



# The future of the Levin Landfill

Te Anamata o te Ruapara o Taitoko

## Statement of Proposal





**Community feedback on Council's decision is critical, and we encourage the community to take part in the engagement process.**

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# Mayor's Message

## Nā te Kahika



**Kia Ora Koutou,**

**Horowhenua District Council (Council) is reviewing the future of the Levin Landfill and is seeking your views prior to making a final decision on its future, in February 2022.**

Inside this **Statement of Proposal**, you'll find the reasons for reviewing the future of the Levin Landfill and options for its future management for your consideration and to provide feedback on.

### Why this Consultation now?

The review is required to ensure current service levels for disposal of solid waste are maintained, that recycling opportunities are maximised and that a secure, affordable path for the disposal of residual waste is identified.

Council assessed the regulatory requirements, environmental concerns, the changing solid waste market conditions, affordability and economic issues before setting out three options for the future closure date of the Levin Landfill. A considerable amount of investigation has gone into getting to this point. Supporting information is available at Te Takeretanga o Kura-hau-pō, Te Awahou Nieuwe Stroom, Shannon Library and on Council's website. All information that is not commercially sensitive, is publicly available.

### Timeframe

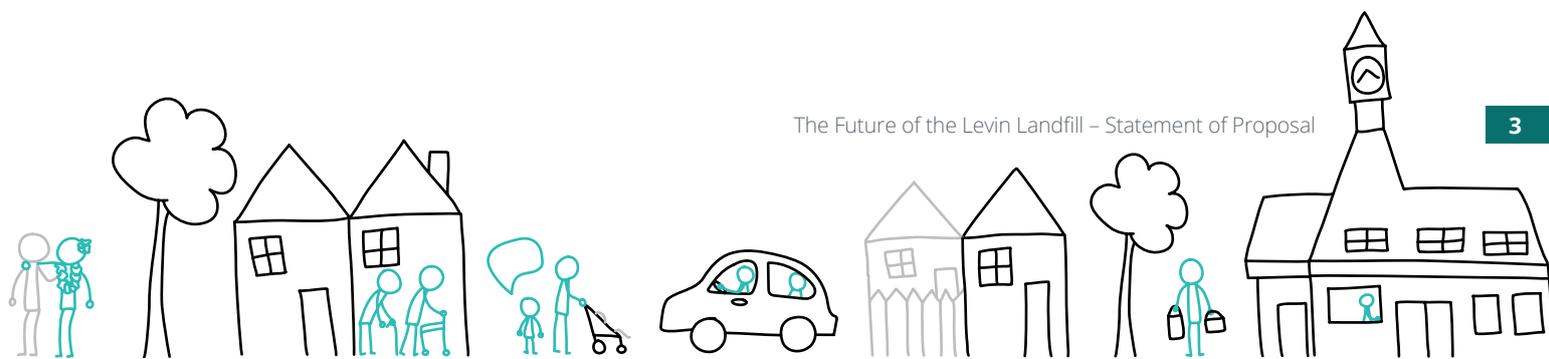
We've scheduled a two month consultation period rather than the usual one month consultation. This will allow sufficient time to consider the options and provide us with your feedback. Consultation commences on 30 November 2021, and will close on 31 January 2022.

Drop in sessions are scheduled to allow you to speak with Elected Members, and get answers from experts on the issues and options. I encourage you to make use of these opportunities. You can visit our website for details on when these sessions are scheduled, and where.

In February next year, if you wish, there will be an opportunity to speak to your submission before Council and before it deliberates on submissions received and makes a decision.

Planning for our district's future is a responsibility we all share and I would encourage you to use this opportunity to be part of Council's decision making process and make a submission. Be part of growing our sustainable future together!

Mayor Bernie Wanden



# The Levin Landfill

## Te Ruapara o Taitoko

The Levin Landfill is located on Hōkio Beach Road, between Levin and Hōkio Beach. It is next to an old unlined landfill which operated from the 1950s to 2004. The modern, lined Landfill has operated since 2004 and consented to continue operating until 2037.

### What happens to our waste?

Council provides Solid Waste (rubbish) disposal facilities for residents and visitors to our district through a kerbside bag collection service and provides Waste Transfer Stations in Foxton and Shannon. This waste is disposed of at the Levin Landfill, which also takes the sewage sludge from the Levin Wastewater Treatment plant. Most of the waste that currently goes into the Landfill is from private operators in Horowhenua and Kāpiti.

