



Statement of Proposal

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# Draft Waste Management and Minimisation Plan 2024



# The Proposal

We propose to adopt a new Waste Management and Minimisation Plan (WMMP) for Palmerston North, replacing the current plan.

We are required to develop this under the Waste Minimisation Act 2008 and review it every six years. We last reviewed our WMMP in 2019. We've reviewed our WMMP early so that the actions we are proposing are aligned to the strategic direction and budgets we've set out in our draft Long-Term Plan.

**The Palmerston North City Council Waste Management and Minimisation Plan (WMMP) sets out how the Council will ensure effective and efficient waste management in our city. It's our six-year plan, providing details of how we will minimise and manage waste in our city.**

In this document, you can read about the issues we've identified in our recent waste assessment, the actions we're planning to take, and how we're planning to fund those actions. You can also find out how you can have your say on this draft plan.

# Key issues

The draft WMMP is based on a waste assessment conducted under section 51 of the Act, where we identified several issues.

Here's a summary of the key issues we propose to address in this plan:

## **How we will meet the changed Government requirements for kerbside collections, and the new performance standards for waste diversion.**

The Government has changed what can be accepted in Council's kerbside recycling collection, to standardise the recycling collections across the country. All councils are also required to introduce a kerbside food scraps collection by 2030. These changes mean we need to re-evaluate the services we offer, and how those services are delivered.

## **The large volume of food and other organic material in the waste stream.**

Our Waste Assessment<sup>1</sup> shows that over half of all potentially divertible material in our waste stream is food or other organic material such as lawn clippings. Over three-quarters of that food and other organic material is found in our kerbside collections.

## **Most households use wheelie bins provided by private companies to dispose of waste, rather than Council rubbish bags.**

Only 22% of kerbside waste goes into Council rubbish bags. This means Council currently has little influence over the waste stream. Yet proposed changes to the Waste Minimisation Act, which will be introduced later this year, will hold Council accountable for meeting the performance standards for waste diversion from kerbside household waste collections. Our Waste Assessment shows that households using larger 240L wheelie bins for waste throw out higher proportions of recyclable and food and organic material than households using smaller bins or Council rubbish bags.

<sup>1</sup> The Palmerston North Waste Assessment 2023 is available on our website [pncc.govt.nz](https://pncc.govt.nz)

# Our response to the issues

To address these and other issues, and to also work towards the Resource Recovery Plan's goal to minimise waste and its impact on the environment, the WMMP proposes an Action Plan for the next six years.

Here are the key actions we plan to take:

## **Investigate models for kerbside waste collection service delivery (2024/25)**

Council is a regulator for the waste sector (for instance, the Council's Waste Management and Minimisation Bylaw enables the Council to regulate waste collectors). We propose a service delivery review to determine the most efficient and effective means to achieve our outcomes. In particular, we want to assess whether the Council acting as a direct provider of waste collection services is negatively impacting on the operation of the waste sector. The review will consider alternatives, such as contracting another provider to deliver the kerbside collection service, or changing how we regulate waste collectors. This is also an opportunity to help us to plan for changes over the next six years, including the new Government requirement to introduce a kerbside food scraps collection by 2030.

The service delivery review also offers an opportunity to address the high rates of organic material in larger waste bins offered by private collectors. For instance, the inclusion of a kerbside food scraps collection as part of a wider service delivery review could encourage households to divert more of their organic waste from their waste bin.

## **Replace the Materials Recovery Facility (2025/26)**

The current Materials Recovery Facility (MRF) located at the Awapuni Resource Recovery Park is nearing the end of its life. The plant is no longer fit for purpose to handle the volumes and types of materials required to be processed. We plan to replace the MRF and include new technology (such as optical sorting) to improve the speed and efficiency of recycling processing.

## **Develop a city-wide kerbside food scraps collection service (2024/26)**

We have until 2030 to introduce a kerbside food scraps collection. We aim to have this service available in 2028/29, but the planning for this service will begin much sooner. The initial action in 2024/26 is a scoping assessment to identify the requirements of the service, (and whether it should include green waste), and to prepare a detailed business case to support the service development. For instance, the service will require a food scraps processing facility near Palmerston North, and no such facility exists yet. The assessment will help determine how to create such a facility (coordinated with other local authorities) and what other infrastructure or assets may be required.

## **License waste collectors (2026/27)**

We expect that the new legislation proposed to replace the Waste Minimisation Act will also introduce new licensing provisions for waste collectors. While the regulations have not yet been released, we anticipate that by 2026/27 there will be a new national system under which private and Council waste collectors will need to be licensed. A licensing system for waste collectors will enable much better data collection about the waste stream. We will be able to use this data to better understand the composition of the waste stream and adjust existing services or introduce new services.

The full action plan is included on pages 25-27 of the draft WMMP.

# Consultation Process

We're consulting on the draft WMMP at the same time as the draft Long-Term Plan (LTP). You can make a submission on the draft WMMP as part of your submission on the draft LTP, or separately. We'll be considering all the submissions together so that decisions we make are consistent across all of our planning.

We want to know what you think about this draft WMMP. For more information about the issues, refer to the 2023 Waste Assessment which can be found on our website. This Statement of Proposal, the Waste Assessment and the submission form can be found at:

- [pncc.govt.nz/wasteplan](https://pncc.govt.nz/wasteplan)
- Our Customer Service Centre at 32 The Square, Palmerston North;
- Our Central Library, or at any of our community libraries in Ashhurst, Awapuni, Roslyn, Linton and Highbury.

If you want to speak about your submission in front of Council, please let us know on your submission form. We'll be holding hearings for the draft WMMP as part of the draft LTP hearings in May 2024. Council will then make the final decision about the draft WMMP and the draft LTP in June 2024. Details of the hearings will be confirmed in the letter acknowledging your submission and will also be advertised in the Guardian newspaper.



# To get your submission to us, either:

## Mail it to

Palmerston North City Council  
Attn: Democracy and Governance Manager  
Private Bag 11034  
PALMERSTON NORTH

## Fill out a form at

Our Customer Service Centre at  
32 The Square, Palmerston North,  
or any of our libraries

## Email

submission@pncc.govt.nz  
(write Draft Waste Management and  
Minimisation Plan in the subject)

## Phone

06 356 8199 and ask  
for your submission to  
be written down for you

## Online

Fill out the online form at  
[pncc.govt.nz/wasteplan](https://pncc.govt.nz/wasteplan)

**Submissions are open from  
8 April until 9 May 2024**

Please note that all written submissions, including the contact details on the submission, will be made available to the public and media and on our website, unless you specifically request that your contact details are kept private.

