



2.1 Issues

- ▶ Producers and consumers often generate excessive waste. When resources irretrievably enter the waste stream the environment is adversely affected through the depletion of resources.
- ▶ Disposal of waste itself may also adversely affect the environment.

Effects of disposal of waste can include contamination of water by discharge of contaminants and from leachate, contamination of land with toxic substances, odours and dust, visual degradation, problems with birds and vermin, health risks.

Many products are designed for a limited or one-trip life. This means many products are discarded which could be reused or recycled. Replacing disposable products depletes resources, both in the use of raw materials and also in winning processing and transporting the raw materials and the new products.

2.2 Objectives

1. Progressive reduction in the quantity of solid, hazardous and liquid waste generated in the region and consigned for disposal or discharged into the environment.

Principal Reason

Less waste will mean reduced effects from disposal and also from the creation of replacement products. Reduction will need to be progressive to enable business and industry to adapt practices.

2.3 Policies

1. As far as practicable, the waste management hierarchy of reduce, reuse, recycle, recovery and residual management of wastes will be implemented by all involved in waste generation and management in the Gisborne District. This will require the following:-
 - a) Reducing the amount and toxicity of material entering the waste stream.
 - b) Consideration of the effects on the environment of producing materials in the first place.
 - c) Reusing as much material as practicable.
 - d) Recycling the material that cannot be reused, if appropriate, after taking account of environmental and economic effects.
 - e) Implementing cleaner production in an appropriate manner.
 - f) Providing for safe and effective residual management for the material that remains once the waste stream has been reduced through the application of each of the previous steps.

Principal Reason

Priority is placed on the *reduction* of waste at source because this is often the most efficient means of reducing waste. *Reuse* is the next step. Reuse is likely to have efficiency benefits over recycling in terms of energy use because the resource remains essentially unchanged. Reuse can be adopted without the need for external administration. *Recycling* has a higher public profile and is to be supported where it is the most practical option for reducing waste. Recycling needs to take into account energy costs of recycling, and the availability of markets for recycled goods. *Recovery* of resources from waste may also meet a number of objectives. For example, gas recovery from landfills collects methane (a greenhouse gas) and enhances landfill safety by minimising the risk of gas migration. There are both benefits and costs associated with the rigorous application of the waste management hierarchy. Unless organisations and industries fully consider the implications of the hierarchy then it is unlikely that improvements will occur.

2. Council will provide leadership by example in the reduction of waste.

Principal Reason

Council has a high profile in resource management and cannot expect other organisations to adopt ideas and practices unless it does so itself.

3. As far as practicable the costs of waste management should be met by waste generators.

Principal Reason

Ratepayers in the District should not have to subsidise the wasteful activities of others. Making generators of waste meet the costs of their activities will encourage them to produce less waste and to actively pursue waste minimisation and cleaner production goals.

4. The Council will develop an integrated waste management framework in the District and establish an administration system which creates an effective efficient and equitable waste management environment throughout the District.

Principal Reason

Most people and organisations are involved with production of waste or affected by its management. It is appropriate for Council to take a leadership role for the benefit of all its citizens. Policy and planning approaches to waste minimisation and cleaner production are encouraged because they take a strategic and long-term view, and integrate waste management with other Council activities. Given that waste minimisation and cleaner production are on-going activities that will be implemented progressively over many years, a policy and planning approach to these issues is highly desirable.

5. The Council will liaise with other relevant local authorities with regard to waste management.

Principal Reason

This will enable Council to benefit from the knowledge and experience of others and to pass on the benefits of its own experiences.

2.4 Methods of Implementation

1. The Council will continue to gather waste stream data. It will develop a database of wastes generated and disposed of within the district in a manner consistent with the National Waste Analysis Protocol.

Principal Reason

Good information is an essential step in the provision of integrated waste management. The Waste Analysis Protocol has been developed by the Ministry for the Environment as a tool for gathering information on the waste stream, particularly solid waste and waste hazardous substances. (See also section 1.5.) Implementation of data gathering in a manner consistent with the Waste Analysis Protocol will assist Council in complying with this duty with respect to the solid waste generated in this district. In addition, the information obtained will identify particular elements in the waste stream that may require special treatment, and will enhance Council's abilities to plan future waste management activities. Accurate knowledge of the wastes generated and disposed of will enable Council to avoid, remedy or mitigate the adverse environmental effects of waste generation, and will also assist in the identification of waste generators.

In the past there has been little reliable data available. During 1995-96 Council has carried out analyses of both commercial and domestic waste streams in Gisborne City. This work is incomplete as at 1996.

It must be extended beyond the City and will need to be ongoing so as to identify trends, the effects of policies and programmes and to provide information on which to base waste management.

2. The Council will encourage businesses, residents and community groups to separate at source wastes with practical alternative uses and to compost organic waste where possible. Specific information and educational material will be produced for this purpose.
3. The Council will consider using incentives for waste reduction through supporting initiatives such as waste reduction targets.
4. The Council will support approved recovery and recycling operators.

