



**CENTRAL
HAWKE'S BAY**
DISTRICT COUNCIL



Draft Waste Management & Minimisation Plan 2019

Together we Thrive! E ora ngātahi ana!



Foreword

Our Waste Minimisation and Management Plan (WMMP) sets out how Central Hawke's Bay District Council will play its part in managing the district's waste and continuing to work towards our goal of a **"Waste Free CHB"**.

The Plan is a requirement of the Waste Minimisation Act (WMA) and has an effective period of six years.

Managing waste can impact social, economic, cultural and environmental outcomes and is something that the Council and the community need to work together on, side by side.

While Council has a leading role in many aspects of how we manage and minimise waste in the district, we need the support and skills of our communities to deliver on this plan and on our vision of a **"Waste Free CHB"**.

Together we have made significant improvements during the period of the last plan, but there is still a lot to do.

We know that together we need to reduce what is going into our landfill, increase re-use and recycling, raise awareness and education and ensure that our services are practical and affordable.

Waste has long been a widely-discussed topic in our community and Council wants to ensure that this plan has the support of residents and the business community alike.

Please take the time to have your say on the plan before it is finalised and let's work together to ensure we make Central Hawke's Bay an even better place to live, work and play. Together we THRIVE.



Alex Walker

Alex Walker

Mayor

Central Hawke's Bay District Council



Monique Davidson

Monique Davidson

Chief Executive

Central Hawke's Bay District Council



Executive Summary

Central Hawke's Bay District Council (CHBDC) is revising its 2012 and interim WMMP, as required every six years by the WMA. It is in our best interests to encourage residents to be more resourceful, and to divert as much unnecessary waste as possible to prolong the Farm Road Landfill's life, as our proposed vision highlights: **"Waste Free CHB"**.

This vision reflects the intended direction for the district in putting more effort into diversion from landfill, and working closely with the community and businesses. The term 'waste free' is a way of thinking, and an approach to waste management and minimisation, rather than an absolute target.

Key Issues

- A significant proportion of waste going to landfill is organic waste, with food waste present across all kerbside refuse collection systems.
- There is a significantly higher proportion of material that shouldn't be going to landfill in rubbish from households with private wheeled bin collections (particularly those with large bins), including green waste which is insignificant in the Council rubbish bag collection
- Council has very low market share in the household kerbside rubbish collection market
- Many use the drop off points or transfer stations for recyclables, with low participation in the Council's kerbside recycling collection
- Lack of facilities to recycle or otherwise divert construction and demolition waste
- Little data available on private operator activities and non-Council waste streams in general, until waste reaches the landfill
- Nearly half of waste to landfill comes from out of the district
- Community engagement, understanding and awareness of waste issues could be improved further

- More recyclables could be diverted from both domestic and commercial properties rather than going to landfill
- Industrial and commercial waste generally presents scope for increased diversion, with paper/card the main material type currently diverted
- A need to understand more about the specific issues and opportunities facing our rural communities for waste minimisation

Proposed Targets

1. To increase diversion from landfill to 70% by 2040
2. To increase diversion from landfill to 48% by 2025
3. To increase participation in kerbside recycling services (measured through set out rates) to 60%

Goals

- **Goal 1** – A community committed to minimising waste sent to landfill
- **Goal 2** – A community that considers, and where appropriate implements, new initiatives and innovative ways to assist in reducing, reusing and recycling wastes
- **Goal 3** – Minimise environmental harm and protect public health
- **Goal 4** – Work in partnership with others

Key background work for this plan includes:

- A Waste Assessment undertaken by Waste Not in 2019 of our landfill, transfer stations, and kerbside services
- Workshops with a key stakeholder groups and Councillors

Contents

Page 4
.....
PART A
THE STRATEGY
Introduction

Page 7
.....
*Our vision
for the future*

Page 10
.....
*The waste
situation*

Page 15
.....
Key issues

Page 16
.....
PART B
ACTION PLAN

Page 24
.....
Funding the plan

Page 26
.....
*Monitoring
evaluating and
reporting progress*

Page 27
.....
PART C
**SUPPORTING
INFORMATION**

Part A

The Strategy

Introduction

What happens with our waste?

Central Hawke's Bay district sends about



6,700 TONNES OF WASTE

to the Council's landfill each year



The Council's landfill also accepts waste from outside the district

Around 3,000 tonnes of material

is diverted from landfill each year through kerbside recycling, drop off points or transfer stations



This means a total diversion rate of 32%

BUT surveys show that there is still a lot of recycling going to landfill or being picked up in kerbside rubbish collections

Council provides a user-pays rubbish bag collection service, but many around

60% of eligible households

use a private wheelie bin company instead



Residents who use large wheelie bins for rubbish send far more material to landfill that could have been repurposed than those who use bags and/or smaller wheelie bins

Why do we need a plan?

The Council has a statutory role in managing waste – we are required under the WMA to promote effective and efficient waste management and minimisation within Central Hawke's Bay. One of the key ways we do this is to adopt a WMMP. We also have obligations under the Health Act 1956 to ensure that our waste management systems protect public health.

This WMMP sets out the priorities and a strategic framework to minimise and manage the waste in our district. Council has a key role in collecting, sorting and transferring waste, but we will need to work in partnership with our community, businesses and industry to achieve our goals. Once the plan is adopted, the actions will be carried forward into our long term and annual plans to ensure we have the resources to deliver the plan's goals and objectives.

Managing waste and ensuring good outcomes for the community can be a complex task. We need to look after the environment, take care of people's health, and make sure that this is done at an acceptable cost to the community. To achieve these outcomes will require all parts of the community to work together.

This WMMP has been prepared in accordance with the requirements of the WMA, and is also in line with other strategies and plans such as Council's Long Term Plan 2018, the Environment Strategy, the New Zealand Waste Strategy, Hawke's Bay Regional Council's Regional Resource Management Plan, and central government direction in waste management (reflecting the much greater interest in waste management issues).

In line with the requirement of the WMA, our WMMP needs to be reviewed at least every six years after its adoption. Many of the actions from the 2012 WMMP have been completed. The 2018 plan identified six actions for completion during the 2018/19 year.

ACTION	UPDATE
Competitive fund for projects that support the WMMP	Fund has been established to a maximum \$20,000 per annum, and is managed by the Environment and Regulatory Committee. Application process and evaluation criteria in development.
Enviroschools programme funded	\$10,000 funding confirmed for Enviroschools
Evaluate the costs-benefits of using paper or other biodegradable bags for Council's kerbside refuse collection	Evaluation completed. Using any biodegradable material for rubbish bags goes against a core objective of Council of reducing greenhouse gas emissions from landfill. In addition, paper bags require more resources and energy to produce, deliver, and collect. Plastic bags will be retained.
Dog-bag dispensers and litter bins placed on key walkways	Completed
Central Hawke's Bay College provided with \$2,000 funding for youth environmental projects	Completed
Council will promote 'plastic-free July' through communication channels	Preparations under way for July 2019

What is waste and why is it a problem?

