

Friday, 26 March 2021

He hui e whakahaeretia nei e Te Kaunihera ā-Rohe o Heretaunga

Administered by Hastings District Council

Joint Waste Futures Project Steering Committee Meeting

Kaupapataka

Open Agenda

Te Rā Hui:

Meeting date:

Friday, 26 March 2021

Te Wā:

Time:

10.30am

Te Wāhi:

Venue:

**Council Chamber
Ground Floor
Civic Administration Building
Lyndon Road East
Hastings**

Te Hoapā:

Contact:

**Democracy and Governance Services
P: 06 871 5000 | E: democracy@hdc.govt.nz**

Te Āpiha Matua:

Responsible
Officer:

Waste Planning Manager - Angela Atkins

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HASTINGS DISTRICT COUNCIL
207 Lyndon Road East, Hastings 4122 | Private Bag 9002, Hastings 4156
Phone **06 871 5000** | www.hastingsdc.govt.nz
TE KAUNIHERA Ā-ROHE O HERETAUNGA

Joint Waste Futures Project Steering Committee – Terms of Reference

Background

Section 43 of the Waste Minimisation Act 2008 states that a territorial authority must adopt a waste management and minimisation plan which provides:

- objectives, policies and methods for effective and efficient waste management and minimisation,
- collection, recovery, recycling, treatment and disposal services
- facilities for waste management
- waste minimisation activities including education and public awareness; and
- a framework for funding implementation, grants and advances of money

The Solid Waste Management Committee which had been set up with Napier City Council, jointly prepared a Waste Minimisation Plan (WMMP) which was formally adopted in 2012. This committee was disestablished upon adoption of the WMMP. In early 2014 the Joint Council Waste Futures Project Steering Committee was established to meet to oversee and manage a range of programmes and interventions to achieve effective and efficient waste management and minimisation within the Omarunui landfill catchment.

The WMMP must be reviewed every 5 years. A Waste Assessment, which is the first step of the review has been undertaken and options are being developed for the WMMP. It is proposed that all submissions on the draft WMMP are heard by a joint committee of Napier City and Hastings District Council:

Purpose

- To approve the content of the Draft Waste Management and Minimisation Plan for public consultation.
- To hear submissions and make recommendations to the constituent Councils on the draft regional Waste Management and Minimisation Plan 2011-2017.
- To be responsible for overseeing, supporting, monitoring and reporting progress toward achieving the intent of WMMP. As well as representing the interests of participatory Councils in the WMMP.
- To review the Joint Waste Management and Minimisation Plan at least every six years to meet the requirements of the WMA 2008

Members

Three elected members appointed from Hastings District Council

Three elected members appointed from Napier City Council

Name

The Joint Waste Futures Project Steering Committee

Status

By agreement of the local authority members, the Joint Waste Futures Joint Project Steering Committee has been established as a Joint Committee under clause 30A of Schedule 7 of the Local Government Act 2002.

Delegated Authority

The Joint Committee will have responsibility and authority to:

1. Accept and hear submissions on the joint Waste Management and Minimisation Plan 2017-2023, and report back to the individual Councils on an as required basis.

2. To make recommendations to each participant Council on the Waste Management and Minimisation Plan.
3. To monitor performance and progress to give effect to the purpose of the WMMP and to make recommendations to the constituent Councils accordingly.

Administering Authority and Servicing

Hastings District Council shall administer the Joint Committee meetings.

Meetings

The Hastings District Council's Standing Orders will be used to conduct the Joint Committee meetings.

The Joint Committee shall meet as and when required as agreed for the achievement of the purpose of the joint committee.

Quorum

The quorum at any meeting shall be not less than four (4) including not less than two representatives of each of the member bodies.

Voting

The members shall strive at all times to reach a consensus.

Each representative shall be entitled to one vote at any meeting.

There shall be no casting vote.

Chairperson and Deputy Chairperson

The Joint Committee shall also appoint by simple majority vote, a Chairperson from one Council and a Deputy Chair from the other Council.

Variations

Any Member may propose an amendment (including additions or deletions) to the Terms of Reference which may be agreed to by the Joint Committee.

Variations to the Terms of Reference must be referred to the constituent Councils for ratification.

Term of Office

The primary purpose of this Joint Committee is the approval and adoption, by both Councils, of the Waste Management and Minimisation Plan 2018. However the Joint Committee will continue to meet as and when required to oversee performance of the WMMP in operation.

Friday, 26 March 2021

Te Hui o Te Kaunihera ā-Rohe o Heretaunga

Hastings District Council

Joint Waste Futures Project Steering Committee Meeting

Kaupapataka

Open Agenda

Group Members:	<i>Heamana</i>
	Chair: Councillor Ann Redstone (HDC)
	Deputy Chair: Councillor Api Tapine (NCC)
	Councillors Damon Harvey and Sophie Siers (HDC) Councillors Annette Brosnan and Richard McGrath (NCC)

<i>Tokamatua:</i>	4 members - at least 2 Councillors from each Council
Quorum:	

<i>Apiha Matua</i>	Waste Planning Manager – Angela Atkins
Officer	
Responsible:	

<i>Te Rōpū Manapori me te Kāwanatanga</i>	Lynne Cox (Extn 5632)
Democracy &	
Governance	
Services	

Te Rārangī Take

Order of Business

Apologies & Leave of Absence – *Ngā Whakapāhatanga me te Wehenga ā-Hui*

- 1.0** At the close of the agenda no apologies had been received.
 At the close of the agenda no requests for leave of absence had been received.

2.0 **Conflict of Interest–** *Mahi Kai Huanga*

Members need to be vigilant to stand aside from decision-making when a conflict arises between their role as a Member of the Council and any private or other external interest they might have.

Confirmation of Minutes - *Te Whakamana i Ngā Minitī*

- 3.0** Minutes of the Joint Waste Futures Project Steering Committee held Friday 4 December 2020.
(Previously circulated)

4.0 **Events Waste Minimisation Update** **9**

5.0 **Treated Timber Disposal Option with Pan Pac** **13**

6.0 **Hastings District Council - Waste Management and Minimisation Plan Implementation Update** **19**

7.0 **Local Government Waste Manifesto - 2020** **43**

Friday, 26 March 2021

Item 4

Te Hui o Te Kaunihera ā-Rohe o Heretaunga

**Hastings District Council: Joint Waste Futures
Project Steering Committee**

Te Rārangi Take

Report to Joint Waste Futures Project Steering Committee

Nā:
From: Cloe Vining, Waste Minimisation Officer

Te Take:
Subject: Events Waste Minimisation Update

1.0 Purpose and summary - *Te Kaupapa Me Te Whakarāpopototanga*

- 1.1 The purpose of this report is to update the committee of the intentions and methods that could be implemented to minimise waste at events in the Hastings District. This report relates to “Action L” of the Joint Waste Management and Minimisation Plan (WMMP) 2018-2024.
- 1.2 The Hastings District is coming alive with more events being hosted here each year. There are many different types of events; including community events in the parks, concerts, winery events, sporting events, street festivals, fairs, sector group events, etc. Regardless of who is hosting the event, events appear to act as a de facto representative of the town/region in which they are being hosted in.
- 1.3 The waste team has little data on waste volumes produced from events locally, however external estimates suggest that the typical event attendee produces 1.89kg of waste per day. Apply that to an event with between 4,000 to 20,000 people and we have significant amounts of waste (7.5 tonne to 37 tonnes) that with proper planning and systems can easily be reduced and diverted to reuse.
- 1.4 A number of other regions around the country such as Auckland, Tauranga, Nelson, New Plymouth and Marlborough are seeing events choosing to be more waste conscious. Hastings has not seen this same uptake as other regions from event planners and leaves room for improvement.
- 1.5 Event waste is an achievable waste stream that with some initial groundwork and support from the waste minimisation team could see some tangible improvements in diversion volumes that will reflect well on the Hastings District.

2.0 Event Waste Background

- 2.1 Minimising event waste is unfortunately not as straight forward as providing different bins for different types of waste and therefore reducing the amount that ends up in the landfill bin.
- 2.2 When recycling and organic waste bins are left unattended, despite users' best intentions and good signage, these bins will almost always end up being too contaminated for the contents to be able to go to their originally intended destination.
- 2.3 To help combat these issues it is essential that bin stations are manned with staff or volunteers to help guide people to use the right bins. It is also important that food vendors are using the right types of packaging for their food that can be recycled or composted.
- 2.4 At bin stations there is often a lot of confusion around what is compostable food packaging. Currently food waste and compostable packaging collected commercially from events is usually taken to BioRich for composting.
- 2.5 From July 2021 BioRich will no longer be accepting any Polylactic Acid (PLA) containing materials coming to their site as it affects their BioGro (organic) certification. PLA is a material used to make many different types of compostable packaging, generally the types that look like they are plastic. PLA is often used as liner of cardboard packaging to make it water proof. This change can be confusing for a lot of food vendors who have previously bought compostable packaging containing PLA, thinking that they are doing the right thing.
- 2.6 Minimising event waste can also go much further than having manned bin stations. Around the country we are starting to see events avoid single use packaging completely and instead opting for reusable crockery and having staff and volunteers run wash stations. Also using the likes of rental cups from an external entity, where attendees pay a small deposit for a reusable cup that is used throughout the event, which can then be returned in exchange for their deposit back. Feedback suggests that using these methods leaves a very good impressions on attendees. Attendees can be encouraged to bring their own cup/container to events.
- 2.7 Knowing how to implement staffed bin stations or opting for reusables can seem intimidating for event organisers and something often left to the last minute to action, or put in the too hard basket from the beginning.

3.0 Proposed event waste minimisation approach

- 3.1 The waste minimisation team aim to have new materials and processes in place in time for the planning of the 2021/22 summer event season to help event planners minimise event waste.
- 3.2 Event waste requirements can be considered through the solid waste bylaw review process. Many other Councils around NZ have included solid waste bylaws requirements to reduce waste at events and submit event waste minimisation plans for approval. The bylaw review process is likely to take approximately 1 year and will not be completed in time for the 21/22 event season.
- 3.3 To equip event planners with the knowledge and tools to be able to minimise their event waste and what options are available to them. The waste team are putting together an 'Event Waste Guide' based on guides made by other Councils with a focus on Hawke's Bay facilities and requirements. The guide will give event planners the knowledge and tools to also submit a waste minimisation plan to Council as outlined in 3.2.
- 3.4 The Event Waste Guide will be available to event planners/organisers either in PDF format or hard copy during their initial stages of contact with Council event staff to allow them as much advanced planning time as possible.
- 3.5 The Environment Centre Hawke's Bay (EC), a not for profit organisation supported by HDC through a contract for service, currently offer services for waste minimisation at events. The EC are looking to shift this focus from offering overall waste management services, to more of a waste minimisation at events coordinator or facilitator service. This service would still assist event

planners with overall supervision, access to a pool of volunteers, and coordination with local waste operators, however through this role the EC would aim to place more responsibility on the event holder to provide sufficient staffing and resourcing to carry out the waste minimisation aims. For larger events or for events that would prefer to outsource waste planning, the EC services would be available to ensure waste minimisation can still be achieved.

- 3.6 The waste team are also putting together an 'event packaging guide' which will contain a comprehensive list of packaging types and the companies in New Zealand that provide compostable, PLA free food packaging. This will be available for event planners and food vendors to reduce confusion around packaging and provide clear guidance on the most suitable packaging types. It is expected that event planners/organisers will place requirements on food vendors participating at their event to only use certain types of packaging to assist with the management and minimisation of waste. To coincide with the packaging guide a packaging accreditation can be created that would include signage which vendors could display advising customers that are using sustainable packaging.
- 3.7 Reusable cup schemes such as rental cups will also be encouraged in the waste guide. Such schemes could operate by charging attendees a small fee for the use of a reusable cup and they are able to get a partial refund once they return their cup at the end of the event. There are a number of ways that a reusable cup system can be set up. This includes the incorporation of a branded cup in the ticket price that can then be taken home as a keep sake.
- 3.8 The waste team are looking at creating waste kits on trailers for community events to borrow to help simplify their planning requirements. Event organisers would pay a deposit that would be returned upon all the items being returned. It is likely that there would be two different kits available.
 - The first kit would contain all the relevant equipment to be able to set up a waste station at an event, and would include materials such as different colours wheelie bins, signage, PPE gear, litter picks, liners, etc.
 - The second kit would contain the relevant equipment to be able to set up a wash station for an event wanting to avoid single use materials and utilise reusables. It would contain the likes of wash buckets, tables, PPE, a steriliser, flags and signage, etc. The uptake for the second kit will likely be lower and a bit slower than the first kit as this is more of a commitment for events to take on than the first kit. By providing the equipment however the waste team hopes that this will encourage event planners to consider the next step.
- 3.9 It is difficult to quantify the difference in costs for events that minimise waste and those that don't. There would be clear costs saved from less disposal costs to landfill which is generally the more expensive disposal option. For larger events such as the recent Six60 concert a waste minimisation leader would need to be employed to oversee the work, however this person would likely be required if there were no waste minimisation aims also. If events are using reusable schemes then food vendors are saving on packaging costs. Rental cup schemes can be planned to be cost neutral by incorporating the expense in to other areas. By setting up trailer kits the waste team hopes to be able to minimise any additional costs especially for the likes of smaller free community events.
- 3.10 To also help with any potential additional costs, using levy funds, the waste team is also looking to set up funding options of various levels to event planners depending on the level of waste minimisation that they are committing to. The levels of commitment could be awarded as badges that are then used as a type of waste certification for that event. Continued support and check-ups would be needed for event planners to ensure that funds haven't been granted then waste efforts dropped and goals not reached.

For example:

- Fully committed (the highest commitment): there is no single use packaging at this event, reusables only, and a bin for collecting food waste. Technically a zero waste event as there are no rubbish bins nor rubbish being created. The highest benefits of this level of commitment is that attendees are moving away from the 'take-make-dispose' model of purchasing and experiencing the circular economy in action.
- Almost there (second highest): The event is technically zero waste to landfill with no landfill bins, but has bins for recycling and food and compostable packaging, so is still using single use materials.
- Waste stations (currently the level that some events in the Hawkes Bay are opting for): Waste stations are used with bins for rubbish, recycling and composting. The waste stations would need to be staffed to ensure the diversion is being achieved. This level of commitment is much better than only having landfill bins as we are diverting waste from landfill, however where possible the waste team would like to encourage event planners to consider reusable options and avoid the single use mind set and waste being created in the first place.

- 3.11 The fund would most likely be capped depending on which commitment level event planners are aiming for. The fund would not cover the cost of rubbish disposal, but could be used for the likes of: volunteer recognition, hiring the Environment Centre's waste minimisation services, food waste disposal etc.
- 3.12 Ideally, the same commitment badges would be able to be applied across the wider Hawke's Bay in the future. The waste team will be in communication throughout the planning process and share information and work with Napier, Central Hawke's Bay, and Wairoa waste teams.
- 3.13 There are many Councils around the country that are working to support event planners in minimising waste, with some processes and programmes well established. When creating a Hastings based approach, the waste team don't intend to reinvent the wheel, and instead draw on the resources that are already available and tailor them to the needs of Hawkes Bay events planners.
- 3.14 The waste team intend to fully communicate its intentions with event staff within Council, event planners, food vendors, commercial operators, and other relevant parties.

4.0 Recommendations – *Ngā Tūtohunga*

- A) That the Joint Waste Futures Project Steering Committee receive the report titled Events Waste Minimisation Update dated 26 March 2021.

Attachments:

There are no attachments for this report.

