

WESTLAND DISTRICT COUNCIL

Waste Management and Minimisation Plan 2012 – 2018

28 February 2013



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Part A – Strategy

Mayor’s message

Westland District council will facilitate the development of communities within its district through delivery of sound infrastructure, policy and regulation. This will be achieved by:

Involving the community and stakeholders

Delivering core services that meet community expectations and demonstrate value and quality

Proudly promoting, protecting and leveraging our historic, environmental and natural resource base to enhance lifestyle and opportunity for future generations.

Executive Summary

The Council’s Solid Waste Management Plan, adopted in March 2002, has been revised to reflect changing perspectives about waste both nationally and locally, since that time.

These changes are:

- in response to the requirements of the Waste Minimisation Act 2008, including a commitment to waste minimisation
- in response to the revised New Zealand Waste Strategy 2010
- increased resource recovery and recycling opportunities for the community and visitors
- support and encouragement for industries and businesses to reduce waste.

This Plan includes:

- a vision for the District’s waste management and minimisation to : 28 February 2013
- regard for the goals of the New Zealand Waste Strategy for “*reducing the harmful effects of waste and improving the efficiency of resource use*”
- a summary of the District’s waste assessment , and
- a number of actions to achieve the vision, goals, objectives and targets of the Plan.

Key elements of this Plan are:

- continued provision of a range of waste management and minimisation services
- review of the Council's kerbside residential and commercial waste collection services [including the range of services provided and materials collected]
- investigation of options for the minimisation and management of organic waste
- investigation into solutions for glass recycling and reducing the amount of paper and packaging disposed to landfill
- investigation into quantities and types of Construction and Demolition (C&D) waste and promotion of increased reuse, recovery and recycling of these materials
- review of landfill disposal at Franz Josef and Haast and replacement of these two sites with transfer station facilities
- review of the economic and environmental performance of the Council's bin collection stations
- development of an illegal dumping strategy
- development of a waste education strategy
- review of the refuse bylaw

1. Introduction

1.1 Purpose of the Plan

The purpose of this Waste Management and Minimisation Plan (WMMP) is to:

- describe Council's vision for solid waste management and minimisation for the Westland District and how it will meet its long-term strategic goals for these
- identify objectives that will establish the strategies and policies to support the achievement of the goals as well as targets so that Council can measure how well it is progressing towards achieving its waste management and minimisation goals
- provide information on how Council intends to fund the activities of this WMMP over the next six years to 2018

Council is required by s50 of the Waste Minimisation Act 2008 (the Act) to review its existing waste management plan and develop and adopt a Waste Management and Minimisation Plan (WMMP) by 2012. Section 43 requires that the WMMP contains a summary of the Council's waste management and minimisation objectives, policies and targets and how these will be delivered and funded. The Act (s44) also sets out specific requirements when amending or revoking the current Waste Management Plan or WMMP. These requirements include:

- consideration of the waste hierarchy – reduction, reuse, recycling, recovery, treatment and disposal (in descending order of importance)
- ensuring that nuisance is not caused by the collection, transport and disposal of waste
- regard for the New Zealand Waste Strategy
- regard for the most recent waste assessment undertaken by Council as a requirement of s51 of the Act
- completion of public consultation in accordance with s83 of the Local Government Act 2002.

1.2 Scope of the plan

This WMMP considers waste and diverted materials in keeping with the order of priority stated in the Act:

- reduction
- reuse
- recycling

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- recovery
 - treatment
 - disposal

The scope also considers the degree of control or influence the Westland District Council (WDC) will need to exert over the waste stream, as this is critical to achieving the requirements and intent of the WMA and NZWS.

Like the Council's previous waste plan this WMMP will consider diversion of waste from landfill; particularly as the Waste Minimisation Act requires Council to give regard to the current New Zealand Waste Strategy. The Strategy's two goals of reducing the harmful effects of waste and improving the efficiency of resource use, provide direction to communities, businesses and local government on where to focus their efforts for delivering environmental, social and economic benefits.

For the purposes of this WMMP, waste is defined as 'waste to landfill' and the term 'diverted materials' refers to materials collected for recycling, composting or other recovered or treated materials that are diverted from landfill. The Plan generally considers solid waste. It will also consider the potential harm for all wastes - solids, liquids and gases. It also covers all aspects of waste management and minimisation, from management and minimisation to treatment and disposal of waste.

It includes actions for the management and minimisation of waste and diverted materials for the following categories of activity:

- education and behaviour change
- data management
- organic waste recovery
- refuse and recycling collection services – residential and commercial
- construction and demolition waste
- commercial/industrial/institutional waste
- refuse transfer stations and resource recovery centre
- litterbin servicing and illegal dumping removal
- treatment of hazardous waste
- disposal of residual waste to landfill and cleanfill
- closed landfill monitoring [EOS]

1.3 Current status of the Plan

Westland District Council adopted its first Solid Waste Management Plan in March 2002. The current review is to address the requirements of the Act.

This version of the WMMP is a draft for public consultation. Following the consultative process the WMMP will be finalised and adopted by Council.

Its intended term is for up to five years from 2012 – 2018.

1.4 When the plan is to be reviewed

In line with the requirement of s50 of the Act, this Plan will be reviewed no longer than every six years after its adoption, unless a significant Council policy or decision results in a potential significant change to the plan, or the Governor-General requires a review.

Additionally, any review of the Plan will be preceded by a waste assessment under s51 although a particular review may not lead to changes in the WMMP.

2. Vision, goals, objectives and targets

2.1 Vision for the future

Westland District Council's vision for waste management and minimisation is:

"To make Westland a better place to live for its residents and ratepayers."

In the Westland District Council Long Term Community Plan 2009-19 the Council sees the solid waste activity as contributing towards the following four community outcomes:

"Healthy communities with access to quality facilities and services"

"The distinctive character of the environment appreciated and retained"

"A District that values and supports learning with accessible, relevant education and training opportunities" and

"A District that is a safe place to live"

2.2 Goals, objectives and targets

The District's goals for waste management and minimisation are to:

- reduce the amount of waste entering the waste stream
- reduce the amount of recyclable waste sent to final disposal
- make the best use of recoverable waste as a renewable resource
- provide financial incentives to the public to reduce residual waste
- provide a network of collection methods that balance service levels to the public with cost effectiveness
- provide for the safe and efficient disposal of residual waste
- ensure that hazardous wastes do not enter the waste stream

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- provide for the safe and efficient disposal of residual waste
 - recover the cost of waste management from those who produce the residual waste
 - minimise the cost of waste management to Council, to the public and to the ratepayer
 - ensure compliance with the Waste Minimisation Act, Resource Management Act, Local Government Act and other legislative requirements
 - encourage the community to take ownership/personal responsibility for waste
 - encourage the community to view waste as a resource
 - provide robust regular monitoring of the District's solid waste stream.

2.3 Council's intended role

Council's general role is to provide guidance to individuals and communities to undertake sustainable waste management and minimisation activities. It will also foster relationships with businesses, neighbouring councils and waste industry companies operating in the District to ensure that Council meets its goals for waste management and minimisation. Council will continue to play the role of direct service provider for the provision of kerbside refuse and recycling collection services for residential waste management and minimisation services at refuse transfer stations and resource recovery centres, landfill operations, litterbin servicing and illegal dumping removal.

Council will comply with all relevant legislative and regulatory requirements. It will continue to explore ways of forecasting demand for waste services in the District and develop and implement initiatives to ensure that this demand is met.

