. The recent announcement that OJI Fibre will be closing will place additional pressure on the available recovery infrastructure in New Zealand for paper and cardboard. Some materials, particularly organic waste and C&D, are best managed locally where possible. Recent developments in nearby regions, such as Dunedin City Council's work on recovering organics and C&D waste, mean that cross-regional collaboration may present opportunities for longer term solutions.

---

<sup>63</sup> Tonkin & Taylor (2024) "Organics Feasibility Report and Preliminary Business Case", internal report to WasteNet

Tourism activities in the more remote parts of the region, such as Stewart Island/Rakiura and Te Anau, create a specific demand in these areas while not necessarily contributing financially to the cost of meeting this demand.

Recycle South's MRF currently processes fully comingled recyclables. The presence of glass in the mixed recycling stream creates handling issues and places additional maintenance and repair pressure on the operator. Investment has been made in the facility to enable a wider range of materials to be recovered also beyond the kerbside recyclables, and the status of the organisation as a non-profit providing employment for adults that may otherwise struggle provides a measure of additional community benefit to the operation. However, the priorities of the Councils in choosing service providers will range beyond community benefit to consider cost efficiency and effectiveness, and careful consideration will need to be given in future as to the Councils' procurement drivers and criteria.

Recovered glass is a particularly difficult material to manage in the region, as in the Otago region, due to the relatively low density and the distance to the only New Zealand reprocessing facility (Auckland).

Overall, recovering any additional materials from landfill beyond those currently diverted is going to present significant challenges to the Councils in terms of funding and achieving the necessary scale.

### 6.2.3 Kerbside Services

The services currently provided across the region vary in materials accepted, containers used, and frequency of collection.

Analysis of kerbside tonnages shows that households using the Gore and Southland District Council services place out more rubbish for collection than households using the Invercargill City Council service. This is likely due, at least in part, to the size of collection container provided and the frequency of collection.

Inclusion of glass with other recyclables, as in Southland district and Invercargill city, is understood to have a negative impact on the quality of recyclables recovered and may be reducing the overall amount diverted through contamination loss.

Beyond the impact that service variability has on the relative performance of diversion options, this also poses challenges in delivering consistent education and communications campaigns across the region. There are also requirements for GDC's kerbside recycling service to comply with the standard materials regulation by 2027.

Increased consistency in service provision, extension of recycling services, and restriction of rubbish collection container size and/or frequency would encourage better behaviours from residents, enable more consistent and effective education campaigns, and smoother contract management.

### 6.2.4 Regulation

While the three councils have had waste bylaws in the past, GDC's is the only one current.

Government has advised that regulatory initiatives such as national waste operator licensing, and requirements in the Building Act for site waste management plans, will no longer be implemented. This makes local regulation even more important.

Southland Region Waste Assessment

Adopting local bylaws that provide for tools such as construction site waste management plans, event waste management plans, waste operator licensing, and data reporting requirements will assist the Councils in implementing waste initiatives and ensuring that data is available to provide a fuller picture of material flows in the region; both disposal and diverted materials. This will better enable issues and opportunities to be identified.

Template solid waste bylaw wording is available, and other councils in New Zealand are working collaboratively to adopt consistent bylaws which enable implementation to be delivered regionally or even cross-regionally.

## 6.2.5 Rural Waste

### 6.2.5.1 Farm waste

Nationally rural wastes are estimated to account for up to 12% of waste disposed of<sup>64</sup>. However, there is limited information available regarding rural waste management practices in the Southland region. Rural wastes are most commonly managed on-farm with material stockpiled, burned, and/or buried. There are very few controls over waste disposal on farm sites, and much of the material which is currently managed on-farm in less desirable ways could be recycled or recovered, or properly disposed of.

The key issue is that current management methods are essentially no-cost and relatively convenient for farmers. Services that collect non-natural materials for recovery or proper disposal are likely to be costly due to the distances involved and remoteness from processing and consolidation points.

Current product stewardship programmes such as Agrecovery and Plasback apply charges to farmers that participate in the schemes. This may change as the mandatory product stewardship scheme is introduced, meaning manufacturers and retailers will become more responsible for their products and the cost for end of life will be captured at point of sale.

There have been a number of trials of on-farm waste collection services in the past; however, these have not developed into a full service, often due to cost concerns.

### 6.2.5.2 Rural household waste

In addition to farm waste, rural household waste also presents challenges. Some areas lack access to kerbside waste collection services, relying on alternative arrangements such as community drop-off points. However, the Southland region does have several rural transfer stations available.

Addressing the unique challenges of rural waste management requires targeted solutions that consider the specific needs and circumstances of rural communities. This could include exploring innovative collection methods, expanding the availability of drop-off locations, and promoting community-led initiatives. Future service reviews and planning should prioritise addressing the needs of rural communities and closing the gap in service provision between urban and rural areas.

---

<sup>64</sup> Ministry for the Environment. 2019. Reducing waste: a more effective landfill levy – consultation document. Wellington: Ministry for the Environment

## 6.2.6 Medical Waste

Medical waste can be an issue at home and in medical facilities. Generally, it is comprised of:

- Hazardous waste (which can be sharps, such as needles, or non-sharps such as infectious waste or radioactive);
- Controlled waste (such as potentially infectious bodily fluids); and
- Non-hazardous waste (which is general waste or recyclables).

At home, non-hazardous waste can generally be managed through usual general refuse and recycling services (although there are some exceptions through either the size of the item, or the sheer quantity). However, the management of hazardous and controlled wastes at home can be difficult, and with the increasing prevalence of in-home medical care, this is becoming a more significant problem.

Anecdotally, a significant proportion of in-home medical waste is disposed of through general waste and recycling systems. This could result in significant health and safety concerns for the collection and processing staff.

Ideally, in-home medical care would include provision for appropriate handling and disposal of medical wastes. However, for various reasons such as lack of awareness or cost, this is not always the case.

For healthcare in medical facilities, The Pharmacy Practice Handbook states<sup>65</sup>:

### *4.1.16 Disposal of Unused, Returned or Expired Medicines*

*Members of the public should be encouraged to return unused and expired medicines to their local pharmacy for disposal. Medicines, and devices such as diabetic needles and syringes, should not be disposed of as part of normal household refuse because of the potential for misuse and because municipal waste disposal in landfills is not the disposal method of choice for many pharmaceutical types. Handling and disposal should comply with the guidelines in NZ Standard 4304:2002 – Management of Healthcare Waste.*

While Council is not responsible for the provision of medical waste management services for either home-based care or medical facilities, it would be beneficial for Council to work proactively with the health service and other medical service providers to ensure that appropriate services are being offered and put in place.

## 6.2.7 Textiles

Textiles are a material stream that has historically had a very low profile nationally, although the recent focus on carbon reduction through waste management has increased this profile as textiles can contribute significantly to carbon impact assessments. Various national programmes exist to divert specific textile types (such as socks and cotton clothing) but these are capturing very small quantities and are unlikely to have the ability to cope with large quantities.

---

<sup>65</sup> <https://nzpharmacy.wordpress.com/2009/06/09/disposal-of-unwanted-medicines/>

## 6.2.8 Disaster Waste

Disaster waste is increasingly becoming an issue, as climate change drives more extreme weather events such as flooding and slips, along with other natural disasters (such as earthquakes). The region's geographical diversity, encompassing coastal areas, river valleys, and mountainous terrain, makes it susceptible to a range of natural disasters, including earthquakes. These events can generate large quantities of debris, damaged infrastructure, and contaminated materials, requiring specialised management and disposal strategies.

The Southland WA highlights the need for proactive disaster waste management planning to ensure the region is adequately prepared to handle the unique challenges posed by such events. This includes:

- Developing robust waste management plans specifically for disaster scenarios, outlining procedures for debris clearance, material sorting and processing, and safe disposal of contaminated waste
- Establishing clear roles and responsibilities for different stakeholders, including Councils, emergency response agencies, and waste management operators, to ensure coordinated and efficient waste management during disaster situations
- Investing in appropriate infrastructure and resources, such as temporary waste storage facilities, specialised equipment for handling disaster waste, and trained personnel to manage the unique demands of disaster waste
- Promoting community awareness and education on proper waste disposal practices during and after disaster events to minimise environmental impact and public health risks

## 6.2.9 Leadership and Collaboration

As is commonly found nationally, collaborative projects tend to focus on the lower levels of the waste hierarchy, particularly recycling and reprocessing. The impact of (and therefore funding for) actions higher up the hierarchy such as prevention, reduction, and reuse initiatives is harder to define and measure/monitor.

The sector is experiencing a lack of suitably trained and experienced staff, and input from councils reinforces submissions to (in particular) vocational training organisations to address some of these issues. Sector groups (WasteMINZ and the Zero Waste Network) are also working to address barriers to new recruits joining the sector, and some neighbouring councils are offering paid internships for tertiary students.

## 7.0 Statement of Options

This section sets out the range of options available to the Councils to address the key issues that have been identified in this Waste Assessment. Options presented in this section would need to be fully researched, and the cost implications understood before being implemented through WMMP action plans and LTP/Annual Plan.

### 7.1 Options Categorised by Work Area

These sections present the high-level options to address the key issues described above, broken down into the categories of regulation, measuring/monitoring, education/engagement, collections/services, infrastructure, and leadership/management. Options are presented this way as the role of TAs is likely to be fairly consistent within each of these categories and one option may address a number of key issues; also this enables the options to show a progression of options in one category with (for example) an increasing level of circular economy alignment.

The Councils' roles can be:

**Strategic:** Simply identify the need at a strategic level, with other sectors able to respond to the need as they wish

**Facilitation/Leadership:** Take a facilitation and leadership role in addressing the need, such as by creating working groups focusing on a particular material e.g. construction waste

**Regulator:** Use regulatory tools available to councils to create an environment that encourages solutions, such as requiring construction site waste management plans, banning certain materials from landfill, etc.

