WASTE MANAGEMENT & MINIMISATION PLAN 2019

June 2019
Prepared by Palmerston North City Council

PALMERSTON NORTH CITY COUNCIL

THE PLAN

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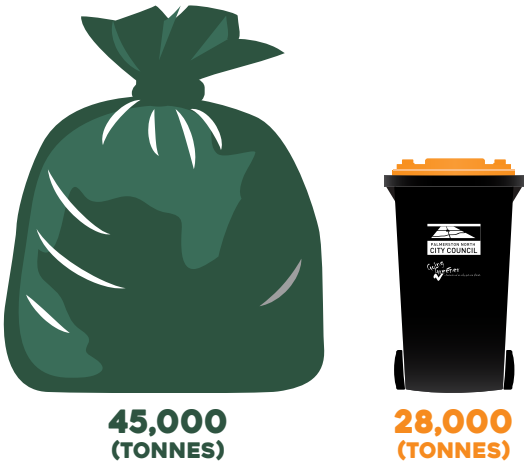
1.0 INTRODUCTION



1.0 What happens with our waste?

- Palmerston North diverted 28,000 tonnes of material in 2017.
- But the city still sent just over 45,000 tonnes of waste to landfill in 2017.
- Half of this waste could potentially have been composted, reused or recycled.
- Kerbside rubbish accounts for a third of the city's waste, with construction, demolition, industrial and commercial operators accounting for the rest.
- Council provides a user-pays rubbish bag collection service but many households use a private wheelie bin company.
- Residents who use 240L wheelie bins send far more material to landfill that could have been repurposed than those who use bags and/or smaller bins.

1.1 Why do we need a plan?

The Council has a statutory requirement under the Waste Minimisation Act 2008 (WMA) to promote effective and efficient waste management and minimisation within Palmerston North. We do this by adopting a Waste Management and Minimisation Plan (WMMP). We also have obligations under the Health Act 1956 to ensure that our waste management systems protect public health.

Our WMMP sets the priorities and strategic framework for managing waste in the city. As well as aligning to the New Zealand Waste Strategy, the waste hierarchy, Council's LTP and Annual Plans; the joint WMMP should also support or align with other strategies and plans such as:

- the Eco-City Strategy and the supporting Waste Plan
- Central government direction in waste management (reflecting the much greater interest in waste management issues)
- Horizons Regional Council's 'One Plan'
- The actions in this plan will be carried forward into our long term and annual plans to ensure we have the resources to deliver the plan's goals and objectives.
- Our WMMP needs to be reviewed at least every six years and new goals set. This proposed plan spans from 2019 through to 2025.

1.2 What is waste and why is it a problem?

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

Our WMMP covers all solid waste and diverted material in the city, whether it is managed by council or not. It also covers hazardous waste like chemicals and the outputs of our wastewater treatment plant.

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

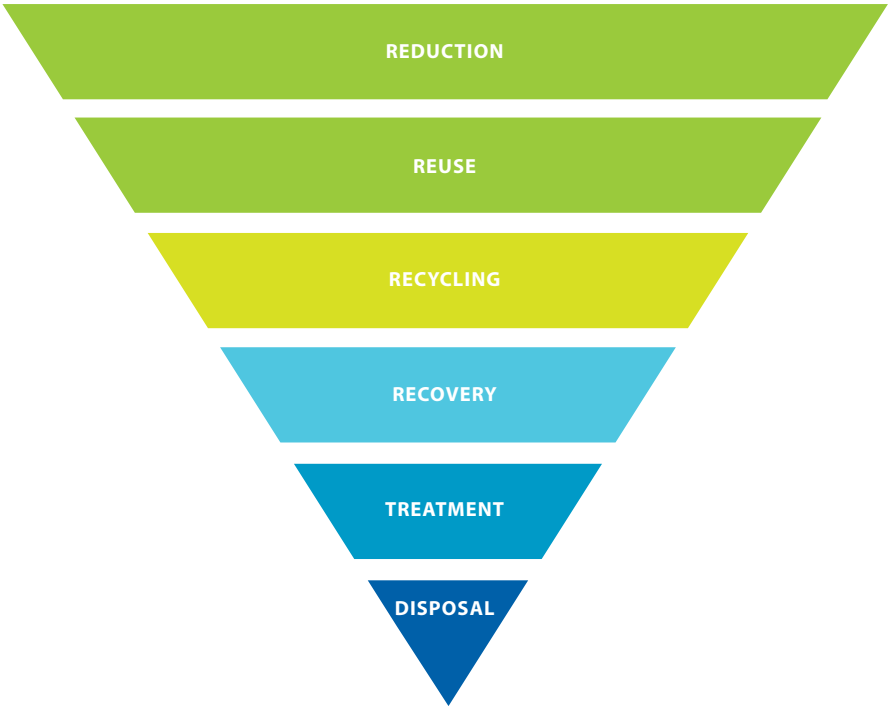
1.3 What informs the plan?

The plan must meet requirements set out in the Waste Minimisation Act, including to:

- Consider the 'Waste Hierarchy' which sets priorities for how we should manage waste
- Ensure waste does not create a 'nuisance'
- 'Have regard to' the New Zealand Waste Strategy and other key government policies.
- Consider the outcomes of the 'Waste Assessment'
- Follow the Special Consultative Procedure set out in the Local Government Act (2002).