2.4 Public health protection

The range of waste services available to Westland District, provided by the Council or by private industry will ensure that public health adequately protected in the future. Services for achieving waste minimisation will be improved on and alternatives to landfill disposal considered and implemented throughout the term of this Plan. There is adequate landfill capacity for the long-term as well as access to hazardous waste disposal services. Litter and illegal dumping in public places is managed by the Council with the Westland Regional Council managing any dumping that occurs on waterways.

2.5 Guiding principles

The development of this WMMP is based on the following core principles:

Kaitiakitanga / Stewardship

All members of society are responsible for looking after the environment, and for the impact of products and wastes they make, use and discard. The Maori concept of Kaitiakitanga expresses an integrated view of the environment and recognises the relationship between all things. Kaitiakitanga represents the obligation of current generations to maintain the life sustaining capacity of the environment for present and future generations.

Stewardship is similar, acknowledging the role and responsibility we each have in managing the environment for the good of all. Fulfilling this obligation means managing all wastes to lessen their adverse environmental effect

Minimising harm from waste

Following on from the concept of Kaitiakitanga the reduction of harm from waste, as outlined in the NZWS, recognises that waste can pose a significant threat to human health and the environment. Consequently waste minimisation activities should focus on reducing the harmful effects of waste. The Council will consider the potential harm for all wastes and the appropriate waste management and minimisation methodologies to respond accordingly to these.

Full-cost pricing

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

This principle encourages minimisation of environmental effects by ensuring full environmental costs are reflected in product and service prices, and paid as closely to their source as possible. This is most evident in the choice of funding systems and readily identifiable in user-pays scenarios for waste management.

Effective and efficient waste management and minimisation

The Council is committed to effective and efficient waste minimisation and will endeavour to provide effective, efficient and cost-effective waste minimisation and management services to residents and ratepayers within the Westland District. Efficient waste management and minimisation is achieved when less waste is going to landfill, when resources are used wisely and when the economic cost of waste is reduced.

Polluter-pays principle

'Polluter-pays' services must be able to acknowledge in some way the amount of residual waste that is being collected from a customer. Therefore Council is committed to ensuring a fair and transparent charging system for waste collection and disposal where waste minimisation is acknowledged and users pay a fair price for the waste they dispose.

Precautionary principle

Where there is a threat of serious or irreversible damage, lack of full scientific certainty should not be a reason for postponing cost-effective measures to prevent environmental degradation or potential adverse health effects. Where decision-makers have limited information or understanding of the possible effects of an activity, and there are significant risks or uncertainties, a precautionary approach would be taken.

3. Policies, plans and regulation

3.1 Legislation, plans and guiding policies

The following legislation, plans and guiding policies impact on this WMMP:

New Zealand Waste Strategy 2010

Waste management and minimisation in New Zealand is underpinned by the Government's core policy, The New Zealand Waste Strategy – reducing harm, improving efficiency (NZWS). The NZWS provides high level direction to guide the use of the tools available to manage and minimise waste in New Zealand.

Tools available include:

- the Waste Minimisation Act 2008 (WMA)
- Local Government Act 2002 (LGA)
- Hazardous Substances and New Organisms Act 1996 (HSNO)
- Resource Management Act 1991 (RMA)
- Climate Change Response Act 2002 and Climate Change (Emissions Trading) Amendment Act 2008
- international conventions
- Ministry for the Environment guidelines, codes of practice
- voluntary initiatives

To convey the high-level direction the Strategy has two goals:

- reducing the harmful effects of waste
- improving the efficiency of resource use

The WMA ss44 requires that councils “have regard to” the NZWS, or other such policy that is subsequently developed, when preparing a WMMP. The Strategy's flexible approach provides for waste management and minimisation activities appropriate to local situations and desired community outcomes.

The following legislation plans and guiding policies impact on the WMMP:

The Waste Minimisation Act 2008 (WMA)

The WMA emphasises and promotes waste minimisation. The purpose of this Act is to “encourage waste minimisation and decrease in waste disposal in order to protect the environment from harm; and to provide environmental, social, economic and cultural benefits”.

The Local Government Act 1974 (LGA1974) Part 31 (now repealed) and the Local Government Act 2002

These Acts required Council to assess collection, reduction, reuse, recycling, recovery, treatment and disposal of waste in the district and made Council responsible for the effective implementation of its Waste Management Plan. These provisions have now been repealed and are now largely embodied within the WMA. The LGA 2002 includes requirements for information to be included in the Long Term Council Community Plan (LTCCP), including summary information about the WMMP. It also empowers councils to make waste management bylaws.

The Hazardous Substances and New Organisms Act 1996 (HSNO)

The HSNO addresses the management of substances that pose a significant risk to the environment and / or human from their manufacture to their disposal. The HSNO requires councils to handle and dispose of hazardous substances such as used oil, asbestos, agrichemicals, LPG and batteries in a safe manner.

The Resource Management Act 1991 (RMA) as amended

The RMA provides guidelines and regulations for the sustainable management and protection of the natural and cultural environment. It also addresses the environmental effects of waste management and minimisation facilities through regional and local policies, plans and consent procedures. Under section 31 of the RMA, councils are responsible for controlling the effects of land-use activities that have potential to adversely affect the natural and physical resources of the district. These include facilities used for the collection, recovery, treatment and disposal of waste.

Climate Change (Emissions Trading) Amendment Act 2008

The Climate Change Amendment Act 2008 requires landfill owners to purchase emission-trading units to cover methane emissions generated from landfill. The waste sector does not formally enter the Emission Trading Scheme (ETS) until 1 January 2011, at which time voluntary reporting can occur. Mandatory reporting requirements will apply from 1 January 2012 and emission units will need to be surrendered as of 2013. The ETS is currently under review by Government.

3.2 Considerations

In preparing this WMMP the Council has:

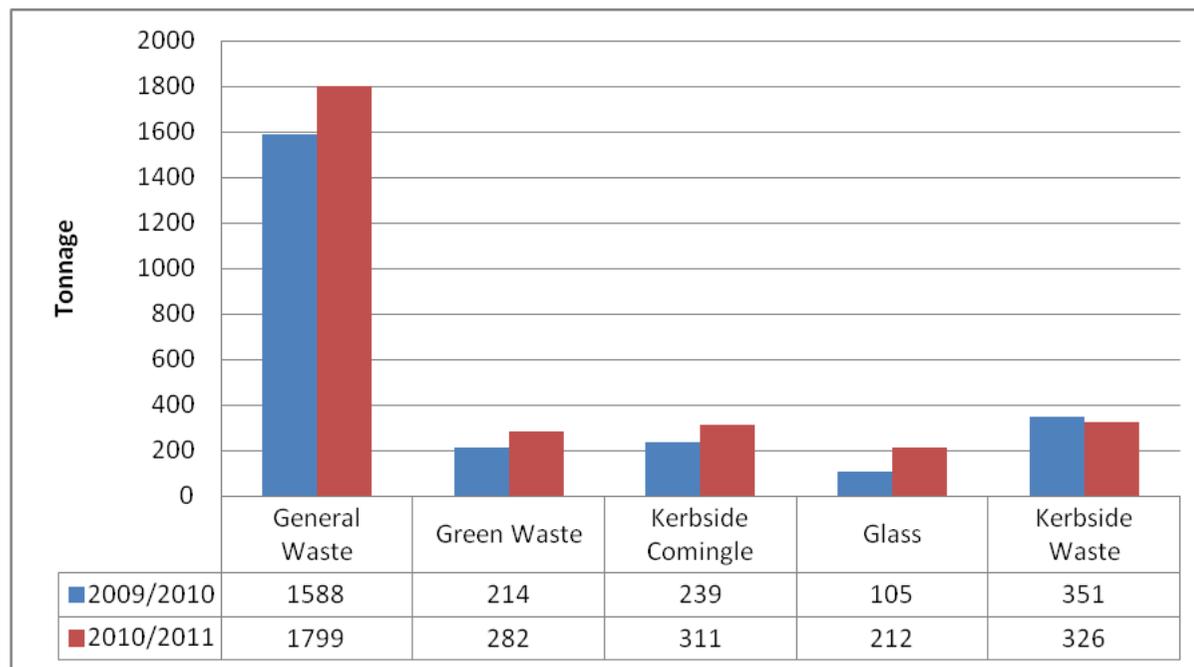
- given regard to the NZWS
- considered the waste hierarchy
- considered the requirements of the LGA 2002 in assessing and making decisions on the best practicable options for addressing the community's waste management needs
- given regard to the findings of its waste assessment when developing its action plan programme
- considered the effects on existing services, facilities and activities of using waste levy funds for its waste minimisation initiatives

4. The waste situation

4.1 Volume and composition of waste and diverted materials

Total Waste

Figure A4.1-1 Distribution of Waste types in Westland District Council.



