

Nelson City Council and Tasman District Council Joint Waste Management and Minimisation Plan

April 2012



Foreword

We are becoming increasingly aware of the harm that our waste can do to the environment, if not well managed. Sustainability is crucial to social, environmental, cultural and economic well-being.

Nelson City and Tasman District Councils have a responsibility to look after current and future generations by minimising our impact upon the environment. We cannot, however, do this alone.

Currently we provide kerbside recycling services and drop-off facilities, and the quantities of recycling material and diverted organic material collected in both Nelson City and Tasman District is increasing. There is growth in the number of services to divert material from landfill and use it beneficially, such as through the e-waste, Agrecovery and Paintwise programmes. Our two landfills are modern and well operated, and we monitor them to check for any environmental concerns. We have certainly come a long way in the last 40 years.

To achieve our vision – valuing resources and eliminating waste – we all need to do more. We should feel inspired by our achievements to date, and take responsibility in thinking about how we can improve our efforts.

We are heading in the direction of our goals - avoiding waste, promoting efficient resource use, and minimising harm from waste. These three goals reflect that as a community, we need to work together, take individual and collective responsibility, and make changes to our behaviour.

This Joint Waste Management and Minimisation Plan presents a challenge with its list of actions for the two Councils and their communities to achieve over the next six years. High on the list of priorities are co-ordinating the two landfill operations so as to gain efficiencies and minimise the impact of the Emissions Trading Scheme which will increase the cost of disposal from January 2013; using the organic material that we throw away to the landfills (the single largest component of waste) for compost or other beneficial use; collecting more paper and cardboard for recycling; and encouraging our building industry to retrieve more materials for reuse rather than sending them to the landfill.

There are many ways to manage waste, starting with reducing or preventing its generation through to reuse, recycling, recovery, treatment and finally disposal. Changing our ways can be as simple as having “no junk mail” on your letterbox, using reusable shopping bags, donating unwanted household items, having a compost for garden clippings and kitchen scraps, putting clean recyclables out for collection, buying items without unnecessary packaging, and avoiding buying what is not necessary in the first place. Recycling alone will never be enough.

Our joint waste working party has worked enthusiastically on this joint Plan and believes it will assist Nelson and Tasman to continue to set an example in how to live more sustainably. This joint Plan builds on the Joint Waste Assessment undertaken in 2010 and is a key starting point for what we expect to be an enduring commitment by our councils and community.

We thank submitters for their contribution to the development of the plan and look forward to working with the community to value our resources and eliminating waste.

Councillor Judene Edgar
Chair
Joint Waste Working Party

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Executive Summary

The Nelson City Council and the Tasman District Council have a statutory responsibility to “*promote effective and efficient waste minimisation*” and for this purpose, to “*adopt a waste management and minimisation plan*”¹.

The Joint Waste Assessment (JWA) was completed in March 2010. This assessment identified future demands for waste management and minimisation services and presented the Councils’ proposals for addressing these demands. The assessment forms the basis of this Joint Waste Management and Minimisation Plan (JWMMP).

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

The JWMMP comprises: a vision; goals; the waste hierarchy; guiding principles; objectives, policies and methods; funding provisions; and performance indicators. Importantly, the JWMMP is a joint policy document, which will be implemented by each Council through its Long Term Plan.

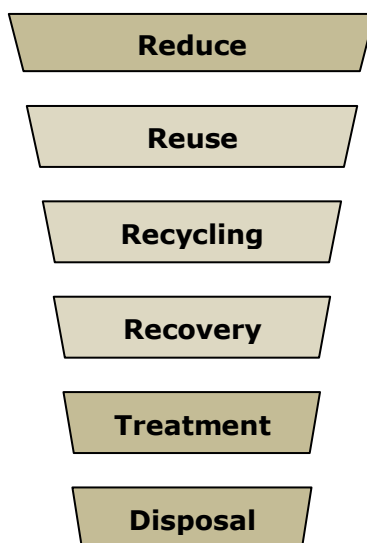
The vision is:

VALUING RESOURCES AND ELIMINATING WASTE

The goals are:

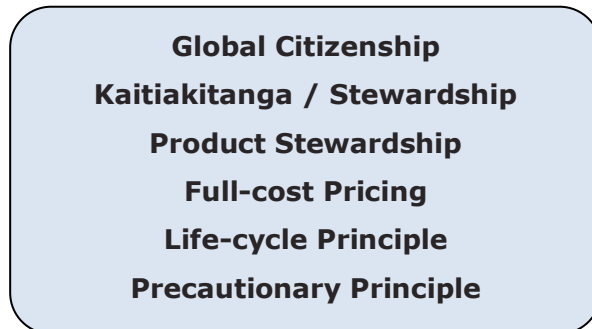
Goal 1: Avoiding the creation of waste
Goal 2: Improving the efficiency of resource use
Goal 3: Reducing the harmful effects of waste

The hierarchy of methods for waste management and minimisation is:



¹ New Zealand Government, 2008 Waste Minimisation Act, Clauses 42 and 43.

The hierarchy applies to diverted material and waste, as detailed in the 2008 Waste Minimisation Act (WMA) and gives the order in which Council should consider waste management and minimisation methods. The guiding principles are:



The objectives under each goal are as follows:

Goal 1: Avoiding the Creation of Waste

- Our community has opportunities for avoiding or reducing waste at source.
- Our community has a culture whose values make waste reduction the behaviour of choice.
- The Councils work with each other, central government, industry and other parties to improve product stewardship.

Goal 2: Improving the Efficiency of Resource Use

- Our community has access to comprehensive services for the management of diverted material.
- The proportion of the total waste and the range of material diverted will be improved and the quality of diverted material enhanced.
- Our community and its visitors are informed and engaged about opportunities to improve their efficiency of resource use.

Goal 3: Reducing Harmful Effects of Waste

- Our community has access to services for the management of waste.
- We manage our waste management services to avoid or mitigate any adverse public health and environmental effects.
- Waste management and minimisation services and other activities are safe.

The policies and methods address key issues of the JWA, and provide for existing services and Council facilities and other relevant activities. Methods and associated key issues include:

- investigating a joint landfill solution, which may result in one landfill for the Districts or two landfills with each handling a different type of waste, so as to realise the benefits of optimising landfill costs, minimising Emissions Trading Scheme (ETS) costs, and ensuring security of income to facilitate waste minimisation
- gathering improved and more extensive information about waste and diverted material, and implementing a by-law so as to better understand materials being collected and plan future services
- further provisions for diverting organic material from the landfills because this material is our single largest type of waste, contributes significantly to ETS obligations, and has the potential to contribute valuable carbon, nutrients and fibre to soils.

In funding the JWMMP, the Councils will:

- a) maintain a user-pays charging system where practicable, to provide cost recovery and a system of incentives and disincentives to promote the objectives of the JWMMP; and
- b) fund the services from targeted rates, user charges, the national waste disposal levy, local waste disposal levy, fees, and general rates where necessary.

Performance indicators will be used to monitor the effectiveness of the policies and methods of the JWMMP. 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 reported on each Council's website and other publications annually.

PART ONE: INTRODUCTION

1 About this Document

This document comprises:

- an introduction which summarises the need for a waste management and minimisation plan, provides information about the scope of a plan and provides a summary of a Joint Waste Assessment carried out by the Councils in 2010
- a proposed Joint Waste Management and Minimisation Plan (JWMMP), including:
 - vision, goals and guiding principles
 - objectives, policies and methods
 - how the plan will be funded
 - performance indicators against which progress will be assessed
- the Joint Waste Assessment (Appendix B).

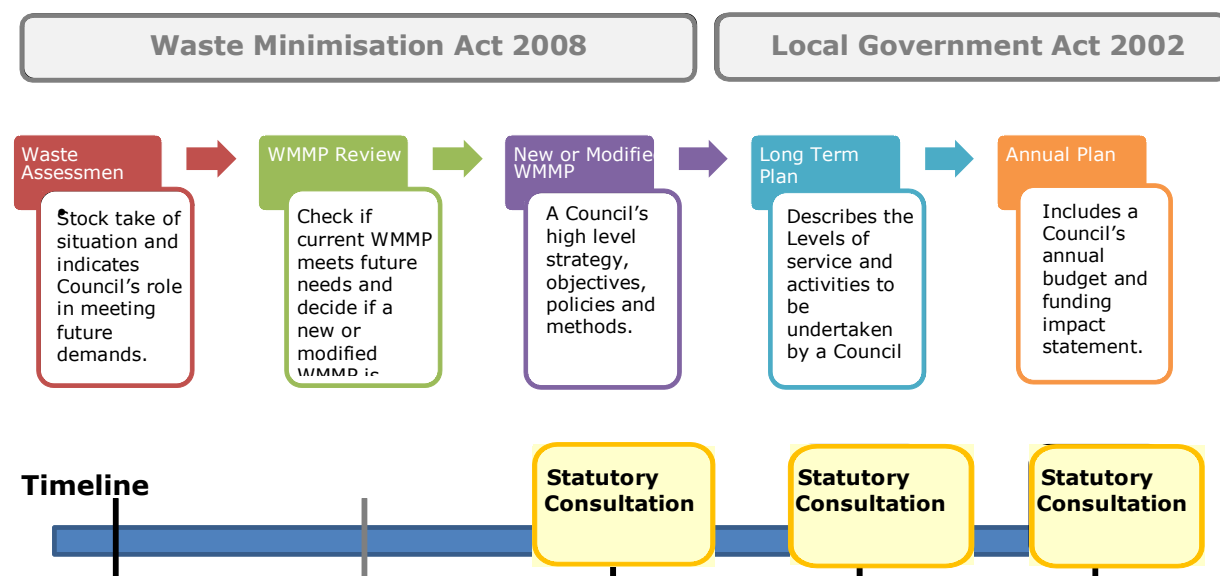
The proposed JWMMP sets a new direction for waste management and minimisation in the Nelson City and the Tasman District (the Districts) for the next six years. When operative it will supersede the Waste Management Plans which were adopted respectively on 7 April 2005 and 27 November 2003.