**Funder:** Influence the way gaps addressed by others by making funding available for specific initiatives that address the need in some way

**Provider:** Take direct action by providing services or facilities that address the need.

For each option, we have identified the key issue being addressed, the extent to which we expect the issue to be addressed or the future demand to be met, and what Councils' role may be. An example of how this links to the key issues is below:

<p><b>Reference number:</b> To take forward to WMMPs, when more detailed actions are set out and options are narrowed down in preference</p> <p>For example: <b>Regulation 1 = R1</b></p>	<p>High level description of an option that <b>addresses a key issue</b></p>	<p>Detail of <b>how this option addresses a key issue</b></p>	<p>Statement of how this option would <b>address current and/or future demand</b></p>	<p><b>Councils' role</b>, as per the list shown above, with additional detail where applicable</p> <p>For example, when setting local bylaws, Council is the <b>Regulator</b></p>
	<p>For example: Adopt consistent solid waste bylaws and implement provisions</p>	<p>For example: A bylaw will enable data collection from private waste operators</p> <p>Bylaws can restrict the use of 240L wheeled bins for private rubbish collections</p>	<p>For example: Gives access to better data, and encourages/enables better management of some waste streams</p>	

## 7.2 Regulation

Ref	Option	Issues Addressed	Impact on Current/Future Demand	Councils' Role
R1	ICC and SDC adopt a simple solid waste bylaw	Roles and responsibilities with respect to waste are clarified in local regulation – e.g., ownership of material at the kerbside etc.	Enables better management of waste issues	Regulator
R2	A comprehensive, consistent, solid waste bylaw is adopted across the region by all three councils	<p>Several key issues are addressed, such as:</p> <ul style="list-style-type: none"> <li>improving data collection by licensing waste operators and requiring reporting</li> <li>C&amp;D waste management through construction site waste management plans</li> <li>regulations can also be set relating to MUDs, event waste management, material bans in residual waste collections, etc</li> </ul>	<p>Having access to better data enables better management of waste streams and future identification of issues</p> <p>A comprehensive bylaw will enable the councils to have more influence over waste management outside council services, and encourage sectors to improve management through better understanding of waste materials.</p> <p>Future new services, if introduced (such as an organic waste collection), can be reinforced through material bans in residual waste collections</p>	Regulator

## 7.3 Measuring/Monitoring

Ref	Option	Issues Addressed	Impact on Current/Future Demand	Councils' Role
M1	Current monitoring is maintained; monitoring waste at kerbside, transfer stations, and to landfill	Council-controlled waste flows are understood and monitored	Maintains status quo	Provider
M2	Monitoring is extended to provided data on participation/set out rates, contamination, and composition	Improved understanding of the community's use of council services to inform any possible changes to kerbside and other services	Improves understanding and guides future decision-making	Provider
M3	Monitor non-council waste flows through waste operator licensing with associated data collection requirements (linked to action R2)	Councils understand non-council waste flows and materials better, enabling opportunities for improvement to be identified.	Improves understanding of non-council waste streams, particularly C&D, industrial and commercial wastes.	Provider
M4	Understand waste streams from specific sectors (e.g. construction, events, linked to action R2)	Those involved in construction projects and events management monitor material quantities and types closely, providing better understanding of opportunities and providing Councils with additional data	Improves understanding of non-council waste streams, particularly C&D and event wastes	Facilitation/leadership
M5	Work with the regional council to access data provided through resource consent conditions	Councils have a better understanding of waste quantities across the region, enabling issues and opportunities to be identified	Improves understanding of non-council waste streams	Facilitation/leadership

## 7.4 Education/Engagement

Ref	Option	Issues Addressed	Impact on Current/Future Demand	Councils' Role
E1	Continue region-wide education and engagement e.g. Love Food Hate Waste, home composting, recycling contamination	The community receives regionally-consistent education and messages	Maintains status quo	Provider
E2	Extend education and engagement to address a number of targeted issues e.g. service level variability, construction sector opportunities, areas with low participation in recycling or high contamination, product stewardship programmes, textile waste	Specific education and engagement activities are undertaken in areas where particular issues have been identified, improving the community's understanding of the issues and the opportunities to improve waste management and minimisation	Increases wider understanding of specific waste issues and the opportunities	Provider
E3	Increasingly develop community-based behaviour change interventions, identifying appropriate community groups and working with them to develop and deliver behaviour change campaigns	Education and engagement activities are undertaken with a consistent behaviour change approach, and are delivered where possible through community groups	Education and engagement is extended into behaviour change campaigns, delivered within the communities	Facilitator/funder

## 7.5 Waste Services

Ref	Option	Issues Addressed	Impact on Current/Future Demand	Councils' Role
S1	Current Council household collection services are continued as present, with the kerbside standardisation requirements implemented in Gore as required	Kerbside rubbish and recycling collection services are continued as present, with an expanded recycling service in Gore from 1 January 2027	Meets the statutory requirement for an extended recycling service	Provider
S2	Undertake a thorough review of Council household collection services to identify and assess options; such as two-stream recycling collections, organic waste collections, and changes to residual waste collections	Options to improve and extend Council household kerbside collection services are identified, fully assessed, and considered for possible future implementation	Council household kerbside collection services are provided in the most effective and efficient way	Provider
S3	Work with the commercial waste sector to identify and facilitate improvements to collection services	More material is collected for diversion outside Council's kerbside collections	Additional material is diverted from landfill for recycling	Leadership/facilitation
S4	Work with communities to identify and support implementation of opportunities to improve local reuse and recycling (e.g. local trading platforms, Civilshare, free cycle groups, tool libraries)	More items are traded and shared within communities, reducing waste and increasing reuse and recycling	Waste is reduced and additional material is diverted from landfill	Leadership/facilitation

---

S5	Work with product stewardship scheme providers to proactively encourage new and additional diversion options for the region	More material can be diverted from landfill, particularly agricultural and rural waste streams and textiles	Additional material is diverted from landfill for recycling and additional services are available in the region	Leadership/facilitation
----	---	---	---	-------------------------

---

## 7.6 Waste Infrastructure

Ref	Option	Issues Addressed	Impact on Current/Future Demand	Councils' Role
I1	Consider options to process organic waste (such as food scraps, garden waste, and processing/by-product wastes) within the region or through collaboration with neighbouring councils, as part of the overall organic waste options review	Options to process organic waste are identified and assessed and a decision made on the most effective and efficient option for the region	Diversion of organic waste from landfill; scope depending on final options chosen	Provider or Funder or Leadership/Facilitation (depending on options chosen)
I2	Work with communities to support the establishment of community composting sites	Increased options are available to communities for composting	Additional organic waste can be diverted from landfill	Leadership/facilitator
I3	Consider options for future processing of kerbside recyclables as part of the forthcoming service review and procurement process	Ensure that recyclables collected at the kerbside are recovered effectively to enable reprocessing of the material	The amount of kerbside recycling that can be reprocessed effectively is maximised	Provider or Funder or Leadership/Facilitation (depending on options chosen)
L4	Consider cost-effective options for improved processing of glass from kerbside and transfer stations	The current processing option for glass is located in Auckland, resulting in high transport costs	Glass is recycled in a cost-effective way	Provider or Funder or Leadership/Facilitation (depending on options identified)
I5	Work with the commercial waste sector to identify and access opportunities to divert construction	Construction waste can be collected and reprocessed rather than being sent to landfill	The amount of construction waste sent to landfill is reduced	Leadership/Facilitation

---

	waste, such as liaising with neighbouring councils			
16	Work with product stewardship scheme providers to identify infrastructure needs and consider provision/facilitation locally (such as already occurs at several locations for agricultural wastes)	Materials covered by product stewardship schemes can be captured across the region at a number of points in partnership between providers, community groups, the commercial waste sector, and councils.	The community can easily access collection points for product stewardship programmes, increasing diversion from landfill	Provider or Funder or Leadership/Facilitation (depending on specific opportunities)
17	Work with community groups to identify infrastructure needs, such as workshop space (Menz Shed, community composting) and consider how this could be provided or facilitated	Community initiatives are able to be delivered through leveraging existing council and private waste sector sites	Community activities that support better waste management and minimisation are able to access existing infrastructure	Leadership/facilitation

---

## 7.7 Leadership

Ref	Option	Issues Addressed	Impact on Current/Future Demand	Councils' Role
L1	Collaboration between councils and the commercial waste sector to proactively identify and facilitate opportunities for improved waste management services and infrastructure, including	More waste materials can be collected and diverted from landfill (such as construction waste, agricultural wastes, organic waste)	Additional services and infrastructure are provided by the private sector in a way that responds to the priority waste materials and issues	Facilitation
L2	Work with neighbouring Otago councils to identify and implement opportunities for collaboration	Opportunities to reduce cost and increase effectiveness of waste management through collaboration are identified, enabling more diversion from landfill	Additional diversion is achieved through collaboration, reducing cost	Leadership/facilitator
L3	Raise awareness and understanding of issues relating to the Southland region at Government level	Southland views are reflected in national legislative reviews, policy, and work programmes	Actions to improve waste management and minimisation in Southland are supported at the national level	Leadership
L4	Councils lobby Government for increased action on issues such as product stewardship and extended producer responsibility	Many materials identified as requiring better management in the region could be addressed through product stewardship programs, either existing programs in development or named as new 'priority products'.	Government accelerates work on product stewardship programs and extended producer responsibility, enabling waste materials to be diverted from landfill through	Leadership

---

programmes funded and  
managed by the producers  
rather than ratepayers.