This information has been collated from data provided by Council’s contractors operating the kerbside collection services, the refuse transfer stations and the former Hokitika Landfill. As a proportion of total waste received, a comparison of figures from 2009/2010 and 2010/2011, reflect an overall increase in waste. Figure A4.1-1 *Historic Distribution of Waste Types in Westland District Council* does not represent all the waste and diverted materials generated in the District since an unknown portion of waste and diverted materials are currently re-used, recovered, recycled or disposed to cleanfill by private operators.

Figure A4.1-2 Distribution of Waste to Landfill and Diverted Materials in Westland District Council.

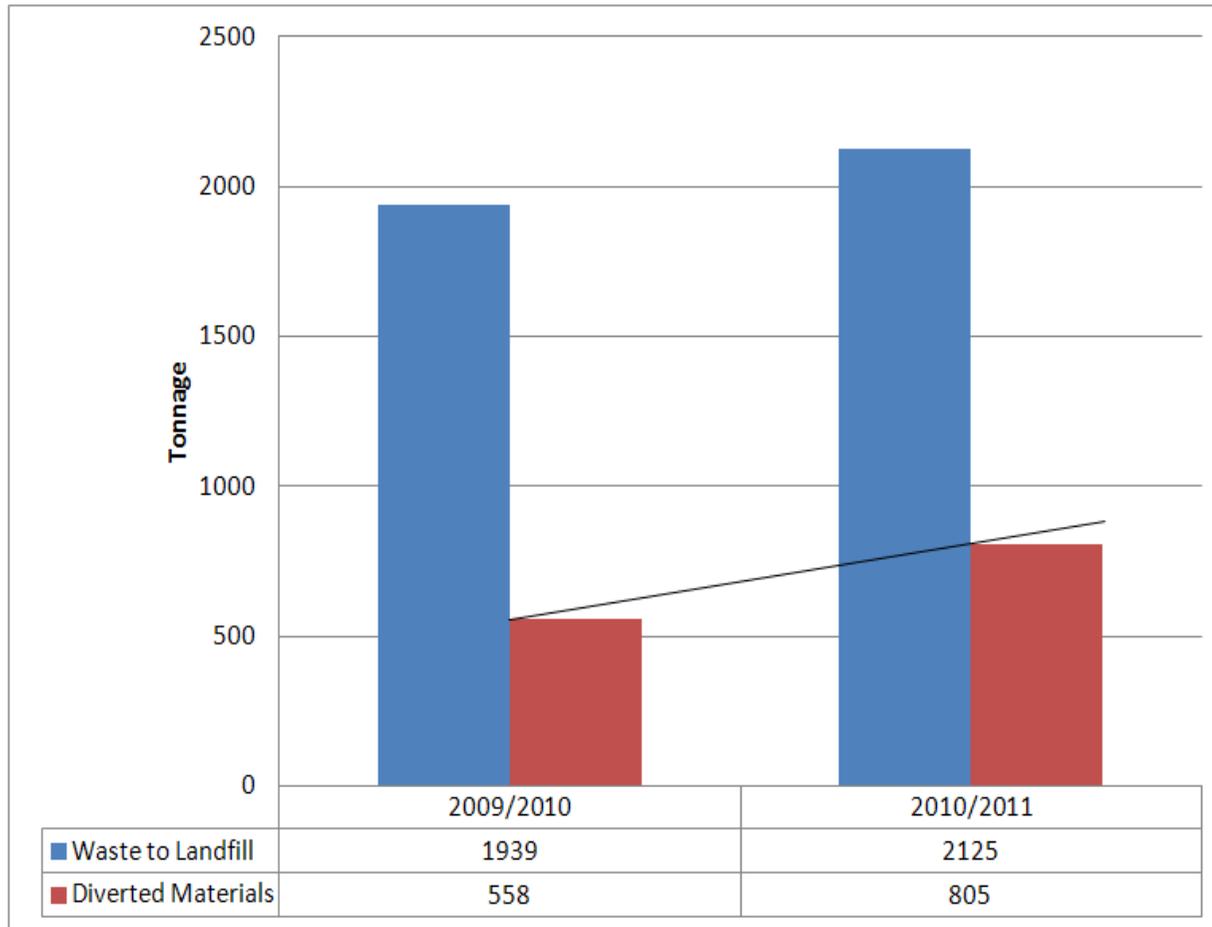


Figure A4.1-2 *Distribution of Waste to Landfill and Diverted Materials in Westland District Council* shows a ten percent increase in the amount of waste to landfill, and a forty four percent increase in the quantity of diverted materials.

Waste Composition

In 2004, 2007, and 2011, waste audits were completed by Council at the Hokitika Landfill/Refuse Transfer Station to measure the composition of the waste stream in the District. Table A4.1-1 'Comparison of Primary Classification Values 2004/2007/2011' outlines this composition.

Classification	Total Tonnes			Percent Total		
	2004	2007	2011	2004	2007	2011
Paper	785.6	1,306.9	431.6	12.21	10.43	19.9
Plastic	363.4	503.4	332.8	5.65	4.02	15.3
Organics	1,639.2	1,499.8	540.8	25.48	11.97	24.9
Ferrous	297.6	310.2	57.2	4.63	2.47	2.6
Non-ferrous	21.2	20.1	10.4	0.33	0.16	0.5
Glass	191.0	304.7	72.8	2.97	2.43	3.3
Textile	100.7	220.5	98.8	1.57	1.76	4.5
Sanitary	55.6	43.9	119.6	0.86	0.35	5.5
Rubble	2,701.0	7,873.5	182	41.99	62.82	8.4
Timber	251.1	428.2	306.8	3.90	3.42	14.1
Rubber	21.9	21.2	5.2	0.34	0.17	0.2
Hazardous	4.5	1.5	15.6	0.07	0.01	0.7
Total	6,433	12,534	2,174	100.0	100.0	100.0

Note on data presentation: The data presented in this table has been rounded; therefore, the totals and subtotals may not add up exactly.

The results of these audits indicated that there is potential to reduce the amount of waste going to landfill of the following waste streams:

- organics
- paper
- plastic
- timber
- construction and demolition waste
- textiles

Diverted materials

Westland District Council records for 2010/2011 indicate that almost five hundred tonnes of waste has the potential to be diverted from landfill through recycling. This represents approximately 42 percent of the waste stream recorded by Council. Table A 4.1-2 *Diversion Potential of Hokitika Transfer Station General Waste, 2010/2011* shows the distribution of waste and diverted materials from each waste type for 2010/2011.