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 (WMA), the Councils carried out a waste assessment. The Councils each made a decision that a Joint Waste Management and Minimisation Plan (JWMMP) be developed. This document presents the proposed JWMMP.

The diagram below illustrates the statutory planning requirements for solid waste management and minimisation. A waste management and minimisation plan provides direction for the development of a Long Term Plan (LTP).



A Long Term Plan (LTP) is prepared by a council in accordance with the Local Government Act 2002 (LGA) and sets the framework that shapes community development. It also presents how a council will fund services over the period of the LTP. Included in a LTP are community outcomes that a council aims to achieve in order to promote the social, economic, environmental, and cultural well-being of its district, in the present and for the future. The LGA, in the 2010 amendments, requires that any variation between a LTP and the waste assessment and the waste management and minimisation plan be identified and explained in the LTP.

3 Scope

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

For ease of reference, the interpretations given in the WMA for waste and for diverted material are given below:

Waste

- (a) *means anything disposed of or discarded; and*
- (b) *includes a type of waste that is defined by its composition or source (for example, organic waste, electronic waste, or construction and demolition waste); and*
- (c) *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 for the waste assessment and the New Zealand Waste Strategy 2010 (NZWS 2010). It must have objectives, policies and methods, and 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 proposed JWMMP was notified using the special consultative procedure, which gave the community an opportunity to review the Joint Waste Assessment and the JWMMP.

The adopted JWMMP will be used by the Councils when addressing the requirements of the LGA in terms of providing solid waste management and minimisation services and preparing their LTPs, and by the Districts' communities as a reference when monitoring the Councils' progress with waste management and minimisation.

The scope of a waste management and minimisation plan is given in the WMA, 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.*

A requirement of the WMA (s50 (1)(b)) is that a WMMP is reviewed at least every six years.

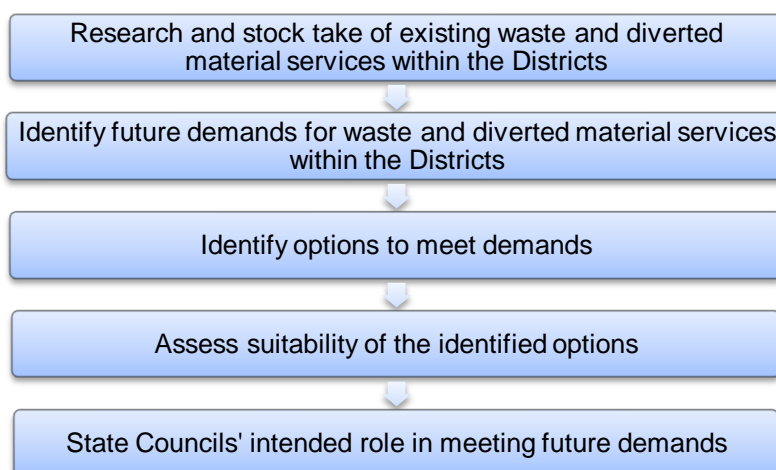
A glossary of the terminology used in this JWMP is presented in Appendix A.

4 Waste Assessment Summary

4.1 Overview

The prescribed scope of a waste assessment is given in the WMA, Section 51.

The following diagram summarises the steps of the JWA.



4.2 Current Waste and Diverted Material Quantities

The JWA reported that the data collected on the amount of waste and diverted material in the Districts are based on weighbridge records and are considered an accurate account of waste disposed of at the Councils' landfills.

The JWA provided a comparison of the composition of waste going to the Councils' landfills and to a number of other New Zealand landfills (National Indicator Sites (NIS))^[1].

Figure 4-1: Waste to Landfill – Total Waste Composition Nelson and Tasman Districts shows the composition of waste going to the Councils' landfills and the NIS.

General comments are as follows.

- The Councils had a much higher percentage of paper waste than the NIS. This is generally attributed to commercial properties and private wheelie bin users who display much higher paper waste than residential bag users.
- Waste to the Eves Valley Landfill had a high plastic content which was nearly double that recorded at the NIS. Plastic waste to the York Valley Landfill had a similar level as the NIS.
- Waste to the Eves Valley Landfill had a higher proportion of organic waste than the NIS. Waste to the York Valley Landfill had a similar level of organic waste as the NIS. Organic waste made up the highest proportion of the waste stream at each of the Councils' landfills.
- Waste to the York Valley Landfill showed a higher proportion of steel and ferrous metal than the NIS. Waste to the Eves Valley Landfill had a proportion of steel and ferrous metal lower than the NIS.
- Waste to the York Valley Landfill showed slightly higher proportions of timber and rubble than for the NIS. Waste to the Eves Valley Landfill showed lower proportions of timber and rubble than for the NIS.
- The proportions of other waste categories at the York Valley Landfill and the Eves Valley Landfill were similar to the NIS.

^[1] Ministry for the Environment 2009 Solid Waste Composition

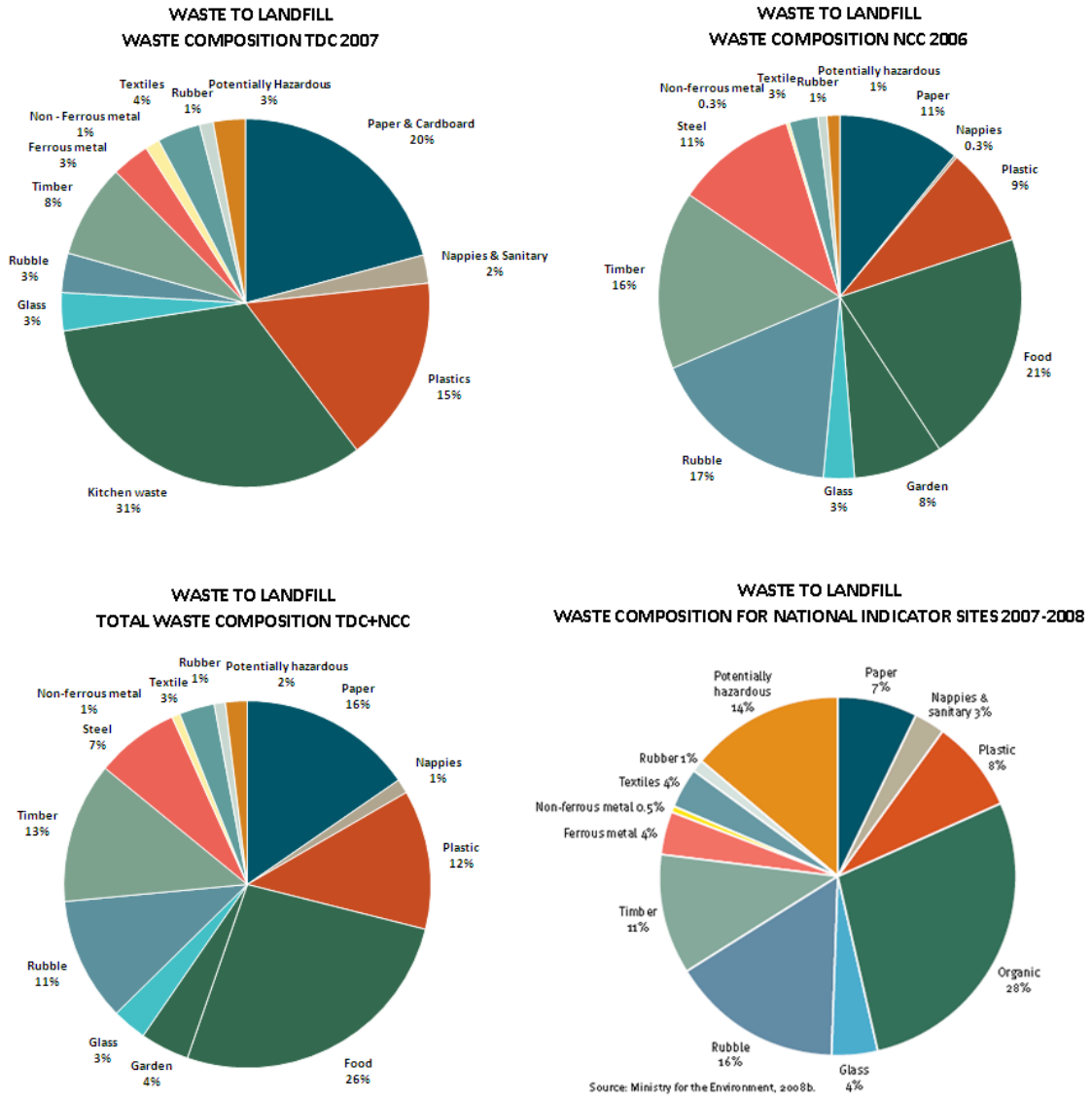


Figure 4-1: Waste to Landfill – Total Waste Composition Nelson and Tasman Districts

Source: Joint Waste Assessment, refer Appendix B

(Note: The terms “organic” and “kitchen waste” mean “food and garden” waste.)

Since the introduction of kerbside recycling the tonnages diverted each year have steadily increased in the Districts, as shown in Figure 4-2. Annual per capita recycling has increased from 54 kg per person in 2005/06 to 65 kg per person in 2008/09.

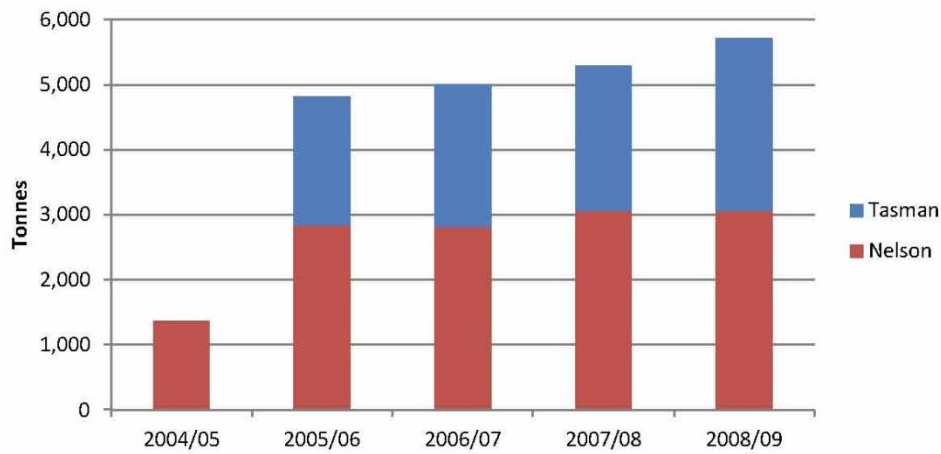


Figure 4-2: Tonnage for Recyclables Collected at Kerbside

Source: Joint Waste Assessment – refer Appendix B

The Greenwaste diversion has also continued to increase steadily as shown in Figure 4-3, although since the JWA these quantities have reduced somewhat.