The waste hierarchy

The 'waste hierarchy' is a common approach to ways we can think about waste. Essentially it says that reducing, reusing and recycling is preferable to disposal.



Source: www.mfe.govt.nz

1.4 The structure of our plan

This plan is in three parts

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

Part B: Action Plan: sets out the proposed actions to be taken to achieve the goals, objectives, and targets set out in Part A. Part B also shows how we will monitor and report on our actions and how they will be funded.

Part C: Supporting Information (Appendices): contains the background information that has informed the development of our WMMP. Most of this information is contained in the Waste Assessment.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2.0 OUR VISION FOR THE FUTURE

2.1 Our vision

This vision reflects the intended direction for the city in putting maximum effort into diversion and using landfill disposal as a last resort.

This approach is aligned with the waste hierarchy, reflects the New Zealand Waste Strategy, and acknowledges our responsibility to manage our waste responsibly and minimise the impact on our environment; particularly as all landfill waste must be transported out of the city to a large regional facility.

"MINIMISING WASTE TO LANDFILL"

2.2 Tangata whenua worldview of waste management

This vision aligns with tangata whenua principles such as kaitiakitanga, taking an integrated view of the environment and aiming to protect land, air and water from the possible negative impacts resulting from the inappropriate management of waste.

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

Kaitiakitanga, mauri, and the waste hierarchy are seen as an aligned set of principles that support our vision of minimising the amount of waste we send to landfill.

2.3 Goals and Objectives

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

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

1. Provide sustainable services that are cost-effective to the community as a whole.
2. View waste as a resource, improving and modifying collections and facilities so that more can be diverted from landfill.
3. Prioritise waste reduction, reuse and recovery & recycling initiatives which align with other council objectives such as being an eco-city, sustainable urban development, and demonstrating best practice.
4. Promote, encourage, and emphasise reduction, reuse and recycling.
5. Remove or reduce barriers that are preventing the community from making best use of existing waste diversion services, and any potential new services.

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

6. Process and manage waste locally wherever feasible and cost-effective.
7. Investigate and implement new services, facilities, or other initiatives that will increase the amount of waste reduced, reused, or recycled.

GOAL 3:
Minimise environmental harm and protect public health

8. Ensure that reduction of environmental harm is understood from a holistic perspective that incorporates mātauranga Māori (indigenous knowledge) as an important component of sustainable practices.
9. The plan will therefore include cultural indicators, that will help to measure the impacts on the cultural health of tangata whenua and communities, as well as wider public health effects.
10. Consider the environmental impact and public health implications of all waste management options and choose those which are cost-effective to the community, while also protecting environmental and public health.

2.4 Target

"INCREASE THE PROPORTION OF WASTE DIVERTED FROM LANDFILL FROM 38% TO 48% BY 2025"

We plan to achieve this target through the following specific actions:

Specific Action	Diversion	% Contribution to Target
R02 Material Limits	1,300 tonnes/pa (estimated)	1.7%
C03 Kerbside Food Waste Service	3,000 tonnes/pa	4%
C05 Additional Recycling Services to Non-residential customers	500 – 1,500 tonnes/pa (estimated)	2%
IN3 Establishment of a Construction and Demolition Facility	2,000 tonnes/pa	2.7%

If any of the actions above do not proceed based on the outcomes of investigations and consultation with the community, this may result in a lower overall target being achieved.

3.0 THE WASTE SITUATION

We are generating more waste than we were six years ago, and with a growing population that is likely to continue unless we take action.

3.1 The NZ situation

With a change in government there has been a renewed focus on waste minimisation and management in the past year. Previously, a lot of our recycling went to China, but in the past year it has restricted what it will accept, which means we need to find new markets for these products.

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

3.2 Our City

Currently those living and working in Palmerston North have access to a range of options to manage their waste:

Council's weekly user-pays rubbish bags, and private company wheelie bin services

Green waste and other organic waste composting at drop offs

Council's kerbside recycling service and recycling drop off points

E-waste services at drop offs

Council's collection of food waste from inner-city commercial customers.

Various other specialised services such as medical waste collection and treatment.

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

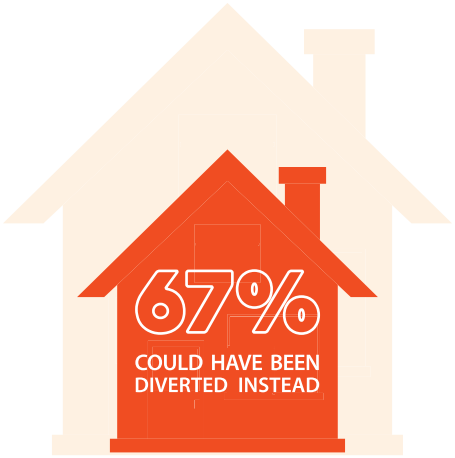
In 2017, Palmerston North sent just over 45,000 tonnes of waste to landfill; 48% of this was potentially divertible – it could have been reused, recovered, recycled or composted. This 45,000 tonnes comes from the household kerbside waste collections, the construction and demolition sector, industrial or commercial activities, and residents taking bulk loads to the transfer stations.

More than 15,000 tonnes of the waste going to landfill was collected from households at the kerbside. Many households use wheeled-bin services provided by private companies, with approximately 30% of the city using the Councils rubbish bag collection.