Potential Diversion Material	Percent of Total	Tonnes per Annum
Recyclable materials		
Paper – Recyclable	20.3	244.4
Plastic – Recyclable	0.5	5.2
Ferrous Metals	3.1	36.4
Non-ferrous Metals	0.4	5.2
Glass – Recyclable	1.9	20.8
Textiles – Clothing	1.2	15.6
Rubble	9.7	119.6
Timber – Untreated and unpainted	2.9	36.4
Subtotal	40	483.6
Compostable Materials		
Organics – Green waste	1.5	15.6
Total Divertible	41.5	499.2

Annual Per Capita Waste

As a guide for understanding the quantity of waste generated within Westland District, Table A 4.1-3 *Annual per capita waste generation in Westland District 2007/2011* provides the annual per capita waste generation, comparing 2004, 2007 to 2011.

	2004	2007	2011
Total tonnage of waste to landfill* (excluding glass#, hardfill, and bio solids^)	3,541t	4,356t	1,919t
Population based on Statistics NZ estimates	8,360	8,690	8,880
Tonnes/capita/annum	0.42t (420kgs)	0.501t (501kgs)	0.22t (220kgs)

* Total tonnage of waste to landfill for the three years have been extrapolated from the SWAP surveys. According to weighbridge records for the period 2010/2011 period, the actual total tonnage of waste to landfill, excluding green waste, was 2,978 tonnes.

Kerbside glass recycling started as a trial in 2009/2010

^ Data on bio solids has been provided by Council separately and is not included in this analysis.

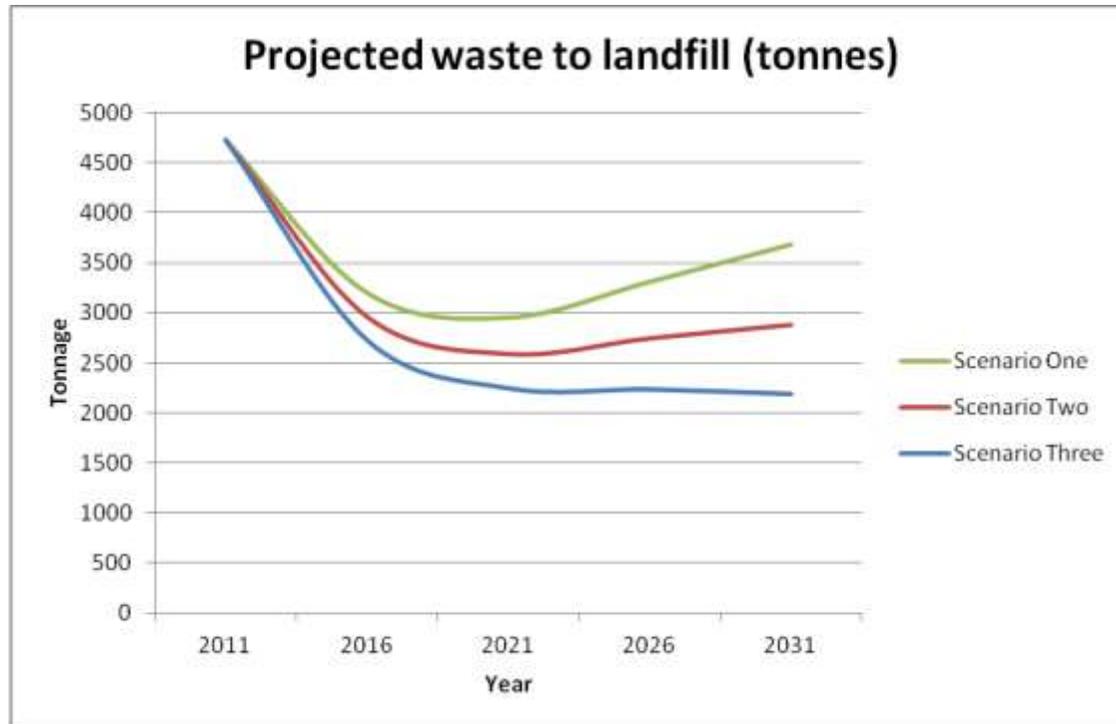
Based on this calculation, an average of 420 kgs per capita was landfilled in 2004, compared to 501 kgs in 2007, and 220 kgs per capita in 2011. The reduction in waste to landfill between 2007 and 2011 may be due to the global recession, resulting in less development and reduced household spending with less waste being produced.

Future waste projections

Future growth projections for the District indicate that waste to landfill will increase, and is likely to be driven by tourism, population growth and economic growth.¹ Figure A4.1-3 *Projected Waste to Landfill – Westland District* depicts three distinct phases in projected waste to landfill.

- Scenario One (high growth, low diversion)
This scenario is based on the optimistic population predictions, a GDP long-run growth figure of 3% and a diversion rates that increase by 2% each year.
- Scenario Two (medium predictions)
This scenario is based on the positive population predictions, a GDP long-run growth figure of 2.5% and a diversion rate that increase by 2% each year.
- Scenario Three (low growth, high diversion)
This scenario is based on the baseline population predictions, a GDP long-run growth figure of 2% and a diversion rate that increase by 2% each year.

¹ WDC Waste Assessment – March 2012



According to Scenario One, there is a large reduction or one off shock to waste flows which results from no longer accepting cleanfill waste to landfill in the Westland District. This will lift diversion rates by 29% according to 2010 base year figures.

Scenario Two immediately follows the cleanfill shock and represents a gradual 2% per annum increase in diversion rates to a possible maximum diversion achieved by 2021 of 57% (according to 2010 base year composition).

Scenario Three occurs where diversion rates are maintained at the maximum potential diversion with GDP growth and population growth/decline driving projected waste to landfill.

It is important to note that the introduction of the local landfill levy have not been taken into consideration in these projections.

4.2 Overview of existing waste management and minimisation infrastructure and services

Existing waste management and minimisation services and facilities provided in and available to the District – both by the Council and other providers include:

- waste minimisation and management education and communication
- collection of refuse and recyclables
- green waste recovery
- bin collection stations
- refuse transfer station and resource recovery centre operation for both residential and commercial types of waste and diverted materials
- litterbin servicing and removal of illegally dumped waste
- monitoring of closed landfills
- hazardous waste management
- landfill operation

The Council owns and operates six Refuse Transfer Stations (RTSs) throughout the District. The operation and maintenance of these facilities is undertaken by contractors to Council. There are three Council owned operational landfills at Butler's, Franz Josef and Haast that accept waste from the District. In addition the Council owns a consented non-operational landfill at Kumara. Litter collection services are provided throughout the District in areas such as shopping centres, parks and beach reserves. LoveNZ public area recycling bins are also located at a number of locations in Kumara, Haast and the glacier country area. Illegally dumped waste is also removed from public places by Council's contractors. The Council provides kerbside residential and commercial refuse collections, residential recycling collections, but not trade waste collection services. Businesses can take limited types of trade waste to the transfer stations/small landfills or contract a suitable refuse collection operator.

There are five known closed landfills in the District which are monitored by the Westland Regional Council in conjunction with the District Council.

Community waste minimisation and management education for schools and the community is provided by the Council.

Private waste operators are a key provider of refuse and recycling collection services for both residential and commercial customers.

Green waste can be dropped off at RTSs where it is handled by the site operator who mulches it and uses it for site remediation purposes.

