

**TOI TŪ TE MARAE A TANE,
TOI TŪ TE MARAE A TANGAROA,
TOI TŪ TE IWI**

*If you preserve the integrity of the land (the realm of Tane),
and the sea (the realm of Tangaroa),
you will preserve the people as well.*

Draft

**JOINT
WASTE MANAGEMENT
AND
MINIMISATION PLAN**

2018-2024

EXECUTIVE SUMMARY

As required to do so every six years by the Waste Minimisation Act (WMA) 2008, Hastings District and Napier City Council are revising our 2012 Waste Management and Minimisation Plan (WMMP).

It is in our best interest at Hastings District and Napier City Council to encourage residents to be more resourceful, diverting as much unnecessary waste as possible to prolong Omarunui Landfill's life, as our proposed vision highlights:

TO DELIVER WASTE MINIMISATION AND RESOURCE RECOVERY ACROSS HASTINGS DISTRICT AND NAPIER CITY.

Highlighted key waste issues for Hastings District and Napier City include:

- Close to 50% of the material going to Omarunui Landfill can be composted or recycled.
- The other 50% contains more divertible items such as TV's, batteries, plaster board, other electronic waste etc.
- Undesirable kitchen and garden waste makes up approximately a third of all waste entering Omarunui Landfill.
- Close to 80% of rubbish coming from householders can be diverted elsewhere.
- Bagged rubbish collection services pose greater safety risks to collectors compared to bins.
- Some residents and businesses are unaware of their waste options as educational/informative campaigns have limited reach.
- Litter, dumping, and fly-tipping continues to occur despite fines, enforcement and education.
- A large number of rural residents have little to no access to proper waste disposal.

Key background work for this plan includes:

- The Joint Waste Futures Project, Jacobs Consulting Ltd. (2014-16).
- The Joint Waste Assessment – a series of documents highlighting waste movements in Hastings District and Napier City:
 - Jacobs Consulting Ltd., HDC and NCC Waste Assessment (2017).
 - Morrison Low and Associates, Key Issues and Options Table (2017).
 - Napier City Council, Supplementary Waste Assessment Paper (2017).

OUR PROPOSED TARGETS TO MEET THE GOALS BENEATH THE OVERARCHING VISION ARE:

20%

TOTAL TONNAGE INCREASE IN COMMON RECYCLABLES DIVERTED FROM OMARUNUI LANDFILL.

30%

TOTAL TONNAGE DECREASE IN ORGANICS TO OMARUNUI LANDFILL.

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PART A THE STRATEGY



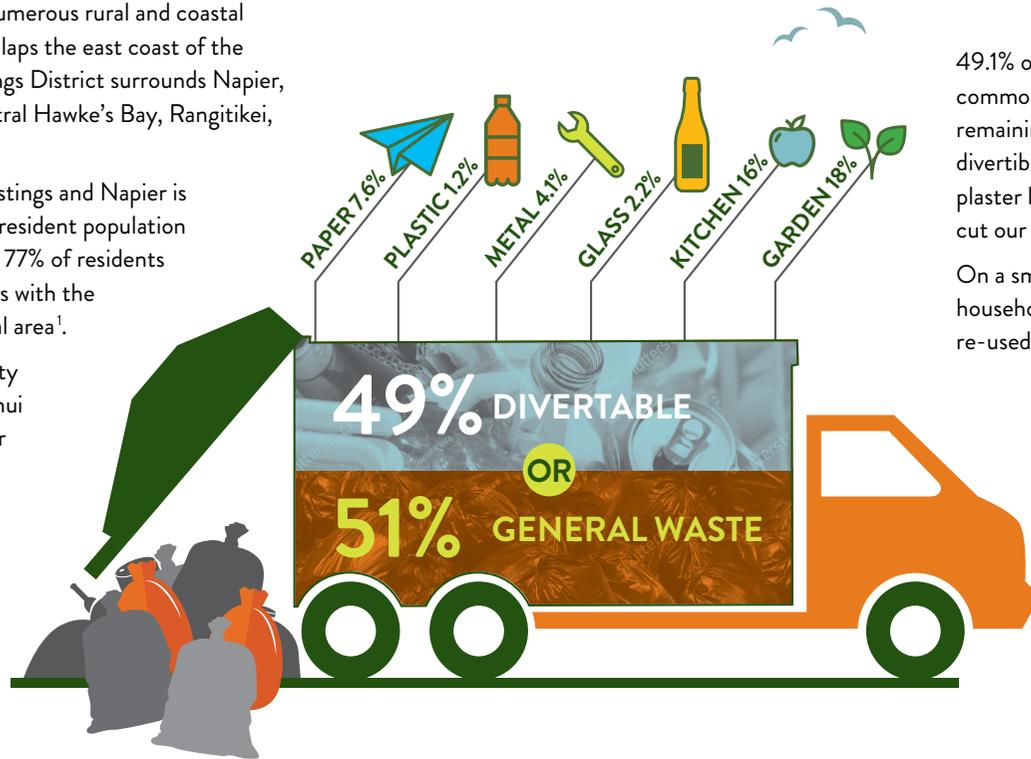
INTRODUCTION

Hastings District and Napier City cover a combined land area of 510,600 hectares and are comprised of the main urban centres of Clive, Flaxmere, Hastings, Havelock North, Napier and Taradale as well as numerous rural and coastal settlements. The Pacific Ocean laps the east coast of the combined area; while the Hastings District surrounds Napier, sharing its boundaries with Central Hawke’s Bay, Rangitikei, Taupo and Wairoa.

The combined population of Hastings and Napier is 130,500, containing 3% of the resident population of New Zealand. Approximately 77% of residents live across the urban settlements with the remaining population in the rural area¹.

Hastings District and Napier City Council jointly own the Omarunui Landfill, which received just over 84,000 tonnes of waste from the combined area in 2016/17². This waste includes a significant amount of material that could have been recovered for better use.

OMARUNUI LANDFILL HAS A FINITE LIFETIME, DEPENDANT ON THE QUANTITY OF WASTE GOING IN. IF THERE IS OPPORTUNITY TO DIVERT MATERIAL FROM OMARUNUI LANDFILL THAT CAN BE BETTER UTILIZED ELSEWHERE, THE LIFE SPAN WILL BE MAXIMISED.



49.1% of waste currently going to Omarunui Landfill is commonly recyclable and/or compostable material³. The remaining 50.9% includes a significant amount of potentially divertible material such as electronic waste, wood waste, plaster board, scrap metal and so on. In other words, we can cut our waste in half.

On a smaller scale, waste picked up at the kerbside from households has a high percentage of material which could be re-used, recycled or composted elsewhere.