Most of the things we do, buy, and consume generate some form of waste. This not only costs money when we have to throw things away but, if we don't manage the waste properly, it can also cause problems with the environment and with people's health.

This WMMP covers ALL solid waste and diverted material in the district, whether it is managed by Council or not. It also covers hazardous waste, like chemicals.

This does not necessarily mean that the Council is going to have direct involvement in the management of all waste – but there is a responsibility for the Council to at least consider all waste in the district, and to suggest areas where other groups, such as businesses or householders, could take action themselves.

In this WMMP, terms like 'rubbish', 'recycling', and 'waste' will be used that may not be familiar to you or may mean something different to the way they are used here. Definitions for these terms are provided in the Waste Assessment, which is an appendix to the WMMP.

The WMA defines waste as "material that has no further use and is disposed of or discarded"

The Act also describes 'waste minimisation' as **reducing waste and increasing the reuse, recycling, and recovery of waste and diverted material.**

'Diverted material' is anything that is no longer required for its original purpose, but still has value through reuse or recycling. For example – your empty aluminium drink can is waste to you, but is worth money to metal recycling companies and so becomes 'diverted material' if it is recycled.



What does the plan have to contain?

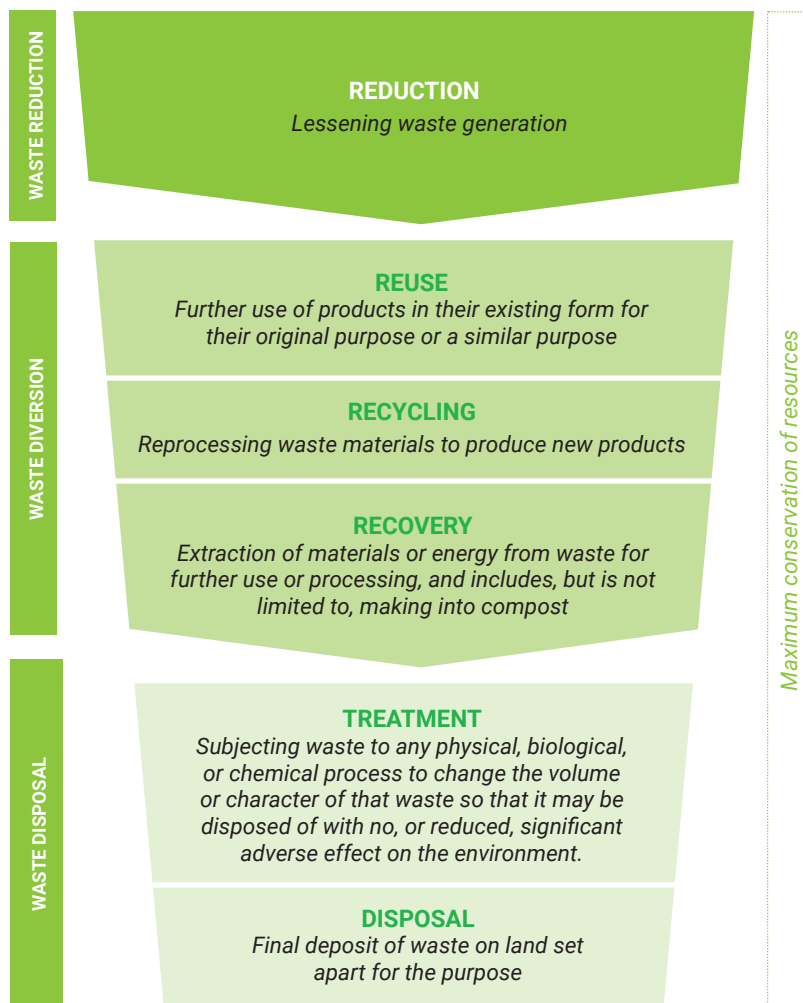
The plan must meet requirements set out in the WMA, including to:

- Consider the 'waste hierarchy' which sets priorities for how we should manage waste
- Ensure waste does not create a 'nuisance'
- 'Have regard to' the New Zealand Waste Strategy and other key government policies, which emphasise reducing harm and improving the efficiency of resource use
- Consider the outcomes of the 'Waste Assessment' (this is a review of all information that we have about the current waste situation in Central Hawke's Bay, including rubbish from households and businesses)
- Follow the Special Consultative Procedure set out in the Local Government Act (2002).

The waste hierarchy

The 'waste hierarchy' refers to the idea that reducing, reusing, recycling and recovering waste is preferable to disposal (which in New Zealand usually means a landfill). The waste hierarchy can be shown like this:

The waste hierarchy



The structure of our plan

This plan is in three parts:

Part A: The Strategy:

This contains the core elements of the strategy including vision, goals, objectives, and targets. It essentially sets out what we are aiming to achieve, and the broad framework for working towards the vision.

Part B: Action Plan

The action plan set out the proposed specific actions to be taken to achieve the goals, objectives, and targets set out in Part A. Part B also sets out how we will monitor and report on our actions and how they will be funded.

Part C: Supporting Information (Appendices)

This part contains the background information that has informed the development of our WMMP. Most of this information is contained in the Waste Assessment, which is included in Part C.





Our vision for the future

Our vision

A “Waste Free CHB”

This vision reflects the intended direction for the district in putting more effort into diversion from landfill, and working closely with the community and businesses. The term ‘waste free’ is a way of thinking, and an approach to waste management and minimisation, rather than an absolute target.

This approach is aligned with the waste hierarchy, reflects the New Zealand waste strategy, and acknowledges our responsibility to manage our waste responsibly and minimise the impact on our environment.

Tangata whenua perspective of waste management

Tangata whenua environmental care and custody principles are premised on kaitiakitanga (stewardship), the protection and nurturing of mauri (life forces) and whakapapa (genealogical interconnection).

Traditionally, Maori societies produced only organic wastes which could be managed by returning these to the land. In modern times, this is no longer possible due to the increase in volumes and a shift to non-organic and potentially hazardous waste types.

Central Hawke's Bay District Council's vision is of minimising the amount of waste we send to landfill by taking an integrated view of the environment and aiming to protect land, air and water from the possible negative impacts resulting from the inappropriate management of waste.

This is aligned accurately and appropriately with tangata whenua perspectives on the environment and waste management.

Goals and Objectives

Our vision will be realised through achieving a set of supporting goals and objectives set out below.