**For further information on this consultation, please phone us on 06 356 8199 or email us at [info@pncc.govt.nz](mailto:info@pncc.govt.nz).**







# Draft Palmerston North Waste Management and Minimisation Plan 2024

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# Introduction

This is our Waste Management and Minimisation Plan (WMMP), which sets out how we will work towards minimising and managing waste in our city. The WMMP is a document we are required to develop under the Waste Minimisation Act 2008 and review every six years.

We last reviewed our WMMP in 2019.

We've reviewed our WMMP early so that the actions we are proposing are aligned to the strategic direction and budgets we've set out in our draft Long-Term Plan.



Figure 2 - The Waste Management and Minimisation Plan supports the Resource Recovery Plan within our City Strategy

# What's happening with our waste

55,000t

We sent nearly **55,000 tonnes of waste to landfill** in 2022.

The amount of waste per capita sent to landfill has increased from 544kgs in 2017 to **607kgs in 2022**.

63<sup>↑</sup>kg

46%

Nearly **46% of this waste could potentially have been composted, reused or recycled**. This has improved, dropping from 66% in 2017.

**Kerbside rubbish accounts for nearly a third of the city's waste**, with construction and demolition, industrial and commercial operators accounting for the rest.



**Council provides a user-pays rubbish bag collection service** but many households use a private waste collection service with a wheelie bin.

Residents who use privately-provided 240L wheelie bins send **far more material to landfill that could have been reused/repurposed or recycled/composted** than those who use bags or smaller bins.



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

In the development of our WMMP we have considered all solid waste and diverted material in the city, including hazardous waste like chemicals and the solid waste outputs of our wastewater treatment plant. We have considered the entire waste stream, whether it is collected or managed by us, or by private waste collectors. While the Council may only have direct responsibility for a small part of the overall waste stream, we have an obligation to consider how the city as a whole can minimise its waste. This could include suggesting areas where other groups, such as businesses or householders, could take action themselves.

# Setting the scene

## Strategic context

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

The WMMP is the plan which sets out how we will deliver waste management and minimisation activities in our city. While it is our local plan, it sits within a wider strategic framework, both locally and nationally.

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### Local strategic context

This WMMP aligns with our Resource Recovery Plan, which sits under Oranga Papaioea City Strategy. The WMMP will contribute to outcomes we want for our community under at least two of our strategic goals.

Goal 1 of the Oranga Papaioea City Strategy is 'An innovative and growing city', and includes the outcomes:

- an economy that employs innovation and new ideas and uses resources sustainably
- a resilient, low-carbon economy

Goal 4 of this strategy is 'A sustainable and resilient city', and includes the outcomes:

- a sustainable and low-emissions city
- a circular economy with more resource recovery and less waste
- access to relevant information and education to support more sustainable choices

This strategy and the plans which underpin the strategy form the foundation for our Long-Term Plan (LTP). The LTP provides the basis for our planned activities and budgets for the next 10 years.

### National strategic context

The WMMP is also aligned with the New Zealand Waste Strategy 2023 Te Rautaki Para. The Government strategy for waste provides a substantially different approach to the previous 2002 strategy. The vision of Te Rautaki Para is:

"By 2050, Aotearoa New Zealand is a low-emissions, low-waste society, built upon a circular economy.

We cherish our inseparable connection with the natural environment and look after the planet's finite resources with care and responsibility."

The Ministry for the Environment (MfE) has the responsibility to implement Te Rautaki Para and to develop action and investment plans. MfE is in the process of drafting new legislation to replace the current Waste Minimisation Act and the Litter Act.

Under the WMA, our WMMP needs to be reviewed at least every six years. With new waste minimisation legislation likely to be passed before the next scheduled review of the WMMP, we may review this WMMP before it is due to be reviewed in 2030.

## We partner with Rangitāne o Manawatū

We have a strong relationship with our Te Tiriti o Waitangi partner and tangata whenua, Rangitāne o Manawatū.

A partnership agreement was signed in 2019, formally acknowledging Rangitāne as mana whenua, and ensures that Rangitāne values and perspectives have significant weight in decision making.

Our staff and management meet regularly with iwi leaders regarding a very broad set of projects and programmes. In particular, a monthly hui called Te Whiri Kōkō is held covering a range of activities that are relevant to iwi. We provide capacity funding to support this engagement and acknowledge the significant contribution that mana whenua bring to the City, including the specific Treaty-based legislative responsibilities that must be led by local government.

## A new approach to waste minimisation

The New Zealand Waste Strategy 2023 Te Rautaki Para places a new emphasis on creating a circular economy.

A circular economy is one that focuses on reducing waste generation and redesigning or rethinking our approaches to minimise the amount of resources used to produce and package the things we buy and use. By producing less waste at the outset, the need to recycle or recover materials is similarly reduced. This can have a positive impact on our emissions and can generate cost savings throughout the life cycle of a product.

This new emphasis is captured in the revised waste hierarchy (see Figure 3), which prioritises reduce/rethink/redesign at the top, and reuse/repair/re-purpose at the second level – representing the circular economy. Subsequent steps identify the order of preference for recovering, with treatment and disposal being the least preferred/last resort.

### The waste hierarchy

This hierarchy sets our agenda for reducing waste, and that throwing things out is the last resort.