---

## 8.0 Statement of Council's Intended Role

### 8.1 Statutory Obligations and Powers

Councils have a number of statutory obligations and powers in respect of the planning and provision of waste services. These include the following:

- Under the WMA each Council "must promote effective and efficient waste management and minimisation within its district" (s 42). The WMA requires TAs to develop and adopt a Waste Management and Minimisation Plan (WMMP).<sup>66</sup>
- The WMA also requires TAs to have regard to the New Zealand Waste Strategy, which has five goals (set out in section 1.5.1). These goals must be taken into consideration in the development of the Councils' waste strategy.
- Under Section 17A of the Local Government Act 2002 (LGA) local authorities must review the provision of services and must consider options for the governance, funding and delivery of infrastructure, local public services and local regulation. There is substantial cross over between the section 17A requirements and those of the WMMP process particularly in relation to local authority service provision.
- Under the Local Government Act 2002 (LGA) Councils must consult the public about their plans for managing waste.
- Under the Resource Management Act 1991 (RMA), TA responsibility includes controlling the effects of land-use activities that have the potential to create adverse effects on the natural and physical resources of their district. Facilities involved in the disposal, treatment or use of waste or recoverable materials may carry this potential. Permitted, controlled, discretionary, non-complying and prohibited activities and their controls are specified within district planning documents, thereby defining further land-use-related resource consent requirements for waste-related facilities.
- Under the Litter Act 1979 TAs have powers to make bylaws, issue infringement notices, and require the clean-up of litter from land.
- The Health Act (1956) provisions for the removal of refuse by local authorities have been repealed by local government legislation.
- The Hazardous Substances and New Organisms Act 1996 (the HSNO Act). The HSNO Act provides minimum national standards that may apply to the disposal of a hazardous substance. However, under the RMA a regional council or TA may set more stringent controls relating to the use of land for storing, using, disposing of or transporting hazardous substances.
- Under current legislation and the Health and Safety at Work Act the Council has a duty to ensure that its contractors are operating in a safe manner.

Council, in determining their role, needs to ensure that their statutory obligations, including those noted above, are met.

---

<sup>66</sup> The development of a WMMP in the WMA is a requirement modified from Part 31 of the LGA 1974, but with even greater emphasis on waste minimisation.

## 8.2 Overall Strategic Direction and Role

The role taken by Councils in implementing the options described in the previous section can vary significantly; for example Councils can:

- Simply identify the need at a strategic level, with other sectors able to respond to the need as they wish
- Take a facilitation and leadership role in addressing the need, such as by creating working groups focusing on a particular material e.g. construction waste
- Regulator - use regulatory tools available to Councils to create an environment that encourages solutions, such as requiring construction site waste management plans, banning certain materials from landfill, etc.
- Influence the way gaps addressed by others by making funding available for specific initiatives that address the need in some way
- Take direct action by providing services or facilities that address the need.

The statement of options outlines the possible roles that Councils could take in each option. The overall strategic direction, preferred options, and the Councils' role in each will be presented in the Waste Management and Minimisation Plan.

## A.1.0 Medical Officer of Health Statement

Health New Zealand | Te Whatu Ora

Date: August 01, 2025

Health New Zealand  
Te Whatu Ora

Lisa Eve  
Project Director  
Eunomia Research & Consulting Ltd  
PO Box 78 313  
Grey Lynn  
Auckland 1245

Dear Ms. Eve,

**Re: Consultation Response on the Invercargill, Southland and Gore Waste Assessment (May 2025)**

I am writing in my capacity for the Southland region, pursuant to the requirements under Section 51 of the Waste Minimisation Act 2008, to provide a consultation response on the draft Waste Assessment prepared for Invercargill City Council, Southland District Council, and Gore District Council.

The Assessment appropriately identifies key public health considerations related to waste management, such as:

- The management of putrescible, sanitary, and hazardous wastes to prevent risks of disease transmission, vermin infestation, and environmental contamination.
- Measures to address litter, illegal dumping, and spills, which could pose direct health hazards to communities.
- The importance of timely waste collection and appropriate facility siting to minimize exposure to offensive odours, vectors, and other nuisances.
- Considerations for medical and household hazardous wastes, including storage and disposal practices that mitigate risks to public health.
- Health and safety protocols for waste handling, in line with the Health and Safety at Work Act 2015, to protect both workers and the public.
- Potential impacts from closed landfills and biosolids management, ensuring ongoing monitoring to prevent long-term health risks.

I note that the Assessment demonstrates a commitment to promoting effective and efficient waste minimisation while prioritizing public health protection. It aligns with national strategies, such as the Waste and Resource Efficiency Strategy, and considers the implications of legislative changes, including updates to the Waste Minimisation Act and emissions reduction plans. The proposed options for meeting future demands appear suitable, if performance standards, monitoring, and mitigation measures are implemented as outlined to address any potential public health risks.

From a public health perspective, I have no objections to the Waste Assessment and support its progression toward the development of a joint Waste Management and Minimisation Plan (WMMP) for the Councils. The document provides a foundation for ensuring that waste services in the Southland region continue to safeguard community health, particularly considering demographic, economic, and environmental factors unique to the area.

TeWhatuOra.govt.nz  
PO Box xxx, City, Postcode  
Waea pūkoro: +64 21 123 4567

Health New Zealand | Te Whatu Ora

**Health New Zealand**  
Te Whatu Ora

Should any significant changes be made to the Assessment or subsequent WMMP, I would appreciate the opportunity for further review. Please do not hesitate to contact me if additional clarification or input is required.



*Michael Butchard*

*Medical Officer of Health, Designated by the Director General of Health under Section 7(A) of the Health Act 1956.*

[TeWhatuOra.govt.nz](https://www.tewhatuora.govt.nz)  
PO Box xxx, City, Postcode  
Waea pūkoro: +64 21 123 4567

## A.2.0 Classifications for Disposal to Land

The Ministry have classified disposal and other waste facilities under two regulations, which enable the application of the disposal levy and the collection of data. Facilities had also previously been categorised according to the WasteMINZ 'Technical Guidelines for the Disposal of Waste to Land', and there are some slight variations between the two.

### A.2.1 Technical Guidelines Definitions

#### **Class 1 - Landfill**

A Class 1 landfill is a site that accepts municipal solid waste. A Class 1 landfill generally also accepts C&D waste, some industrial wastes and contaminated soils. Class 1 landfills often use managed fill and clean fill materials they accept, as daily cover.

Class 1 landfills require:

- a rigorous assessment of siting constraints, considering all factors, but with achieving a high level of containment as a key aim;
- engineered environmental protection by way of a liner and leachate collection system, and an appropriate cap, all with appropriate redundancy; and
- landfill gas management.

A rigorous monitoring and reporting regime is required, along with stringent operational controls. Monitoring of accepted waste materials is required, as is monitoring of sediment runoff, surface water and groundwater quality, leachate quality and quantity, and landfill gas.

Waste acceptance criteria (WAC) comprises:

- municipal solid waste; and
- for potentially hazardous leachable contaminants, maximum chemical contaminant leachability limits (TCLP) from Module 2 Hazardous Waste Guidelines – Class A4.

WAC for potentially hazardous wastes and treated hazardous wastes are based on leachability criteria to ensure that leachate does not differ from that expected from non-hazardous municipal solid waste.

For Class 1 landfills, leachability testing should be completed to provide assurance that waste materials meet the WAC.

#### **Class 2 Landfill**

A Class 2 landfill is a site that accepts non-putrescible wastes including C&D wastes, inert industrial wastes, managed fill material and clean fill material. C&D waste can contain biodegradable and leachable components which can result in the production of leachate – thereby necessitating an increased level of environmental protection. Although not as strong as Class 1 landfill leachate, Class 2 landfill leachate is typically characterised by mildly acidic pH, and the presence of ammoniacal nitrogen and soluble metals, including heavy metals. Similarly, industrial wastes from some activities may generate leachates with chemical characteristics that are not necessarily organic.

Class 2 landfills should be sited in areas of appropriate geology, hydrogeology and surface hydrology. A site environmental assessment is required, as are an engineered liner, a leachate collection system, and groundwater and surface water monitoring. Additional engineered features such as leachate treatment may also be required.

Depending on the types and proportions of C&D wastes accepted, Class 2 landfills may generate minor to significant volumes of landfill gas and/or hydrogen sulphide. The necessity for a landfill gas collection system should be assessed.

Operational controls are required, as are monitoring of accepted waste materials, monitoring of sediment runoff, surface water and groundwater quality, and monitoring of leachate quality and quantity.

Waste acceptance criteria comprises:

- a list of acceptable materials; and
- maximum ancillary biodegradable materials (e.g. vegetation) to be no more than 5% by volume per load; and
- maximum chemical contaminant leachability limits (TCLP) for potentially hazardous leachable contaminants.

### **Class 3 Landfill – Managed/Controlled Fill**

A Class 3 landfill accepts managed fill materials. These comprise predominantly clean fill materials, but may also include other inert materials and soils with chemical contaminants at concentrations greater than local natural background concentrations, but with specified maximum total concentrations.

Site ownership, location and transport distance are likely to be the predominant siting criteria. However, as contaminated materials (in accordance with specified limits) may be accepted, an environmental site assessment is required in respect of geology, stability, surface hydrology and topography.

Monitoring of accepted material is required, as are operational controls, and monitoring of sediment runoff and groundwater.

Waste acceptance criteria comprises:

- a list of acceptable solid materials; and
- maximum incidental or attached biodegradable materials (e.g. vegetation) to be no more than 2% by volume per load; and
- maximum chemical contaminant limits.

A Class 3 landfill does not include any form of engineered containment. Due to the nature of material received it has the potential to receive wastes that are above soil background levels. The WAC criteria for a Class 3 landfill are therefore the main means of controlling potential adverse effects.

For Class 3 landfills, total analyte concentrations should be determined to provide assurance that waste materials meet the WAC.

### **Class 4 Landfill – Controlled Fill**

A Class 4 landfill accepts controlled fill materials. These comprise predominantly clean fill materials, but may also include other inert materials and soils with chemical contaminants at concentrations greater than local natural background concentrations, but with specified maximum total concentrations.

