

Notice is given that a Deliberations meeting will be held on:

**Date:** **Wednesday 24 October 2018**  
**Time:** **9.30 am**  
**Meeting Room:** **Ruma Marama**  
**Venue:** **Nelson City Council**  
**110 Trafalgar Street**  
**Nelson**

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## **Deliberations**

### **Joint Waste Management & Minimisation Plan**

### **AGENDA**

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#### **MEMBERSHIP**

<b>Chairperson</b>	Cr CM Maling	
<b>Deputy Chairperson</b>	Cr S Walker	
<b>Members</b>	<b>Nelson City Council</b>	<b>Tasman District</b>
	Cr I Barker	Cr S Bryant
	Cr W Dahlberg	Cr D McNamara
	Cr M Lawrey	Cr D J Ogilvie
	Cr P Matheson	Cr D M Wensley

(Quorum 5 members)

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# AGENDA

## 1 OPENING, WELCOME

## 2 APOLOGIES AND LEAVE OF ABSENCE

### Recommendation

That apologies be accepted.

## 3 CONFIRMATION OF MINUTES

That the minutes of the Joint Waste Management & Minimisation Plan Submissions Hearing meeting held on Tuesday 19 October 2018, be confirmed as a true and correct record of the meeting.

## 4 REPORTS

4.1 Deliberations on the 2018 Joint Waste Management and Minimisation Plan ..... 5



## 4 REPORTS

### 3.1 DELIBERATIONS ON THE 2018 JOINT WASTE MANAGEMENT AND MINIMISATION PLAN

Decision Required

<b>Report To:</b>	Submissions Hearing
<b>Meeting Date:</b>	24 October 2018
<b>Report Author:</b>	David Stephenson, Asset Engineer - Waste Management and Minimisation, Tasman District Council and Johan Thiart, Senior Asset Engineer – Nelson City Council
<b>Report Number:</b>	RSH18-10-01

#### 1 Summary

- 1.1 The Nelson City and Tasman District Councils have statutory responsibility to adopt a waste management and minimisation plan which must be reviewed at least every six years. The two councils have taken the decision to work together and in 2012 produced the first joint WMMP. The 2012 Plan was due for review in 2018.
- 1.2 A joint Working Party was established in September 2017 (Tasman District Council) and December 2017 (Nelson City Council) to carry out the review, and update the Plan for public consultation. The review was based on a waste assessment that was completed in 2017, as required by the Waste Minimisation Act 2008. A combined working party of councillors from the two councils determined in early 2018 that the 2012 plan was still largely fit for purpose, with some amendments. The Plan was updated on this basis to produce the proposed WMMP for consultation.
- 1.3 The consultation on the proposed Nelson Tasman Waste Management and Minimisation Plan was open for one month, closing 17 September 2018.
- 1.4 The JWMP is intended to provide a policy framework for the councils to carry out the waste management and minimisation activities for which they are responsible.
- 1.5 While councils can work with and advocate to central government, they are required to work within current policy and legislation. This is the context within which the JWMP provides the framework for Nelson Tasman; the two councils have a level of influence and control over some of the waste streams, but are not able to set high level policy and regulations.
- 1.6 The recommendations of this report are consistent with previous Council decisions on solid waste management. Many of the outcomes depend partly or completely on other parties' waste-related practices over which the councils have limited control.

<b>2 Draft Resolution</b>
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**That the Submissions Hearing:**

- 1. receives the report Deliberations on the 2018 Joint Waste Management and Minimisation Plan and its attachments (Attachments 1, 2 and 3); and**
- 2. delegates any minor amendments to the Joint Waste Management and Minimisation Plan to the Chair and Deputy Chair of the Nelson Tasman Joint Waste Working Party; and**
- 3. approves the proposed 2018 Nelson Tasman Joint Waste Management and Minimisation Plan as per Attachment 3; and**
- 4. approves that the 2018 Nelson Tasman Joint Waste Management and Minimisation Plan be presented to the Nelson City Council and Tasman District Council for adoption.**

### 3 Purpose of the Report

- 3.1 To provide information to assist the Joint Working Party in deliberating on the submissions to the proposed Joint Waste Management and Minimisation Plan (JWMMP) for Nelson/Tasman.

### 4 Background and Discussion

#### Legislative basis

- 4.1 The Nelson City Council and 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.
- 4.2 The review and amendments to the 2012 Plan, and subsequent consultation process were carried out according to the Waste Minimisation Act 2008 and the Local Government Act 2002.

#### Summary of submissions

- 4.3 The councils received 41 submissions. Nine indicated they wished to speak at the hearings.
- 4.4 Eighteen submitters specifically indicated they generally supported the direction of the Plan as proposed. None indicated they did not support the proposed Plan in its entirety. Those requesting changes or additions generally implied these were in addition to the current content of the Plan, or to replace or modify selected section(s). While 22 submitters did not request any changes to the Plan itself, all but one of the submitters made operational or funding requests of either or both councils. These requests will be considered by each Council when developing their action plan to implement the JWMMP.
- 4.5 Key themes raised most frequently in submissions, and the number mentioning them were:
- Invest more in education, information, promotion (17)
  - Provide composting, green waste bins or services (14)
  - Support, promote product stewardship (13)
  - Collaborate / engage with businesses (12)
  - Focus on waste reduction or avoidance (10)
  - Invest more / provide plastic recycling, reduce plastic (9)
  - Work with, engage with community groups (9)
  - Take action, lead by example (9)
  - Make packaging recyclable (9)
- 4.6 Other significant themes, all with eight mentions included:
- Target waste reduction in the business sector
  - Measure progress
  - Include Zero Waste as the vision

- 4.7 Themes with four to seven mentions include:
- Set up a Waste Minimisation Innovation Fund
  - Support for a container deposit scheme
  - Collect recycling from businesses
  - More public recycling bins
  - Concern at effect on environment, waterways
  - Concern at illegal dumping, fly tipping (linked to charges)
  - Support for recycling of plastics locally
  - Support for better waste separation
  - Increase e-waste and battery recycling
  - Establish a community waste forum.
- 4.8 The majority of the themes mentioned were either operational requests and / or had funding implications for the councils to consider for implementation.
- 4.9 Attachment 2 contains a detailed breakdown of each submission and staff comments for the Working Party to consider whether or not each requested amendment is to be made within the scope of submissions.
- 4.10 Submissions on behalf of Ngāti Kuia, Ngāti Apa, Ngāti Koata, Te Atiawa and Ngati Tama generally support the plan. The submissions on behalf of Te Atiawa and Ngati Tama asked that the section on the Kaitiakitanga principles be updated, as well as other specific requests.
- 4.11 A small number of comments were made through social media, expressing a range of views generally similar to those raised in submissions.

### Recommended changes

- 4.12 Having considered all submissions it is recommended that the plan be adopted with minor amendments, as summarised on **Attachment 2**. An updated copy of the plan, with these amendments is attached as **Attachment 3**.

### Vision

- 4.13 The vision statement of the plan is “The communities of the Nelson Tasman region work together to value resources and eliminate waste”.
- 4.14 Key themes in submissions for change were:
- an alternative vision of Zero Waste, with a target date of 2040 (four submitters),
  - an alternative vision of “Nelson Tasman region: New Zealand’s champion Circular Economy” (one submitter).
- 4.15 Staff do not support an amendment to include “zero waste by 2040” because it is unlikely to be achievable and may lead to unintended consequences. Staff also do not recommend an amended vision of a circular economy, as it is referenced in the guiding principles and the councils have little control over this.

**Goals**

- 4.16 The three goals of the plan are “The councils will, with the community: avoid the creation of waste, improve the efficiency of resource use, and reduce the harmful effects of waste”.
- 4.17 A total of eight submitters supported these goals, three did not support them and two suggested changes.
- 4.18 Key themes in submissions for change were:
- that the goals needed to be “SMART” (specific, measurable, achievable, realistic, time bound) (four submitters), and
  - that additional goal of “Nelson Tasman – New Zealand’s first Circular Economy by 2048” be added (one submitter).
- 4.19 Staff do not recommend any changes to the goals. The goals are intended to be a long term aim, rather than a specific target. The goals are closely aligned to the New Zealand Waste Strategy and are considered fit for purpose.

**Guiding principles**

- 4.20 The proposed plan includes seven guiding principles.
- 4.21 A total of seven submitters supported the guiding principles and seven suggested changes.
- 4.22 Key themes in submissions for change were:
- Zero waste through support of a circular economy (four submitters),
  - an additional guiding principle “addressing current waste issues”, recommended changes to the Kaitiakitanga and Stewardship guiding principles (two submissions representing iwi), and
  - that the councils “lead by example”, and that solid waste activities will deliver a “net restorative outcome” (one submission representing iwi).
- 4.23 Staff do not recommend “Zero waste through support of a circular economy” as an additional guiding principle.
- 4.24 Staff recommend an amendment to the “Kaitiakitanga and Stewardship” guiding principles. Staff recommend that the working party delegate authority to staff and the chair and deputy chair to further engage with iwi representatives.
- 4.25 Staff do not recommend a new principle that the councils lead by example. This principle is already included in Policy 1.2 and staff consider that guiding principles should apply to all organisations and individuals, not just the councils.
- 4.26 Staff do not recommend addition of a new guiding principle relating to net restorative outcomes, but recommend that aspects of this principle be reinforced in the Kaitiakitanga and Stewardship guiding principles.

**Objectives**

- 4.27 The proposed plan includes nine objectives, which sit under each of the three goals (two under Goal 1, four under Goal 2 and three under Goal 3).
- 4.28 Six submitters supported the objectives, while one did not support the objectives and six requested amendments to the objectives.
- 4.29 Key themes in submissions for change were:

- to rewrite the objectives with achievable targets (one submitter),
  - that the objectives were unchanged from the previous plan and that it was difficult to measure progress against these objectives (four submitters),
  - that a new specific tourist waste objective be added (one submitter), and
  - that the objectives should have a clearer focus on business waste (two submitters).
- 4.30 Staff do not recommend amendment to the objectives. The view is that the objectives are themes that describe the way in which the community should operate to achieve the goals of the plan. Many of the objectives are qualitative not quantitative statements. A review of a selected number of other regional waste plans indicate a similar approach to objectives.
- 4.31 Targets will be represented in the councils' Long Term Plans and Annual Plans as levels of service and scheduled programmes of work. Performance against the levels of service and programme of work are reported in the councils' Annual Reports.
- 4.32 In the proposed plan the objectives are not targets and performance is measured through the waste reduction indicators (section 11). The plan provides the framework which enables the community (and councils) to set targets through normal council processes. Policy 3.1 also outlines the councils' proposed approach to reporting progress.
- 4.33 Staff do not recommend amendments to the objectives to specifically target tourist waste or business waste reduction. Staff consider that objectives 2, 3, 4 and 5 include commercial businesses. The councils' approach will be to engage with businesses collaboratively and to provide information to the community on business performance (amongst other sectors).