4.3 Summary of District-specific issues

There are a number of issues and challenges facing the District that will drive future waste management and minimisation service provision. These include:

- how Council can continue to provide acceptable and sustainable levels of solid waste management services in the future
- high and increasing costs of waste management in Westland District e.g. transportation costs for recyclable materials versus returns for the sale of recyclable materials
- setting charges at a level that encourages waste reduction but does not result in increased illegal disposal of waste to the environment
- a need to prevent or reduce illegal dumping and therefore reduce the adverse effects on the environment and society
- ability of the community to embrace waste minimisation
- the high costs of transporting waste from remote parts of the District to Butler's Landfill near Hokitika
- a need to provide waste minimisation facilities able to recover recyclables and other materials e.g. organic waste, construction and demolition materials
- a need to reduce the quantities of green waste and putrescible being disposed of to landfill to reduce harm and improve resource use
- the need for Council to be able to gather data on waste management activities to measure its performance against waste reduction targets and plan future waste management and minimisation services
- consideration of the implications of the Emissions Trading Scheme on landfill disposal
- a need to investigate the opportunities for joint council(s) and/or industry approaches to solid waste management

5. Proposed methods for achieving effective and efficient waste management and minimisation

5.1 Summary of key waste/diverted material streams and how currently managed

The key residual waste and diverted material waste streams in the District have been identified through waste audits completed by Council in October 2011.

The current processes in the District for managing waste and diverted materials streams are summarised in Table A5.1-1

Table A5.1-1 Current waste management and minimisation

Waste Stream/service	How these are currently managed
Landfills	Landfills owned by the Council and operated under contract, disposal of residual waste
Closed landfill sites	Monitoring programme
Residential recycling	Council kerbside wheelie bin service from townships and main road collection routes, separate kerbside crate-based glass collection in Hokitika, RTSs and bin stations drop-off for recyclables, Hokitika and Franz Josef Reuse and Recycling Centres, LoveNZ recycling litterbins, private kerbside collection services
Commercial recycling	Private collection services
Green waste and putrescible waste	RTS drop-off
Residential refuse	Council kerbside collection (bags) RTSs and bin stations drop-off for refuse(bags and loose), private kerbside collection services (bags, bins), landfills
Commercial refuse	Council kerbside wheelie bin service, limited types of waste accepted at RTSs and bin station sites, private collection services, landfills
Litter and illegal dumping	Litter bin servicing and removal of illegally dumped waste, RTSs and landfills
Hazardous waste	RTSs/landfills drop-off points for domestic quantities (Westland Regional Council - in conjunction with the District Council) Commercial quantities of hazardous waste are managed by private hazardous waste collection providers
Cleanfill	Cleanfills, private disposal
Waste minimisation education and promotion	Community waste minimisation and management education, school education programmes, promotion of existing waste minimisation initiatives and services (e.g. Reuse Shops, electronic waste collection day, home composting, subsidies for Bokashi bins), support at public events, promote LoveNZ recycling bins and encourage recycling opportunities to remote communities, promotion of hazardous waste drop off facilities

5.2 Options for the future

The Council is proposing a number of reasonable and practicable options for the future provision of waste and waste minimisation infrastructure and services.

These options have been assessed by taking into consideration the following things:

- the benefits and costs of each option in relation to the present and future social, economic, environmental and cultural well-being of the District
- operational considerations
- the effects of using waste levy funds for waste minimisation on any existing waste minimisation services, facilities or activities, either provided by Council or others
- how the option will contribute to the NZWS and the Council's waste management and minimisation goals, objectives and targets; and
- the Council's role in implementing the option
- the Council's role in promoting effective and efficient waste management and minimisation

5.2.1 Statement of options

It is considered that the implementation of additional services and infrastructure, combined with the current services and infrastructure, already provided by Council and private operators, will meet forecast future demand for services for the next twenty years as well as support Council's goals for solid waste management and minimisation.

The proposed actions will ensure that public health is adequately protected and promote effective and efficient waste management and minimisation for the District for those waste streams where the Council has knowledge of requirements and/or provides services.

6. Means of implementation and funding

The WMA s43 requires that the Council include information about how implementation of this Plan will be funded, as well as information about any grants made and expenditure of levy funds.

6.1 Funding implementation of the Plan

Funding considerations take into account a number factors including:

- prioritising harmful wastes
- waste minimisation and reduction of residual waste to landfill
- full-cost pricing - 'user pays'
- that the environmental effects of production, distribution, consumption and disposal of goods and services. These should be consistently charged at the point they occur to ensure that price incentives cover all costs.
- protection of public health
- affordability
- cost effectiveness

The Westland District Council will use a range of funding options to assist in the delivery of effective and efficient waste minimisation and management in the District including:

- **Uniform Annual General Charge (UAGC)** - a charge that is paid by all ratepayers
- **User pays** where the user determines the value of payment – variable pricing
- **Waste levy** - funds received from the Government are distributed on a population basis from money collected nationally from a levy on waste disposed to landfill. Waste levy funds also include any funds received from a successful application to the Waste Minimisation Fund
- **Grants** – the Council may make grants or advances of money to any person, organisation, group or body of persons for the purpose of promoting or achieving waste minimisation – under this plan the Council is authorised to make such grants or advances of money on any terms and conditions that it thinks fit, provided that there is an approved budget for the activity

Funding options for individual programmes, services or initiatives are outlined in Part B - Action Plan.

Council sets the fees that apply at the District’s landfills and refuse transfer stations.

There are no grants or sponsorships for waste management or minimisation received from other parties.

The operation and maintenance costs for the District’s key solid waste management contracts are shown in Table A6.1-2.

Table A6.1-2 Funding of waste management projects

Project	Explanation	Cost per annum	Year	Funding Source
Solid Waste and recycling kerbside collection services, landfill operations, transfer station operations and maintenance	Continuation of waste management and minimisation services contract	\$1.1 million	2012	Rates and user charges
Transportation of waste to and operation of Butler’s Landfill	Continuation of waste management and minimisation services contract	\$ 497361.25	2011	User charges
Litter collection and illegal dumping removal and disposal	Continuation of waste management services contract	\$ 20,000 \$ 35 +GST an hour	2014	Rates

6.3 Waste minimisation levy funding expenditure

The WMA requires that all waste levy funding received by the Council must be spent on the promotion of waste minimisation and in accordance with this waste management and minimisation plan.

Waste levy funds can be spent on existing waste minimisation services, new services or a combination of both. The funding can be used to provide grants, to support contract costs or as infrastructure capital.

The District receives its share of national waste levy funds from the Ministry for the Environment (based on population). It is estimated that the Council’s share of waste levy funding will be approximately \$25,000 per year. In addition the Council may apply for contestable waste levy funds from the Waste Minimisation Fund either separately or with another council or party.

The Council intends to use its share of the levy money on for the following initiatives:

- waste minimisation education to schools, community and businesses
- to provide a putrescible home composting campaign
- Clean up of fly tipped rubbish

More details of this can be found in Part B – Action Plan.