Friday, 26 March 2021

Item 5

Te Hui o Te Kaunihera ā-Rohe o Heretaunga

**Hastings District Council: Joint Waste Futures
Project Steering Committee**

Te Rārangi Take

Report to Joint Waste Futures Project Steering Committee

Nā: Cloe Vining, Waste Minimisation Officer
From: Angela Atkins, Waste Planning Manager

Te Take:
Subject: Treated Timber Disposal Option with Pan Pac

1.0 Executive Summary – Te Kaupapa Me Te Whakarāpopototanga

- 1.1 The purpose of this report is to inform the committee about an opportunity to partner with Pan Pac and Hawke's Bay Regional Council (HBRC) to explore the possibility of using treated timber as a boiler fuel and seek approval to formally support and continue with this project.
- 1.2 This project aligns with many aspects of the Joint Waste Management and Minimisation Plan (WMMP) namely;
- 1.3 The target a 30% total tonnage decrease in organic waste to landfill by 2024.
- 1.4 JWMMP GOAL ONE - REDUCE, RECOVER AND RECYCLE MORE WASTE IN ORDER TO CONTRIBUTE TO THE NEW ZEALAND WASTE STRATEGY GOAL: "REDUCING THE HARMFUL EFFECTS OF WASTE".
 - Objective 1: To reduce total amount of waste to landfill per person in Napier and Hastings, particularly with regard to organic waste e.g. green waste and food waste.
 - Objective 2: To increase recovery (identification and removal of items) destined for landfill that can be reused, recovered or recycled.
- 1.5 JWMMP GOAL FOUR - UTILISE INNOVATIVE AND COST EFFECTIVE WASTE MANAGEMENT AND MINIMISATION APPROACHES.
 - Objective 1: To continue investigating new alternative waste disposal technologies using cost-benefit analyses, and apply these outcomes where appropriate.
- 1.6 JWMMP Action Plan actions;

- 1.7 6F - Continue to research emerging opportunities and innovation for reduction, treatment and disposal of residual waste.
- 1.8 6K - Continue to investigate local, national and international market options for difficult-to-recycle materials.
- 1.9 Timber is a significant waste stream in the Hawke's Bay that the waste team are looking at alternative options for.
- 1.10 Pan Pac operates a sawmill at Whirinaki that currently uses untreated timber as a fuel source to power the on-site boiler.
- 1.11 After joint discussions between Pan Pac, HBRC, Napier City Council (NCC), and Hastings District Council (HDC), the organisations are investigating the opportunity for treated timber to be also used for fuel in the boiler, diverting this waste away from landfill and providing a beneficial re-use.
- 1.12 Pan Pac are seeking HDC support for an application to the national Waste Minimisation Fund (WMF) to contribute to the testing and resource consent costs involved with investigating this option. The waste minimisation team are presenting this report to seek committee approval to formally support Pan Pac's application.

2.0 Recommendations – Ngā Tūtohunga

- A) That the Joint Waste Futures Project Steering Committee receive the report titled Treated Timber Disposal Option with Pan Pac dated 26 March 2021.
- B) That the Committee support, by way of officer time devoted to this project, to investigate further the possibility of using treated timber as a boiler fuel source by way of an application to the National Contestable Waste Minimisation Fund.

3.0 Background – Te Horopaki

- 3.1 The 2019 Solid Waste Analysis Protocol (SWAP) survey estimated that 13.1% of all waste to Omarunui landfill is timber (treated and untreated). In 2019 ~90,000 tonnes of waste were sent to landfill, therefore approximately 11,790 tonnes of this was timber. MfE estimates estimate that approximately 14% of all New Zealand's waste to landfill is timber. In 2020 a little over 108,000 tonnes of waste went to Omarunui landfill, which equates to over 14,000 tonnes of timber based on the SWAP survey results.
- 3.2 Currently, untreated timber is able to be repurposed commercially either through mulching or composting facilities. There are no economically viable alternative options for dealing with treated timber.
- 3.3 There is very little data about what proportion of timber waste is treated and untreated, however informal estimates from landfill staff suggest that treated timber would equate to between 50 and 60% of all timber to landfill.
- 3.4 It can be extremely difficult to tell the difference between treated and untreated timber, therefore when mixed loads come to the Henderson Road Transfer Station, after any reusable timber pieces are pulled out the rest will be left in the pit to go to landfill.
- 3.5 Orchard and vineyard posts are generally all made from treated timber, meaning Hawke's Bay deals with millions of treated timber posts. From discussions with orchard industry members, many orchards stockpile treated timber on their orchards, unable to burn them due to burning restrictions, and unwilling to landfill them due to the high volume and high cost in doing so. In

landfill timber posts are a hassle to deal with operationally as the posts are difficult to spread and compact.

- 3.6 Treated timber is also the more common type of timber used in building and construction sector now, compared to older builds which generally used untreated hard wood.

4.0 Discussion – *Te Matapakitanga*

- 4.1 Until May 2019, Pan Pac in Whirinaki accepted free drop off of untreated timber from any member of the public which was used in the furnace. Pan Pac's resource consent with the HBRC has a condition prohibiting the burning of any treated timber in their furnace. Pan Pac later ceased this untreated timber drop off service due to the risk of treated timber being mixed in and breaching their resource consent conditions.
- 4.2 Pan Pac currently accepts untreated timber loads from some trusted commercial businesses that is used in their furnace for hog fuel.
- 4.3 Golden Bay Cement (GBC), located at Marsden Point, Whangarei is currently the only place in New Zealand offering an alternative disposal option for treated timber. GBC accept treated and untreated timber that is used in their kiln as fuel in the cement making process.
- 4.4 Representatives from the HDC and NCC waste teams and HBRC have met with staff from Pan Pac to understand the process required, if they were to take Hawkes Bay's treated and untreated timber.
- 4.5 Pan Pac have investigated the minimum necessary steps to be carried out before treated timber could be accepted at their plant would require:
- A variation to the current resource consent would first need to be obtained to be able to carry out the tests.
 - Specialised stack testing for treated timber would need to be carried out. Stack tests are done quarterly as per resource consent conditions, sampling emissions and contaminants from the boiler. For these specific tests treated timber would need to be added in to the fuel source and the contaminants measured to verify whether it is environmentally sound to burn treated timber with the current infrastructure.
 - If the stack tests show favourable results for burning treated timber, Pan Pac would either need to apply for a variation to, or a new resource consent to allow for the continued inclusion of treated timber as hog fuel.
 - Pan Pac would have a finite capacity for additional timber fuel based on the other fuel sources they already have, however initial estimates suggest that the assumed ~14,000 tonnes of timber currently going to landfill would be acceptable, as well as additional amounts from orchard stock piles and other sources.
 - An important consideration during testing is the testing of the fly ash which is the remaining ash once the timber has been burnt. Testing the ash will analyse the contamination levels of the ash which will determine whether it will still be able to be disposed of in the mono-fill site (where it currently goes). If it is too highly contaminated due to the treated timber component then it would likely need to be disposed of at an appropriate landfill. The fly ash would need to be assessed against the Ministry for the Environment disposal guidelines to ensure it is ok to landfill.
- 4.6 Further detail regarding the operational aspects of treated timber going to Pan Pac are yet to be determined. It is likely Pan Pac would need to undertake site improvements to handle the additional loads and it is expected that a charge would apply to drop off timber there to cover the operational costs of doing so.

- 4.7 Specialised stack testing and the resource consent variation is roughly costed at \$100,000. It is proposed that Pan Pac applies to the national Waste Minimisation Fund (WMF) to support the testing phase costs.
- 4.8 The WMF is an MfE annual contestable fund available to provide funding for projects that promote or achieve waste minimisation. The timing and priorities for the 2021 funding round are yet to be set, however based on last year's timeline, it is expected that applications will close sometime in May.
- 4.9 It is likely that further funding would be sought by Pan Pac if initial testing is favourable to apply for a new resource consent or variation and any potential site upgrades. The ongoing operational costs could be covered by a gate charge.

5.0 Options – *Ngā Kōwhiringa*

Option One - Recommended Option - Te Kōwhiringa Tuatahi – Te Kōwhiringa Tūtohunga

- 5.1 Support of Pan Pac's application to the WMF to apply for a resource consent variation and carry out specialised stack testing:

Advantages

- If stacking results are favourable and the project proceeds beyond testing, there will be the potential to divert up to 14,000 tonnes of waste from landfill annually in the Hawkes Bay, and more from other nearby regions.
- The diverted material would have a second use as hog fuel before any lesser amount of residual ash is disposed of either through organic waste streams or to landfill.
- Meets the targets, goals and objectives of the Joint WMMP, mainly the target to reduce organic waste to landfill.

Disadvantages

- Officer time to formulate a WMF application and letter of support.

Option Two – Status Quo - Te Kōwhiringa Tuarua – Te Āhuatanga o nāiane

- 5.2 Do not support Pan Pac's application to the WMF.

Advantages

- Involves no staff time.

Disadvantages

- Timber continues to be sent to landfill, taking up valuable space and continuing to be difficult to manage.
- The viability of an alternative timber waste stream is not explored.
- Does not meet the goals and objectives of the Joint WMMP.

6.0 Next steps – *Te Anga Whakamua*

- 6.1 If committee approval is received, the next steps of the process will be:
- Pan Pac to investigate a more comprehensive budget and process for project
 - Pan Pac to lead the compilation of an application to the WMF

- HDC waste team staff to provide waste related information and data and a formal letter of support for the application to WMF fund.

Attachments:

There are no attachments for this report.

Summary of Considerations - *He Whakarāpopoto Whakaarohanga*

Fit with purpose of Local Government - *E noho hāngai pū ai ki te Rangatōpū-ā-Rohe*

The Council is required to give effect to the purpose of local government as set out in section 10 of the Local Government Act 2002. That purpose is to enable democratic local decision-making and action by (and on behalf of) communities, and to promote the social, economic, environmental, and cultural wellbeing of communities in the present and for the future.

Link to the Council's Community Outcomes – *Ngā Hononga ki Ngā Putanga ā-Hapori*

This proposal contributes to the purpose of local government by primarily promoting the environmental wellbeing and more specifically through the Council's strategic objective of a community which wastes less.

Māori Impact Statement - *Te Tauākī Kaupapa Māori*

As this project is in initial stages, no consultation with iwi or hapu has occurred, however should the project be approved, this engagement will be undertaken.

Sustainability - *Te Toitūtanga*

Should the project proceed, it will have significant sustainability outcomes; reduced waste to landfill (organic waste creates methane as it breaks down) and is in-line with the Climate Change Commission draft advice (February 2021).

Financial considerations - *Ngā Whakaarohanga Ahumoni*

In – kind support in the form of officer time, there is no direct financial cost to Council at this stage.

Significance and Engagement - *Te Hiranga me te Tūhonotanga*

This decision/report has been assessed under the Council's Significance and Engagement Policy as being not of significance. Should the project proceed, consultation with the community will occur as part of the Resource Consent processes.

Consultation – internal and/or external - *Whakawhiti Whakaaro-ā-roto / ā-waho*

As detailed in the report, external consultation/discussions are underway between Pan Pac, HBRC, HDC and NCC.

Risks

Opportunity: An opportunity to significantly reduce the volume of organic waste disposed of at Omarunui Landfill, in particular treated timber.

REWARD – <i>Te Utu</i>	RISK – <i>Te Tūraru</i>
<p>[State the benefit, opportunity, innovation of the outcome & whether it benefits; Safety (public/ staff/ contractors), Finances, Service Delivery, Legal compliance, Reputation.]</p> <ul style="list-style-type: none"> • Disposal space freed up for other materials, thus potentially extending the life of landfill. • Meeting the aims of the Joint WMMP. 	<p>[State the significant risks or threats (4 or 5 max) to the objective & whether they affect; Safety (public/ staff/ contractors), Finances, Service Delivery, Legal compliance, Reputation.]</p> <ul style="list-style-type: none"> • Obtaining funding for the project via the WMF. • Obtaining Resource consents to use treated timber as a boiler fuel over the long term. • Costs to make improvements to the furnace.

Rural Community Board – *Te Poari Tuawhenua-ā-Hapori*

Not required at this stage.

Friday, 26 March 2021

Item 6

Te Hui o Te Kaunihera ā-Rohe o Heretaunga

**Hastings District Council: Joint Waste Futures
Project Steering Committee**

Te Rārangi Take

Report to Joint Waste Futures Project Steering Committee

Nā:
From: **Angela Atkins, Waste Planning Manager**

Te Take: **Hastings District Council - Waste Management and Minimisation**
Subject: **Plan Implementation Update**

1.0 Purpose and summary - *Te Kaupapa Me Te Whakarāpopototanga*

- 1.1 This report is to update the committee regarding the implementation of the Joint Waste Management and Minimisation Plan (WMMP) and activities undertaken over the past three months in the Hastings District by Hastings District Council (HDC) staff.
- 1.2 The Ministry for the Environment completed a Waste Levy Expenditure Audit of HDC in December 2020. This audit identified full compliance with HDC's obligations under the Waste Minimisation Act 2008 and there were no areas for improvement identified. A copy of the report is appended as **Attachment 1**.
 - A copy of the Joint WMMP can be viewed on the [HDC website](#)

WMMP Progress Update

- 1.3 **Attachment 2** details progress made against the Joint WMMP Action Plan. Progress is steady to date with some actions completed, many underway and some yet to be commenced. The Joint WMMP covers the period August 2018 to July 2024.
- 1.4 An Infographic is attached (**Attachment 3**) detailing the kerbside recycling and rubbish collection statistics from the past quarter.

- 1.5 An online kerbside satisfaction survey was undertaken in November to help inform educational messages regarding the services going forward. An info-graphic is attached as **Attachment 4** detailing the responses received.

2.0 Recommendations – Ngā Tūtohunga

- A) That the Joint Waste Futures Project Steering Committee receives the report titled Hastings District Council - Waste Management and Minimisation Plan Implementation Update dated 26 March 2021.

Attachments:

- | | | |
|----|--|---------------|
| 1↓ | 2020 Waste Levy Expenditure and WMMP Audit Report | SW-29-2-21-18 |
| 2↓ | WMMP Implementation Progress Report - March 2021 | SW-29-2-21-19 |
| 3↓ | Quarterly Kerbside Services Update Infographic - Oct to Dec 2020 | SW-29-2-21-15 |
| 4↓ | Refuse and Recycling Kerbside Services - November 2020 Online Survey Results Infographic | SW-28-6-21-9 |

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Hastings District Council – Waste Levy Expenditure Report

Waste Minimisation Act 2008

Hastings District Council

February 2021

Levy Spend Period: FY19/20

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Hastings District Council – Waste Levy Expenditure Report (Limitations and Disclaimer)

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Executive Summary

A Waste Levy Expenditure audit¹ of Hastings District Council (HDC) was undertaken from November – December 2020 and has been evaluated in line with the assessment criteria outlined in Appendix 1.

The purpose of the audit is to assess the extent to which the Territorial Authorities (TAs) and Disposal Facility Operators (DFOs) are meeting their obligations under the Waste Minimisation Act 2008 (the Act). This forms part of a wider audit programme the Ministry for the Environment (the Ministry) - Waste and Resource Efficiency Division is undertaking across a number of TAs and DFOs. The report should be read in conjunction with the Statement of Responsibility (Appendix 2).

Objectives

The key objectives of the audit were to ascertain whether HDC:

- Spends allocated waste levy funds on matters which promote or achieve waste minimisation.
- Spends allocated waste levy funds in accordance with their Waste Management and Minimisation Plan (WMMP).
- Maintains a current Waste Management and Minimisation ('WMMP') which meets statutory requirements in terms of audit process, timeframes and content.
- Maintains accurate and complete records of levy income and expenditure.