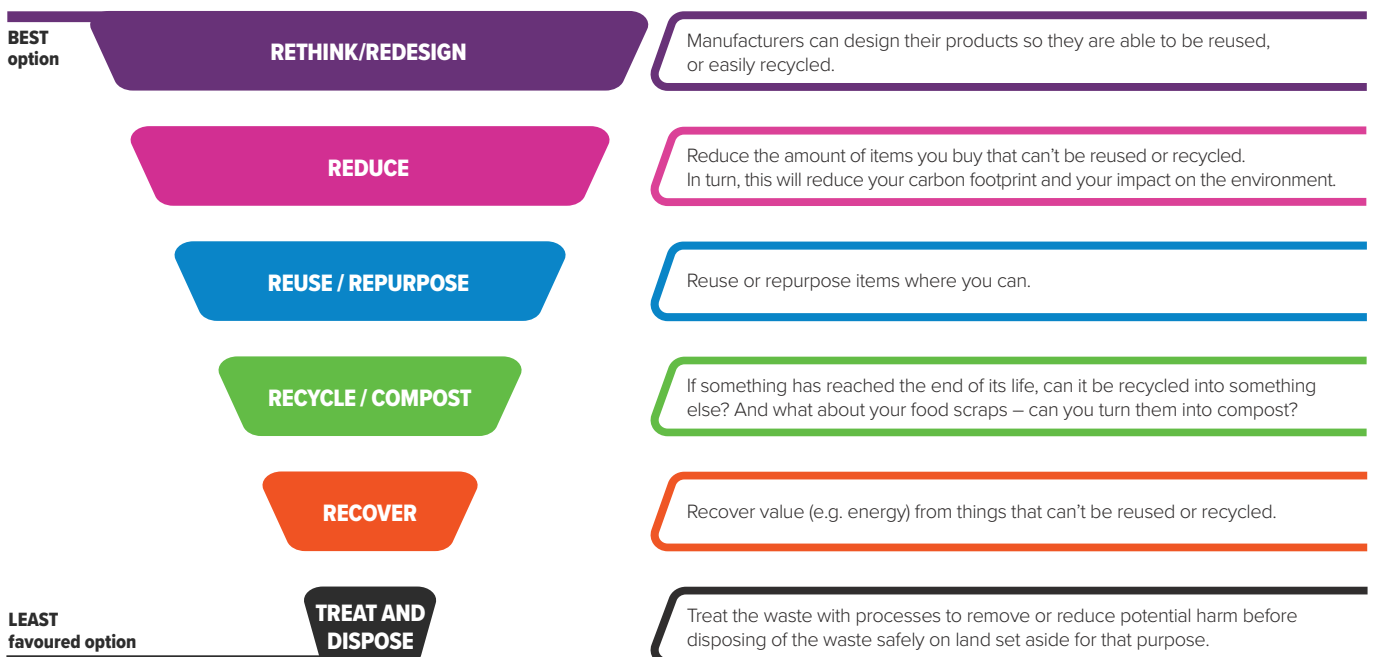


Figure 3 - The revised Waste Hierarchy

# The waste situation

The past three years has seen significant changes in the waste sector at a national level. The range of plastics which we accept in our kerbside recycling collection was narrowed in 2021, in response to changes in the market for mixed plastics and amendments to the Basel Convention<sup>2</sup>. In 2023, the Government adopted a new NZ Waste Strategy Te Rautaki Para which emphasised a shift to a circular economy. Collectively, these and other changes in the resource recovery area have placed additional expectations for how we approach waste minimisation.

## The NZ situation

The NZ Waste Strategy 2023 Te Rautaki Para sets out a new direction for waste minimisation, emphasising the need to transition to a circular economy.

One of the first steps has been the requirement for all local authorities to offer a standardised kerbside recycling service. We aligned our kerbside recycling collection service with the new requirements on 1 February 2024, removing aerosol cans, and plastic caps and lids from the list of permitted items in our recycling collection.

Under the new strategy, all local authorities will need to offer a food scraps collection service by 2030. This will address the high volume of organic material which is included in rubbish bags and bins. Removing this material from landfill and composting it instead will also contribute to emissions reduction goals and our outcomes under Goal 4 of the Oranga Papaioea City Strategy to become a sustainable and low-emissions city.

<sup>2</sup> The Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and Their Disposal, signed in 1989, governs the international export of plastic waste material.

## How we manage our waste in Palmy

We have a range of options in our city to manage our waste:



We provide a weekly user-pays kerbside collection for rubbish bags. Private companies offer wheelie bin waste collection services.



We provide a drop-off point for green waste and other organic waste.



Along with some private companies, we provide drop-off points for e-waste.

We provide a weekly kerbside recycling collection service, alternating between general recycling (wheelie bins) and glass (crates); and also have recycling drop-off points around the city.



We provide a food-scrap collection for commercial customers.



There are also some specialised providers in Palmy who collect and treat medical waste.

## Where does our waste come from?

In 2022 we sent just under 55,000 tonnes of waste to landfill. Of this, 46% was potentially divertible – it could have been reused, recovered, recycled or composted. This 55,000 tonnes comes from household kerbside waste collections, the construction and demolition sector, industrial or commercial activities, and residents taking bulk loads to the transfer stations.