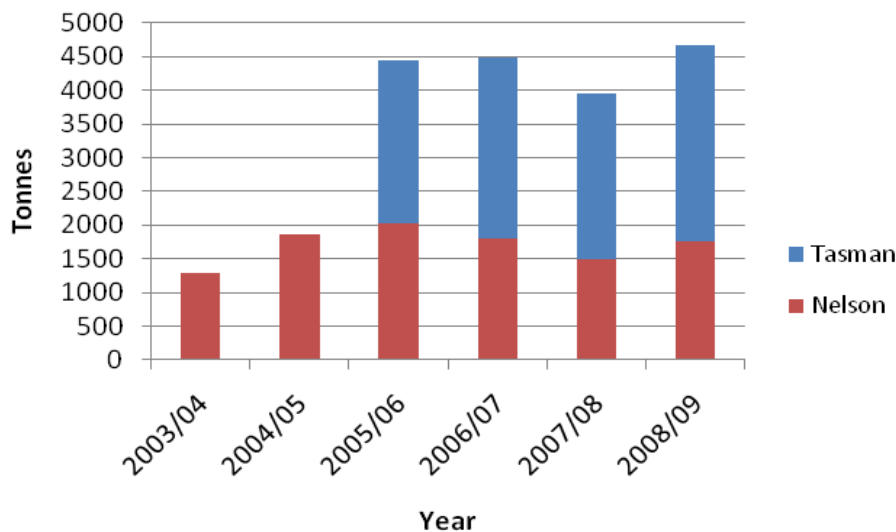


Figure 4-3: Greenwaste Diversion

Source: Joint Waste Assessment – refer Appendix B

During the 2010/11 financial year approximately 62,300 tonnes of waste was disposed of in the York Valley Landfill (Nelson District) and the Eves Valley Landfill (Tasman District). This is illustrated in Figure 4-4.

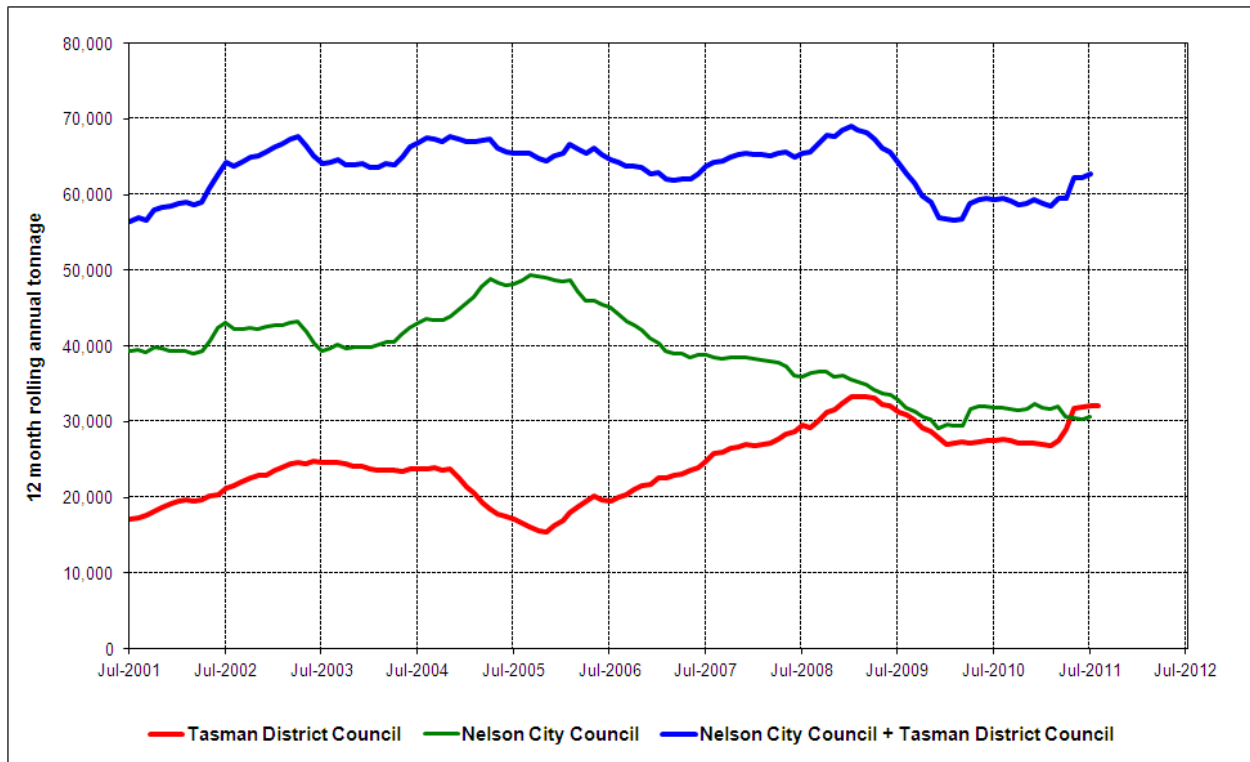


Figure 4-4: Waste to Landfill

Overall, waste to landfill on a per capita basis in the Districts has decreased from 840 kg per person to 740 kg per person over the last 10 years.

For each tonne of waste disposed of at the York Valley and Eves Valley Landfills, the Councils (as the landfill operators) are required to pay a waste disposal levy to the central government. Part of this levy is returned to each Council to fund waste minimisation initiatives.

4.3 The Emissions Trading Scheme

Landfills generate landfill gas, which contains a proportion of methane, a greenhouse gas. From 1 January 2013, operators of waste disposal facilities must surrender New Zealand Units (NZUs) to match their emissions. The cost will be passed on to the landfill users. The Emissions Trading Scheme (ETS) could increase costs in the order of:

- \$10 to \$20 per tonne of waste to the York Valley Landfill, where there is collection and off site destruction of methane gas (through beneficial use as a fuel).
- \$35 per tonne of waste for the current stage of Eves Valley Landfill, where there is no collection and destruction of methane.

4.4 Existing Waste Management and Minimisation Services and Facilities

4.4.1 Council Kerbside Collection Services

Weekly household waste collection and disposal services are provided in the Tasman District under a collection contract. Council disposal bags are available for purchase at most supermarkets and from Council offices.

Nelson City residents have access to a weekly user pays council-facilitated household refuse collection service. Disposal bags are available for purchase at most supermarkets and from Council offices.

Weekly kerbside crate-based recyclables collection services are provided by the Councils. The Nelson City Council collection alternates between glass and "the rest" fortnightly, while the Tasman District Council collection is for all materials on a weekly basis.

4.4.2 Other Kerbside Collection Services

Private waste collection operators provide a variety of collection services to residential users in both Districts. Commercial and industrial businesses often contract out their waste disposal to companies who provide bins, skips or other arrangements.

Bins can be rented or purchased from private operators.

4.4.3 Resource Recovery Centres / Transfer Stations

There are five resource recovery centres (RRCs) operating in the Tasman District for the deposit of solid waste, greenwaste, recyclables, and special waste drop off. These are:

- Richmond RRC
- Mariri RRC
- Takaka RRC
- Collingwood RRC
- Murchison RRC

Nelson City Council owns one refuse transfer station (RTS), the Pascoe Street RTS, for the deposit of household solid waste, greenwaste, and recyclables drop off.

Household quantities of hazardous waste are accepted at the Takaka RRC and Pascoe Street RTS.

4.4.4 Reprocessing

Facilities for the processing of recyclables in the two Districts are located at the:

- Pascoe Street RTS
- Richmond RRC.

The operation of these materials recovery facilities is contracted out by the Councils.

Re-use shops are contracted out by the Councils at the Pascoe Street RTS, Richmond RRC, and Takaka RRC. Informal re-use activities occur at the Collingwood RRC and Murchison RRC.

Facilities for processing discarded organic material such as lawn clipping and foliage are provided by the private sector. Such material that is collected at the Councils' RTS and RRCs is taken to such facilities.

4.4.5 Waste Disposal Facilities

The Tasman District is served by a single, modern engineered landfill sited at Eves Valley. The operation and maintenance of the Eves Valley Landfill site is provided under a contract with the Tasman District Council. This landfill currently accepts waste from each of the five RRCs in the district and as permitted, special waste directly from waste generators. There is no direct access to the landfill for commercial operators or the public other than for permitted special waste.

The Nelson City is served by a single, modern engineered landfill sited at York Valley. The York Valley Landfill accepts waste from the Pascoe Street RTS and registered commercial operators. Landfill gas is collected and sold to provide water heating for Nelson Hospital.

4.4.6 Cleanfill Disposal

The private sector provides for cleanfill disposal. Nelson City Council requires bonds to be in place by all private cleanfill operators to cover monitoring of environmental effects beyond closure date. Nelson City Council carries out random checks to monitor the types of material being deposited at these sites. Similar controls do not exist in the Tasman District, although there is some control through resource consents.

4.4.7 Closed Landfills

The Tasman District Council is responsible for 22 closed landfills in its district. Seventeen are on Council land and five are on Crown Land.

Nelson City Council is responsible for four closed landfills in its district. Two are on land owned by the Council and two are on privately-owned land.

4.4.8 Other Services

The Councils promote and, in some cases provide, additional waste management and minimisation services such as Agrecovery schemes, construction and demolition (C&D) material recovery, litter bins, public place recycling, event recycling, e-waste recovery and education and behaviour change programmes.