Goal 1: A community committed to minimising waste sent to landfill

OBJECTIVES

- | | |
|----|--|
| 01 | Provide sustainable services that are cost-effective to the community as a whole |
| 02 | View waste as a resource, improving and modifying collections and facilities so that more can be diverted from landfill |
| 03 | Prioritise waste reduction, reuse and recovery & recycling initiatives which align with other council objectives such as respecting and protecting our environment and providing efficient and appropriate infrastructure and services |
| 05 | Promote, encourage, and emphasise reduction, reuse and recycling |
| 06 | Remove or reduce barriers that are preventing the community from making best use of existing waste diversion services, and any potential new services |

Goal 2: A community that considers, and where appropriate implements, new initiatives and innovative ways to assist in reducing, reusing and recycling wastes

OBJECTIVES

- | | |
|----|---|
| 07 | Process and manage wastes locally wherever feasible and cost-effective |
| 08 | Investigate and implement new services, facilities, or other initiatives that are proven in New Zealand, and will increase the amount of waste reduced, reused, or recycled |
| 09 | Work closely with the Central Hawke's Bay community on waste management and minimisation through the waste reference group |

Goal 3: Minimise environmental harm and protect public health

OBJECTIONS

- | | |
|----|--|
| 10 | Consider the environmental impact and public health implications of all waste management options and choose those which are cost-effective to the community, while also protecting environmental and public health |
|----|--|

Goal 4: Work in partnership with others

OBJECTIONS

- | | |
|----|---|
| 11 | Work in partnership with others on waste management and minimisation where possible |
| 12 | Work with industry to support national initiatives to improve waste management and minimisation |



Target

Council has set three targets for this WMMP.

The first is an aspirational long-term target.

To increase diversion from landfill to 70% by 2040

The second is a target specifically relating to the term of this plan, and the actions proposed.

To increase diversion from landfill to 48% by 2025

The baseline for these two targets is 32% diversion from landfill in 2018/19¹.

The third is a service-related target.

To increase participation in kerbside recycling services (measured through set out rates) to 60%

The baseline for this target is 40%.

¹This diversion rate excludes other disposal options e.g. cleanfill, industrial monofills, and illegal disposal as these volumes can't be estimated with any level of certainty.



The waste situation

In New Zealand, we are generating more and more waste. In Central Hawke's Bay, our landfill waste goes to a landfill that is owned by Council and managed on its behalf by a contractor. However, there are inevitably negative environmental impacts from this landfill, and the amount of recyclables and compostable material going to landfill represents lost resources for our district.

The National Waste Situation

There has been a significant focus on waste management and minimisation in the last 18 months. This has been driven partly by a change in government, and an increased focus on environmental and resource management issues. However the increasingly strict rules that China and some other countries are introducing mean that markets for our recycling material are becoming harder to find.

Awareness amongst the general public about a number of waste issues, notably plastic bags and single-use plastics, has increased dramatically and lead to petitions calling on government to ban single-use plastic bags and other similar items.

The National Waste Strategy

The New Zealand Waste Strategy (NZWS) has two overall goals;

1. To reduce harmful effects; and

2. To improve efficiency

Our District

Currently those living and working in Central Hawke's Bay have access to a range of options to help send less waste to landfill:

- Council's weekly user-pays bag collection for rubbish
- Private companies collecting wheeled bins of rubbish at various frequencies, and with various sizes of bins on offer to households and businesses
- Council's weekly kerbside recycling collection from two 60 litre recycling crates
- Various other materials collected at the recycling drop-off points or transfer stations
- Green waste collected at transfer stations and composted
- Various other specialised services such as medical and agricultural waste collection and treatment
- Offer an Ag recovery service at the Waipukurau Transfer Station



How much waste is there and where does it come from?



The Central Hawke's Bay district sent just over
6,700 tonnes to landfill last year



Nearly
40%
of this was picked up at the kerbside by private companies or Council's contractor



Just over
60%
arrived at the landfill via a transfer station or from a commercial/industrial source

Around
35%
of this could be recycled, reused, or recovered in some way.

Over 2,400 tonnes of the waste going to landfill is collected in kerbside collections. Although some businesses will use a kerbside collection, it is likely that the majority of this waste will be from householders. Only 22% of the kerbside waste comes from the Council's collection, with the remainder collected by private companies from wheeled bins.

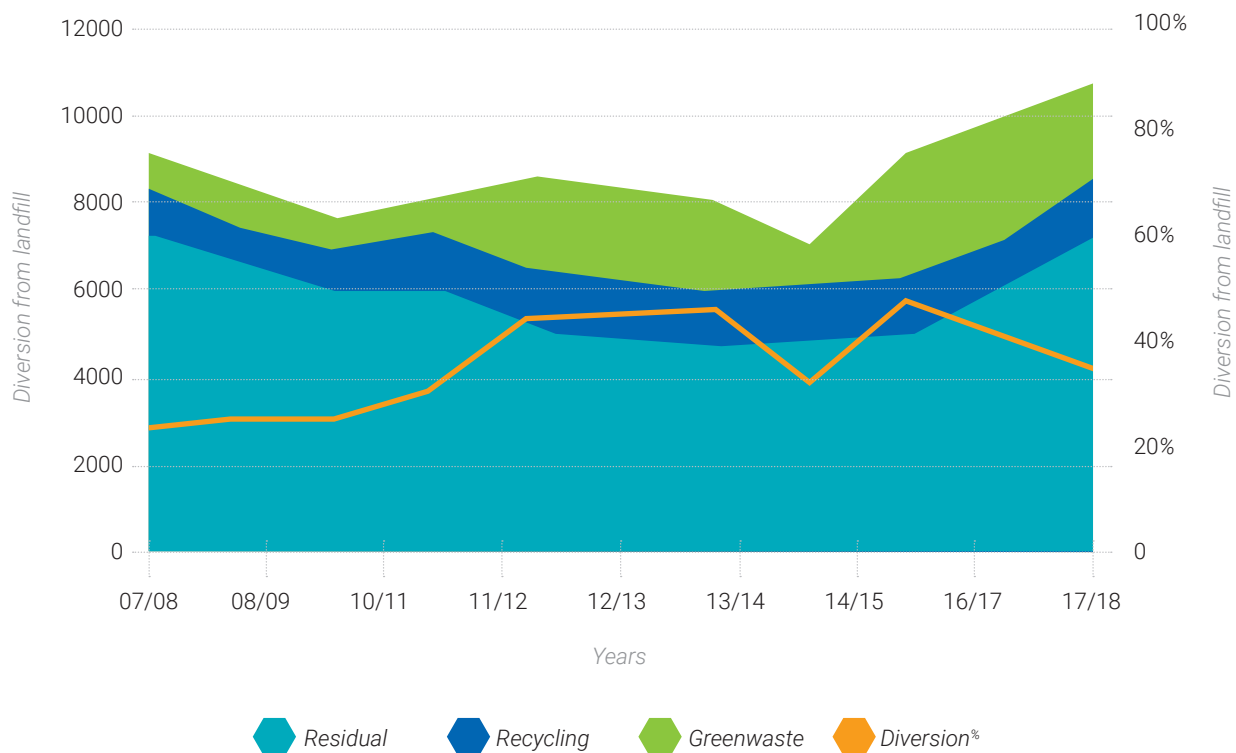
Of the waste going to transfer stations or direct to the landfill (excluding non-Central Hawke's Bay waste), nearly another quarter is residential-type waste. The remainder is from various commercial sources, with over 10% coming from construction and demolition activities.