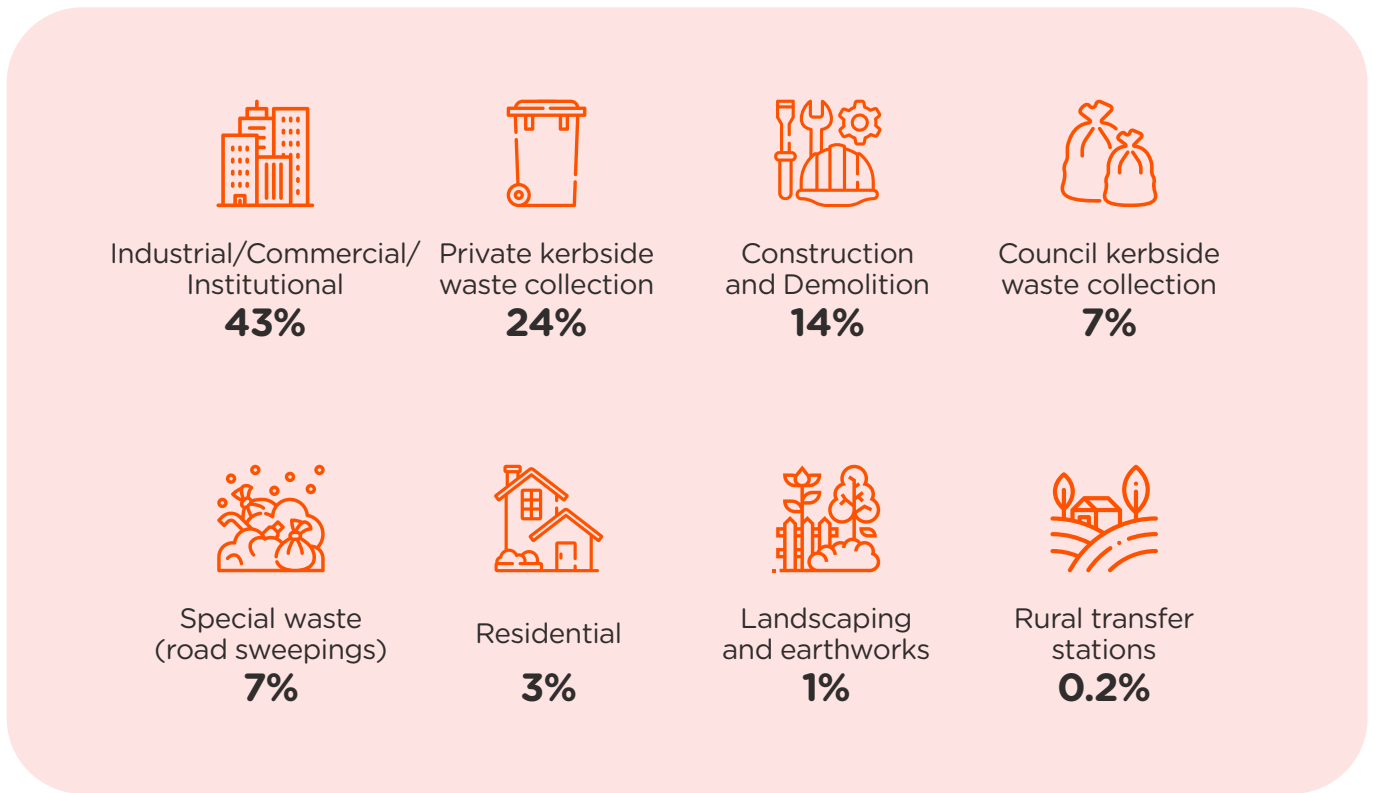


Figure 4 - Proportion of waste sent to landfill by source of the waste by weight

Around 31% (17,000 tonnes) of the waste going to landfill was collected at the kerbside, an increase from 2017 (see Figure 4). Many households use wheeled-bin services provided by private companies for their waste collection. Only around 22% of kerbside waste is put into the Council's rubbish bag collection.

The remaining 38,000 tonnes of the waste going to landfill includes waste from construction and demolition, industrial and commercial sources, and waste taken to the transfer stations by city residents.





## Potential for diversion

### Composition of kerbside waste collections

(both Council and privately-operated collections)

A significant proportion of the material in kerbside waste collections could be diverted from going to landfill – nearly 69% (see figure 5). This is a combination of recyclable materials (such as plastics, cardboard and paper, and recyclable metals like cans), and compostable material such as food scraps or organic waste.

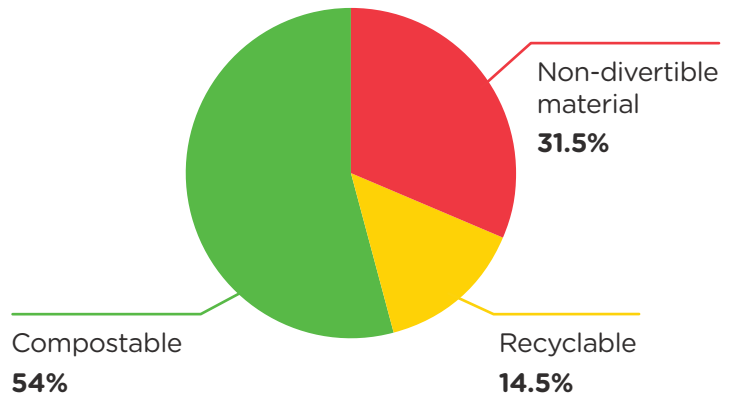


Figure 5 - Percentage of divertible material in kerbside collections

### Composition of waste left at waste transfer stations

The percentage of divertible material in waste taken directly to transfer stations is lower, making up just under a third of waste (see Figure 6).

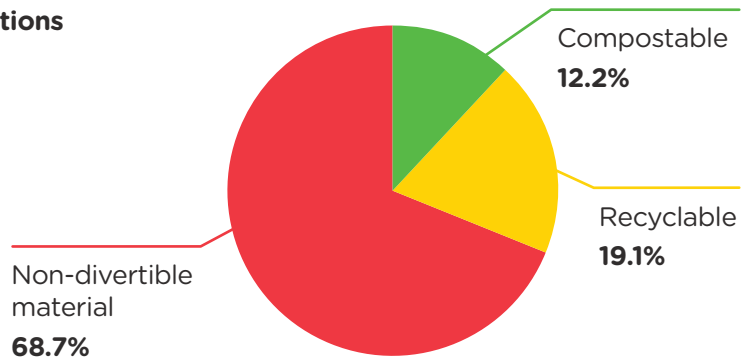


Figure 6 - Percentage of divertible material deposited at transfer stations

### Weight of divertible material, in tonnes, deposited at transfer stations, by source of material

The kerbside waste collection represents a significant opportunity for diverting material from landfill, with just over 10% more divertible material in the kerbside collections alone than deposited at transfer stations from all other sources every week (see figure 7).

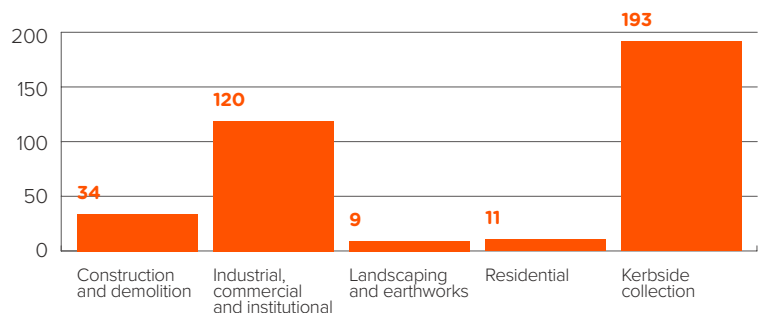


Figure 7 - Weight of divertible material found in kerbside waste collections and waste deposited at transfer stations - in tonnes per week

Within the kerbside collections, we found that the proportion of divertible material is significantly higher (71.6%) in larger waste bins than in smaller bins or bags (see figure 8).