### Policies

- 4.34 The proposed plan includes twenty policies, which sit under the nine objectives. The policies are implemented by the councils using the methods identified under each policy.
- 4.35 Three submitters supported the proposed policies, while four requested amendments.
- 4.36 Key themes in submissions for change were:
- amendment of Policy 1.2 to include a zero waste requirement at all council facilities (one submitter);
  - more specificity in Policy 6.1 (product stewardship policy) (two submitters);
  - support for policies that address resource management and cultural effects of waste facilities (one submission representing iwi).
- 4.37 Staff do not recommend an amendment to Policy 1.2 to include a zero waste requirement for council facilities. Staff support a zero harm approach as articulated in the plan.
- 4.38 Staff do not recommend an amendment to Policy 6.1 (product stewardship) to be more specific. Staff consider that nominating specific products (and whether those products should be managed under a compulsory or mandatory scheme) prevents the councils from taking a considered position on issues as they arise. Product stewardship generally requires development at a national level, which is where council advocacy in support is most effective.
- 4.39 Staff recommend amending Policy 8.2 to specifically include the cultural effects of waste. This provision is already included through many resource management regulatory

processes, and specifically acknowledges cultural effects and the status of iwi management plans. The amended wording could read:

*The councils will consider the use of other measures or instruments, including but not limited to by-laws and/or Resource Management Plans to manage the adverse public health, cultural and environmental effects of waste where these effects are not covered by currently available provisions.*

## Methods

- 4.40 The proposed plan includes 53 methods which describe how the councils propose to implement the policies of the plan. The methods outlined in the plan do not include funding or programmes – this will be determined by the councils through their normal Long Term Plan and Annual Plan processes.
- 4.41 Most submitters to the plan supported existing activities of the councils or asked for new activities or more of existing activities. Activity requests are already enabled by the methods in the proposed plan, but the priority, funding and programming of these activities will be decided by the councils after the adoption of the plan.
- 4.42 Several submitters identified activities that required new or amended methods – these are identified below.
- 4.43 Several submitters identified that there was no method for implementation of Policy 1.4. Officers recommend the following new method:
- 4.44 Method 1.4.1 The Councils will consider including the consideration of waste avoidance, waste reduction and waste reuse in the development of project business plans.
- 4.45 Several submitters identified the need for the councils to provide litter bins and support for community litter collections. These services are provided by different business units within the Councils and the methods in the plan are considered fit for purpose.
- 4.46 Several submitters also identified the need for the councils to address adverse effects of closed and operational facilities. Officers recommend the following amendment to Method 8.1.1:
- Method 8.1.1 The Councils will annually review compliance with resource consents for operational and closed waste facilities.*
- 4.47 Several methods indicated that councils will investigate particular issues, without explicitly stating that they may also support or fund solutions (for example, Method 5.1.4).
- 4.48 Waste avoidance can only be achieved by whole community commitment. For this reason staff support the establishment of a community waste forum. The purpose of the forum would be to allow common understanding of priorities and values, share information, and build a platform for collaborative change and recommend that the following method be added to the plan. Staff recommend that the following method be added to the plan:
- Method 2.1.4 The councils will support establishment of a regional community waste forum, or similar body, to allow common understanding of priorities and values, share information, and build a platform for collaborative change.*
- 4.49 Several other typographical errors were noted by submitters, which will be corrected.

**Funding the plan**

- 4.50 Section 9 of the plan sets out the proposed funding of activities by the councils. The waste plan does not determine council funding, but must describe how central government funding will be spent.
- 4.51 Central government, through the Secretary for the Environment, distributes 50% of the waste disposal levy to local government, on a population pro rata basis. Each of the two councils receive in the order of \$200,000 per annum.
- 4.52 The scope of funding proposed in the waste plan is broad, to enable the councils to make decisions from year to year on the use of central government funding.

**Grants**

- 4.53 Section 10 of the plan sets out how the councils may make grants or other payments for promoting or achieving waste management or minimisation. This is a requirement of Section 47 of the Waste Minimisation Act.
- 4.54 The description in the plan of the circumstances under which the councils may make grants or other payments is intentionally broad, to enable the councils to make decisions annually on the payment of grants and other payments.
- 4.55 A number of submitters requested that the councils establish a contestable waste fund. Officers do not recommend that this be explicitly included in the waste plan.
- 4.56 While officers support funding of waste management and minimisation activities through the use of grants where there is a demonstrated benefit, it is not recommended that the terms and conditions of grants and funding are included in the waste plan, as any changes to these terms and conditions would require an amendment to the plan.

**5 Options**

- 5.1 As the councils are required to have a waste management and minimisation plan, a do nothing option is not recommended. The Working Party has reviewed the 2012 WMMP and determined that it is largely fit for purpose, with some amendments.
- 5.2 The two options are:
  - Option 1: Retain majority of Plan with selected amendments.
  - Option 2: Reconsider overall direction, full re-write.

<b>Option 1: Retain majority of Plan with selected amendments</b>	
Advantages	<ul style="list-style-type: none"> <li>• Would provide increased certainty on the councils’ approach and enable the Working Party to recommend the JWMP for adoption to both councils by the end of 2018</li> <li>• Consistent with the majority of submissions and stakeholder feedback before the consultation</li> <li>• Generally aligned with what is practically achievable by both councils</li> <li>• Gives effect to the feedback received in iwi submissions and prior discussions</li> </ul>

	<ul style="list-style-type: none"> <li>Provides a basis for both councils to move to the implementation phase promptly</li> </ul>
Risks and Disadvantages	<ul style="list-style-type: none"> <li>A small number of submitters and parts of the community might consider the result is not sufficiently aspirational</li> </ul>
<b>Option 2: Reconsider overall direction, full re-write</b>	
Advantages	<ul style="list-style-type: none"> <li>Could provide an aspirational goal and more detailed targets, depending on what the Working Party seeks to include</li> </ul>
Risks and Disadvantages	<ul style="list-style-type: none"> <li>Inconsistent with prior Working Party decision that the 2012 WMMP is largely fit for purpose with some amendments to update the Plan</li> <li>Increased cost and delayed completion of the review process, as required by the Waste Minimisation Act 2008</li> <li>Might result in a significantly modified document that no longer has the support of the majority of submitters and stakeholders, and might require a second engagement and consultation process</li> <li>Delay in implementation by the councils</li> <li>Risk that goals are not achievable</li> </ul>

## 6 Implementing the plan

- 6.1 Staff note that the purpose of the plan is to set the strategic direction for the councils, not to determine a programme of work or funding. The scope of the plan is intentionally broad to enable a wide range of services and programmes to achieve waste minimisation.
- 6.2 The cost of amending the waste plan is reasonably high. To amend the plan the councils must first complete a waste assessment and then use the special consultative process outlined in Section 83 of the Local Government Act.
- 6.3 While 22 submissions did not request any changes to the Plan itself, almost all of the submitters made operational or funding requests of the councils. If the councils support the requests in principle then the plan should allow for these programmes, but the funding and timing of particular programmes or services will be determined by each council through their Annual Plans and Long Term Plans, not through the waste plan.
- 6.4 Staff recommend that the councils work collaboratively on a joint action plan to determine a proposed programme of work that supports the JWMP. This action plan would likely look forward three years and be reviewed annually, in alignment with other council planning processes. These action plans will include SMART performance indicators.

## 7 Conclusion

- 7.1 There is a statutory requirement to review the Joint Waste Management and Minimisation Plan for the Nelson Tasman region in 2018. The plan has been consulted on and submissions heard by the Waste Working Party.
- 7.2 The working party now needs to deliberate on these submissions and approve/or not approve the plan to be submitted to the two councils.

## 8 Strategy and Risks

- 8.1 There is a risk that central government policy changes on waste management and minimisation within the next one to two years. While this may occur, the proposed Plan is a sufficiently robust framework to enable the two councils to update their activities. The councils are still obliged to update the Plan in a timely manner. If central government policy changes significantly, it might trigger a review of the joint WMMP within the six year deadline.
- 8.2 There is a risk that decisions on the final form of the Plan in response to submissions will not be supported by all submitters or parts of the wider community. Both councils, in implementing the updated Plan, will do so within the extent of their obligations under legislation for waste management and minimisation. It is the subsequent implementation phase that is likely to attract the most community interest, rather than in setting the overall policy framework for the two councils.

## 9 Policy / Legal Requirements / Plan

- 9.1 The Nelson City Council and Tasman District Council each have a statutory responsibility to adopt a waste management and minimisation plan, and to review this plan at an interval of not more than six years.
- 9.2 Section 44 of the Waste Minimisation Act sets out the requirements for amending a waste management and minimisation plan. The review and amendment of the 2012 Plan has been completed in accordance with section 44 of the Waste Minimisation Act and the subsequent consultation has been completed in accordance with section 83 of the Local Government Act.
- 9.3 The recommendations in this report support the following Nelson City Council and Tasman District Council Community Outcomes –
- “Our unique natural environment is healthy and protected”*
- “Our urban and rural environments are people-friendly, well planned and sustainably managed”*
- “Our infrastructure is efficient, cost effective and meets current and future needs”;*
- “Our communities are healthy, safe, inclusive and resilient”;*
- “Our Council provides leadership and fosters partnerships, a regional perspective, and community engagement.”*
- “Our region is supported by an innovative and sustainable economy”*

## 10 Consideration of Financial or Budgetary Implications

- 10.1 There is no direct financial impact within or as a result of this report. The two Councils will independently determine how they wish to fund and implement the Plan, once adopted.

## **11 Significance and Engagement**

11.1 This matter is of medium significance because it relates to the policy framework for waste management and minimisation across the Nelson Tasman region.

## **12 Conclusion**

12.1 The councils have reviewed the Nelson Tasman Joint Waste Management Plan (2012), prepared an amended plan and published this document for public consultation. Submissions have been heard and considered by the joint waste working party.

12.2 Having considered submissions, staff recommend minor amendments to the plan, as outlined in this report. Staff recommend that the joint waste working party recommend to the councils that they adopt the amended plan attached to this report

## **13 Next Steps / Timeline**

13.1 If the joint waste working party accept staff recommendations, the amended Plan will be considered for adoption by the Nelson City Council Infrastructure Committee on 15 November 2018 and the Tasman District Council Engineering Services Committee on 6 December 2018.

