

Nelson Tasman Waste Management and Minimisation Plan



September 2019

Executive Summary

The Nelson City and Tasman District Councils have a statutory responsibility to improve promote and protect public health and promote effective and efficient waste management and minimisation. In order to promote effective and efficient waste management and minimisation the councils must adopt a waste management and minimisation plan.

A joint Waste Assessment was completed by both Councils in 2017. This assessment identified future demands for waste management and minimisation services and presented the Councils' options for addressing these demands. The assessment forms the basis of this Nelson Tasman Waste Management and Minimisation Plan (this Plan).

A working party of Councillors and staff from each Council and representatives of the Nelson Marlborough District Health Board guided the development of this Plan.

This Plan comprises: the vision, goals, guiding principles, objectives, policies and methods, funding provisions, and performance indicators.

Our shared vision is:

The communities of the Nelson Tasman region work together to reduce waste

Our ambition is to eliminate unnecessary waste to landfill and our target is to reduce waste to landfill by 10% per person by 2030. To do this, our three goals are:

The councils will, with the community:

- **avoid the creation of waste**
- **improve the efficiency of resource use**
- **reduce the harmful effects of waste**

At the moment, we estimate that 34% of waste is diverted away from landfill – by the Councils and by others in our community. To reduce waste to landfill by 10% we'll all need to reduce the total waste generated or divert more waste from landfill.

With this plan as a guide, we will use our Long Term Plans and Activity Management Plans to involve the community, prioritise our actions and test their affordability as we work towards our target.

The following seven core principles have been adopted to guide the councils, as part of the community, in their implementation of this Plan:

1. The Waste Hierarchy
2. Global Citizenship
3. Kaitiakitanga and Stewardship
4. Product Stewardship
5. Full-cost Pricing
6. The Life-cycle Principle
7. The Precautionary Principle

The Waste Hierarchy identifies the preferred methods for waste management and minimisation, with our goals aiming for movement upwards, towards the most preferred options:



The hierarchy applies to both waste and material that would have been waste had it not been diverted from landfill (“diverted material”).

The objectives under each goal are as follows:

Goal 1: Avoid the Creation of Waste

- Our community's culture makes waste avoidance and reduction the actions of choice
- Members of our community work together collaboratively to avoid the creation of waste.

Goal 2: Improve the Efficiency of Resource Use

- Our communities have access to good information on the efficiency of resource use.
- Our community can easily use a wide range of services to divert material away from landfill.
- The proportion of material diverted from landfill will increase over time and the quality and range of diverted material will improve.
- Our community will actively support and encourage product stewardship

Goal 3: Reduce Harmful Effects of Waste

- Our community can easily access and use services for the safe disposal of waste
- We manage our waste management services to avoid or mitigate any adverse public health, cultural and environmental effects.
- Waste management and minimisation services and all related activities are safe to operate and use.

The Goals and Objectives can only be achieved if the whole community, including the Councils, work together.

The Plan includes a detailed table of policies and methods to address key issues that were identified in the waste assessment.

The methods describe existing services, facilities and activities, primarily provided by the Councils. The Plan also proposes investigation of additional services, facilities and activities. These may be delivered solely by the Councils or in partnership with the commercial or not-for-profit sector.

Key methods and associated key issues include:

- specific methods to encourage and support positive change towards waste avoidance that acknowledges the crucial role of the whole community in achieving shared waste goals
- improved data collection and communication
- support and encouragement for product stewardship, and
- provisions to encourage more diversion of materials from landfill, where they could otherwise be reused or recycled.

In funding this Plan, the Councils will:

- a) continue to maintain a charging system for waste collection and disposal that provides cost recovery, and incentives and disincentives to achieve the goals of the Plan;
- b) fund services from targeted rates, user charges, the national waste disposal levy, local disposal levy, fees, and general rates where necessary; and
- c) may implement services that cannot be funded by user charges where a public good outcome can be demonstrated.

Waste minimisation indicators will be used to monitor the effectiveness of the policies and methods of this Plan. Two of the key indicators will be the quantity of diverted material per person and quantity of waste to landfill per person. The indicators will be monitored by each council's committee with responsibility for waste and reported on each Council's website and other publications.

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PART ONE: INTRODUCTION

1 About this Document

This document includes:

1. Part one - an introduction that summarises the need for a waste management and minimisation plan, the scope of the plan and a summary of the Joint Waste Assessment that was completed by Tasman District Council and Nelson City Council in 2017.
2. Part two - the proposed Nelson Tasman Waste Management and Minimisation Plan ("this Plan") including:
 - vision, goals and guiding principles
 - objectives, policies and methods to achieve the vision and goals
 - potential funding sources for the activities discussed in this plan
 - performance indicators so we can track progress towards the goals.
3. The full Joint Waste Assessment 2017 (Appendix B).

This Plan sets the direction for waste management and minimisation in the Nelson Tasman region for the next six years. When it is operative it will replace the Joint Waste Management and Minimisation Plan that was adopted by the two councils in 2012.

2 Purpose

The Nelson City Council and the Tasman District Council, the councils, have a statutory responsibility to promote effective and efficient waste minimisation and, for this purpose, to adopt a waste management and minimisation plan.

As required by the Waste Minimisation Act 2008, the two councils jointly carried out a waste assessment in 2017. A combined working party of councillors from both councils determined in early 2018 that the 2012 plan was still largely fit for purpose, with some amendments. This Plan was developed on that basis.

The diagram below shows the statutory planning requirements for waste management and minimisation. A waste management and minimisation plan provides direction for the development of a council's Long Term Plan, which allocates funding to implement it. A waste management and minimisation plan also provides direction for a council's activity management plans.

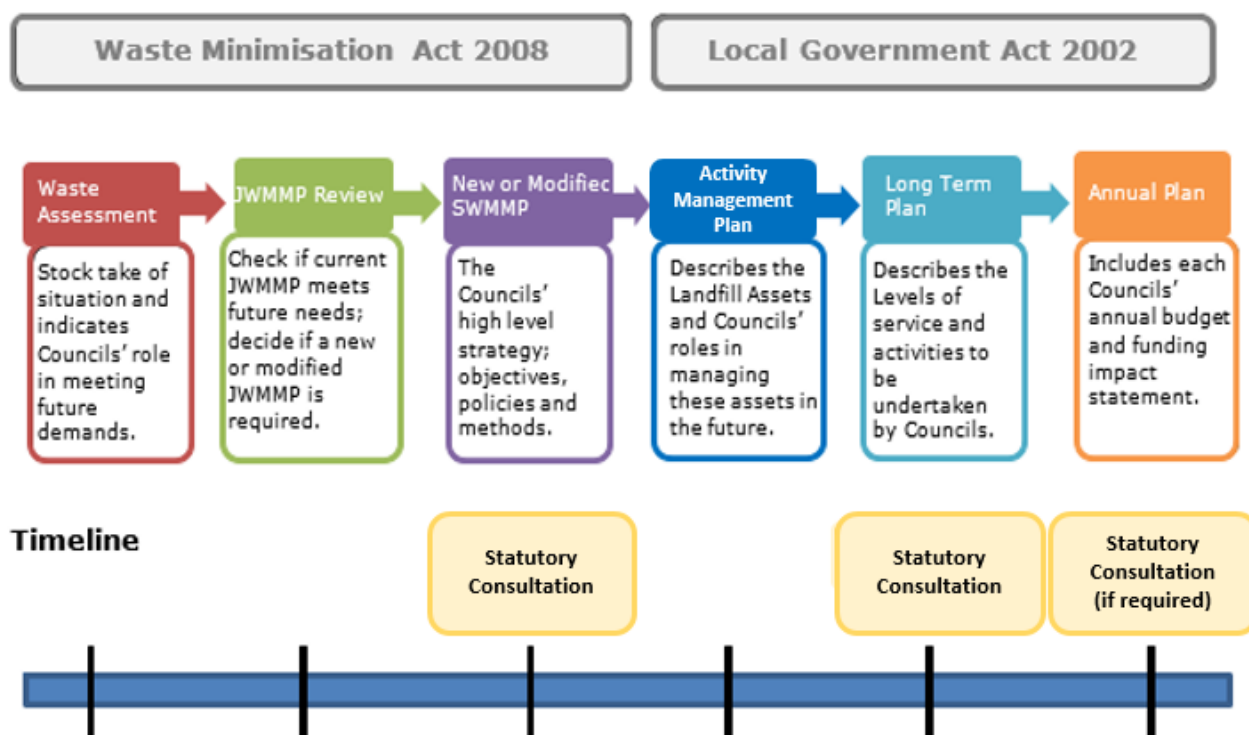


Figure 2-1: The planning and implementation process for a Waste Management and Minimisation Plan

Councils prepare a Long Term Plan under the Local Government Act 2002, which sets the framework for the community's development. It shows how a council will fund its activities and services over ten years, and other relevant information, including a 30 year infrastructure strategy. Community outcomes are included in a Long Term Plan and show what the council wants to deliver so it can promote the social, economic, environmental, and cultural well-being of its area. The Local Government Act requires that any significant variation between a Long Term Plan and the waste management and minimisation plan must be identified and explained in the Long Term Plan.