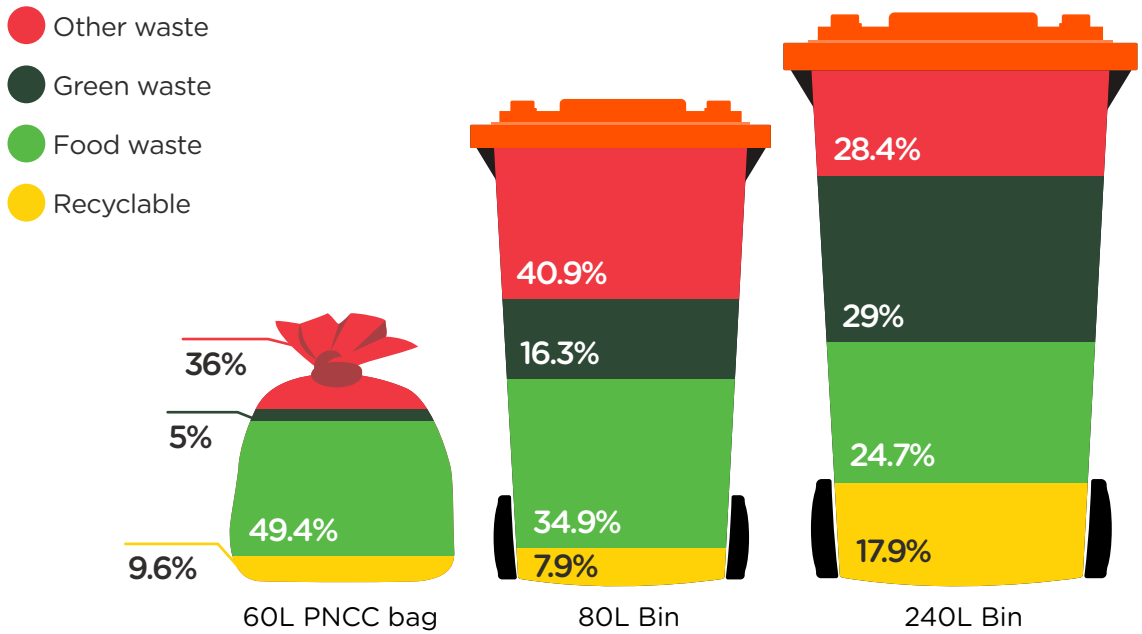


Figure 8 - Proportions of material type in kerbside collections

We found that the amount of food and green waste in particular was significantly higher in larger (240L) wheelie bins than in smaller (80L) bins. Food waste in the 60L PNCC bags was very high, at 3.39kgs per week (see figure 9).

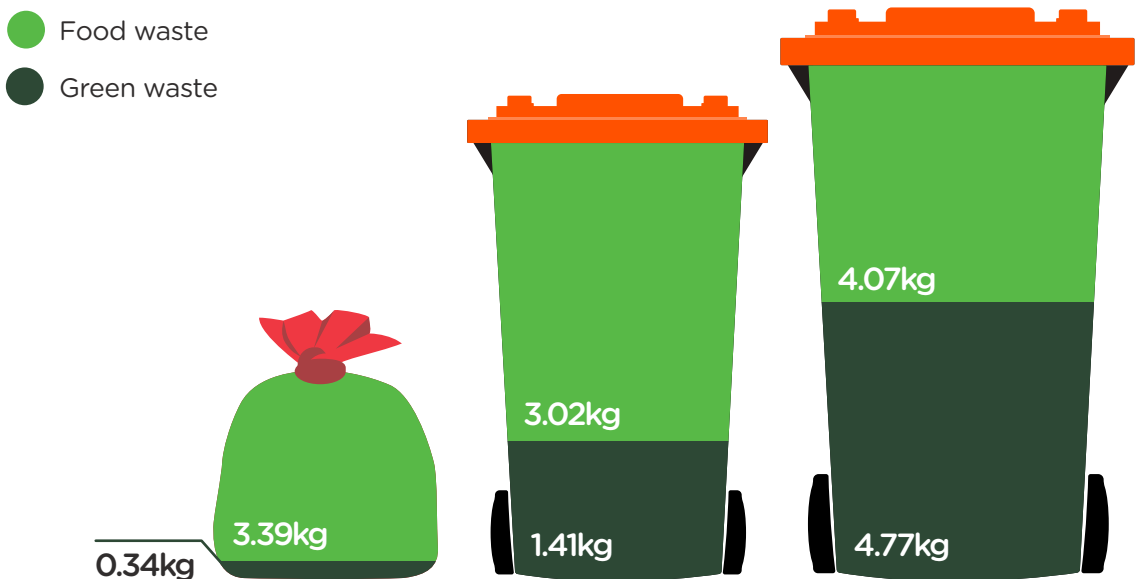


Figure 9 - Total weight of food and green waste in kerbside collections per week

## What type of materials are going to landfill that could have been diverted?

When we look at the divertible material going to landfill, we find that more than half of the recoverable materials are food scraps and green waste. Nearly a third is made of material which could be recycled through the kerbside recycling collection (see figure 10). This represents a very high potential for recovering materials that are going to landfill.