4.5 Future Demands

As identified in the JWA the future demands for waste management and minimisation services in the Nelson and Tasman Districts will be driven by a number of primary drivers including:

- demographic change (e.g. population and/or household changes)
- change in commercial and industrial activity / economic conditions
- impact of waste flows from other Districts
- consumption patterns / product quality
- national policy, legislation and regulation
- impact of waste minimisation programmes, services and future initiatives (demand management strategies)
- community expectations.

Future demands / waste management issues were identified as:

- controlling the residual waste stream and ensuring income certainty
- planning waste management and minimisation for long term regional interest
- continue moving towards diversion of waste from landfill
- consider economic feasibility of new or improved services, to ensure rates increases are kept at a minimum
- consider benefits to the Councils of working on an individual or collective basis
- working collaboratively and effectively to obtain economies of scale
- appropriately managing Emissions Trading Scheme costs
- continue with user-of-service pays principles
- consider use of waste levy funds for waste minimisation initiatives
- setting realistic and "SMART" targets
- consider implications of "Product Stewardship" schemes
- an overall commitment to the "towards zero waste" principle.

The options assessment considered the service components of:

- organics
- paper and packaging
- construction and demolition
- refuse collection
- disposal
- policy development.

The JWA identified the waste streams for priority waste minimisation action as:

- organics
- recyclable packaging and paper
- inorganic and 'special' wastes
- timber (and other construction and demolition waste)
- hazardous waste.

PART TWO: WASTE MANAGEMENT AND MINIMISATION PLAN

5 Vision

The vision is:

VALUING RESOURCES AND ELIMINATING WASTE

6 Goals and Guiding Principles

6.1 Goals

The goals² are:

Goal 1: Avoiding the creation of waste
Goal 2: Improving the efficiency of resource use
Goal 3: Reducing the harmful effects of waste

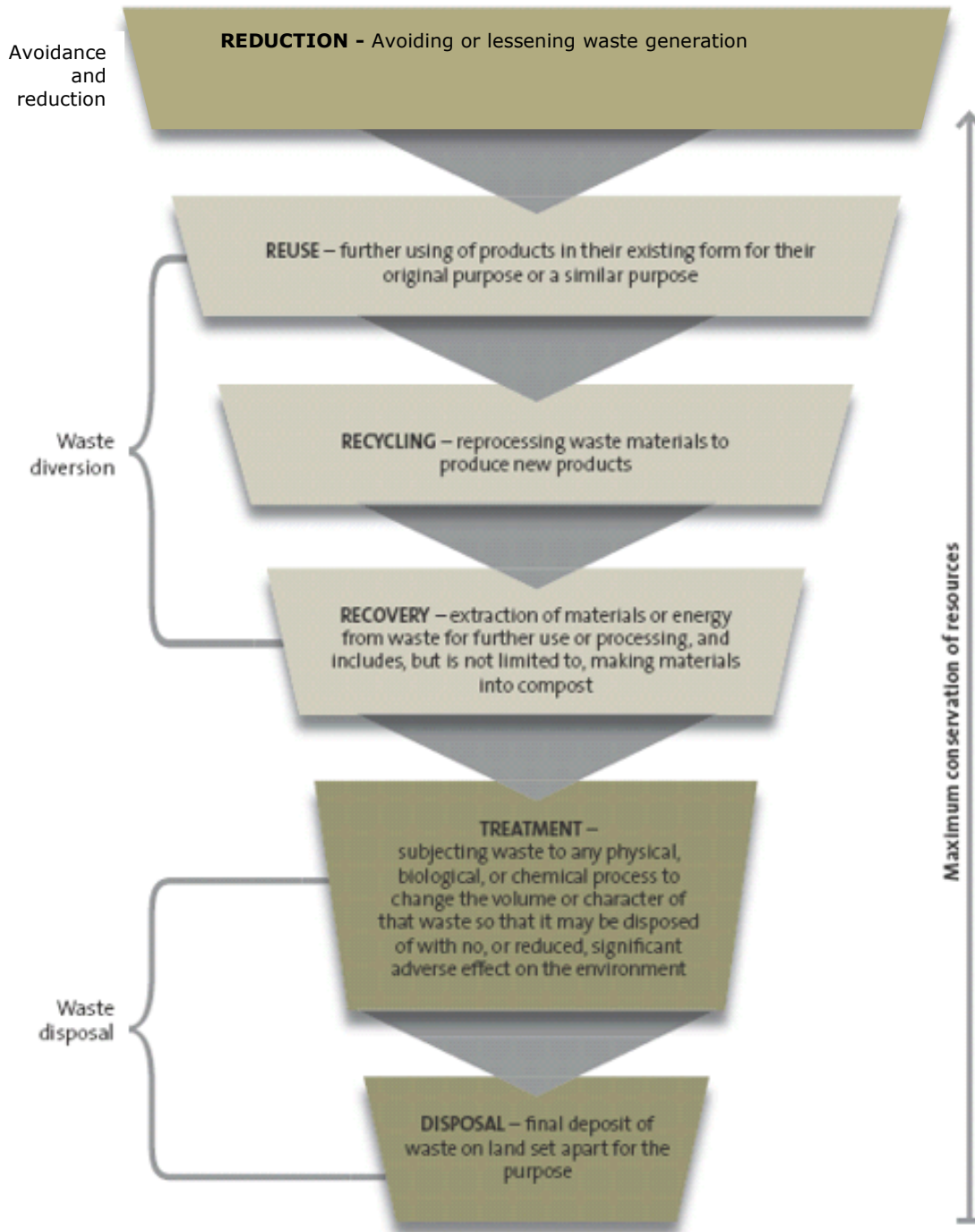
6.2 Hierarchy

Methods of waste management and minimisation should be considered by the Councils in the following descending order of importance: reduction, reuse, recycling, recovery, treatment and disposal.

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

This hierarchy is presented in the Figure 6-1 below.

² Goals 2 and 3 are those given in the New Zealand Waste Strategy 2010



Source: *Waste management planning by territorial authorities*, Office of the Auditor-General, 2007 (with modification)

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

6.3 Guiding Principles

Six core principles³ have been adopted to guide the Councils in their implementation of the JWMMP.

6.3.1 Global Citizenship

Our responsibility to protect the environment extends beyond Nelson and Tasman.

This principle recognises our responsibility to consider the consequences of our actions in generating and managing waste and diverted material. For example, well sorted and uncontaminated diverted material produces higher quality recycled materials. Processing high quality recyclables in New Zealand is preferable to sending materials off-shore. Also, methane gas from landfills is a greenhouse gas and greenhouse gases contribute to climate change globally.

6.3.2 Kaitiakitanga / Stewardship

All members of society are responsible for looking after the environment, and for the impact of products they purchase and wastes they make, use and discard.

The essence of a Maori worldview is based on relationships between people and the environment, the spiritual world and the natural world including whenua (land), wai (water), moana (sea), hau (air) and expressed as nga taonga tuku iho.

Through their whakapapa (*ancestral ties*) and spiritual relationship with ngā atua kaitiaki, manawhenua iwi have a responsibility and obligation to their tupuna (ancestors) and mokopuna (grandchildren) to enhance and maintain the mauri (life force) of all living things. Iwi are the ahi ka kaitiaki – a duty demonstrated in the practice of kaitiakitanga (*guardianship*) and tino rangatiratanga (*self-determination*). For iwi, their spiritual and physical survival is dependent on their ability to safeguard resources as kaitiaki of an area.

Fundamental principles and cultural values include mana atua (spiritual authority), mana whenua (land), mana tangata (individual authority), rangatiratanga (authority), kaitiakitanga (guardianship) and manaakitanga (hospitality).

Cultural values and principles contained in the Nga Taonga Tuku Iho Ki Whakatu Management Plan (2004) include:

- A sense of kinship with all things
- A regard for natural resources as gifts from the atua (gods)
- A sense of responsibility for natural resources as kaitiaki (guardians)
- A sense of commitment to look after resources for future generations
- An ethic of giving back what is taken from the environment

The degradation of the mauri (life force), whenua (land) and wai (water) due to waste management practices are a major issue for manawhenua iwi. For example, location of landfills near estuarine areas, closed landfills on or near waahi tapu areas, contamination of waterways and sewerage pipes in the coastal environment impact on the ability of manawhenua iwi to harvest kaimoana and access mahinga kai areas and wahi tapu. As a result, the health and wellbeing of Maori are compromised.

³ Former New Zealand Waste Strategy 2002

6.3.3 Product Stewardship

Producers, consumers and the wider community have responsibilities for a product throughout the product's life-cycle.

This principle promotes the responsibility of designing products so that the material used in manufacture can be recovered and re-used or returned benignly to the environment, the amount of packaging is minimised and the energy used in production is minimised.

Choices that consumers make have the potential to influence producers in their responsibility towards more sustainable production and packaging. Moreover, consumers have a responsibility to purchase in line with this principle.

6.3.4 Full-cost Pricing

The environmental effects of production, distribution, consumption and reuse, recycling or disposal of goods and of the associated services should be consistently costed and charged as closely as possible to the point they occur.

This principle encourages minimisation of environmental effects by ensuring full environmental costs are reflected in product and service prices, and paid as closely to their source as possible. An example of the application of this principle is the *Landfill Full Cost Accounting Guide for New Zealand*, Ministry for the Environment 2002, which provides for all costs to be included in landfill charges, including costs over an aftercare period.

6.3.5 Life-cycle Principle

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.

This principle requires consideration of all activities and associated environmental effects leading to a product or service, during the life of the product or service, and following the life of the product or service. For example, a product's life starts with the gathering of raw materials from the earth and ends when the materials are returned to the earth. Before the materials are returned to the earth, they may be reused instead of using raw materials. Energy will be used throughout. How much energy is used and whether the energy is renewable or not are components of the life cycle. At the end of a product's life, the product may be disposed in a landfill. Environmental effects may continue. For example, a wood product may decompose and generate landfill gases, which are predominantly greenhouse gases.

6.3.6 Precautionary Principle

Where there is a threat of serious or irreversible damage, lack of full scientific certainty should not be a reason for postponing measures to prevent environmental degradation or potential adverse health effects.