3 Definitions

A waste assessment involves forecasting future demand for waste and diverted material services in a district, identifying suitable options for meeting that demand and stating a council's intended role or roles.

The Waste Management Act defines waste and diverted material as follows:

Waste

- means anything disposed of or discarded; and
- 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
- to avoid doubt, includes any component or element of diverted material if the component or element is disposed of or discarded.

Diverted material means anything that is no longer required for its original purpose and, but for commercial or other waste minimisation activities, would be disposed of or discarded.

A waste management and minimisation plan must have regard to the waste assessment and the New Zealand Waste Strategy 2010. It must have objectives, policies and methods. The methods must provide for waste and diverted material services whether by a council or otherwise, council facilities, and activities by a council such as education and public awareness.

The scope of a waste management and minimisation plan is included in the Waste Management Act section 43, which states that:

A waste management and minimisation plan must provide for the following:

- a) objectives and policies for achieving effective and efficient waste management and minimisation within the territorial authority's district
- b) methods for achieving effective and efficient waste management and minimisation within the territorial authority's district, including –
 - i. collection, recovery, recycling, treatment, and disposal services for the district to meet its current and future waste management and minimisation needs whether provided by the territorial authority or otherwise; and
 - ii. any waste management and minimisation facilities provided, or to be provided, by the territorial authority; and
 - iii. any waste management and minimisation activities, including any educational or public awareness activities, provided, or to be provided, by the territorial authority
- c) how implementing the plan is to be funded
- d) if the territorial authority wishes to make grants or advances of money in accordance with section 47, the framework for doing so.

The Waste Management Act section 50 (1)(b) requires that a waste management and minimisation plan must be reviewed at least every six years.

We have included a glossary of technical terms used in this document in Appendix A.

4 Waste assessment summary

4.1 Overview

It is a legal requirement for councils to prepare a waste assessment under the Waste Minimisation Act 2008. Tasman District Council and Nelson City Council prepared one together in 2012, and another in 2017. They were combined because of the interconnected nature of the Nelson Tasman region's waste generation, minimisation and management activities. The 2017 waste assessment provided the background information to review the Waste Management and Minimisation Plan in early 2018.

The purpose of a waste assessment is to review the current situation with respect to the waste management and minimisation industry and services in the Nelson Tasman region to assess the consideration of potential for growth and other demand drivers for the next 10+ years.

The waste assessment brought together information about:

- total waste amounts
- sources of waste
- how much waste we keep out of the landfill by diverting it for productive uses
- existing waste services
- waste minimisation and management options for future consideration.

4.2 Current Situation – total waste and diversion

The waste assessment showed that each year approximately 62,000 tonnes of waste, including around 2,000 tonnes from Buller District, is sent to landfill in the Nelson Tasman region. Total waste to landfill peaked in 2008/09 at 68,700 tonnes and since then has varied between 61,400 and 66,600 tonnes per year.

In 2012 the councils commissioned a waste composition study to assess the amount of otherwise recyclable and compostable materials that were sent to landfill. Compared to other landfills in New Zealand the study showed we dispose of a slightly greater proportion of paper, cardboard and plastics at the landfill. Generally, however, our results are very close to the nationwide proportions, within the margin of error for each waste type.

The following chart shows the 2012 Nelson Tasman waste composition results. It shows there is considerable potential for improvement in diverting otherwise usable materials.

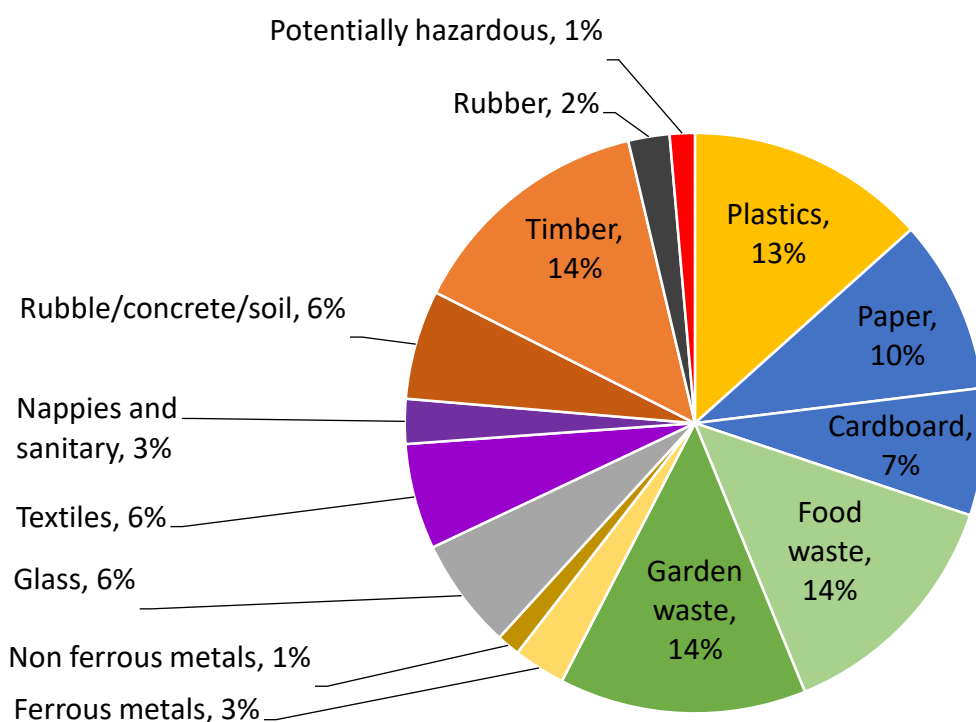


Fig. 4-1: Composition of material disposed to landfill in Nelson Tasman, 2012

4.3 What do the waste assessment numbers tell us?

Over the six years from 2012 to 2016, the amount of waste sent to landfill per resident has decreased in Nelson Tasman. Over that time, the total waste to landfill per capita decreased from 642kg to 598kg per person.

Table 4-1: Waste to landfill in 2010 and 2016

Amount of waste to landfill per resident	Population estimate	Total municipal waste (tonnes)	Municipal waste per capita (kg)	Total waste to landfill (tonnes)	Total waste per capita (kg)
Year ending June 2010	92,700	-	-	59,556	642
Year ending June 2016	100,900	56,881	564	60,355	598

These results don't mean each resident individually disposes of that much rubbish. We also have to include the waste generated by commercial activities, which is around 55% of the waste that goes to the landfill.

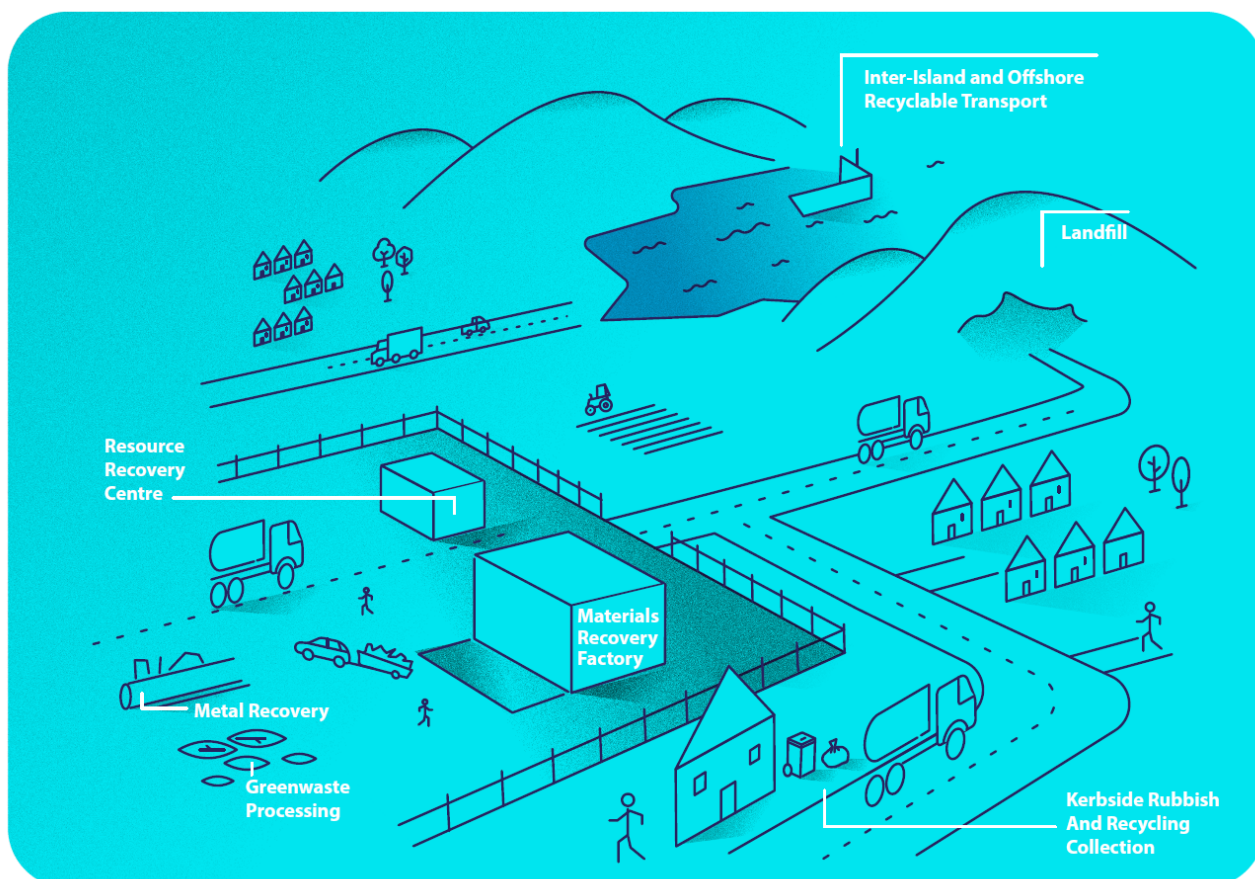
4.4 How much material is diverted from landfill?