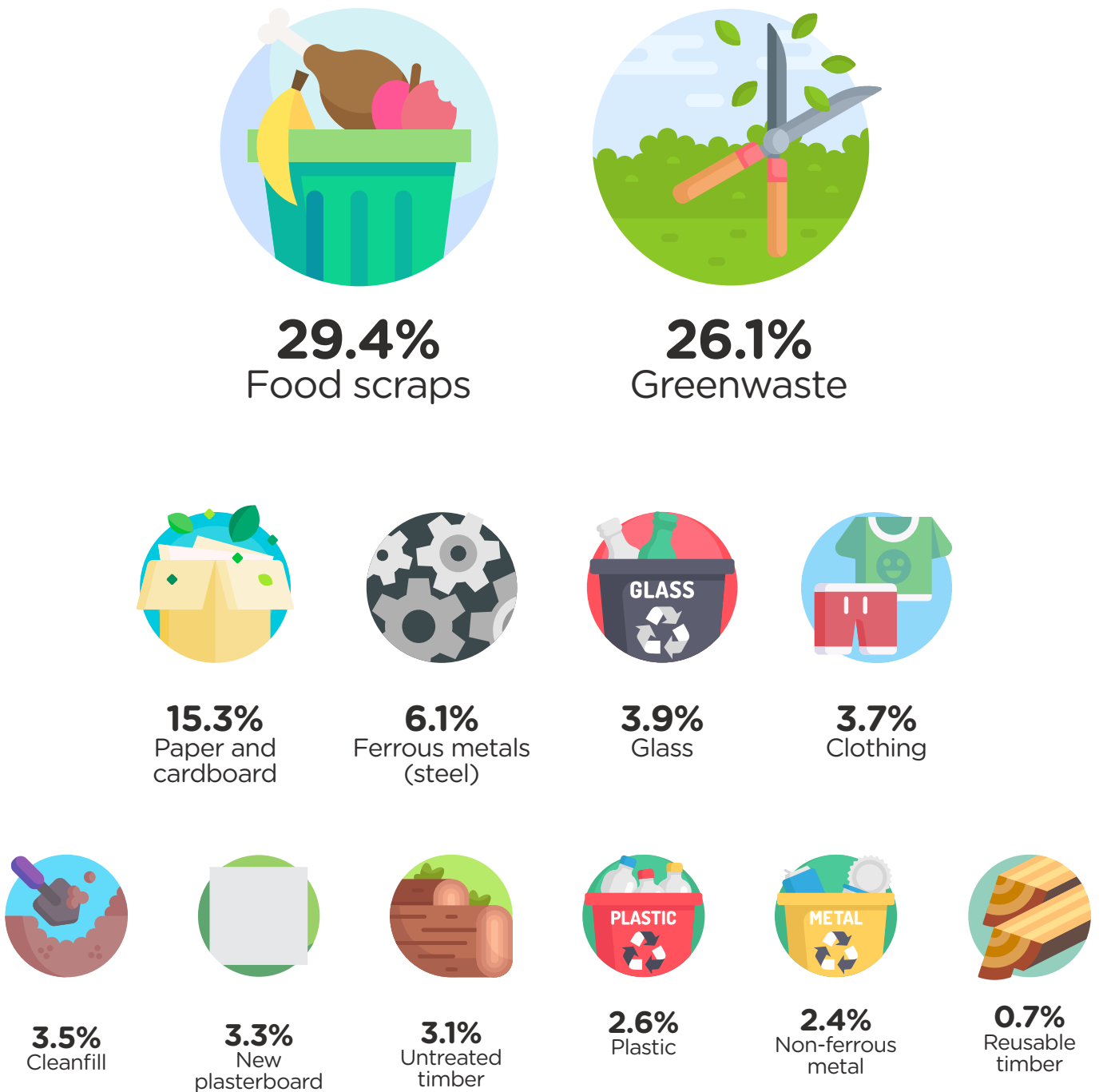


Figure 10 - Proportion of divertible materials sent to landfill

## What are the opportunities for improvement?

Based on the evidence in the Waste Assessment, we think the following areas are the best opportunities for achieving our objectives and meeting the targets set in the NZ Waste Strategy 2023:

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### Improve education about minimising waste

Education about waste minimisation can be a powerful tool to use alongside other options, like service provision, and regulation to reduce the amount of waste generated and sent to landfill. We already undertake a range of education and communication initiatives that support our waste minimisation objectives. We also provide funding support to community groups for waste minimisation projects.

As the Waste Assessment shows, there is a significant proportion of divertible materials in waste – both in the kerbside collections and in the industrial, commercial and institutional sector. While we have included actions that will be working towards a new collection service for food scraps or organic waste, there is an opportunity for education initiatives to drive behavioural change in the short term. We have therefore included actions that use education and funding support to promote waste reduction, and to encourage the recovery, reduce and re-purpose of material that would otherwise be sent to landfill.

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### Food scraps and organic material

Just over half of the potentially divertible material in our waste is food scraps or compostable green waste. Over three-quarters of these food scraps and green waste is found in the kerbside collections.

If all food scraps and green waste were diverted from waste bins and bags into some form of composting service, this would reduce the amount of waste to landfill by around 50%. This approach is also aligned to the new government requirement to implement a kerbside food scraps collection service by 2030.

We have included actions to work towards this objective, beginning with an in-depth analysis of the current situation including available infrastructure (such as food scraps processing facilities within the wider region). The implementation of the service is forecast for 2028/29.

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### Reviewing our services and the wider waste management sector in our City

Palmerston North is an outlier within local government, being the only local authority that provides a kerbside waste collection service “in-house”. Other local authorities either contract out the service to a third-party, or leave it to residents to make their own arrangements with private providers.

Despite this, only 22% of kerbside waste is collected by our kerbside waste collection. Most households use a private waste collection service, which use larger wheelie bins instead of the 60L plastic bags that we provide. The Waste Assessment shows that the larger wheelie bins provided by private waste collectors contain a significantly higher proportion of recyclable and organic and green waste material.

The variety of waste collection services means there is some duplication of service provision which may be inefficient. Additionally, the competition amongst providers for customers may be driving down the cost for waste disposal, and the convenience of cheap waste disposal may make it more attractive to simply dispose of waste rather than to recycle, reuse or compost material.

Therefore, our action plan includes an action to undertake a comprehensive review of the services available in the city. This will also include analysis of whether the current arrangements are the most effective and efficient for achieving our waste minimisation outcomes. We will use the findings of this analysis to provide advice to the Council on whether we need to make changes to the waste management and minimisation services that we offer.





## Our response to the issues we're facing

This section sets out our response to the issues identified through the Waste Assessment. It takes account of the local and national strategic context and has regard to the new emphasis in the NZ Waste Strategy 2023 Te Rautaki Para on transitioning to a circular economy.

### Our Waste Minimisation Vision

**“We want to minimise all waste and its impact on the environment”**

Our Resource Recovery Plan has this outcome statement: “We want to minimise all waste and its impact on the environment.” We have used this outcome statement as the vision for the WMMP to show how our WMMP is working towards achieving the outcome set out in our Resource Recovery Plan. Adopting this vision statement for the WMMP recognises that waste minimisation is not confined to the resource recovery activity but has a wider impact on the environment and therefore needs to be a consideration within all Council activities.

## Our objectives

We will realise our vision by working to achieve the objectives set out below. These objectives are from our Resource Recovery Plan. The Action Plan on pages 25-27 of the WMMP identifies the steps we will take to achieve these objectives.

Objectives	What will this mean?
<b>1</b> Promote waste reduction	People have easy access to clear information about how to reduce waste and the impact of change.
<b>2</b> Provide support to for-purpose organisations and local communities to recover, reuse, re-purpose or regenerate products	Community groups have access to funding to develop and implement initiatives that divert waste from landfill.
<b>3</b> Divert waste from landfill	We have high-quality information about waste, and we implement the most effective waste diversion initiatives.
<b>4</b> Provide waste collection services, including kerbside collection, the Ashhurst transfer station, and public space rubbish bins	There is a weekly kerbside waste collection service for all households in the urban area. There are public space rubbish bins throughout the city.
<b>5</b> Provide recycling collection services, including kerbside recycling, drop-off centres, and public space recycling bins	There is a weekly kerbside recycling collection service for all households in the urban area, alternating between general recycling (wheelie bins) and glass (crates). There are public space recycling bins throughout the city and recycling drop-off centres in Ashhurst, Awapuni and Terrace End.
<b>6</b> Monitor and manage the closed landfills	The closed landfills are compliant with regulatory requirements. The adverse environmental effects of the two closed landfills are well-understood and effectively managed.