Where decision-makers have limited information or understanding of the possible effects of an activity, and there are significant risks or uncertainties, a precautionary approach should be taken.

According to UNESCO⁴, the precautionary principle applies when the following conditions are met:

⁴ UNESCO 2005, The Precautionary Principle

- there exist considerable scientific uncertainties
- there exist scenarios (or models) of possible harm that are scientifically reasonable (that is based on some scientifically plausible reasoning)
- uncertainties cannot be reduced in the short term without at the same time increasing ignorance of other relevant factors by higher levels of abstraction and idealization
- the potential harm is sufficiently serious or even irreversible for present or future generations or
- otherwise morally unacceptable
- there is a need to act now, since effective counteraction later will be made significantly more difficult or costly at any later time.

7 Future Waste Management and Minimisation Activities

Waste management and minimisation activities may be generally categorised in terms of the goals adopted for the JWMMP which are:

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

Activities to avoid the creation of waste include: information / education services and advocacy, promotion of the beneficial use of materials, working with others to implement product stewardship and producer responsibilities, and engaging the community in activities and programmes that raise awareness and lead to waste reduction.

Activities to improve the efficient use of resources include: information / education services and 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 the Eves Valley and York Valley Landfills, public litter bins, hazardous waste drop-off facilities, aftercare of closed landfills, collection of illegally dumped material, street litter collection services.

The JWA (Appendix B) identified future demands for waste management and minimisation services in the Districts and related issues, and stated the Councils' intended roles in meeting these demands and addressing the issues.

Roles for the Councils include but are not limited to:

- direct action through provision of services – providing or facilitating the provision of waste management or minimisation services
- partnering with industry
- governance – carrying out more detailed assessments of options to meet the demands
- regulation – utilisation of legal mechanisms to facilitate waste management and waste minimisation

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

8 Objectives, Policies and Methods

Objectives, policies and methods for achieving waste management and minimisation within the Districts are presented in terms of:

- Goal 1 – Avoiding the creation of waste (Section 8.1)
- Goal 2 – Improving the efficiency of resource use (Section 8.2)
- Goal 3 – Reducing the harmful effects of waste (Section 8.3).

The methods proposed in the JWMMP will be prioritised and programmed through the LTP process of each Council.

8.1 Goal 1: Avoiding the Creation of Waste

Table 8-1: Objectives, Policies and Methods for Avoiding the Creation of Waste

Objective	Policy	Method
<p>Objective 1.1. Our community has opportunities for avoiding or reducing waste at source and minimising the unnecessary consumption of natural resources.</p> <p><i>Explanation: Efficient use of materials during manufacture and packaging will result in reduced quantities of waste.</i></p>	<p>Policy 1.1.1. <i>The Councils promote waste avoidance and minimisation, especially the reduction of waste, wise use of resources and the diversion of materials</i></p> <p><i>Explanation: Avoidance and reduction rely upon changes in the way people utilise materials and in consumer practice. This includes efficient resource recovery which is dependent on personal commitment to source-separate diverted materials and to avoid contamination, and the provision of facilities to receive and process the material.</i></p>	<p>Method 1.1.1.1. The Councils will continue to promote and encourage the beneficial reuse of organic material through home composting.</p> <p>Method 1.1.1.2. The Councils will work with designers, developers, architects, contractors and builders to minimise construction and demolition waste and promote appropriate guidelines and programmes (such as the REBRI [Resource Efficiency in the Building and Related Industries] Guidelines and 'Homestar' and 'Greenstar' programmes).</p> <p>Method 1.1.1.3. The Councils will review their kerbside recycling service contracts when appropriate so as to optimise the separation of diverted material in terms of the quality of the diverted material (and the associated commodity price) and the cost of providing a service.</p> <p>Method 1.1.1.4. The Councils will promote the reuse of materials ahead of the unnecessary consumption of natural resources.</p>
<p>Objective 1.2. Our community has a culture whose values make waste avoidance and reduction the behaviour of choice.</p> <p><i>Explanation: It is recognised that Councils do not have direct control over much of the waste stream, and therefore effective waste reduction is also dependent</i></p>	<p>Policy 1.2.1. <i>The Councils will engage in reducing waste through programmes which support behaviour change.</i></p> <p><i>Explanation: Designing community engagement activities based on Councils' identified priorities around waste avoidance and reduction, and ensuring that barriers to engagement have been identified with programmes designed accordingly, are key components of a strategy to effectively engage our community.</i></p>	<p>Method 1.2.1.1. The Councils will identify opportunities to develop, implement and promote activities, events and programmes that engage the community, in waste reduction. These programmes will be directed by Council priorities around waste stream reduction. Examples of these activities could be increased composting through links with food growing; cultural health monitoring programmes; zero waste events; industry-focused seminars and case studies; school engagement programmes or programmes supporting the diversion or avoidance of organic waste.</p>

Objective	Policy	Method
<p><i>on choices made by our community.</i></p>	<p>Policy 1.2.2. The Councils take a leadership role in demonstrating waste avoidance and reduction behaviours.</p> <p><i>Explanation: Many in the community look for guidance or examples of good behaviour. The Councils can become role models in this area by promoting their own behaviours.</i></p>	<p>Method 1.2.2.1. The Councils will provide and promote recycling facilities at their buildings and facilities, subject to availability of appropriate infrastructure and resources.</p> <p>Method 1.2.2.2. The Councils will, in their procurement and purchasing policies, consider ways to achieve effective and efficient waste minimisation.</p> <p>Method 1.2.2.3. Strategies and resources to support waste avoidance and minimisation at events will be developed, implemented and monitored as part of a programme to engage the community in behaviour change.</p>
<p>Objective 1.3. The Councils work with each other, central government, industry, iwi and other parties to improve product stewardship.</p> <p><i>Explanation: Product stewardship is influenced by social and economic factors, including consumer awareness and a "level playing field" for manufacturers or importers. Thus, all parties have responsibilities in achieving this objective.</i></p>	<p>Policy 1.3.1. The Councils promote producer responsibilities and product stewardship.</p> <p><i>Explanation: Producers need to design their products and the manufacturing systems so as to minimise the generation of waste during product lifecycles.</i></p>	<p>Method 1.3.1.1. The Councils will work with industries to implement product stewardship (producer responsibility) as provided for in the Waste Minimisation Act 2008 or through other initiatives (e.g. e-Cycle, Agrecovery, PaintWise).</p> <p>Method 1.3.1.2. The Councils will work with local businesses to develop local product stewardship schemes and promote producer responsibility.</p>
	<p>Policy 1.3.2. The Councils engage with central government in reducing waste.</p> <p><i>Explanation: The Waste Minimisation Act provides for product stewardship schemes and for the declaration of priority products. Some products should be addressed through priority product provisions.</i></p>	<p>Method 1.3.2.1. The Councils will advocate that the central government facilitate the development of national and global markets for diverted material.</p> <p>Method 1.3.2.2. The Councils will advocate that the central government implement the priority product provisions of the Waste Minimisation Act (for example for tyres and certain electronic products so as to avoid or reduce waste).</p> <p>Method 1.3.2.3. The Councils will advocate that the central government investigate and introduce legislation, levies and regulations, especially in relation to products, to encourage cleaner production, packaging design controls and other means of waste minimisation.</p>

Objective	Policy	Method
	<p>Policy 1.3.3. The Councils recognise the benefit of collaborating with each other, iwi and other parties throughout the community in avoiding and reducing waste.</p> <p><i>Explanation: In order to avoid waste creation at source, participation rates in appropriate activities across the community need to increase. This is also reliant on provision of services and programmes outside of Council; on producers redesigning their products and manufacturing processes so as to minimise generation of waste during product lifecycles, and on strong partnerships across all sectors underpinned by work around relationship-building.</i></p>	<p>Method 1.3.3.1. The Councils will consider collaboration in the procurement of new waste and diverted material services and the renewal of existing services.</p> <p>Method 1.3.3.2. The Councils will work proactively with each other, iwi, local organisations, regional and national stakeholders, private sector parties and other territorial authorities on matters relating to waste reduction.</p> <p>Method 1.3.3.3. The Councils will advocate as they consider appropriate that the central government investigate and introduce legislation, levies and regulations to encourage reduced production of waste, and to introduce an applicable genuine progress index.</p>

8.2 Goal 2: Improving the Efficiency of Resource Use

Table 8-2: Objectives, Policies and Methods for Improving the Efficiency of Resource Use

Objective	Policy	Method
<p>Objective 2.1. Our community has access to comprehensive services for the management of diverted material.</p> <p><i>Explanation: A range of services will stimulate higher diversion rates and higher quality diverted material. Diverting material from becoming waste can be expensive and may not be affordable on a full user-pays basis. Funding through sources other than user pays encourages participation and recognises public good.</i></p>	<p>Policy 2.1.1. The Councils continue to ensure that waste minimisation services are provided.</p> <p><i>Explanation: The Council-provided services enable the Councils to control its diverted material streams, respond to legislative and/or market changes, provide economies of scale, competitive tendering, security of contractor payment, and efficiency of customer billing.</i></p>	<p>Method 2.1.1.1. The Councils will continue to provide kerbside recycling collection services to most urban properties.</p> <p>Method 2.1.1.2. The Councils will continue to provide facilities for the diversion of materials that may otherwise become waste.</p> <p>Method 2.1.1.3. The Councils will continue to investigate public place and events recycling opportunities (e.g Love NZ recycling stations) and implement these where appropriate.</p>
	<p>Policy 2.1.2. The Councils consider waste minimisation services and waste management services as components of an integral system.</p> <p><i>Explanation: Waste minimisation services need to complement the waste management services with strategies and resources to be developed, implemented and monitored to support the diversion of materials from becoming waste.</i></p>	<p>Method 2.1.2.1. The Councils will investigate increased recovery of organic material via improved services and facilities and appropriate pricing strategies.</p> <p>Method 2.1.2.2. The Councils will investigate market development for reuse/recycling of recovered construction and demolition materials, including waste exchanges.</p> <p>Method 2.1.2.3. The Councils will investigate expanding the range of recyclables collected through kerbside collection, resource recovery centres and refuse transfer stations.</p> <p>Method 2.1.2.4. The Councils will continue to investigate and develop markets for the reuse and recycling of glass.</p> <p>Method 2.1.2.5. The Councils will encourage or promote the use of products derived from the composting of discarded or unwanted organic material.</p>