The 2017 waste assessment shows that through Council services we divert around 12,000 tonnes of potential waste into productive use each year. Just over half of the diverted amount is through kerbside recycling and green waste dropped off by householders. A similar portion of recoverable material is also likely to be diverted from commercial sources but the councils have limited data on the quantity because it is managed by the private sector. The councils can estimate total amounts, but the detailed data is considered to be commercially sensitive information.

Around 6,500 tonnes of recyclable materials was diverted from landfill through kerbside collection services provided by the councils during 2015/16. This was an increase from 5,656 tonnes reported in March 2010.

We also diverted more green waste from the landfill by composting it instead. In the year ending June 2016, the amount composted was 5,310 tonnes, which was 53 kg per person, compared to 4,080 tonnes, or 44 kg per person, that was composted in 2010. The total amount diverted through home composting is not known, but is estimated to be significant.

4.5 Existing Waste Services and Facilities



The waste assessment describes the two landfills at York Valley and Eves Valley that are jointly managed by the Nelson City and Tasman District Councils. They delegate

this role through their 50:50 shares in the Nelson Tasman Regional Landfill Business Unit, which became operational from 1 July 2017.

Waste is transported directly to the landfill either by commercial customers or via transfer stations and resource recovery centres. There is no direct access to the landfill for residential customers. Materials reach the resource recovery centres in Tasman and the transfer station in Nelson by:

- public drop off of materials
- litter bin collections
- the councils' residential kerbside collections
- private commercial and residential kerbside collections.

When material is received at Tasman resource recovery centres and the Pascoe Street transfer station:

- recyclables are transferred to the Richmond Materials Recovery Facility for sorting and baling, and forwarding to re-processors
- scrap metal, batteries, whiteware, paint, oil, rubble and timber are managed by local contractors before being forwarded to re-processors
- green waste is transferred to commercial composting facilities contracted by the Councils.

Some construction and demolition waste is handled directly by local contractors, and then forwarded to re-processors or to the landfill. Reusable material is also diverted by reuse shops, food rescue services and home composting.

Material that can't be reused, recycled or composted goes to landfill, clean fills, and out of district specialised waste disposal facilities, for example very harmful waste that is sent to Kate Valley in Canterbury.

The existing waste services and facilities are described in more detail in section 3 of the full waste assessment.

Understanding the existing and planned services provides the basis for the councils to determine the degree to which the needs of the region are currently being met, and what else might need to be provided to meet future demand.

The full inventory of services and facilities is set out under the waste hierarchy categories, which are: reduce, reuse, recycle, recover, treat and dispose. These are summarised here and are set out in more detail in the waste assessment.

Reduce

Several waste minimisation programmes and initiatives, combined with the collection and disposal services offered by the councils, aim to reduce the amount of waste that is sent to landfill. It is difficult to measure how much waste has been avoided through these programmes. Because the waste has been avoided, there's nothing visible to measure. However, improved waste education and other activities that empower the wider community to avoid creating waste or improve the way resources are used, for example activities such as composting and food growing, will inevitably increase diversion from landfill.

Reuse

Traditionally, the reuse sector has been measured through the activity of reuse shops, where materials that are no longer needed are donated as an alternative to disposal to landfill. More recently we have seen an increase in use of social media and online trading to achieve the same outcome. There is increasing community interest in initiatives to reuse resources such as unwanted textiles.

Most of these activities happen outside of council–provided services and the volume of reused materials therefore cannot be accurately measured by the councils.

Recycle

Approximately 6,500 tonnes of recyclable materials were diverted from landfill through kerbside collection services provided by the councils during the 12 months ended June 2016. The councils recently introduced wheelie bins, and the existing blue 60 litre crates were retained for glass. There was an immediate increase in the amount of material diverted following the introduction of wheelie bins.

Kerbside recycling collections remain the largest contributor of recycled material. Resource recovery centres also collect car bodies, batteries, steel and tyres, which is in addition to the kerbside recycling. Several other recycling businesses operate in the region, but the councils do not have detailed information on the amount of material processed through these commercial sector recyclers.

Kerbside collection materials diverted from landfill include glass, plastics, paper, cardboard, and both aluminium and steel cans. The amount of recycling collected and diverted by the councils is around 10% by weight compared to the amount of solid waste that goes to the landfill.

Some recyclable collections from commercial and industrial properties are handled by private contractors. We estimate that around 5,000 tonnes of paper and cardboard are recycled commercially, and around 12,000 tonnes of ferrous and non-ferrous metals, although this includes material from Marlborough and the West Coast. Smaller quantities of plastics and glass are also recycled commercially.

Recover

Waste recovery is the extraction of materials or energy from waste or diverted material for further use or processing. It includes making waste or diverted material into compost.

The councils support home composting and separation of green waste as a way to extend landfill capacity. The councils promote and receive some separated green waste at the transfer station and resource recovery centres. It is then transported to commercially-run composting facilities for processing. Around 5,300 tonnes of separated green waste was received at the transfer stations and diverted from landfill during the year ending June 2016.

Treat

Waste treatment means subjecting materials to any physical, biological, or chemical process to change its volume or character, so that it can be disposed of with no or

reduced adverse effects. The councils have limited data on the quantities of waste that is treated in the region.

Dispose

The councils jointly manage the York Valley and Eves Valley landfills through the council-owned Nelson Tasman Regional Landfill Business Unit. The business unit was established 1 July 2017, and subsequently the York Valley landfill in Nelson became the only operational landfill in the region.

There is some variation in kerbside refuse collection between the two councils due to their geographic differences. Private waste collection operators also provide services to some households in both Tasman and Nelson, including skips, wheeled bins, bags, drums or other collection services.

Businesses often contract out their waste disposal to haulage companies that provide bins, skips or other arrangements. This waste is transported to resource recovery centres or sent directly to landfill. Waste from commercial operators is generally delivered to the resource recovery centres across the Tasman district, whereas the majority of commercial and industrial waste is delivered directly to the landfill in Nelson city.

Both councils provide litter bins in parks, reserves and streets. They also remove illegally dumped waste from roadsides, also known as fly tipping. Other services are town centre litter collections and street sweeping. The councils each take responsibility for abandoned vehicle recovery and disposal in their areas.

4.6 Forecasting future demand

Forecasting current and future demand for waste management and minimisation services is essential to planning and service delivery.

The 2017 waste assessment found that future demand in the Nelson Tasman region is linked to national policy, population and economic changes. The full waste assessment describes these aspects in more detail.

Future waste volumes

If there is substantial growth in the region's population, we would expect to also see an increase in the amount of waste going to landfill unless we take further action to avoid this result. In particular, construction and development activity is likely to cause an increase in waste to landfill. Diversion of this waste through resource recovery could increase the longevity of the current landfill and decrease waste per capita.

The waste assessment found that the existing collection and disposal services are expected to cope with the local changes in population, with new development areas being added to collection routes.

4.7 Future opportunities to divert waste from landfill

There is still significant opportunity to divert resources away from landfill.

In 2012 the councils measured the quantities of various materials being landfilled in the region. The 2012 analysis of waste disposed to landfill followed the Solid Waste Assessment Protocol published by the Ministry for the Environment.

The waste composition data provides useful information on the types of materials that could be recovered. Table 4-2 shows how much more we could divert in the future, with the councils and the community working together.

Table 4-2: Existing and potential diversion of waste from landfill

Type of material	Amount collected annually (tonnes)	Proportion of waste found in landfill in 2012	Estimated percentage able to be recovered from landfill	Total amount that could be diverted by 2043 (tonnes)
Paper and cardboard	8,500 (3,500 by councils 5,000 commercial)	17%	75%	13,000 ¹
Plastics	600 by councils	14%	60%	6,500
Glass	3,500 by councils	6%	85%	7,000
Metals	12,600 (600 by councils 12,000 commercial)	2.8% ferrous 1.3% non-ferrous	85%	3,000
Electronic waste	13.5 by Nelson Environment Centre	3%	85%	1,600
Food waste	Unknown	14%	85%	9,000 ²
Green waste	5,500 by councils Unknown amount by commercial and home composting	14%	85%	9,500

Estimates are based on future population growth to 130,000 by 2043. Diversion of recyclable product may be limited by domestic and international commodity markets.