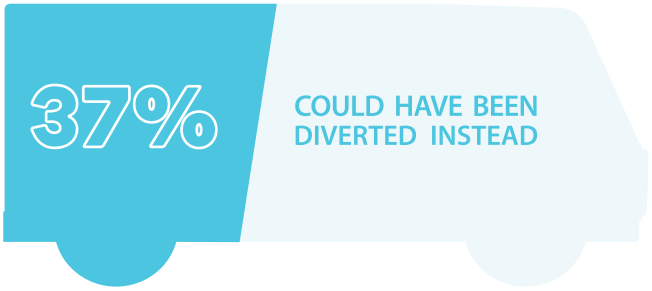
The remaining 30,000 tonnes of the waste going to landfill includes waste from construction and demolition, industrial and commercial sources and waste taken to the transfer stations by city residents.

Our households sent more unnecessary waste to landfill than other sectors

WE COULD DO BETTER IN SORTING OUR WASTE.



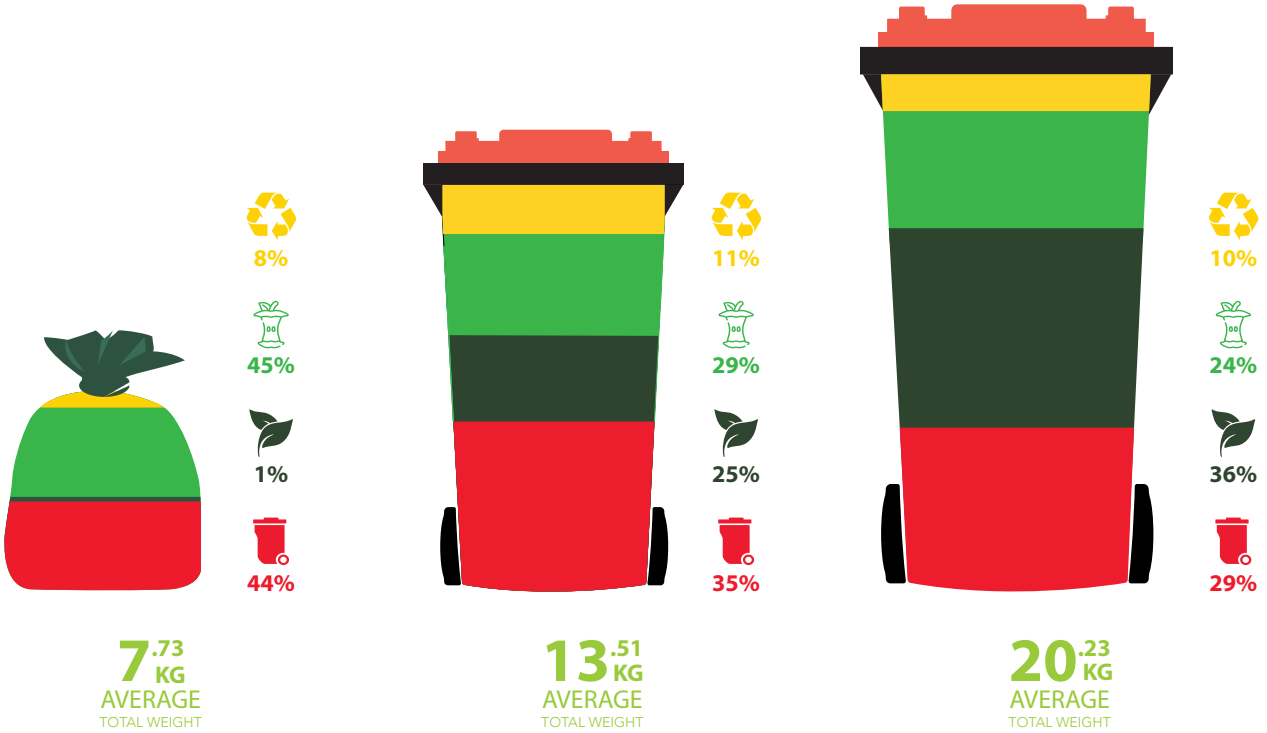
HOUSEHOLDS



TRANSFER STATIONS

For residents, the size of the bin or bag they are using also has a direct link to how much unnecessary waste is going to landfill. Those with a bigger bin tend to have more in their waste that could have been diverted:

Those with bigger bins throw out things that could be reused or recycled, and are more likely to put green waste and food scraps in their bins.



More than 28,000 tonnes is diverted from landfill each year, largely through kerbside recycling and through composting of green waste and other organic material.

3.3 How well are we doing?

While Council has completed a number of the actions from the last WMMP, it is difficult to measure what impact this has had on our performance due to changes in the way we collect and store information.

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

- The total amount of waste per person that we send to landfill the district is mid-range: about 533kg per year.
- When we look at how much waste from households we send to landfill, we generate about 180kg per person, per year which is also mid-range compared to other districts.
- When it comes to household recycling we recycle about 67kg per person at the kerbside, which is on the low side – and households with large privately collected wheeled bins recycle less than households using Council's rubbish bag collection service.

3.4 How much better could we do?

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

If these went to other uses, we'd save nearly 20,000 tonnes of material from going into the landfill.