Objective	Policy	Method
	<p>Policy 2.1.3. The Councils recognise the benefits of collaborating with other parties in the provision of waste minimisation services and meeting future demands.</p> <p><i>Explanation: Collaboration with other parties has the potential to realise mutual benefits.</i></p>	<p>Method 2.1.3.1. The Councils will work proactively with each other, local organisations, other territorial authorities, private sector parties, iwi and the wider community through various ways (such as a solid waste forum) on matters relating to waste management and minimisation.</p> <p>Method 2.1.3.2. The Councils will, in procuring waste minimisation services consider different methods and assess these in terms of environmental, social, cultural and economic factors.</p> <p>Method 2.1.3.3. The Councils will work with organisations and businesses across the community to provide waste minimisation services, such as greenwaste services, in areas where there are no such services provided by the Councils.</p>
<p>Objective 2.2.</p> <p>The proportion of the total waste and the range of material diverted will be improved and the quality of diverted material enhanced.</p> <p><i>Explanation: Ensuring the quality of material requires quality assurance from the outset. With diverted material this means source separation and maintaining material quality throughout the ensuing material flow.</i></p>	<p>Policy 2.2.1 The Councils work to improve the diversion of material through promoting separation at source, and improved collection, storage and handling of diverted material.</p> <p><i>Explanation: Adequate source separation, collection, storage and handling of diverted material are important to maintain and increase the quality and value of the diverted material.</i></p>	<p>Method 2.2.1.1. The Councils will investigate improving facilities that receive separated diverted material, such as construction and demolition material, at the refuse transfer station and the resource recovery centres.</p> <p>Method 2.2.1.2. The Councils will jointly investigate improving existing materials recovery facilities or a new facility that enhances the diversion of recyclable materials, particularly to accommodate paper and cardboard.</p> <p>Method 2.2.1.3. The Councils will jointly investigate facilities that enhance the diversion of organic materials (e.g. organic kitchen scraps and garden foliage).</p> <p>Method 2.2.1.4. The Nelson City Council will co-operate with third parties for the provision of re-use facilities at the Pascoe Street transfer station the Tasman District Council will continue the Richmond re-use shop and re-useable item services at selected resource recovery centres.</p>

Objective	Policy	Method
	<p>Policy 2.2.2. Improve the range of materials diverted taking into consideration the whole life cost and product stewardship.</p> <p><i>Explanation: The potential for diverting material is large and new or improved methods are being developed. These methods may be applicable in the Districts.</i></p>	<p>Method 2.2.2.1. The Councils will investigate expanding the range and quantity of recyclables collected through kerbside collection, resource recovery centres and refuse transfer stations.</p> <p>Method 2.2.2.2. The Councils will submit as appropriate on waste and diverted material issues in Tasman and Nelson Resource Management Plan reviews. This will include submitting in support of improved provisions for kerbside waste and diverted material collections in road and sub-divisional design and improved provisions for on-property waste and diverted material storage and access to such storage in medium or high density developments and the central business districts.</p>
	<p>Policy 2.2.3. Improve the quality of diverted material.</p> <p><i>Explanation: Maintaining material quality ensures the best markets for the material and helps to reduce the impact of economic changes on the ability to divert the material.</i></p>	<p>Method 2.2.3.1. The Councils will provide for separated mixed dry recyclables at the kerbside in a way that ensures the quality of material collected is maintained.</p>
	<p>Policy 2.2.4. The Councils will coordinate their statutory planning activities so that the outputs of the WMMP lead into the LTP process.</p> <p><i>Explanation: The Local Government Act requires that the LTP identifies and explains any differences between it and the WMMP. Effective planning requires that there is sufficient time for the WMMP process to be completed prior to the start of the LTP process.</i></p>	<p>Method 2.2.4.1. The Councils will provide levels of service in the LTP that are consistent with the provisions of the JWMP.</p> <p>Method 2.2.4.2. Each Council will carry out a review of the facilities and services it provides for purposes that include ensuring that the goals and objectives of the JWMP are being achieved, and the services and facilities are being managed and operated so as to be fit for purpose during the period of the JWMP.</p> <p>Method 2.2.4.3. Each Council will use the results of the review of their waste management and minimisation facilities and services to guide the preparation of its solid waste activity management plan.</p>

Objective	Policy	Method
	<p>Policy 2.2.5. The Councils monitor and measure progress on the efficiency of resource use and the effectiveness of services.</p> <p><i>Explanation: The NZWS 2010 notes that the lack of waste data hampers waste management and minimisation planning. Gathering information can contribute to improved waste management contracts, to improved monitoring of the effects of waste, and improved understanding of the Districts' waste minimisation needs. The WMA has a provision under which by-laws may provide for the licensing of persons carrying out waste services and by-law conditions may require each licensee to provide information to the Councils.</i></p>	<p>Method 2.2.5.1. The Councils will include provisions for monitoring the quantity and quality of diverted material against specified performance indicators in contracts for the services and facilities provided by the Councils.</p> <p>Method 2.2.5.2. The Councils will review the questions in their annual community surveys so that answers can be used to provide a better understanding of how the community views the waste management and minimisation services available in the Districts.</p> <p>Method 2.2.5.3. The Councils will monitor the Districts' waste and diverted material streams using information sourced from Council services and information sourced from persons providing private waste management and minimisation services (including the monitoring of quantities and compositions of waste streams, origins and destinations of waste and ongoing management of cleanfills and closed landfills).</p> <p>Method 2.2.5.4. The Councils will monitor the need for control of identified problematic waste and will investigate methods of control when a need is established, including advocating priority product status under the WMA.</p> <p>Method 2.2.5.5. The Councils will monitor complaints about waste management and minimisation and will improve the data capture in its customer service databases to enable effective tracking of waste management and minimisation complaints.</p> <p>Method 2.2.5.6. The Councils will monitor behaviour change programmes and consider the use of programmes where they have been demonstrated to be effective elsewhere and are applicable to local circumstances.</p> <p>Method 2.2.5.7. The Councils will monitor the need to extend services in terms of both diverted material types, such as organic material, and the geographical extent of services.</p>

Objective	Policy	Method
<p>Objective 2.3. Our community and its visitors are informed and engaged about opportunities to improve their efficiency of resource use.</p> <p><i>Explanation: An informed community is better placed to take responsibility in all aspects of waste minimisation with consequential improved diverted material diversion rates and quality.</i></p>	<p>Policy 2.3.1 <i>The Councils will promote consumer awareness and responsibilities.</i></p> <p><i>Explanation: In order to improve the effectiveness of waste minimisation activities, participation rates in material diversion need to increase and the community and its visitors need to be informed of the services provided and progress to date. Use of diverted material as manufacturing feedstock is a more efficient use of material resources and typically saves energy.</i></p>	<p>Method 2.3.1.1. The Councils will create and maintain and promote information on their websites about waste management and minimisation services available within the Districts and elsewhere including the performance indicators. Information may include, for example, a schedule of diverted material types and associated diversion services, the locations of dump stations for camper van waste and stock truck waste.</p> <p>Method 2.3.1.2. The Councils will provide appropriate information including signage to inform visitors about waste minimisation facilities and services.</p>

8.3 Goal 3: Reducing Harmful Effects of Waste

Table 8-3: Objectives, Policies and Methods for Reducing Harmful Effects of Waste

Objective	Policy	Method
<p>Objective 3.1. Our community has access to services for the management of waste.</p> <p><i>Explanation: Cost effective services help reduce the harmful effects of waste as they encourage people to utilise these services, and enable economies of scale to be gained and reduce the use of other less effective or inappropriate methods of dealing with waste.</i></p>	<p>Policy 3.1.1. The Councils continue to maintain ownership of their waste infrastructure and provide leadership in the provision of waste management services.</p> <p><i>Explanation: Waste infrastructure is owned predominantly by the Councils. This enables the Councils to control and effectively manage waste streams, respond to legislative or market changes, provide economies of scale, enable competitive tendering, ensure security of contractor payments, and achieve efficient customer billing.</i></p>	<p>Method 3.1.1.1. Tasman District Council will provide kerbside refuse collection in residential areas and additional areas as determined through the LTP process and will continue to provide facilities at the resource recovery centres. This may be subject to change following the result of implementing method 3.1.1.3.</p> <p>Method 3.1.1.2. Nelson City Council will facilitate refuse collection through use of private service providers and will continue to provide a refuse transfer station. This may be subject to change following the result of implementing method 3.1.1.3.</p> <p>Method 3.1.1.3. The Councils will review from time to time, the refuse collection services within their respective Districts and consider the joint delivery of service delivery, levels of service, scope of service and service provider (ie. those provided by the Councils and/or private sector services).</p> <p>Method 3.1.1.4. Nelson City Council will continue to provide commercial access to the York Valley Landfill and Tasman District Council restricted access to the Eves Valley Landfill for waste disposal until a joint waste disposal solution has been agreed (see Method 3.1.5.1).</p> <p>Method 3.1.1.5. The Councils will provide public collection receptacles and litter bins and remove illegally dumped waste from roadsides and streets in accordance with their responsibilities under the Litter Act (1979).</p> <p>Method 3.1.1.6. The Councils will consider the provisions of the Freedom Camping Act 2011 in terms of administering its provisions and addressing waste and diverted material matters in a by-law.</p> <p>Method 3.1.1.7. The Councils will continue with current practices of wastewater treatment plant sludge disposal and investigate opportunities, in addition to the Bell Island land application, for the beneficial use of such sludge</p>

Objective	Policy	Method
		elsewhere, taking into account cultural, environmental and public health considerations.