The procurement exercise completed for this decision process revealed no solid waste contractors are interested in operating the Levin Landfill and committing their commercial tonnes to it in the future.

**Council is committed to reducing waste in the district and providing recycling services where feasible. However, no matter how extensive the Council's waste reduction and recycling activities are there is an ongoing need for environmentally responsible residual waste disposal.**

### Landfill Agreement and formal review

The Chief Executive Officer (CEO) signed a Landfill Agreement with Ngāti Pareraukawa, the Hōkio Environmental Kaitiaki Alliance (HEKA) and others, agreeing to a formal review of the Landfill's closure date.

The review needs to be completed before current contracts expire to determine the best way forward.

The review has looked at the options of different closure dates and assessed them to determine which could provide the best overall outcome for Council and the community. The assessment looked at the implications for the wellbeing of the different options, including:

- **Social impacts** – for people and communities
- **Cultural impacts** – cultural and traditional activities that are of particular concern to Mana Whenua
- **Environmental impacts** – what the options mean for the natural environment
- **Economic impacts** – what each option means for jobs, the economy and affordability
- **Financial impacts on Council** – rating implications of the options.

### What are the issues with the Levin Landfill?

A key issue that has led to the review of options for keeping open or closing the Landfill is its effect on the environment now and in the future.

# Environmental Issues and Performance

## Odour

### What are the issues?

Residents who live near the Landfill have complained about odour at their properties. Odour is mainly from landfill gas escaping through the top of the Landfill. Council has received several significant non-compliances regarding odour since 2004, but none since 2017.

### Will closing the Landfill eliminate odour from the site?

Closing the Levin Landfill would reduce the odour as the closed Landfill will release less landfill gas, but it may not completely stop all odour.



## Leachate

### What are the issues?

Some leachate from the old unlined Landfill is escaping from the site into the Tatana Drain and Hōkio Stream. This is reducing the water quality in the Tatana Drain. By the time the leachate enters the Hōkio Stream, it is diluted and has a minor to negligible impact on the water quality on the Hōkio Stream. The new Landfill has been constructed with an impermeable liner, and there is no evidence that any leachate is escaping from the new Landfill.

### Will closing the Landfill stop leachate from entering the Tatana Drain and Hōkio Stream?

Closing the new Landfill will have no effect on the leachate from the old unlined Landfill. The remediation work that is separately planned for the old Landfill should reduce the leachate discharge.



## Methane

### Why are methane emissions considered?

Methane is a greenhouse gas that all landfills emit into the air, contributing to global warming. Over 100 years, methane is 25 times more powerful than carbon dioxide at trapping heat in the earth's atmosphere.

### Will closing the Landfill reduce methane emissions?

All landfills generate methane and most New Zealand landfills capture some of this via a landfill gas collection and destruction system. The Levin Landfill is 30% efficient at collecting and destroying methane.

Nearby landfills where waste would go if the Levin Landfill was closed are more efficient and have a lower impact on climate change for each tonne of waste they accept.

Methane emissions are also significant because landfill owners must buy Emissions Trading Scheme Units ("carbon credits") to offset their emissions. The higher the emissions, the higher the cost for the landfill owner. The Levin Landfill's Emissions Trading Scheme costs will be more than three times higher than for Bonny Glen.

	% of methane collected and destroyed	Current Emissions Trading Scheme costs for each tonne of waste
Levin Landfill	30%	\$54
Spicer's Landfill (Porirua)	49%	\$39
Bonny Glen	81%	\$15





# The Future of the Landfill

## What Are the Options? Ngā kōwhiringa

**Five reasonably practicable\*** future options were identified.

Three were short-listed and were considered through the business case process. These were for three different closure dates for the Levin Landfill.



### Option 1

Closure in 2022

**Disposal of HDC waste at an alternative disposal site**  
From 2022

### Option 2

Closure in 2025

**Disposal at Levin Landfill until no later than Dec 2025**

**Disposal of HDC waste at an alternative disposal site**  
From 2026

### Option 3

Closure in 2037

**Disposal of waste at Levin Landfill**  
Until 2037 or until Landfill is at capacity

\* Council must consider all of the reasonably practical options which are typically options that will achieve the outcome sought, will meet relevant legislative requirements, are financially viable, and are within Council's powers to achieve or undertake.