7. Monitoring and reporting progress

7.1 Monitoring and measurement of progress

The Council intends to measure and report on progress against its waste management and minimisation objectives as depicted in Table A7.1-1

Table A7.1-1 Measurement of progress

Outcome	Objective	Measurement	Progress reported
Level of service	<ul style="list-style-type: none"> To ensure efficient and cost effective solid waste management in the Westland District to an appropriate level of service. To ensure effective and efficient residual waste services are provided to all communities in Westland District. 	<ul style="list-style-type: none"> Community satisfaction surveys Council records (contract Key Performance Indicators(KPIs), Solid Waste Analysis Protocol audits (SWAPs) Measurement of quantity of waste and diverted materials 	Annual report
Reduction	<ul style="list-style-type: none"> To facilitate, procure and provide services that encourage avoidance and minimise the creation of waste and its eventual disposal to landfills. To encourage waste avoidance and reduction at source. To encourage efficiency in resource use. 	<ul style="list-style-type: none"> Community satisfaction surveys Council records (contract KPIs etc.) SWAPs Measurement of quantity of waste and diverted materials 	Annual report
Re-use	<ul style="list-style-type: none"> To facilitate, procure and provide services that encourage the re-use of materials destined for disposal at landfill. To maximise the diversion of material for reuse before it reaches the waste stream, using education and financial incentives. To encourage waste separation at source, particularly at residential and commercial properties. To promote and support community-based or business initiatives whose purpose is to increase reuse and/or recycling of materials. To ensure infrastructure is provided or managed appropriately to allow reuse facilities to operate and encourage the re-use of materials. 	<ul style="list-style-type: none"> Community satisfaction surveys Council records (contracts KPIs etc.) SWAPs Measurement of quantity of waste and diverted materials 	Annual report
Recycling	<ul style="list-style-type: none"> To facilitate, procure and provide services that encourage recycling of materials that without intervention would otherwise be destined for landfill. To maximise the diversion and value of material through recycling before it reaches the waste stream. To encourage waste separation at source, particularly at residential and commercial properties. To promote and support community-based and business initiatives that increase the recycling of materials. To ensure infrastructure is provided to allow recycling facilities to operate and to encourage the recycling of materials. To ensure continuation of the LoveNZ public place recycling scheme. 	<ul style="list-style-type: none"> Community satisfaction surveys Council records (contracts KPIs etc.) SWAPs Measurement of quantity of waste and diverted materials 	Annual report
Recovery	<ul style="list-style-type: none"> To facilitate, procure and provide services that maximise the recovery of materials, value or resources (including energy) from waste. To promote and support community-based and business initiatives that increase the recovery of materials. To ensure infrastructure is provided to allow recovery facilities to operate and to encourage the recovery of materials. 	<ul style="list-style-type: none"> Community satisfaction surveys Council records (contracts KPIs etc.) SWAPs Measurement of quantity of waste and diverted materials 	Annual report
Treatment	<ul style="list-style-type: none"> To ensure that opportunities and services exist within the District to minimise the harm from waste by providing, regulating, promoting or facilitating treatment opportunities for waste. To reduce the potential for environmental harm caused by hazardous waste. To reduce the potential for harm to health or safety caused by hazardous waste. To comply with legislative requirements and relevant resource consents. 	<ul style="list-style-type: none"> Hazardous waste facilities present at Council owned and/or operated sites. Residents and ratepayers informed of other facilities that are available 	Annual report
Disposal	<ul style="list-style-type: none"> To ensure that the facilities and infrastructure are available to receive residual waste that cannot be reduced, re-used, recycled, or recovered. Note: It is recognised that while current disposal of waste to landfill is not the Council's preferred choice it is still necessary. To ensure that all waste to landfill is monitored and reported appropriately, and that harm from waste is minimised. To monitor currently known Council-owned and/or operated closed landfills. 	<ul style="list-style-type: none"> Community satisfaction surveys Council records (contract KPIs etc.) SWAPs Measurement of quantity of waste and diverted materials 	Annual report

7.2 Reporting

The Council will report progress of the WMMP implementation through:

- annual reports
- Council's publications
- Council's website
- media releases

Part B – Action Plan

1. Introduction

This action plan outlines Council’s programme of action for achieving the vision, goals, objectives and targets of this WMMP. Actions are provided here for services and initiatives that the Council currently provides as well as those it intends providing.

Fundamental to the successful delivery of effective and efficient waste management and minimisation within Westland District is Council’s ownership, control or influence over the waste infrastructure (refuse transfer stations, resource recovery centres, landfills) in order for the Council to fulfil the requirements and the intent of the Waste Minimisation Act and the New Zealand Waste Strategy. This enables the Council to have access to and influence the waste value chain to enable separation and resource recovery of materials prior to disposal of waste to landfill. In addition the Council has access to waste data from its facilities, important for measuring and monitoring progress towards achievements of the District’s waste reduction targets. The Council intends to continue its ownership and operation of the infrastructure that it currently owns and may consider (following appropriate community consultation) future partnership arrangements with the private sector for the provision of infrastructure where a partnership is likely to deliver better value for money.

The Council proposes for the six year term of its WMMP to continue to provide the following waste services in the District:

- Kerbside residential refuse collection
- Kerbside residential recycling collection
- Maintenance and operation of Refuse Transfer Stations, Resource Recovery Centres and Landfills
- Organic waste recovery
- Litter bin servicing and removal of illegal dumping
- Closed landfills monitoring
- Hazardous waste management (domestic)
- Delivery of waste minimisation education/promotion and practical application.

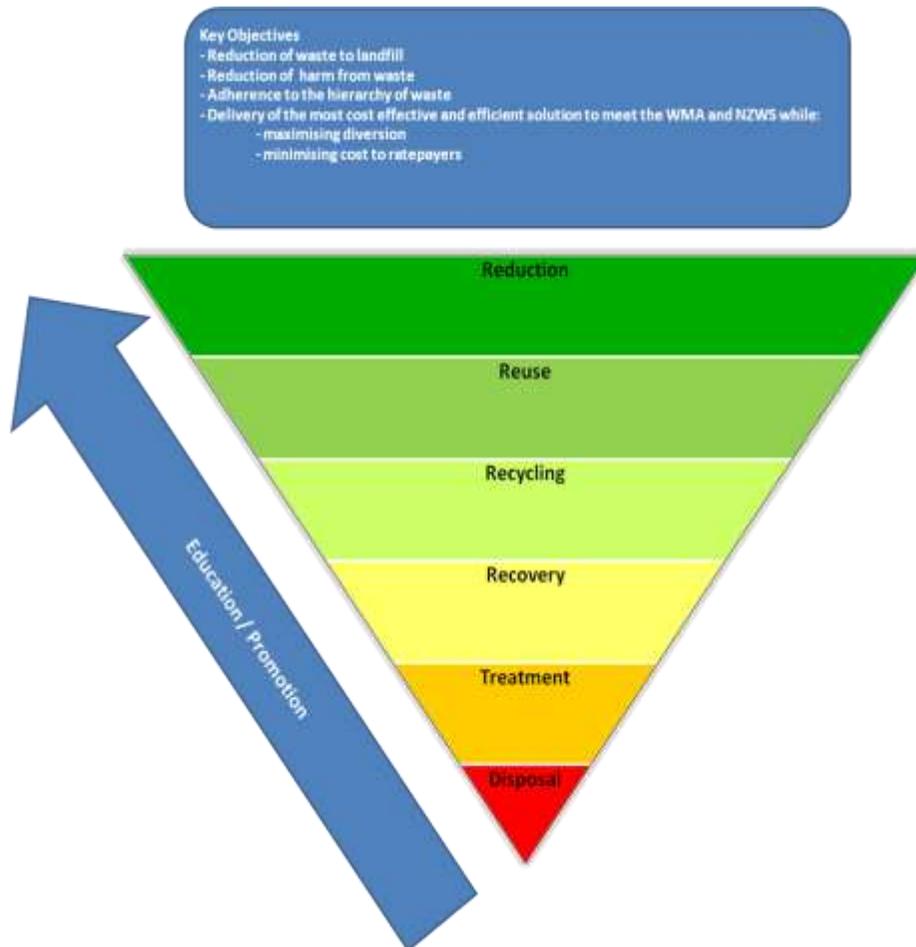
It is assumed that current service delivery aspects provided by private operators will continue during the term of the WMMP:

- Kerbside residential refuse collection
- Kerbside residential recycling collection
- Commercial refuse and recycling collection

- Industrial/commercial/institutional waste collection
- Hazardous waste collection
- Transportation of waste for disposal to landfill.