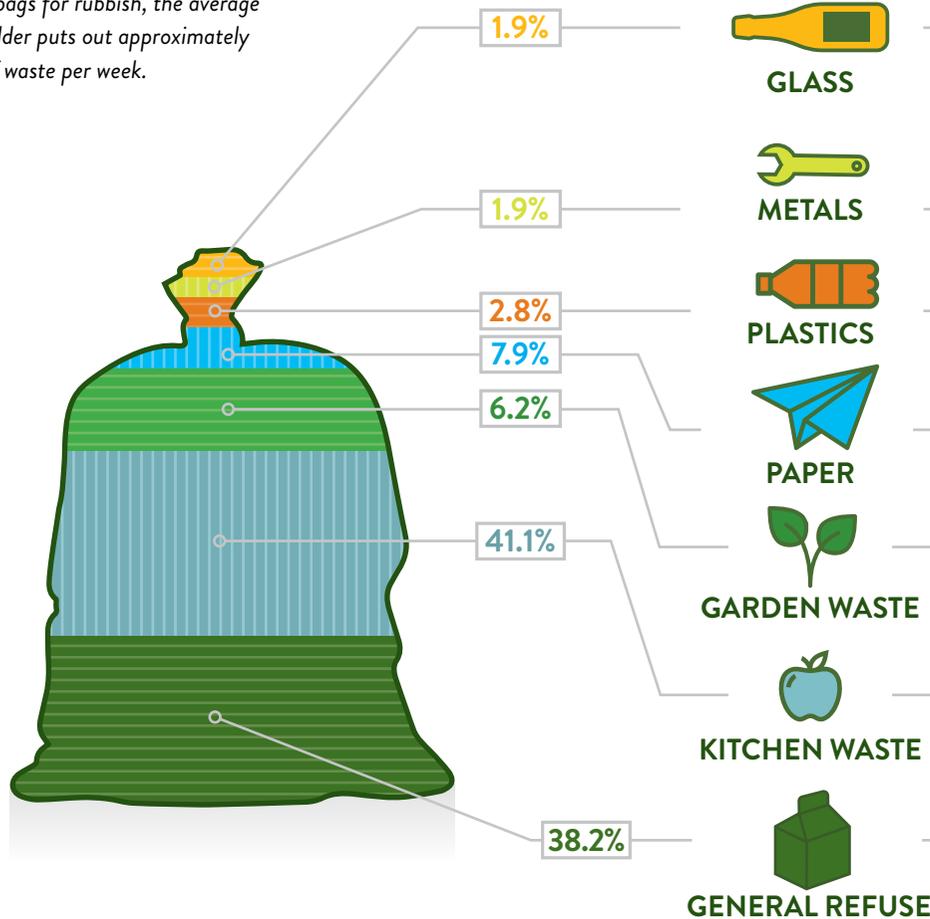
¹ New Zealand Census 2013.

² July 2016 to June 2017.

³ Waste Not Consulting: Napier City and Hastings District Council Joint Solid Waste Survey 2016.

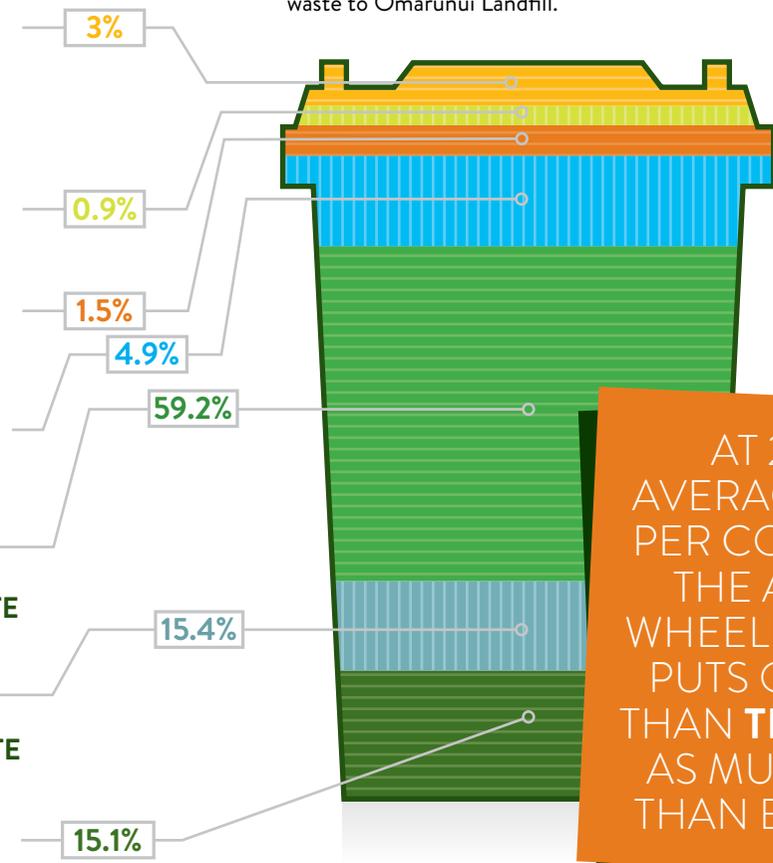
62% of material in Hastings District and Napier City's kerbside bags is recyclable or compostable and **does not need** to go to Omarunui Landfill.

If using bags for rubbish, the average householder puts out approximately 8.6kg of waste per week.



85% of waste in wheelie bins is recyclable or compostable and **does not need** to go to Omarunui Landfill.

The waste from wheelie bins accounts for a quarter of all waste to Omarunui Landfill.



AT 27.28KG AVERAGE WEIGHT PER COLLECTION, THE AVERAGE WHEELIE BIN USER PUTS OUT MORE THAN **THREE TIMES** AS MUCH WASTE THAN BAG USERS.

Every six years, Hastings District and Napier City Councils are required to review their Waste Management & Minimisation Plan [WMMP] under the Waste Minimisation Act 2008 [WMA].

The Joint Waste Assessment (Appendix 2–4) is the first stage in this WMMP process. The Waste Assessment assesses solid waste movements in the Hastings District and Napier City in as much detail as reasonably obtainable.

This WMMP must meet requirements set out in the Waste Minimisation Act including to:

- Ensure waste does not create a nuisance.
- Have regard to the New Zealand Waste Strategy (NZWS) and other key government policies, which emphasise reducing harm and improving the efficiency of resource use.
- Consider the outcomes of the Waste Assessment.
- Follow the Special Consultative Procedure set out in the Local Government Act (LGA) (2002).

Current Status of the Plan

This draft Joint WMMP must be finalised and adopted by Hastings District and Napier City Councils prior to 28 June 2018. This adopted joint WMMP will be operational from July 2018 to June 2024, unless reviewed prior.

Structure of the Plan

This Joint WMMP is in three main parts.

PART A: STRATEGY

The detail of the strategy, outlining what we are trying to achieve, containing our vision, goals, objectives, policies, and targets.

PART B: ACTION PLAN

The itinerary, explaining steps the Councils propose to take to achieve the vision, goals and objectives from Part A.

PART C: BACKGROUND INFORMATION

Supplementary information that assisted in writing this Joint WMMP. The Waste Assessment is provided in this section.

WHAT IS WASTE?

Most of the things we do, buy and consume generates some form of waste. If not managed properly, it can have a negative impact on people's well-being and the health of the environment.

In this Joint WMMP, terms like 'rubbish', 'recycling', and 'waste' will be used that may not be familiar to you or may mean something different to the way they are used here. Definitions are provided at the end of this draft WMMP in Section C – Appendix 1.

The Waste Minimisation Act (WMA) defines 'waste' as: *"Material that has no further use and is disposed of or discarded."*

The Act also describes 'waste minimisation' as reducing waste and increasing the reuse, recycling, and recovery of waste and diverted material. 'Diverted material' is anything that is no longer required for its original purpose, but still has value through reuse or recycling. For example – your empty aluminium drink can may be waste to you, but is worth money to metal recycling companies so becomes 'diverted material' if it is re-directed from a landfill.

In this Hastings District and Napier City Council Joint WMMP, the term 'waste' refers to solid waste only and includes biosolids.