Site ownership, location and transport distance are likely to be the predominant siting criteria. However, as contaminated materials (in accordance with specified limits) may be accepted, an environmental site assessment is required in respect of geology, stability, surface hydrology and topography.

Monitoring of accepted material is required, as are operational controls, and monitoring of sediment runoff and groundwater.

Waste acceptance criteria comprises:

- a list of acceptable solid materials; and
- maximum incidental or attached biodegradable materials (e.g. vegetation) to be no more than 2% by volume per load; and
- maximum chemical contaminant limits.

A Class 4 landfill does not include any form of engineered containment. Due to the nature of material received it has the potential to receive wastes that are above soil background levels. The WAC criteria for a Class 4 landfill are therefore the main means of controlling potential adverse effects.

#### **Class 5 – Landfill**

A Class 5 landfill accepts only clean fill material. The principal control on contaminant discharges to the environment from Class 5 landfills is the waste acceptance criteria.

Stringent siting requirements to protect groundwater and surface water receptors are not required. Practical and commercial considerations such as site ownership, location and transport distance are likely to be the predominant siting criteria, rather than technical criteria.

Clean filling can generally take place on the existing natural or altered land without engineered environmental protection or the development of significant site infrastructure. However, surface water controls may be required to manage sediment runoff.

Extensive characterisation of local geology and hydrogeology is not usually required.

Monitoring of both accepted material and sediment runoff is required, along with operational controls.

Waste acceptance criteria:

- virgin excavated natural materials (VENM), including soil, clay, gravel and rock; and
- maximum incidental inert manufactured materials (e.g. concrete, brick, tiles) to be no more than 5% by volume per load; and
- maximum incidental or attached biodegradable materials (e.g. vegetation) to be no more than 2% by volume per load; and
- maximum chemical contaminant limits are local natural background soil concentrations.

Materials disposed to a Class 5 landfill should pose no significant immediate or future risk to human health or the environment.

The WAC for a Class 5 landfill should render the site suitable for unencumbered potential future land use, i.e. future residential development or agricultural land use.

The WAC for a Class 5 landfill are based on the local background concentrations for inorganic elements, and provide for trace concentrations of a limited range of organic compounds.

Note: The Guidelines should be referred to directly for the full criteria and definitions.

## **A.2.2 Ministry for the Environment Classifications**

The Ministry for the Environment have recently extended the payment of the waste disposal levy to a wider range of disposal facilities, and have also required reporting of data from 'cleanfills' and transfer

stations. This has entailed two regulations – the first to extend the levy to other facilities<sup>67</sup> and the second to require data reporting from 'cleanfills' and transfer stations<sup>68</sup>.

These regulations establish definitions for a range of disposal and other waste facilities beyond the Class 1 landfills that were captured by the waste disposal levy when it was first introduced.

These are summarised in the table below:

<b>Disposal facility class</b>	<b>Description</b>	<b>Types of waste not accepted</b>	<b>Examples of types of waste accepted</b>
1 Municipal Disposal Facility	<p>A facility, including a landfill:</p> <ul style="list-style-type: none"> <li>• where waste is disposed of</li> <li>• that operates, at least in part, as a business to dispose of waste</li> <li>• accepts waste that is or includes any one or more of the following: <ul style="list-style-type: none"> <li>household waste</li> <li>waste from commercial or industrial sources</li> <li>waste from institutional sources (eg, hospitals, educational facilities and aged-care facilities) green waste (eg, degradable plant materials such as tree branches,</li> </ul> </li> </ul>		<p>Types of waste may include (but not limited to):</p> <ul style="list-style-type: none"> <li>• mixed municipal waste from residential, commercial and industrial sources</li> <li>• construction and demolition waste</li> <li>• contaminated soils</li> <li>• rocks, gravel, sand, clay</li> <li>• sludges</li> <li>• slurries</li> <li>• putrescible waste</li> <li>• green waste</li> <li>• biosolids</li> <li>• clinical waste</li> <li>• treated hazardous waste</li> </ul>

<sup>67</sup> [Waste Minimisation \(Calculation and Payment of Waste Disposal Levy\) Regulations 2009 \(SR 2009/144\) \(as at 01 July 2024\) – New Zealand Legislation](#)

<sup>68</sup> [Waste Minimisation \(Information Requirements\) Regulations 2021 \(LI 2021/69\) \(as at 01 July 2024\) – New Zealand Legislation](#)

	<p>leaves, grass, and other vegetation matter)</p> <p>waste that is not accepted at other disposal facilities in the WMA.</p> <p>It is not a:</p> <ul style="list-style-type: none"> <li>• class 2: construction and demolition disposal facility</li> <li>• class 3 and 4 managed or controlled fill disposal facility</li> <li>• an industrial monofill facility</li> <li>• a cleanfill facility.</li> </ul>		<ul style="list-style-type: none"> <li>• incidental hazardous waste.</li> </ul>
2 C&D Disposal	<p>Accepts waste from construction and demolition activity It is not a:</p> <ul style="list-style-type: none"> <li>• class 3 and 4 managed or controlled fill disposal facility</li> <li>• an industrial monofill facility</li> <li>• a cleanfill facility.</li> </ul>	<p>Does not accept any of the following for disposal:</p> <ul style="list-style-type: none"> <li>• household waste</li> <li>• waste from commercial or industrial sources</li> <li>• waste from institutional sources (eg, hospitals, educational facilities, and aged-care facilities)</li> <li>• waste generated from a single industrial process (eg, steel or aluminium-making, or pulp and paper-making) carried out in one or more locations</li> </ul>	<p>Mixed construction and demolition waste including:</p> <ul style="list-style-type: none"> <li>• rubble, plasterboard, treated and untreated timber</li> <li>• wood products, including softboard, hardboard, particle board, plywood, MDF, customwood, shingles, sawdust</li> <li>• concrete, including reinforced or crushed concrete blocks</li> <li>• clay products including pipes, tiles</li> </ul>

- 
- |  |  |
|--|--|
| <ul style="list-style-type: none"><li>• Is not a class 3 and 4 managed or controlled fill facility</li></ul> | <ul style="list-style-type: none"><li>• asphalt (all types), and roading materials, including road sub-base</li><li>• plasterboard and Gibraltar board</li><li>• masonry, including bricks, pavers</li><li>• metal, or products containing metals, including corrugated iron, steel, steel-coated tiles, wire, wire rope, wire netting, aluminium fittings</li><li>• plastic products, including plastic bags, pipes, guttering, building wrap</li><li>• insulation products</li><li>• laminate products, including Formica</li><li>• flooring products, including carpet and underlay, vinyl/linoleum, cork tiles</li><li>• paper and cardboard products, including wallpaper, lining paper, building paper</li><li>• site clearance and excavation materials</li></ul> |
|--|--|
-

			including soils, clays, rocks, gravel, tree stumps
3/4 Managed or Controlled Fill Disposal	Accepts any one of the following for disposal:  • inert waste material from construction and demolition activities • inert waste material from earthworks or site remediation	Does not accept:  • household waste  • waste from commercial or industrial sources  • waste from institutional sources (eg, hospitals, educational facilities, and aged-care facilities)  • waste generated from a single industrial process (eg, steel or aluminium-making, or pulp and paper-making) carried out in one or more locations  • waste material from construction and demolition activity (except for inert waste material).	Types of waste may include (but not limited to):  • lightly contaminated soil below applicable consent limits and inert construction and demolition materials, including:  site facilities clearance and excavation materials including soils, clays, rocks, gravel, tree stumps masonry, including bricks and pavers clay products, including pipes, tiles concrete, including crushed concrete and blocks (for reinforced concrete, exposed reinforcing must be removed) asphalt (bitumen-based only) road sub-base.
5  Cleanfill	A facility that accepts only virgin excavated natural material (such as clay, soil, or rock) for disposal	Any materials other than virgin excavated natural materials (VENM)	VENM such as clay, soil and rock

---

<p>Industrial monofill</p>	<p>A facility that accepts for disposal waste that:</p> <ul style="list-style-type: none"> <li>• discharges or could discharge contaminants or emissions</li> <li>• is generated from a single industrial process (eg, steel or aluminium-making, or pulp and paper-making) carried out in one or more locations.</li> </ul>	<ul style="list-style-type: none"> <li>• household waste</li> <li>• waste from commercial or institutional sources (eg, hospitals, educational facilities, and aged-care facilities)</li> <li>• waste not generated by a single industrial process.</li> </ul>	<p>Waste generated by industrial processes such as:</p> <ul style="list-style-type: none"> <li>• steel-making</li> <li>• aluminium-making</li> <li>• pulp and paper</li> <li>• oil exploration and extraction</li> </ul>
<p>Transfer station</p>	<p>A facility:</p> <ul style="list-style-type: none"> <li>• that contains a designated receiving area where waste is received; and</li> <li>• from which waste or any material derived from that waste is: transferred to a final disposal site transferred elsewhere for further processing that does not itself provide long-term storage for waste or material derived from that waste.</li> </ul>	<p>N/A (no disposal of waste occurs)</p>	<p>N/A</p>

---

## A.3.0 National Legislative and Policy Context

### A.3.1 The New Zealand Waste Strategy 2025

The New Zealand Waste Strategy 2025 provides the Government's strategic direction for waste management and minimisation in New Zealand. This strategy was released in March 2025 and replaced the 2023 Waste Strategy.

The strategy aims to provide direction to central and local government, businesses (including the waste industry), and communities on where to focus their efforts to manage waste.

Under section 44 of the Waste Management Act 2008, in preparing their waste management and minimisation plan (WMMP) councils must have regard to the New Zealand Waste Strategy, or any government policy on waste management and minimisation that replaces the strategy.

A copy of the current New Zealand Waste Strategy is available on the Ministry's website.