¹Contamination of paper and cardboard limits the amount able to be recovered, but it is likely that more diversion is still possible.

²The waste assessment identified that the amount of potential food waste recovery or diversion should be further investigated.

4.8 The councils' roles in managing demand

There are many approaches available to the councils to achieve waste minimisation objectives. All depend on the whole of the community to take responsibility for their crucial roles in waste reduction and avoiding the creation of waste. The most commonly used council approaches are set out in section 6 of the waste assessment, and include:

- tools such as community social marketing, information, incentives and education
- supporting community initiatives
- regulation
- direct action
- pricing incentives
- jointly or individually delivered waste services.

Once the desired outcomes and options have been identified, the implementation process can begin, recognising that successful programmes often involve a combination of approaches. The councils will make decisions on their preferred approaches during each of their three-yearly asset and long term planning processes.

The councils' general preference is to work with existing operators and service providers to help them increase the efficiency of waste diversion and recycling activities. The councils are interested in helping community organisations and businesses that have already developed viable waste services to expand the scope and effectiveness of those services. Options for doing this include pricing signals, regulations, matching funding, or subsidies.

While our region has ample land available for future development of landfills, there are many reasons to divert as much waste as practicable, including to avoid landfill costs, reduce greenhouse gas emissions and make better use of finite resources.

Waste management and minimisation options that were considered by the councils are detailed in the 2017 waste assessment. These options are the basis of the methods listed in Part Two of this document, the proposed Waste Management and Minimisation Plan.

The options are described in more detail in section 5 of the Waste Assessment document.

The councils considered the following to develop the waste management and minimisation options:

- key waste streams for diversion
- future demand issues
- protection of public health
- the effectiveness and efficiency of services to achieve these aims.

The options are broadly strategic in nature and do not include a detailed operational review of service delivery models or provide full details on the feasibility of each option. Some operational considerations were highlighted in the waste assessment. The options assessment was the starting point for considering practical methods to meet demand for waste management and minimisation services.

PART TWO: WASTE MANAGEMENT AND MINIMISATION PLAN

5 Vision

Our shared vision is:

The communities of the Nelson Tasman region work together to reduce waste

6 Goals and Guiding Principles

6.1 Goals

Our ambition is to eliminate unnecessary waste to landfill and our target is to reduce waste to landfill by 10% per person by 2030. To do this, our three goals are:

The councils will, with the community:

- **avoid the creation of waste**
- **improve the efficiency of resource use**
- **reduce the harmful effects of waste**

We see the community as being everyone, individually and collectively: households, iwi, central government and other agencies, the commercial sector, businesses, the not for profit sector, settlements and visitors.

The councils can only achieve the goals and vision of this plan in partnership, within the wider community. Everyone has a crucial role in its achievement.

At the moment, we estimate that 34% of waste is diverted away from landfill – by the Councils and by others in our community. To reduce waste to landfill by 10% we'll all need to reduce the total waste generated or divert more waste from landfill.

With this plan as a guide, we will use our Long Term Plans and Activity Management Plans to involve the community, prioritise our actions and test their affordability as we work towards our target.

6.2 Seven Guiding Principles

The following seven core principles have been adopted to guide the councils in their implementation of this Plan.

Guiding Principle 1 - The Waste Hierarchy

Methods of waste management and minimisation are considered by the councils in the following descending order of preference: avoid, reduce, reuse, recycle, recover, treat and dispose. The goals aim to encourage movement towards the top of the hierarchy, with the most preferred option first.

The hierarchy guides our choices and the management of waste and diverted material, and waste minimisation activities.

The waste management and minimisation hierarchy is shown in the following diagram.



Figure 6-1: Waste Hierarchy of methods for waste management and minimisation

Guiding principle 2 - Global Citizenship

Global citizenship recognises our responsibility to consider the wider consequences of our actions in generating and managing waste and diverted material.

While protecting our own local environment our responsibility is also to protect the environment that extends beyond Nelson and Tasman.

Materials disposed or processed within New Zealand may have global impact – particularly through the emission of greenhouse gases. Exporting materials for processing or disposal overseas may also give rise to environmental impact where they are processed, as well as requiring more energy to transport.

Generally speaking, with all other things being equal, we would first choose to process locally or in New Zealand if that is possible, rather than send materials off-shore.

Guiding principle 3 - Kaitiakitanga and Guardianship

Within the Māori world (Te Ao Māori) Kaitiakitanga is akin to guardianship and is an important principle that refers to a shared responsibility and obligation to respect, protect, enhance and maintain the mauri (quality and vitality) of natural resources and ecosystems to ensure a healthy and well Papatuanuku (a finite planet). With finite natural resources comes the charge to protect, support, and love, to treat with respect and dignity each according to its kind and to sustain the health and wellbeing of people and communities.

Māori believe that all things are related and interconnected and through whakapapa, humans are part of, and genealogically linked to nature. Mātauranga Māori (Māori knowledge) encompasses all aspects of local knowledge; both spiritual and physical elements and is passed from generation to generation, to guide management of natural resources.

Māori acknowledge and recognise Papatuanuku and Ranginui as atua that provide the environment as a taonga tuku iho (treasured environment).

Contemporary Kaitiakitanga in Rohe Management is:

- *Founded on Te Ao Māori*
- *Directed by Tikanga*
- *Acknowledging / respecting the Atua*
- *All whakaaro tested against Mātauranga Māori*
- *Implemented through Kaitiakitanga*
- *Focused on Mauri*
- *All mahi to result in Enduring Net Restorative Outcomes*
- *Mana before Money / Ecology before Economy*
- *Heal the People / Heal the Planet*

Healthy Planet = Healthy People: iwi hauora ao hauora

Humans, who generate waste, participate in a complex and finite ecosystem and that ecosystem does not exist simply for the benefit of the human species. Accordingly, any change proposed (e.g. growth, development or a waste management initiative) needs to be tested against that premise.

When a task is completed and the environment is left in a better state than it was before the task started, this is termed a "net restorative outcome". Given the current state of te taiao, all change, including methods that generate and manage waste, must deliver enduring net restorative outcomes.

Such an approach applies to the activities included in this Plan, in that, those who produce or manage waste need to defer to sustainable outcomes and apply the Precautionary Principle.

Guiding principle 4 - Product Stewardship

When a producer, brand owner, importer, retailer or consumer accepts responsibility for reducing a product's environmental impact throughout its life cycle, we call this product stewardship. Taking responsibility may range from designing a product which can be broken down into recyclable or reusable components to responsible disposal or recycling of a product.

The product stewardship principle promotes good product design so materials can easily be recovered and reused or returned safely to the environment. It also drives minimal packaging and the minimisation of energy use in production. We all have a role as consumers because our choices influence manufacturers to choose more sustainable production and packaging.

The Waste Minimisation Act includes provisions for voluntary and mandatory product stewardship schemes. A voluntary product stewardship scheme is able to be accredited by the Minister for the Environment on application. A mandatory product stewardship scheme arises when the Minister for the Environment declares a product a priority product. The Minister can declare a priority product if a product will or may cause significant environmental harm when it becomes waste or there are significant benefits from reduction, reuse, recycling, recovery, or treatment of the product.

Guiding principle 5 - Full-cost Pricing

The principle of full cost pricing requires that the full costs of an activity are accounted for. When applied to waste, the full-cost pricing principle means we include the current and future costs of an activity and also consider the environmental costs of an activity.

This principle guides us so that the environmental effects of a product are charged as closely as possible to the point they occur in the lifecycle of the product. It also means we pay the full cost now, and do not allow environmental costs to fall on future generations if we cause an environmental impact in the present.

When making decisions on waste services and infrastructure the Councils consider the short and long term costs, where the costs should best fall and the overall affordability of the activity for the community.

An example of the application of this principle is the Landfill Full Cost Accounting Guide for New Zealand. This guide provides for all current and future costs to be included in landfill charges, including the costs of managing a landfill after it is closed.

Guiding principle 6 - Life-cycle Principle

This principle guides us to think about the environmental impacts of all stages of a product's life. It also encourages thinking of materials moving through cycles, as in a circular economy, rather than a linear create-use-dispose approach.

The life-cycle principle says that products and substances should be designed, produced and managed so all environmental effects are accounted for and minimised during generation, use, recovery and reuse as a manufacturing resource, or disposal.

Guiding principle 7 - Precautionary Principle

The Precautionary Principle requires that when activities may lead to unacceptable harm that is scientifically plausible but uncertain, actions shall be taken to avoid or diminish that harm.

Also expressed as 'better safe than sorry,' this approach requires that where decision-makers have limited information or understanding of the possible effects of an activity, and there are significant risks or uncertainties, we should take a precautionary approach. It implies there is a social responsibility to protect the public and the environment from exposure to harm if investigation has found a plausible risk, even if not yet fully proven.

This approach requires us to monitor emerging evidence of potential harm and that where there is a threat of serious or irreversible damage, we need to act to avoid it. The lack of full scientific certainty should not delay measures to avoid environmental degradation or potential adverse health effects.