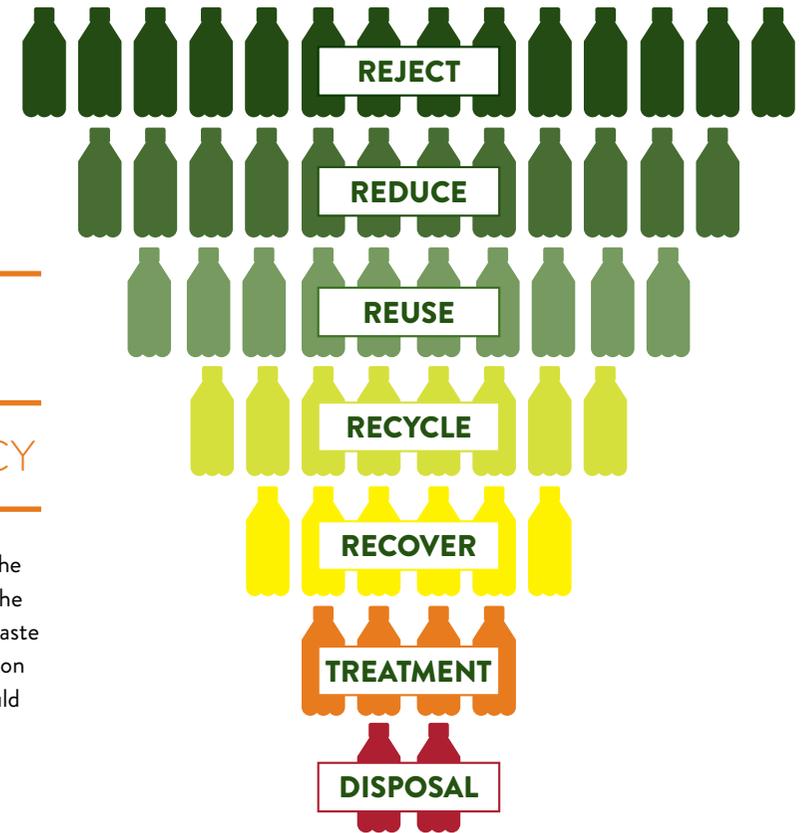
The New Zealand Waste Strategy

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

1. TO REDUCE HARMFUL EFFECTS; AND
2. TO IMPROVE EFFICIENCY

The WMA contains the waste hierarchy, which explains the idea of reducing waste by thinking more critically about the waste you create in your lifestyle. Reuse, recycling and waste recovery are the next preferable options for waste diversion from Landfill. Finally, waste treatment then disposal should only be relied upon as a last resort.

For this joint WMMP, we are adding an extra first step before waste reduction. Rejecting purchases which will create unnecessary waste is a behaviour that needs to be encouraged. Dealing with that waste is the next stage.





Quality scrap steel dumped at Omarunui Landfill for burial.



WHERE DOES OUR WASTE GO?

Hastings District and Napier City completed a Joint Waste Assessment detailing waste movements across the Hastings District and Napier City (Appendix 2-5). Most of our waste from Hastings and Napier ends up at Omarunui Landfill south-west of Taradale. This waste primarily comes from;

- Three transfer stations - Henderson Road, Redclyffe, and Blackbridge;
- Kerbside waste,
- Commercial and Industrial (C&I) waste.

84,000 tonnes of waste was received at Omarunui Landfill from the Hastings District and Napier City areas in 2016/17. This is an increase in total tonnage of 11% over one year. Therefore, the importance of this WMMP review cannot be understated.

Additional to this 84,000 tonnes of waste, 9,800 tonnes of recycling was collected from the kerbside collections and the multiple recycling centres around Hastings and Napier for local as well as international processing. Close to 6,000 tonnes of organic waste was collected at the three Transfer Stations and composted at BioRich or sent to PanPac for use as boiler fuel.

Hastings District and Napier City Council monitor 12 closed landfills and one open Class A landfill - Omarunui. There are a further 3 operational landfills in the area. The Supplementary Waste Assessment in Appendix 5 details this further.

Regarding hazardous waste, Hastings District and Napier City Council have historically run a hazardous waste collection day where householders can drop off their unwanted chemicals, oils, paints, and more. The Jacobs Consulting Waste Assessment in Appendix 2 details this further.



Other (private) infrastructure

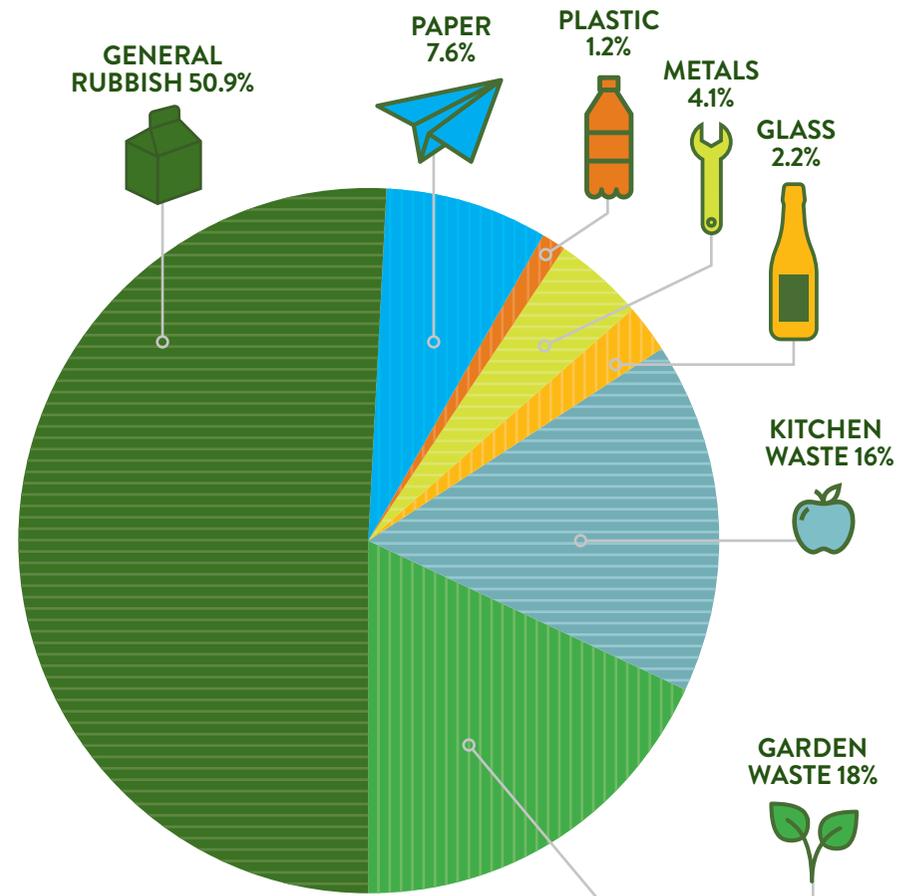
Private waste infrastructure in Hastings District and Napier City includes kerbside and commercial collections undertaken by private waste collectors, as well as material processors such as Hawk Packaging, BioRich and PanPac. Further details can be found in the Supplementary Jacobs Consulting Waste Assessment Paper in Appendix 4.

How do we compare?

In 2016, the Councils commissioned a survey on the quantity and type of waste collected from households in Napier and Hastings, as well as all waste entering Omarunui Landfill. Around New Zealand in the last 5 years, the amount of waste to landfill per person has ranged from 330kg to 800kg. The 2016 SWAP survey showed that households in Hastings District and Napier City are fairly average with close to 500kg of waste sent to Omarunui Landfill per person per year.

The survey recorded waste composition, showing that close to 50% of this waste to Omarunui Landfill could have been recovered, recycled and/or composted.

The remaining waste contains other items such as TV's, batteries, plaster board, electronic waste, untreated timber and more that could be easily diverted elsewhere in the region.



THIS MEANS THAT
AT LEAST HALF
 OF WHAT'S GOING INTO
 OMARUNUI LANDFILL
 DOESN'T NEED TO BE.

WHY SHOULD WE CHANGE OUR BEHAVIOUR?



More than being holes in the ground, landfills produce leachate, damaging greenhouse gases and toxins.

Due to organic waste's high water content, leachate and greenhouse gases from landfill are formed when food waste and green waste break down. Burying organic waste in Omarunui with minimal oxygen slows the natural break-down process. This means like most landfills, Omarunui is constantly producing leachate and greenhouse gases which require management long after closure.

In addition to by-products from organic waste, some materials that end up in Omarunui Landfill contain toxic substances which can leach over time. For example; household batteries can burst and leak corrosive powder. Add liquid from rotting food and leaves and toxic leachate is produced.

Omarunui Landfill has a highly engineered and successful system to capture these liquids and gases produced by its waste. However Hastings District and Napier City Council believe it is better to divert these materials from Omarunui in the first place rather than managing (and paying for) them at the landfill.