Audit Scope

The scope of this audit included assessing the levy expenditure practices for the most recent reported financial year (FY19/20) and reviewing key documentation relating to levy spend such as the TA's WMMP, waste assessment, any applicable bylaws or solid waste policy and annual reporting.

Approach

The audit process involved meeting with the Waste Planning Manager who looks after waste minimisation activities for HDC. An audit of documentation was then undertaken to assess the level of compliance against statutory requirements, to understand if levy spend practices meet the Ministry's expectations in terms of good practice financial and decision-making processes.

Summary

Overall, HDC evidenced a good level of compliance with their requirements under the Act. HDC distributes their levy funds towards a wide range of waste minimisation activities within the district. All levy expenditure we sampled as part of this audit were in line with legislative requirements².

Accordingly, there are no recommendations around compliance or process improvements for HDC.

The Waste Levy

Part 3 of the Act imposes a waste disposal levy on waste disposed of at landfills within New Zealand. TAs receive a share of this levy every year and, as outlined in Section 32 of the Act, they must spend the levy money they receive only:

- 1(a) On matters to promote or achieve waste minimisation; and
- 1(b) In accordance with their waste management and minimisation plan.

Territorial Authority Overview

HDC is part of the wider Hawkes Bay region in the North Island and serves a population of approximately 166,368 people (2018 census).

¹ This work is based on a work programme as agreed with by the Ministry to address particular objectives. This work does not constitute an assurance opinion. Refer to the Statement of Responsibility.

² Refer to WMA Part 32 Section 32(1)(a) and WMA Part 3, Section 32(1)(b).

Hastings District Council – Waste Levy Expenditure Report | Executive Summary

HDC is currently operating under the Joint Waste Management and Minimisation Plan (adopted in 2018) which was informed by a waste assessment completed in 2016. This plan is shared by HDC and Napier City Council ('NCC'). The WMMP outlines the two council's initiatives, outcomes and purpose. This is done at a joint level and therefore no individual Council plan exists.

The WMMP has a vision of: "Deliver waste minimisation and resource recovery across Hastings District and Napier City, working towards zero waste." The WMMP has set two targets for HDC and NCC. These are:

1. A 20% total tonnage increase in common recyclables diverted from Omarunui landfill; and
2. A 30% total tonnage decrease in organics to Omarunui Landfill.

Examples of current key initiatives/actions for HDC, are:

- Expand Council kerbside rubbish collection to incorporate new developments and possibly include semi-urban properties;
- Enhance the existing council provided recycling kerbside collection by providing all households a receptacle(s) that is collected weekly that meets resident needs and flexibility while maintaining integrity of product;
- Investigate and monitor behavioural change in processing green waste at household level;
- Establish (and manage) a joint contestable fund to provide seeding grants for new local waste minimisation initiatives;
- Audit price structure at refuse transfer stations;
- Partner and build relationships to enable stakeholders. Collaboration and innovation with reference to the Joint WMMP submission process.

Key statistics for the HDC in relation to waste activities includes:

- Current waste going to Omarunui Landfill consists of 49.1% commonly recyclable and/or recyclable and a significant amount of potentially divertible material;
- Estimated life of the general rubbish pit at Omarunui Landfill is eight years if people keep dumping at the current rate
- Overall waste sent to landfills (excluding clean fill and cover materials) in 2016/2017 was 84,000 tonnes;
- Nearly 80% of rubbish coming from households can be diverted elsewhere.

HDC received \$290,592.79 (GST exclusive) in levy funds from the Ministry during the 2019/20 financial year and spent \$38,376.00 in the current audit period FY19/20.

Hastings District Council - Waste Levy Expenditure Report | Audit Findings

Audit Findings

Legislative Requirements

Legislative Requirement	Reference	Assessment result
1. Has levy expenditure been on matters to promote or achieve waste minimisation?	WMA Part 3: Section 32(1)(a)	Compliant
<p>During the 2019/20 financial year, HDC received \$290,592.79 (GST exclusive) from the Ministry and spent some of these levy funds (\$38,376) on three different initiatives. The rest of the money has been carried forward to be spent in the future. The top five spend items have been spent on three initiatives:</p> <p>1) Summer Student Employment (\$20,516) & Sustainable Backyards Programme: contribution (\$3,500), 2) Polystyrene Recycling Trail (1,639) & Skip Bin Purchase: (\$11,960), and 3) Plastic recycling change: education - (\$760).</p> <p>The total transaction spend for the period has been verified and assessed against Section (1)(a) requirements and appeared to be compliant with requirements (refer also below).</p>		

Legislative Requirement	Reference	Assessment result
2. Has levy expenditure been in accordance with WMMP?	WMA Part 3: Section 32(1)(b)	Compliant
<p>Each levy spend item was able to be reconciled against the actions set out within joint 2018 WMMP.</p> <p>Specifically, for the top five spend items outlined in Question 1, we were able to reconcile the following respective actions in the WMMP:</p> <p>1) Education (Action 7A-D): Empowering residents, service users and communities to prioritise (and increase) efforts regarding waste reduction, resource recovery and work towards zero waste via a consistent education programme across Napier City and Hastings District. Expand further across Hawke's Bay where practicable; partner and build relationships to enable stakeholders. Collaboration and innovation with reference to the Joint WMMP submission process; Foster and grow coordinated leadership in the waste minimisation movement across the region; Continue to support programmes like Para Kore (zero waste).</p> <p>2) Facilities (Action 4C): Investigate the location and operation of the refuse transfer stations. Optimise and enhance diversion and expand recycling/compost facilities.</p> <p>3) Kerbside recycling collection (Action 2A): Enhance the existing council provided recycling kerbside collection by providing all households a receptacle(s) that is collected weekly that meets resident needs and flexibility while maintaining integrity of product.</p>		

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Hastings District Council – Waste Levy Expenditure Report | Audit Findings

Legislative Requirement	Reference	Assessment result
3. Is the TA operating under a current WMMP?	WMA Part 4: Section 43(1)	Compliant
Hastings currently operates under the Joint Waste Minimisation and Management Plan (with Napier). This was adopted in 2018 and is valid for six years as per the statutory timeframes outlined under Section 43(1) of the Act.		

Legislative Requirement	Reference	Assessment result
4. Was the WMMP review carried out in accordance with Section 50 requirements?	WMA Part 4: Section 50	Compliant
The first joint WMMP was adopted by HDC and NDC in 2012, after being drafted in 2011. The subsequent waste assessment was finalised in July 2017, with the WMMP being adopted by HDC in August 2018. This audit was within the six-year timeframe as required under Section 50 of the Act.		
It was also noted that the Joint WMMP has not been amended or revoked within this time.		

Legislative Requirement	Reference	Assessment result
5. Does the WMMP meet legislative requirements?	WMA Part 4: Section 43	Compliant
As required under Section 43 of the Act, the Joint WMMP 2018-2024 contains clear objectives and policies for achieving waste minimisation within the Hastings/Napier district, along with methods and funding mechanisms to achieve this. To support this requirement, the WMMP states that Councils will provide grants for local individual and/or joint waste minimisation initiatives where there is a measurable diversion from landfill and establish (and manage) a joint contestable fund to provide seeding grants for new local waste minimisation initiatives. HDC has outlined on their website the types of grants available (including those for the Waste Minimisation Funds). This includes information on the grants available, what is funded and a link to the grant application website where it takes an applicant through a step by step process to apply for a grant. HDC meets the requirements of WMA Part 4: Section 43.		

Legislative Requirement	Reference	Assessment result
6. Does the Waste Assessment meet legislative requirements?	WMA Part 4: Section 51	Compliant
HDC waste assessment contains the required information as per Section 51 of the Act.		
It should be noted however, that the initial Waste Assessment completed by an external Consultant, did not meet the Council's expectations and HDC and NCC agreed to have it peer audited. The finalisation of the Waste Assessment and the draft WMMP were released for consultation at the same time. As a result, both Councils have covered the requirement of 'having a statement to the extent to which the proposals will ensure that public health is adequately protected' with the statement on Page 5 of the WMMP – "The Hawke's Bay District Health Board Medical Officer of Health has been consulted with in the drafting of this Joint WMMP".		

Hastings District Council – Waste Levy Expenditure Report | Audit Findings

Legislative Requirement	Reference	Assessment result
7. Have proceeds from marketable product or service been spent on waste minimisation activities?	WMA Part 4: Section 53	Not applicable
For the FY19/20 levy period HDC has not sold any marketable product or service as a result from waste minimisation activities.		

Legislative Requirement	Reference	Assessment result
8. Is any applicable bylaws consistent with the TA's WMMP?	WMA Part 4: Section 56	Compliant
There is an applicable bylaw for HDC (HDC Consolidated Bylaw 2016: 10.3 Refuse) which is consistent with the WMMP. This states what a person can put out for collection, when and in what manner which is consistent with the current WMMP.		

Best Practice³

Best Practice	Reference	Assessment result
9. Has the TA submitted a waste levy spend report for the last financial year?	Levy Spend Guidelines: Section 6	Compliant
HDC submitted a waste levy spend report for the last financial year (FY19/20) as well as in 2018/19. HDC also included an adequate level of detail in waste levy reports which clearly sets out how each initiative relate to the WMMP.		

Best Practice	Reference	Assessment result
10. Does the waste levy spend report line up with financial records?	Levy Spend Guidelines: Section 3 and 4	Compliant
Expenditure detailed on the 2019/20 levy spend report was able to be reconciled against HDC financial records and no discrepancies were found.		

³ Best practice as per the Ministry's guidelines.

Hastings District Council – Waste Levy Expenditure Report | Audit Findings

Best Practice	Reference	Assessment result
11. Have waste levy funds been separately managed from other waste funding?	Levy Spend Guidelines: Section 4	Compliant
We were able to clearly identify the separate management of waste levy funds within HDC financial management information system (FMIS) audit. The FMIS has a specific project codes to keep different funds separate. The sub-ledger is set-up to provide different codes to a specific project within the waste levy cost coding. All transactions relating to the waste levy cost code are overseen by the waste team.		

Best Practice	Reference	Assessment result
12. Have waste levy funds across reporting period/s been accounted for?	Levy Spend Guidelines: Section 4	Compliant
Waste levy funds are paid in quarterly payments to HDC. Any unspent funds for a given levy spend period are "ring-fenced" and then carried forward into the new levy fund reporting period. This is consistent with the requirements of the Act. The balance of the fund as at the end of the 19/20 financial year is \$761,712.53.		

Best Practice	Reference	Assessment result
13. Has any interest accrued from levy money been spent on waste minimisation activities?	Levy Spend Guidelines: Section 4	Compliant
Any unspent money for a given levy spend period is transferred to a waste levy reserve. This reserve is used to cover shortfalls when the annual fund is not enough to cover the expenses for that year. Interest is accrued on this balance and is ring-fenced within the reserve and spent on waste projects which are within their WMMP.		

Corrective Actions

No corrective actions have been identified during the course of this audit.

Acknowledgement

We wish to acknowledge our appreciation for the cooperation that was provided by HDC staff during the audit.

Hastings District Council – Waste Levy Expenditure Report | Appendix 1: Audit Assessment Categories

Appendix 1: Audit Assessment Categories

The assessment is based on the description criteria set out below. The assessment categories indicate whether compliance or non-compliance has been achieved for each audit question with further subcategories describing the level of compliance or non-compliance.

Compliant (Level 1)	Compliant - Area for Improvement (Level 2)	Non-compliant	Not Determined	Not applicable
Sufficient and appropriate evidence to demonstrate the particular requirement has been complied with and is within the scope of the audit.	Where there is compliance, however, there are identified issues that could result in the potential for future non-compliance if not addressed or where the practices don't align with good practice.	<p>Clear evidence to demonstrate the particular requirement has not been complied with. There are three subcategories of non-compliance reflecting the severity and level of risk associated with the non-compliance:</p> <p>Non-Compliant / Low: an administrative non-compliance which is not a significant risk.</p> <p>Non-Compliant / Medium: an isolated lapse or absence of control in the implementation of an operational element which is unlikely to result in a significant risk.</p> <p>Non-Compliant / High: the absence of planning or implementation of a required operational element which has the potential to result in a significant risk.</p>	<p>The necessary evidence has not been gained to enable an assessment of compliance to be made within the scope of the audit.</p> <p>Reasons why the audit team could not assess or obtain the required information include: insufficient information relating to the period assessed or insufficient evidence to reach a conclusion on the criteria or it was too difficult to obtain/gather the evidence.</p>	The circumstances have changed and are not/no longer relevant for assessment.

Appendix 2: Statement of Responsibility

As a member of Chartered Accountants Australia and New Zealand, all work performed by Deloitte staff is subject to the Accounting Professional and Ethical Standards, which include requirements in the areas of ethics, independence, documenting the terms of the engagement, and quality control. The review process that was applied is consistent with ISO 19011 (2018) Guidelines for Auditing Management Systems, which sets out the auditing principles and processes for planning, fieldwork and reporting. The procedures performed were carried out in line with the work programme and criterion agreed with the Ministry to address each compliance objectives. The procedures that we performed did not constitute a legal review or an assurance engagement in accordance with New Zealand Standards for Assurance engagements, and therefore does not represent any form of audit or provide an audit opinion under New Zealand Standards on Auditing. The work was performed subject to the following limitations:

- Our assessments are based on observations from our audit and sample testing undertaken in the time allocated. Assessments made by our team are matched against our expectations and good practice guidelines. This includes comparison with other similar processes we have assessed. This report offers recommendations for improvements and has taken into account the views of management, with whom these matters have been discussed.
- Because of the inherent limitations of any internal control structure, it is possible that errors or irregularities may occur and not be detected. The procedures were not designed to detect all weaknesses in control procedures as they were not performed continuously throughout the period and the tests performed are on a sample basis.
- Any projection of the evaluation of the control procedures to future periods is subject to the risk that the systems may become inadequate because of changes in conditions, or that the degree of compliance with them may deteriorate.
- The matters raised in the deliverable are only those which came to our attention during the course of performing our procedures and are not necessarily a comprehensive statement of all the weaknesses that exist or improvements that might be made. We cannot, in practice, examine every activity and procedure, nor can we be a substitute for management's responsibility to maintain adequate controls over all levels of operations and their responsibility to prevent and detect irregularities, including fraud. Accordingly, the Ministry nor Council management should not rely on our deliverable to identify all weaknesses that may exist in the systems and procedures under examination, or potential instances of non-compliance that may exist.

We have prepared this report solely for the use of the Ministry. The report may contain constructive suggestions to improve some practices which we identified in the course of our procedures. These procedures are designed to identify control weaknesses but cannot be relied upon to identify all weaknesses.