Over 3,000 tonnes is diverted from landfill each year, largely through transfer station, drop-off point and kerbside recycling; and through composting of green waste.



How well are we doing?

The chart below shows how much waste the district has produced over the last ten years, and how much has been diverted.



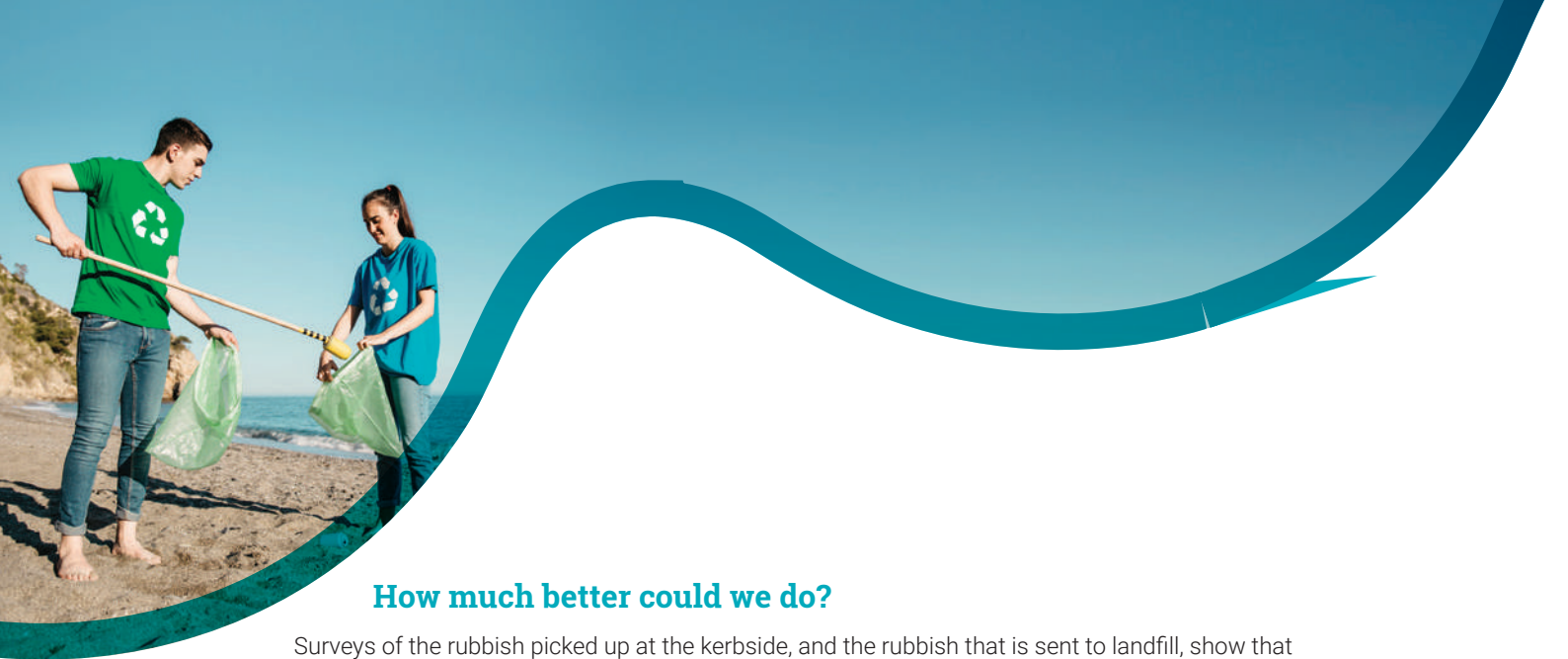
This graph shows a dip in diversion in 2014/15 – this is related to lower quantities of greenwaste diverted than expected, and may not represent an accurate measurement. Waste quantities generally show a close relationship to GDP for the district, which is very common.

To determine how well we are doing in terms of waste minimisation it is useful to compare ourselves with other parts of New Zealand.

- The total amount of waste per person that we send to landfill the district is mid-range: about 489kg per person.

- When we look at how much waste from households we send to landfill, we generate about 180kg per person, which is also mid-range compared to other districts.
- When it comes to household recycling we recycle about 25kg per person at the kerbside, which is extremely low – and households with large wheeled bins recycle less than households using the council's rubbish collection. However, we recycle about another 58kg per person at the transfer stations and drop-off points, which is extremely high and reflects the 78% of the population that say they use these services.





How much better could we do?

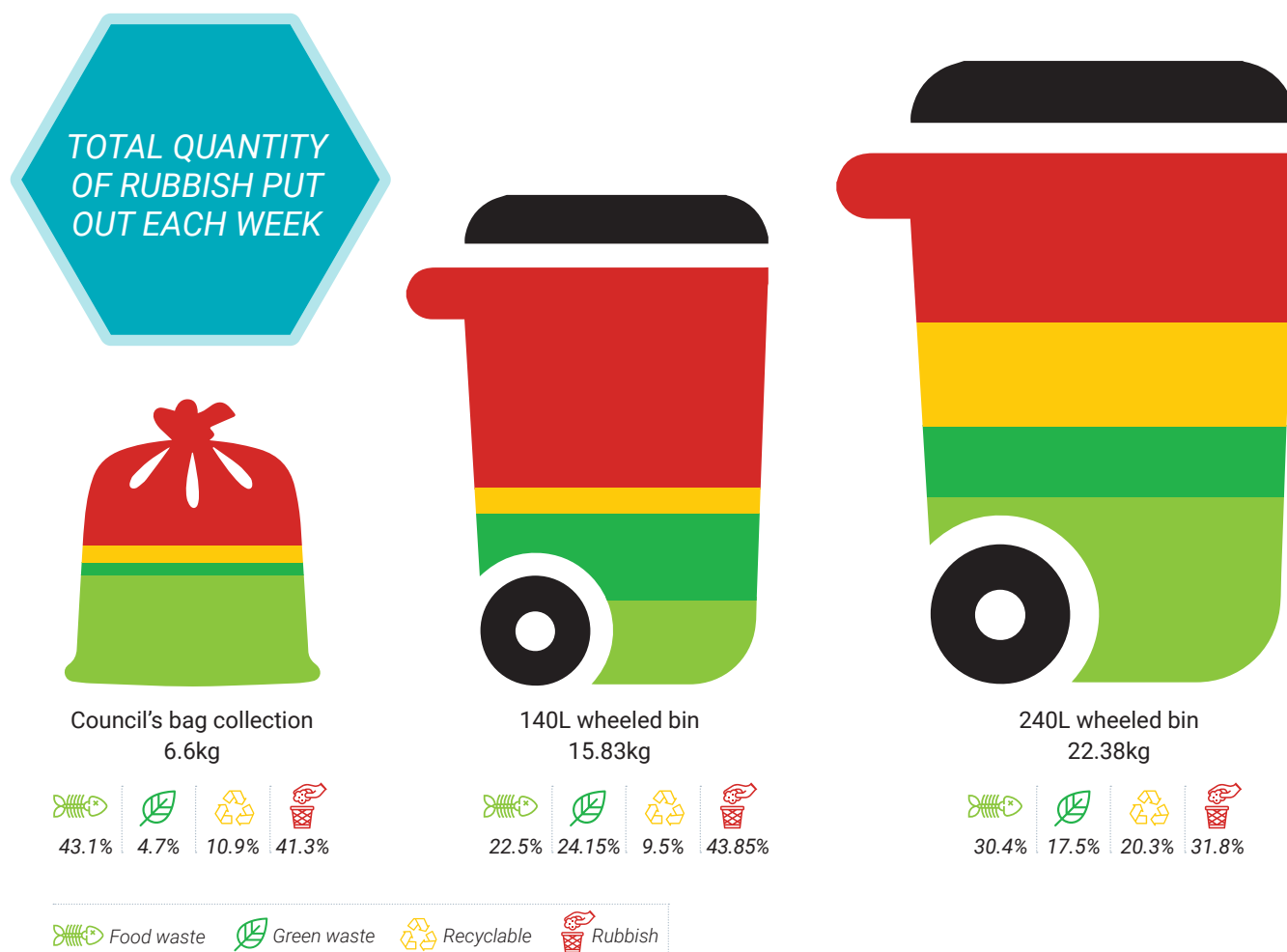
Surveys of the rubbish picked up at the kerbside, and the rubbish that is sent to landfill, show that there is a large percentage that doesn't need to go to landfill and could instead be recycled, composted, or recovered in some other way such as reuse.