Figure B1-1 *Waste Management and Minimisation Plan relationship to the Waste Hierarchy* depicts the waste hierarchy and its relationship to this WMMP.

Figure B1-1 Waste Management and Minimisation Plan relationship to the Waste Hierarchy



2. Supporting Action: Education/Promotion

Education and promotion play a fundamental supporting role in all areas of the waste action plan and all aspects of the waste hierarchy. These are paramount in the reduction of waste to landfill and play a role in supporting many of the operational elements of the WMMP including:

- providing people with the knowledge and skills to take steps to avoid or reduce waste
- consistently acting according to the waste hierarchy
- encouraging and supporting people to take personal responsibility for their waste
- encouraging and supporting efficient use of resources to minimise environmental harm from waste
- increasing diversion of waste from landfill
- supporting Council in the delivery of its waste services and operations
- cornerstone to building the communities' knowledge, understanding, and skills in waste minimisation and recycling
- critical to promoting positive changes in attitude and behaviour by assisting individuals to make conscious decisions to avoid waste. Intrinsic links exist between an informed and motivated community and the success of waste management initiatives at every level.

3. Actions

The following table B1-1 outlines the actions Council will take to ensure it delivers effective and efficient waste management and minimisation in the District.

Section 44 of the WMA requires Council to consider the following methods of waste management and minimisation (which are listed in descending order of importance):

- (i) reduction
- (ii) reuse
- (iii) recycling
- (iv) recovery
- (v) treatment
- (vi) disposal

As a result the actions that the Council intends taking are displayed according to their position on the waste hierarchy in the Table B2-1 below.

3.1 What We Will Do

Table B2-1 Actions

Action	Waste stream / services	New / existing action	Implementation timeframe - Yr	Contribution to the NZWS Goals / Waste Hierarchy	Funding Source / 10 Year Plan Provision
Continue to provide waste minimisation education, promotion and practical application	Education/ Behaviour change	Existing	On-going	Reduction <i>Improving efficiency of resource use</i>	Waste levy/rates
Provide support services to early childhood centres/schools wishing to explore the effects of waste and waste reduction opportunities	Reuse and recycling	New	2012 – on-going	Reduction <i>Improving efficiency of resource use</i>	Waste levy/rates
Identify the waste education needs of the community sectors e.g. community, schools, businesses, that must be addressed and develop a strategy to address these needs	Education and behaviour change	New	2012-2013	Reduction <i>Improving efficiency of resource use</i>	Waste levy/rates
Lobby central government for the continued funding of national environmental education programmes	Education and behaviour change	New	2012-on-going	Reduction <i>Improving efficiency of resource use</i>	Rates
Carry out /promote waste audits that provide data to assist in the identification of initiatives that increase reduction, reuse, recycling and recovery by businesses/industries/residents. (Note: Council currently carries out Solid Waste Analysis Protocol audits at the Hokitika Transfer Station on a three year basis)	Monitoring, reporting, planning	Existing	On-going	Reduction <i>Improving efficiency of resource use</i>	Rates/user charges
Strengthen education to the public to ensure they are aware of the costs associated with waste management and minimisation services	Education and behaviour change	New	On-going	Reduction <i>Improving efficiency of resource use</i>	Waste levy
Review the charges for Council’s kerbside refuse collection service to take into account the effects of the Butler’s landfill levy (i.e. setting of the bag price)	Refuse collection	New	2012-2013	Reduction <i>Improving efficiency of resource use</i>	User charges

Action	Waste stream / services	New / existing action	Implementation timeframe - Yr	Contribution to the NZWS Goals / Waste Hierarchy	Funding Source / 10 Year Plan Provision
Investigate a solution for the management and minimisation of organic waste. Research the sources of kitchen and food waste i.e. what percentage of waste is generated by the food retail sector compared with that generated by households. Develop programmes to reduce kitchen and food waste generation and its disposal to landfill	Organic waste	New	2013-2014	Reduction <i>Improving efficiency of resource use</i>	Rates
Investigate options for commercial refuse collection to be completed by the private sector and the withdrawal of the Council from providing kerbside refuse collection services to commercial customers	Refuse collection	New	2012 - 2013	Reduction <i>Improving efficiency of resource use</i>	Rates
Complete analysis of the effects of organics in landfills as opposed to reducing the amount of organics disposed to landfill	Organic waste	New	2013 - 2014	Reduction <i>Improving efficiency of resource use</i>	Rates
Conduct research into the activity sources for paper and plastic e.g. what businesses generate more paper waste than others? How much paper are institutions using annually? Develop programmes accordingly to reduce paper waste. Can banning plastic bags/bottles make a difference?	Reuse and recycling	New	2013-2014	Reduction <i>Improving efficiency of resource use</i>	Rates
Promote REBRI and Green star programmes to Construction and Demolition business sectors (includes development of waste plans, source separation, design plans (that minimise waste))	Construction and Demolition	New	2013 - on-going	Reduction <i>Improving efficiency of resource use</i>	Rates
Advocate for nation-wide licensing of waste operators e.g. to obtain data about all waste types	Policy development	New	2012 - on-going	Reduction <i>Improving efficiency of resource use</i>	Rates
Review refuse bylaw to align with the reviewed Waste Management and Minimisation Plan and ensure enforcement of the bylaw	Regulation	New	2012-2013	Reduction <i>Improving efficiency of resource use</i>	Rates
Promote non-hazardous product alternatives	Education and behaviour change	New	2013-2014	Reduction <i>Improving efficiency of resource use</i>	Rates
Work with the private sector to gain value from waste	Innovation	New	2012 - 2018	Reduction <i>Improving efficiency of resource use</i>	Rates

Action	Waste stream / services	New / existing action	Implementation timeframe - Yr	Contribution to the NZWS Goals / Waste Hierarchy	Funding Source / 10 Year Plan Provision
Through research, keep abreast of future waste developments	Innovation	New	2012-2018	Reduction <i>Improving efficiency of resource use</i>	Rates
Develop a framework to assess any new waste projects' impact on the environment	Innovation	New	2012- 2013	Reduction <i>Improving efficiency of resource use</i>	Rates
Enhance the options for reuse, mending and recovery of textiles(e.g. textiles collected through clothing bins)	Reuse and recycling	New	2015-2016	Reuse <i>Improving efficiency of resource use</i>	Rates
Provide information on companies that provide repair and recovery services	Reuse and recycling	New	2013 – on-going	Reuse <i>Improving efficiency of resource use</i>	Rates
Investigate market development for reuse/recycling of Construction and Demolition waste (C&D)	Construction and Demolition	New	2014-2015	Reuse <i>Improving efficiency of resource use</i>	Rates
Research the volumes and categories of timber waste i.e. what percentage of timber waste is treated, untreated, sawdust, furniture, plywood etc. (This action may be completed in conjunction with a waste audit.) Develop educational programmes to reduce timber waste disposal to landfill.	Construction and Demolition	New	2013-2014	Reuse <i>Improving efficiency of resource use</i>	Rates
Continue to provide residents with access to recycling services through kerbside collection and the District's RTSS, using contracted services	Recycling	Existing	On-going	Recycling <i>Improving efficiency of resource use</i>	Rates
Investigate expanding the range of recyclables collected through kerbside, transfer stations and resource recovery centres - continual improvement	Reuse and Recycling	New	2012- 2013	Recycling <i>Improving efficiency of resource use</i>	Rates
Continue to provide and service LoveNZ public recycling bins using contracted services	Recycling	Existing	On-going	Recycling <i>Improving efficiency of resource use</i>	Waste levy/rates
Where the Council operates a kerbside residential collection service it includes separated collection of recycling, organics and refuse	Recycling and Disposal	New	2013-2014	Recycling <i>Improving efficiency of resource use</i>	Waste levy/rates/user charges
Build on previous research into glass waste reduction – liaise with industry and other bodies to implement a solution for glass recycling	Reuse and recycling	New	2012-2013	Recycling <i>Improving efficiency of resource use</i>	Waste levy/rates