The strategy highlights several key facts that demonstrate New Zealand's relatively poor performance in waste management and minimisation:

- Emissions from waste produce 8.5% of New Zealand's biogenic methane emissions, and 4.5% of our total greenhouse gas emissions, with most of the emissions caused by the breakdown of organic materials in landfill.
- In 2023, 669 kg of waste per capita was sent to municipal landfills<sup>69</sup> – compared to the OECD average of 538 kg.
- In 2021, New Zealanders used over 2.5 billion single-use beverage containers, more than half of which ended up in landfills, 'unused stockpiles', or as litter.
- Over half of our landfills have been assessed as being vulnerable to one or more natural hazards.

#### A.3.1.1 Targets

The strategy does not include any specific targets, although there are references to reducing waste and waste emissions, and specifically to climate targets.

### A.3.2 Waste Minimisation Act 2008

Although the Waste Minimisation Act is currently under review, little is known about what changes may be recommended at this point. This section describes the existing Act.

The purpose of the Act is to encourage waste minimisation and a decrease in waste disposal to protect the environment from harm and obtain environmental, economic, social and cultural benefits.

The Act introduced tools, including:

- waste management and minimisation plan obligations for territorial authorities
- a waste disposal levy to fund waste minimisation initiatives at local and central government levels
- product stewardship provisions.

---

<sup>69</sup> 'municipal landfill', 'municipal solid waste landfill' 'sanitary landfill' and 'Class 1 landfill' are all terms that essentially refer to the same type of facility.

Part 4 of the Act is dedicated to the responsibilities of a council, in that it “must promote effective and efficient waste management and minimisation within its district” (section 42).

To meet this requirement, councils are required to develop and adopt a WMMP. The development of a WMMP in the Act is a requirement modified from Part 31 of the Local Government Act 1974, but with even greater emphasis on waste minimisation.

To support the implementation of a WMMP, section 56 of the Act also provides councils the ability to:

- develop bylaws
- regulate the deposit, collection and transportation of wastes
- prescribe charges for waste facilities
- control access to waste facilities
- prohibit the removal of waste intended for recycling.

A number of specific clauses in Part 4 relate to the WMMP process. It is essential that those involved in developing a WMMP read and are familiar with the Act and Part 4 in particular.

The Act provides a regulatory framework for waste minimisation that had previously been based on largely voluntary initiatives and the involvement of territorial authorities under previous legislation, including Local Government Act 1974, Local Government Amendment Act (No 4) 1996, and Local Government Act 2002. The purpose of the Act is to encourage a reduction in the amount of waste disposed of in New Zealand.

In summary, the Act:

- Clarifies the roles and responsibilities of territorial authorities with respect to waste minimisation e.g. updating Waste Management and Minimisation Plans (WMMPs) and collecting/administering levy funding for waste minimisation projects.
- Requires that a Territorial Authority promote effective and efficient waste management and minimisation within its district (Section 42).
- Requires that when preparing a WMMP a Territorial Authority must consider the following methods of waste management and minimisation in the following order of importance:
  - Reduction
  - Reuse
  - Recycling
  - Recovery
  - Treatment
  - Disposal
  - Put a levy on all waste disposed of in a landfill.
  - Allows for mandatory and accredited voluntary product stewardship schemes.
  - Allows for regulations to be made making it mandatory for certain groups (for example, landfill operators) to report on waste to improve information on waste minimisation.
  - Establishes the Waste Advisory Board to give independent advice to the Minister for the Environment on waste minimisation issues.

Various other aspects of the Act are discussed in more detail below.

### **A.3.3 Waste Levy**

The waste levy originally came into effect from 1<sup>st</sup> July 2009, adding \$10 per tonne to the cost of landfill disposal at sites which accept household solid waste (essentially Class 1 disposal facilities). The levy has two purposes, which are set out in the Act:

- to raise revenue for promoting and achieving waste minimisation
- to increase the cost of waste disposal to recognise that disposal imposes costs on the environment, society and the economy.

This levy is collected and managed by the Ministry who distribute half of the revenue collected to territorial authorities (TA) on a population basis to be spent on promoting or achieving waste minimisation as set out in their WMMPs. The other half is retained by the Ministry and managed by them as a central contestable fund for waste minimisation initiatives (the Waste Minimisation Fund).

In April 2021, the government introduced regulation to expand the scope of the levy from Class 1 landfills to also include classes 2-4.<sup>70</sup>

The Waste Minimisation (Waste Disposal Levy) Amendment Act 2024<sup>71</sup> came into force on 1 July 2024. This amendment broadens the scope of the waste disposal levy, enabling funds to be used for a wider range of environmental outcomes, including the remediation of contaminated sites and support for local authorities in managing emergency waste. It also introduces a second phase of levy rate changes to incentivise waste reduction and support better resource use.

The table below shows the timetable and rates for the new levy regime:

**Table 30: Levy Rates by Disposal Facility Type and Year**

DISPOSAL FACILITY CLASS	1-Jul-21	1-Jul-22	1-Jul-23	1-Jul-24	1-Jul-25	1-Jul-26	1-Jul-27
Municipal landfill (class 1)	\$20	\$30	\$50	\$60	\$65	\$70	\$75
Construction and demolition fill (class 2)		\$20	\$20	\$30	\$35	\$40	\$45
Managed fill (class 3)			\$10	\$10	\$15	\$15	\$20
Controlled fill (class 4)			\$10	\$10	\$15	\$15	\$20

<https://www.mfe.govt.nz/waste/waste-and-government>

As the waste disposal levy is expanded and raised there will be an impact on the quantity of material going to the different destinations; however, the extent to which this occurs, and for which materials, depends on a number of other factors.

One impact that has been noted in some areas of New Zealand, for example, is Class 2 landfill operators choosing to close rather than add cost to their gate fee, and undertake the administrative task of monitoring waste quantities to the extent required by the online waste levy system (OWLS). Some of these facilities don't have weighbridges in place and instead base their charges on volume estimates. To report to the OWLS, these facilities then need to translate volumes to weights, and it is on this basis that their waste disposal levy obligations are calculated. Therefore, any variances in conversion rates between volume and weight could result in an over- or under-calculation of the required waste disposal levy at the gate.

<sup>70</sup> <https://www.legislation.govt.nz/regulation/public/2021/0069/latest/whole.html>

<sup>71</sup> <https://environment.govt.nz/acts-and-regulations/acts/waste-minimisation-act-waste-disposal-levy-amendment-act-2024/>

## A.3.4 Product Stewardship

Under the Act, if the Minister for the Environment declares a product to be a priority product, a product stewardship scheme must be developed and accredited to ensure effective reduction, reuse, recycling or recovery of the product and to manage any environmental harm arising from the product when it becomes waste.<sup>72</sup>

The following voluntary product stewardship schemes have been accredited by the Minister for the Environment:<sup>73</sup>

- Agrecovery rural recycling programme
- Envirocon product stewardship
- Fonterra Milk for Schools Recycling Programme
- Fuji Xerox Zero Landfill Scheme
- Holcim Geocycle Used Oil Recovery Programme (no longer operating)
- Interface ReEntry Programme
- Kimberly Clark NZ's Envirocomp Product Stewardship Scheme for Sanitary Hygiene Products
- Plasback
- Public Place Recycling Scheme
- Recovering of Oil Saves the Environment (R.O.S.E. NZ)
- Refrigerant recovery scheme
- RE:MOBILE
- Resene PaintWise
- The Glass Packaging Forum

Further details on each of the above schemes are available on:

<http://www.mfe.govt.nz/waste/product-stewardship/accredited-voluntary-schemes>

Until July 2020, the ability under the Act to name a product as a 'priority product' had not been used. Once a product has been named such, an extended producer responsibility approach must be taken and a regulated product stewardship scheme developed. The first six priority products named are:

1. Plastic packaging
2. Tyres
3. Electrical and electronic products (e-waste including large batteries)
4. Agrichemicals and their containers
5. Refrigerants
6. Farm plastics

The Ministry has taken a 'co-design' approach, which involves industry developing and operating product stewardship schemes with central government oversight. To date regulated product stewardship schemes are in development for tyres, large batteries, e-waste, refrigerants, and agrichemicals and farm plastics, although only tyres have currently been accredited. Consultation on regulations to enable the schemes for tyres and large batteries was undertaken in late 2021 and is due to take place in the second half of 2022 for refrigerants and farm plastics.

---

<sup>72</sup> Waste Management Act 2008 2(8)

<sup>73</sup> <http://www.mfe.govt.nz/waste/product-stewardship/accredited-voluntary-schemes>

## A.3.5 Waste Minimisation Fund

The Waste Minimisation Fund was set up by the Ministry for the Environment to help fund waste minimisation projects and to improve New Zealand's waste minimisation performance through:

- Investment in infrastructure;
- Investment in waste minimisation systems and
- Increasing educational and promotional capacity.

Criteria for the Waste Minimisation Fund have been gazetted:

1. Only waste minimisation projects are eligible for funding. Projects must promote or achieve waste minimisation. Waste minimisation covers the reduction of waste and the reuse, recycling and recovery of waste and diverted material. The scope of the fund includes educational projects that promote waste minimisation activity.
2. Projects must result in new waste minimisation activity, either by implementing new initiatives or a significant expansion in the scope or coverage of existing activities.
3. Funding is not for the ongoing financial support of existing activities, nor is it for the running costs of the existing activities of organisations, individuals, councils or firms.
4. Projects should be for a discrete timeframe of up to three years, after which the project objectives will have been achieved and, where appropriate, the initiative will become self-funding.
5. Funding can be for operational or capital expenditure required to undertake a project.
6. For projects where alternative, more suitable, Government funding streams are available (such as the Sustainable Management Fund, the Contaminated Sites Remediation Fund, or research funding from the Foundation for Research, Science and Technology), applicants should apply to these funding sources before applying to the Waste Minimisation Fund.
7. The applicant must be a legal entity.
8. The fund will not cover the entire cost of the project. Applicants will need part funding from other sources.
9. The minimum grant for feasibility studies will be \$10,000.00. The minimum grant for other projects will be \$50,000.00.