## **14 Attachments**

1.	Joint Waste Management and Minimisation Plan - Staff Comments	17
2.	Summary of Changes to Joint Waste Management and Minimisation Plan	29
3.	Draft Joint Waste Management and Minimisation Plan with recommended changes	31



Sub ID	Name	Summary of submission	Officer comment	Action
19229	Mrs Noelia O'Leary	Reduce waste	Policy is aligned with request.	No change
		Make it easier to recycle plastics	Policy is aligned with request.	No change
		Soft plastic collection	The policy allows us to investigate including this with kerbside collection. However, the currently available diversion opportunity through shopping outlets are considered to be more effective and efficient.	No change
		More public recycling bins	The policy allows us to investigate this. However, our current approach is that you are responsible for your own waste and that you should take it home for further management. Recycling drop off points are available for visitors.	No change
		More education	Policy is aligned with request.	No change
19230	Mr Bruce Geddes	Recycle polystyrene locally, in Hope	The policy allows the Councils to spend money on improving the diversion of polystyrene and such initiatives fit the circular economy approach.	No change
		More education	Investigate.	No change
		Education	Policy is aligned with request.	No change
		Product stewardship	Policy is aligned with request.	No change
19231	Ms Rachel Hessay	TDC to provide green waste bins	Diversion of green waste is aligned with policy. Kerbside separated green waste diversion is available through commercial enterprises in Nelson and Tasman. Could consider assisting residents through including subsidy payable to residents. This is consistent with the use of grants (subsidy) to remove barriers to the uptake of goods or services that support JWMMP outcomes.	No change
19232	Mr Bryant Quarterman	Waste recovery should be higher priority	While recovery is lower down on the hierarchy it is not a lower priority.	No change
		Install more rubbish bins	The general approach is to encourage people to own responsibility for their own waste. However, strategically placed bins do have a place within the waste strategy. Research suggests that people will not walk more than 5 metres to find a bin. Litter is managed by specific activity (Parks, transport etc)	No change
		Education	Policy is aligned with request.	No change
		Protection of environment is important	Policy is aligned with request.	No change
19234	Mr Dan McGuire	Waste charges have resulted in increased dumping of waste	Illegal dumping is anti-social behaviour rather than directly related to charges. However, if the illegal dumping of waste is directly linked to costs then it needs to be acknowledged that our options to respond by decreasing solid waste charges are limited. We would either need to increase rates take or focus on lowest cost disposal of waste (This action is contrary to Waste Minimisation Act). The Councils support community led clean ups.	No change
		The increase in charges was aimed at diverting waste from landfill.	The increase in charges is to match the cost of providing the level of service that Nelson and Tasman ratepayers rely on. Solid waste costs are subsidised by general rates where waste disposal levies do not cover costs of solid waste activities.	No change
19236	Mr Stephen Johnsen	Engage with manufacturers to change to recyclable packaging, charge manufacturers waste costs (product stewardship)	Policy is aligned with request. The councils support mandatory product stewardship.	No change
		Make it easy for people to do the right thing.	The policy response is to inform the public of their responsibilities.	No change
19238	Mrs Nicola Hayman	Support waste free workshops to avoid, reduce waste	Provision in plan. Changing technology means that workshops are far from the only option so we should be careful not to limit ourselves to investigating one activity. The outcome is to better equip individuals, groups and business to avoid the creation of waste.	No change
19239	Miss Rebekah Joy	Support community compost service	Diversion of green waste is aligned with policy. Kerbside separated green waste diversion is available through commercial enterprises in Nelson and Tasman District. Proposed scheme could be supported. Refer LTP and AP.	No change
		Reward sustainable/environmentally sound choices	Could consider assisting residents through including subsidy payable to residents, extending the reach of the existing subsidy system to purchase alternative greenwaste services from service providers.	No change
19241	Mr Neil Page	Reduce dog numbers	It is apparent that if there are fewer dogs that there will be less demand for dog litter disposal.	No change

Sub ID	Name	Summary of submission	Officer comment	Action
19242	Mr Mark Quinney	Stricter control on what goes to landfill	Policy is aligned with request. Councils will need to carefully consider limits on material able to be landfilled.	No change
19243	Ms Sandra Quiggin	More recycling bins in Murchison, elsewhere TDC	The general approach is to encourage people to own responsibility for their own waste. However, strategically placed bins do have a place within the waste strategy. Research suggests that people will not walk more than 5 metres to find a bin. Refer AMP, LTP and AP.	No change
		Cheaper electric cars (greenhouse gases)	While this is outside the scope of this plan it is important that the Councils need to work towards developing strategies that will facilitate the responsible disposal of waste associated with these vehicles (and other modern appliances) and components when these become redundant. Product stewardship is considered the preferred approach to fund the disposal of this type of waste.	No change
		Keep our waste in New Zealand	Policy is aligned with request.	No change
		Environmental responsibility	Policy is aligned with request.	No change
19244	Ms Erin Colane	Enviro Action Group seeks involvement, keen to help out.	Note support.	No change
19246	Ms Kirsty Tough	More education on composting	Policy is aligned with request.	No change
		Better promotion of services available	Policy is aligned with request.	No change
		More soft plastic collection locations	Policy is aligned with request. Our current strategy is to encourage the commercial sector to provide and improve on this service.	No change
19247	Ms Elizabeth Dooley	Provide compost bins/collection, community composting initiative should be encouraged	Policy is aligned with request. Refer AMP, LTP and AP.	No change
19248	Mr Peter Mayes	The Councils collect recycling from businesses	The commercial sector needs in terms of waste minimisation are diverse and businesses are best placed to make commercial decisions. The Councils will investigate providing these services.	No change
19249	Mrs Alexandra Mitchell	Work with central government to reduce plastic packaging; manufacturers to pay recycling costs; need packaging guidelines	There is a voluntary Packaging Forum active in New Zealand. Policy is aligned with request.	No change
19250	Ms Claudia Teunissen	We need to process locally rather than overseas	Policy is aligned with request. The Plan prioritises the development of circular economy (specifically through national advocacy).	No change
		Consumers need to be better informed	Policy is aligned with request.	No change
		Stricter compliance in rural area where businesses are reportedly burning waste and fly tipping	Policy is aligned with request. Education is a priority in the Plan and should be rolled out to target the rural communities. Review bylaws and intensify enforcement.	No change
		Need to include methods to improve waste management of tourists	Policy is aligned with request. Freedom camping managed via separate bylaws.	No change
		Need to ensure that responsibility and accountability is clearly defined	Policy is aligned with request. Refer: AMP, LTP, AP and AR.	No change
		Explore all disposal options	Policy is aligned with request.	No change
		Commercial enterprises should be more strictly controlled and be liable for all costs associated and encourage to improve waste management in the best sustainable way	Policy is aligned with request. Business owners understand their business best and they can interact with council officers to developed improved processes.	No change
		Building waste materials management needs to be improved	Policy is aligned with request. Business owners understand their business best and they can interact with council officers to developed improved processes.	No change
		Increased fees will generate fly tipping	Illegal dumping is anti-social behaviour rather than directly linked to solid waste charges. However, if the illegal dumping of waste is directly linked to costs then it needs to be acknowledged that our options to respond by decreasing solid waste charges are limited. We would either need to increase rates take or focus on lowest cost disposal of waste (This action is contrary to Waste Minimisation Act).	No change
		Use council rates to fund free waste disposal	Contradictory to user pays principles.	No change

Sub ID	Name	Summary of submission	Officer comment	Action
		Has removal/disposal of cadavers been considered?	Policy is aligned with request.	No change
		Management of electronic waste needs to be improved	Policy is aligned with request.	No change
		Create more drop off areas for waste and litter	Policy is aligned with request. Refer AMP, LTP and AP.	No change
		Make collection of batteries mandatory	Battery disposal is facilitated as set out on the Council websites.	No change
		Have owners of cars pay for disposal of abandoned cars	Councils have programmes in place.	No change
		Introduce recycling of containers specifically in rural areas.	Assume submitter requests kerbside recycling services extended to rural areas. TDC is planning on additional bins. Refer AMP, LTP and AP.	No change
		Introduce a 10c bottle deposit for plastic and glass containers (container deposit scheme)	The councils will continue to advocate and support the introduction of bottle deposits.	No change
		Look at commercial waste that could be used for other purposes.	Policy is aligned with request.	No change
		Encourage community groups to better manage waste.	Regular meetings with community groups could improve all round understanding of constraints and opportunities.	No change
19251	Ms Joanna Santa Barbara	Consider adding mention of link to Climate Plan, mitigation of climate change	Policy is aligned with request. The guiding principles, i.e. full cost accounting and global citizenship, includes consideration of greenhouse gas (GHG) emissions and other externalities.	No change
		Introduce bottle and can deposit scheme	The councils will continue to advocate and support the introduction of bottle deposits.	No change
		Advise against bottled water use	Education on waste avoidance aims to reduce wasteful behaviour in general terms and is supported through promotions supported by the Councils.	No change
		Recover more landfill methane	Policy is aligned with request.	No change
		Meticulously deal with refrigerant gases	The removal and destruction of refrigerant gases are included in the disposal changes in Nelson. Refrigerants are among the most potent greenhouse gases and reducing environmental harm through this action. Refer AMP, LTP and AP.	No change
		Establish 'waste ambassador' to advise businesses on waste minimisation	Policy is aligned with the request. Both Councils have budgets and employ officers who act as "Ambassadors" related to solid waste management matters and other sustainability issues.	No change
19252	Mr Chris Wiratt	Work with non-council contractors to provide cheaper option for greenwaste	Where services are provided by commercial entities the Councils will generally rely on these entities to provide these services. Policy 4.2.1 provides for financial support of these services where they meet the objectives of the plan.	No change
		Council wheeler bin service to include greenwaste	The councils would not change the levels of service without consulting the public.	No change
19258	Mrs Susanne Toder	Encourage/enforce reduction of packaging, compulsory packaging return, own use containers	Policy is aligned with submission.	No change
		Urge all supermarkets to provide soft plastic collection	Policy is aligned with submission.	No change
19259	Mr Nathanael Rais	There should be a greater focus on development of waste strategies for businesses.	Policy is aligned with submission.	No change
		Increase in the number of recycling bins around the central business district.	Policy is aligned with submission.	No change
		Improvements in the management of food waste.	Policy is aligned with submission.	No change
19260	Mr Kevin Feast	Work with central government to initiate recycling of materials within NZ	Policy is aligned with submission.	No change
19262	Mr Jarom Hippolite	Supports product stewardship and encourage companies and manufacturers based in Nelson Tasman to recyclable packaging	Policy is aligned with submission.	No change
		Create fertiliser plant for garden and food waste	There are commercial collection, drop off and composting services available in the region. The councils will also investigate and may support more services.	No change
19264	Ms Jane	Incorrect information re MOH.	Typos will be fixed, as detailed. Correct typo p31	Fix typos.

A2079200

3 of 11

JWMMP Submissions - detailed responses.xlsx

Sub ID	Name	Summary of submission	Officer comment	Action
	Murray	Add goal and detail on Emissions Trading Scheme	The emission trading scheme is a direct driver of behaviour in that it imposes significant additional costs on the landfill activity. These additional charges will over time bring improved equity to the different treatment options considered in the solid waste management and minimisation activity.	No change
		Include methods for Policy 1.4	New Method 1.A.1 proposed to require waste avoidance and reduction to be considered in business cases and procurement processes.	Add method.
		Closer co-operation between NMM, TDC and NCC to work together on behaviour change programmes.	Policy is aligned with submission.	No change
		Links to greenhouse gases (GHG)	The plan covers GHG generically and encourages councils to develop integrated plans on this matter. The plan will feed into centralised council strategies concerning GHG with guidance in terms of principles and policies driving solid waste management behaviour from a waste reinimisation and management perspective.	No change
19271	Ms Chrystal Pitcher	Disagrees with full-cost pricing principle for landfill charges (disincentive)	Illegal dumping anti-social behaviour rather than directly linked to solid waste charges. The councils need to generate revenue with which these activities can be funded and have initiated landfill charges that allow for the subsidisation of waste management and minimisation initiatives from landfill charges.	No change
		Support materials being processed locally	Policy aligned with request.	No change
		Close landfill (transfer station) on estuary in Richmond due to rubbish blown over fence	Closure of site not proposed. Council endeavours to eliminate wind blown litter from all waste sites, in keeping with resource consent requirements.	No change
		Fly tipping/illegal dumping concern / charges	Councils consider affordability and potential adverse affects when setting user charges	No change
		Promote product stewardship accreditation	Policy aligned with request.	No change
		Work with not-for-profits for recycling, reuse, recovery operations, subsidise their costs due to illegal dumping at re-use premises	Policy aligned with the request.	No change
		Better signs for toxic goods recycling drop off	The councils continuously review the way in which they promote the services available so that the public is well informed. Method 7.7.2 allows for improved facilities.	No change
19272	Karen Driver	Do not support the vision of the plan. Urge the councils to adapt a Zero Waste approach.	The Zero Waste paradigm has the potential to lead to unintended consequences and it is considered that a zero harm approach of this plan is more appropriate and is aligned with the current New Zealand Waste Strategy.	No change
		Do not support the goals as they are not SMART and are not traceable.	The plan provides policy settings for council behaviour within which they can develop operational plans that will be implemented through Long Term Plan and Annual Plans. It is acknowledged that more effective communication could provide confidence within the community that the plans are having a positive effect on the management of waste in our region.	No change
		Request that we add the "Zero Waste through the support of a circular economy" as a guiding principle.	Not supported. The existing plan already includes support for waste avoidance and support of a circular economy approach.	No change
		Objectives should be measurable.	The plan provides policy settings for council behaviour within which they can develop asset management plans and operational plans that are implemented through Long Term Plan and Annual Plans. Performance is measured and reported through Council Annual Reports.	No change
		The community needs to know what the councils intend doing.	Refer to comment above.	No change
		The policies are on the right track but there needs to be more certainty.	Refer to comment above.	No change
		Councils have a big part to play in keeping government on track.	Councils engage with central government but generally work through and with LGNZ and WasteMINZ to better engage with central government.	No change
		Create a transparent and contestable Waste Innovation Fund.	The plan enables the councils to implement this if they choose.	No change