Principal Reason for Methods 2-4

Although little reliable data is available - hence the need to undertake waste analysis - the Gisborne District is estimated to generate about 1.2 to 1.3 tonnes of waste per person per year.

This is significantly above the national average of 0.7 tonnes per person per year. (Source: "Waste Management Strategy" Gisborne District Council, 1993). Many of the region's landfills are nearing the end of their lives. Waste minimisation extends the life and landfills and saves money and land resources. Minimisation at source is one of the most effective means of reducing waste. This applies equally to industry and residents.

5. The Council will ensure its collection and disposal systems provide incentives for users to reduce, reuse and recycle.

Principal Reason

This will encourage the promotion of waste minimisation and cleaner production in the provision of waste management services by the provision of incentives.

6. The Council will provide an advisory service for the exchange of wastes.

Principal Reason

This will encourage reuse, recycling and resource recovery.

7. The Council will service and work with approved community based Waste Minimisation Groups.

Principal Reason

The purpose being is to promote waste minimisation activities throughout the district. A liaison group is an efficient and effective way of maintaining communication throughout the District. It is considered to be an on-going method which can be supplemented by other more specific methods.

8. Council will work together with community groups and recyclers to provide and operate recycling drop-off facilities.

Principal Reason

For recycling to be effective it should be community based.

9. In conjunction with any approved Waste Minimisation Groups, industry and the community, the Council will conduct research into and, where appropriate, carry out trials of, options and the economics of waste re-use, recycling and resource recovery.

10. The Council will take active steps to educate and disseminate information on waste minimisation and cleaner production.

11. By 1 October 1997 the Council will have undertaken energy and waste management audits of its operations with a view to applying the principles of waste minimisation and cleaner production throughout the organisation. Waste minimisation initiatives applied by the Council which could be applied by other groups will be promoted to those groups.

Principal Reason for Methods 9-11

Public education may be implemented by a wide range of groups in the Gisborne District. Non-statutory methods may be applied by, for example, iwi, schools, the private sector and community groups, individually or in collaboration. Widespread community support is essential if waste minimisation and cleaner production initiatives are to succeed. Joint initiatives may be a useful means of achieving waste minimisation initiatives. For example, in Devonport, Auckland, compost from the municipal composting plant was made available, with land adjacent to the composting plant, for the establishment of community gardens for growing vegetables and other produce. In Kaitaia, resource reuse and recycling initiatives are operated by the Kaitaia Community Business and Environment Centre. Similar programmes operate throughout New Zealand.

12. The Council will, through the use of fees, special rates or uniform general charges ensure that the district's waste generators as far as is practicable meet the costs of collecting, treating and disposing of the waste they produce. Such charges shall be reviewed annually.

Principal Reason

This implements policy 4.

13. The Council will monitor initiatives by central government and industry on waste management matters and, where necessary, will actively advocate and liaise on matters that affect the district in the development of policies and strategies which need to be co-ordinated at a national level and to promote the implementation of cleaner production and other waste minimisation initiatives in the District on an on-going basis.

Principal Reason

Liaison and advocacy at central government level is required to deal with some waste management issues such as the elimination of wasteful packaging. This method is available to any group with an interest in waste management, including the Gisborne District Council, iwi, community and industry groups.

It is also necessary to maintain contact at central government level in order to identify and take advantage of funding and subsidy programmes available for the development, promotion and implementation of waste management initiatives generally throughout the community.

14. The Council will liaise with other Councils with similar waste streams so that data can be cross utilised and in so doing reduce the data gathering required.
15. The Council will continue to work with the Regional Council Waste Officers Forum to ensure, as far as practicable, consistency of approach on waste management matters between regions.

Principal Reason for Methods 14-15

As part of the integration of waste management services and ensuring the efficient use of resources, there is a need for the Council to maintain a close working relationship with other Regional Councils.

The Regional Council Waste Officers Forum provides an effective and efficient mechanism for those engaged in waste management to exchange information and ideas.

A particular advantage of this group is that it ensures, as far as practicable, that, for example, in the absence of directions from central government, regional councils can take a consistent and proactive approach on waste management issues that affect them. This method is already in operation, and it is expected that the Forum will continue on an ongoing basis.

16. The Council will support the preparation of Iwi Waste Management Plans.

Principal Reason

Iwi Management Plans are a method that iwi in the District may wish to use to ensure that their views on waste management are incorporated into the policies, plans and decisions of local authorities. An Iwi Waste Management Plan could be part of a more general Iwi Management Plan. Where iwi wish to produce such plans local authorities should provide practical support consistent with Section 8 of the Act. This approach would have the advantage for iwi that the plan would be recognised under the Act and the Council would be required to consider them in the development of any other plans.