WHAT'S IN OUR WASTE THAT SHOULDNT GO TO LANDFILL

1.1%
ALUMINIUM

1.5%
REUSABLE TIMBER

2.6%
RECYCLABLE PLASTICS

2.8%
NEW PLASTERBOARD

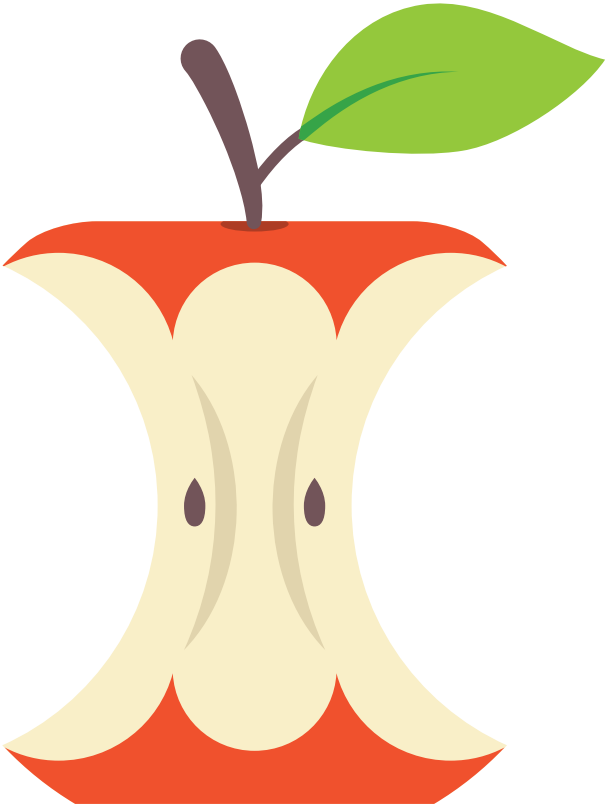
3.1%
GLASS BOTTLES AND JARS

3.6%
CLEANFILL

3.6%
CLOTHING

6.5%
STEEL CANS, OTHER STEEL

16.3%
RECYCLABLE PAPER/CARDBOARD



31.5%
FOOD WASTE

26.5%
GREEN WASTE

A key issue is the different way households that use the council rubbish collection manage their waste, compared with households that use wheeled bins provided by private collection companies. The bigger the bin, the more food and green waste they are throwing out.

Food Waste:

The average household using a bag for rubbish puts out 3.5 kg of food waste per week, compared to a household with a small wheeled bin with 3.76kg, and a large wheeled bin 5.03kg.

Green Waste:

The most dramatic difference is in green waste – a household using the council collection puts out 0.13kg per week, compared to a small wheeled bin which on average has 3.41kg, and a large wheeled bin with 7.42kg.

3.4.1 Projections of future demand

In 2028 our population is expected to reach just over 98,000 people. If we make no changes to how we manage waste, by then we will be sending 52,500 tonnes of waste to landfill annually. That's an increase of 7000 tonnes.

4.0 KEY ISSUES

The 2017 Waste Assessment looked across all aspects of waste management in Palmerston North, and identified the main areas where we could improve our effectiveness and efficiencies

- A significant proportion of waste going to landfill is **organic waste,** with **food waste** present across all kerbside rubbish collection systems.
- There is a **significantly higher proportion of material that shouldn't be going to landfill** in rubbish from **households with private wheeled bin collections** (particularly those with large bins), including **green waste** which is insignificant in the Council rubbish bag collection
- Many households use a wheelie bin service for rubbish rather than use the Council-provided bagged service
- **Lack of facilities to recycle or otherwise divert construction and demolition waste,** in particular with a predicted increase in construction activity
- Licensing provisions in the Council waste bylaw are not yet implemented, so there is l**ittle data available on private operator activities** and non-Council waste streams in general
- While there are services to manage **household hazardous waste,** this is a recent and temporary arrangement
- **Community engagement,** understanding and awareness of waste issues could be improved further
- More recyclables could be diverted from both domestic and commercial properties
- **E-waste collection and processing** capacity in the district, while better than many areas, still has some room for improvement
- **Industrial and commercial waste** generally presents scope for increased diversion, with paper/card the main material type currently diverted

PART B: ACTION PLAN: WHAT ARE WE GOING TO DO?

The Action Plan aims to set out clear, practical initiatives that Palmerston North City Council will implement, either on our own or jointly. While the action plan forms part of the WMMP, it is intended to be a useful 'living' document that can be regularly updated to reflect current plans and progress.

Our proposed key action areas

Our action plan includes 25 activities that we believe will enable us to achieve our vision for Palmerston North. They can be summarised into key action areas; these are shown in the table below:

Key Action Areas

Action Area	Key Actions	Issues addressed and what it will do
Regulation	Implement the Waste Management and Minimisation Bylaw 2016, and consider introducing maximum limits for certain materials in household kerbside rubbish collection	This will help council set standards and gather data so we can plan and manage waste better.
Data	Collect data externally through licensing (enabled by the bylaw) and regular surveys. Improve recording and analysis of internal data to enable performance monitoring over time.	Consistent, high quality data will help us track our progress.
Education, Engagement, Communications	Increase community engagement and involvement. Carry out one-off campaigns where necessary such as for a new service, or significant service change.	Ensure community is engaged and understands service decisions; and are able to make the most of existing and any new or altered services
Collections	Maintain kerbside rubbish and recycling, introduce a kerbside food waste collection, encourage garden waste diversion, extend services provided to non-household customers. Investigate household hazardous waste collections	Diverting household food waste from landfill is the single biggest opportunity to increase diversion rates.
Infrastructure	Maintain Awapuni resource recovery park, revise recycling drop-off centre provision, investigate construction and demolition waste diversion services	Maintains existing diversion, accommodates growth in the city, and potentially provides services for sectors that are currently not well served.
Leadership and Management	Lobby central government, and work more closely with the community	Various issues such as extended producer responsibility can not be addressed at a council level; however Council can lobby central government. Closer community working will ensure understanding and support of Council's plans.