Sub ID	Name	Summary of submission	Officer comment	Action
		Give the JWMMP some teeth and work with the community to develop budgets.	The plan provides policy settings for council behaviour within which they can develop operational plans that will be implemented through Long Term Plan and Annual Plans.	No change
		Support and facilitate behaviour change needed within the community.	Policy aligned with request.	No change
		The figures on landfill tonnages are misleading as it does not inform the public of the full extent of the problem.	The waste assessment covers this with caveats and explains that it does not capture all waste.	No change
		What was achieved in the last six years.	Progress is reported through the Council annual reports.	No change
		Why does the waste assessment and draft plan not reflect 2017 figures.	The timing of the waste assessment caused 2016/17 data to be excluded. The statistics used in the Plan are considered appropriate for the purpose of reviewing the strategy.	No change
		Improved information sharing would get improved public engagement.	Policy aligned with request. The Councils use a variety of communication methods to keep the public informed.	No change
		Do not support the view that home composting will make a significant contribution to diversion of green waste based on evidence.	Dealing with waste at source and using it as a resource is one of a range of options supported by the Councils for the diversion of greenwaste.	No change
		Focus is needed on reducing food waste through support of existing initiatives in the region.	Policy aligned with request.	No change
		There needs to be support given to the industry to improve the management of construction waste.	Policy aligned with request.	No change
		Can you justify the e-waste statistics.	The statistics used in the Plan are based on a national estimate of 17kg per person and considered appropriate for the purpose of reviewing the strategy.	No change
		Over what period are the councils planning to achieve improved diversion rates.	The plan provides policy settings for council behaviour within which they can develop operational plans that will be implemented through Long Term Plan and Annual Plans. Performance is measured and reported through Council Annual Reports.	No change
		Section 8 needs more specific on action to be taken.	The plan provides policy settings for council behaviour within which they can develop operational plans that will be implemented through Long Term Plan and Annual Plans.	No change
		Creating new initiatives to deal with compostable products.	Policy aligned with request.	No change
		Method 1.1.4 is a duplication.	Change numbering in table.	Change number to 1.1.5
		Method 1.2.2: Why not use other agencies to complement actions taken by council officers.	The councils make extensive use of other organisations to provide services to our communities.	No change
		Request to change Method 4.1.1 to include improved quality systems at the MRF	The scope of Method 4.1.1 already includes quality. This is also addressed in Method 5.2.1	No change
		The plan should show the preferred treatment options for waste.	Policy aligned with request. Officers accept that all plans can be improved.	No change
		The councils should allocate targets.	The plan provides policy settings for council behaviour within which they can develop operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans. Performance is measured and reported through Council Annual Reports.	No change
		Method 4.2.5	Need to correct numbering in plan.	Change number to 4.2.6
		The methods do not cover all eventualities.	The methods are generic and inclusive rather than specific. The plan provides policy settings for council to develop operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans.	No change
		The plans does not cover disaster recovery.	Policy aligned with the request by providing five year regional landfill capacity. Disaster management and recovery are managed through specialised council and other agencies. Support is provided to these agencies by solid waste officers.	No change

A2079200

5 of 11

JWMMP Submissions - detailed responses.xlsx

Sub ID	Name	Summary of submission	Officer comment	Action
		The submitter suggests that the plan should direct the Councils to create contestable funds.	The plan provides enables the councils to create grants or contestable funding. The details of this funding will be established through operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans.	No change
		The plan must develop more specific targets.	The plan provides policy settings for council to develop operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans. Performance is measured and reported through Council Annual Reports.	
19275	Mrs Velma Vermaat	Provide more options to separate waste, 'assist and insist'	Policy aligned with request. Refer AMP, LTP and AP.	No change
		Work with central government to reduce packaging, retailers to bear cost of waste/recycling and introduce disposal charges on large items e.g. fridges to cover costs of disposal	Policy aligned with request.	No change
19276	Mr Ben Bushell	Work with Community Compost and provide assistance to establish first modular processing plant	Policy aligned with request. The submitter needs to continue engagement with Councils.	No change
19277	Mr Carlo Wiegand	Zero Waste Vision with target date	The Zero Waste paradigm has the potential to lead to unintended consequences and it is considered that the zero harm approach of the plan is more appropriate.	No change
		Replace with SMART goals	The goals are well aligned with the NZ Waste Strategy. The plan provides policy settings for council to develop operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans. It is acknowledged that more effective communication could provide confidence within the community that the plans are having a positive effect on the management of waste in our region.	No change
		Set clear goals and timeframes	The overriding principle of the plan is aligned with the NZ Waste Strategy that promotes zero harm. Programmes of work are implemented through Asset Management Plans, Long Term Plans and Annual Plans. Performance is measured and reported through Council Annual Reports.	No change
		Add Zero Waste principle with support for circular economy model	The plan provides policy settings for council to develop operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans. Performance is measured and reported through Council Annual Reports. Policy is aligned with request.	No change
		Add measures for objectives	The document includes Waste reduction measures. The plan provides policy settings for council to develop operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans. Performance is measured and reported through Council Annual Reports.	No change
		Make wording clearer on Council as part of the community	The intention is to make it clear that the Councils are a part of the community, not separate from it.	No change
		Policy 5.1 include means to divert organic material (food waste) from landfill	Policy 5.1 includes organic waste.	No change
		Policies on right track but not enough accountability.	The plan provides policy settings for council to develop operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans. Performance is measured and reported through Council Annual Reports.	No change
		Support community initiatives and make the Waste Minimisation Fund accessible to them	The plan provides enables the councils to create grants or contestable funding. The details of this funding will be established through operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans.	No change
		Set targets on waste generated from council operations and waste generated regionally	The plan provides policy settings for council to develop operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans. Performance is measured and reported through Council Annual Reports.	No change
		Implement zero waste requirements at all council facilities, facilities and obligations for all event holders to minimize waste	Policy aligns with request. The plan provides policy settings for council to develop waste reduction plans for events that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans. Performance is measured and reported through Council Annual Reports.	No change

A2079200

6 of 11

JWMMP Submissions - detailed responses.xlsx

Sub ID	Name	Summary of submission	Officer comment	Action
		Fund WasteNoMore initiatives	Policy aligns with request. Policy 4.2.1 provides for financial support of these services where they meet the objectives of the plan.	No change
		Set clear targets, how they will be met and report against targets	The plan provides policy settings for council to develop operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans. Performance is measured and reported through Council Annual Reports.	No change
		Work with community to implement budget, resources in key areas, engage community with implementing Plan instead of token consultation after it was developed	Policy aligns with request. The plan provides policy settings for council to develop operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans. The councils will report on progress and performance is measured and reported through Council Annual Reports.	No change
19278	Mr Klaas Van Maanen	Replace or add Zero waste goal	The Zero Waste paradigm has the potential to lead to unintended consequences and it is considered that the zero harm approach of the plan is more appropriate.	
19279	Mr Kevin Walmsley	Rewrite vision and goals	The development of policy frameworks is reliant on direction from central government and it is expected that significant change is in the pipeline.	No change
		Vision – towards a circular economy by 2048	The vision is aligned with the New Zealand Waste Strategy.	No change
		Rewrite objectives with meaningful and achievable targets	The plan provides policy settings for council to develop operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans. Performance is measured and reported through Council Annual Reports.	No change
		New goal of Nelson Tasman, NZ's first Circular Economic Hub	Outside the scope of the JWMMP and aligned with regional economic development.	No change
		Include meaningful, measurable goals	The goals in the plan are considered fit for purpose and provides a policy framework within which the Councils can plan within normal economic considerations. Performance is measured and reported through Council Annual Reports.	No change
		Make product stewardship key objective	Product management within the larger economy is beyond the direct control of the Councils and requires centralised policy processes that have international implications.	No change
		Adopt Auckland's objectives to reduce harm from residual waste.	The plan is linked to the New Zealand Waste Strategy.	No change
		Be leaders and target zero Council waste by 2033	The councils play an important but limited role in the development of a circular economy but support initiatives to establish this.	No change
		Council and businesses to aim for product stewardship as first priority	Policy is aligned with request, but progress is reliant on central government leadership.	No change
		Set up council unit to achieve circular economy with combined waste budget and full resources, standalone CCO for potential commercial opportunities	The Councils will support a circular economy approach, but the scope of this request is wider than local government.	No change
		Work with central government to implement circular economy goals and targets, incentivise Nelson Tasman as base for onshore waste processing	The plan provides policy settings for council to work with central government. Regional processing of recyclables is enabled by the plan and could be implemented through Asset Management Plans, Long Term Plans and Annual Plans.	No change
		Research initiatives already in place internationally	Policy is aligned with request.	No change
		Work and plan with the community	Policy is aligned with request.	No change
		Fund initiatives – put a figure on Grants	The plan provides the framework but the budgets go through LTP and AP processes.	No change
		Lead by example, audit all Council activities, set initiatives to avoid all waste	Included in Policy 1.2. The performance of the Councils is measured and reported in Annual Reports.	No change
		Engage with producers of waste, whole supply chain	Policy is aligned with request.	No change
		Promote funding availability	Outside the scope of the JWMMP. Refer AMP, LTP and AP.	No change
		Maximise opportunities for resource recovery	Policy is aligned with request. However, one should always do this within the guiding principles to ensure that waste is managed in a responsible way.	No change