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Joint Waste Management and Minimisation Plan – Implementation Progress

Progress Update - March 2021

Key:

Completed	On-track	Underway	No Action
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1. KERBSIDE RUBBISH COLLECTION

A	Enhance existing Council-provided kerbside rubbish service by: Providing urban households with a weekly-collected 80L wheelie bin for rubbish and ability to collect property specific data.	Action Completed
B	Expand Council kerbside rubbish collection to incorporate new developments and possibly include semi-urban properties.	Specific consultation is being undertaken with property owners within some areas to extend Council's kerbside services. This work will continue in the coming months.
C	Consider the appetite for enhancing kerbside rubbish services in the non-residential areas and investigate options in zones where appropriate.	Officers will be notifying property owners in the Hastings CBD and Karamu Road North industrial area about the possibility to change collection days for rubbish collection. Currently this service is provided on a Monday which means businesses must put the rubbish bins out on a Friday afternoon for an early Monday morning collection. Work to date has been carried out with the contractor and it is proposed to change the collection day to a Thursday. For CBD properties it is also proposed to change from a two day per week service to 1 day and changing the bin size from 120L to 240L for these properties to offset the reduction in twice weekly servicing.
D	Implement through service collection agreements and existing contracts an alternative collection system in zones where appropriate.	Action Completed
E	Investigate rubbish collection options for multi-unit dwellings and differences in services e.g. on property service.	Action Completed

F	Investigate options for other funding methods e.g. pay per lift, user pays.	Council is due to consult on changes to its Remission Policy as part of the 2021-31 Long Term Plan, which would provide a remission for properties that use the service fewer than 26 times a year. It is proposed that: <ul style="list-style-type: none"> The remission will be applied to any property that has used the service fewer than 26 times over the year, The remission will be based on collection data covering the period 01 June to 31 May prior, A 25% remission will be automatically applied to property's rate account early July, The remission lies with the property (bin) not individuals, For residential tenants – we are reliant on landlords or the property owner to pass on the remission. This is because the landlord/property owner is paying the rates bill.
G	Investigate options to allow for properties not serviced, to utilise a local drop off facility for waste.	The Henderson Road and Blackbridge Refuse Transfer Stations remain operational

2. KERBSIDE RECYCLING COLLECTION

A	Enhance the existing council provided recycling kerbside collection by providing all households a receptacle(s) that is collected weekly that meets resident needs and flexibility while maintaining integrity of product.	Action Completed
B	Expand Council kerbside recycling collection to incorporate new developments and semi-urban households.	Specific consultation is being undertaken with property owners within some areas to extend Council's kerbside services. This work will continue in the coming months.
C	Consider the desire for enhancing kerbside recycling services in non-residential areas via specific consultation.	No Action
D	Investigate recycling options for multi-unit dwellings.	Action Completed
E	Use regulation to control excess producers of recycling.	No Action

3. ORGANIC WASTE

A	Investigate funding existing organic waste collection/processing models.	Limited action - previously reported December 2020. Visual surveys planned for November did not happen due to the Napier flood event. Staff are hoping to undertake these in the near future and it is likely that the findings of the visual observations will be the starting point to develop an organics educational programme.
B	Continue to provide green waste disposal at transfer stations and investigate pricing model opportunities.	
C	Investigate organic waste disposal options for multi-unit dwellings.	
D	Investigate and monitor behavioural change in processing green waste at household level.	
E	Facilitate a conversation with private operators/contractors to coordinate establishment of a working group with the aim to increase the diversion of green waste from the general waste stream	

4. FACILITIES

A	Review price structure at refuse transfer stations. Investigate imposing a local waste minimisation levy at facilities (Waste Minimisation Act 2008; Section 46[2]).	No Action - National Waste Disposal Levy is increasing from \$10 - \$20 per tonne on 1 July 2021 and will eventually be \$60 per tonne from 1 July 2024
B	Continue to provide access to Henderson Road refuse transfer station resource recovery shop and investigate opportunities to enhance and develop resource recovery site.	A project is underway in 2021 to look into possible ways to improve resource recovery at the Henderson Road Refuse Transfer Station.
C	Investigate the location and operation of the refuse transfer stations. Optimise and enhance diversion and expand recycling/ compost facilities.	No Action

D	Investigate communal green waste compost drop off dedicated areas in the community.	No Action
E	Expand recycling drop off stations to communities where feasible.	All sites; Tūtira, Waipātiki, Pukehamoamoa, Maraekākaho, Poukawa and Waimārama, were fully operational over the summer. The Pukehamoamoa facility was reopened on Monday 14 December 2020. A third bin for paper/cardboard only was set up at Waimārama for an eight week period from mid-December to mid-February. This meant that the facility had dedicated bins for colour-sorted glass, plastics/cans and paper/cardboard. The facility has now reverted back to the original set up – one bin for colour-separated glass and a second bin for separated plastics/cans and paper/card. A resource consent application for the proposed new Te Pōhue facility is expected to be submitted in early March for processing. Generally the facilities were used correctly over summer with no major dumping or contamination issues reported. There was an attempt by an unknown party to remove a platform from the Waimārama facility which resulted in damage to the steps. This was repaired as soon as it was reported to Council.

5. PLANNING CONTROLS

A	Review and align Hastings District and Napier City Councils' bylaws and planning controls to enact the Joint WMMP.	A project is underway to review of the solid waste bylaw.
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6. DIVERSION INITIATIVES (OF RESIDUAL WASTE FROM LANDFILL)

A	Continue to support local and national Product Stewardship campaigns.	Submission made to the Ministry for the Environment supporting Proposed priority products and priority product stewardship scheme. Six Priority Products declared in August 2020; Tyres, E-Waste. Ag Chemicals & containers, refrigerants & Synthetic Gases, Farm Plastics and Plastic Packaging.
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B	Continue to lobby central government for problematic materials.	Ongoing - submissions made to the government over the term of the WMMP include; * Proposed priority products and priority product stewardship scheme - September 2019 * Waste disposal levy expansion reducing was a more effective landfill levy - February 2020 * Managing the trade in plastic waste – New Zealand’s approach to implementing amendments to the Basel Convention - May 2020 * Single Use Plastic Public Survey by HDC to inform HDC submission on reducing the impact of plastic on our environment - December 2020
C	Establish (and manage) a joint contestable fund to provide seeding grants for new local waste minimisation initiatives.	Waste Minimisation Grant Framework approved March 2020 - no grants have been formally requested over the previous quarter. There was a close down period over December and January and the team are looking into ways to raise the profile of these grants. Grants approved to date; Zeffer Cider - \$2,000, September 2020
D	Provide grants for local individual and/or joint waste minimisation initiatives where there is measurable diversion from landfill.	
E	Provide guidance to business and industry so they may: a) Prioritise and achieve waste reduction and resource efficiency of waste. b) Implement planning controls and/or mechanisms that align with the Joint WMMP vision.	No Action
F	Continue to research emerging opportunities and innovation for reduction, treatment and disposal of residual waste.	Ongoing - no action
G	Review and where appropriate enhance existing public recycling and litter bin services.	No Action
H	Support Hawke’s Bay healthcare establishments in practical waste management in line with NZ standard, A304:2002 – Management of Healthcare Waste.	No Action
I	Collaborate with Hawke’s Bay Regional Council and local industry to support hazardous chemical management initiatives.	HazMobile Events held; * 30 June 2019 * 14 November 2020 Planning will commence mid-year for the annual HazMobile collection likely to be held in November 2021.

J	Introduce user-pays electronic waste (E-waste) drop-off and recycling services at refuse transfer stations to cover shipping and dismantling costs.	No update – The team is aware that work is underway at a national level to develop an e-waste product stewardship scheme.
K	Continue to investigate local, national and international market options for difficult-to-recycle materials.	No specific investigation or research has been undertaken, officers continue to keep in touch with most recent developments.
L	Advocate, enable and support zero waste events	The waste minimisation team are developing a packaging guide and event waste guide that will provide guidance for event planners on options for reducing event waste. These guides are currently being designed and should be available in the next month. The team continues to work with Council's events team for requirements on waste minimisation at Council supported events.
M	Acknowledge, recognise and reward to incentivise waste minimisation positive behaviour across the community.	No Action
N	Support and facilitate local community driven initiatives including trials and pilots.	The team are available to support community initiatives. An initial approach has been made to officers regarding a waste to energy opportunity. Information has been provided outlining the information that would be required to take the opportunity further and officers await a response.

7. EDUCATION

A	Empower residents, service users and communities to prioritise (and increase) efforts regarding waste reduction, resource recovery and work towards zero waste via a consistent education programme across Napier City and Hastings District. Expand further across Hawke's Bay where practicable.	<p>A kerbside satisfaction survey was undertaken in November to help inform educational messages regarding the services going forward. Regular meetings with partners like the Sustaining HB Trust (Environment Centre) and Enviro Schools continue.</p> <p>The waste minimisation team held a meeting on 8 December with individuals from the Hawkes Bay community who are active and passionate in the waste space. The aim of this meeting is for community representatives to come together and discuss key issues we're facing in the waste space, what initiatives are out there already, and possible ideas for the community to act on. This first meeting was an introduction and opportunity to find out more about people's areas of interest. The team intend to host two – three meetings per year.</p> <p>The team will be developing an education strategy in 2021 to increase waste minimisation and resource recovery following the changes to kerbside services and improvements at the Henderson Road Refuse Transfer Station.</p> <p>The team have been undertaking regular educational presentations and talks; including a series at the Heretaunga Women's Centre, Youth Climate Action Camp and Community Events.</p> <p>The website information and brochures continue to be updated and refreshed as required. Brochures are available at Council libraries and community centres.</p>
B	Partner and build relationships to enable stakeholders. Collaboration and innovation with reference to the Joint WMMP submission process.	
C	Foster and grow coordinated leadership in the waste minimisation movement across the region.	
D	Continue to support programmes like Para Kore (zero waste).	Ongoing - HDC financially support Para Kore with a grant of \$4,000 pa

8. LANDFILL

A	Investigate the introduction of material-specific pricing at Omarunui Landfill.	Work is underway looking into options regarding the introduction of material-specific pricing at Omarunui Landfill as endorsed by the Omarunui Landfill Joint Committee.
B	Review Construction and Demolition (C&D) waste area at Omarunui Landfill with a view to encourage sorting and/or diversion.	No Action
C	Investigate imposing a local waste minimisation levy at facilities (Waste Minimisation Act 2008; Section 46[2]).	No Action - National Waste Disposal Levy is increasing from \$10 - \$20 per tonne on 1 July 2021 and will eventually be \$60 per tonne from 1 July 2024
D	Continue to monitor, manage, maintain and report on closed landfills to ensure that consent conditions are met. Ensure that up to date business continuity plans are in place.	Monitoring continues of closed landfill sites.
E	Develop and maintain a business continuity plan where mass disposal of material at Omarunui Landfill may be required following a significant event.	Omarunui Landfill and Hastings District Council Waste Team have a business continuity plan which is reviewed annually.
F	Develop Omarunui Landfill for future residual waste disposal.	The resource consent applications have been lodged with HBRC and Hastings District Councils to gain consent approval to develop Area B for refuse disposal. The applications were publicly notified over January and February with submissions closing mid-February 2021.

9. JOINT SERVICES

A	Increase consistency of waste services and key messaging across Hastings and Napier areas via development of a joint waste team and brand with a supplementary interactive website in line with LGA (2002), section 17A review.	The HDC team continues to work with the NCC staff on projects such as HazMobile and the solid waste bylaw review.
B	Continue to participate in regional and further afield meetings with solid waste experts from other Councils, taking the opportunity for project collaboration where feasible.	Hastings hosted a regional waste officers meeting on 8 December 2020 to collaborate with colleagues across the east coast region.

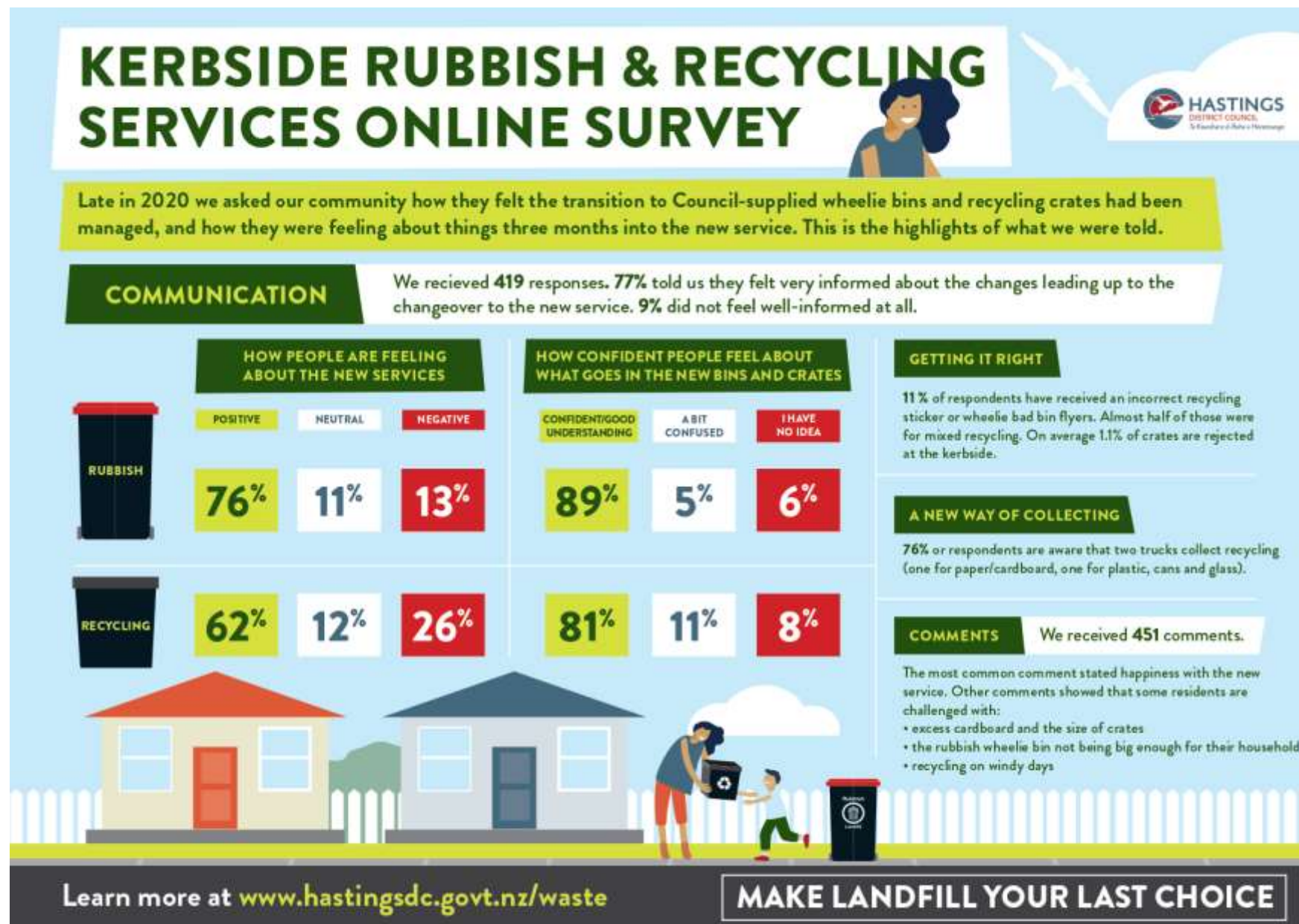
10. MONITORING, REPORTING AND EVALUATION

A	Investigate methods to increase relevant data capture in line with the national Waste Data Framework. This could include waste from areas such as commercial waste composition, cleanfill, C&D waste movements etc.	Work is underway to develop a data warehouse to store all the waste related data. Initially this will be established to store and present information regarding the kerbside collection services and transactions from the weighbridges at the Henderson Road Refuse Transfer Station and Omarunui Landfill. The National Waste Data Framework also forms part of the Ministry for the Environment's work programme.
B	Undertake regular evaluation of the waste-reduction performance of all initiatives that comprise the adopted Joint WMMP and take appropriate action.	Monitoring is underway of the kerbside services, including participation rates and tonnes collected. Quarter two overview, see attachment 1.
C	Evaluate changes in social behaviour that may arise from initiatives in this Joint WMMP and recommend taking action accordingly.	No Action
D	Prepare for the next Joint WMMP by gathering data through waste surveys and weighbridge software at Council-owned sites, and preparing a new waste assessment as deemed appropriate.	Data continues to be gathered, however no specific work has commenced on the review of the Joint WMMP. This is likely to commence in 2022.
E	Continue to undertake a solid waste survey of waste in Hastings District and Napier City at least every three years.	A SWAP survey was undertaken in 2019 and the next survey will be completed in 2022.