Leachate Collection Pond



A wheelie bin collector's load tipped at the Omarunui Landfill tip face.



Omarunui Landfill's Gas Flare

Current facilities and services

Hastings District and Napier City Council provide and/or manage the following services and facilities across the region:

SERVICE	CONTRACTOR /MANAGER
KERBSIDE RUBBISH BAG COLLECTION	Waste Management Ltd.
KERBSIDE RECYCLING COLLECTION	GreenSky Waste Solutions Ltd.
OMARUNUI LANDFILL	Hastings District Council on behalf of both Councils
HENDERSON ROAD TRANSFER STATION AND RECYCLING CENTRE	Hastings District Council
REDCLYFFE TRANSFER STATION AND RECYCLING CENTRE	Napier City Council
BLACKBRIDGE TRANSFER STATION	Phoenix Contracting Ltd.
BLACKBRIDGE, MARTIN PLACE, WAIMARAMA, PUKEHAMOAMOA, POUKAWA, AND TUTIRA RECYCLING CENTRES	Hastings District Council
AUSTIN STREET RECYCLING CENTRE	Waste Management
ILLEGAL DUMPING AND LITTER REMOVAL	Various contractors on behalf of HDC and NCC



Alongside the Council-provided kerbside rubbish bag collection, there are a number of local operators offering a private wheelie bin service for rubbish and/or green waste. The cost for these are at the discretion of the independent waste operator and vary on the type of service, collection frequency and volume of bin used.



Green Bin Recycling Centre, Poukawa, Hastings District.



More reasons to divert and recover

Omarunui Landfill is similar to other landfills around New Zealand in that it is a very expensive facility to run. Long term site management planning, running pumps and wells that capture leachate and greenhouse gas, as well as government taxes and levies mean that every tonne of waste costs money.

Currently, \$10 per tonne is surrendered for every tonne of waste to Omarunui Landfill to the New Zealand Emissions Trading Scheme (ETS) which supports global efforts to reduce anthropogenic greenhouse gas emissions.

Under the Waste Minimisation Act 2008, a \$10 Waste Disposal Levy is collected from each tonne of waste entering Omarunui Landfill. This money is paid into the central government's Waste Minimisation Fund (WMF). A portion of this is then returned to Hastings District and Napier City Council to fund Waste Minimisation initiatives. This local fund has so far helped Hastings District Council establish multiple 'Green Bin' Recycling Depots around the district. It has also allowed Napier City Council to partly fund their kerbside recycling collection. Under the WMA, a local levy can be imposed on facilities and/or increased to fund further initiatives at the discretion of Napier City and/or Hastings District Council.

Both the national ETS and the waste disposal levy charges per tonne at Omarunui Landfill are expected to increase over the coming years.

WE CAN CUT
OUR WASTE
IN HALF



OUR RECYCLING JOURNEY

The common recyclables collected at the recycling depots and from the kerbside have different journeys, these are detailed below.



Plastics 1-7 are collected and shipped offshore for processing in Asia. They are sorted into their respective materials, for example  High Density Polyethylene (HDPE),  Polyethylene (PET),  Polypropylene (PP) and so on. From sorting, different grades of plastics have the potential to be remade into other polymer/oil-based products such as polar fleeces, sleeping bags and plastic bottles.



Glass bottles and jars are collected and transported for processing in Auckland. Once the cleaning, melting and re-shaping is done, the glass is then ready to be re-sold. Glass bottles and jars are fully recyclable, making them the most sustainably re-usable product. With major glass processors in New Zealand, glass recycling is a relatively straightforward system and does not require substantial international transportation, where associated emissions would make it less of a 'green' process.



Paper and cardboard collected in the region is sent to multiple sources. There are a number of local and international processors who pulp and reproduce paper and cardboard for re-use.



Steel and aluminium cans are sorted and on-sold locally or internationally, and melted for remanufacturing into almost anything metal-based.





FACTORS AFFECTING NEW ZEALAND'S WASTE SYSTEM



At the time of writing this plan, there were a number of external factors affecting the recycling system in New Zealand and consequently our Hawke's Bay region. Topical in 2017 is soft plastics with an emphasis on plastic bags. Four major retail chains have announced their intention to phase-out single-use plastic bags in order to reduce the amount of bags being disposed of improperly. Though the weight of plastic bags being landfilled per year is comparatively small, it is the litter aspect and risk they pose to waterways and ocean life when transported by the wind that we are responsible for as a community.

Plastic bag reductions are likely to affect Hastings and Napier's current recycling collection as many households rely on supermarket bags to present their recycling on the kerb.

Exports of recyclable plastic are also under question with China and parts of South-East Asia restricting the import of unsorted plastic recycling and plastic with minor contamination. Without this market for New Zealand plastic exports and with no large-scale facilities to process them locally, nationwide collaboration will be required to find a long-term solution.

The commodity price of recycled plastic tends to imitate the worldwide price of oil. When oil price is low, recycled plastic tends to be worth little. As a lower grade product compared to virgin oil, it can then be difficult to sell. The price for recyclable steel, tin and aluminium has also fallen dramatically in the last two years.

Aside from factors affecting the recycling system, there is potential for the international Emissions Trading Scheme (ETS) and the New Zealand Waste Disposal Levy to significantly increase, putting financial pressure on landfill disposal and consequently driving up the price of waste services to match, affecting everyone from industry to the householder.

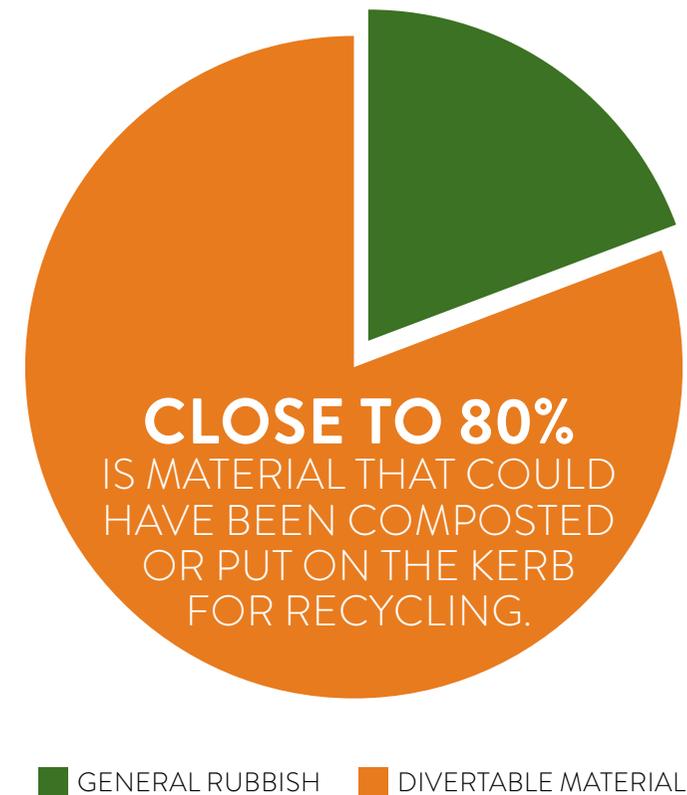


SUMMARY OF KEY ISSUES

Key waste issues for Hastings District and Napier City as highlighted through the Waste Assessment process are as follows:

- Close to 50% of material going to Omarunui Landfill can be composted or recycled.
- The other 50% contains more divertible items such as TV's, batteries, plaster board, other electronic waste, etc.
- Undesirable kitchen and garden waste makes up approximately a third of all waste entering Omarunui Landfill.
- Close to 80% of 'rubbish' coming from householders can be diverted elsewhere.
- Bagged rubbish collection services pose greater safety risks to collectors compared to bins.
- Some residents and businesses are unaware of their waste options as educational and informative campaigns have limited reach.
- Litter, dumping, and fly-tipping continues to occur despite fines, enforcement and education.
- A large number of rural residents have little to no access to proper waste disposal.