All options will only affect what happens with the waste that Council collects. Collection services, including kerbside bag collection and the Foxton and Shannon Transfer Stations, will remain unchanged; however,

no further waste from any source will be disposed of in the Levin Landfill after the closure date. Council will continue to seek to maximise the amount of recycling in the district.

## Option 1 Close the Levin Landfill in 2022

- The Levin Landfill would be closed and capped in 2022.
- Although no more waste will be put in the Landfill, the site would continue to be monitored and managed for many years to ensure any ongoing environmental effects are dealt with from both the old and modern landfills. The capping and closure costs of the landfill will likely be funded by debt. Ongoing management and monitoring of the landfill, once capped, will likely be funded from a combination of rates and debt.
- Council-controlled waste would be transported to another landfill or disposal facility. The contract with the facility operator will state that the landfill or disposal facility must continue to meet its environmental requirements.
- This option would increase Council's annual solid waste and wastewater disposal costs by approximately \$1.1 million compared to the current cost of this activity.
- There would also be \$3.5 million of Landfill debt remaining at the end of 2036.
- The Rates Impact is estimated to be \$71.51 per urban property and \$48.63 per rural property from 2022/23.
- Year 2 (2022/23) of the Long Term Plan includes an average rates increase of 7.35%. If the preferred option is selected for the Landfill the proposed rates increase for 2022/23 will increase by a further 2.5% to 9.9%.

## Option 2 Close the Levin Landfill in 2025

- Between 2022 and 2025, operations would continue at the Levin Landfill. The Landfill would continue to accept a mixture of Council's waste and other waste.
- The Landfill would be closed by the end of 2025.
- After this date, all waste, including Council's waste, would be transported to another disposal location on the same basis as Option 1, and Council would continue to monitor and manage the Levin Landfill site.
- This option would increase Council's annual solid waste and wastewater disposal costs by approximately \$1.2 million compared to the current cost of this activity. This cost could be higher or lower depending on how much other waste was disposed of in the Landfill.
- There would also be \$5.1 million of Landfill debt remaining at the end of 2036.
- The Rates Impact is estimated to be \$67.84 per urban property and \$46.13 per rural property from 2022/23.
- Year 2 (2022/23) of the Long Term Plan includes an average rates increase of 7.35%. If option 2 is selected for the Landfill the proposed rates increase for 2022/23 will increase by a further 2.8% to 10.1%.



### Option 3

## Close the Levin Landfill in 2037, or sooner if full

- Operations would continue at the Levin Landfill until the expiry of its consent to operate in 2037.
- The Landfill would be closed earlier if it reached its consented capacity before 2037.
- The Landfill would continue to accept a mixture of Council's waste and other waste.
- Council would continue to monitor and manage effects during operation and after closure to ensure it is operated within its consents.
- If option 3 were chosen, Council would seek to establish a Council-Controlled Trading Organisation (CCTO) to manage the Landfill. This would require further community consultation.
- Council's annual solid waste and wastewater disposal costs will increase by approximately \$1.0 million compared to the current cost of this activity. This cost could be higher or lower depending on how much other waste was disposed of in the Landfill.
- There would also be \$7.6 million of Landfill debt remaining at the end of 2036.
- The Rates Impact is estimated to be \$67.84 per urban property and \$46.13 per rural property from 2022/23.
- Remaining estimated capacity in the Levin Landfill is 560,000m<sup>3</sup>.
- Year 2 (2022/23) of the Long Term Plan includes an average rates increase of 7.35%. If option 3 is selected for the landfill the proposed rates increase for 2022/23 will increase by a further 2.3% to 9.7%.

## More options

Two additional options were considered but not shortlisted for consultation purposes. Council could invest in a new landfill in or near the Horowhenua District or invest in a new waste to energy plant. Neither of these options was considered practical in the short term, given regulatory and waste disposal market uncertainties and the high costs involved. However, they may be options in the long term for Council and the community to consider.

## Other important considerations

- Council does not collect enough waste by itself to justify the ongoing operation of the Landfill.
- Other waste is needed to help offset the Landfill's costs and keep costs down for ratepayers.
- The other waste could be either from private waste collectors, large businesses or from other local authorities.
- The waste could come from within or outside the Horowhenua District.
- Currently over 80% of the waste going into the Levin Landfill is from the current operator (Midwest Disposal Ltd). The operator has decided that this waste will be diverted to its Bonny Glen landfill in Rangitikei when the current operations contract ends in April 2022.
- Waste volumes per person are predicted to decrease in future.
- Government levies and Emissions Trading Scheme costs are making it more expensive to dispose of waste in landfills.
- The Government is also considering banning the disposal of organic matter to landfills by 2030, including food and green waste, paper, cardboard and possibly wood waste. These types of waste are estimated to make up one third of the waste going to landfills in New Zealand.
- Costs will increase with all options as the activity has been partly funded in the past by revenue from the disposal of significant quantities of commercial waste from Horowhenua and by waste from the Kāpiti Coast transfer stations. Council does not control where this waste is disposed of. The private waste operators who control most of this waste have advised that they will not be sending it to the Levin Landfill from 2022.