7 Future Waste Management and Minimisation Activities

Waste management and minimisation activities can be grouped under the goals adopted for this Plan, which are:

1. waste minimisation activities to avoid the creation of waste
2. waste minimisation activities to improve the efficiency of resource use
3. waste management activities to reduce harm from waste.

All these activities involve both councils and the community working together to achieve the goals.

Activities to avoid the creation of waste include: information, education services, advocacy, promotion of the beneficial use of materials, working with others to implement product stewardship and producer responsibilities, and enabling the community to engage in activities that support waste avoidance and reduction.

Activities to improve the efficient use of resources include: information, education services, advocacy, kerbside collection of recyclables, drop-off centres, resource recovery centre facilities for reusable goods and recyclable materials, materials recovery facilities, organic material processing and beneficial use of composted organic material.

Activities to reduce harmful effects from waste include: kerbside collection of refuse, transfer stations, drop-off centres, disposal at a landfill, public litter bins, hazardous waste drop-off facilities, after care of closed landfills, collection of illegally dumped material, and street litter collection services.

The full waste assessment in Appendix B identified future demand for waste management and minimisation services in the region and related issues. It stated the Councils' potential roles in meeting this demand and addressing the issues.

Council roles can include, but are not limited to:

- direct action
- governance,
- regulation,
- community leadership, and
- pricing of services.

Direct action includes:

- providing or facilitating the provision of services
- exploring opportunities to support, develop and grow circular economies at a regional and local level where they would achieve the waste plan goals
- partnering with industry and community or not for profit groups

Governance includes:

- carrying out more detailed assessments of options to meet the demands,
- considering the funding and delivery of these options.

Regulation includes:

- using legal mechanisms to facilitate waste management and waste minimisation, including by-laws and regional management plans.

Community leadership includes:

- providing information and promoting awareness and involvement in waste management and minimisation activities, e.g. waste report, education activities in schools and at events
- community social marketing, information and education, promoting actions to address waste avoidance, reduction and waste management issues at local, regional and national levels

Pricing of services includes:

- providing incentives for waste minimisation or good practice waste disposal
- providing disincentives for inappropriate waste disposal.

Just as crucial are the roles, initiatives and actions of the wider community, which the Councils acknowledge and support.

8 Objectives, Policies and Methods

Objectives, policies and methods for achieving waste management and minimisation in our region are set out under the following three goals:

Goal 1 – Avoid the creation of waste (Section 8.1)

Goal 2 – Improve the efficiency of resource use (Section 8.2)

Goal 3 – Reduce the harmful effects of waste (Section 8.3).

The methods proposed in this Plan will be prioritised and programmed through the asset management plans, Long Term Plan and Annual Plan processes of each Council.

Where do we want to be? Our shared aims – Council and community together		How are we going to get there? What the Councils intend to do to enable the goals and objectives to be achieved	
Goals	Objectives	Policies	Methods
Goal 1: Avoid the Creation of Waste	Objective 1 Our community's culture makes waste avoidance and reduction the actions of choice <i>The Councils will take a leadership role, engage others in achieving the goals, and support others' programmes, but it takes everyone's choices to get the desired results – the councils can't achieve them on their own</i> <i>'Our community' means everyone: individuals, households, residents of and visitors to our diverse settlements and all sectors from commercial to not-for-profit, iwi and hapu, central and local government.</i>	Policy 1.1 <i>The Councils will engage with everyone to create positive change</i>	Method 1.1.1 The Councils will develop, implement and promote activities, events and programmes that engage the community in waste reduction, directed by the Councils' waste reduction priorities Method 1.1.2 The Councils will develop strategies and resources to support waste avoidance and minimisation at events and implement and monitor them as part of a programme to engage the community in positive change Method 1.1.3 The Councils will promote the reuse of materials ahead of the unnecessary consumption of natural resources Method 1.1.4 The Councils will promote community-led reuse opportunities, ideas and innovation through Council communication channels Method 1.1.5 The Councils will continue to promote reduction of food waste and encourage home composting
		Policy 1.2 <i>The Councils will take a leadership role in demonstrating waste reduction</i>	Method 1.2.1 The Councils will lead positive change through their own activities within and outside their organisations, which could include: <ul style="list-style-type: none"> improving waste reduction at Council facilities standardising waste reduction at all Council events incorporating waste reduction requirements into the Councils' procurement processes, particularly for contracts for capital works Method 1.2.2 The Councils will investigate and may jointly or individually employ Council officers to research, design, deliver and evaluate programmes for waste prevention, pollution prevention and efficiency promotion
		Policy 1.3 <i>The Councils will empower and enable the community to avoid or reduce waste at source and encourage the wise use of resources</i>	Method 1.3.1 The Councils will support community-led projects that reduce waste at source and encourage the wise use of resources, which could include fund-matching or other financial support of programmes Method 1.3.2 The Councils will provide tools to the community to assist in the delivery of community-led initiatives and programmes Method 1.3.3 The Councils will investigate and may support the delivery of activities by commercial or community groups that support reuse of products, using the waste hierarchy to prioritise actions
		Policy 1.4 <i>The Councils will prioritise their support of activities to those that avoid or reduce waste and maximise the value of diverted material</i>	Method 1.4.1 The Councils will consider including waste avoidance, waste reduction and waste reuse in the development of project business plans.
	Objective 2 Members of our community work together collaboratively to avoid the creation of waste. <i>Councils do not have direct control over much of the waste stream, and therefore effective waste reduction is also dependent on choices made by our community.</i>	Policy 2.1 <i>The Councils will actively look for, and act on, opportunities to improve waste reduction outcomes through collaboration and advocacy</i>	Method 2.1.1 The Councils will take a collaborative approach with each other where this best supports the goals of this Plan Method 2.1.2 The Councils will engage and work collaboratively to reduce waste with: <ul style="list-style-type: none"> our community, in partnership iwi and iwi organisations the not-for-profit and voluntary sector commercial businesses and business organisations other Councils and sector groups central government and the public sector Method 2.1.3 The Councils will engage with central government to advocate for leadership in waste reduction, including: <ul style="list-style-type: none"> product stewardship at a national level, including programmes such as container deposit schemes greater controls of clean fills and other disposal facilities that are not municipal landfills considering regulating for the avoidance of waste, for example to avoid single-use plastic improved data collection Method 2.1.4 The Councils will regularly meet with stakeholders and interested parties to allow a common understanding of priorities and values, share information and build a platform for collaborative change.

Where do we want to be? Our shared aims – Council and community together		How are we going to get there? What the Councils intend to do to enable the goals and objectives to be achieved	
Goals	Objectives	Policies	Methods
Goal 2: Improve the Efficiency of Resource Use	<p>Objective 3 Our communities have access to good information on the efficiency of resource use.</p> <p><i>Access to good data underpins good decision making for waste management and minimisation activities.</i></p>	<p>Policy 3.1 <i>The Councils will monitor, measure and report annually on progress towards the efficiency of resource use and the effectiveness of services</i></p>	<p>Method 3.1.1 The Councils will monitor waste and diverted material streams using information sourced from Council services and from commercial and not-for-profit services where available</p> <p>Method 3.1.2 The Councils will review the questions in their community surveys to provide a better understanding of how residents view waste management and minimisation services, and to improve the effectiveness of programmes and services</p> <p>Method 3.1.3 The Councils will review New Zealand data guidelines and incorporate these requirements into existing data collection systems</p> <p>Method 3.1.4 The Councils will investigate and may implement improvements to waste data collection software and systems at landfill, transfer station and resource recovery centres</p> <p>Method 3.1.5 The Councils will investigate and may implement methods to collect waste and diverted material data from commercial and not-for-profit operators, and this may include the use of a waste by-law</p>
	<p>Objective 4 Our community can easily use a wide range of services to divert material away from landfill.</p> <p><i>Access to waste minimisation services is essential for waste diversion in the community.</i></p>	<p>Policy 4.1 <i>The Councils will provide and promote waste minimisation services</i></p>	<p>Method 4.1.1 The Councils will continue to provide a kerbside recycling service to most urban and rural properties and will continue to upgrade and improve the materials recovery facility to accommodate demand</p> <p>Method 4.1.2 The Councils will continue to provide drop-off recycling services at transfer stations, resource recovery centres and public places and expand these when needed</p> <p>Method 4.1.3 The Councils will continue to provide green waste drop-off services at transfer stations and resource recovery centres when these services are not provided by other local providers</p> <p>Method 4.1.4 The Councils will investigate and may implement the joint management and operation of council-owned resource recovery facilities</p>
		<p>Policy 4.2 <i>The Councils will consider waste minimisation and management services as components of a circular economy by integrating Council services with the commercial and not-for-profit sector</i></p>	<p>Method 4.2.1 The Councils will work with organisations and businesses across the community to provide waste minimisation services in areas where there are no such services provided by the Councils and may provide financial or other support to these services where they support the objectives of this Plan</p> <p>Method 4.2.2 The Councils will investigate and may support existing and new food diversion programmes for commercial food waste and the reduction of household food waste through community programmes</p> <p>Method 4.2.3 The Councils will work with commercial operators and investigate whether existing commercial facilities and services have the capacity to process more recyclable material including glass, plastic and construction and demolition materials</p> <p>Method 4.2.4 The Councils will investigate and may support the expansion of e-waste recycling services in the region</p> <p>Method 4.2.5 The Councils will investigate and may support rural waste minimisation initiatives in the region</p> <p>Method 4.2.6 The Councils will investigate and may support the development of markets for reuse or recycling of recovered construction and demolition materials, including waste exchanges</p>