The focus of the Waste Minimisation Fund is currently on infrastructure that supports the diversion of priority materials from landfill, specifically construction and demolition waste, organic waste (food and green waste, paper and cardboard), and plastics (plastic grades 1, 2 and 5, coloured PET/grade 1, farm plastics such as bale wrap, soft plastics).

The minimum grant sizes are \$100,000 for feasibility studies, business cases, and pilots; and \$250,000 for all other project types. The WMF may contribute between 40 to 50% of project costs, and only in exceptional cases may contribute up to 75%.

## A.3.6 Local Government Act 2002

The Local Government Act 2002 (LGA) provides the general framework and powers under which New Zealand's democratically elected and accountable local authorities operate.

The LGA contains various provisions that may apply to councils when preparing their WMMPs, including consultation and bylaw provisions. For example, Part 6 of the LGA refers to planning and decision-making requirements to promote accountability between local authorities and their communities, and a long-term focus for the decisions and activities of the local authority. This part includes requirements for information to be included in the long-term plan (LTP), including summary information about the WMMP.

More information on the LGA can be found at [ww.dia.govt.nz/better-local-government](http://ww.dia.govt.nz/better-local-government).

### **A.3.6.1 Section 17A Review**

Local authorities are now under an obligation to review the cost-effectiveness of current arrangements for meeting community needs for good quality infrastructure, local public services and local regulation. Where a review is undertaken local authorities must consider options for the governance, funding and delivery of infrastructure, local public services and local regulation that include, but are not limited to:

- a) in-house delivery
- b) delivery by a CCO, whether wholly owned by the local authority, or a CCO where the local authority is a part owner
- c) another local authority
- d) another person or agency (for example central government, a private sector organisation or a community group).

Local authorities had three years from 8 August 2014 to complete the first review of each service i.e. they must have completed a first review of all their services by 7 August 2017 (unless something happened to trigger a review before then).

Other than completion by the above deadline, there are two statutory triggers for a section 17A review:

- The first occurs when a local authority is considering a significant change to a level of service
- The second occurs where a contract or other binding agreement is within two years of expiration.

Once conducted, a section 17A review has a statutory life of up to six years. Each service must be reviewed at least once every six years unless one of the other events that trigger a review comes into effect.

While the WMMP process is wider in scope – considering all waste service provision in the local authority area – and generally taking a longer term, more strategic approach, there is substantial crossover between the section 17A requirements and those of the WMMP process, in particular in relation to local authority service provision. The S17A review may however take a deeper approach go into more detail in consideration of how services are to be delivered, looking particularly at financial aspects to a level that are not required under the WMMP process.

Because of the level of crossover however it makes sense to undertake the S17A review and the WMMP process in an iterative manner. The WMMP process should set the strategic direction and gather detailed information that can inform both processes. Conversely the consideration of options under the S17A process can inform the content of the WMMP – in particular what is contained in the action plans.

### **A.3.7 Resource Management Act 1991**

The previous Government had made significant progress on new Acts to replace the Resource Management Act. However, the current Government has revised the approach and the review below is based on the current Act.

The Resource Management Act 1991 (RMA) promotes sustainable management of natural and physical resources. Although it does not specifically define 'waste', the RMA addresses waste management and

minimisation activity through controls on the environmental effects of waste management and minimisation activities and facilities through national, regional and local policy, standards, plans and consent procedures. In this role, the RMA exercises considerable influence over facilities for waste disposal and recycling, recovery, treatment and others in terms of the potential impacts of these facilities on the environment.

Under section 30 of the RMA, regional councils are responsible for controlling the discharge of contaminants into or on to land, air or water. These responsibilities are addressed through regional planning and discharge consent requirements. Other regional council responsibilities that may be relevant to waste and recoverable materials facilities include:

- managing the adverse effects of storing, using, disposing of and transporting hazardous wastes
- the dumping of wastes from ships, aircraft and offshore installations into the coastal marine area
- the allocation and use of water.

Under section 31 of the RMA, council responsibility includes controlling the effects of land-use activities that have the potential to create adverse effects on the natural and physical resources of their district. Facilities involved in the disposal, treatment or use of waste or recoverable materials may carry this potential. Permitted, controlled, discretionary, noncomplying and prohibited activities, and their controls, are specified in district planning documents, thereby defining further land-use-related resource consent requirements for waste-related facilities.

In addition, the RMA provides for the development of national policy statements and for the setting of national environmental standards (NES). There are currently two enacted NESs that directly influence the management of waste in New Zealand:

1. The Resource Management (National Environmental Standards for Air Quality) Regulations 2004; this NES requires certain landfills (e.g., those with a capacity of more than 1 million tonnes of waste) to collect landfill gases and either flare them or use them as fuel for generating electricity. Unless exemption criteria are met, the NES for Air Quality also prohibits the lighting of fires and burning of wastes at landfills, the burning of tyres, bitumen burning for road maintenance, burning coated wire or oil, and operating high-temperature hazardous waste incinerators. These prohibitions aim to protect air quality.
2. The Resource Management (National Environmental Standards for Storing Tyres Outdoors) Regulations 2021; this NES provides nationally consistent rules for the responsible storage of tyres.

The implementation of the National Policy Statement for Freshwater Management<sup>74</sup> is expected to reduce the application rates of some organic wastes to land, which has historically been a low-cost management option for wastes such as effluent. This may increase the quantities of these organic materials that will be available for processing, which would then impact on the types of materials requiring processing, the technologies best suited to these material mixes, and the markets for the end product.

### A.3.8 New Zealand Emissions Trading Scheme

The Climate Change Response Act 2002 and associated regulations is currently the Government's principal response to manage climate change. A key mechanism for this is the New Zealand Emissions Trading Scheme (NZ ETS). The NZ ETS puts a price on greenhouse gas emissions, providing an incentive for people to reduce emissions and plant forests to absorb carbon dioxide. Certain sectors are required to acquire and surrender emission units to account for their direct greenhouse gas emissions or the emissions associated with their products. Landfills that are subject to the waste disposal levy are required to

---

<sup>74</sup> <https://environment.govt.nz/publications/national-policy-statement-for-freshwater-management-2020/>

surrender emission units to cover methane emissions generated from landfill. These disposal facilities are required to report the tonnages landfilled annually to calculate emissions (this is separately to the tonnages required to be reported for the landfill levy, through the OWLS).

The NZ ETS was introduced in 2010 and, from 2013, landfills have been required to surrender 'New Zealand emissions units' or NZUs for each tonne of CO<sub>2</sub> (equivalent) that they produce. Until around 2017, however, the impact of the NZETS on disposal prices was limited. There were a number of reasons for this:

- The global price of carbon crashed during the GFC in 2007-8 and was slow to recover in the following years. Prior to the crash it was trading at around \$20 per tonne. The price had been as low as \$2, although in June 2015, the Government moved to no longer accept international units in NZETS and the NZU price increased markedly. NZUs<sup>75</sup> currently change hands for between \$70 and \$85, with prices at \$74.40 at the time of writing<sup>76</sup>.
- The transitional provisions of the Climate Change Response Act, which were extended in 2013 but have now been reviewed, meant that landfills only had to surrender half the number of units they would be required to otherwise. These transitional provisions were removed in January 2017, effectively and immediately doubling the price per tonne impact of the ETS.
- Landfills are allowed to apply for 'a methane capture and destruction unique emissions factor (UEF)'. This means that if landfills have a gas collection system in place and flare or otherwise use the gas (and turn it from methane, CH<sub>4</sub> into carbon dioxide, CO<sub>2</sub>) they can reduce their liabilities in proportion to how much gas they capture. Up to 90% capture and destruction is allowed to be claimed under the regulations, with large facilities applying for UEF's at the upper end of the range.

Taken together (a low price of carbon, only two-for-one surrender required, and methane destruction of 80-90%) the actual cost of compliance with the NZETS had been small for most landfills – particularly those that were able to claim high rates of gas capture. Disposal facilities typically imposed charges (in the order of \$5 per tonne) to their customers, but these charges mostly reflected the costs of scheme administration, compliance, and hedging against risk rather than the actual cost of carbon.

The way the scheme has been structured has also resulted in some inconsistencies in the way it is applied – for example class 2-5 landfills and closed landfills do not have any liabilities under the scheme. Further, the default waste composition (rather than a SWAP) can be used to calculate the theoretical gas production, which means landfill owners have an incentive to import biodegradable waste, which then increases gas production and which can then be captured and offset against ETS liabilities.

Recently, however the scheme has had a greater impact on the cost of landfilling, and this is expected to continue in the medium term. Many small landfills which do not capture and destroy methane are now beginning to pay a more substantial cost of compliance. The ability of landfills with high rates of gas capture and destruction to buffer the impact of the ETS will mean a widening cost advantage for them relative to those without such ability. This appears to be putting further pressure on small (predominantly Council-owned) facilities and will drive further tonnage towards the large regional facilities (predominantly privately owned).

For example, with a price of carbon at \$75 per tonne, the liability for a landfill without gas capture will be \$68.25 (based on a DEF of 0.91 tonnes of CO<sub>2</sub>e per tonne of waste), whereas for a landfill claiming 90% gas capture (the maximum allowed under the scheme), the liability will be only \$6.83. This type of price differential will mean it will become increasingly cost competitive to transport waste larger distances to the large regional landfills.

More information is available at [www.climatechange.govt.nz/emissions-trading-scheme](http://www.climatechange.govt.nz/emissions-trading-scheme).

---

<sup>75</sup> NZUs are carbon credits that are officially accepted to offset liabilities under the NZETS

<sup>76</sup> According to carbon prices on [www.carbonforestservices.co.nz](http://www.carbonforestservices.co.nz) and <https://www.carbonmatch.co.nz/>

### A.3.9 Litter Act 1979

The Litter Act is current under review, alongside the Waste Minimisation Act. The summary below is based on the current Act, as it is not known what changes are intended through the current review.