## What do you think?

**Which option is the best option for the Horowhenua community?**

**See page 12 for information on how to have your say**



# How do the Options compare?

## Te whakatairite i ngā kōwhiringa

	<b>Option 1:</b> Close the Levin Landfill in 2022	<b>Option 2:</b> Close the Levin Landfill in 2025	<b>Option 3:</b> Close the Levin Landfill in 2037, or sooner if full
Strategic alignment with WMMP*	●	●	●
Wellbeing – cultural	●	●	●
Wellbeing – social	●	●	●
Wellbeing – environment	●	●	●
Wellbeing – economic	●	●	●
Financial	●	●	●
Risk	●	●	●

\*Waste Management Minimisation Plan – Required under the Waste Minimisation Act 2008 for Local Government

### Key

- **best-ranked outcome**  
e.g. best alignment to the WMMP, highest wellbeing score, lowest cost or risk
- **middle-ranked outcome**
- **worst-ranked outcome**  
e.g. least alignment to the WMMP, lowest wellbeing score, highest cost or risk

### What about the Landfill Agreement?

The Landfill Agreement requires Council's CEO to recommend a closure date of no later than 31 December 2025. On 10 November 2021, the CEO recommended that the Levin Landfill be closed in 2022.

However, the Landfill Agreement acknowledges that Elected Members must decide on the final closure date for the Levin Landfill, taking into account all statutory requirements. This could result in a different closure date being chosen. Before the Council makes that decision, it wants to know what the community thinks to consider alongside the technical, wellbeing impacts and financial implications of the practical options available through this consultation.

# Key issues

	<b>Option 1:</b> Close the Levin Landfill in 2022	<b>Option 2:</b> Close the Levin Landfill in 2025	<b>Option 3:</b> Close the Levin Landfill in 2037, or sooner if full
<b>Strategic alignment with WMMP</b>	<ul style="list-style-type: none"> <li>Council would continue to promote waste minimisation in accordance with WMMP. Reducing waste will reduce Council's disposal costs.</li> </ul>	<ul style="list-style-type: none"> <li>Council would continue to promote waste minimisation in accordance with WMMP. Reducing waste will reduce Council's disposal costs however fixed costs associated with landfill operations will remain from 2022-2025.</li> </ul>	<ul style="list-style-type: none"> <li>Council would continue to promote waste minimisation in accordance with WMMP. Reducing waste will reduce Council's disposal costs however fixed costs associated with landfill operations will remain and waste minimisation could potentially reduce revenue for the Landfill CCTO.</li> </ul>
<b>Wellbeing – cultural</b>	<ul style="list-style-type: none"> <li>Improved Council-lwi relations</li> <li>lwi feel that their voice has been heard by Council</li> <li>Allows community to rebuild</li> </ul>	<ul style="list-style-type: none"> <li>Improved Council-lwi relations</li> <li>lwi feel that their voice has been heard by Council</li> <li>Allows community to rebuild, particularly from 2026</li> </ul>	<ul style="list-style-type: none"> <li>Further deterioration of Council-lwi relations</li> <li>lwi continue to feel they have no political voice</li> <li>Time and energy diverted to fighting Landfill instead of more productive activities</li> </ul>
<b>Wellbeing – social</b>	<ul style="list-style-type: none"> <li>Reduced odour</li> <li>Improved relationship between Hōkio community and Council</li> <li>Improved public perception of Hōkio</li> </ul>	<ul style="list-style-type: none"> <li>Reduced odour from 2026</li> <li>Improved relationship between community and Council</li> <li>Improved public perception of Hōkio from 2025</li> </ul>	<ul style="list-style-type: none"> <li>Odour concerns will remain</li> <li>Increased distrust in Council for not closing Landfill by 2025</li> <li>Ongoing disconnect between Hōkio and Levin</li> </ul>
<b>Wellbeing – environment</b>	<ul style="list-style-type: none"> <li>Lower landfill gas emissions</li> <li>Lower risk of potential future environmental damage due to smaller Landfill footprint and volume</li> </ul>	<ul style="list-style-type: none"> <li>Higher landfill gas emissions from 2022-2025</li> <li>Very slightly higher risk of potential future environmental damage due to larger Landfill footprint and volume</li> </ul>	<ul style="list-style-type: none"> <li>Higher landfill gas emissions</li> <li>Slightly higher risk of potential future environmental damage due to larger Landfill footprint and volume</li> </ul>
<b>Wellbeing – economic</b>	<ul style="list-style-type: none"> <li>Lower long term cost to Council</li> <li>Fewer jobs and lower regional GDP</li> </ul>	<ul style="list-style-type: none"> <li>Highest cost to Council</li> <li>Increased jobs and regional GDP from 2022-2025</li> </ul>	<ul style="list-style-type: none"> <li>Increased jobs and regional GDP</li> <li>Higher cost to Council than Option 1</li> </ul>
<b>Net present value of costs over 14 years</b>	-\$19.1 million	-\$21.5 million	-\$20.6 million
<b>Annual average cost increase over status quo</b>	\$1.1 million – which is an additional rates increase for Year 2022/23 by a further 2.5% to 9.9%	\$1.2 million – which is an additional rates increase for Year 2022/23 by a further 2.8% to 10.1%	\$1.0 million – which is an additional rates increase for Year 2022/23 by a further 2.3% to 9.7%
<b>Landfill debt remaining in 2036</b>	\$3.5 million	\$5.1 million	\$7.2 million
<b>Estimated rates impact from 2022/23 for urban properties</b>	\$71.51	\$67.84	\$67.84
<b>Estimated rates impact from 2022/23 for rural properties</b>	\$48.63	\$46.13	\$46.13
<b>Risk</b>	Overall presents lower risk than Options 2 and 3	Higher risk than Option 1 but lower risk than Option 3	Highest risk option from operational and financial perspective
<b>Greenhouse gas emissions (estimate)</b>	13,725 tonnes CO <sub>2</sub> equivalent	23,265 tonnes CO <sub>2</sub> equivalent	45,351 tonnes CO <sub>2</sub> equivalent