Objective	Policy	Method
	<p>Policy 3.1.2. The Councils will provide facilities and services to assist with household hazardous waste management.</p> <p><i>Explanation: Hazardous waste has the greatest potential to do harm. By providing services, the Councils are being proactive in getting such waste safely disposed of.</i></p>	<p>Method 3.1.2.1. 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>Policy 3.1.3. The Councils maintain a user-pays charge system for waste collection and disposal that provides cost recovery as well as incentives and disincentives to promote the objectives of the JWMMP.</p> <p><i>Explanation: Users of waste services, such as kerbside collection services, drop-off points and transfer stations, should pay the full cost for the handling, storage, transport and disposal of the waste. A user-pays charge system will provide an incentive for waste minimisation activities.</i></p>	<p>Method 3.1.3.1. Where practicable, the Councils will maintain a user-pays basis for waste services to ensure that waste generators meet the costs of the waste that they produce.</p> <p>Method 3.1.3.2. The Councils will carry out financial reviews of their waste management and minimisation level of services. These reviews will take account of the implications or outcome of Method 3.1.5.1. The financial reviews will consider the costs and funding of the services and facilities and identify possible more cost effective ways of achieving the requirements of the JWMMP.</p> <p>Method 3.1.3.3. 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 3.1.4. The Councils may implement services that cannot be funded by user charges where a public good outcome can be demonstrated.</p> <p><i>Explanation: Some services, like the provision of public bins, are funded through rates</i></p>	<p>Method 3.1.4.1. The Councils will review annually the provision of non-user pays services in terms of the public good they provide and the costs of the services and activities.</p> <p>Method 3.1.4.2. The Councils will use income from waste management services and facilities to partially fund waste minimisation services and activities.</p>

Objective	Policy	Method
	<i>and costs are not recoverable from users.</i>	Method 3.1.4.3. The Councils will consider developing a fund within the Districts, using a portion of the waste levy funds, to encourage the development of waste minimisation initiatives.

Objective	Policy	Method
	<p>Policy 3.1.5. The Councils will jointly make the most effective and efficient use of York Valley and Eves Valley Landfill space.</p> <p><i>Explanation: Having two landfills serving the two Districts is a duplication of services that could be more effective if managed jointly. The Emissions Trading Scheme will impact on the cost of landfill disposal from 2013.</i></p>	<p>Method 3.1.5.1. The Councils will investigate a joint landfill solution as a matter of priority in the first year this plan is operative (and the options will include using one landfill as a regional facility serving both Districts or that the two landfills will be used for separate materials).</p> <p>Method 3.1.5.2. Nelson City Council will continue its shareholding in the York Valley Landfill Gas Recovery programme, and the beneficial use of the gas.</p> <p>Method 3.1.5.3. The Councils will consider what the implications are for each District in implementing the Climate Change (Waste) Regulations 2010 and associated regulations.</p> <p>Method 3.1.5.4. The Councils will continue to investigate governance options for managing joint waste management facilities as a matter of priority.</p>
	<p>Policy 3.1.6. The Councils are to ensure jointly that there is landfill capacity in the two Districts for the safe disposal of waste.</p> <p><i>Explanation Having landfill capacity provides an environmentally secure repository for waste.</i></p>	<p>Method 3.1.6.1. The Councils will continue to provide a landfill disposal service for the disposal of approved waste that is sourced from within the Districts.</p> <p>Method 3.1.6.2. The Councils will manage the landfill service such that consented landfill airspace is monitored and maintained so as to ensure there is a least five years airspace available at any time.</p> <p>Method 3.1.6.3. The Councils will jointly consider any application for the disposal of approved waste generated from outside the two Districts.</p>

Objective	Policy	Method
<p>Objective 3.2. We manage our waste management services to avoid or mitigate any adverse public health, cultural and environmental effects.</p> <p><i>Explanation: Waste creates the risk of adverse public health and environmental effects. Reducing the actual quantity of what is considered 'waste' actually reduces the risk and costs associated with ensuring the harmful effects of waste are avoided or mitigated.</i></p>	<p>Policy 3.2.1. The Councils are to ensure that solid waste services, facilities and closed landfills have effective management plans and are managed according to these plans.</p> <p><i>Explanation: Closed landfills have discharges of leachate and landfill gas that, if not appropriately managed, may have adverse environmental effects. These discharges may have public health effects and potentially impact on culturally valuable resources.</i></p>	<p>Method 3.2.1.1. The Councils will prepare management plans for Council waste management facilities (including closed landfills) that they own or activities for which they hold resource consents. Each plan will identify actions and responsibilities associated with the land, the facility development, the operation, and operational and environmental monitoring. The plan will be based on statutory requirements and good practice and significant cultural values, and will form the basis of any assignment of responsibilities, such as through contracts or leases.</p> <p>Method 3.2.1.2. The Councils will monitor Council facilities and Council closed landfills in accordance with the requirements of the management plans and will review the effectiveness of the management plans periodically.</p> <p>Method 3.2.1.3. The Councils will ensure that solid waste services are managed in such a way as to minimise public health issues.</p>
	<p>Policy 3.2.2. The Councils are to consider the use of other instruments, such as by-laws and/ or Resource Management Plans (including Iwi Management Plans where they exist), to manage the adverse effects of waste where these effects are not covered by currently available provisions.</p> <p><i>Explanation: Lack of data about waste and diverted material is identified in the NZWS 2010 as a significant issue. Another issue is planning for on-property storage of waste and diverted material.</i></p>	<p>Method 3.2.2.1 The Councils will propose solid waste by-laws for the purpose of addressing 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.</p> <p>Method 3.2.2.2. The Councils will submit as appropriate on issues in the next Tasman and Nelson Resource Management Plan reviews.</p> <p>Method 3.2.2.3. Tasman District Council will consider a rule change in its Resource Management Plan (TRMP) for private cleanfills to control the location and material accepted at cleanfill sites and collect data.</p> <p>Method 3.2.2.4. The Councils will investigate regulating the disposal of materials to landfill and cleanfill and the collection of data through solid waste by-laws and advocate to Central Government for greater controls of cleanfills.</p> <p>Method 3.2.2.5. The Councils will work with the Environmental Protection Authority to communicate business responsibilities for hazardous waste.</p>

Objective	Policy	Method
<p>Objective 3.3. Waste management and minimisation services and other activities are safe.</p> <p><i>Explanation: Whilst the Health and Safety in Employment Act controls workplace safety, there are hazards and risks associated with handling solid waste and diverted material.</i></p>	<p>Policy 3.3.1 The Councils promote good health and safety practices with waste management and minimisation activities.</p> <p><i>Explanation: Handling waste and diverted material poses risks to generators, service providers, and diverted material users. For example, there is a mercury risk with compact fluorescent light bulbs, and respiratory infection and other health risks with making and using compost.</i></p> <p><i>Good practice guidelines are provided by the Department of Labour, the Waste Management Institute of New Zealand and others. These should be promoted and observed as a minimum requirement.</i></p>	<p>Method 3.3.1.1. The Councils will require that operators at council facilities observe good health and safety practice, including training in health and safety matters associated with different materials.</p> <p>Method 3.3.1.2. The Councils will provide a variety of education and behaviour change programmes that raise awareness about the hazards of waste and waste minimisation, and about safe practice at facilities and with services.</p> <p>Method 3.3.1.3. The Councils will consider minimum safety standards as a condition of licensing under the proposed solid waste by-laws.</p> <p>Method 3.3.1.4. The Councils will engage with stakeholders where appropriate in programmes which educate and raise awareness around waste and diverted material safety issues. For example: The Councils will consider working with Iwi to identify, record and protect cultural values and uses associated with land and water.</p>

9 Funding the Plan

9.1 Overview of Funding Methods

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

- a) maintain a user-pays charging system where practicable, to provide cost recovery and a system of incentives and disincentives to promote the objectives of the JWMMP; and
- b) fund the services from targeted rates, user charges, the national waste disposal levy, local waste disposal levy, fees, and general rates where necessary.

National waste disposal levy money received by the Councils will be spent on matters to promote or achieve waste minimisation in accordance with the JWMMP (refer to Waste Minimisation Act 2008 s32).

9.2 Levy Spending

The Councils have identified services that may be funded by the national waste disposal levy income as shown below. This is not an exhaustive list and will be reviewed on an on-going basis:

- programmes designed to engage the community and iwi in waste reduction and services provided for the diversion of waste
- encourage / fund private operators to provide waste minimisation services in areas where no such services are provided by Council
- grants to encourage schools and community groups to implement waste minimisation initiatives
- resources to support waste minimisation at public events
- resources to support the diversion of materials from becoming waste
- public place recycling facilities
- local product stewardship schemes where these services reduce the production of waste
- hazardous waste services where these services contribute to the avoidance of hazardous waste or the reuse or recycling of hazardous waste (e.g. waste oil recovery programmes, e-waste programmes, agrichemical programmes)
- promotion of home composting, community gardens and food growing
- 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.

- services for the collection, processing, consolidation and marketing of recyclable material
- services for the collection, processing and marketing of compostable organic material that may otherwise become waste
- implementing waste minimisation performance indicators.

The Councils will use income from the Councils' waste management services to partially fund waste minimisation services and programmes.

The Councils will consider applying to the central government's contestable Waste Minimisation Fund where appropriate.

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

9.3 Summary of Funding Methods

A summary of the methods of funding of each Council's current waste management and minimisation services is presented in Table 9-1.

Table 9-1: Funding Methods for Current Council Services

Council Service	Nelson City Council Funding Mechanism	Tasman District Council Funding Mechanism
Waste minimisation education and behaviour change programmes.	National waste disposal levy. Local waste disposal levy.	National waste disposal levy. General Rate.
Home composting – subsidy for purchase of bins.	National waste disposal levy. Local waste disposal levy.	National waste disposal levy.
Event waste reduction.	National waste disposal levy. General Rate.	National waste disposal levy. General Rate. User charges.
Reuse Shops at the Nelson Recycling Centre shop and Tasman District Council Resource Recovery Centres for reusable items.	Sale of goods.	Sale of goods. General Rate.
Kerbside collection of diverted material to most residential properties.	Refuse disposal charges.	Targeted Rate.
Nelson City Council Refuse Transfer Station and Tasman District Council Resource Recovery Centres for waste and diverted material.	User charges.	User charges. General Rate.
Refuse and recycling collection points.	Local waste disposal levy National waste disposal levy.	Targeted Rate.
Provision of public place recycling bins and their maintenance.	Local waste disposal levy.	Targeted Rate.
Greenwaste drop-off and processing.	User charges.	User charges.