Under the Litter Act<sup>77</sup> it is an offence for any person or body corporate to deposit or leave litter:

- in or on any public place; or
- in or on any private land without the consent of its occupier.

The Act enables Council to appoint Litter Officers with powers to enforce the provisions of the legislation.

The legislative definition of the term "litter" is wide and includes 'refuse, rubbish, animal remains, glass, metal, garbage, debris, dirt, filth, rubble, ballast, stones, earth, waste matter or other thing of a like nature'.

Any person who commits an offence under the Act is liable to:

- An instant fine of \$400 imposed by the issue of an infringement notice; or a fine not exceeding \$5,000 in the case of an individual or \$20,000 for a body corporate upon conviction in a District Court.
- A term of imprisonment where the litter is of a nature that it may endanger, cause physical injury, disease or infection to any person coming into contact with it.

Under the Litter Act 1979 it is an offence for any person to deposit litter of any kind in a public place, or onto private land without the approval of the owner.

The Litter Act is enforced by territorial authorities, who have the responsibility to monitor litter dumping, act on complaints, and deal with those responsible for litter dumping. Councils reserve the right to prosecute offenders via fines and infringement notices administered by a litter control warden or officer. The maximum fines for littering are \$5,000 for a person and \$20,000 for a corporation.

Council powers under the Litter Act could be used to address illegal dumping issues that may be included in the scope of a council's waste management and minimisation plan.

### A.3.10 Health Act 1956

The Health Act 1956 places obligations on TAs to provide sanitary works for the collection and disposal of refuse, for the purpose of public health protection (Part 2 – powers and duties of local authorities, section 25). Where the Ministry of Health considers that a local authority is not taking the necessary action to meet these obligations and protect public health, it can require a local authority to do so.

It specifically identifies certain waste management practices as nuisances (S 29) and offensive trades (Third Schedule) and section 23 directs every local authority to improve, promote, and protect public health by inspecting its district regularly to identify any nuisance or condition likely to be offensive or harm human health. If any issues are noted, the local authority should take steps to rectify the situation. Improperly managed waste would be considered a nuisance. Section 34 enables councils to abate nuisances without notice and recover costs.

Section 54 places restrictions on carrying out an offensive trade and requires that the local authority and medical officer of health must give written consent and can impose conditions on the operation. The local authority's responsibilities under section 54 only applies where resource consent has not been

---

<sup>77</sup> <https://www.legislation.govt.nz/act/public/1979/0041/latest/DLM33082.html>

granted under the RMA (i.e., no need to give written consent twice). Local authorities should seek to coordinate with their local public health unit where offensive trades are being established, such as refuse collection and other waste treatment practices.

The Health Act enables TAs to raise loans for certain sanitary works and/or to receive government grants and subsidies, where available.<sup>78</sup> It also means that where TAs incur costs in meeting their responsibilities to abate nuisances by (for example) removing refuse that is likely to harm public health, the TA can seek payment of these costs.

Health Act provisions to remove refuse by local authorities have been repealed.

### **A.3.11 Hazardous Substances and New Organisms Act 1996 (HSNO Act)**

The HSNO Act addresses the management of substances (including their disposal) that pose a significant risk to the environment and/or human health. The Act relates to waste management primarily through controls on the import or manufacture of new hazardous materials and the handling and disposal of hazardous substances.

Depending on the amount of a hazardous substance on site, the HSNO Act sets out requirements for material storage, staff training and certification. These requirements would need to be addressed within operational and health and safety plans for waste facilities. Hazardous substances commonly managed by councils include used oil, household chemicals, asbestos, agrichemicals, LPG and batteries.

The HSNO Act provides minimum national standards that may apply to the disposal of a hazardous substance. However, under the RMA a regional council or TA may set more stringent controls relating to the use of land for storing, using, disposing of or transporting hazardous substances.<sup>79</sup>

### **A.3.12 Health and Safety at Work Act 2015<sup>80</sup>**

The new Health and Safety at Work Act, passed in September 2015 replaces the Health and Safety in Employment Act 1992. The bulk of the Act came into force from 4 April 2016.

The Health and Safety at Work Act introduces the concept of a Person Conducting a Business or Undertaking, known as a PCBU. The Council will have a role to play as a PCBU for waste services and facilities.

The primary duty of care requires all PCBUs to ensure, so far as is reasonably practicable:

1. the health and safety of workers employed or engaged or caused to be employed or engaged, by the PCBU or those workers who are influenced or directed by the PCBU (for example workers and contractors)
2. that the health and safety of other people is not put at risk from work carried out as part of the conduct of the business or undertaking (for example visitors and customers).

The PCBU's specific obligations, so far as is reasonably practicable:

---

<sup>78</sup> From: MfE 2009: Waste Management and Minimisation Planning, Guidance for Territorial Authorities.

<sup>79</sup> From: the Ministry 2009: Waste Management and Minimisation Planning, Guidance for Territorial Authorities.

<sup>80</sup> <http://www.legislation.govt.nz/act/public/2015/0070/latest/DLM5976660.html#DLM6564701>

- providing and maintaining a work environment, plant and systems of work that are without risks to health and safety
- ensuring the safe use, handling and storage of plant, structures and substances
- providing adequate facilities at work for the welfare of workers, including ensuring access to those facilities
- providing information, training, instruction or supervision necessary to protect workers and others from risks to their health and safety
- monitoring the health of workers and the conditions at the workplace for the purpose of preventing illness or injury.

A key feature of the new legislation is that cost should no longer be a major consideration in determining the safest course of action that must be taken.

WorkSafe NZ is New Zealand's workplace health and safety regulator. WorkSafe NZ will provide further guidance on the new Act after it is passed.

### **A.3.13 Other legislation**

Other legislation that relates to waste management and/or reduction of harm, or improved resource efficiency from waste products includes:

- Biosecurity Act 1993
- Radiation Protection Act 1965
- Ozone Layer Protection Act 1996
- Agricultural Chemicals and Veterinary Medicines Act 1997.

For full text copies of the legislation listed above see [www.legislation.govt.nz](http://www.legislation.govt.nz).

### **A.3.14 International commitments**

New Zealand is party to international agreements that have an influence on the requirements of our domestic legislation for waste minimisation and disposal. Some key agreements are the:

- Montreal Protocol
- Basel Convention
- Stockholm Convention
- Waigani Convention
- Minamata Convention
- Paris Agreement.

More information on these international agreements can be found on the Ministry's website at [www.mfe.govt.nz/more/international-environmental-agreements](http://www.mfe.govt.nz/more/international-environmental-agreements).



## A.4.0 WMMP Action Plan Review

The table below shows the key actions from the previous Plan and progress made towards completion.

**Table 31: Review of the Previous Action Plan**

### WMMP Action Tracker

Action	Detail/Description	What this will mean for the region	Measure	ICC Timeframe	Current Status	
1.1	Review Regional Communication and Education Strategy to ensure it meets needs and decide if a new or modified strategy is required	Communication and education for behavior change play a fundamental supporting role in all aspects of the waste hierarchy.  This Strategy is a key component to foster a culture of resource efficiency, and paramount in supporting operational and service elements of this Plan.	The community will see a consistent approach to waste communication, education and co-ordination of resources.  The community will know what their services rules are, why they should participate and what happens afterwards.	The Strategy is reviewed, and a new or modified Strategy is adopted.	Complete	Complete. An updated strategy approach has been developed and documented at the start of FY 2022/23 which has set current budgets and strategy.
1.2	Work with WasteNet Councils to develop a Sustainability Policy	The WasteNet Councils will devise waste management and minimisation plans for their own in-house operations which may include: <ul style="list-style-type: none"> <li>Regular waste assessments</li> <li>Continuous improvement plan based on waste assessment results</li> <li>Broader sustainability initiatives</li> </ul>	The community will see the WasteNet Councils taking the lead and actively practicing the actions they are encouraging.	All WasteNet Councils adopt a policy	2020 - ongoing	Outstanding. Initial review completed, however not progressed/implemented.
1.3	Encourage businesses to undertake waste assessments	<ul style="list-style-type: none"> <li>Provide tools for self-assessments</li> <li>Business waste partnership programme</li> </ul>	Businesses will be more aware of their waste stream which may result in them improving their resource use.	Business Waste Programme launched	2022 - ongoing	Outstanding: Initial review completed, however not progressed/implemented.
1.4	Further develop regional waste data management systems	<ul style="list-style-type: none"> <li>Release regional data</li> <li>Align waste data with National Waste Data Framework</li> <li>Research opportunities for waste data modelling.</li> </ul>	The community will be more aware of their waste stream which may result in Improved resource use.  Aligning Southland's waste data with national data frameworks will allow benchmarking and in-depth analysis.	Regional data is published regularly.  Adopt national data framework.  Waste Data modelling used in next Waste	2020 - ongoing  2021/2022  2022/2023	Complete. Regional data gathering and reporting has been updated. Data modelling and measures against KPI's has begun and is being reported to the WAG.