# The Preferred Option

## Te kōwhiringa e paingia ana

Council's preferred option is:

### Option 1

#### Close the Levin Landfill in 2022

#### Is this the best option?

It provides the best outcome for Council from a strategic, financial, wellbeing and risk perspective. Therefore it was recommended by:

- Council's CEO;
- Council's independent advisors Morrison Solutions; and
- the Levin Landfill Project Management Group which comprises representatives from the community and council officers

#### What about the financial implications?

This option would cost Council more than the status quo and will have an impact on rates. However, it is anticipated that this option will cost less in the long run than keeping the Levin Landfill open.

Operating a landfill is very expensive and needs much larger volumes of waste than Council currently controls. We would need to compete with other landfills and disposal facilities to have access to other waste. If Council could not secure enough waste, operating the Landfill would cost more than paying another landfill or disposal facility to accept Council's waste.

#### What will happen if option 1 is the adopted option?

- Council will need to enter into a contract with a landfill or disposal facility operator to accept Horowhenua's waste, including the sludge from the Levin Wastewater Treatment Plant and will need to meet the receiving Landfill or disposal facility operator's waste acceptance criteria.
- It will have to be a disposal facility that has long term capacity and superior methane capture.
- In consultation with the Levin Landfill Project Management Group, Council will also develop and implement a closure and remediation plan for the Levin Landfill.



# Have your say

## Kōrero Mai

It's easy to share your thoughts with us – Have your say on the Future of Levin Landfill – Kōrero mai

**The period for making submissions will run from 30 November 2021 to 5pm on 31 January 2022**

### Online

- Visit our website at [horowhenua.govt.nz/FutureofLevinLandfill](https://horowhenua.govt.nz/FutureofLevinLandfill)
- Email us at [landfill@horowhenua.govt.nz](mailto:landfill@horowhenua.govt.nz)

### In person

Face to Face at one of the following drop in sessions:

- 13 December 2021**  
11am-2pm  
Hōkio Reserve, Hōkio Beach
- 13 December 2021**  
4pm-7pm  
Horowhenua District Council, Levin
- 14 December 2021**  
10am-1pm  
Te Awahou Nieuwe Stroom, Foxton
- 25 January 2022**  
11am-2pm  
Horowhenua District Council, Levin
- 25 January 2022**  
4pm-7pm  
Hōkio Reserve, Hōkio Beach