Of all household kerbside waste going to Omarunui Landfill...



HOW WE WILL ADDRESS ISSUES

Hastings District and Napier City Council have agreed on joint goals and objectives as well as an overarching vision for waste in the region. We believe there are improvements to be made to the way waste is managed. Our proposed vision for this Joint WMMP is:

TO DELIVER WASTE MINIMISATION AND RESOURCE RECOVERY ACROSS HASTINGS DISTRICT AND NAPIER CITY.

This vision seeks to oversee the appropriate management of waste in Hastings District and Napier City, reducing public health risks and promoting a safe and sustainable environment to live in. This vision is supported by the following goals and objectives that will support local and national waste minimisation.

GOAL ONE

REDUCE, RECOVER AND RECYCLE MORE WASTE in order to contribute to the NZWS goal: “reducing the harmful effects of waste”.



Objective 1: To reduce total waste to landfill per capita in Napier and Hastings with an emphasis on organic waste.

Objective 2: To increase recovery of waste destined for landfill via reuse, recovery or recycling methods.

GOAL TWO

IMPROVE INFORMATION ON WASTE GENERATION AND MOVEMENTS IN NAPIER AND HASTINGS.



Objective 1: To improve the quality of information received on waste and recovered material activities in Napier and Hastings from both Council-contracted and private sector activities.

Objective 2: To work towards aligned data collection and reporting systems across Hastings District and Napier City, and New Zealand.

GOAL THREE

IMPROVE KNOWLEDGE AND PRACTICE AROUND RESOURCE RECOVERY AND DIVERSION POTENTIAL OF ‘WASTE’ MATERIAL.



Objective 1: To develop a program emphasizing the waste hierarchy, and targeting knowledge and education of material recovery and diversion.

Objective 2: To educate regarding using landfill as a last resort.

GOAL FOUR

UTILISE PROVEN AND COST EFFECTIVE WASTE MANAGEMENT AND MINIMISATION APPROACHES.



Objective 1: To continue to investigate new alternative waste disposal technologies using cost-benefit analyses, and apply these where appropriate.

Objective 2: To use the Councils’ influence to advocate for product stewardship, producer responsibility and priority products as described in the WMA.

Objective 3: To limit collected rubbish quantities for domestic household rubbish collections to minimise waste.

Relevant strategies and plans

Under legislation, this WMMP must align with Hastings District and Napier City Council’s Long Term Plans [LTP’s]. The framework for waste management and minimisation in New Zealand is influenced by the following legislation and strategic policy documents:

- Health and Safety at Work Act 2015;
- Waste Minimisation Act 2008;
- Local Government Act 2002;
- The New Zealand Waste Strategy 2010;
- Resource Management Act 1991;
- New Zealand Emissions Trading Scheme (under the Climate Change Response Act 2002);
- Litter Act 1974;
- Health Act 1956;
- International agreements and other legislation;
- Napier City Council Solid Waste Bylaw 2012;
- Hastings District Council Consolidated Bylaw 2016: 10.3 Refuse; and
- Hawke’s Bay Regional Council Regional Resource Management Plan 2006.

Our targets

To measure progress toward achieving our vision to ‘deliver waste minimisation and resource recovery across Hastings District and Napier City’, the Councils have identified possible targets.

The following targets are proposed to encourage waste diverted from Omarunui Landfill. Being the only Municipal Solid Waste (MSW) landfill servicing Hastings and Napier, it is the most feasible for local disposal. Therefore we can be reasonably confident that at this stage ‘diverted’ will not necessarily mean landfilled elsewhere. Tracking diverted material as a percentage of the total waste landfilled gives us the best overall picture of how much material is being diverted for better use. This also removes emphasis on total waste to Omarunui Landfill which has been directly linked to uncontrollable economic trends and population growth.

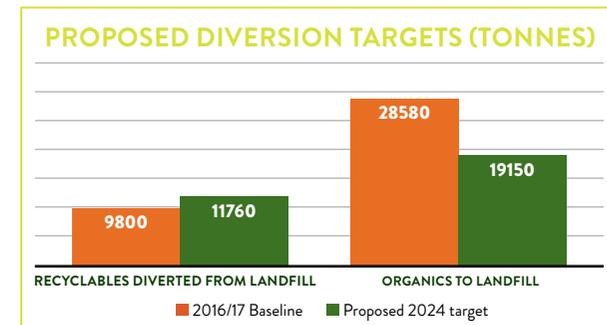
A 2016 study commissioned by Hastings District and Napier City Councils and undertaken by Jacobs Consulting Ltd⁴ outlined basic targets for improving diversion across the region:

“An improvement of 20% for recycled materials...”

“...a reduction by 30% of kerbside collected landfill material for the inclusion of an organics kerbside collection”

Based on the 2016 SWAP Survey as well as the tonnage landfilled and recycled for the 2016/17 year, the proposed targets are:

	16/17 BASELINE	PROPOSED 2024 TARGET
20% increase – recyclables diverted	9,800 tonnes	≥ 11,760 tonnes per annum
30% decrease – organics to landfill ⁵	28,580 tonnes	≤ 19,150 tonnes per annum



FOR THIS DRAFT WMMP, THE COUNCILS HAVE DECIDED TO FURTHER DEVELOP THESE TARGETS AS FOLLOWS:

20%
TOTAL TONNAGE INCREASE IN COMMON RECYCLABLES DIVERTED FROM OMARUNUI LANDFILL.

30%
TOTAL TONNAGE DECREASE IN ORGANICS TO OMARUNUI LANDFILL.

⁴ Waste Futures: Economic Case, Jacobs Consulting Ltd. (2016)

⁵ Overseen by the Councils. Currently, Council-controlled organic waste diversion is only via green waste through transfer stations.

THE ROLE OF THE COUNCILS

As owners of Omarunui Landfill and the three transfer stations, and managers of the bagged kerbside rubbish and recycling collection services, Hastings District and Napier City Council believe we can make an effective impact on waste reduction through targeted initiatives. With kerbside waste (bags and wheelie bins) comprising over a third of all waste to Omarunui Landfill and half of that being organic waste, this is an area we can make a difference.

Since the Councils introduced kerbside rubbish collection, various types of bags have been used. At the time of implementation and for many years, this system was economically and environmentally feasible. Since implementation of the first Joint WMMP (2012 – 2018), the Council-provided kerbside bag system has seen a decrease in popularity as householders make the move to wheelie bins. With changes in Health and Safety regulation, a bagged rubbish collection poses different safety risks with regard to worker safety compared with a mechanical bin collection. A renewal of the bagged rubbish collection contract may come at an increased cost to the ratepayer due to worker safety risk, and as a result; the availability of companies willing to tender.



The Councils also provide a kerbside recycling collection with the current contract allowing freedom to present recycling in any chosen container. The impact that the plastic bag phase-out could have on Hastings District and Napier City under this current methodology also indicates that a review is timely.

A primary reason for Council interest in overseeing waste movements is to protect public health where possible. We believe that proposed actions in this WMMP can do this effectively. Waste can contain a vast number of health and safety issues and it is in all of our best interests to manage it appropriately.

EVEN IF CHANGES ARE MADE, COUNCIL CANNOT ACHIEVE THE GOALS AND TARGETS SET IN THIS WMMP ALONE. SUCCESS WILL COME FROM THE COUNCILS AND COMMUNITY WORKING TOGETHER AND TAKING RESPONSIBILITY TO MANAGE WASTE BETTER.

The Councils' proposed roles in this change are explained in the following Part B – Action Plan.

PART B ACTION PLAN



This Action Plan outlines a six-year program to achieve the vision and targets presented in Part A.

This Waste Management and Minimisation Plan will be reviewed at least every 6 years with a supplementary Waste Assessment. This includes the funding structure, aspects of which may be updated as part of the Councils annual and long-term plans following the public consultation required by the Local Government Act 2002.