The table below shows what these materials are, and how much we are currently sending to landfill each year (in tonnes per year).

MATERIAL TYPE	KERBSIDE RUBBISH (AVERAGE)	OTHER RUBBISH	TOTAL TONNES PER YEAR TO LANDFILL
Recyclable paper/cardboard	191	233	424
Recyclable plastic	90	8	98
Steel cans, other steel	63	219	282
Aluminium	24	13	37
Glass bottles and jars	116	5	121
Clothing	75	64	139
Cleanfill	0	79	79
Reusable timber	0	13	13
Total recyclables	560	633	1,193
Food waste	649	214	863
Garden waste	409	155	564
New plasterboard	0	141	141
Total organics	1,059	509	1,568
TOTAL	1,619	1,142	2,761

Over 2,700 tonnes, or 41%, of the rubbish we send to landfill could theoretically be managed in some other way. Food waste from the kerbside rubbish collections makes up a large part of this, along with recyclable material like paper, cardboard, and glass.

This proportion is even higher for rubbish that is picked up at the kerbside – on average, nearly 62% of this waste could be recycled or composted. This figure is higher for wheeled bins than it is for the Council bag collection (59% for bags, compared to 68% for large wheeled bins). However, as well as managing their waste differently, households that use wheelie bins also put out more waste in total than households that use bags do.



Not only do households that use a 240L wheeled bin put out more rubbish than other households, but they also put out proportionally more recyclables (mainly paper) and compostables (mainly greenwaste) than households using rubbish bags do. Households using large wheelie bins for rubbish put out nearly six times the weight of recyclable materials as households using the Council's rubbish bag collection, and nearly four times the weight of waste that could be composted (food and garden waste).

All households that use wheeled bins for their rubbish collection put out significant quantities of greenwaste, compared to households that use bags with less than 5%.

When we consider that research shows only 22% of the rubbish collected at the kerbside each week comes from Council rubbish bags, this becomes even more of an issue.

Instead of using Council's bag collection, households are choosing instead to opt for private wheeled bin-based services that offer a choice of capacity and frequency. This raises the issue of whether current council service provision is meeting the needs of the majority of the community, and how to ensure that households with wheeled bins still make use of the kerbside recycling collection and any new services that might be offered.

² During the survey, two households were assessed that had extremely unusual results in one particular category. The 'adjusted' figures uses the result for households that use bags for their rubbish collection.

Projections of future demand

The quantities of rubbish and recovered materials in Central Hawke's Bay are expected to increase gradually over the next ten years in line with a growing population and economic growth. GDP projections have been used to estimate future quantities of kerbside rubbish and recycling, and other waste streams such as industrial/commercial/institutional waste, transfer station/drop-off materials, and construction and demolition waste.





Key Issues

The Waste Assessment looked across all aspects of waste management in Central Hawke's Bay, and identified the main areas where we could improve our effectiveness and efficiency in managing and minimising waste.

The key issues identified in this Waste Assessment are listed below. Addressing these issues will ensure that Council is meeting its statutory obligations, and improving waste management and minimisation in Central Hawke's Bay.

- A significant proportion of waste going to landfill is organic waste, with food waste present across all kerbside refuse collection systems.
- There is a significantly higher proportion of material that shouldn't be going to landfill in rubbish from households with private wheeled bin collections (particularly those with large bins), including green waste which is insignificant in the Council rubbish bag collection.
- Council has very low market share in the household kerbside rubbish collection market.
- Many use the drop off points or transfer stations for recyclables, with low participation in the Council's kerbside recycling collection.
- Lack of facilities to recycle or otherwise divert construction and demolition waste.
- Little data available on private operator activities and non-Council waste streams in general, until waste reaches the landfill.
- Nearly half of waste to landfill comes from out of the district.
- Community engagement, understanding and awareness of waste issues could be improved further.
- More recyclables could be diverted from both domestic and commercial properties rather than going to landfill.
- Industrial and commercial waste generally presents scope for increased diversion, with paper/card the main material type currently diverted.
- A need to understand more about the specific issues and opportunities facing our rural communities for waste minimisation.

Addressing these issues is a key focus of the WMMP.

Part B *Action Plan*



What are we going to do?

The Action Plan sets out specifically how Central Hawke's Bay District can work towards the vision, goals, and objectives, and address the issues outlined in Part A of the WMMP.

The Action Plan aims to set out clear, practical initiatives that CHBDC will implement, either on our own, jointly, or by supporting or facilitating others³.

In some cases, more work might be needed to establish how much some projects might cost, or whether they are feasible. This might change how, when, or if they are implemented. Completing some other actions might depend on changing contractual arrangements with providers, or setting up new contracts. These type of arrangements can be unpredictable and this also might impact the nature, timing or cost of these projects.

Council's intended role

The Council intends to oversee, facilitate and manage a range of programmes and interventions to achieve effective and efficient waste management and minimisation within the district. The Council will do this through our internal structures responsible for waste management. We are responsible for a range of contracts, facilities and programmes to provide waste management and minimisation services to the residents and ratepayers of Central Hawke's Bay.