Sub ID	Name	Summary of submission	Officer comment	Action
		Set year targets for waste reduction for Councils	The plan provides policy settings for council to develop operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans. Performance is measured and reported through Council Annual Reports.	No change
		Develop infrastructure and processes to enable resource recovery	Policy is aligned with request. However, one should always do this within the guiding principles to ensure that waste is managed in a responsible way.	No change
		Identify local economic development opportunities	Outside the scope of the JWMP and aligned with regional economic development initiatives.	No change
		Work with Central Government	Policy is aligned with request.	No change
		Appoint dedicated circular economy person with budget and planning outcomes	Outside the scope of the JWMP. The councils employ staff and contractors with skill sets to best manage identified work loads that are developed through the LTP and AP processes.	No change
		Implement plan for 30% reduction in Council waste over next 12 months	The plan provides policy settings for council to develop operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans. Performance is measured and reported through Council Annual Reports.	No change
		Plan to eliminate all Council waste by 2048 (2033)	The plan provides policy settings for council to develop operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans. Performance is measured and reported through Council Annual Reports.	No change
		Establish join Councils' procurement strategy for product stewardship and work with suppliers, contractor, other organisations	Best practice solid waste management practices are developed across council disciplines.	No change
		Actively promote funding that is available.	The plan provides enables the councils to create grants or contestable funding. The details of this funding will be established through operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual	
		Councils lead by example.	Policy aligned with request.	
		Engage businesses and community groups on product stewardship	Policy aligned with request.	No change
		Review and research re-processing systems	Policy aligned with request.	No change
		Work with NMIT to establish course on circular economy projects	Policy aligned with request. NMIT is part of the community and assistance will continue to be provided where appropriate.	No change
19282	Miss Annme Hiser	Vision and goal of Zero Waste with target date	Zero waste: The Zero Waste paradigm has the potential to lead to unintended consequences and it is considered that the zero harm approach of the plan is more appropriate.	No change
		Make goals SMART, include goals and methods for each waste type and set timeframes	The plan provides policy settings for council to develop operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans. Performance is measured and reported through Council Annual Reports.	No change
		Make wording clearer on Council as part of the community	The intention is to make it clear that the Councils are a part of the community, not separate from it.	No change
		Add Principle to support circular economy model with zero waste goal	Circular economy is consistent with policy.	No change
		Add measures to objectives	The plan provides policy settings for council behaviour within which they can develop operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans. Performance is measured and reported through Council Annual Reports.	No change
		Policy 5.1 include means to divert organic material (food waste) from landfill	Policy aligned with the request.	No change
		Policies on right track but not enough accountability	Refer AMP, LTP, AP and APs.	No change
		Support community businesses and initiatives, to set up local businesses to deals with materials in NZ, and make Waste Minimisation fund accessible to them	The plan provides enables the councils to create grants or contestable funding. The details of this funding will be established through operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans.	No change

Sub ID	Name	Summary of submission	Officer comment	Action
		Set targets on waste generated from council operations and waste generated regionally	The plan provides policy settings for council to develop operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans. Performance is measured and reported through Council Annual Reports.	No change
		Set up or facilitate commercial composting system or series of facilities that accept bioware and food scraps	Policy is aligned with submission. There are commercial collection, drop off and composting services available in the region.	No change
		Collect landfill methane and set up solar system, compost and minimise methane	Policy is aligned with request.	No change
		Create contestable Waste Minimisation Innovation Fund	The plan provides enables the councils to create grants or contestable funding. The details of this funding will be established through operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans.	No change
		Set clear targets, how they will be met and report against targets	The plan provides policy settings for council to develop operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans. Performance is measured and reported through Council Annual Reports.	No change
		Work with community to implement budget, resources in key areas, engage community with implementing Plan instead of token consultation after it was developed	The plan provides policy settings for council to develop operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans. Performance is measured and reported through Council Annual Reports. It is acknowledged that more effective communication could provide confidence within the community that the plans are having a positive effect on the management of waste in our region.	No change
		Work with government and other councils to facilitate packaging, waste and composting industries to get local legislation for reusable materials, businesses, and compostable plastic replacements	Policy is aligned with the request. There is a voluntary Packaging Forum active in New Zealand.	No change
		More recycling bins	The plan provides enables the councils to create grants or contestable funding. The details of this funding will be established through operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans.	No change
		Funding for community waste education	This is a main focus area of the policy. Each Council would need to consider for implementation.	No change
		Support business initiatives, circular economy initiatives and waste reduction programmes (to make profit, create usable resource, local jobs and save money)	Policy is aligned with request.	No change
19284	Mrs Marina Hirst Tristram	Increase focus on promotion, engagement with businesses, provide tools, self-audit template, information and support new technology use	Policy is aligned with request.	No change
		Share inspiring stories	Education/promotion is a key focus of policies.	No change
19287	Mr Mike Henare	Option to divert, process and reuse timber	Policy enables implementation, if Councils choose to facilitate.	No change
		Consider potential alternative to landfilling waste timber	Policy aligned with request. Refer AMP, LTP and AP. Organisations are encouraged to work through normal Council processes to develop new waste management initiatives.	No change
19290	Mr Bruno Brosnan	Include addressing current waste in community	Policy aligns with request.	No change
		More recyclable waste material incorporated into infrastructure projects, clean fill, composting (urban and commercial)	Policy aligns with request.	No change
		Include support for innovation in waste reduction and recognition of efforts, and awards	Policy aligns with request.	No change
		Discuss with construction sector on council infrastructure procurement processes	For each Council to consider for implementation.	No change

A2079200

9 of 11

JWMMP Submissions - detailed responses.xlsx

Sub ID	Name	Summary of submission	Officer comment	Action
		Integrate the Plan across all council units, procurement practices and standard operational delivery	For each Council to consider for implementation.	No change
		Work with industries to create best practice guidelines for specific activities or wastes	Policy aligns with request.	No change
		Engage further with Fulton Hogan in delivering the Plan, consider including Marlborough District Council in collective waste minimisation discussions	Policy aligns with request.	No change
19297	Mr & Mrs Margaret and Joshua Pattison	Work with businesses to reduce plastic wrap and bags	Policy aligns with request.	No change
19298	Mr Ian Shapcott	Update Kaitiakitanga section as requested	Kaitiakitanga section can be reviewed with iwi.	Work with iwi to review the section.
		Consider adding two principles as detailed: Councils lead by example. Solid waste management will deliver a net restorative outcome (with explanations).	Policy aligns with request. The principle of net restoration forms part of the Kaitiakitanga and Global Citizenship guiding principles. Refer to comment above.	Work with iwi to review the section.
19299	Ms Mary Holz	Waste created in NZ should be dealt with in NZ	Policy is aligned with request.	No change
		Continue education	This is a main focus area of the policy.	No change
		Adequately resource waste elimination and minimisation, make reducing waste simple	Policy is aligned with request. For both Councils to consider for implementation.	No change
		Encourage use of glass milk bottles, soft drinks, investigate levy for glass recycling	Policy is aligned with request. The councils will continue to advocate and will support the introduction of bottle deposits. Refer to AMP, LTP and AP.	No change
		Provide additional collection facilities for small urban households, including for greenwaste and non-recyclable waste	Policy is aligned with submission. There are commercial collection, drop off and composting services available in the region.	No change
		Suitable collection for batteries disposal	Policy is aligned with request. Battery disposal is facilitated as set out on the Council websites.	No change
19300	Ms Kura Stafford	Review of Principle 3 Kaitiakitanga and Guardianship with Ngati Tama [with iwi]	Kaitiakitanga section needs to be reviewed with iwi.	Review of Principle 3
		Inappropriate location/management of landfill	Policy is aligned with submission.	No change
		Contamination of waters, soils including hazardous substances	Policy is aligned with submission.	No change
		Release of contaminants	Policy is aligned with submission.	No change
		Review waste import/export to identify targets and measures	The plan provides policy settings for council to develop operational plans that will be implemented through Asset Management Plans, Long Term Plans and Annual Plans. Performance is measured and reported through Council Annual Reports.	No change
		Include Buller District waste information to track out of district waste	Policy is aligned with submission. Out of district waste is tracked and reported to Councils.	No change
		Monitor and measure waste exported to Kate Valley and any potential impact on Maori values and communities, promote reduction in export of waste to Canterbury	Policy is aligned with submission, but this waste is difficult to monitor as it is outside the control of the councils.	No change
		Apply highest environmental standards to all waste management consents	Policy is aligned with submission. Applied by both Councils through consenting requirement. Social, cultural, environment and economic wellbeing is also considered.	No change
		Locate solid waste facilities away from water ways, wahi tapu and mahinga kai gathering areas	Policy is aligned with submission.	No change
		New landfills or waste disposal sites follow best practice for leachate collection, impermeable liners and landfill gas systems to minimise adverse effects on environment	Policy is aligned with submission. Applied by both Councils through consenting.	No change

A2079200

10 of 11

JWMMP Submissions - detailed responses.xlsx

Sub ID	Name	Summary of submission	Officer comment	Action
		Ngati Tama seek participation at highest level of decision making to give effect to partnership	Out of scope of Plan, for consideration by both Councils.	No change
		Appoint three iwi seats on regional landfill business unit	Out of scope of Plan, for consideration by both Councils.	No change
		Solid waste consents must not exceed lifetime of disposal or treatment system	Policy is aligned with submission.	No change
		Monitor and report on decommissioned landfills or disposal sites to assess any long term effects on te taiao (the environment)	Policy is aligned with submission.	No change
		Monitor Mapua site for long term leachate effects on estuary that may impact on Ngati Tama values and interests	Policy is aligned with submission.	No change
		Support and encourage product stewardship	Policy is aligned with the submission.	No change
		Manage facilities and services to avoid negative and adverse effects on environment, Ngati Tama interests and communities	Management of facilities and services is part of implementation phase.	No change
19301	Derek Shaw	Generally same as submission 19272 with following key points:	Refer to comments on submission 19272, K Driver, above, for officer comment.	No change
		Zero Waste	The Zero Waste paradigm has the potential to lead to unintended consequences and it is considered that the zero harm approach of the plan is more appropriate.	No change
		Strong Council leadership	Policy is aligned with request. For each Council to consider for implementation stage. Refer AMP, LTP and AP.	No change
		Councils leading by example	Policy is aligned with request. For each Council to consider for implementation stage. Refer AMP, LTP and AP.	No change
		Community education	This is a main focus area of the policy. Policy is aligned with request.	No change
		Establish a Community Forum on Waste Minimisation (Zero Waste)	The policy is aligned with request. Meeting regularly with members of the community could improve all round understanding of constraints and opportunities. The policy allows the Councils to work with community groups to establish such a forum. Refer AMP, LTP, AP and AR. The Councils use a variety of communications strategies to keep the public and stakeholders informed.	No change
		Regulations – discussion on use such as bans on hazardous materials	The Councils' preference is to encourage residents to take responsible actions and prefer to use positive incentives to generate the desired behaviour rather than focus on sanctions. However, bans and sanctions have a place in the waste management and minimisation strategies and are considered a last resort where suitable services are not freely available. The plan enables the councils to facilitate the development of suitable disposal options for difficult to deal with wastes.	No change
		Waste that Councils have lost control of – may be necessary to regain control of community's waste (from private sector) if operators not prepared to modify how services are operated, or consider instituting appropriate regulations	Policy is aligned with request. The Councils review this through LGA section 17A reviews.	No change
Facebook	Anon	Work with Government on packaging guidelines for manufacturers	Policy is aligned with request. There is a voluntary Packaging Forum active in New Zealand.	No change
Facebook	Nessie Witzch	Set up re-useable drop off at Richmond recovery centre (similar to Pascoe St and Golden Bay)	Policy is aligned with request.	No change



**Nelson Tasman Waste Management and Minimisation Plan  
Schedule of proposed changes**

Original text	Amended text	Reason for change
Guiding principle 3 Kaitiakitanga and stewardship	To be proposed by Ngāti Tama and Te Ātiawa	These iwi submitted that this guiding principle required minor amendments.
Nil	Method 1.4.1 The Councils will consider including waste avoidance, waste reduction and waste reuse in the development of project business plans.	Response to submissions. To provide an additional method to describe council support for waste minimisation.
Nil	Method 2.1.4 The Councils will regularly meet with stakeholders and interested parties to allow a common understanding of priorities and values, share information and build a platform for collaborative change.	Response to submissions. To demonstrate the councils commitment to regularly engage with the wider community.
Method 5.1.4 The Councils will investigate providing additional capacity in the region for receiving, collecting and sorting recycling. Options to consider would include the range of materials (including construction and demolition materials), location and ownership of facilities.	Method 5.1.4 The Councils will investigate and may provide additional capacity in the region for receiving, collecting and sorting recycling. Options to consider would include the range of materials (including construction and demolition materials), location and ownership of facilities.	In response to submissions. To clarify that the councils may invest in additional capacity following investigations.