11. RESOURCING

A	Appropriate resourcing is provided to meet/deliver the objectives of the Joint WMMP and community expectations.	The team is appropriately resourced, however this will continue to be assessed depending on changes at a national level and the delivery of WMMP projects. no update – previously reported December 2020
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Friday, 26 March 2021

Item 7

Te Hui o Te Kaunihera ā-Rohe o Heretaunga
**Hastings District Council: Joint Waste Futures
Project Steering Committee**

Te Rārangi Take

Report to Joint Waste Futures Project Steering Committee

Nā:
From: Angela Atkins, Waste Planning Manager

Te Take:
Subject: Local Government Waste Manifesto - 2020

1.0 Purpose and summary - *Te Kaupapa Me Te Whakarāpopototanga*

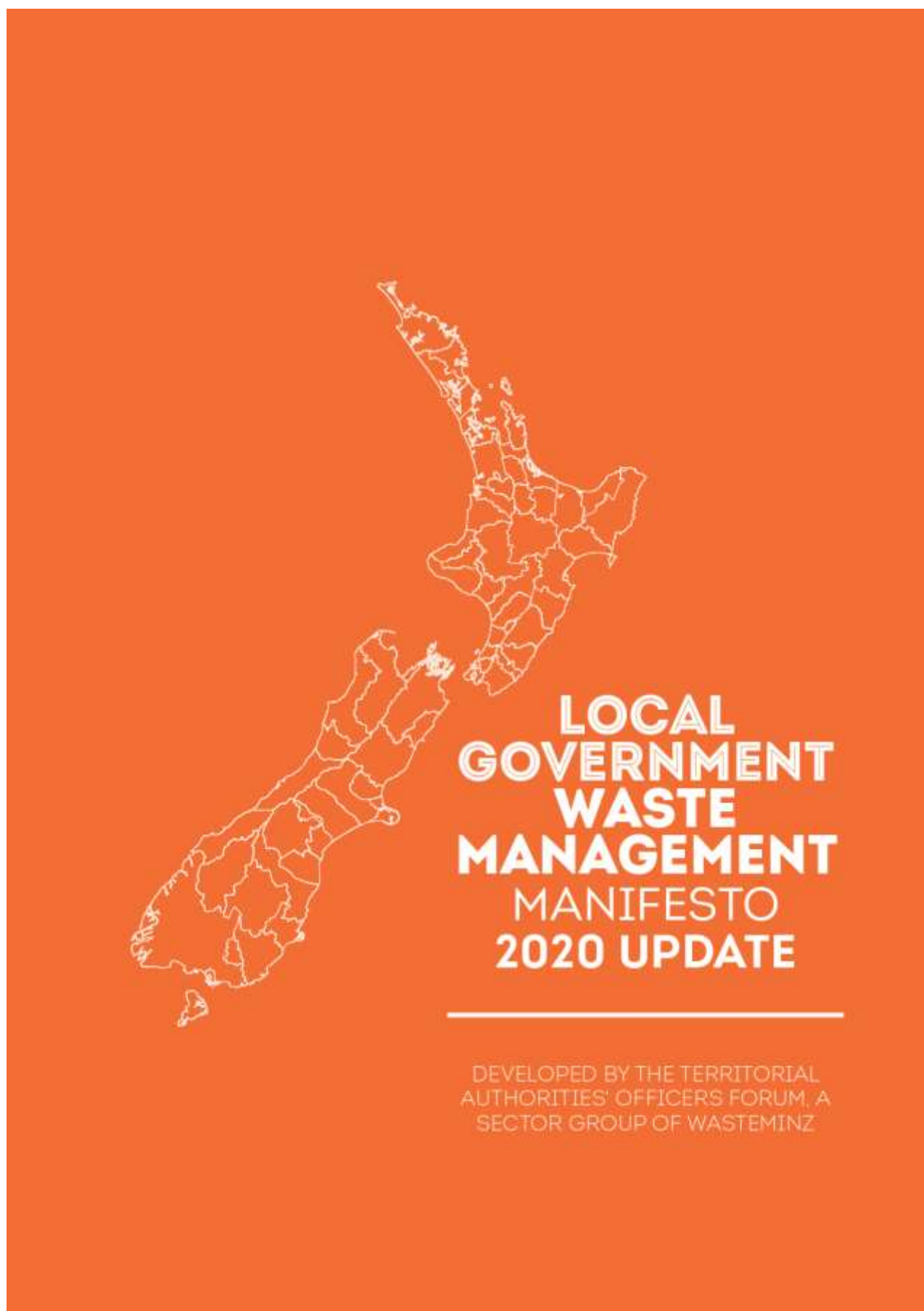
- 1.1 The purpose of this report to share with the Joint Waste Futures Project Steering Committee the updated version of the Local Government Waste Manifesto 2020 (**Attachment 1**).
- 1.2 The Manifesto outlines the actions that Central Government needs to take to reduce waste to landfill. The updated Manifesto summarises the impacts of China National Sword and COVID 19 on the recycling sector, summarises progress made to date on the 5 key actions called for in the original manifesto and identifies 3 new actions for the government to progress. These three new actions are:
 - Invest in onshore and local infrastructure for processing of recovered materials – in particular plastics, paper, organics and building materials
 - Standardise household rubbish and recycling collection systems to improve the quality of material collected and the materials that are collected.
 - Phase out the use of hard to recycle plastics and initiate a compulsory national label for recyclability on packaging.
- 1.3 The 2018 version of the manifesto and covering memo to the mayor are attached as additional background information.

2.0 Recommendations – *Ngā Tūtohunga*

- A) That the Joint Waste Futures Project Steering Committee receive the report titled Local Government Waste Manifesto - 2020 dated 26 March 2021.

Attachments:

- | | | |
|----|---|---------------|
| 1↓ | Local Government Waste Manifesto 2020 | SW-29-2-20-1 |
| 2↓ | Local Government Waste Manifesto 2018 | SW-25-18-4452 |
| 3↓ | Support for the Local Government Waste Manifesto as a LGNZ remit, Memo to Mayor, May 2018 | SW-25-18-4451 |



SUMMARY POINTS

CONTINUE TO MAKE PROGRESS ON WORK ALREADY
BEGUN INCLUDING INTRODUCING A **CONTAINER RETURN
SCHEME**, EXPANDING AND INCREASING THE **WASTE
DISPOSAL LEVY** AND IMPLEMENTING MANDATORY OR CO-
DESIGNED PRODUCT STEWARDSHIP SCHEMES FOR **TYRES,
E-WASTE, AGRICHEMICALS** AND **FARM PLASTICS**.

REVIEW THE NZ **WASTE STRATEGY** TO SET A CLEAR
PROGRAMME AND TARGETS FOR ACTION.

OFFICIALLY ADOPT THE **WASTE DATA** FRAMEWORK AND OVERSEE ITS
IMPLEMENTATION TO ENABLE BETTER PLANNING AND MONITORING.

INVEST IN ONSHORE AND LOCAL INFRASTRUCTURE FOR THE
PROCESSING OF RECOVERED MATERIALS - IN PARTICULAR
PLASTICS, PAPER, ORGANICS AND BUILDING MATERIALS.

STANDARDISE HOUSEHOLD RUBBISH AND RECYCLING
COLLECTION SYSTEMS TO IMPROVE THE QUALITY OF MATERIAL
COLLECTED AND THE MATERIALS THAT ARE COLLECTED.

TAKE ACTION ON **PLASTICS AND PACKAGING** TO REDUCE POLLUTION
AND MAKE SURE ALL PACKAGING USED AND MADE IN NZ CAN BE
REUSED OR RECYCLED.

About the TAO Forum

The Territorial Authorities' Officers (TAO) Forum is a Sector
Group of the Waste Management Institute New Zealand
(WasteMINZ). The TAO Forum was established to create
consistency and efficiency of service amongst territorial
authorities through sharing knowledge and best practice.

Acknowledgements

Written by Eunomia Research & Consulting
eunomia.co.nz

JULY 2020



INTRODUCTION

In early 2018, the Territorial Authorities' Officers Forum, a sector group of the Waste Management Institute New Zealand, released the "Local Government Waste Management Manifesto" (the Manifesto). The Manifesto spelled out the key priorities for local government in the area of waste management.

The key actions that the Manifesto sought were:

Review the **NZ Waste Strategy** to set a clear programme for action

Introduce a **Container Deposit Scheme** to lift recycling rates from 45-58% to between 79% and 82%

Expand the **waste disposal levy** and raise the levy rate to reduce total waste to landfill by up to 3.5 million tonnes

Officially adopt the **Waste Data Framework** and oversee its implementation to enable better planning and monitoring

Declare **tyres, e-waste, agrichemicals and farm plastics** as priority products, to address problem waste streams

The purpose of the Manifesto was to clearly articulate and communicate government actions that would make a real difference to territorial authorities' ability to effectively manage and minimise waste as required under the Waste Minimisation Act 2008.

The Manifesto was adopted as a remit by Local Government New Zealand in July 2018.

The Manifesto also highlighted that taking action on waste minimisation would have a range of community and environmental benefits including:

More efficient industries and services that use less materials in the first place – improving our competitiveness

Reduced greenhouse gas emissions through reduced virgin resource use, as well as less emissions from landfill

Improved soil quality from use of organic waste, improving our farm productivity, and improving water quality as a result of better soil moisture retention and the need to use less fertilisers

A reduced reliance on importing materials and on fluctuating commodity markets

An increase in economic activity and jobs as a result of materials being diverted from landfill to productive local industries

WHY WE NEED AN UPDATE

In the two years since the Manifesto was released the world has changed. Events with significant ramifications on the waste sector include:

China "National Sword"

China used to be the main market for over 50% of the world's recycling. In July 2017 China announced it was restricting imports of recyclable materials with changes taking effect from the end of 2017, just before the Manifesto was released. These changes started having a major impact on recycling markets from early 2018, in particular for grades of paper and plastic collected from kerbside, which now have virtually no market value. It is worth noting that paper typically makes up the largest fraction of material collected for recycling by weight, and so the downturn in the paper markets is having the biggest impact on the costs and viability of recycling in NZ.

Since 2018, China has implemented further restrictions and intends to stop importing most grades of recyclable materials. Initially, recyclers sought other end markets such as Indonesia, Malaysia and Thailand, but these alternative recycling markets quickly became flooded, and in some cases have also started restricting recycling imports especially imported plastics. Increased capacity, for recycling, is ramping up in other countries but it will take some time before market capacity and demand returns.

COVID-19

The most dramatic recent change has been the worldwide impacts of COVID-19, which are still playing out. In the waste sector the key effects so far have been:

Further shrinking of international commodity markets - in particular for some plastic and grades of paper, due to reduced trade and reduced virgin plastic prices

Disruptions to recycling and waste services to cope with increased health and safety requirements

Changes and disruptions to supply chains and consumer habits

The impact of the global economic downturn on consumer demand for products and services

Plastics

In addition to the impacts from China National Sword and COVID-19, other developments that are likely to change the way that waste is managed in New Zealand include:

Amendments to the Basel Convention to restrict the export of mixed plastic grades. Under current proposals, due to take effect from January 2021, a permit will have to be issued by the importing country for grades of mixed plastic. This is expected to make it more difficult and increase the cost to export mixed grades of plastic.

The New Zealand Plastic Packaging Declaration signed in June 2018 commits signatories to using 100% reusable, recyclable or compostable packaging across their operations by 2025⁶

The Government's 'Rethinking Plastics in Aotearoa New Zealand' report, released in December 2019, details a comprehensive range of measures to deliver sustainable use of plastics and calls for a national plastic action plan

Growing public awareness and demand for further government action on plastic and for manufacturers and brand owners to reduce the use of plastics in products and packaging. For example, Greenpeace launched a petition in May 2020 to ban single use plastic bottles.

⁶ Global signatories include Amcor, Danone, L'Oréal, Mars, Nestlé, PepsiCo, The Coca-Cola Company and Unilever, while local participants include Foodstuffs, Countdown, NZ Post and Frucor Suntory

Councils have begun to rationalise the types of plastics collected for recycling. The latest information indicates that since January 2019, the numbers of councils collecting plastics 3, 4, 6 & 7 has dropped by half.⁷

Australia

Australia recently announced that it will ban the export of waste plastic, paper, glass and tyres. The bans will begin to take effect from 1 January 2021 with a ban on the export of glass. Bans on all the materials will be in place by 1 July 2024. The intent of the bans is to increase the amount of waste material that stays in Australia to be recycled and reprocessed into value added product.

To support the bans, the Australian Government has said it will co-invest in critical waste sorting and recycling infrastructure with state and territory governments and industry. An AUS\$190m Recycling Modernisation Fund has been established to support investment in new infrastructure to sort, process and remanufacture materials such as mixed plastic, paper, tyres and glass. The funding is contingent on co-funding from industry, states and territories of AUS\$600m.⁸

The Australian Government will also strengthen its Commonwealth Procurement Guidelines to make sure every procurement undertaken by a public agency considers environmental sustainability and use of recycled content when determining value for money.⁹

Conclusions

These changes have served to not only highlight the importance of the actions identified in the Manifesto, but also bring into the spotlight other related actions that territorial authorities think should be added to the list of priorities. In particular, two things have become clear:

We need to build more resilience into our system by creating demand for and making use of recyclable materials locally. If recycled materials can be integrated into local circular economy processes, this will mean more stable markets for our recycling, as well as being able to meet local demand from local supply.

There is an opportunity to create jobs and stimulate the economy by investing in the recovered materials sector. In the post-Covid world, building the capability of local business and ensuring a diverse local economy is vital to long term resilience. The resource recovery sector represents an area of relatively untapped potential to provide opportunities in business development and in the efficiency of existing businesses.

Another reason to update the Manifesto is that, since 2018, progress has been made on many of the priorities set out in the initial Manifesto. The following section acknowledges the progress alongside what remains to be done.

⁷ WasteMINZ survey 2020

⁸ bit.ly/recyclingfundAU

⁹ bit.ly/waste-export-banAU

WHAT THE MANIFESTO SAID & PROGRESS

REVISE THE NEW ZEALAND WASTE STRATEGY (2010)

WHAT THE MANIFESTO SAID

Revising the New Zealand Waste Strategy would help TAs align their WMMPs to national objectives, provide strategic direction for investing levy funds, and create greater certainty for the sector to invest in infrastructure and services that align with government objectives.

The strategy should:

- Have a clear set of goals and objectives
- Set measurable targets
- Identify specific policies and actions to deliver the targets, goals and objectives
- Identify the roles and responsibilities for key parties
- Establish funding mechanisms that will enable delivery of the targets, goals, and objectives
- Establish monitoring and reporting.

PROGRESS

The Ministry has not yet revised the NZ Waste Strategy.

WHAT WE SAY NOW

A revised waste strategy that is relevant to the current context is as important as ever. It is important that the range of actions being taken by government and industry are part of a strategic approach.

Setting clear priorities backed by measurable targets and appropriate resourcing will be vital in giving certainty to the sector and enable it to deliver benefit to the environment and the economy.