Key Issues

Communicating and Raising Awareness

The Central Hawke's Bay community wants to know more about what happens with our waste and recycling; how we can manage this better; and how much waste and recycling we have. Understanding waste issues better will help our community to use services properly, and to feel more confident that their efforts are paying off. This will encourage the community to be more engaged in waste reduction, and to use services like the kerbside recycling collection more.

This issue will be addressed mainly through the following actions:

- Collecting more information about what waste we have in the district, where it is coming from, and where it is going (R1, D1 – 3)
- Improving our web-based information (E6)
- Continuing current programmes Council supports, like para kore and waste education in schools, and extending this area either through direct Council-run projects, or by working with key members of the community (E1, E2, E4)
- Build on community engagement by establishing a zero waste action group, and supporting this group and providing access to project funding (E3, E4)
- Working more closely with key partners in the district like iwi and neighbouring councils (E5, LM2, LM3, LM5)

Making Kerbside Collections More Effective

At the moment, only some households are using Council's kerbside collection service, and many businesses don't use a recycling collection service at all. A lot of things that could be recycled are instead thrown out in rubbish bins, especially large wheelie bins. Services could possibly be improved by introducing new collections, like a farm waste collection and a kerbside collection for food waste, and

Council's rubbish collection may need reviewing to make it more useful for our customers.

This issue will be addressed mainly through the following actions:

- Find out why households aren't using Council's services, and explore ways to improve and extend these services (C1 – 3)
- Encourage households and businesses to use options like home composting, transfer stations, or a private collection for garden waste (C4)
- Work with and support key businesses to provide services that integrate with services provided by Council, and fill gaps for specific customer groups (C5, LM2, LM3)

District Landfill

For the time being, Council has concluded that it is best to keep our own district landfill to dispose of rubbish that can't be recycled, composted, or otherwise diverted from landfill. However, with changes in government policy and charges, this might change in future. Council intends to undertake a full review of waste services, including the landfill, to make sure that we are getting best value for money for the district while also meeting our sustainability, environment and waste minimisation and management goals. Better information on waste types and sources will help with this review.

Around half of the waste coming in to the landfill comes from outside the district. Council will work closely with our neighbours to ensure that they are doing their best to minimise unnecessary waste to landfill also.

³ While the action plan forms part of the WMMP, it is intended to be a useful 'living' document that can be regularly updated to reflect current plans and progress. Under the WMA the plans can be updated without triggering the need for a formal review of the WMMP, as long as the changes are not significant and do not alter the direction and intent of the strategy as set out in Part A.





This issue will be addressed mainly through the following actions:

- Collect and analyse more information on what is going into the landfill, and where it comes from (R1, D1-3)
- Control waste before it gets to the landfill (R2, IN3 – 6)
- Carry out a full cost-benefit review for the landfill as part of the wider service (IN1, IN2)

Rural Communities

At the moment, the Council does not have a good understanding of the habits and behaviours of rural households rubbish and recycling use, work needs to be done to better understand the specific issues and subsequent opportunities for waste minimisation in the rural communities.

Understanding waste issues better in the rural communities will also help the Council understand the requirement for services in rural communities, this will encourage rural communities to be more engaged in waste reduction, and to use services that are and may be made available.

The issue will be addressed through the following actions;

- Investigate rural community waste/ recycling needs to understand specific issues and opportunities for waste minimisation (D04)
- Work with rural communities to understand specific issues and opportunities for waste minimisation (E04)
- Work with rural communities to investigate opportunities to deal with silage and bale wrap and other agriculture related recyclables (C06)

Detailed Action Plan (by Topic Area)

Regulation

REFERENCE & TITLE	DESCRIPTION	NEW OR EXISTING ACTION	TIMEFRAME	FUNDING	CONTRIBUTION TO TARGETS
R1 Licensing	Review Part 6 of the Council's bylaw to include provisions for licensing and data collection	New	2020	Waste levy	Indirect by encouraging use of waste diversion opportunities
R2 Regulation for Waste Man and Min	Include provisions in future solid waste bylaws to require waste management plans for events, businesses, industry sites, large building projects, etc. Include landfill bans for materials where alternative management options exist, as/when these can be established e.g. new plasterboard, reusable timber, untreated timber.	New	2020	Waste levy	As above
R3 Regulate Containers	Include provisions in future solid waste bylaws to control container use in kerbside collections, to align colours with national standards, to require provision of a recycling collection alongside any private rubbish collections, and to minimise the use of 240L wheeled bins for residual waste collections in urban areas.	New	2020	Waste levy	As above
R4 Litter Act Enforcement	Expand enforcement action against those that dump rubbish illegally, and work in partnership with community group to identify and address problem spots	Existing	Ongoing	Core rates-funded activity	As above

Data

REFERENCE & TITLE	DESCRIPTION	NEW OR EXISTING ACTION	TIMEFRAME	FUNDING	CONTRIBUTION TO TARGETS
D1 External Data Collection	Council will continue to undertake occasional surveys in accordance with the solid waste analysis protocol to monitor performance and identify opportunities for improvement.	Existing	Ongoing	Waste levy	Supporting through providing good data
D2 Internal Data Collection	Council will continue to improve their internal data collection and analysis, and ensure that it is possible to identify trends over time where possible.	Existing	Ongoing	Overhead cost	Supporting through providing good data
D3 Landfill Customer Data	Continue to collect detailed data on the source and type of wastes coming to the landfill from outside the district. Work with customers directly to collect data on this waste, and jointly develop initiatives to divert more from landfill	Existing	Ongoing	Overhead cost	Supporting through providing good data
D4 Rural Communities	Investigate rural community waste/ recycling needs to understand specific issues and opportunities for waste minimisation	New	2020	Waste Levy	Rural support by encouraging use of diversion options, and increasing council service provisions



Education/Engagement/Communications

REFERENCE & TITLE	DESCRIPTION	NEW OR EXISTING ACTION	TIMEFRAME	FUNDING	CONTRIBUTION TO TARGETS
E1 Maintain Existing Activities	Maintain and extend current education and engagement	Existing	Ongoing	Waste levy and rates funded	Indirect support
E2 Communicate Service Changes	Carry out specific communication and education if new services are introduced, if existing services are changed, or if regulatory changes are made (e.g. 2 change in bin sizes)	New	As required	Waste levy and rates funded	Indirect support to ensure maximum take-up of new or amended services.
E3 Community Zero-Waste Action Group	Establish a community-led zero waste action group/waste reference group, support by Council through coordination and some funding, to deliver project areas prioritised and planned by the community	New	Ongoing	Minimal funding required	Indirect support
E4 Rural Communities	Work with rural communities to understand specific issues and opportunities for waste minimisation	New	2020	Waste Levy	Rural support to understand rural issues and opportunities
E5 Work with Partners	Work closely with iwi and other regional partners to ensure culturally appropriate waste management methods where possible	Existing	Ongoing	Minimal cost	Indirect support
E6 Web-based Communications	Improve web-based information on services, options, waste minimisation, and 'waste 101' facts, potentially as a stand-alone website.	New	Ongoing	Waste levy funds and rates funded ongoing	Indirect support