Action	Waste stream / services	New / existing action	Implementation timeframe - Yr	Contribution to the NZWS Goals / Waste Hierarchy	Funding Source / 10 Year Plan Provision
Investigate Waste Minimisation Fund bids such as joint bids with other councils in the region and/or industry which will potentially yield better results for waste minimisation projects e.g. for glass	Funding	New	2012 - 2018	Recycling <i>Improving efficiency of resource use</i>	Waste levy/rates
Promote facility for increased C&D waste recovery at Hokitika Transfer Station and consider other options for cleanfill material prior to cleanfilling e.g. reuse, recycling	Construction and Demolition	New	2013-2014	Recycling <i>Improving efficiency of resource use</i>	User charges/rates
Liaise with and support large commercial/industrial waste producers to investigate and implement alternative options to landfilling of wastes	Disposal	New	2013-2014	Recycling <i>Improving efficiency of resource use</i>	User charges/rates
Lobby for enhanced packaging design controls and extended producer responsibility for packaging materials (includes paper and cardboard)	Policy development	New	2012 – on-going	Recycling <i>Improving efficiency of resource use</i>	Rates
Investigate environmental education/behaviour change initiatives for the District's commercial/industrial/institutional sectors, consider how these are best delivered	Education and behaviour change	New	2012-2013	Recycling <i>Improving efficiency of resource use</i>	Rates
Implement the outcome of the investigation into environmental education/behaviour change initiatives for the District's commercial/industrial/institutional sectors	Education and behaviour change	New	2013-2014	Recycling <i>Improving efficiency of resource use</i>	User charges/rates/waste levy
Provide subsidy to Council's RTS operators for the recovery of Construction and Demolition waste	Construction and Demolition	New	2012 – On-going	Recovery <i>Improving efficiency of resource use</i>	Waste levy
Ban some organic waste from landfill e.g. greenwaste, food waste – implement through regulation as part of the review of the refuse bylaw (i.e. waste bylaw)	Organic waste	New	2012-2013	Recovery <i>Improving efficiency of resource use</i>	Rates
Regulate the disposal of certain materials to landfill and /or cleanfill through a solid waste bylaw	Regulation	New	2012-2013	Recovery <i>Improving efficiency of resource use</i>	Rates
Promote market development for the processed organics (e.g. compost) industry	Organic waste	New	2014-2015	Recovery <i>Improving efficiency of resource use</i>	Rates
Support organic waste behaviour change programmes as part of the Council's waste education strategy	Organic waste	New	2013 – on-going	Recovery <i>Improving efficiency of resource use</i>	Waste levy

Action	Waste stream / services	New / existing action	Implementation timeframe - Yr	Contribution to the NZWS Goals / Waste Hierarchy	Funding Source / 10 Year Plan Provision
Develop a framework to increase adoption of environmentally friendly organic waste disposal methods e.g. low waste gardening, lawn cycling, home organics grant	Organic waste	New	2013 - on-going	Recovery <i>Improving efficiency of resource use</i>	Waste levy
Promote and encourage organic waste recycling at public events and tourist destinations e.g. food waste	Organic waste	New	2013 – on-going	Recovery <i>Improving efficiency of resource use</i>	
Endorse home composting (including of kitchen waste) by education and subsidy e.g. subsidise bokashi bins	Education and behaviour change	Existing	On-going	Recovery <i>Improving efficiency of resource use</i>	Waste levy
Provide advice to business and community groups wishing to develop waste minimisation opportunities	Reuse and recycling	New	2012 – On-going	Recovery <i>Improving efficiency of resource use</i>	Rates
Investigate and formulate criteria to provide (where appropriate) discretionary grants for groups wishing to develop waste minimisation initiatives	Reuse and recycling	New	2012- On-going	Recovery <i>Improving efficiency of resource use</i>	Rates
Review procedures for recording and monitoring waste and diverted materials separation at refuse transfer stations (RTSs)	Reuse and recycling	New	2012-2013	Recovery <i>Improving efficiency of resource use</i>	Rates
Consider other options for cleanfill material prior to clean filling	Disposal	New	2014-2015	Recovery <i>Improving efficiency of resource use</i>	Rates
Investigate alternatives for residual waste to landfill, and where feasible, implement	Disposal	New	2015-2016	Recovery <i>Improving efficiency of resource use</i>	Rates/waste levy
Provide drop-off facilities for domestic hazardous waste at the RTSs/small Landfills	Hazardous waste	Existing	On-going	Treatment <i>Reducing the harmful effects of waste</i>	Rates
Promote appropriate disposal of waste especially hazardous waste	Education and behaviour change	New	2013 – on-going	Treatment <i>Reducing the harmful effects of waste</i>	Rates
Continue to provide for refuse disposal through the District's RTSs using contracted services	Disposal	Existing	On-going	Disposal <i>Reducing the harmful effects of waste</i>	User charges
Continue to maintain and operate the current operational landfills in the District until their closure	Disposal	Existing	On-going	Disposal <i>Reducing the harmful effects of waste</i>	User charges/rates
Continue to provide, maintain and service litterbins in public places	Refuse Collection	Existing	On-going	Disposal <i>Reducing the harmful effects of waste</i>	Rates

Action	Waste stream / services	New / existing action	Implementation timeframe - Yr	Contribution to the NZWS Goals / Waste Hierarchy	Funding Source / 10 Year Plan Provision
Continue to provide, maintain and service bin container sites at current locations (subject to review)	Refuse Collection	Existing	On-going	Disposal <i>Reducing the harmful effects of waste</i>	Rates
Regularly review the environmental and economic performance of the Council's bin collection stations	Refuse Collection	New	2012 – on-going	Disposal <i>Reducing the harmful effects of waste</i>	Rates
Investigate the closure of Haast and Franz Josef Landfills and replace with RTS facilities. Capping of the Landfills to occur in 2013/14.	Disposal	New	2012/13	Disposal <i>Reducing the harmful effects of waste</i>	User charges/rates
Monitor closed landfills	Disposal	Existing	On-going	Disposal <i>Reducing the harmful effects of waste</i>	Rates
Actively follow-up illegal dumping offenders and, to the greatest extent possible recover the full cost of removal and disposal of refuse from the offender.	Disposal	Existing	On-going	Disposal <i>Reducing the harmful effects of waste</i>	Rates/user charges
Develop an illegal dumping and enforcement strategy and implement	Regulation, monitoring, reporting and planning	New	2014-2015	Disposal <i>Reducing the harmful effects of waste</i>	Rates/user charges
Remove illegally dumped materials and dispose of these in an environmental manner	Disposal	Existing	On-going	Disposal <i>Reducing the harmful effects of waste</i>	Rates
Raise the public's awareness of the cost of dealing with illegal dumping	Education and behaviour change	New	2011 – on-going	Disposal <i>Reducing the harmful effects of waste</i>	Rates
Research options for the management of dewatered biosolids from the Hokitika oxidation ponds	Disposal	New	2014-15	Disposal <i>Reducing the harmful effects of waste</i>	Rates
Investigate data management opportunities at the Hokitika Transfer Station and other transfer stations where waste is transported from directly to Butler's Landfill	Disposal	New	On-going	Reduction <i>Improving efficiency of resource use</i>	Rates

Thank you for Reading!