WHAT THE MANIFESTO SAID & PROGRESS

INTRODUCE A CONTAINER RETURN SCHEME (CRS)

WHAT THE MANIFESTO SAID

A CRS puts a price on empty containers to encourage their return. This would have a range of benefits including:

- Improving recycling rates
- Reducing kerbside collection costs for households and TAs
- Job creation and public engagement
- Reducing landfill disposal costs
- Reducing litter and litter collection costs.

The Manifesto called on the government to:

- 1 Undertake appropriate consultation
- 2 Declare beverage containers a priority product
- 3 Decide the key features of the scheme
- 4 Enact required regulation
- 5 Set up the necessary administrative structures and infrastructure.

PROGRESS

A WMF funded project to design a NZ CRS scheme is being led by Auckland Council and Marlborough District Council. The design group is working with a wide range of stakeholders and is due to report in October 2020.

WHAT WE SAY NOW

This is still a top priority for councils. The uncertainty around recycling markets means that ensuring value for materials and providing good quality materials, is more important than ever.

WHAT THE MANIFESTO SAID & PROGRESS

INCREASE AND EXPAND THE WASTE DISPOSAL LEVY.

WHAT THE MANIFESTO SAID

New Zealand has a \$10 levy on every tonne of waste disposed to Class 1 landfills. The levy rate has not increased since it was introduced in 2009.

Evidence is clear that extending the levy to all types of disposal, and raising the rate of the levy, can generate substantial reduction in waste to landfill and will significantly increase the available funds to invest in the waste minimisation sector. The levy is probably the single most powerful tool available to government to reduce waste and improve resource efficiency and recovery.

The Manifesto called on the government to:

- 1 Undertake further work to understand the potential costs and benefits in more detail
- 2 Develop draft proposals for a revised levy
- 3 Undertake consultation on draft proposals
- 4 Finalise levy design and implement new regime.

PROGRESS

The Ministry undertook economic cost benefit analysis and, at the end of 2019, released draft proposals to extend the scope of the levy to include Class 2-4 landfills and increase the levy rates. In July 2020 the Minister announced plans to begin raising the levy from the current \$10 per tonne to \$60 per tonne by 2025 and to extend the levy to landfill Classes 2, 3 and 4 (up to \$30 for Class 2 and \$10 for Classes 3 and 4)*.

WHAT WE SAY NOW

A revised waste levy remains the most powerful tool to effect change in the sector.

The plans to expand and increase the levy are very positive, and the TAO Forum encourages the government to proceed.

*Class 1 industrial monofills, and Class 5 cleanfills will not be subject to the levy under current plans.

WHAT THE MANIFESTO SAID & PROGRESS

BETTER WASTE DATA

WHAT THE MANIFESTO SAID

It is widely acknowledged that NZ lacks comprehensive, reliable waste data*. Better waste data will allow benchmarking of performance, identify performance improvements, and enable effective planning and better monitoring and reporting.

The Manifesto recommended government:

- 1 Require TAs to use the already established Waste Data Framework
- 2 Use section 86 of the WMA to require reporting of recovered material data
- 3 Establish an IT platform for national waste data
- 4 Work with stakeholders to develop a national waste data system that will meet the needs of all parties.

PROGRESS

The Ministry included consultation on waste data proposals as part of its consultation on the Waste Disposal Levy in late 2019. The proposals focused on landfill and transfer station data and did not include data on recovered materials (although the consultation indicated that scoping work on this was likely to take place in 2020). The results of the consultation and the government's proposed response have not yet been made public.** Other work includes a joint licensing and data collection project underway with Waikato and Bay of Plenty councils which aims to collect a full range of waste data.

WHAT WE SAY NOW

Good waste data indirectly supports waste minimisation outcomes. It is a vital enabling factor for waste initiatives and provides an evidence-base to measure progress.

Government is strongly encouraged to formally establish a national waste data system, use the already established Waste Data Framework, and build on other work in the sector and make reporting mandatory.

*Ministry for the Environment, 2017, Review of the Effectiveness of the Waste Disposal Levy 2017. Wellington: Ministry for the Environment

** The Government's July 2020 announcement on the waste levy included improved waste data, but provided no details.

WHAT THE MANIFESTO SAID & PROGRESS

MANDATORY PRODUCT STEWARDSHIP

WHAT THE MANIFESTO SAID

Product stewardship schemes put responsibility on producers and sellers to manage products at the end of their life. They are a well-established tool for addressing problematic waste streams.

The Manifesto recommended government establish mandatory product stewardship schemes for tyres, e-waste, and agricultural chemicals and plastics.

The Manifesto said government should:

- 1 Review and update previous work
- 2 Undertake consultation
- 3 Declare tyres, e-waste, and agricultural chemicals and plastics as priority products
- 4 Develop schemes for each priority product
- 5 Accredite schemes.

PROGRESS

In 2019 the Government consulted on six proposed priority products:

- tyres
- e-waste
- agrichemicals and containers
- refrigerants and other synthetic greenhouse gases
- farm plastics
- plastic packaging

At the end of July 2020 the Government announced that all six categories would be declared priority products.*

WHAT WE SAY NOW

Action on dealing with these problematic waste streams was overdue so the Forum is pleased to see these addressed.

The Forum looks forward to seeing compulsory product stewardship schemes set up for the first five products and working with government and industry to find solutions for packaging.

*Declarations for the sub-categories of beverage containers and methyl bromide have been postponed to align with existing work and stakeholder consultation



OTHER SIGNIFICANT PROGRESS

Plastic bag ban

Single use plastic shopping bags have been banned from 1 July 2019. The ban applies to all new single-use plastic shopping bags with handles that are made of plastic up to 70 microns in thickness. As a result, 1.1 billion fewer single use plastic bags have been produced since the ban.⁵

Kerbside Standardisation Project

Government commissioned a piece of work, involving extensive stakeholder engagement with the industry, to identify:

What materials should be collected in kerbside recycling

Presentation of materials collected in kerbside recycling

The best methods of kerbside collection of recycling, rubbish and organics

The project has completed its draft report to the Ministry for the Environment, but the outcomes have not been publicly released at the time of writing.

Work programme on infrastructure

The Ministry has commissioned a waste services and infrastructure stocktake, as well as work on options for improving processing of paper. The work could inform an infrastructure investment strategy and is due to be completed in early 2021.

Changes to the NZ ETS

After extensive consultation, changes to the NZETS were passed by Parliament in June 2020. The key changes that will affect the waste sector include setting a cap on emissions and introducing auctions and price controls. The effect of the changes is expected to be greater control over the price of carbon under the scheme, which will allow it to be used to more effectively to drive emissions reductions. An increased cost of carbon will drive more waste away from landfills without gas capture or low or medium gas capture rates to landfills with very high gas capture rates, or to recovery such as recycling or composting.

⁵ bit.ly/bagban-lyr-on



NEW PRIORITIES

What recent issues have highlighted is the need for resilience and greater emphasis on local economic development. As well as creating more stable and trustworthy markets for recycling and compostable packaging, building up New Zealand's resource recovery sector has potential to deliver added employment and economic growth. Multiple studies have found that recycling and composting results in around ten times more jobs compared to sending materials to landfill.⁶

A New Zealand study found that benefits to the local economy were even greater where the recycling companies were community or locally owned, because more of the profits are retained and spent locally.⁷

To help ensure that the sector can contribute positively to economic growth and resilience, some additional priorities have been identified by Territorial Authorities. The key initiatives are:

Resource recovery infrastructure

WHAT IS BEING ASKED FOR

Invest in onshore and local infrastructure for processing of recovered materials - in particular plastics, paper, organics and building materials. Any investment opportunities identified should support New Zealand's transition to a circular economy.

⁶ The numbers vary between 3 and 65 times more jobs for recycling compared to landfilling depending on the materials involved and the methodologies of the studies. The multiples tend to apply to both direct and indirect employment. Refer to:

More Jobs, Less Pollution: Growing the Recycling Economy in the U.S., Tellus Institute and Sound Resource Management, 2011.

NRDC (2014) *From Waste to Jobs: What Achieving 75 Percent Recycling Means for California*, Tellus Institute

Access Economics (2009) *Employment in waste management and recycling*. The Department of the Environment, Water, Heritage and the Arts, Australia

bit.ly/benefits-of-reuse

European Environment Agency (2011) *Earnings, jobs and innovation: the role of recycling in a green economy*

⁷ CRN (2009) *Valuing Recycle Town - Measuring which bucket has the most leaks*. Report prepared with support from the Ministry for the Environment's Sustainable Management Fund

WHY IS THIS IMPORTANT

More onshore processing capacity for key materials such as plastics and paper will help ensure more stable markets for these materials and promote confidence that the materials are being appropriately managed and are going to beneficial use.

Additional infrastructure to help recover building materials would increase employment, improve resource efficiency, and reduce waste and emissions from the construction sector. This is likely to be particularly important if the planned large investment in infrastructure to aid recovery from the effects of COVID-19 go ahead.

Investment in diverting organic waste from landfill will reduce greenhouse gas emissions, reduce the use of chemical fertilisers, and increase carbon sequestration which will help progress towards New Zealand's climate change targets.

It is important that investment for onshore infrastructure occurs both in the North and South island to ensure that all communities are equally able to reduce waste to landfill and that transport emissions are minimised wherever possible.

Overall, local processing will ensure that more of the value of these recovered materials is realised locally, leading to additional employment and economic development.

RECOMMENDED STEPS

Develop an infrastructure investment plan as part of a strategic approach. The infrastructure plan should:

Identify key priorities for investment

Identify where investment in innovation and resource recovery infrastructure is most needed to support New Zealand's transition to a circular economy approach

Determine the most appropriate method

of delivery for the infrastructure, including ownership and funding

Coordinate between agencies

Programme the investment over time

Standardise collection systems and recycling materials

WHAT IS BEING ASKED FOR

Identify and promote best practice systems for collection of recycling, organic waste, and rubbish, including a standard set of materials that are collected. This should be supported by appropriate resourcing and mechanisms that will enable councils to adopt best practise systems and ensure that materials are recovered consistently around the country.

WHY IS THIS IMPORTANT

There are a wide range of materials and systems used by councils and collectors to collect recycling, organics, and rubbish from kerbside. More standardisation would lead to benefits such as:

Enable compulsory labelling for recyclability and compostability on packaging

The ability to have nationally consistent messaging for recycling. This will result in less confusion among the public about what and how to recycle.

More consistent quality of recycling collected - with the result being higher overall quality and market prices for recycling

Higher quality recycling will better support local processing and infrastructure

Easier for councils to identify the best practice system that will work for them

Greater standardisation will lead to greater efficiencies for collectors

RECOMMENDED STEPS

Adopt the recommendations of the recently completed Kerbside Standardisation Project, including providing appropriate support and resourcing for its implementation.*

Take action on plastics and packaging

WHAT IS BEING ASKED FOR

Work with the packaging industry to develop product stewardship scheme(s) for both recyclable and compostable packaging, phase out the use of hard to recycle plastics, and initiate a national label for recyclability on packaging.

WHY IS THIS IMPORTANT

Packaging, and in particular plastic packaging, has been identified by a range of recent studies as a key issue for sustainability.⁸

Packaging is one of the main elements of the waste stream the local authorities are required to deal with. The value inherent in these materials when they are recycled is not enough to cover the costs of collecting, sorting and processing, and so this cost falls on councils and their communities rather than producers of products. Requiring the producers to take greater responsibility for packaging once it is placed on the market, phasing out the use of less valuable and more problematic plastic types, and making sure that packaging can be easily identified for correct recycling, are steps that will reduce the

8. For example:

Office of the Prime Minister's Chief Science Advisor (2019) *Rethinking Plastics in Aotearoa New Zealand*, A report from the panel convened by the Office of the Prime Minister's Chief Science Advisor.

Ellen MacArthur Foundation, "New Plastics Economy Global Commitment June 2019 Report" 2019. bit.ly/GC-report0619
Ellen MacArthur Foundation, "Reuse - Rethinking Packaging" 2019. bit.ly/EMF-reuse

Circular Economy Accelerator Sustainable Business Network, "New Zealand's Plastic Packaging System, an Initial Circular Economy Diagnosis" 2018

Keep New Zealand Beautiful, "National Litter Audit" 2019, bit.ly/knz-b-aud18

* Subject to understanding the implications of the CRS and health and safety aspects of any collection model proposed as best practice.

burden on ratepayers and enable better, more sustainable management. Improved labelling for recyclability of packaging forms part of the key recommendations in the 'Rethinking Plastics in Aotearoa New Zealand' report by the Office of the Prime Minister's Chief Science Advisor.

RECOMMENDED STEPS

Take action on plastics and packaging by:

Working with the packaging industry to develop product stewardship scheme(s) for both recyclable and compostable plastic packaging

Phasing out the use of low value, hard to recycle, plastics in packaging. For example, plastics 3 (Poly Vinyl Chloride), and 6 (Polystyrene and Expanded Polystyrene) are two of the least valuable and hardest to recycle plastic types, and there are viable alternatives.⁹

Establishing nationally mandated labelling for recyclability and compostability on packaging. The label should be a requirement for all packaged goods sold in New Zealand. The TAO Forum recommends a well-designed, evidence based compulsory labelling scheme be implemented.

⁹ Ellen McArthur Foundation (2016) The New Plastics Economy: Rethinking the Future of Plastics bit.ly/EMFrethinking-plastic

SUMMARY

The Government has made progress on the issues identified in the 2018 Territorial Authority Waste Management Manifesto. However, there is still much to be done to get these initiatives up and running. In addition, recent events such as COVID-19 and issues with international commodity markets, mean some new priorities have emerged for territorial authorities in the waste sector.

To support territorial authorities in the waste sector, the government should:

CONTINUE TO MAKE PROGRESS ON WORK ALREADY BEGUN INCLUDING INTRODUCING A **CONTAINER RETURN SCHEME**, EXPANDING AND INCREASING THE **WASTE DISPOSAL LEVY** AND IMPLEMENTING MANDATORY OR CO-DESIGNED PRODUCT STEWARDSHIP SCHEMES FOR **TYRES, E-WASTE, AGRICHEMICALS AND FARM PLASTICS**.

REVIEW THE NZ **WASTE STRATEGY** TO SET A CLEAR PROGRAMME AND TARGETS FOR ACTION.

OFFICIALLY ADOPT THE **WASTE DATA** FRAMEWORK AND OVERSEE ITS IMPLEMENTATION TO ENABLE BETTER PLANNING AND MONITORING.

INVEST IN ONSHORE AND LOCAL INFRASTRUCTURE FOR THE PROCESSING OF RECOVERED MATERIALS - IN PARTICULAR PLASTICS, PAPER, ORGANICS AND BUILDING MATERIALS.

STANDARDISE HOUSEHOLD RUBBISH AND RECYCLING **COLLECTION** SYSTEMS TO IMPROVE THE QUALITY OF MATERIAL COLLECTED AND THE MATERIALS THAT ARE COLLECTED.

TAKE ACTION ON **PLASTICS AND PACKAGING** TO REDUCE POLLUTION AND MAKE SURE ALL PACKAGING USED AND MADE IN NZ CAN BE REUSED OR RECYCLED.