			Assessment.			
1.5	Partner with industry and community	<p>Fostering sustainable design, recovery and repair of products, through partnering with industry and community may include:</p> <ul style="list-style-type: none"> <li>· Advocating for national product stewardship schemes</li> <li>· Promoting national programmes (i.e. REBRI, Green Start)</li> <li>· Support Waste Minimisation Fund bids</li> <li>· Support community-led programmes</li> </ul>	<p>Industry will be more aware of their resource use and take actions to support their bottom line.</p> <p>Recognising and support the key role community groups have in achieving the Plans vision and objectives.</p>	Number of partnerships formed	2021 - ongoing	Partially Complete: WasteNet Community Waste Minimisation Fund established and opened for applications in FY2023/24 and FY2024/25.
2.1	Develop a Reuse Education Programme	<ul style="list-style-type: none"> <li>· Research the barriers to repair and use of second-hand goods</li> <li>· Devise initiatives to mitigate identified barriers</li> <li>· Form partnerships (i.e. repair agents, second-hand merchants)</li> </ul>	<p>The community will be provided with simple action to reuse, repair and repurposing materials.</p> <p>Businesses will see customer growth.</p>	Reuse Programme launched.	2022 - ongoing	Outstanding: Initial review completed, however not progressed/implemented.
2.2	Research opportunities for an inorganic collection service	<p>Not all residents have the ability to easily dispose of large and/or bulk items (i.e. furniture, whiteware).</p> <ul style="list-style-type: none"> <li>· Research the barriers</li> <li>· Devise initiatives to mitigate identified barriers</li> <li>· Form partnerships (i.e. repair agents, second-hand merchants)</li> </ul>	<p>The community will be provided with an enhanced level of service which may include: door-to-door pick up and/or free trailer hire.</p>	Research presented to WasteNet Councils.	2023/2024	Outstanding: Action not progressed.
2.3	Review Southland A to Z waste guide to ensure it meets needs and decide if a new or modified strategy is required.	<ul style="list-style-type: none"> <li>· Continue to update content</li> <li>· Promote the guide</li> <li>· Encourage businesses to register</li> </ul>	<p>The community will be provided with an online guide on how to reduce, reuse, recycle and dispose of materials in Southland.</p>	Number of products listed	2020 - ongoing	Complete: Website content has been reviewed and updated, including launching this information on the refreshed WasteNet website. Ongoing engagement on better opportunities to display this through app and website updates
2.4	Advocate to Central Government	Working towards national solutions e.g. tyres, e-waste, batteries, farm plastics, packaging.	<p>The community will receive an enhanced level of service by having access to product stewardship and/or take back</p>	Evidence of advocacy	2020 - ongoing	Partially Complete: Submissions lodged as resourcing has allowed, however is not a routine function.

			schemes.			
2.5	Investigate upgrading Waste Transfer Station signage	<ul style="list-style-type: none"> <li>Align signage with national guidelines.</li> <li>Rename from Waste Transfer Station to Resource Recovery Parks.</li> </ul>	<p>The community will see a consistent approach to signage.</p> <p>By removing 'waste' from the signage and replacing it with 'resource', it will reinforce the regional commitment to 'waste is a resource'.</p>	Research presented to WasteNet Councils	2021/2022	<p>Partially complete.</p> <p>Signage updated</p> <p>Transition to a Resource Recovery Park has not commenced.</p>
3.1	Review the "Love Southland put waste in its place" brand to ensure it meets needs and decide if a new or modified strategy is required.	Communication and education programme to support the delivery of the kerbside recycling and rubbish collection services	The community will be able to sort their materials into kerbside recyclables and kerbside landfill-rubbish.	Decreasing trend in recycling contamination.	2020 - ongoing	Complete: Re-branding campaign completed FY2022/23 to FY 2023/24.
3.2	Where feasible extend kerbside recycling and rubbish collection service areas.	When demand arises, Councils' will investigate extending the service areas.	The community will receive enhanced level of services, by providing a convenient method to recycle and dispose of waste.	Number of mobile bins in service	2020 - ongoing	Partially complete: ongoing and being managed in line with needs and operational opportunities. Policy to support this not yet developed/implemented.
3.3	Develop a public place and events waste minimisation policy.	<p>The public place and events waste minimisation policy could include the following initiatives:</p> <ul style="list-style-type: none"> <li>All Council run events to be zero waste events</li> <li>Public events held on Council land will be required to submit a waste plan</li> <li>Installation of public place recycling bins</li> </ul>	The community will see an increased presence of opportunities to divert waste from landfill while out and about, and a consistent approach to recycling at public events.	Policy is adopted.	2021 - ongoing	Outstanding: Initial review completed, however not progressed/implemented
3.4	Collaborate with industry to provide a secure e-waste collection service.	The e-waste sector is required to establish a product stewardship scheme. Opportunity for WasteNet Councils to work with industry to develop a system which works for Southland.	The community will be have access to an e-waste collection service.	E-waste product stewardship scheme is launched in Southland	2024 - ongoing	Outstanding: e-waste currently directed to be returned to distributors and suppliers. Working on wider partnership opportunities.
4.1	Develop a Southland Organic Waste Strategy.	<ul style="list-style-type: none"> <li>Undertake a detailed organic waste assessment.</li> <li>Identify practicable options available to manage organic waste</li> <li>Undertake a better business case approach for the</li> </ul>	The region will have a clear, strategic direction on how to manage organic waste. This work will lead into the development of the next Waste Plan.	Strategy is adopted.	2021-2024	<p>Complete: Preliminary feasibility study completed in FY2024/25.</p> <p>WAG decision not to change current services nor strategic direction as a result of the study,</p>

		preferred option/s.				aside from supporting community-led organic initiatives.
4.2	Develop a garden waste education programme.	<ul style="list-style-type: none"> <li>· Research the barriers for households to manage garden waste.</li> <li>· Devise initiatives to mitigate identified barriers</li> <li>· Form partnerships (i.e. garden centres, community gardens)</li> </ul>	The community will be provided with simple actions to manage their garden waste.	Garden waste programme launched.	2022 - ongoing	Outstanding: Action not progressed.
4.3	Facilitate the implementation of the Love Food Hate Waste New Zealand programme in Southland.	The aim of the Love Food Hate Waste Programme is to minimise household food waste by creating a conversation around reducing food waste and to inspire people to take actions to reduce their food waste.	The community will continue to be provided with simple actions to reduce their food waste.	Love Food Hate Waste programme implemented.	2020 - ongoing	Partially complete: programme being implemented and shared through comms engagements however not all campaigns have been adopted.
5.1	Operate a network of public waste management and minimisation facilities.	<ul style="list-style-type: none"> <li>· Recycling (drop-off) centres</li> <li>· Green waste site</li> <li>· Transfer Stations (Resource Recovery Parks)</li> <li>· Southland Regional Landfill</li> <li>· Closed Landfills</li> </ul>	The community will have access to facilities for the appropriate disposal of discarded materials.	Services are provided to the community.  LGNZ Section 17A Review is adopted.	2020 - ongoing  2023/2024	Ongoing: ongoing service delivery
5.2	Facilitate kerbside recycling and rubbish collection services.	Provide kerbside recycling and rubbish collection services.	Participating properties will have a convenient and effective method to dispose of their recycling and rubbish.	Weight of recycling collected.  Weight of rubbish collected.	2020 - ongoing	Ongoing: ongoing service delivery.
5.3	Investigate regional opportunities for the management of hazardous waste.	<ul style="list-style-type: none"> <li>· Undertake a Hazardous Waste Assessment.</li> <li>· Identify practicable options available to manage hazardous waste</li> <li>· Undertake a better business case approach for the preferred option/s.</li> </ul>	The region will have a clear, strategic direction on how to manage hazardous waste. This work will lead into the development of the next Waste Plan.	Strategy is adopted.	2024/2025	Partially Complete: Assessment of information on illegal dumping has been undertaken and 'hot zone' areas identified. Illegal dumping signage has been installed at hot spots. Continuous monitoring to be undertaken in collaboration with Compliance team
5.4	Investigate regional opportunities for the management of littering and illegal dumping (fly tipping).	<ul style="list-style-type: none"> <li>· Undertake an assessment of littering and illegal dumping.</li> <li>· Identify practicable options available</li> </ul>	The region will have a clear, strategic direction on how to manage littering and illegal dumping. This work will lead into	Strategy is adopted.	2024/2025	Assessment of information on illegal dumping has been undertaken and 'hot zone' areas identified. Illegal dumping signage have been installed at hot spots. Continuous monitoring

		· Undertake a Better Business Case approach for the preferred option/s.	the development of the next Waste Plan.			to be undertaken in collaboration with Compliance team
5.5	Develop a Southland Solid Waste Bylaw.	The Solid Waste Bylaw provides the service rules for: <ul style="list-style-type: none"> <li>· Kerbside collections</li> <li>· Transfer Stations (Resource Recovery facilities)</li> <li>· Public Place and Event waste management</li> <li>· Recycling centres (drop-off)</li> <li>· Littering and illegal dumping</li> <li>· Licensing</li> </ul>	Consistent approach to solid waste service.	Solid Waste Bylaw is adopted.	2020 /2021	Partially Complete: Workstream initiated in FY2024/25 and due to be progressed in 2025
5.6	Review WasteMINZ standardisation of kerbside collection guidelines and decide if a new/modified level of service is required for the region.	· Compare existing levels of service with guidelines · Identify how to transition to the guidelines	Nationally consistent approach to solid waste service i.e. communications, improved quality, support national labelling.	Report is adopted.	2020/2021 (TBC)	Complete: kerbside standardisation in effect from 1 February 2024,







Exclusion of the public: Local Government Official Information and Meetings Act 1987

Recommendation

That the public be excluded from the following part(s) of the proceedings of this meeting.

9.1 Clarification of solid waste services – procurement options resolution made at council on 25 February 2026

9.2 Future of 15 Forth Street Invercargill property

The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

General subject of each matter to be considered	Reason for passing this resolution in relation to each matter	Ground(s) under section 48(1) for the passing of this resolution
Clarification of solid waste services – procurement options resolution made at council on 25 February 2026	s7(2)(b)(ii) - the withholding of the information is necessary to protect information where the making available of the information would be likely unreasonably to prejudice the commercial position of the person who supplied or who is the subject of the information.	That the public conduct of the whole or the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding exists.
Future of 15 Forth Street Invercargill property	s7(2)(h) - the withholding of the information is necessary to enable the local authority to carry out, without prejudice or disadvantage, commercial activities.	That the public conduct of the whole or the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding exists.