### On paper

**Submissions can be delivered to:**

- Horowhenua District Council Office**  
126 Oxford Street, Levin
- Te Takeretanga o Kura-hau-pō**  
Bath Street, Levin
- Te Awahou Nieuwe Stroom**  
92 Main Street, Foxton
- Shannon Library**  
Plimmer Terrace, Shannon

**Posted to:**

- Horowhenua District Council  
Private Bag 4002  
Levin 5540



**Submissions close 5pm, Monday 31 January 2022**



# Submission Form | Puka Tāpae Kōrero

**Submissions must be provided to Council by no later than 5pm, Monday 31 January 2022**

## Submissions can be:



**Delivered to:**

Horowhenua District  
Council Office, Takeretanga o  
Kura-hau-pō, Te Awahou Nieuwe  
Stroom and Shannon Library.



**Posted to:**

Horowhenua District Council,  
Private Bag 4002, Levin 5540



**Emailed to:**

landfill@horowhenua.govt.nz



**Completed online or are  
available for download**

from Council's website:  
horowhenua.govt.nz/  
FutureofLevinLandfill



**Copies** of the Statement of  
Proposal for the Future of  
Levin Landfill (and Supporting  
Information) are available online or  
at Council's Office, Te Takeretanga  
o Kura-hau-po, Te Awahou Nieuwe  
Stroom and Shannon Library.

**Any additional comments can  
be attached and submitted with  
this form.**

## Contact Details

*(You must provide your contact details for your submission to be considered)*

Please tick this box if you want to keep your contact details private

**Full Name:** \_\_\_\_\_

**Name of Organisation:**

*(Only use this field if you are writing this submission on behalf of an organisation)*

\_\_\_\_\_

**Postal Address:** \_\_\_\_\_

\_\_\_\_\_

**Postcode:** \_\_\_\_\_

**Telephone:** \_\_\_\_\_

**Mobile:** \_\_\_\_\_

**Email:** \_\_\_\_\_

## Hearing of Submissions

**Do you wish to present your  
submission to Council at a  
Hearing?**

Yes  No

*If yes, please specify below:*

In person  zoom

**Do you require a sign language  
interpreter?**

Yes  No

**Do you require a translator?**

Yes  No

*If yes, please specify below:*

\_\_\_\_\_

\_\_\_\_\_

# Future of the Levin Landfill

## Your Submission

**As set out in this Statement of Proposal the Council is considering options for the future of the Levin Landfill and before it makes a decision it wants to know your views. It is important to note that whichever option is decided the Council will continue to offer the current kerbside collection service and continue to aim to maximise recycling.**

No matter how extensive the Council's waste reduction and recycling activities are there is an ongoing need for environmentally responsible residual waste disposal. The reasonably practical options considered are:

### Option 1

#### Close the Levin Landfill in 2022

Council-controlled waste would be transported to an out of district landfill based on a disposal contract. The contract would need to state that the out of district landfill must continue to meet its environmental requirements. The Levin Landfill would be closed and capped. The site would continue to be monitored and managed for many years to ensure any ongoing environmental effects of both old and modern landfills were dealt with.

### Option 2

#### Close the Levin Landfill in 2025

Between 2022 and 2025, operations would continue at the Levin Landfill. The Landfill would continue to accept a mixture of Council's waste and other waste. The Landfill would be closed by the end of 2025. After this date Council's waste would be transported to an out of district disposal location on the same basis as Option 1 and Council would continue to monitor and manage the Levin Landfill site.

### Option 3

#### Close the Levin Landfill in 2037, or sooner if full

Operations would continue at the Levin Landfill until expiry of its consent to operate in 2037. The Landfill would be closed earlier if it reached its consented capacity before 2037. The Landfill would continue to accept a mixture of Council's waste and other waste.

Monitoring and management of effects during operation and after closure would occur to ensure it operated within its consents.





# Thank you for your submission

## Privacy Act 1993

*Please note that submission responses are public information. Information on this form including your name and response will be made available to the media and public as part of the decision making process. Your response will only be used for the purpose of the Statement of Proposal for the future of the Levin Landfill. The information will be held by the Horowhenua District Council, 126 Oxford Street, Levin. You have the right to access the information and request its correction.*

FreePost 108609