Where do we want to be? Our shared aims – Council and community together		How are we going to get there? What the Councils intend to do to enable the goals and objectives to be achieved	
Goals	Objectives	Policies	Methods
	<p>Objective 5</p> <p>The proportion of material diverted from landfill will increase over time and the quality and range of diverted material will improve.</p> <p><i>Maintaining the value of material diverted from landfill will improve the sustainability of waste minimisation activities.</i></p>	<p>Policy 5.1 <i>The Councils will increase the diversion of material through promoting separation at source, and improved collection, storage and handling of diverted material</i></p>	<p>Method 5.1.1 The Councils will investigate the types and sources of paper and packaging waste currently being sent to landfill and may support options to improve diversion of this material.</p> <p>Method 5.1.2 The Councils will continue to investigate and may expand of the range and quantity of recyclables collected through kerbside collection, resource recovery centres and refuse transfer stations</p> <p>Method 5.1.3 The Councils will investigate the provision of future kerbside services before establishing future services. This review would include the range of materials collected, frequency and method of collection and alignment with the commercial services.</p> <p>Method 5.1.4 The Councils will investigate and may provide additional capacity in the region for receiving, collecting and sorting recycling. Options to consider would include the range of materials (including construction and demolition materials), location and ownership of facilities.</p> <p>Method 5.1.5 The Councils will review options and may fund or provide support for the supply of organic collection and processing facilities and services in the region.</p>
		<p>Policy 5.2 <i>The Councils will improve the quality of diverted material</i></p>	<p>Method 5.2.1 The Councils will investigate and implement methods to encourage good recycling practices, reduce contamination, manage exposure to commodity price risks and grow the total percentage of waste diverted from landfill with existing services.</p>
	<p>Objective 6</p> <p>Our community will actively support and encourage product stewardship</p> <p><i>Product stewardship promotes good product design and ensures that everyone takes ownership of materials throughout their lifecycle.</i></p>	<p>Policy 6.1 <i>The Councils will actively seek opportunities to grow product stewardship</i></p>	<p>Method 6.1.1 The Councils will investigate and may support product stewardship programmes in their areas</p> <p>Method 6.1.2 The Councils will engage with central government to advocate for product stewardship at a national level, including programmes such as container deposit schemes</p>

Where do we want to be? Our shared aims – Council and community together		How are we going to get there? What the Councils intend to do to enable the goals and objectives to be achieved	
Goals	Objectives	Policies	Methods
Goal 3: Reduce Harmful Effects of Waste	<p>Objective 7</p> <p>Our community can easily access and use services for the safe disposal of waste</p> <p><i>Access to waste disposal services is essential for health protection in the community.</i></p>	<p>Policy 7.1 <i>The Councils will continue to maintain ownership of their waste infrastructure and provide leadership in the provision of waste management services</i></p>	<p>Method 7.1.1 Tasman District Council will provide a kerbside refuse bag collection through the kerbside collection contract in areas provided within the kerbside service area</p> <p>Method 7.1.2 Nelson City Council will facilitate refuse collection through use of private service providers</p> <p>Method 7.1.3 The Councils will continue to jointly own and manage the Eves Valley and York Valley landfills through the Nelson Tasman Regional Landfill Business Unit</p>
		<p>Policy 7.2 <i>The Councils will provide facilities and services to assist with household hazardous waste management and facilitate the provision of hazardous waste management services by others where this is more appropriate</i></p>	<p>Method 7.2.1 The Councils will provide hazardous waste drop-off facilities at transfer stations and resource recovery centres, where practicable, for household hazardous waste and agrichemicals to an extent that they are affordable and complement national schemes or services</p> <p>Method 7.2.2 The Councils will investigate and may support options for providing additional services and facilities for hazardous or semi-hazardous wastes. These options will include provision of services and facilities by the Councils, support or expansion of existing commercial services and provision of services in rural areas</p>
		<p>Policy 7.3 <i>The Councils will maintain a charging system for waste collection and disposal that provides cost recovery, and incentives and disincentives to achieve the goals of the Joint Waste Management and Minimisation Plan</i></p>	<p>Method 7.3.1 The Councils will carry out financial reviews of disposal charges to encourage the separation and diversion of materials as alternatives to waste disposal to landfill.</p>
		<p>Policy 7.4 <i>The Councils may implement services that cannot be funded by user charges where a public good outcome can be demonstrated</i></p>	<p>Method 7.4.1 The Councils may subsidise the disposal and treatment of waste that cannot be funded by user charges.</p>
		<p>Policy 7.5 <i>The Councils will jointly make the most effective and efficient use of regional landfill space, through the Regional Landfill Business Unit</i></p>	<p>Method 7.5.1 The Councils, through the Regional Landfill Business Unit, will investigate options to provide on-going landfill capacity in the region, including further development at Eves Valley and York Valley landfills and consents for development of facilities.</p> <p>Method 7.5.2 The Councils will investigate options for pre-processing and diversion of materials prior to landfill in association with landfill capacity investigations.</p> <p>Method 7.5.3 The Councils will investigate options other than a municipal landfill to provide disposal of contaminated soil in the region, including consideration of naturally high background mineral levels in regional soils and development of contaminated soil guidance for landowners</p>
		<p>Policy 7.6 <i>The Councils will, through the Regional Landfill Business Unit, ensure jointly that there is landfill capacity in the both Council areas for the safe disposal of waste</i></p>	<p>Method 7.6.1 The Councils, through the Regional Landfill Business Unit, will continue to provide a landfill disposal service for approved waste from Nelson and Tasman</p> <p>Method 7.6.2 The Councils, through the Regional Landfill Business Unit, will manage the landfill service such that consented landfill airspace is monitored and maintained to ensure that, at any time, there is at least five years consented airspace and the ground has been prepared so that waste can be placed without further construction for the next two years</p>

Where do we want to be? Our shared aims – Council and community together		How are we going to get there? What the Councils intend to do to enable the goals and objectives to be achieved	
Goals	Objectives	Policies	Methods
	<p>Objective 8</p> <p>We manage our waste management services to avoid or mitigate any adverse public health, cultural and environmental effects.</p> <p><i>Good management of waste management services is essential to protect the health of our community and the wider environment.</i></p>	<p>Policy 8.1 <i>The Councils will ensure that solid waste services, facilities and closed landfills have effective management plans and are managed according to these plans</i></p>	<p>Method 8.1.1 The Councils will annually review compliance with resource consents for operational and closed waste facilities.</p>
		<p>Policy 8.2 <i>The Councils will consider the use of other measures or instruments, including but not limited to by-laws and/or Resource Management Plans to manage the adverse public health, cultural and environmental effects of waste where these effects are not covered by currently available provisions</i></p>	<p>Method 8.2.1 The Councils will investigate and may propose solid waste by-laws to address issues identified in the Joint Waste Assessment as being suitably addressed by a by-law, including the licensing of persons providing waste and diverted material services, regulating the disposal of materials to landfill and clean fill and the collection of data</p> <p>Method 8.2.2 Tasman District Council will consider a rule change in its Resource Management Plan (TRMP) for private clean fills to control the location and material accepted at clean fill sites, and to collect data</p>
	<p>Objective 9</p> <p>Waste management and minimisation services and all related activities are safe to operate and use.</p> <p><i>We all have a responsibility to operate services safely.</i></p>	<p>Policy 9.1 <i>The Councils will ensure good health and safety practices are in place for all waste management and minimisation activities</i></p>	<p>Method 9.1.1 The councils will review and change, where appropriate, the health and safety practices followed for any existing waste management and minimisation initiatives where concerns are raised.</p> <p>Method 9.1.2 The councils will investigate and review health and safety impacts for all methods proposed to improve waste management and minimisation before implementing new initiatives.</p>

9 Funding this Plan

Figure 9-1 shows the funding streams for waste management and minimisation activities of the councils in 2018 and the payments between the councils and the regional landfill business unit.

The councils both pay a waste disposal levy to the government (in their role as a landfill operator through the regional landfill business unit) and receive a share of 50% of the levy collected nationally (in their role as a territorial authority).

The councils also use income from the councils' waste management services to partially fund waste minimisation services and programmes. A significant proportion of this funding is provided by the Regional Landfill Business Unit, through a "local disposal levy" payment to the two councils.