Considerations

The action plan outlines high level intentions for actions to meet our obligations under the WMA 2008. In some cases, further research might be required to work out the costs and feasibility of some projects. This might change how, when, or if they are implemented. Completing some other actions might depend on changing contractual arrangements with providers, or setting up new contracts. These type of contracts can be unpredictable and this also might impact the nature, timing, or costs of these projects.

Council's intended role

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

'Big Issues'

The areas where we could make a big reduction in the amount of waste going to landfill are:

- Significant quantities of organic waste going to landfill
- Quantities of recyclables going to landfill
- Many households that use a private wheelie bin service send far more material to landfill that could have been repurposed
- A significant quantity of construction and demolition waste going to landfill

THE ACTION PLAN

Regulation

Reference & Title	Description	New or Existing Action	Timeframe and Funding	Contribution to Landfill Diversion
R01 Bylaw Implementation	Implement the provisions in the Council's Waste Management and Minimisation Bylaw, particularly provisions relating to licensing and data collection of companies providing waste services, and zero-waste events. Rubbish collection companies could be required to provide a minimum level of education to their customers (to be agreed with Council), to encourage their customers to use the Council's diversion services alongside their own rubbish collection service.	New	2019 Rates Licensing Fees	General support Residents would be more aware of waste management issues, and could make informed choices about the way they manage their waste.
R02 Material Limits	Use the existing Bylaw to introduce rules for the companies that collect rubbish from households, so that they can no longer collect rubbish bins that contain lots of materials that could have been diverted through existing or new services	New	2020 (with implementation through to 2024) Rates	**1,300 tonnes per annum diverted from landfill (estimated)** This method has not yet been proven in New Zealand, although several other councils have the ability to do this; therefore the potential impact of introducing rules like this is only an estimate. These rules would cover recycling, green waste, and would also cover food waste if/when collection services for these materials were introduced by Council. Green waste could instead be home composted or taken to a drop off point or the Awapuni Resource Recovery Park; householders can also organise a private green waste collection. Recyclables could instead be put into the Council's kerbside recycling collection, which accepts a wide range of materials, or taken to a drop-off centre or Awapuni Resource Recovery Park.
R03 Litter Act Enforcement	Continue to take enforcement action against those that dump rubbish illegally, and work in partnership with community group to identify and address problem spots	Exisiting	Ongoing Rates and income from infringement notices	General Support

Rationale: Palmerston North City Council has adopted a detailed Bylaw to support waste management and minimisation, and implementation of parts of this Bylaw (such as the provisions for licensing of waste operators and data collection) will support many parts of this Action Plan.

A number of households in the city (perhaps as high as two thirds) use wheelie bins provided by private companies for their rubbish collection, instead of the Council's kerbside rubbish bag collection. This creates issues as these households, particularly those that have large wheelie bins, put more in their landfill bin including more recyclables, food waste, and green waste. If new services are introduced, these will be much more effective if these households can be encouraged to make use of the alternatives. Council can amend the bylaw to set maximum levels of certain materials that are allowed to be collected for landfill disposal, and require companies that collect rubbish in wheelie bins to work with their customers to meet these.

Although monitoring and enforcement action is already taken to address illegal dumping, this is still an ongoing problem and this activity needs to continue. The community can help by informing Council of incidents and identifying problem 'hot spots'.

Data

Reference & Title	Description	New or Existing Action	Timeframe and Funding	Contribution to Landfill Diversion
D01 External Data Collection	Council will continue to undertake occasional surveys in accordance with the solid waste analysis protocol to monitor performance and identify opportunities for improvement.	Existing	As necessary Waste Levy	General support and guides future actions
D02 Internal Data Collection	Council will continue to improve their internal data collection and analysis, and ensure that it is possible to identify trends over time where possible.	Existing	Ongoing Rates	General support, guides future actions, and provides data for performance reporting on KPIs

Rationale: Having good quality, reliable, data available on a wide range of waste streams will enable Council to better analyse performance in future, and identify opportunities for improvement.

Education/Engagement/Communications

Reference & Title	Description	New or Existing Action	Timeframe and Funding	Contribution to Landfill Diversion
E01	Maintain current education and engagement	Existing	Ongoing Rates and Waste Levy	General support
E02	Carry out specific communication and education if new services are introduced, if existing services are changed, or if regulatory changes are made (e.g. material limits)	New	As required Rates and Waste Levy	General support
E03	Establish a community-led zero waste action group to include Rangitāne representation, supported by Council through coordination and some funding, to deliver project areas prioritised and planned by the community	New	2019 Waste Levy	General support
E04	Investigate the establishment of a competitive fund for waste minimisation projects	New	2020 (Investigation) Waste Levy	General support
E05 (from The Waste Plan)	Work closely with iwi and other regional partners to ensure culturally appropriate waste management methods where possible, particularly relating to bio-solids	Existing	Ongoing Rates	General support
E06	Council will investigate options to remove food waste from the residual waste stream, including reduction of food waste, home composting and kerbside food waste collection.	New	2020 - 2021 Rates and Waste Levy funds	General support

Rationale: The community needs to understand the motivations and reasons for the actions Council takes, and how the community can get involved and support these. One-off campaigns whenever any significant changes are made ensure that householders use services to the full extent possible and that contamination is minimised.