This Action Plan has been written to meet the requirements of the Waste Minimisation Act 2008 (WMA) and the Local Government Act 2002 (LGA) by including all practicable options to achieve the Council's waste minimisation objectives. These options have been assessed in terms of their future social, economic, environmental and cultural impacts on the well-being of the region and its residents.

The actions on the following pages are proposed to address the key issues listed in Part A as effectively as possible, whilst adhering to appropriate legislation and prioritising the Waste Hierarchy. These steps will improve the sustainability of Hastings District and Napier City through reducing the harmful effects of waste and improving resource-use efficiency.



WE BELIEVE THAT THE
75% ORGANIC AND RECYCLABLE
MATERIAL IN WHEELIE BINS
SHOULD NOT GO TO
OMARUNUI LANDFILL

Though a single plan is unlikely to provide a total solution to the effective management of solid waste, this WMMP aims to lay the guidelines for residents of Napier City and Hastings District to become more resourceful and aware of the implications of unnecessary landfilling.

The Councils do not believe that the issues highlighted can be suitably addressed without Council taking a more active role in waste management starting at the kerbside.

Since implementation of the current Joint WMMP, a significant portion of households across Napier and Hastings have made the move to using kerbside wheelie bins. Under the current system, bins for rubbish allow for flexibility with collection type and frequency. However they provide little opportunity to encourage greater waste diversion. Furthermore, while there are ways to address this such as stricter regulation on accepted materials in bins, Hastings District and Napier City Council believe it is first necessary to explore other solutions, particularly considering that the waste received at the kerbside is responsible for about 36% of Omarunui Landfill's annual total.



THE IDEA IS TO DIVERT AS
MUCH WASTE AS POSSIBLE
FROM OMARUNUI. THE COUNCILS
ALSO BELIEVE THAT LOCAL
BUSINESSES AND INDUSTRIES
HAVE AN OPPORTUNITY AND
RESPONSIBILITY TO MANAGE
WASTE APPROPRIATELY.
WE PROPOSE TO BETTER
COMMUNICATE THE SERVICES
AVAILABLE TO LOCAL
ORGANISATIONS, PROVIDING
MORE EDUCATION AROUND
BETTER WASTE PRACTICES.



FUNDING

There are various options available to the Hastings District and Napier City Councils to fund the waste management and minimisation activities identified in this plan. This section details the funding options for the initiatives in the action plan.

At the time of writing, a Waste Disposal Levy of \$10 per tonne (excluding GST) was applied to all waste sent to landfill as introduced under the Waste Minimisation Act 2008. Landfill operators must pay the levy based on the weight of material disposed of. However they may choose to pass this cost on to the waste producer such as households and businesses. The levy encourages New Zealanders to start taking responsibility for the waste they produce and to find more effective and efficient ways to reduce, reuse, recycle or reprocess waste. It also creates funding opportunities for waste minimisation initiatives

Half of the levy money goes to territorial authorities (city and district councils) to spend on promoting or achieving the waste minimisation activities set out in their waste management and minimisation plans (WMMPs). The remaining levy money (minus administration costs) is put into the Waste Minimisation Fund. The fund is for waste minimisation activities in New Zealand.

Possible Funding Options for proposed actions

SERVICE	CONTRACTOR /MANAGER
WASTE DISPOSAL LEVY FUNDS	These are the funds paid to Hastings District and Napier City Council under the Waste Minimisation Act 2008 to spend on promoting and achieving waste minimisation activities as required in the Waste Management and Minimisation Plan.
LOCAL WASTE LEVY (POSSIBLE NEW FUND)	Revenue raised from a locally-applied levy at Council owned facilities to fund further waste diversion initiatives.
USER PAYS	The user pays for the cost of the service directly, e.g. Transfer Station charges
RATES	The general rate funds the majority of the Council's expenditure. It is based upon the land value of property and is calculated based on a system of differential rating. A targeted rate set on each separately used or inhabited part of a rating unit based on the provision or availability to the land of the service, i.e. kerbside rubbish and recycling collections.
INTERNAL OPERATIONAL BUDGET	The operational budgets that Hastings District and Napier City Council fund some existing services and operations with.
WASTE MINIMISATION FUND	A national fund to which organisations can apply for funding for waste minimisation activities in New Zealand.
OMARUNUI DEVELOPMENT BUDGET	The budget kept in reserve to fund future expansion and development at Omarunui Landfill.

The current waste services are funded by a combination of rates (such as the Hastings recycling depots and the Hastings and Napier illegal dumping clean-ups), user pays (Redclyffe and Henderson Road transfer stations), and the Waste Disposal Levy which provides funding for various educational and infrastructure services.

There is also the opportunity for Hastings and Napier to apply for the contestable Waste Minimisation Fund to assist with specific projects which encourage waste minimisation.

THE FOLLOWING PAGES OUTLINE KEY PROPOSED ACTIONS WHICH THE COUNCILS BELIEVE WILL CONTRIBUTE APPROPRIATELY TO ACHIEVING THE VISION.

KERBSIDE OPTIONS TO BE CONSIDERED

The Council kerbside bag collection systems are declining in popularity and pose health and safety risks to collectors. Adjacent are proposed options for enhancing Council-provided kerbside systems. It is believed these changes would encourage proper management of waste in the household whilst being cost effective and user friendly.

Options for Central Business Districts (CBDs), businesses and multi-unit dwellings (MUDs) will be investigated. Difficult-to-access streets such as steep and/or narrow hill zones may require an alternative collection methodology and the Councils will ensure there is flexibility in investigating the best way forward for these communities.

THE COUNCILS ARE
PROPOSING A CHANGE
IN METHODOLOGY
FOR THEIR KERBSIDE
RUBBISH COLLECTION.



1. REPLACE EXISTING COUNCIL-PROVIDED KERBSIDE RUBBISH SERVICE

A

EITHER

Provide urban households with a weekly-collected 80L wheelie bin for rubbish.



B

OR

Provide urban households with a weekly-collected 120L wheelie bin for rubbish.



2.



ENHANCE EXISTING COUNCIL-PROVIDED KERBSIDE RECYCLING SERVICE

A

EITHER

Provide urban households with three mandatory **weekly-collected** 60L crates.



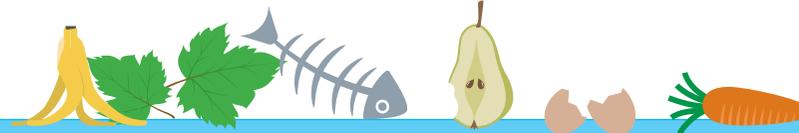
B

OR

Provide urban households with four mandatory **fortnightly-collected** 60L crates.



3.



PROVIDE COUNCIL SERVICE OR ENHANCE EXISTING ORGANIC WASTE INITIATIVE

As the Councils have highlighted in Part A of this WMMP, organic waste unnecessarily going to Omarunui is impacting the lifespan of the landfill. The Councils are therefore looking to investigate alternative methods such as providing a kerbside service to householders, or investigating local existing organic waste treatment methodology (such as pushing home composting and worm farming).

A

EITHER

Provide urban households with a **weekly-collected** 240L wheelie bin for green garden waste and kitchen food scraps.

240L



B

OR

Provide urban households with a **fortnightly-collected** 240L wheelie bin for green garden waste.

240L



C

OR

Investigate funding existing organic waste models. These could be:

- Home worm farming/composting.
- Credit towards existing organic kerbside collections.
- Credit towards green garden waste drop-off at transfer stations etc.



EXTENDED PROPOSED ACTION PLAN

Hastings District and Napier City Council believe the following waste practices align appropriately with the vision to “deliver waste minimisation and resource recovery across Hastings District and Napier City”, while promoting sustainable public health and environmental protection.

The following table covers the actions we propose to take to do so.