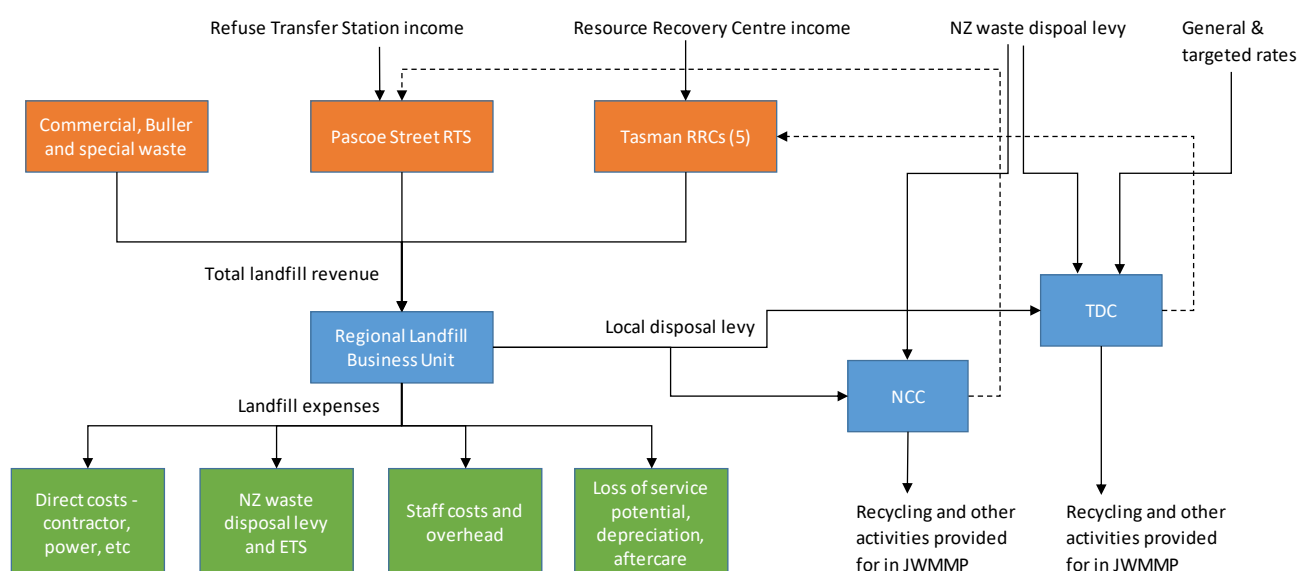


Figure 9-1 Funding for Council waste management and minimisation activities

9.1 Overview of Funding Methods

The Councils, in their provision of waste management and minimisation services:

- will continue to maintain a charging system for waste collection and disposal that provides cost recovery, and incentives and disincentives to achieve the goals of this Plan;
- will fund services from targeted rates, user charges, the national waste disposal levy, Local disposal levy, fees, and general rates where necessary; and
- may implement services that cannot be funded by user charges where a public good outcome can be demonstrated.

National waste disposal levy money received by the Councils will be spent on matters to promote or achieve waste minimisation and management in accordance with this Plan. The councils may also apply to or support applications to the contestable fund of the waste disposal levy.

Details of the service delivery costs and sources of funding for each financial year will be included in each Council's Long Term Plan and Annual Plan.

9.2 National Waste Disposal Levy Spending

The councils have identified services that may be funded by the national waste disposal levy income as shown below:

- council-delivered programmes designed to engage the community in waste avoidance, waste reduction and services for the diversion of waste (including staff time and overhead)
- council-delivered programmes to encourage or fund private operators or not-for-profit organisations to provide waste minimisation services in areas where no such services are provided by the councils
- support, resources, funding or grants to encourage schools, businesses and the not-for-profit sector to implement waste avoidance and minimisation initiatives and promotion of good practice
- resources and funding where appropriate to support waste avoidance and minimisation at public events
- promotion of home composting, community gardens and food growing
- resources and promotional activities to support the diversion of materials from becoming waste
- improving waste reduction at council facilities, council events and incorporating waste reduction requirements into the Councils' procurement processes
- engagement with community organisations, businesses, other councils and central government to collaborate and advocate for good waste minimisation practices
- kerbside, public place and transfer station or resource recovery centre recycling facilities and services
- hazardous waste services where these services contribute to the avoidance of hazardous waste or the reuse or recycling of hazardous waste
- rural recycling services or support of services delivered by other organisations where they support the objectives of this Plan
- support of national or local product stewardship schemes

- delivery of other waste minimisation services by the councils or support of waste minimisation services delivered by other organisations where they support the objectives of this Plan
- resources to support iwi cultural health indicator monitoring services to protect mauri and ecosystems associated with solid waste management activities
- resources to support iwi native habitat restoration associated with solid waste activities
- resources to support research and technology transfer partnerships with iwi associated with solid waste activities
- investigations, facilities and services for the collection, processing, consolidation and marketing of recyclable material
- investigations, facilities and services for the collection, processing and marketing of food, greenwaste or other compostable organic material that may otherwise become waste
- investigation of options for pre-processing and diversion of materials prior to landfill and disposal options other than a municipal landfill
- investigations, facilities and services to reduce litter and illegal dumping
- investigation and implementation of waste by-laws
- investigation of joint delivery of council services
- data collection, research, reporting and implementing waste minimisation performance indicators.

This is not an exhaustive list and will be reviewed on an on-going basis.

9.3 Local Disposal Levy spending

The Nelson Tasman Regional Landfill Business Unit pays to each council revenue from a local disposal levy. An equal amount is paid to each council each year to fund any waste management and minimisation service, facility or activity (either jointly or independently).

The local disposal levy is set each year through the review of business plan of the business unit by the Councils.

Nelson City Council uses the local disposal levy to fund kerbside recycling services, refuse transfer station activities, closed landfills and other waste management and minimisation services not funded by the national waste disposal levy. Some of these activities are also funded by user charges.

Tasman District Council uses the local disposal levy to support waste management and minimisation services, including resource recovery centre operations and transport, illegal dumping, hazardous waste, closed landfills and asset management. These activities are also funded by user charges and general rate.

10 Grants

The Waste Minimisation Act 2008 s47 allows a territorial authority, if authorised to do so by its waste management and minimisation plan, to make grants or advances of money to any person, organisation, group, or body of persons for the purpose of promoting or achieving waste minimisation.

Under this waste plan, the Councils are authorised to make such grants or advances of money on any terms and conditions they think fit and provided that any application for a grant or an advance of money is supported by a description of the proposed activity for which the money would be used and a budget.

The Councils may provide grants to achieve the goals of this waste plan. Funding for any grants for waste minimisation will be identified in each Council's Long Term Plan or Annual Plan.

11 Waste Reduction Indicators

Waste reduction indicators are intended to monitor the effectiveness of the objectives, policies and methods of the waste plan. The Councils assess performance indicators annually and they will be reported on their websites and other publications. Each Council will carry out each performance activity as it applies to its area.

The indicators are set out in Table 11-1. Indicators 1A to 3C are national performance indicators adopted by the Waste Management Institute of New Zealand.

The councils have a target to reduce waste to landfill by 10% by 2030 and this is reflected in indicator 1B (Waste to Class 1 landfills - excluding special wastes) and indicators 2A and 2B (domestic waste to landfill).

Special waste is any waste that requires special handling, pre-treatment or testing prior to disposal to ensure environmental and personnel protection. This could be a result of their quantity, concentration, composition or physical properties or hazardous nature (such as asbestos or chemical contaminated soil or waste). Examples of special waste are asbestos waste, contaminated soil, biosolids from wastewater treatment, treated sawdust and wood processing waste, animal carcasses, offal, industrial wastes). Special waste is excluded from the target because quantities of special waste are often highly variable and affected by factors outside of the council's control.

The councils have not set targets for waste diversion, as waste reduction can be achieved by reduction at source or by waste diversion, and waste reduction can yield better environmental outcomes than increased diversion.

Table 11-1: Waste Reduction Indicators

Waste Reduction Indicator	Activity / Methods	Frequency	2017/18 Baseline	2030 Target
Indicator 1A All waste to Class 1 landfills	The quantity of waste generated within the Nelson-Tasman region that is disposed of at Class 1 landfill (kg per capita per annum for the usually resident population)	Annually	741kg per person	Reduce
Indicator 1B Waste to Class 1 landfills - excluding special wastes	The quantity of waste, excluding special wastes, generated within the Nelson-Tasman region that is disposed of at Class 1 landfill (kg per capita per annum for the usually resident population)	Annually	619 kg per person	Less than 557kg per person by June 2030
Indicator 2A Domestic kerbside waste disposal rate	The quantity of domestic kerbside waste collected by the Councils, a contractor on behalf of the council, or by private waste collectors (through kerbside or similar collections) from residential premises. (kg per capita per annum for the usually resident population of that district that is served by these collections)	Annually	Estimated 200 kg per person	Less than 180 kg per person by June 2030
Indicator 2B Domestic waste disposal rate	The quantity of domestic waste collected from residential premises or similar waste disposed of by other means by the householder. (kg per capita per annum for the usually resident population of that districts)	Annually	Estimated 250 kg per person	Less than 225 kg per person by June 2030