SUMMARY POINTS

REVIEW THE NEW ZEALAND **WASTE STRATEGY**
TO SET A CLEAR PROGRAMME FOR ACTION

EXPAND THE **WASTE DISPOSAL LEVY** AND PROGRESSIVELY RAISE
THE LEVY RATE TO REDUCE TOTAL WASTE TO LANDFILL BY UP TO
3.5 MILLION TONNES PER ANNUM

OFFICIALLY ADOPT THE NATIONAL **WASTE DATA** FRAMEWORK
DEVELOPED BY WASTEMINZ AND OVERSEE ITS IMPLEMENTATION
TO ENABLE BETTER PLANNING AND MONITORING

INTRODUCE A **CONTAINER DEPOSIT SCHEME** TO LIFT RECYCLING
RATES FROM 45-58% TO BETWEEN 79% AND 82%

DECLARE **TYRES, E-WASTE, AGRICULTURAL CHEMICALS
AND PLASTICS** AS PRIORITY PRODUCTS, TO ADDRESS
PROBLEM WASTE STREAMS

About the TA Forum

The Territorial Authority (TA) Forum is an officer led Sector Group of WasteMINZ. It is made up of 64 city and district councils from around New Zealand. The TA Forum was established to create consistency and efficiency amongst territorial authorities through sharing knowledge and best practice.

Acknowledgements

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JANUARY 2018



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Introduction

Waste is a significant issue for local government to deal with. However, a lack of supporting Government policy and action has constrained councils' ability to address waste issues effectively. This manifesto sets out the waste management actions which the TA Forum considers that the Government should prioritise. These actions will enable real reductions in waste to landfill and reduce the costs borne by councils and their communities.

Why recycling and waste reduction matters

In New Zealand, we generally manage waste responsibly to avoid the worst waste management outcomes. However, waste also represents a huge opportunity for New Zealand, which we have barely begun to take advantage of.

Waste is the result of an unsustainable, linear use of materials. Taking action on waste can drive transformation back up the value chain and bring about significant positive changes throughout the economy, and ultimately move us towards a more circular model. Well considered waste policy has the potential to bring benefits across a wide spectrum of activity from reducing greenhouse gas emissions by avoiding waste in the first place, through to job creation and cleaner waterways.

Reducing waste and making full use of the value of materials will lead to the following positive outcomes for New Zealand:

Reduced greenhouse gas emissions through reduced virgin resource use, as well as less emissions from landfill.

More efficient industries and services that use less materials in the first place – improving our competitiveness.

Improved soil quality from use of organic waste, improving our farm productivity and improving water quality as a result of better soil moisture retention and the need to use less fertilisers.

A reduced reliance on importing materials and on fluctuating commodity markets.

An increase in economic activity and jobs as a result of materials being diverted from unproductive landfill to productive local industries.

The priorities that are set out in the following pages are only some of the areas that the Government can take action on to reduce waste, but they are ones that will have the most impact in setting us on the right path, towards a circular economy.

The suggested priorities are all well proven and well researched, and are possible to deliver with the provisions already available in legislation. All that is required is decisive action.

The need for a strategic approach

What is it?

There has been a lack of clear strategic direction to shape and guide action and investment in the waste sector. The current New Zealand Waste Strategy 2010 (NZWS) presents two guiding principles but sets no goals, targets, timetables, actions, or responsibilities.

Given the range of possible actions that the Government could take (some of which are set out in this document as priorities), it makes sense to set these within a clear strategic framework. Revision of the New Zealand Waste Strategy is therefore considered timely.

What would it achieve?

Revising the New Zealand Waste Strategy to set a more comprehensive programme of action would:

Provide clarity to the sector on the Government's priorities and timeframes.

Facilitate TAs in developing their Waste Management and Minimisation Plans (WMMPs), which must have regard to the strategy, and help align actions regionally and nationally.

Provide a clearer strategic direction for investment of waste levy funds.

Encourage more joint working and investment in regional planning and infrastructure.

Create greater certainty for the private sector to facilitate investment in key infrastructure and services.

How should it work?

A revised waste strategy should have the following features to give clear direction:

A clear set of goals and objectives.

Measurable and time-bound targets.

Identify the specific policies and actions that will deliver the targets, goals and objectives.

Identify the roles and responsibilities for key parties (TAs, regional authorities, industry, community sector, product stewardship and industry organisations etc.), including any regulatory provision necessary for full participation.

Identify and establish funding mechanisms (including waste levy funding) that will enable delivery of the targets, goals, and objectives by the key parties.

Establish mechanisms for monitoring and reporting on outcomes.

Key actions for Central Government

The content and direction of the strategy is the prerogative of the Government to determine in partnership with the sector. However, from a council perspective, the TA Forum considers that the following elements are logical parts of any strategy moving forward:

Priority 1: Changes to the Waste Disposal Levy

Priority 2: Better Waste Data

Priority 3: Container Deposit Scheme

Priority 4: Mandatory product stewardship for key products

Each of these is expanded on in the following sections.

PRIORITY 1

Changes to the Waste Disposal Levy

What is it?

New Zealand has a levy on every tonne of waste that is disposed of at Class 1 landfills. The levy has been applied at a rate of \$10 a tonne since it was first introduced in 2009.

Despite having a levy in place, the amount of waste sent to landfill in New Zealand has grown by 35% since 2009¹. It is clear that, in its current form, the waste levy has not been effective in promoting the reduction of waste to landfill and in achieving the aim of the Waste Minimisation Act, which is to "...encourage waste minimisation and a decrease in waste to disposal..."².

The main reason the levy has not been effective is that the rate is very low – one of the lowest of any country with a landfill levy. Another challenge is that the levy is currently only charged on the waste going to Class 1 landfills – which is only about 30% of the waste that is disposed to land. The other 70% goes to Class 2-4 landfills (which are supposed to accept less harmful waste, and which have lower environmental standards), or is disposed of on farms.

International evidence is clear that extending the levy to cover all types of disposal, and raising the rate of the levy (particularly on the type of waste that should go to Class 1 landfills), can generate substantial reduction in waste to landfill. The levy is the single most powerful tool available to Government to reduce waste and improve resource efficiency and recovery.

What would it achieve?

Recent work commissioned by a consortium of councils and, waste and recycling companies showed that there would likely be substantial benefits to New Zealand from a well-designed levy regime.³ The study suggests extending the levy to all classes of fill and raising the rate for 'active waste' to \$140 a tonne would, by 2025:

Reduce total waste to landfill by 3.5 million tonnes with over half of this reduction coming from Class 1 landfills.

Raise an additional \$170 million per annum in revenue that could be applied to waste minimisation projects and strategic regional infrastructure.

Create up to 9,000 additional jobs.

Result in net benefit to the New Zealand economy of up to \$500 million per annum.

The study results are consistent with experience from the UK, Europe and Australia where similar levy structures and rates have been put in place.

There is widespread agreement in the sector on the need to broaden the levy to encompass different types of landfill, and while there is general agreement that the levy should go up, there is less consensus on what the rate should be, and how quickly it should go up, as well as concern in some regions on the potential impacts locally.

¹ Based on data from Ministry for the Environment (2017) *Review of the Effectiveness of the Waste Disposal Levy 2017*. Wellington: Ministry for the Environment

² Waste Minimisation Act Section 3

³ Eunomia Research & Consulting (2017) *The New Zealand Waste Disposal Levy: Potential Impacts of Adjustments to the Current Levy Rate and Structure*

How should it work?

There will need to be further work to determine the precise structure that will deliver the best outcomes for New Zealand, including mitigating any potential negative outcomes. As articulated by the study mentioned on the previous page, there will need to be a package of elements that together provide a sound basis for action. These elements include:

Extending the levy to all fill types, so waste can't 'escape' the levy and to improve data.

Differential rates for key waste types (such as 'active' and 'inert' waste), to enable appropriate management of waste types.

A substantial increase in the 'active' rate, to drive waste from disposal to recovery.

Escalating to the target rates over time, to give industry time to respond and invest.

Comprehensive monitoring and enforcement, to avoid illegal disposal.

Targeted spending of levy income, to provide diversion opportunities through locally appropriate infrastructure and support the intent of the Act.

Key actions for Central Government

There are adequate provisions in the WMA 2008 to make all the necessary changes to the levy that would deliver the benefits noted previously. Regulation under the Act will, however, be required to bring some of the actions into force.

To put in place an optimal structure for the Waste Disposal Levy the following key steps will likely be required:

- 1 Undertake further work to understand the potential costs and benefits in more detail. In particular, where these costs and benefits will fall. This includes the costs and benefits from levy charges as well as allocation of funds. Key areas to understand further include:
 - a Impacts on industry sectors
 - b Impacts on local government
 - c Impacts in different parts of the country
 - d Climate change and other environmental impacts.
- 2 Develop draft proposals for a revised levy regime taking account of the cost-benefit profile.
- 3 Undertake consultation on draft proposals.
- 4 Finalise levy design and implement new regime.

PRIORITY 2

Better Waste Data

What is it?

New Zealand lacks comprehensive, reliable waste data⁴. We have good data on the quantity of material that goes to Class 1 (levied) disposal sites, and most councils hold reasonable data on the waste that they manage through their services and facilities. But there is very poor data on the total amount of waste generated, the amount of material that goes to Class 2-4 disposal sites and farm dumps (together about 70% of all material disposed to land), material that is collected or managed by private operators, and material that is recycled and recovered. This means that our overall understanding of waste flows is severely limited.

New Zealand already has a National Waste Data Framework (WDF)⁵, which provides a series of protocols for gathering consistent data. This is beginning to be implemented by a range of councils around the country. However, participation is voluntary, the WDF currently only covers waste going to levied disposal sites, and there is no mechanism to compile data on a regional or national basis.

What would it achieve?

Better waste data will have a significant positive effect across all aspects of the sector. It will allow councils, the private and community sectors, and Government to benchmark their performance, identify areas where performance could be improved, plan with greater confidence, and to monitor and measure the effectiveness of actions.

⁴ Ministry for the Environment (2017) *Review of the Effectiveness of the Waste Disposal Levy 2017*. Wellington: Ministry for the Environment

⁵ The WDF was developed with support from the Waste Minimisation Fund and TAs, and led by WasteMINZ

How should it work?

A national system for gathering and sharing waste data should be established. The system should have the following features:

Utilise the existing Waste Data Framework developed by WasteMINZ to provide the foundation for gathering data and expand it (as planned, when it was initially developed) to cover non-levied sites and recovered materials.

Local authorities continue to have primary responsibility for gathering waste data in their district.

Regional bodies are established to administer waste operator licensing schemes, gather data from these schemes and compile data on a regional level.

Central government should compile regional data to develop a national picture and make data available for benchmarking and policy purposes.

Key actions for Central Government

To establish a national waste data system the Government should:

- 1 Require (under section 37 of the WMA) the Waste Data Framework to be used by TAs for compiling and reporting data.
- 2 Develop and implement regulations under Section 86 of the WMA to provide a mechanism for requiring reporting of recovered material data.
- 3 Establish a platform for key parties to enter data into, compile data, and make aggregated data available.
- 4 Work with councils, industry, and regional government/agencies to facilitate the development of a national waste data system that will meet the needs of the sector at large.

PRIORITY 3

Container Deposit Scheme

What is it?

A container deposit scheme (CDS)⁶ is where consumers pay a deposit when they purchase a drink from a store and then receive it back when they return the container to an official collection point.

The amount of the deposit is usually quite small (10 cents for example), but it is enough to provide an incentive for people to return the containers. If a consumer chooses not to return the empty container, they lose the deposit.

The concept is similar to the old bottle deposit schemes that used to operate in New Zealand except that it would apply to a range of containers, not just glass bottles.

What would it achieve?

Places with container deposit schemes achieve very high recycling rates, in the order of 80–90 per cent of all drink containers. The schemes also help to reduce the impact of litter on the environment, particularly the marine environment.

A recent independent cost-benefit analysis commissioned by Auckland Council found the following benefits from introducing a CDS in New Zealand:⁷

Overall benefits would be three to six times greater than costs.

Recycling rates would be improved from 45–58% to between 79% and 82%.

Councils could expect to save in the order of \$12.5 million–\$20.9 million per annum in kerbside collection costs.

Councils could avoid further costs in the order of \$4.2 million–\$8.1 million per annum, through reduced landfill disposal and litter cleanup costs.

Other potential benefits would accrue to the environment, job creation, and increased public engagement.

How should it work?

The precise structure for the CDS will need to be determined through consultation. However, the fundamental features of the scheme should include:

Coverage of a wide range of drink containers from small cans through to tetra-paks and large 3-litre containers.

Producers add a refundable charge (for example 10 cents) to each container which is passed on to retailers.

Consumers pay the charge when they purchase the product.

Consumers take back the empty container to a drop off point and receive back the full amount of the deposit.

An example of how a scheme could work is shown in the diagram on page 10.

For more detail on how a CDS scheme could work, refer to the reports by Envision⁸ and/or Auckland Council⁹.

⁶ CDS is often referred to by other names such as Deposit Refund Systems (DRS) or Container Deposit Legislation (CDL).

⁷ Preston Davies (2017) *Cost-benefit analysis of a Container Deposit Scheme*. Report for the Auckland Council, August 2017

⁸ Envision (2015) *The InCENTive to Recycle: The case for a container deposit system in New Zealand*

⁹ Preston Davies (2017) *Cost-benefit analysis of a Container Deposit Scheme*. Report for the Auckland Council, August 2017



Indicative Container Deposit System Model

Key actions for Central Government

The legislative basis for introducing a CDS is provided in the product stewardship provisions of the Waste Minimisation Act 2008 (WMA). Key actions would include:

- 1 Undertake appropriate consultation.
- 2 Declare beverage containers a priority product.
- 3 Decide the key features of the scheme such as the level of the deposit, the containers it is applied to, and the responsibilities of key parties.
- 4 Enact required regulation to ensure participation and lawful compliance of participants.
- 5 Set up the necessary administrative structures and infrastructure.

PRIORITY 4

Mandatory Product Stewardship

What is it?

Product Stewardship schemes are well established around the world and are particularly effective tools for managing problematic waste streams. They place responsibility on the producers and sellers for managing products at the end of their life.

There are two types of schemes: mandatory product stewardship, and voluntary (industry or company led) schemes. New Zealand has provision for both types of product stewardship schemes in the WMA, but to date, the Government has only accredited voluntary schemes. While voluntary schemes are appropriate for some products, other products may require mandatory schemes to be effective.

Mandatory schemes are necessary where either the industry does not want to act, or where only certain companies within the industry are willing to act, and other companies can get the benefits of a scheme without having to pay the costs (referred to as 'free riders').

What would it achieve?

It is proposed that mandatory schemes be set up for the following key waste streams:

Tyres

E-waste¹⁰

Agricultural chemicals and plastics

Each of these waste streams is extremely problematic in New Zealand. They have been identified by stakeholders as priorities¹¹, and significant research has been undertaken into

these issues and on the viability of mandatory schemes. In addition, the tyre industry has been supportive of mandatory product stewardship and have actively sought its introduction.

Introducing mandatory product stewardship schemes for these products would dramatically improve the management of these waste streams, avoid negative environmental impacts associated with their improper disposal, and shift costs to the producers and consumers, thus reducing costs to councils and communities.

How should it work?

Each of the schemes would need to be established independently. Key features are noted below:

Tyres. The scheme should broadly follow the Tyrewise model which has been developed and consulted on by industry.¹² The preferred scheme should apply to all pneumatic and solid fill tyres, including off the road (OTR) and aircraft tyres; and a fee placed on all tyres at the point of import covering collection, tracking and processing of end-of-life tyres.

E-Waste. The scheme should draw on the work done to date by the MfE and stakeholders. Key features of a scheme should include: advance recycling fee applied to each electrical or electronic item at point of purchase, industry management responsible for establishing collection networks (which could include retail outlets), consumers drop off end-of-life electronics at no charge, the fee covers collection, responsible recovery or disposal, and administration.