Original text	Amended text	Reason for change
Method 5.1.5 The Councils will review options for the supply of organic processing facilities and services in the region.	Method 5.1.5 The Councils will review options and may fund or provide support for the supply of organic collection and processing facilities and services in the region.	In response to submissions. To clarify that the councils may invest in additional capacity following investigations.
Method 8.1.1 The Councils will annually review compliance with resource consents.	Method 8.1.1 The Councils will annually review compliance with resource consents for operational and closed waste facilities.	In response to submissions. To clarify that the councils will monitor open and closed sites.
Policy 8.2 The Councils will consider the use of other measures or instruments, including but not limited to by-laws and/or Resource Management Plans to manage the adverse effects of waste where these effects are not covered by currently available provisions	Policy 8.2 The Councils will consider the use of other measures or instruments, including but not limited to by-laws and/or Resource Management Plans to manage the adverse public health, cultural and environmental effects of waste where these effects are not covered by currently available provisions	In response to submissions. To clarify that “effects” include public health, cultural and environmental effects.
“the councils and the community” and similar instances	“the councils, as part of the community” and similar wording	Highlight that the councils are part of the community, not separate to it
Other minor changes and corrections to correct typographical errors or inconsistencies in the document.		To update dates, correct errors and reflect the document has been finalised.
Section 12, acknowledgements		Updated to include additional working party members and correction to Medical Officer of Health’s title.

# Nelson Tasman Waste Management and Minimisation Plan



**December 2018**



## Executive Summary

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

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

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

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

Importantly, this Plan is a joint policy guiding both Councils’ decisions through each of their Long Term Plan processes, activity management plan reviews and day-to-day decisions.

Our shared vision is:

**The communities of the Nelson Tasman region work together to value resources and eliminate waste**

Our three goals are:

- The Councils will, with the community:**
- avoid the creation of waste
  - improve the efficiency of resource use
  - reduce the harmful effects of waste

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

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

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



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

The objectives under each goal are as follows:

**Goal 1: Avoid the Creation of Waste**

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

**Goal 2: Improve the Efficiency of Resource Use**

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

**Goal 3: Reduce Harmful Effects of Waste**

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

The Goals and Objectives depend on the whole community working with the Councils, to be achieved.

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

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

Key methods and associated key issues include:

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

In funding this Plan, the Councils will:

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

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

## CONTENTS

<a href="#">PART ONE: INTRODUCTION</a>	1
<a href="#">1 About this Document</a>	1
<a href="#">2 Purpose</a>	1
<a href="#">3 Definitions</a>	2
<a href="#">4 Waste assessment summary</a>	4
<a href="#">4.1 Overview</a>	4
<a href="#">4.2 Current Situation – total waste and diversion</a>	4
<a href="#">4.3 What do the waste assessment numbers tell us?</a>	5
<a href="#">4.4 How much material is diverted from landfill?</a>	6
<a href="#">4.5 Existing Waste Services and Facilities</a>	6
<a href="#">4.6 Forecasting future demand</a>	9
<a href="#">4.7 Future opportunities to divert waste from landfill</a>	10
<a href="#">4.8 The Councils’ Role in Managing Demand</a>	11
<a href="#">PART TWO: WASTE MANAGEMENT AND MINIMISATION PLAN</a>	12
<a href="#">5 Vision</a>	12
<a href="#">6 Goals and Guiding Principles</a>	12
<a href="#">6.1 Goals</a>	12
<a href="#">6.2 Seven Guiding Principles</a>	12
<a href="#">Guiding Principle 1 - The Waste Hierarchy</a>	12
<a href="#">Guiding principle 2 - Global Citizenship</a>	13
<a href="#">Guiding principle 3 - Kaitiakitanga and Guardianship</a>	13
<a href="#">Guiding principle 4 - Product Stewardship</a>	14
<a href="#">Guiding principle 5 - Full-cost Pricing</a>	15
<a href="#">Guiding principle 6 - Life-cycle Principle</a>	15
<a href="#">Guiding principle 7 - Precautionary Principle</a>	15
<a href="#">7 Future Waste Management and Minimisation Activities</a>	16
<a href="#">8 Objectives, Policies and Methods</a>	18
<a href="#">9 Funding this Plan</a>	25
<a href="#">9.1 Overview of Funding Methods</a>	25
<a href="#">9.2 National Waste Disposal Levy Spending</a>	26
<a href="#">9.3 Local Disposal Levy spending</a>	27
<a href="#">10 Grants</a>	28
<a href="#">11 Waste Reduction Indicators</a>	29
<a href="#">12 Acknowledgements</a>	30

## APPENDICES

A – Glossary

B – Joint Nelson Tasman Waste Assessment 2017



## **PART ONE: INTRODUCTION**

### **1 About this Document**

This document includes:

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

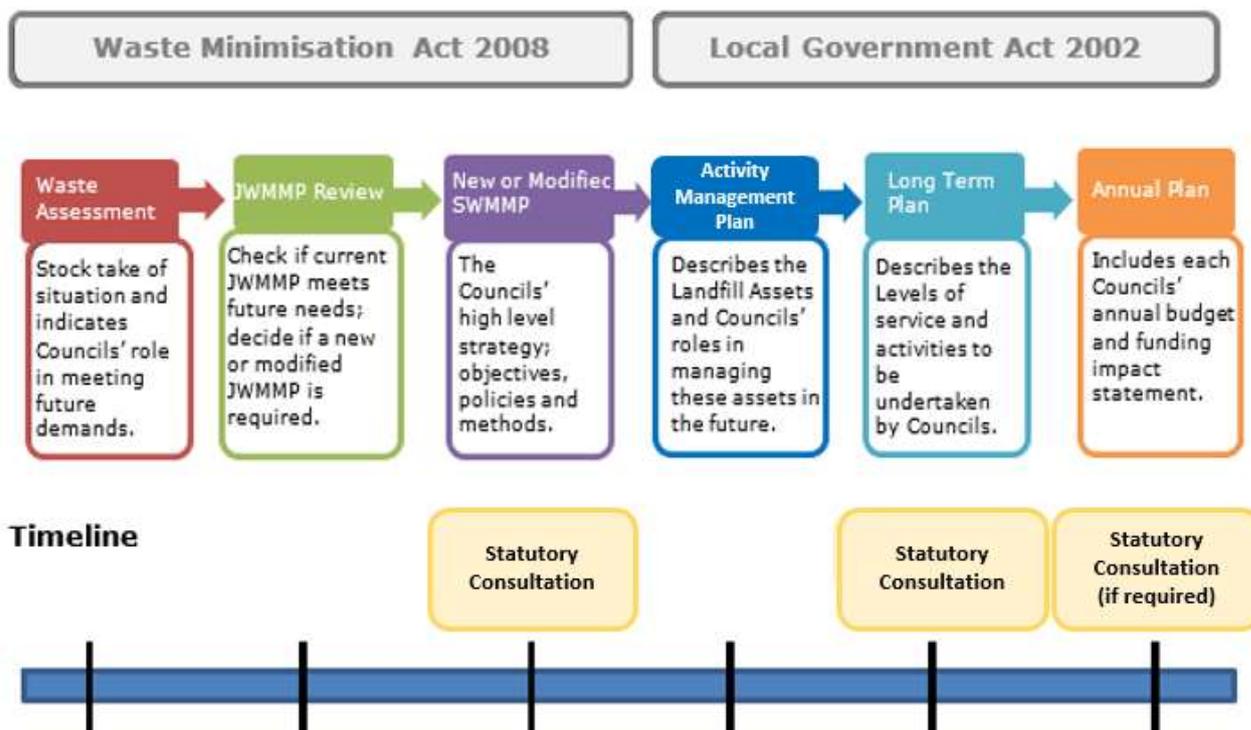
This Plan sets the direction for waste management and minimisation in the Nelson Tasman region for the next six years. When it is operative it will replace the Joint Waste Management and Minimisation Plan that was adopted by the two councils in 2012.

### **2 Purpose**

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

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

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



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

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

### 3 Definitions

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

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

**Waste**

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

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

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

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

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

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

## 4 Waste assessment summary

### 4.1 Overview

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

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

The waste assessment brought together information about:

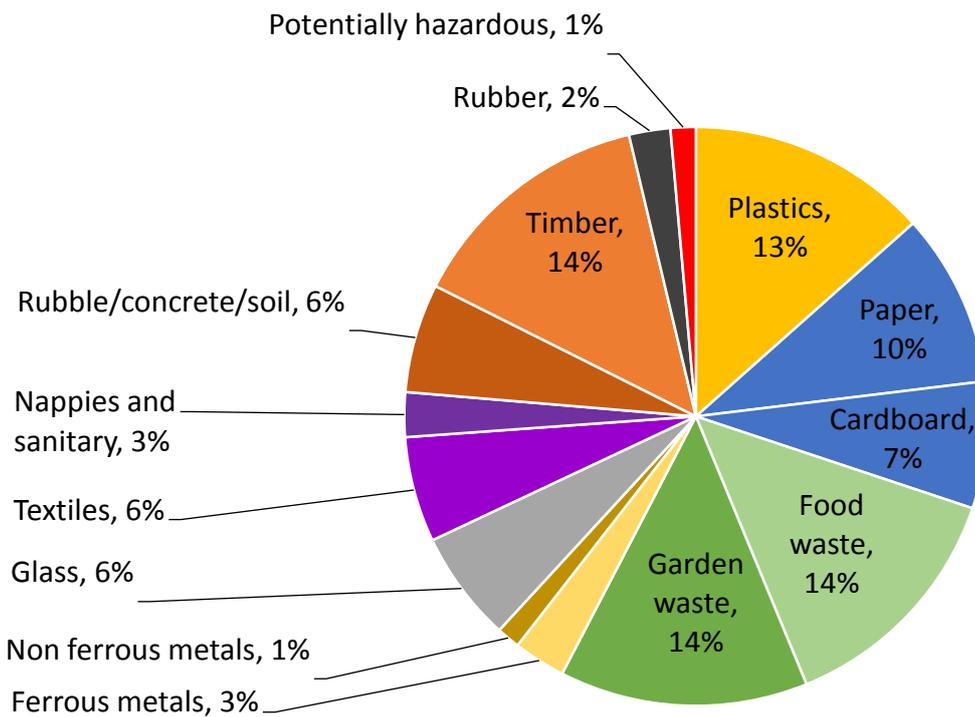
- total waste amounts
- sources of waste
- how much waste we keep out of the landfill by diverting it for productive uses
- existing waste services
- waste minimisation and management options for future consideration.