Waste Reduction Indicator	Activity / Methods	Frequency	2017/18 Baseline	2030 Target
Indicator 3A Domestic kerbside recycling recovery rate	The quantity of domestic kerbside recycling collected by the Councils or by private service providers from residential premises. (kg per capita per annum for the usually resident population of that district that has access to kerbside recycling collections, less contamination)	Annually	Nelson 67kg per person Tasman 74kg per person	Monitor
Indicator 3B Domestic recycling recovery rate	The quantity of domestic recycling collected from residential premises by the Councils or private service providers, or similar materials generated by domestic activity and collected by whatever means by the Councils or private service providers. (kg per capita per annum for the usually resident population of that district, less contamination)	Annually	Nelson 75kg per person Tasman 93kg per person	Monitor
Indicator 3C Domestic kerbside recycling contamination rate	The quantity of domestic kerbside recycling collected from residential premises by the Councils or by private service providers that is disposed of to landfill rather than becoming a diverted material. (quantity disposed to landfill divided by total collected - %)	Annually	4.6%	less than 5%
Total waste diversion rate	The quantity of total material avoided or diverted by the Councils through Council services. (kg per capita per annum for the usually resident population of that district)	Annually	Nelson 105kg per person Tasman 124kg per person	Monitor
The composition of waste to landfill	Composition surveys according to the Solid Waste Analysis Protocol	Periodically	Last measured in 2012	Monitor
Consumer and business attitudes and activities	Customer and business surveys on waste minimisation attitudes and participation in waste minimisation activities	Periodically	Not yet measured	Monitor
Number of households that carry out home composting	Survey to assess number of households doing home composting	Periodically	Nelson 62% Tasman – not yet measured	Increase
Level of illegal dumping	To assess whether or not implementation of the waste plan is causing an increase in illegal dumping and fly tipping behaviour.	Annually	Nelson: \$15,500, 210 requests (2018/19) Tasman: \$30,900, approx. 150 requests (2018/19)	No increase
Customer satisfaction at sites and with kerbside services.	Customer surveys	Periodically		Monitor

The councils will annually monitor performance against these waste reduction indicators through reports to the respective committee of each council.

12 Acknowledgements

We acknowledge the hard work and the support of the Joint Waste Working Party in the preparation of this document.

Members of the Joint Waste Working Party:

- Chairperson – Councillor Kit Maling, Tasman District Council
- Deputy Chairperson – Councillor Stuart Walker, Nelson City Council
- Councillor Ian Barker, Nelson City Council
- Councillor Matt Lawrey, Nelson City Council
- Councillor Bill Dahlberg, Nelson City Council
- Councillor Paul Matheson, Nelson City Council
- Councillor Stuart Bryant, Tasman District Council
- Councillor Dean McNamara, Tasman District Council
- Councillor Dana Wensley, Tasman District Council
- Councillor David Ogilvie, Tasman District Council

Also assisting the working party:

- Stephen Bridgman, the Medical Officer of Health, Nelson Marlborough District Health Board

Appendix A Glossary and Acronyms

Where available, definitions have been taken from the Waste Minimisation Act 2008¹ or the Ministry for the Environment publications.

AMP	Activity or Asset Management Plan
Cleanfill	Any landfill that accepts only cleanfill material
Cleanfill material	<p>Material that when buried will have no adverse effect on people or the environment. Cleanfill material includes virgin natural materials such as clay, soil and rock, and other inert materials such as concrete or brick that are free of:</p> <ul style="list-style-type: none"> • Combustible, putrescible, degradable or leachable components • hazardous substances • products or materials derived from hazardous waste treatment, hazardous waste stabilization or hazardous waste disposal practices • materials that may present a risk to human or animal health such as medical and veterinary waste, asbestos or radioactive substances • liquid waste
C & D waste	Construction and demolition waste
Councils	Nelson City Council and Tasman District Council
Dispose/Disposal	<p>(a) the final (or more than short term) deposit of waste into or onto land set apart for that purpose; or</p> <p>(b) the incineration of waste</p>
Disposal facility	<p>(a) a facility, including a landfill:</p> <ul style="list-style-type: none"> (i) at which waste is disposed of; and (ii) at which the waste disposed of includes household waste; and (iii) That operates, at least in part, as a business to dispose of waste; and

¹ 2008 New Zealand Government, *Waste Minimisation Act 2008 No 89*

- (b) Any other facility or class of facility at which waste is disposed of that is prescribed as a disposal facility

Diverted material

Anything that is no longer required for its original purpose and, but for commercial or other waste minimisation activities, would be disposed of or discarded

Environment

as defined in the Resource Management Act - the environment includes—

- (a) ecosystems and their constituent parts, including people and communities; and
- (b) all natural and physical resources; and
- (c) amenity values; and
- (d) the social, economic, aesthetic, and cultural conditions which affect the matters stated in paragraphs (a) to (c) or which are affected by those matters

Green waste

Biodegradable material such as tree branches, tree stumps, grass, flowers and hedge cuttings from gardening activity

Hazardous waste

Any waste that:

- contains hazardous substances at sufficient concentrations to exceed the minimum degrees of hazard specified by Hazardous Substances (Minimum Degrees of Hazard) Regulations 2000 under the Hazardous Substances and New Organism Act 1996, or
- meets the definition for infectious substances included in the Land Transport Rule: Dangerous Goods 1999 and NZ Standard 5433: 1999 – Transport of Dangerous Goods on Land, or
- meets the definition for radioactive material included in the Radiation Protection Act 1965 and Regulations 1982

Household waste

Waste from a household that is not entirely from construction, renovation, or demolition of the house

HSNO

Hazardous Substances and New Organisms

JWA

Joint Waste Assessment

JWMMP

Joint Waste Management and Minimisation Plan

Litter

The same as Waste

LTP	Long Term Plan, prepared by each council every three years and covering the next ten years funding priorities; the current period covers 2018-28
MfE	Ministry for the Environment
MRF	A Materials Recovery Facility, which may be a conveyor with manual sorting or a fully mechanised facility with minimal manual input; also termed a materials processing centre
NIS	National Indicator Sites
NZUs	New Zealand Units are emission units that are often referred to as carbon or offset credits. An emission unit can represent one metric tonne of carbon dioxide or the equivalent of any other greenhouse gas
NZWS	New Zealand Waste Strategy 2010
Organic Material	Kitchen scraps, green waste and in some cases sludge from wastewater treatment processes
Product stewardship	When a producer, brand owner, importer, retailer or consumer accepts responsibility for reducing a product's environmental impact throughout its life-cycle.
Recover/Recovery	<ul style="list-style-type: none"> (a) extraction of materials or energy from waste or diverted material for further use or processing, and (b) includes making waste or diverted material into compost
Recycle/Recycling	The reprocessing of waste or diverted material to produce new materials
Reduce/Reduction	<ul style="list-style-type: none"> (a) avoiding waste generation, including by using products more efficiently or by redesigning products; and (b) in relation to a product, avoiding waste generation in relation to the product
Refuse (noun)	The same as Waste
Resource Recovery Centre (RRC)	Sites in Tasman District where diverted material and waste are collected, sorted and transferred for disposal or further processing.
Refuse Transfer Station (RTS)	Sites in Nelson City where diverted material and waste are collected, sorted and transferred for disposal or further processing.

Reuse	The further use of waste or diverted material in its existing form for the original purpose of the materials or products that constitute the waste or diverted material, or for a similar purpose
Solid Waste Analysis Protocol (SWAP)	A method to facilitate the collection of consistent and reliable data on solid waste in New Zealand, defined by the Ministry for the Environment in 2002.
AMP	Activity Management Plan, which outlines a council's long term management approach for the provision and maintenance of its solid waste assets and activities
TA	Territorial Authority (a city or district council)
The community	Includes everyone individually and in groups – households, settlements, all sectors including the public sector, businesses, Not-for-Profit Organisations, Community Boards key agencies, and all residents living within the Nelson and Tasman Districts
The Councils	Nelson City Council and Tasman District Council
The region	The combined administrative areas of Nelson City Council and Tasman District Council
Treat / Treatment	Subjecting waste to any physical, biological, or chemical process to change its volume or character so that it may be disposed of with no or reduced adverse effect on the environment, not including dilution of waste
UNESCO	United Nations Educational, Scientific and Cultural Organization's mission is to contribute to the building of peace, the eradication of poverty, sustainable development and intercultural dialogue through education, the sciences, culture, communication and information. New Zealand is one of 193 members of UNESCO
Waste	<ul style="list-style-type: none"> (a) anything disposed of or discarded; and (b) includes a type of waste that is defined by its composition or source (for example, organic material, electronic waste, or construction and demolition waste); and (c) to avoid doubt, includes any component or element of diverted material, if the component or element is disposed of or discarded
Waste assessment (WA)	An assessment as defined by s51 of the Waste Minimisation Act 2008; it provides the background information for the waste plan by assessing the current situation in a defined area, in this case Nelson Tasman

Waste disposal levy	A levy imposed under the Waste Management Act 2008 on waste disposed at a waste disposal facility
Waste minimisation	(a) the reduction of waste; and (b) the reuse, recycling and recovery of waste and diverted material
WMA	Waste Minimisation Act 2008
WMMP / "this Plan"	Waste Management and Minimisation Plan as defined in s43 of the Waste Minimisation Act 2008.

Appendix B

Nelson–Tasman Joint Waste Assessment

September 2017

(Published separately)