	ACTION	EXISTING, ENHANCED OR NEW	IMPLEMENTATION/ TIMEFRAME: YEARS	RELATION TO THE WASTE HIERARCHY	PROPOSED FUNDING SOURCE
1. KERBSIDE RUBBISH COLLECTION					
A	Enhance existing Council-provided kerbside recycling service. EITHER i. Provide urban households with a weekly-collected 80L wheelie bin for rubbish. OR ii. Provide urban households with a weekly-collected 120L wheelie bin for rubbish.	ENHANCED	Implemented with tendering of new kerbside collections.	DISPOSAL: Reducing harmful effects of waste	RATES
B	Expand Council kerbside rubbish collection to incorporate new developments and possibly include semi-rural properties.	ENHANCED	Implemented with tendering of new kerbside collections.	DISPOSAL: Reducing harmful effects of waste	RATES
D	Consider the appetite for enhancing kerbside rubbish services in the Napier and Hastings Central Business Districts.	NEW	Implemented with tendering of new kerbside collections.	DISPOSAL: Reducing harmful effects of waste	RATES/USER PAYS
E	Investigate an alternative collection system in zones where bins are impractical; for example, some roads on Napier Hill.	EXISTING	Implemented with tendering of new kerbside collections.	DISPOSAL: Reducing harmful effects of waste	RATES
F	Investigate rubbish options for multi-unit dwellings.	NEW	2018-2024	DISPOSAL: Reducing harmful effects of waste	TO BE INVESTIGATED

	ACTION	EXISTING, ENHANCED OR NEW	IMPLEMENTATION/ TIMEFRAME: YEARS	RELATION TO THE WASTE HIERARCHY	PROPOSED FUNDING SOURCE
2. KERBSIDE RECYCLING COLLECTION					
A	Enhance existing Council-provided kerbside recycling service. EITHER i. Provide urban households with three mandatory 60L crates for weekly recycling. OR ii. Provide urban households with four mandatory 60L crates for fortnightly recycling.	ENHANCED	Implemented with tendering of new kerbside collections.	RECYCLING: Improving efficiency of resource use	RATES
B	Expand Council kerbside recycling collection to incorporate new developments and semi-rural households.	NEW	Implemented with tendering of new kerbside collections.	RECYCLING: Improving efficiency of resource use	RATES
C	Consider the appetite for enhancing kerbside recycling services in the Napier and Hastings Central Business Districts.	NEW	Implemented with tendering of new kerbside collections.	RECYCLING: Improving efficiency of resource use	RATES
D	Investigate recycling options for multi-unit dwellings.	NEW	2018-2024	RECYCLING: Improving efficiency of resource use	TO BE INVESTIGATED

3. ORGANIC WASTE					
A	Provide or enhance existing organic waste service. EITHER i. Provide urban households with a weekly-collected 240L wheelie bin for green garden waste and kitchen food scraps. OR ii. Provide urban households with a fortnightly-collected 240L wheelie bin for green garden waste. OR iii. Investigate funding existing organic waste collection/processing models.	NEW	2018-2024	REDUCTION: Improving efficiency of resource use	TO BE INVESTIGATED
B	Continue to provide green waste disposal at transfer stations	EXISTING	On-going	REDUCTION: Improving efficiency of resource use	USER PAYS
C	Investigate organic waste disposal options for multi-unit dwellings.	NEW	2018-2024	REDUCTION: Improving efficiency of resource use	TO BE INVESTIGATED

	ACTION	EXISTING, ENHANCED OR NEW	IMPLEMENTATION/ TIMEFRAME: YEARS	RELATION TO THE WASTE HIERARCHY	PROPOSED FUNDING SOURCE
4. FACILITIES					
A	Review price structure at transfer stations. Investigate imposing a local waste minimisation levy at facilities (Waste Minimisation Act 2008; Section 46(2)).	NEW	2018-2020	REUSE: Improving efficiency of resource use	INTERNAL OPERATIONAL BUDGET
B	Continue to provide access to and enhance the Henderson Road Transfer Station resource recovery shop.	EXISTING	On-going	REUSE: Improving efficiency of resource use	USER PAYS/ LOCAL WASTE LEVY
C	Investigate the development of a resource recovery shop at Redclyffe Transfer Station.	NEW	Timeframe subject to location review	REUSE: Improving efficiency of resource use	WASTE DISPOSAL FUNDS
D	Review the location and operation of the Redclyffe Transfer Station and Blackbridge Refuse Transfer Station operation.	EXISTING	2019-2020	DISPOSAL: Reducing harmful effects of waste	INTERNAL OPERATIONAL BUDGET

5. LEGISLATION					
A	Review and align Hastings District and Napier City Council's solid waste bylaws.	NEW	Completed prior to tendering & implementation of new kerbside collections.	REDUCTION: Improving efficiency of resource use	INTERNAL OPERATIONAL BUDGET

6. DIVERSION INITIATIVES					
A	Continue to support local and national product stewardship campaigns.	EXISTING	On-going	REDUCTION: Improving efficiency of resource use	LOCAL WASTE LEVY
B	Continue to lobby central government for priority products.	EXISTING	On-going	REDUCTION: Improving efficiency of resource use	LOCAL WASTE LEVY
C	Establish a contestable fund to provide seeding grants for new local waste minimisation initiatives.	NEW	2018-2019	REDUCTION: Improving efficiency of resource use	LOCAL WASTE LEVY
D	Continue to provide grants for local waste minimisation initiatives where there is measurable diversion from landfill.	EXISTING	On-going	REDUCTION: Improving efficiency of resource use	LOCAL WASTE LEVY

	ACTION	EXISTING, ENHANCED OR NEW	IMPLEMENTATION/ TIMEFRAME: YEARS	RELATION TO THE WASTE HIERARCHY	PROPOSED FUNDING SOURCE
E	Continue to support the Para Kore program to build relationships with Maori and local iwi.	EXISTING	On-going	REDUCTION: Improving efficiency of resource use	WASTE DISPOSAL FUNDS
F	Provide guidance to business and industry to prioritise waste reduction and resource efficiency.	NEW	On-going	REDUCTION: Improving efficiency of resource use	WASTE DISPOSAL FUNDS
G	Continue to research emerging waste trends for reduction, treatment and disposal of residual waste.	EXISTING	On-going	REDUCTION: Improving efficiency of resource use	WASTE DISPOSAL FUNDS
H	Review and enhance existing public recycling and litter bin services. Expand to address public-intensive areas lacking in service.	EXISTING	2018-2020	RECYCLING: Improving efficiency of resource use	WASTE DISPOSAL FUNDS
I	Support Hawke's Bay healthcare establishments in practical waste management.	NEW	On-going	RECYCLING: Improving efficiency of resource use	LOCAL WASTE LEVY
J	Collaborate with Hawke's Bay Regional Council and local industry to support hazardous chemical management initiatives.	NEW	On-going	RECYCLING: Improving efficiency of resource use	USER PAYS/ WASTE DISPOSAL FUNDS
K	Introduce user-pays electronic waste [E-waste] drop-off and recycling services at transfer stations to cover shipping and dismantling costs.	NEW/ EXISTING	2018-2020	RECYCLING: Improving efficiency of resource use	USER PAYS/ WASTE DISPOSAL FUNDS
L	Continue to investigate local, national and international market options for difficult-to-recycle materials.	EXISTING	On-going	RECYCLING: Improving efficiency of resource use	INTERNAL OPERATIONAL BUDGET
M	Expand (Hastings) and implement (Napier) rural recycling drop-off stations to communities where feasible.	EXISTING/ NEW	2018-2024	RECYCLING: Improving efficiency of resource use	WASTE DISPOSAL FUNDS