### 4.2 Current Situation – total waste and diversion

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

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

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



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

#### 4.3 What do the waste assessment numbers tell us?

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

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

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

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

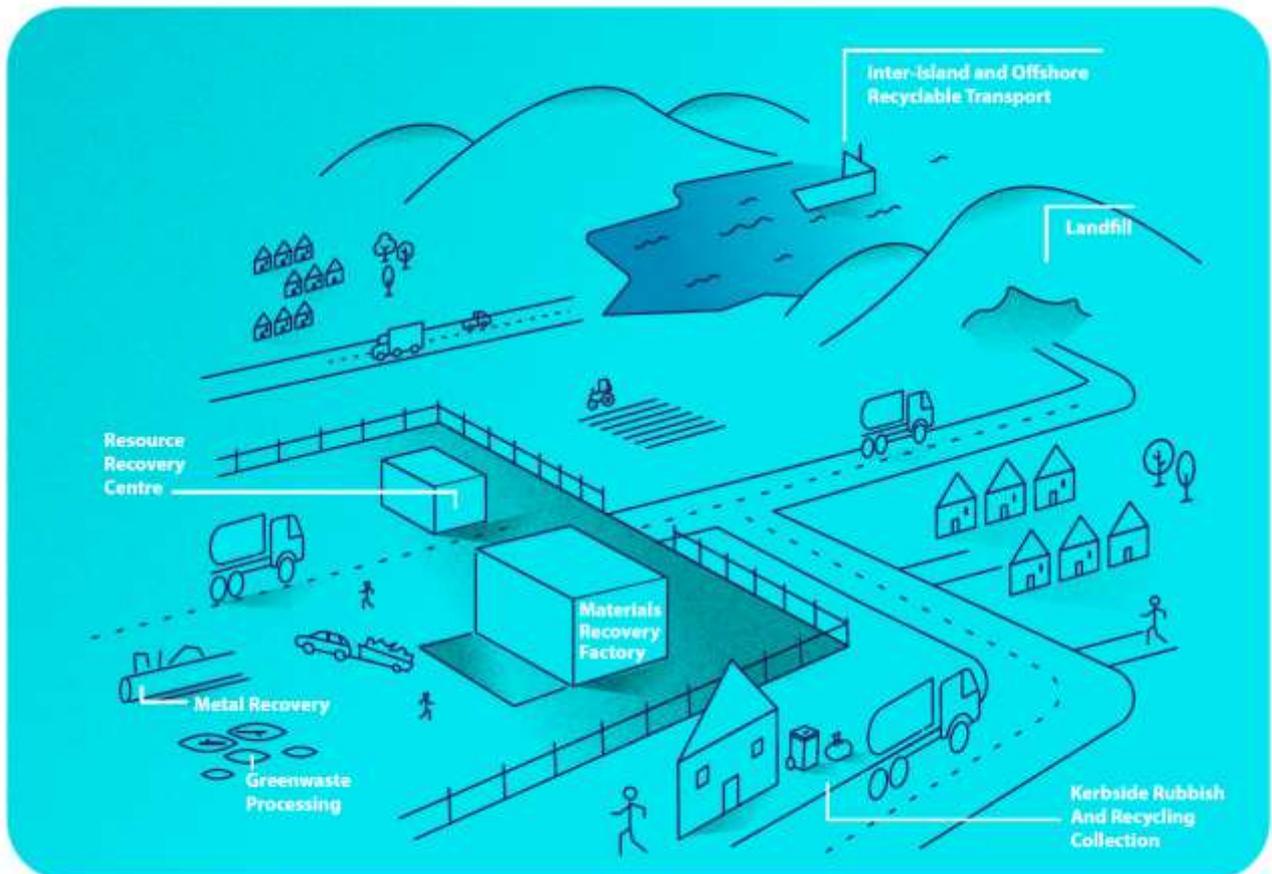
#### 4.4 How much material is diverted from landfill?

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

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

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

#### 4.5 Existing Waste Services and Facilities



The waste assessment describes the two landfills at York Valley and Eves Valley that are jointly managed by the Nelson City and Tasman District Councils. They delegate this role through their 50:50 shares in the Nelson Tasman Regional Landfill Business Unit, which became operational from 1 July 2017.

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

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

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

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

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

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

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

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

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

### **Reduce**

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

## Reuse

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

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

## Recycle

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

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

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

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

## Recover

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

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

## Treat

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

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

### **Dispose**

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

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

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

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

### **4.6 Forecasting future demand**

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

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

#### **Future waste volumes**

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

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

#### 4.7 Future opportunities to divert waste from landfill

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

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

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

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

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

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

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

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

#### 4.8 The councils' roles in managing demand

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

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

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

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

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

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

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

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

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

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



## **PART TWO: WASTE MANAGEMENT AND MINIMISATION PLAN**

### **5 Vision**

Our shared vision is:

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

### **6 Goals and Guiding Principles**

#### **6.1 Goals**

The three goals are:

**The councils will, with the community:**

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

We see the community as being everyone, individually and collectively: households, iwi, central government and other agencies, the commercial sector, businesses, the not for profit sector, settlements and visitors. The councils can only achieve the goals and vision of this plan in partnership, **within** the wider community. Everyone has a crucial role in its achievement.

#### **6.2 Seven Guiding Principles**

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

##### **Guiding Principle 1 - The Waste Hierarchy**

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

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

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



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

**Guiding principle 2 - Global Citizenship**

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

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

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

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

**Guiding principle 3 - Kaitiakitanga and Guardianship**

[To be amended following feedback from Ngāti Tama and Te Ātiawa]

The principle of kaitiakitanga speaks of our shared responsibility for looking after the environment and for the impact of products we purchase and waste we make, use or discard.

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

Through their whakapapa (ancestral ties) and spiritual relationship with ngā atua kaitiaki, the spiritual guardians and their domains, 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, spiritual and physical survival is dependent on their ability to safeguard resources as kaitiaki, the guardians of an area.

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

Cultural values and principles in the Ngā Taonga Tuku Iho Ki Whakatu Iwi 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 major issues for manawhenua iwi in our region. For example, they are concerned about the location of landfills near estuarine areas, closed landfills on or near wāhi tapu areas, contamination of waterways and the coastal environment that would impact on the ability of manawhenua iwi to harvest kaimoana and access mahinga kai areas and wāhi tapu. These impacts compromise the health and wellbeing of the whole community.

#### **Guiding principle 4 - Product Stewardship**

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

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

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

### **Guiding principle 5 - Full-cost Pricing**

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

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

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

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

### **Guiding principle 6 - Life-cycle Principle**

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

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

### **Guiding principle 7 - Precautionary Principle**

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

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

This approach requires us to monitor emerging evidence of potential harm and that where there is a threat of serious or irreversible damage, we need to act to avoid it.

The lack of full scientific certainty should not delay measures to avoid environmental degradation or potential adverse health effects.

## 7 Future Waste Management and Minimisation Activities

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

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

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

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

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

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

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

Council roles can include, but are not limited to:

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

Direct action includes:

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

Governance includes:

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

Regulation includes:

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

Community leadership includes:

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

Pricing of services includes:

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

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

## **8 Objectives, Policies and Methods**

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

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

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

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

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



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

Where do we want to be? Our shared aims – Council and community together		How are we going to get there? What the Councils intend to do to enable the goals and objectives to be achieved	
Goals	Objectives	Policies	Methods
			<ul style="list-style-type: none"> <li>improved data collection</li> </ul> <p>Method 2.1.4 The Councils will regularly meet with stakeholders and interested parties to allow a common understanding of priorities and values, share information and build a platform for collaborative change.</p>
<b>Goal 2: Improve the Efficiency of Resource Use</b>	<b>Objective 3</b> <b>Our communities have access to good information on the efficiency of resource use.</b>  <i>Access to good data underpins good decision making for waste management and minimisation activities.</i>	<b>Policy 3.1</b> <i>The Councils will monitor, measure and report annually on progress towards the efficiency of resource use and the effectiveness of services</i>	<p>Method 3.1.1 The Councils will monitor waste and diverted material streams using information sourced from Council services and from commercial and not-for-profit services where available</p> <p>Method 3.1.2 The Councils will review the questions in their community surveys to provide a better understanding of how residents view waste management and minimisation services, and to improve the effectiveness of programmes and services</p> <p>Method 3.1.3 The Councils will review New Zealand data guidelines and incorporate these requirements into existing data collection systems</p> <p>Method 3.1.4 The Councils will investigate and may implement improvements to waste data collection software and systems at landfill, transfer station and resource recovery centres</p> <p>Method 3.1.5 The Councils will investigate and may implement methods to collect waste and diverted material data from commercial and not-for-profit operators, and this may include the use of a waste by-law</p>
	<b>Objective 4</b> <b>Our community can easily use a wide range of services to divert material away from landfill.</b>  <i>Access to waste minimisation services is essential for waste diversion in the community.</i>	<b>Policy 4.1</b> <i>The Councils will provide and promote waste minimisation services</i>	<p>Method 4.1.1 The Councils will continue to provide a kerbside recycling service to most urban and rural properties and will continue to upgrade and improve the materials recovery facility to accommodate demand</p> <p>Method 4.1.2 The Councils will continue to provide drop-off recycling services at transfer stations, resource recovery centres and public places and expand these when needed</p> <p>Method 4.1.3 The Councils will continue to provide green waste drop-off services at transfer stations and resource recovery centres when these services are not provided by other local providers</p> <p>Method 4.1.4 The Councils will investigate and may implement the joint management and operation of council-owned resource recovery facilities</p>
		<b>Policy 4.2</b> <i>The Councils will consider waste minimisation and management services as components of a circular economy by integrating Council services with the commercial and not-for-profit sector</i>	<p>Method 4.2.1 The Councils will work with organisations and businesses across the community to provide waste minimisation services in areas where there are no such services provided by the Councils and may provide financial or other support to these services where they support the objectives of this Plan</p> <p>Method 4.2.2 The Councils will investigate and may support existing and new food diversion programmes for commercial food waste and the reduction of household food waste through community programmes</p> <p>Method 4.2.3 The Councils will work with commercial operators and investigate whether existing commercial facilities and services have the capacity to process more recyclable material including glass, plastic and construction and demolition materials</p> <p>Method 4.2.4 The Councils will investigate and may support the expansion of e-waste recycling services in the region</p> <p>Method 4.2.5 The Councils will investigate and may support rural waste minimisation initiatives in the region</p> <p>Method 4.2.6 The Councils will investigate and may support the development of markets for reuse or recycling of recovered construction and demolition materials, including waste exchanges</p>