Collections

REFERENCE & TITLE	DESCRIPTION	NEW OR EXISTING ACTION	TIMEFRAME	FUNDING	CONTRIBUTION TO TARGETS
C1 – Existing Kerbside Collections	Maintain and expand existing kerbside recycling collections; at least to align rubbish and recycling collection areas. Survey residents to find out why they aren't using it.	New and existing	2020 – 2022	Waste levy, rates funding, user charges	300 tonnes per landfill could be diverted if 80% participation and 80% capture could be achieved for recycling
C2 User-pays Rubbish Collections	Maintain existing kerbside user-pays rubbish bag collection, with potentially part of the cost of collection covered by general rates, and the remainder by user charges, with the appropriate user pays/rates proportion to be investigated and agreed through the annual fees and charges process.	Existing	2020 – 2022	Rates funding and user charges	General support by encouraging use of diversion options
C3 Food Waste Collections	Investigate the provision of a weekly kerbside food waste collection service, once regulation for kerbside rubbish collections is in place and recycling collection participation has been improved.	New	From 2023	Waste levy and rates funded	500 tonnes could be diverted from landfill if 80% participation and 80% capture can be achieved. However this is very dependent on ensuring households make use of options to divert waste from landfill.
C4 Garden Waste Options	Encourage households to make use of preferred options for garden waste, such as home composting, delivery to a centre, or private collections.	Ongoing	2020	Waste levy	Supporting action. Householders need to make use of alternatives rather than sending green waste to landfill.
C5 Gaps in Service – Rural, Farm, Green and Business Wastes	Work with and facilitate key local businesses to fill gaps in waste services that integrate with Council's services, such as farm waste collections, green waste collections, and business recycling services.	New	2020	Waste levy	Depending on the services implemented, this action has the potential to have a significant impact in reducing the amount of recyclables and organic waste going to landfill.
C6 Rural Communities	Work with rural communities to investigate opportunities to deal with silage and bale wrap and other agriculture related recyclables	New	2020	Waste Levy	Rural support to assist working towards our target to minimise waste to landfill and the environment

Infrastructure

REFERENCE & TITLE	DESCRIPTION	NEW OR EXISTING ACTION	TIMEFRAME	FUNDING	CONTRIBUTION TO TARGETS
IN1 District Landfill	Maintain the district landfill to ensure cost-effective access to disposal services into the future	Existing	Ongoing	User charges	Indirect support as long as full cost recovery is in place
IN2 Landfill Charging	Review the charging at the landfill to ensure that this is on a full cost-recovery basis	Existing	Ongoing	User charges	Continuing to ensure that landfill charges are on a full cost-recovery basis will encourage use of alternatives to divert waste from landfill
IN3 Drop-off Points and Transfer Stations	Review the cost-benefit of each drop-off point and transfer station and survey customers to ensure best location, number, and material ranges at each	Existing	Ongoing	Rates funded	Providing the most appropriate services to each area will ensure that maximum diversion and value for money is achieved
IN4 Composting Options	Work with local industry and community to develop a local solution for composting food waste and green waste	New	2022	Minimal funding initially	Indirect, but particularly important if Council introduces a food waste collection
IN5 Construction, Demolition, Commercial and Industrial Waste	Investigate the feasibility of incorporating C&D and ICI recovery at the district landfill site, and implement preferred option	New	2021-22	Waste levy funding, user charges	Once alternatives are in place, these materials can be kept out of the landfill. Anything up to e.g. 250 tonnes per annum
IN6 Community Reuse Centre	Investigate the potential to work with community to develop a community reuse/recovery centre for reusable items and some difficult materials, such as polystyrene and mattresses	New	2020	Waste levy funding, external funding	Small diversion from landfill (perhaps 50–100 tonnes per annum, depending on the range of materials) but added benefit in increasing awareness and education

Leadership & Management

REFERENCE & TITLE	DESCRIPTION	NEW OR EXISTING ACTION	TIMEFRAME	FUNDING	CONTRIBUTION TO TARGETS
LM1 Advocacy	Advocate to government for action in areas such as extended producer responsibility	Existing	Ongoing	Minimal cost	Supporting action
LM2 Work with Partners	Work closely with mana whenua, community groups, and the private sector to progress opportunities for increased waste diversion	Existing	Ongoing	Minimal cost	Supporting action
LM3 New Partnerships	Proactively identify opportunities to work in partnership with neighbouring authorities and other agencies	Existing	Ongoing	Minimal cost	Supporting action
LM4 Council's Policies	Review Council's procurement policy to require lower-waste Council purchasing	Existing	Ongoing	Minimal cost	Supporting action
LM5 Joint Planning with Neighbours	Explore potential for a joint waste assessment and WMMP with neighbouring councils for next review point.	Existing	Ongoing	Possible cost saving	Supporting action



Funding the Plan

The WMA 2008 requires that the Councils information about how the implementation of this Plan will be funded, as well as information about any grants made and expenditure of waste levy funds.

Funding local actions

There are a range of options available to local councils to fund the activities set out in this plan. These include:

- User charges – includes charges for user-pays collections as well as transfer station gate fees⁴
- Targeted rates – a charge applied to those properties receiving a particular council service
- Waste levy funding – The Government redistributes funds from the \$10 per tonne waste levy to local authorities on a per capita basis. By law 50% of the money collected through the levy must be returned to councils. This money must be applied to waste minimisation activities
- Waste Minimisation Fund – Most of the remaining 50% of the levy money collected is redistributed to specific projects approved by the Ministry for the Environment. Anyone can apply to the WMF for funding for projects
- Sale of recovered materials – The sale of recovered materials can be used to help offset the cost of some initiatives
- Private sector funding – The private sector may undertake to fund/supply certain waste minimisation activities, for example in order to look to generate income from the sale of recovered materials etc. Council may look to work with private sector service providers where this will assist in achieving the WMMP goals.

Funding considerations take into account a number of factors including:

- Prioritising harmful wastes
- Waste minimisation and reduction of residual waste to landfill
- Full-cost pricing – ‘polluter pays’
- Public good vs. private good component of a particular service
- That the environmental effects of production, distribution, consumption and disposal of goods and services should be consistently costed, and charged as closely as possible to the point they occur to ensure that price incentives cover all costs
- Protection of public health
- Affordability
- Cost effectiveness.

The potential sources of funding for each of the actions are noted in the tables in Part B of the WMMP. Budgets to deliver the activities set out in this plan will be carefully developed through our Annual Plan and Long Term Plan processes. The approach taken will be to implement as many of the activities as possible while controlling costs and, where possible, taking advantage of cost savings and efficiencies. It is anticipated that by setting appropriate user charges, reducing costs through avoided disposal, more efficient service delivery from joint working, and targeted application of waste levy money, the increased levels of waste minimisation as set out in this WMMP will be able to be achieved without overall additional increases to the average household cost.