7. EDUCATION

A	Empower residents and communities to prioritise waste reduction and resource recovery via a consistent education program across Napier City and Hastings District. Expand further across Hawke's Bay where practicable.	NEW	On-going	REDUCTION: Improving efficiency of resource use	WASTE DISPOSAL FUNDS
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	ACTION	EXISTING, ENHANCED OR NEW	IMPLEMENTATION/ TIMEFRAME: YEARS	RELATION TO THE WASTE HIERARCHY	PROPOSED FUNDING SOURCE
8. LANDFILL					
A	Investigate the introduction of material-specific pricing at Omarunui Landfill.	NEW	2018-2019	REDUCTION: Improving efficiency of resource use	INTERNAL OPERATIONAL BUDGET
B	Review Construction and Demolition (C&D) waste area at Omarunui Landfill with a view to encourage sorting and/or diversion.	EXISTING	2018	TREATMENT: Reducing harmful effects of waste	INTERNAL OPERATIONAL BUDGET
C	Investigate imposing a local waste minimisation levy at facilities (Waste Minimisation Act 2008; Section 46(2)).	NEW	2018-2019	TREATMENT: Reducing harmful effects of waste	INTERNAL OPERATIONAL BUDGET
D	Continue to monitor closed landfills.	EXISTING	On-going	TREATMENT: Reducing harmful effects of waste	INTERNAL OPERATIONAL BUDGET
E	Develop and maintain a business continuity plan where mass disposal of material at Omarunui Landfill may be required following a significant event.	NEW	2018-2019	DISPOSAL: Reducing harmful effects of waste	INTERNAL OPERATIONAL BUDGET
F	Develop Omarunui Landfill for future residual waste disposal.	NEW	On-going	DISPOSAL: Reducing harmful effects of waste	OMARUNUI DEVELOPMENT BUDGET

9. JOINT SERVICES					
A	Increase consistency of waste services and key messaging across Hastings and Napier via development of a joint waste team and brand with a supplementary interactive website.	NEW	On-going	REDUCTION: Improving efficiency of resource use	WASTE DISPOSAL FUNDS
B	Continue to participate in regional and further afield meetings with solid waste experts from other Councils, taking the opportunity for project collaboration where feasible.	EXISTING	On-going	REDUCTION: Improving efficiency of resource use	NO ONGOING COST

	ACTION	EXISTING, ENHANCED OR NEW	IMPLEMENTATION/ TIMEFRAME: YEARS	RELATION TO THE WASTE HIERARCHY	PROPOSED FUNDING SOURCE
10. MONITORING, REPORTING AND EVALUATION					
A	Investigate methods to increase relevant data capture in line with the national Waste Data Framework. This could include waste from areas such as commercial waste composition, cleanfill, C&D waste movements etc.	NEW	On-going	REDUCTION: Improving efficiency of resource use	WASTE DISPOSAL FUNDS
B	Undertake regular evaluation of the waste-reduction performance of all initiatives that comprise the adopted WMMP.	NEW	On-going	REDUCTION: Improving efficiency of resource use	WASTE DISPOSAL FUNDS
C	Evaluate changes in social behaviour that may arise from initiatives in this WMMP.	NEW	On-going	REDUCTION: Improving efficiency of resource use	WASTE DISPOSAL FUNDS
D	Prepare for the next WMMP by gathering data through waste surveys and weighbridge software at Council-owned sites, and preparing a new waste assessment.	NEW	2022-24	REDUCTION: Improving efficiency of resource use	WASTE DISPOSAL FUNDS
E	Continue to undertake a solid waste survey of residential waste in Hastings District and Napier City at least every three years.	EXISTING	On-going	REDUCTION: Improving efficiency of resource use	WASTE DISPOSAL FUNDS

PART C SUPPORTING INFORMATION



APPENDIX 1

Definitions and Abbreviations

CLASS A LANDFILL	A landfill engineered to contain leachate and capture gases.
CLEANFILL	A cleanfill accepts only material that will have no adverse environmental effect on people or the environment when buried.
CBD	Central Business District.
COMPOSTABLE	Material that can be decomposed by microbes in the composting process.
COMMERCIAL WASTE	Waste collected from commercial businesses/ operations. Excludes industrial and agricultural waste.
COMMERCIAL AND INDUSTRIAL WASTE (C&I)	Waste from commercial businesses/ operations including factories and industrial plants.
CONSTRUCTION AND DEMOLITION WASTE (C&D)	Waste arising from the construction and/or demolition of buildings.
DIVERTED	Any material which is intended for landfill but is taken elsewhere to be used more resourcefully.
DIVERTIBLE	Any material destined to be landfilled but that has a potential to be used as a resource elsewhere.
ELECTRONIC WASTE (E-WASTE)	End-of-life electronic appliances. The majority of e-waste can be diverted and dismantled to retrieve precious metals inside.
ETS	Emissions Trading Scheme.
FOOD WASTE	Kitchen waste that can be decomposed biologically, including everything from fruit and vegetable scraps to meat bones.

GREEN WASTE/ GARDEN WASTE	Biodegradable plant waste. Includes lawn clippings, tree trimmings, and green plant matter. Does not include tree stumps or big logs.
HDC	Hastings District Council.
HDPE	High Density Polyethylene.
HAZARDOUS WASTE	Liquid or solid chemical-based products which pose potential threat to people or the environment. Very broad and ranges from batteries to paint to waste oil.
ILLEGAL DUMPING	Waste disposed of intentionally where it does not belong where it is unsightly and can cause environmental damage.
LGA	Local Government Act 2002. The defining Act stating the purpose of local government in New Zealand.
LTP	Long Term Plan. Every Council is required to produce an LTP every three years stating its purpose and focus for long term planning.
MSW	Municipal Solid Waste.
NCC	Napier City Council.
NZWS	New Zealand Waste Strategy.
PET	Polyethylene.
PP	Polypropylene.
PRIVATE WASTE COLLECTOR	Privately owned commercial business that collects and transports waste, recycling and/or organic waste to various facilities. Most Hawke's Bay private waste collectors also offer wheelie bins to households.
REFUSE	Another name for rubbish.
RESIDUAL WASTE	Material left over after treatment (such as removing the recyclables or compostables).

ORGANIC WASTE	A combination of green waste and food waste. Organic waste comprises anything that is straightforward to compost/ has a high organic content.
PRODUCT STEWARDSHIP	A strategy which requires manufacturers/ sellers of a product to take financial responsibility for end of life management, for example, recycling, dismantling or disposing of said product.
RECYCLING	The process of taking most or all of a material and converting into a re-useable product.
RECYCLABLES	Products which are commonly recycled including glass bottles and jars, tin and aluminium cans, paper, cardboard, and some plastic containers.
SWAP	Solid Waste Analysis Protocol. The process of auditing waste from households and/or businesses.
SOFT PLASTICS	Thin plastic packaging materials that can be scrunched into a ball in your hand. Often single-use before needing to be disposed of.
USER PAYS	Consumer pays for the cost of the service. For example, Transfer Station charges – amount charged depends on weight.
WA	Waste Assessment.
WASTE HIERARCHY	The philosophy that prioritizes waste reduction, reuse, recycling, recovering, and treatment in that order before disposal of waste in Omarunui Landfill as a last resort.
WMA	Waste Minimisation Act 2008.
WMF	Waste Minimisation Fund.
WMMP	Waste Management and Minimisation Plan.

APPENDIX 2

WASTE ASSESSMENT Jacobs Consulting Ltd.

APPENDIX 3

WASTE ASSESSMENT Morrison Low; Napier & Hastings
Key Issues and Options Table

APPENDIX 4

WASTE ASSESSMENT Supplementary Waste Assessment
Paper, Napier City Council

APPENDIX 5

Waste Futures, Jacobs Consulting Ltd.

APPENDIX 6

Survey of solid waste in hawke's bay [swap] 2016,
waste not consulting

Due to the size of these documents, electronic copies are available on Hastings District and Napier City Council's website, or via request

www.myvoicemychoice.co.nz



Draft

**JOINT
WASTE MANAGEMENT
AND
MINIMISATION PLAN**

2018-2024