Council Service	Nelson City Council Funding Mechanism	Tasman District Council Funding Mechanism
		General Rate.
York Valley Landfill Gas Recovery, aimed at recovering energy from methane generation.	Shareholder.	Not Applicable.
Wastewater treatment plant residuals treatment and beneficial application of biosolids at Rabbit and Bell Islands and landfill as appropriate.	User charges (pan charges). Trade waste charges.	Targeted Rate (pan charge).
Weekly kerbside refuse collection service to households.	Not Applicable.	User charges (via bag purchase). Targeted Rate.
Closed landfill aftercare.	Local waste disposal levy.	General Rate.
Hazardous waste services: <ul style="list-style-type: none"> Eves Valley Landfill disposal York Valley Landfill disposal Acceptance at Pascoe Street RTS and Takaka RRC. 	National waste disposal levy. User charges. Local waste disposal Levy.	National waste disposal levy. User charges. General Rate.
Cleanfills.	User charges.	User charges. General Rate.
Litter bins in parks, reserves and street side locations.	General Rate.	General Rate.
Illegally dumped waste in public places – collect and dispose.	Local waste disposal levy.	General Rate.
Waste disposal facilities at Eves Valley Landfill and York Valley Waste Landfill.	User charges.	User charges.

The Councils will review, as part of the LTP process, the provision of non-user pays services in terms of the public good that they provide and the costs of the services.

Proposed methods of funding investigations into the development of existing Council services are presented in Table 9-2.

Table 9-2: Proposed Funding Methods for Investigating Existing Council Services

Investigations	Nelson City Council Funding Method	Tasman District Council Funding Method
Expanding the range of recyclables collected through kerbside collection, resource recovery centres and refuse transfer stations.	Local waste disposal levy.	Targeted Rate.
Further provision of public place recycling bins and their maintenance.	National waste disposal levy. Local waste disposal levy.	Targeted Rate.
Greenwaste drop-off and processing.	National waste disposal levy. Local waste disposal levy.	National waste disposal levy. General Rate.
Additional hazardous waste services.	Local waste disposal levy.	General Rate.
Review of Councils’ kerbside refuse	Local waste disposal levy.	Targeted Rate.

Investigations	Nelson City Council Funding Method	Tasman District Council Funding Method
collection services.		
Additional measures for landfill gas recovery at the landfills.	User charges.	General Rate. Disposal fees.
Regional waste disposal solution investigations.	User charges.	General Rate. Disposal fees.
Additional control measures for managing cleanfills through resource consent requirements and by-laws.	National waste disposal levy. General Rate.	National waste disposal levy. General Rate.

Proposed methods of funding investigations into the development of new Council services are presented in Table 9-3.

Table 9-3: Proposed Funding Methods for Investigating Future Council Services

Investigations	Nelson City Council Funding Method	Tasman District Council Funding Method
Options for Construction and Demolition waste minimisation.	Waste Minimisation fund. National waste disposal levy. Local landfill levy.	Waste Minimisation Fund. National waste disposal levy.
Diversion of organic material from the waste stream.	Contestable fund. National waste disposal levy. Local landfill levy.	Contestable fund. National waste disposal levy.
Investigation of a materials recovery facility that enhances the diversion of recyclable materials.	Local landfill levy.	Targeted Rate.

Proposed methods of funding possible future Council services are presented in Table 9-4.

Table 9-4: Proposed Funding Methods for Possible New Council Services

Services	Nelson City Council Funding Method	Tasman District Council Funding Method
Provision of a materials recovery facility that enhances the diversion of recyclable materials.	Local waste disposal levy.	Targeted Rate.
Provision of an organic recovery facility that enhances the diversion of organic materials.	Contestable fund. National waste disposal levy. Local waste disposal levy.	Contestable fund. National waste disposal levy. Targeted Rate.
Facilitating private operators to provide waste minimisation services.	Waste minimisation grants funded by national waste disposal levy. Funding in kind by private operators.	Waste minimisation grants funded by national waste disposal levy. Funding in kind by private operators.
Facilitating community activities and programmes that lead to the reduction of waste.	Waste minimisation grants funded by national waste disposal levy. Funding in kind by	Waste minimisation grants funded by national waste disposal levy. Funding in kind by

Services	Nelson City Council Funding Method	Tasman District Council Funding Method
	community groups.	community groups.
Promotion of product stewardship.	National waste disposal levy. Local waste disposal levy.	National waste disposal levy. Targeted Rate.
Promotion of waste minimisation programmes to the Construction and Demolition industry.	National waste disposal levy. Local waste disposal levy.	National waste disposal levy. Targeted Rate.
Waste and diverted material information from private operators through the provisions of by-laws.	National waste disposal levy. Licensing fee.	National waste disposal levy. Licensing fee.
Information on private waste and diverted material operator activities through the provisions of by-laws.	National waste disposal levy. Licensing fee.	National waste disposal levy. Licensing fee.
Introduction of regulation banning certain recyclable materials from waste disposal facilities through the provisions of by-laws.	Local waste disposal levy.	General Rate.
Controlling private cleanfills in Tasman district.	Not Applicable.	Resource management plan new rule. By-law provisions. General Rate. National waste disposal levy.

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 the JWMMP, 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 are proposing to establish a local combined contestable fund for waste minimisation activities. Funding of any grants or advances of money for waste minimisation will be identified in each Council's Annual Plan.

11 Performance Indicators

Performance indicators are intended to monitor the effectiveness of the objectives, policies and methods of the JWMMP. 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 District. The indicators are set out in Table 11-1.

Table 11-1: Performance Indicators

Performance Indicator	Activity	Frequency of Activity
Consumer behaviour survey in regards to waste minimisation activities.	Customer survey.	3 yearly.
The composition of waste to landfill.	Composition surveys (Solid Waste Analysis Protocol - SWAP).	Periodically.
Number of households that carry out home composting.	Survey to assess number of households doing home composting.	Annually.
The quantity (kg) of waste per capita to landfill.	Analyse quantities on a per person basis.	Annually.
Quantities of waste to landfill.	Analyse quantities.	Annually.
	Identify source data in accordance with MfE guidelines.	Annually.
Quantities of diverted material handled by the Councils (and private sector where available).	Monitor quantities on a per person basis.	Annually.
	Monitor diverted material as a proportion of waste to landfill.	Annually.
Quantities of fly-tipping to assess if implementation of the JWMMP is causing and increase or not.	Analyse quantities.	Annually.
Customer satisfaction of transfer stations, resource recovery centres and kerbside services.	Customer surveys.	Periodically.
Schedule of diverted material types and services available.	Maintain schedule of diverted material types and new developments in the sector.	Annually.
All Council solid waste activities, facilities and services comply with resource consent conditions, site management plans and other appropriate legislative requirements.	Check that sites have the necessary consents and that breaches of consent conditions are addressed in timely manner.	Annually.
Customer satisfaction in relation to collection of refuse and diverted material.	Customer survey.	Periodically.
Inquiries received through the Councils' service request system addressed within 24 hours.	Summarise the nature and time of inquiries relevant to waste and diverted material services.	Annually.
Number of notices from Health Protection Officer on the Council for causing nuisance (s55 of WMA).	Maintain record of notices.	Annually.

Performance Indicator	Activity	Frequency of Activity
Lost time injuries in the Councils' contracted waste management and minimisation services.	Summarise records.	Annually.

The Joint Waste Working Party of the two Councils will continue to meet on an annual basis and review progress towards the objectives of the JWMMP. Membership of the working party will be by resolution of the Nelson City Council and the Engineering Services Committee of the Tasman District Council.

The Joint Waste Working Party in its annual progress review will consider the performance indicators outlined above and the implementation status of each method of the JWMMP. The Joint Waste Working Party will consider the development of targets for each performance indicator and will report progress to each Council after each meeting.

Acknowledgements and References

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

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- Councillor Derek Shaw, Nelson City Council
- Councillor Mike Ward, Nelson City Council
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- Geoff Cameron, Senior Health Protection Officer, Nelson Marlborough District Health Board

Appendix A Glossary and Acronyms

Where available, definitions have been taken from the Waste Minimisation Act 2008⁵ or the Ministry for the Environment publications.

AMP	Activity 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.
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 <p>(b) Any other facility or class of facility at which waste is disposed of that is prescribed as a disposal facility.</p>

⁵ 2008 New Zealand Government, *Waste Minimisation Act 2008 No 89*

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.
Greenwaste	Biodegradable material such as tree branches, tree stumps, grass, flowers and hedge cuttings from gardening activity.
Hazardous Waste	Any waste that: <ul style="list-style-type: none"> 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.
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, greenwaste and in some cases sludge from wastewater treatment processes.
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.
Recycling	The reprocessing of waste or diverted material to produce new materials.
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	The same as "Waste".
Resource Recovery Centre (RRC)	A site where diverted material and waste are collected.
Refuse Transfer Stationer (RTS)	A site where diverted material and waste are processed, sorted and transferred for disposal or further processing. A site may have separate facilities for different types of waste and diverted material.
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	A method to determine the composition of waste.
Protocol (SWAP)	
SWAMP	Solid Waste Activity Management Plan.
TA	Territorial Authority (a city or district council).
The Community	Incorporates Non Profit Organisations, Community Boards and members of public living within the Nelson and Tasman Districts.
The Councils	Nelson City Council and Tasman District Council.
The Districts	The administrative areas of Nelson City Council and Tasman District Council.
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 (does not include 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.
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.
Waste Disposal Levy	A levy imposed under the Waste Management Act 2008 on waste disposed at a waste disposal facility.
Waste Minimisation	<ul style="list-style-type: none">(a) the reduction of waste; and(b) the reuse, recycling and recovery of waste and diverted material.
WMA	Waste Minimisation Act 2008.
WMMP	Waste Management and Minimisation Plan as defined in s43 of the Waste Minimisation Act 2008.

Appendix B Waste Assessment