## Waste minimisation target

In September 2023 the Ministry for the Environment announced policy decisions designed to improve household recycling and food scraps collections. These changes included setting performance standards for local authorities for household kerbside waste diverted from landfill.

While these performance standards are not yet in effect<sup>3</sup>, we will adopt these performance standards as interim waste minimisation targets. If the performance standards are not brought into effect, or if they are amended or delayed, then we may amend our WMMP to reflect changes to the performance standards.

### Our target

We will increase the percentage of household kerbside waste diverted from landfill over the next six years:

- 30 per cent by July 2026
- 40 per cent by July 2028
- 50 per cent by July 2030.

The actions set out in our Action Plan will make a significant contribution towards achieving these targets. However, the methodology and timing for assessing compliance with these targets is still to be confirmed by Ministry for the Environment.

<sup>3</sup> Under section 49 of the Waste Minimisation Act 2008, the Minister for the Environment may set performance standards for territorial authorities, which are published by Gazette notice.





# Our action plan: what are we going to do?

The action plan sets out the specific things that we will do to achieve the objectives in our Resource Recovery Plan and WMMP. We intend to carry out these actions out over the six-year life of the WMMP.

In some cases, further research might be required to work out the costs and feasibility of some projects in this action plan. This might change how, when, or if they are implemented. Completing some other actions might depend on changing contractual arrangements with providers or setting up new contracts. These types of contracts can be unpredictable and this also might impact the nature, timing or costs of these projects.

Action	New or existing action	Timeframe and funding
<b>Objective 1</b> Promote waste reduction		
<b>1.1</b> Provide information and education about waste minimisation and recycling	Existing	Ongoing Rates funded
<b>1.2</b> Enforce litter and illegal dumping regulations	Existing	Ongoing Rates and income from infringement notices
<b>Objective 2</b> Provide support to for-purpose organisations and local communities		
<b>2.1</b> Provide funding to for-purpose groups to undertake innovative recycling and reuse programmes through the Resource Recovery Fund	Existing	Annually Waste Levy
<b>2.2</b> Provide informal support for community initiatives (e.g. Repair Café and community clean-up events)	Existing	Ongoing Rates funded
<b>2.3</b> Provide funding to for-purpose organisations, local communities and communities of interest through Strategic Priority Grants	Existing	2024/25 Rates funded

Action	New or existing action	Timeframe and funding
<b>Objective 3</b> Divert waste from landfill		
<b>3.1</b> Investigate opportunities for services for “hard-to-recycle” materials	New	Ongoing Rates Funded
<b>3.2</b> Undertake data collection and analysis, to support monitoring and to identify areas for targeted waste reduction or new collection services. This includes undertaking a SWAP assessment and Waste Assessment.	New	2025/26 Waste Levy and rates funded
<b>3.3</b> License waste collectors	New	2026/27 Rates funded
<b>3.4</b> Develop and implement a construction site waste management plan	New	2025/26 Rates funded
<b>3.5</b> Develop and implement an event waste management plan	New	2025/26 Rates funded
<b>3.6</b> Develop a city-wide kerbside food scraps collection service and investigate the inclusion of a kerbside green waste collection service	New	2024/25 - 2025/26 Rates funded
<b>3.7</b> Introduce residential food scraps collection and processing	New	2028/2029 Rates Funded and Waste Levy Funded
<b>3.8</b> Investigate the need for a new site for a green waste and recycling drop-off facility to support city growth	New	2024/25 Rates Funded
<b>Objective 4</b> Provide waste collection services, including kerbside collection, the Ashhurst transfer station, and public space rubbish bins		
<b>4.1</b> Provide residential kerbside rubbish collection	Existing	Ongoing User Charges
<b>4.2</b> Provide public space rubbish bins	Existing	Ongoing Rates Funded
<b>4.3</b> Operate the Ashhurst Transfer Station	Existing	Ongoing Rates Funded and User Charges
<b>4.4</b> Investigate models for kerbside waste collection service delivery <sup>4</sup>	New	2024/25 Rates Funded

4 This review will consider alternatives, such as contracting another provider to deliver the kerbside collection service, or changing how we regulate waste collectors.

Action	New or existing action	Timeframe and funding
<b>Objective 5</b> Provide recycling collection services, including kerbside recycling, drop-off centres, and public space recycling bins		
<b>5.1</b> Provide residential kerbside recycling collection and processing	Existing	Ongoing Rates Funded, Waste Levy Funded and Revenue from Commodity Sales
<b>5.2</b> Provide non-residential kerbside recycling collection	Existing	Ongoing Rates Funded and User Charges
<b>5.3</b> Provide public space recycling bins	Existing	Ongoing Rates Funded
<b>5.4</b> Provide a biennial “hazardous materials” collection weekend	Existing	Every two years from 2025/26 Rates Funded
<b>5.5</b> Provide recycling drop-off points and the Awapuni Resource Recovery Park	Existing	Ongoing Rates Funded and User Charges
<b>5.6</b> Replace the Materials Recovery Facility (MRF)	New	2025/26 Rates Funded
<b>Objective 6</b> Monitor and manage the closed landfills		
<b>6.1</b> Monitor and manage the two closed landfills in accordance with relevant regulations and consents	Existing	Ongoing Rates Funded

The actions in this action plan will be reviewed and updated as necessary, such as when the Council adopts a new Long-Term Plan in 2027. Also, the Government is planning to introduce new legislation to replace the Waste Minimisation Act 2008 in 2024/25. We may also need to make changes to the WMMP and/or the Action Plan to respond to any legislative change.

# Our funding plan: how will we pay for it?

The Waste Minimisation Act 2008 requires that we include information about how the implementation of the WMMP will be funded, as well as information about any grants made and expenditure of waste levy funds.

## Funding options

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

- Uniform Annual General Charge (UAGC) – a charge that is paid by all ratepayers.
- User Charges – includes charges for user-pays collections as well as transfer station gate fees.<sup>5</sup>
- Targeted rates – a charge applied to those properties receiving a particular council service
- Waste Levy funding – The Government redistributes funds from the waste disposal levy<sup>6</sup> to local authorities on a per capita basis. Half of the money collected is distributed to councils. TAs must spend the levy to promote or achieve waste minimisation and in accordance with their WMMPs. WMMPs prepared by each TA set out how the levy will be used.
- Waste Minimisation Fund (WMF) – Most of the remaining 50% of the levy money collected is redistributed to specific projects approved by the Ministry for the Environment. Anyone can apply to the WMF for funding for projects.
- Sale of recovered materials – The sale of recovered materials can be used to help offset the cost of some initiatives.
- Private sector funding – The private sector may undertake to fund/supply certain waste minimisation activities, for example in order to generate income from the sale of recovered materials. We may work with private sector service providers where this will assist in achieving the WMMP goals.