Collections

Refer-ence & Title	Description	New or Existing Action	Timeframe and funding	Contribution to Landfill Diversion
C01	Maintain existing kerbside recycling collections, and make best use of any data collected from RFID tags (e.g. areas that are not using the collection well for targeted comms etc)	Existing	OngoingRates and Waste Levy	General support and guides future actions
C02	Maintain existing kerbside rubbish bag collection service	Existing	Ongoing User Charges	General support, guides future actions, and provides data for performance reporting on KPIs
C03	Subject to investigation and detailed financial analysis, Council would provide a city-wide, rates-funded, weekly kerbside food waste collection service to households. This service would be offered to non-residential customers on a user-pays basis. A tailored service could be offered to those that have larger quantities such as restaurants, hostels, and cafeterias.	New	2021 – 2022 (Investigation) 2023 (Implementation) Rates and Waste levy funds	**3,000 tonnes per annum diverted from landfill** 2,500 tonnes from householders; 500 tonnes from other customers This food waste would instead be processed into a beneficial product. The estimated cost of collection is $50 per annum per household (not accounting for any savings that might be made by reducing the need to use rubbish bags or bins).
C04	Encourage households to make use of existing services for garden waste, such as home composting, delivery to a drop off centre, or private collections.	Existing	Ongoing Waste Levy	General supporting action
C05	Provide additional recycling collection services to non-residential customers to accommodate their needs; such as variety in containers, types of materials, frequency of collection and location of collection. These would be provided on a user-pays basis.	New	2020 onwards User Charges	**Diversion potential would be dependent on services – between 500 – 1,500 tonnes per annum (estimated)** Customers would be canvassed to establish their service needs and whether Council could meet these. This material would be diverted from landfill and instead be channelled through the Council's existing recycling facility.
C06 (from the Waste Plan)	Investigate providing disposal options for hazardous waste disposal	New	2019 (Investigation) Rates Waste levy funds	Households have a safe and effective option for managing their household hazardous waste
C07 (from the Waste Plan)	Continue to investigate provision of recycling services for difficult materials, such as polystyrene	New	2019 Waste Levy	Potential to increase diversion from landfill for these difficult materials, depending on the outcome of the investigation
C08 (from the Waste Plan)	Trial a programme providing for the recycling of mattresses	New	2019 (Trial) Waste Levy	Potential to increase diversion from landfill for these difficult materials, depending on the outcome of the trial
C09	Investigate the potential for Council to support non-profit early childhood education facilities and schools (primary, intermediate and secondary) to enable them to divert more from landfill.	New	2019 (Investigation)	Provides a service option to this group that can find it difficult to afford good waste management options. Children and young adults will be able to see systems in action.

Rationale: Palmerston North City sends a significant amount of organic waste to landfill. This can be broken down in to two types – food waste, and garden or green waste. Organic waste is very harmful in a landfill, as the lack of oxygen means that this material breaks down to create methane (a greenhouse gas around 25 times more powerful than CO2) and leachate. Much of the food waste going to landfill comes from households, with surveys showing that every house puts out at least some food waste each week. Some of the food waste comes from businesses, and large institutions like universities, hospitals, and accommodation buildings. Most of the green waste going to landfill comes from households that have wheeled bins supplied by private companies for their rubbish collection, particularly large bins. The rest comes from various sources through the transfer station.

The current diversion rate for food waste is 5%, with green waste at around 55%. Therefore a food waste collection is expected to give the greatest results for landfill diversion and value for money.

Surveys also show that recyclables are going to landfill via commercial collections and the transfer station. A variety of tailored services could be offered to non-residential customers on a user-pays basis to encourage the diversion of common materials like glass, tins and cans, paper and cardboard.

Infrastructure

Reference & Title	Description	New or Existing Action	Timeframe and funding	Contribution to Landfill Diversion
IN1	Existing RDOPs and Awapuni Resource Recovery Park will be maintained.	Existing	Ongoing Rates, user charges, and waste levy funds	Maintains existing diversion
IN2 (from the Waste Plan)	Investigate establishing a new drop off site for recycling and green waste in the north west of the city to service urban growth	New	2019 - 2021 Rates	Increases diversion from landfill across a range of materials
IN3	Investigate the establishment of a construction and demolition waste processing service (with associated collections), aiming to divert at least one third of this waste currently going to landfill. Implementation would be subject to investigation and detailed financial analysis.	New	2021 -2022 (Investigation) Rates and Waste Levy 2023 – 2024 (Implementation) Rates, User Charges, and Waste Levy	**2,000 tonnes per annum** Similar operations elsewhere have shown that this is feasible, as long as the operation is integrated with the wider waste management system – in particular, cleanfill and disposal options for the wastes than can't be diverted.

Rationale: Facilities to enable the diversion of construction and demolition waste are extremely limited in the city. There is the potential to incorporate further diversion services within Awapuni Resource Recovery Park.