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

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

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

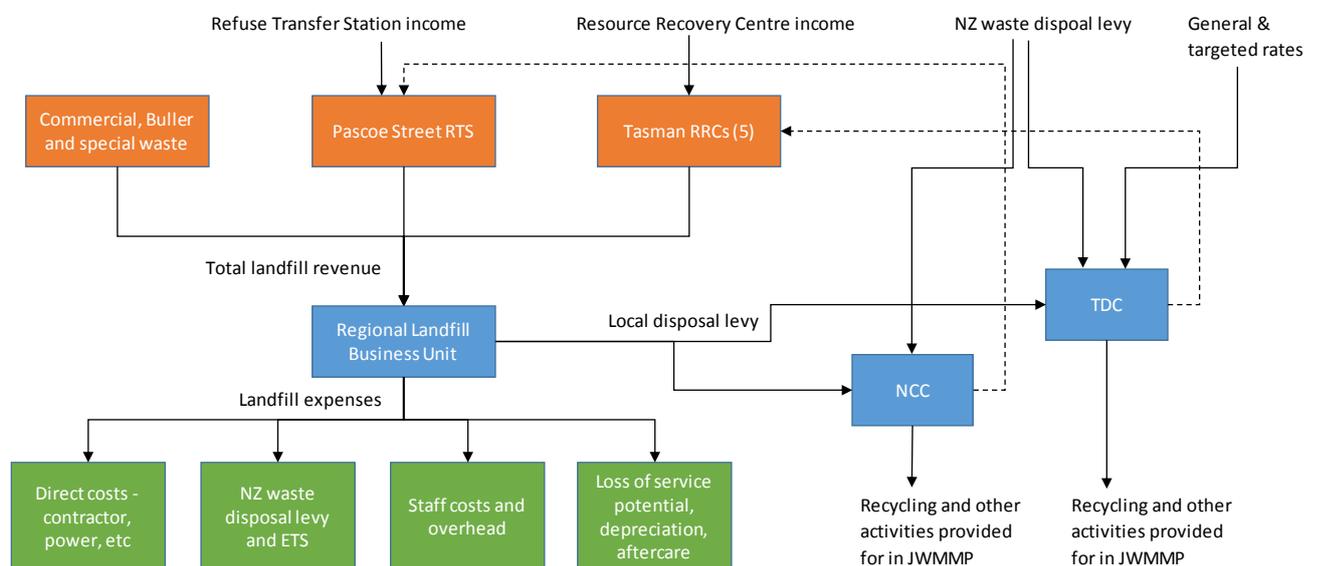


## 9 Funding this Plan

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

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

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



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

### 9.1 Overview of Funding Methods

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

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

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

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

### 9.2 National Waste Disposal Levy Spending

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

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

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

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

### **9.3 Local Disposal Levy spending**

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

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

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

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

## **10 Grants**

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

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

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

## **11**

## Waste Reduction Indicators

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

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

**Table 11-1: Waste Reduction Indicators**

Waste Reduction Indicator	Activity / Methods	Frequency
Indicator 1A All waste to Class 1 landfills	The quantity of waste generated within the Nelson-Tasman region that is disposed of at Class 1 landfill (kg per capita per annum for the usually resident population)	Annually
Indicator 1B Waste to Class 1 landfills - excluding special wastes	The quantity of waste, excluding special wastes, generated within the Nelson-Tasman region that is disposed of at Class 1 landfill (kg per capita per annum for the usually resident population)	Annually
Indicator 2A Domestic kerbside waste disposal rate	The quantity of domestic kerbside waste collected by the Councils, a contractor on behalf of the council, or by private waste collectors (through kerbside or similar collections) from residential premises. (kg per capita per annum for the usually resident population of that district that is served by these collections)	Annually
Indicator 2B Domestic waste disposal rate	The quantity of domestic waste collected from residential premises or similar waste disposed of by other means by the householder. (kg per capita per annum for the usually resident population of that districts)	Annually
Indicator 3A Domestic kerbside recycling recovery rate	The quantity of domestic kerbside recycling collected by the Councils or by private service providers from residential premises. (kg per capita per annum for the usually resident population of that district that has access to kerbside recycling collections, less contamination)	Annually
Indicator 3B Domestic recycling recovery rate	The quantity of domestic recycling collected from residential premises by the Councils or private service providers, or similar materials generated by domestic activity and collected by whatever means by the Councils or private service providers. (kg per capita per annum for the usually resident population of that district, less contamination)	Annually
Indicator 3C Domestic kerbside recycling contamination rate	The quantity of domestic kerbside recycling collected from residential premises by the Councils or by private service providers that is disposed of to landfill rather than becoming a diverted material. (quantity disposed to landfill divided by total collected - %)	Annually

<b>Waste Reduction Indicator</b>	<b>Activity / Methods</b>	<b>Frequency</b>
Total waste diversion rate	The quantity of total material avoided or diverted by the Councils through Council services. (kg per capita per annum for the usually resident population of that district)	Annually
The composition of waste to landfill	Composition surveys according to the Solid Waste Analysis Protocol	Periodically
Consumer and business attitudes and activities	Customer and business surveys on waste minimisation attitudes and participation in waste minimisation activities	Periodically
Number of households that carry out home composting	Survey to assess number of households doing home composting	Periodically
Cost of fly-tipping	To assess whether or not implementation of the waste plan is causing an increase in fly tipping behaviour.	Periodically
Customer satisfaction of transfer stations, resource recovery centres and kerbside services	Customer surveys	Periodically

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 waste plan. 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 waste plan. The Joint Waste Working Party will consider the development of targets for each performance indicator, where appropriate, and will report progress to each Council after each annual review meeting.

## 12 Acknowledgements

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

Members of the Joint Waste Working Party:

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

Also assisting the working party:

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

## Appendix A Glossary and Acronyms

Where available, definitions have been taken from the Waste Minimisation Act 2008<sup>1</sup> or the Ministry for the Environment publications.

<b>Cleanfill</b>	Any landfill that accepts only cleanfill material
<b>Cleanfill material</b>	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: <ul style="list-style-type: none"> <li>• Combustible, putrescible, degradable or leachable components</li> <li>• hazardous substances</li> <li>• products or materials derived from hazardous waste treatment, hazardous waste stabilization or hazardous waste disposal practices</li> <li>• materials that may present a risk to human or animal health such as medical and veterinary waste, asbestos or radioactive substances</li> <li>• liquid waste</li> </ul>
<b>C &amp; D waste</b>	Construction and demolition waste
<b>Councils</b>	Nelson City Council and Tasman District Council
<b>Dispose/Disposal</b>	(a) the final (or more than short term) deposit of waste into or onto land set apart for that purpose; or  (b) the incineration of waste
<b>Disposal facility</b>	(a) a facility, including a landfill: <ul style="list-style-type: none"> <li>(i) at which waste is disposed of; and</li> <li>(ii) at which the waste disposed of includes household waste; and</li> <li>(iii) That operates, at least in part, as a business to dispose of waste; and</li> </ul>

<sup>1</sup> 2008 New Zealand Government, *Waste Minimisation Act 2008 No 89*

	(b) Any other facility or class of facility at which waste is disposed of that is prescribed as a disposal facility
<b>Diverted material</b>	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
<b>Green waste</b>	Biodegradable material such as tree branches, tree stumps, grass, flowers and hedge cuttings from gardening activity
<b>Hazardous waste</b>	Any waste that: <ul style="list-style-type: none"> <li>• 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</li> <li>• 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</li> <li>• meets the definition for radioactive material included in the Radiation Protection Act 1965 and Regulations 1982</li> </ul>
<b>Household waste</b>	Waste from a household that is not entirely from construction, renovation, or demolition of the house
<b>HSNO</b>	Hazardous Substances and New Organisms
<b>JWA</b>	Joint Waste Assessment
<b>JWMMP</b>	Joint Waste Management and Minimisation Plan
<b>Litter</b>	The same as Waste
<b>LTP</b>	Long Term Plan, prepared by each council every three years and covering the next ten years funding priorities; the current period covers 2018-28
<b>MfE</b>	Ministry for the Environment
<b>MRF</b>	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
<b>NIS</b>	National Indicator Sites

<b>NZUs</b>	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
<b>NZWS</b>	New Zealand Waste Strategy 2010
<b>Organic Material</b>	Kitchen scraps, green waste and in some cases sludge from wastewater treatment processes
<b>Product stewardship</b>	When a producer, brand owner, importer, retailer or consumer accepts responsibility for reducing a product's environmental impact throughout its life-cycle.
<b>Recover/Recovery</b>	<ul style="list-style-type: none"> <li>(a) extraction of materials or energy from waste or diverted material for further use or processing, and</li> <li>(b) includes making waste or diverted material into compost</li> </ul>
<b>Recycle/Recycling</b>	The reprocessing of waste or diverted material to produce new materials
<b>Reduce/Reduction</b>	<ul style="list-style-type: none"> <li>(a) avoiding waste generation, including by using products more efficiently or by redesigning products; and</li> <li>(b) in relation to a product, avoiding waste generation in relation to the product</li> </ul>
<b>Refuse (noun)</b>	The same as Waste
<b>Resource Recovery Centre (RRC)</b>	Sites in Tasman District where diverted material and waste are collected, sorted and transferred for disposal or further processing.
<b>Refuse Transfer Station (RTS)</b>	Sites in Nelson City where diverted material and waste are collected, sorted and transferred for disposal or further processing.
<b>Reuse</b>	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
<b>Solid Waste Analysis Protocol (SWAP)</b>	A method to facilitate the collection of consistent and reliable data on solid waste in New Zealand, defined by the Ministry for the Environment in 2002.
<b>AMP</b>	Activity Management Plan, which outlines a council's long term management approach for the provision and maintenance of its solid waste assets and activities
<b>TA</b>	Territorial Authority (a city or district council)

<b>The community</b>	Includes everyone individually and in groups – households, settlements, all sectors including the public sector, businesses, Not-for-Profit Organisations, Community Boards key agencies, and all residents living within the Nelson and Tasman Districts
<b>The Councils</b>	Nelson City Council and Tasman District Council
<b>The region</b>	The combined administrative areas of Nelson City Council and Tasman District Council
<b>Treat / Treatment</b>	Subjecting waste to any physical, biological, or chemical process to change its volume or character so that it may be disposed of with no or reduced adverse effect on the environment, not including dilution of waste
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization’s mission is to contribute to the building of peace, the eradication of poverty, sustainable development and intercultural dialogue through education, the sciences, culture, communication and information. New Zealand is one of 193 members of UNESCO
<b>Waste</b>	<ul style="list-style-type: none"> <li>(a) anything disposed of or discarded; and</li> <li>(b) includes a type of waste that is defined by its composition or source (for example, organic material, electronic waste, or construction and demolition waste); and</li> <li>(c) to avoid doubt, includes any component or element of diverted material, if the component or element is disposed of or discarded</li> </ul>
<b>Waste assessment (WA)</b>	An assessment as defined by s51 of the Waste Minimisation Act 2008; it provides the background information for the waste plan by assessing the current situation in a defined area, in this case Nelson Tasman
<b>Waste disposal levy</b>	A levy imposed under the Waste Management Act 2008 on waste disposed at a waste disposal facility
<b>Waste minimisation</b>	<ul style="list-style-type: none"> <li>(a) the reduction of waste; and</li> <li>(b) the reuse, recycling and recovery of waste and diverted material</li> </ul>
<b>WMA</b>	Waste Minimisation Act 2008
<b>WMMP / “this Plan”</b>	Waste Management and Minimisation Plan as defined in s43 of the Waste Minimisation Act 2008.

## **Appendix B**

### **Nelson–Tasman Joint Waste Assessment**

**September 2017**

**(Published separately)**