When choosing which of these funding sources to apply to the actions in this WMMP, we will consider the following factors:

- Giving priority to managing harmful wastes;
- Minimising waste and the reduction of residual waste to landfill;
- Taking account of full-cost pricing – e.g. ‘polluter pays’;
- Weighing the public good vs. private good component of a particular service;
- Ensuring that the environmental effects of production, distribution, consumption and disposal of goods and services should be consistently costed, and charged as closely as possible to the point they occur to ensure that price incentives cover all costs;
- Recognising the importance of protecting public health;
- The affordability of the funding source; and
- Cost effectiveness.

The proposed sources of funding for each of the actions are noted in the tables on pages 25-27. Budgets to deliver the activities set out in this plan are included in our draft Long-Term Plan 2024-34.



## Waste levy funding

We receive, based on our population, a share of national waste levy funds from the Ministry for the Environment. It is estimated that at the current rate our total share of waste levy funding will be approximately \$1.47M in 23/24.

The Waste Minimisation Act 2008 requires that all waste levy funding received by Councils must be “spent on matters to promote waste minimisation and in accordance with their WMMP”.

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

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

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

- 5 Most councils in the region own transfer stations and or landfills and are able to set the fees at these facilities and can derive income from these activities. In accordance with s46 (2) of the Act, councils can charge fees for a facility that are higher or lower than required to recover the costs to provide the service, providing the incentives or disincentives will promote waste minimisation.
- 6 The waste levy, currently \$50 for class 1 landfills, will increase to \$60 in July 2025. Since 2021, the waste levy has incrementally been increasing, and expanded to cover other classes of landfill such as construction and demolition. For more information, visit <https://environment.govt.nz/what-government-is-doing/areas-of-work/waste/waste-disposal-levy/expansion/>

## Funding business and community actions

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

Our Support and Funding Policy sets out how we will provide funding for projects that align with the objectives of our WMMP. The following is a summary of the Policy:

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<b>Eligibility</b>	Open to eligible legal entities with a proposal that will be implemented in Palmerston North for the benefit of local residents.
<b>Exclusions</b>	The following applicants and expenditure will not be eligible for funding: <ul style="list-style-type: none"><li>➤ Large corporations;</li><li>➤ Ongoing operational costs beyond the life of the initiative; or</li><li>➤ Recipients of central government’s ‘waste minimisation fund’.</li></ul>
<b>Priorities</b>	New or upscaling an existing project, activity or service that will contribute to one of the following outcomes: <ul style="list-style-type: none"><li>➤ reduction in the amount of waste being created;</li><li>➤ reuse or upcycle of end of life material;</li><li>➤ recycling waste material; or</li><li>➤ alignment with actions in the Waste Management and Minimisation Plan.</li></ul> In addition to the above, proposals will receive a higher rating if the applicant is either a: <ul style="list-style-type: none"><li>➤ local community;</li><li>➤ for-purpose group; or</li><li>➤ locally-owned small business.</li></ul>
<b>Allocation</b>	There will be one funding round per financial year. Assessment and allocation decisions will be made by staff. Funding allocations may range from \$2,500 to \$15,000.

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See our **Support and Funding Policy** online here: [pncc.govt.nz/supportfunding](https://pncc.govt.nz/supportfunding)

# Monitoring, evaluating and reporting progress

We will continue to monitor and evaluate progress against the actions in the Action Plan. We will report to the appropriate Council committee annually on that progress.

## Supporting information

The Palmerston North City Council Waste Assessment 2023 can be found on our website [pncc.govt.nz/wasteplan](https://pncc.govt.nz/wasteplan)



# Glossary of terms

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<b>Disposal</b>	Final deposit of waste into or onto land, or incineration
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<b>Diverted material</b>	Anything that is no longer required for its original purpose and, but for commercial or other waste minimisation activities, would be disposed of or discarded.
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<b>Food scraps</b>	Any unused food including from preparing meals, leftovers, scraps, spoilt food, and coffee grounds
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<b>Green waste</b>	Waste largely from the garden such as hedge clippings, tree/bush prunings, lawn clippings
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<b>Hazardous waste</b>	Waste that can cause harm or damage, to people or the environment, like strong chemicals. Shouldn't go into landfills.
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<b>Landfill</b>	Tip or dump. A disposal facility as defined in S.7 of the Waste Minimisation Act 2008, excluding incineration. Includes, by definition in the WMA, only those facilities that accept 'household waste'. Properly referred to as a Class 1 landfill
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<b>LTP</b>	Long-Term Plan
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<b>MfE</b>	Ministry for the Environment
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<b>Recovery</b>	a) extraction of materials or energy from waste or diverted material for further use or processing; and  b) includes making waste or diverted material into compost
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<b>Reuse</b>	The further use of waste or diverted material in its existing form for the original purpose of the materials or products that constitute the waste or diverted material, or for a similar purpose
<b>Transfer station</b>	Where waste can be sorted for recycling or reprocessing, or is dumped and put in to larger trucks for transport to landfill
<b>Treatment</b>	<p>a) means subjecting waste to any physical, biological, or chemical process to change its volume or character so that it may be disposed of with no or reduced adverse effect on the environment; but</p> <p>b) does not include dilution of waste</p>
<b>Waste</b>	<p>Means, according to the WMA:</p> <p>a) Anything disposed of or discarded, and</p> <p>b) Includes a type of waste that is defined by its composition or source (for example, organic waste, electronic waste, or construction and demolition waste); and</p> <p>c) To avoid doubt, includes any component or element of diverted material, if the component or element is disposed or discarded.</p>
<b>Waste Assessment</b>	A document summarising the current situation of waste management in a locality, with facts and figures, and required under the Waste Minimisation Act.
<b>Waste Hierarchy</b>	A list of waste management options with decreasing priority
<b>WMA</b>	Waste Minimisation Act (2008)
<b>WMMP</b>	A Waste Management and Minimisation Plan as defined by s43 of the Waste Minimisation Act 2008



**Te Kaunihera o Papaioea**  
Palmerston North City Council

**[pncc.govt.nz](http://pncc.govt.nz) / [info@pncc.govt.nz](mailto:info@pncc.govt.nz) / 06 356 8199**