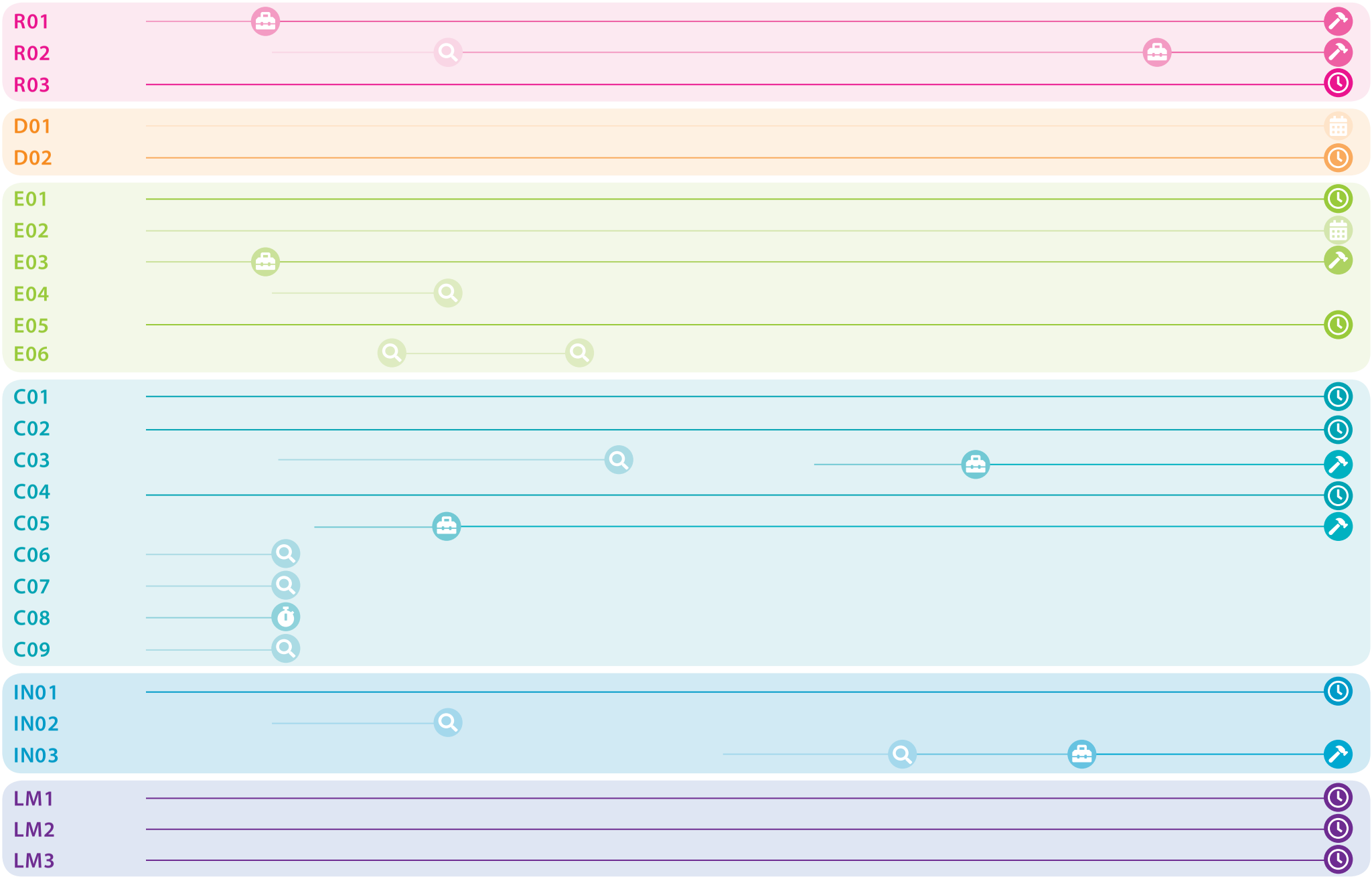
A new recycling drop-off centre is probably required to meet existing needs and forecasted growth in demand in the north-west of the city

Leadership & Management

Reference & Title	Description	New or Existing Action	Timeframe and funding	Contribution to Landfill Diversion
LM1	Advocate to central government for more extended producer responsibility; addressing problem waste streams at the source. Using the provisions in the WMA will help to ensure that the true cost of waste management of a product is reflected in its price. Product stewardship schemes for difficult waste streams such as e-waste and tyres will help Council provide management options for these waste streams.	Existing	Ongoing Minimal cost	More government action centrally will support many initiatives at regional and local levels.
LM2	Work closely with mana whenua, community groups, and the private sector to progress opportunities for increased waste diversion	Existing	Ongoing Minimal cost	General support
LM3 (from The Waste Plan)	Review Council's procurement policy to require lower-waste Council purchasing	New	Ongoing Minimal cost	General support

ACTION PLAN TIMELINE

Investigation
Implementation
Operation
Ongoing
Trial
As Required



5.0 FUNDING PLAN

The Waste Minimisation Act 2008 (s43) (WMA) requires that the Councils include information about how the implementation of this Plan will be funded, as well as information about any grants made and expenditure of waste levy funds.

5.1 Funding local actions

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

- Uniform Annual General Charge (UAGC) - a charge that is paid by all ratepayers
- User Charges - includes charges for user-pays collections as well as transfer station gate fees[2]
- Targeted rates - a charge applied to those properties receiving a particular council service
- Waste levy funding - The Government redistributes funds from the $10 per tonne waste levy to local authorities on a per capita basis. By law 50% of the money collected through the levy must be returned to councils. This money must be applied to waste minimisation activities
- Waste Minimisation Fund - Most of the remaining 50% of the levy money collected is redistributed to specific projects approved by the Ministry for the Environment. Anyone can apply to the WMF for funding for projects
- Sale of recovered materials - The sale of recovered materials can be used to help offset the cost of some initiatives
- Private sector funding - The private sector may undertake to fund/supply certain waste minimisation activities, for example in order to look to generate income from the sale of recovered materials etc. Council may look to work with private sector service providers where this will assist in achieving the WMMP goals.