TA Waste levy funding

Council receive, based on population, a share of national waste levy funds from the Ministry for the Environment. It is estimated that at the current rate of \$10 per tonne our council's total share of waste levy funding will be approximately \$57k per annum.

The WMA requires that all waste levy funding received by Councils must be “spent on matters to promote waste minimisation and in accordance with their WMMP”.

Waste levy funds can be spent on ongoing waste minimisation services, new services, or an expansion of existing services. The funding can be used on education and communication, services, policy research and reporting, to provide grants, to support contract costs, or as infrastructure capital.

We intend to use our waste levy funds for a range of waste minimisation activities and services as set out in the Action Plan.

In addition, we may make an application for contestable waste levy funds from the Waste Minimisation Fund, either separately, with other councils, or with another party. The Waste Minimisation Fund provides additional waste levy funds for waste minimisation activities.

Funding business and community actions

Councils have the ability under the WMA 2008 to provide grants and advances of money to any person, organisation or group for the purposes of promoting or achieving waste management and minimisation, as long as this is authorised by the WMMP.

Council will investigate the development of a grants program where businesses, community groups, and other organisations can apply for funding from council for projects which align with and further the objectives of this WMMP.

⁴ Most councils in the region own transfer stations and/or landfills and are able to set the fees at these facilities and can derive income from these activities. In accordance with s46 (2) of the Act, the Councils can charge fees for a facility that are higher or lower than required to recover the costs to provide the service, providing the incentives or disincentives will promote waste minimisation.





Monitoring evaluating and reporting progress

Monitoring and Reporting

This WMMP contains a number of actions with timeframes (refer to Part B), as well as a set of waste minimisation targets (refer section 2.4).

Each of these actions and targets will be reported against in terms of progress to Council.

Part C

Supporting Information



Glossary of Terms

C&D Waste	Waste generated from the construction or demolition of a building including the preparation and/or clearance of the property or site. This excludes materials such as clay, soil and rock when those materials are associated with infrastructure such as road construction and maintenance, but includes building-related infrastructure.
Cleanfill	A cleanfill (properly referred to as a Class 4 landfill) is any disposal facility that accepts only cleanfill material. This is defined as material that, when buried, will have no adverse environmental effect on people or the environment.
Disposal	Final deposit of waste into or onto land, or incineration
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.
Domestic Waste	Waste from domestic activity in households.
ETS	Emissions Trading Scheme
Food waste	Any food scraps – from preparing meals, leftovers, scraps, tea bags, coffee grounds
Green waste	Waste largely from the garden – hedge clippings, tree/bush prunings, lawn clippings
Hazardous waste	Waste that can cause harm or damage, to people or the environment, like strong chemicals, shouldn't go in to landfills.
ICI	Industrial, Commercial, Institutional
Landfill	Tip or dump. A disposal facility as defined in S.7 of the WMA 2008, excluding incineration. Includes, by definition in the WMA 2008, only those facilities that accept 'household waste'. Properly referred to as a Class 1 landfill
LGA	Local Government Act 2002
LTP	Long Term Plan
Managed Fill	A disposal site requiring a resource consent to accept well-defined types of non-household waste, e.g. low-level contaminated soils or industrial by-products, such as sewage by-products. Properly referred to as a Class 3 landfill.
MfE	Ministry for the Environment
MGB	Mobile garbage bin – wheelie bin.
MRF	Materials Recovery Facility
MSW	Municipal Solid Waste
New Zealand Waste Strategy	A document produced by the Ministry for the Environment in 2010. Currently being reviewed.
NZWS	New Zealand Waste Strategy
Putrescible, garden, greenwaste	Plant based material and other bio-degradable material that can be recovered through composting, digestion or other similar processes.
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) Lessening waste generation, including by using products more efficiently or by redesigning products; and b) In relation to a product, lessening waste generation in relation to the product
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
RRP	Resource Recovery Park
RTS	Refuse Transfer Station
Rubbish	Waste, that currently has little other management options other than disposal to landfill
Service Delivery Review	As defined by s17A of the LGA 2002. Councils are required to review the cost-effectiveness of current arrangements for meeting the needs of communities within its district or region for good-quality local infrastructure, local public services, and performance of regulatory functions. A review under subsection (1) must consider options for the governance, funding, and delivery of infrastructure, services, and regulatory functions
TA	Territorial Authority (a city or district council)
Transfer Station	Where waste can be sorted for recycling or reprocessing, or is dumped and put in to larger trucks for transport to landfill
Treatment	<ul style="list-style-type: none"> a) Means 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; but b) Does not include dilution of waste
WA	Waste Assessment as defined by s51 of the Waste Minimisation Act 2008. A Waste Assessment must be completed whenever a WMMP is reviewed
Waste	<p>Means, according to the WMA:</p> <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 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 or discarded.
Waste Assessment	A document summarising the current situation of waste management in a locality, with facts and figures, and required under the Waste Minimisation Act.
Waste Hierarchy	A list of waste management options with decreasing priority – usually shown as ‘reduce, reuse, recycle, reprocess, treat, dispose’
WMA	Waste Minimisation Act (2008)
WMMP	A Waste Management and Minimisation Plan as defined by s43 of the Waste Minimisation Act 2008
WWTP	Wastewater treatment plant
Zero Waste	A philosophy for waste management, focusing on Council/community partnerships, local economic development, and viewing waste as a resource. Can also be a target (but not in this case).

Waste Assessment

What we have considered

In preparing this WMMP we have taken into account a wide range of considerations including the following:

- Information on the waste we generate and manage in our district
- Projections of how our population and economy might change over time
- Residents and ratepayer surveys and other resident feedback
- The waste hierarchy
- Public health
- Tangata Whenua worldview on waste
- The potential costs and benefits of different options to manage our waste

The detail of the above information is contained in the Waste Assessment (and other supporting documentation) which is presented in Part C.

We have also taken into account a large number of plans, policies and legislation and their requirements. These include the following:

- The Waste Minimisation Act (WMA) 2008
- The Local Government Act (LGA) 2002
- The Hazardous Substances and New Organisms (HSNO) Act 1996
- The Resource Management Act (RMA) 1991
- The Health Act 1956
- The Health and Safety at Work Act 2015
- Climate Change (Emission Trading) Amendment Act 2008
- The New Zealand Waste Strategy (NZWS)
- Waste Assessments and Waste Management and Minimisation Planning: A Guide For Territorial Authorities (2015)
- Regional Policy Statement for the Hawke's Bay Region (2012)
- The Council's Long Term Plan

Further information on the above plans, policies and legislation and how it has been considered in the formulation on this plan is contained in the Waste Assessment.





Our vision

A “Waste Free CHB”

This vision reflects the intended direction for the district in putting more effort into diversion from landfill, and working closely with the community and businesses.



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