¹⁰ The definition of e-waste will be important. For the purposes of this document e-waste is assumed to refer to any item with a battery or an electrical plug.

¹¹ Ministry for the Environment (2015) *Priority waste streams for product stewardship intervention: Summary of submissions*.

¹² Tyrewise Working Group (2014) *Tyrewise Scoping Report 4: What might a future programme look like? Report for Ministry for the Environment*

Agricultural chemicals and plastics. The scheme should draw on the work done by Environment Canterbury¹³ (and supported by the Waste Minimisation Fund). While this work did not identify a mandatory product stewardship scheme (as this was not within its scope), it did examine the feasibility of various approaches. Key features should include comprehensive coverage, a single point of contact and cost-effective operation.

Key actions for Central Government

The legislative basis for introducing schemes for these waste streams is provided in the product stewardship provisions of the Waste Minimisation Act 2008 (WMA). Prior to this, key actions would include:

- 1 Review the work already undertaken for each product type, take account of new information and address any information gaps.
- 2 Undertake appropriate consultation as required.
- 3 Declare each of the above items as priority products under section 9 of the WMA.
- 4 Develop schemes for each of the priority products.
- 5 Accredite the schemes under section 15 of the WMA.

¹³ Environment Canterbury (2017) *New Zealand Rural Waste Minimisation Project Milestone 5 Phase II: Implementation of preferred options & communications strategy*. Prepared by True North Consulting / Cherry Red Consulting, 12 May 2017



Key Reference Documents

Container Deposits

Envision (2015) *The InCENTive to Recycle: The case for a container deposit system in New Zealand*

Preston Davies (2017) *Cost-benefit analysis of a Container Deposit Scheme*. Report for the Auckland Council, August 2017

Waste Disposal Levy

Eunomia Research & Consulting (2017) *The New Zealand Waste Disposal Levy. Potential Impacts of Adjustments to the Current Levy Rate and Structure*

Waste Data

Waste Management Institute New Zealand (2015) *New Zealand Waste Data Framework Volume One: Definitions and Protocols for Waste to Disposal Facilities Volume Two: Definitions and Protocols for Information about Waste Services and Facilities*. Prepared by Eunomia Research & Consulting Ltd and Waste Not Consulting Ltd, August 2015.

Waste Planning

Ministry for the Environment (2010) *The New Zealand Waste Strategy*

Product Stewardship

SLR, *E-waste Product Stewardship Framework for New Zealand*, June 2015

e-Day Trust (2017) *eWaste Manifesto*

Environment Canterbury (2017) *New Zealand Rural Waste Minimisation Project Milestone 5 Phase iii: Implementation of preferred options & communications strategy*. Prepared by True North Consulting / Cherry Red Consulting, 12 May 2017

KPMG (2015) *Waste Tyres Economic Research Report 3: Intervention options to promote investment in onshore waste tyre recycling*. Report for Ministry for the Environment

Ministry for the Environment (2015) *Priority waste streams for product stewardship intervention: Summary of submissions*

MEMORANDUM

File Ref SW-25-18-4451

To: Mayor Sandra Hazelhurst
From: **Angela Atkins**
Copy to: Deputy Mayor Tania Kerr
Date: 8 May 2018
Subject: Support for the Local Government Waste Manifesto as a LGNZ remit

Summary

- The *Local Government Waste Manifesto (Waste Manifesto)* (Attachment 1) identifies five key strategic Central Government actions essential for improved outcomes in waste management and minimisation in New Zealand.
- The *Waste Manifesto* work programme priorities were agreed to by the WasteMINZ TA forum (territorial authority waste officers), via vote at the annual forum meeting in November 2017.
- The WasteMINZ TA forum is now seeking political support for the *Waste Manifesto*. To this end Mayor Lester from Wellington City Council is proposing that the Waste Manifesto be adopted as an LGNZ remit at the LGNZ AGM in July.
- The Zone 4 sector group in Wellington has agreed to support and nominate the remit and it is currently with the remit screening committee for approval.
- The *Waste Manifesto* contains two actions that have already secured a LGNZ remit, including a New Zealand Container Deposit Scheme, and a Product Stewardship scheme for ewaste. The additional components of the *Waste Manifesto* proposal includes:
 - Review of the *New Zealand Waste Strategy (NZWS)* – currently there is no clear strategic direction, no national targets or timelines, which limits confidence for investment in the sector.
 - Implementation of the *National Waste Data Framework (NWDF)* - as developed by the sector in partnership with MfE - the OECD still regularly reports New Zealand as “one of the worst” with 0% recycling and 100% waste. While this is not correct, New Zealand has not been collecting sufficient data for the OECD to report otherwise. Improved data would also enable TAs to plan more effectively, as well as measuring and monitoring performance.
 - Application of the waste levy to all landfill types, and then, subject to further work, increase the levy - the former alone could generate as much as \$100M in levy funds. Based on the current TA levy allocation (50%), extending the levy to all landfill types would create a significant increase in the levy revenue for Council spending on waste

management and minimisation activities (currently the levy brings in \$35 million per year across New Zealand).

- Establish product stewardship schemes for tyres, agricultural chemicals and agricultural plastics. The tyre industry has helped to develop *Tyrewise*, a tyre product stewardship scheme. All that remains is to implement the scheme, and it has industry support to do so. As farms dumps are a permitted activity for many Councils, waste agricultural chemicals and plastics will continue to contaminate the environment when burnt and buried unless farmers are supported and enabled by the appropriate product stewardship schemes.
- All of the proposed waste manifesto actions exist within the scope of the Central Government provisions available in the Waste Minimisation Act (2008). Ministerial media announcements and Council officer discussions with Ministry officers suggest the waste manifesto may be timely.

Background

The *Local Government Waste Manifesto* (Attachment 1) was developed by the Territorial Authority Forum (TA Forum) sector group of the Waste Management Institute of New Zealand (WasteMINZ). The sector group is made up of waste officers from 64 city and district councils from around New Zealand. The purpose of the sector group is to create consistency and efficiency for territorial authorities through sharing knowledge and best practice for waste management and minimisation.

Waste is a significant issue for local government to deal with and the tools and policy levers local government has are limited. Consequently, the most efficient solutions to issues discussed at the TA Forum often come back to the need for Central Government policy and action. New Zealand is some 10-20 years behind many other developed nations in the application of waste management and minimisation policy. This national situation has constrained councils' ability to address waste issues effectively. One advantage to this is that many policy solutions have now been tried and tested by other countries, which puts New Zealand in a position where it can adapt and adopt those that work well.

What is in the Waste Manifesto?

The *Waste Manifesto* provides a concise list of strategic Central Government policy actions necessary for a real reduction in waste to landfill, and enhanced environmental outcomes in New Zealand. The key priorities of the *Waste Manifesto* include:

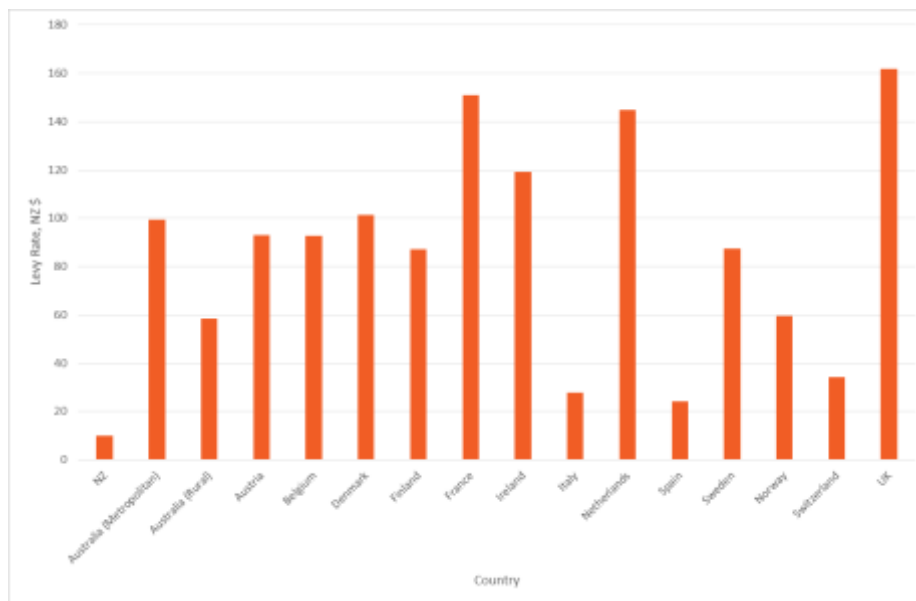
Priority 1: The need for a strategic approach – the current lack of a strategic direction for waste in New Zealand has led to limited action and investment in the waste sector. A revision of the *New Zealand Waste Strategy (2010)* with clear goals and objectives, along with measurable and time bound targets would encourage joined up local, regional, and national planning. Strategic planning at all tiers would in turn provide a clear direction and give confidence for the investment of private sector and waste levy funds.

Priority 2: Changes to the waste disposal levy – New Zealand's waste disposal levy was introduced in 2009, it has remained at \$10 per tonne since. Meanwhile, waste disposal nationally has increased by 35% over the same time frame. The levy is also only applied to about 30% of all waste (i.e. Class 1 landfills only). Currently the levy brings in around \$35 million per annum, of which half is returned to TAs for spending in accordance with their WMMP action plans. If the levy was extended to all landfill

types (i.e. including Class 2, 3 and 4 landfills), it would generate in the order of \$100 million (possibly more as tonnage to class 2, 3 and 4 landfills is often based on estimates). Assuming the same model of levy redistribution (50% to TAs), this would significantly increase TAs ability to invest in the delivery of their WMMP actions.

Different countries have adopted different levy rates, structures, and supporting policies to reduce waste. Figure 1 overleaf depicts the current levy rates for different countries (in NZ \$). It can be observed that most countries have a significantly higher levy rate than NZ, with UK having the highest of \$162 per tonne.

Levy Rates for Active Waste in Different Countries, NZ \$



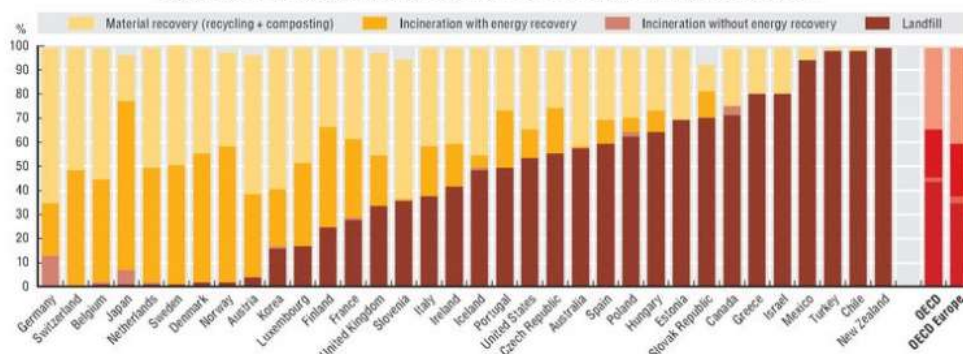
Source: *The New Zealand Waste Disposal Levy, Potential Impacts of adjustments to the current Levy Rate and Structure (2017)*

Increasing the rate of the levy is arguably the New Zealand government's most powerful policy tool for driving change across the entire sector. As has been seen in other countries, changes to the levy would have impacts on industry, local government, across the different regions and on greenhouse gas emissions. It is important to note that the *Waste Manifesto* advocates for the government to undertake further work on the effects of raising the levy would be on specific sectors and regions. Following that work, further consultation is requested on the proposed changes before implementing any change.

Priority 3: Better Waste Data – New Zealand currently lacks comprehensive, reliable waste data. As a result the OECD has recently reported on the international stage that NZ has 0% recycling and 100% waste.¹

¹ https://read.oecd-ilibrary.org/environment/environment-at-a-glance-2015_9789264235199-en#page51 page 50

Figure 1.31. Municipal waste disposal and recovery shares, 2013 or latest



Source: OECD (2015), "Municipal Waste", OECD Environment Statistics (database).

StatLink <http://dx.doi.org/10.1787/888933261986>

A project led by the sector (through WasteMINZ), with funding support from the Ministry for the Environment and councils developed the “*National Waste Data Framework*” in 2015/16. Ministry officials are currently considering making waste a tier 1 reporting requirement with Statistics NZ. As such, the *NWDF* has the potential to become mandatory.

Many councils have recognised this waste data issue within their latest WMMP and are currently working towards the implementation of the *NWDF*. Our draft Joint WMMP with NCC contains the goal to “*improve information on waste generation and movements in Napier and Hastings*” with the objective “*to work towards aligned data collection and reporting systems across Hastings District and Napier City and New Zealand.*” Addressing the data issue at the local, regional and national level will also support better strategic planning and improve confidence for investment in the sector.

Priority 4: Container Deposit Scheme – A Container Deposit Scheme (CDS) involves consumers paying a deposit (e.g. 10 cents) when they purchase a drink from a store, then receiving their money back when they return the container to an official collection point. The main purpose of a CDS is litter reduction. A recent study² has shown that:

“Where present, container deposits reduce the amount of beverage containers on the coasts of both the United States and Australia by 40%. What’s more, the reduction is even more pronounced in areas of lower socio-economic status, where plastic waste is most common.”

If all the coastal US states without CDS were to implement it, there would be an estimated

“...6.6 million fewer containers on the shoreline of the US each year.”

There are multiple other benefits to an NZ CDS³, these include:

- savings on kerbside services for NZ Councils of up to \$20.9 Million (mainly through fewer trucks);
- increasing recycling rates from 45-58% to 79%-82% nationally

² Schuyler et al. (2018). *Economic incentives reduce plastic inputs to the ocean*. Marine Policy. Source: www.sciencedirect.com/science/article/pii/S0308597X17305377

³ Preston Davies (2017) *Cost-benefit analysis of a Container Deposit Scheme*. Report for the Auckland Council, August 2017

- savings to NZ Councils of up to \$8.1 Million through reduced disposal and litter clean-up costs
- other benefits including job creation and increased public engagement

An important open question relating to a NZ CDS is “where would the public drop their drink containers?” In other countries this has been addressed through a mix of models including retailer drop offs, reverse vending machines, and depot drop offs. This level of detail would be subject to much greater consideration for all stakeholders if the minister decides to investigate a CDS for NZ. The *Waste Manifesto* also advocates for a consultation process so the details can be worked through in a collaborative way.

Priority 5: Mandatory Product Stewardship – Product stewardship is widely established around the world; and such schemes are particularly effective at dealing with problematic waste streams. Broadly speaking, product stewardship schemes place the responsibility on the producer and sellers for managing products at the end of their life. The *Waste Manifesto* advocates for product stewardship on three problem waste streams in NZ:

- **Ewaste** - This already has an LGNZ remit.
- **Tyres** - An industry developed and supported scheme has already been developed (called [Tyrewise](#)) but requires Central Government support.
- **Agricultural chemicals and agricultural plastics** - As farms dumps are often a permitted activity (necessitated by practicality), in the absence of product stewardship schemes, agricultural chemical and plastic wastes will continue to contaminate the air (when burnt) soils (when buried) and water ways (as farm dump pits are not required to be lined). Farmers need access to schemes that help them divert these harmful wastes from farm dumps.

Attachment 1: Local Government Waste Manifesto (SW-25-18-4452)



Solid Waste - Waste
Minimisation & Recycl

-
-

Angela Atkins
Waste Minimisation Officer

- angelama@hdc.govt.nz