Funding considerations take into account a number factors including:

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

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

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

5.2 TA Waste levy funding

Council receives, based on population, a share of national waste levy funds from the Ministry for the Environment. It is estimated that at the current rate of $10 per tonne our council's total share of waste levy funding will be approximately $330k per annum.

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

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

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

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

5.3 Funding business and community actions

Councils have the ability under the WMA (s47) to provide grants and advances of money to any person, organisation or group for the purposes of promoting or achieving waste management and minimisation, as long as this is authorised by the WMMP.

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

6.0 MONITORING EVALUATING AND REPORTING PROGRESS

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

Progress on each of these actions and targets will be reported annually to Council.

PART C: SUPPORTING INFORMATION

Palmerston North City Council Waste Assessment can be found on the Palmerston North City Council website.

GLOSSARY OF TERMS

C&D Waste	Waste generated from the construction or demolition of a building including the preparation and/or clearance of the property or site. This excludes materials such as clay, soil and rock when those materials are associated with infrastructure such as road construction and maintenance, but includes building-related infrastructure.
Cleanfill	A cleanfill (properly referred to as a Class 4 landfill) is any disposal facility that accepts only cleanfill material. This is defined as material that, when buried, will have no adverse environmental effect on people or the environment.
Disposal	Final deposit of waste into or onto land, or incineration
Diverted Material	Anything that is no longer required for its original purpose and, but for commercial or other waste minimisation activities, would be disposed of or discarded.
Domestic Waste	Waste from domestic activity in households.
ETS	Emissions Trading Scheme
Food waste	Any food scraps – from preparing meals, leftovers, scraps, tea bags, coffee grounds
Green waste	Waste largely from the garden – hedge clippings, tree/bush prunings, lawn clippings
Hazardous waste	Waste that can cause harm or damage, to people or the environment, like strong chemicals. Shouldn't go in to landfills.
ICI	Industrial, Commercial, Institutional
Landfill	Tip or dump. A disposal facility as defined in S.7 of the Waste Minimisation Act 2008, excluding incineration. Includes, by definition in the WMA, only those facilities that accept 'household waste'. Properly referred to as a Class 1 landfill
LGA	Local Government Act 2002
LTP	Long Term Plan
Managed Fill	A disposal site requiring a resource consent to accept well-defined types of non-household waste, e.g. low-level contaminated soils or industrial by-products, such as sewage by-products. Properly referred to as a Class 3 landfill.
MfE	Ministry for the Environment
MGB	Mobile garbage bin – wheelie bin.
MRF	Materials Recovery Facility
MSW	Municipal Solid Waste
New Zealand Waste Strategy	A document produced by the Ministry for the Environment in 2010. Currently being reviewed.
NZWS	New Zealand Waste Strategy
Putrescible, garden, greenwaste	Plant based material and other bio-degradable material that can be recovered through composting, digestion or other similar processes.
Recovery	a) extraction of materials or energy from waste or diverted material for further use or processing; and b) includes making waste or diverted material into compost

Reuse	The further use of waste or diverted material in its existing form for the original purpose of the materials or products that constitute the waste or diverted material, or for a similar purpose
RRP	Resource Recovery Park
RTS	Refuse Transfer Station
Rubbish	Waste, that currently has little other management options other than disposal to landfill
Service Delivery Review	As defined by s17A of the LGA 2002. Councils are required to review the cost-effectiveness of current arrangements for meeting the needs of communities within its district or region for good-quality local infrastructure, local public services, and performance of regulatory functions. A review under subsection (1) must consider options for the governance, funding, and delivery of infrastructure, services, and regulatory functions.
TA	Territorial Authority (a city or district council)
Transfer Station	Where waste can be sorted for recycling or reprocessing, or is dumped and put in to larger trucks for transport to landfill
Treatment	a) means subjecting waste to any physical, biological, or chemical process to change its volume or character so that it may be disposed of with no or reduced adverse effect on the environment; but b) does not include dilution of waste
WA	Waste Assessment as defined by s51 of the Waste Minimisation Act 2008. A Waste Assessment must be completed whenever a WMMP is reviewed
Waste	Means, according to the WMA: a) Anything disposed of or discarded, and b) Includes a type of waste that is defined by its composition or source (for example, organic waste, electronic waste, or construction and demolition waste); and c) To avoid doubt, includes any component or element of diverted material, if the component or element is disposed or discarded.
Waste Assessment	A document summarising the current situation of waste management in a locality, with facts and figures, and required under the Waste Minimisation Act.
Waste Hierarchy	A list of waste management options with decreasing priority – usually shown as 'reduce, reuse, recycle, reprocess, treat, dispose'
WMA	Waste Minimisation Act (2008)
WMMP	A Waste Management and Minimisation Plan as defined by s43 of the Waste Minimisation Act 2008
WWTP	Wastewater treatment plant
Zero Waste	A philosophy for waste management, focusing on Council/community partnerships, local economic development, and viewing waste as a resource. Can also be a target (but not in this case).

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