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## ORDINARY MEETING

OF

## WELLINGTON REGION WASTE MANAGEMENT AND MINIMISATION PLAN JOINT COMMITTEE

### AGENDA

Time: 9:15 am  
Date: Monday, 2 November 2015  
Venue: Committee Room 1  
Ground Floor, Council Offices  
101 Wakefield Street  
Wellington

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### MEMBERSHIP

Councillor McLeod	Upper Hutt City Council
Councillor Peterson	Masterton District Council
Councillor Pannett	Wellington City Council
Councillor Greathead	Carterton District Council
Councillor Craig	South Wairarapa District Council
Councillor Willard	Hutt City Council
Councillor Gaylor	Kapiti Coast District Council
Councillor Bruce	Greater Wellington Regional Council
Councillor Sheppard	Porirua City Council



### Have your say!

You can make a short presentation to the Councillors at this meeting. Please let us know by noon the working day before the meeting. You can do this either by phoning 803-8334, emailing [public.participation@wcc.govt.nz](mailto:public.participation@wcc.govt.nz) or writing to Democratic Services, Wellington City Council, PO Box 2199, Wellington, giving your name, phone number and the issue you would like to talk about.

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## **AREA OF FOCUS**

To be confirmed.

**Quorum:** 5 members

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## 1 Meeting Conduct

### 1.0 Appointment of Chairperson and Deputy Chairperson

#### 1.1 Apologies

The Interim Chairperson invites notice from members of apologies, including apologies for lateness and early departure from the meeting, where leave of absence has not previously been granted.

#### 1.2 Conflict of Interest Declarations

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

#### 1.3 Confirmation of Minutes

None.

#### 1.4 Public Participation

A maximum of 60 minutes is set aside for public participation at the commencement of any meeting of the Council or committee that is open to the public. Under Standing Order 3.23.3 a written, oral or electronic application to address the meeting setting forth the subject, is required to be lodged with the Chief Executive by 12.00 noon of the working day prior to the meeting concerned, and subsequently approved by the Chairperson.

#### 1.5 Items not on the Agenda

The Interim Chairperson will give notice of items not on the agenda as follows:

***Matters Requiring Urgent Attention as Determined by Resolution of the Wellington Region Waste Management and Minimisation Plan Joint Committee.***

1. The reason why the item is not on the agenda; and
2. The reason why discussion of the item cannot be delayed until a subsequent meeting.

***Minor Matters relating to the General Business of the Wellington Region Waste Management and Minimisation Plan Joint Committee.***

No resolution, decision, or recommendation may be made in respect of the item except to refer it to a subsequent meeting of the Wellington Region Waste Management and Minimisation Plan Joint Committee for further discussion.



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## 2. General Business

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# JOINT COMMITTEE ON REGIONAL WASTE MANAGEMENT AND MINIMISATION PLAN

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Item 2.1

### Purpose

1. This report is to introduce the new Joint Committee on Regional Waste Management and Minimisation Plan (the Joint Committee) to the current Regional Waste Management and Minimisation Plan (WMMP) and outline the development of the next one.

### Summary

2. Under the Waste Minimisation Act 2008 (the Act) territorial authorities were required to develop a WMMP for their district by July 2012. The Act also required territorial authorities to undertake a Waste Assessment in advance of developing a WMMP.
3. Officers from councils across the Wellington region identified significant potential benefits in undertaking a regional Waste Assessment (appendix one) and developing a regional WMMP (appendix two).
4. The first regional WMMP was adopted by the eight councils in 2011.
5. Progress in implementing the 2011-17 WMMP is reported to the two-monthly Steering Group composed of representative senior council officers from the territorial authorities. There is still progress to be made in actioning the 2011 WMMP.
6. In line with the requirement of section 50 of the Act, the Plan needs to be reviewed at least every six years after its adoption. The regional WMMP needs to be reviewed before 1<sup>st</sup> July 2017.
7. Regional Officers have started scoping out the review of the current plan to develop a regional WMMP that is understandable, challenging yet achievable, and with targets and time lines.
8. Once the plan is accepted and signed off it then needs to be implemented, monitored and reported on to the Joint Committee and back to the stakeholder councils.

### Recommendation/s

That the Wellington Region Waste Management and Minimisation Plan Joint Committee:

1. Receive the information.
2. Note the progress made implementing the 2011-17 WMMP.
3. Note that the review of the current Regional Waste Management and Minimisation Plan, draft plan development, public consultation and adoption of the next WMMP must meet a statutory deadline of no later than 1 July 2017.
4. Agree to support officers actioning the outlying tasks in the 2011 WMMP and starting the ground work for the next WMMP.

## Background

9. Under the Waste Minimisation Act 2008 (the Act) territorial authorities are required to develop a WMMP by 2012. Territorial authorities are also required to undertake and publish a Waste Assessment to inform the development of the WMMP.
10. All territorial authorities in the Wellington Region are signatories and stakeholders in the Wellington Region Waste Management and Minimisation Plan officially adopted in September 2011.
11. Greater Wellington Regional Council (GWRC) is not statutorily required to develop a WMMP, however GWRC officers have participated in the development and implementation of the WMMP. Where regional WMMP actions relate to GWRC's plans and policies, funding has also been contributed towards these on a case by case basis.
12. The Councils have taken the following legislation, policies and plans into consideration when drafting the WMMP:
  - The New Zealand Waste Strategy (NZWS).
  - The Waste Minimisation Act (WMA) 2008.
  - The Local Government Act (LGA) 2002.
  - The Hazardous Substances and New Organisms (HSNO) Act 1996.
  - The Resource Management Act (RMA) 1991.
  - The Health Act 1956.
  - The Health and Safety in Employment Act 1992.
  - Climate Change (Emission Trading) Amendment Act 2008.
  - Individual Councils Long Term Plans (LTP) and Bylaws.
13. The overall vision of the current WMMP is to provide residents and ratepayers with highly effective, efficient and safe waste management and minimisation services in order to protect the environment.
14. This aligns with the requirements of the Act which also sets out specific requirements for Councils to take into account when developing their WMMP, such as having regard to the New Zealand Waste Strategy and the waste hierarchy (i.e. in descending order of importance: reduction, reuse, recycling, recovery, treatment and disposal).
15. In adopting the 2011-2017 WMMP it was resolved that a Joint Committee be established to oversee the implementation of the WMMP. The Joint Committee was ratified in 2015. The Joint Committee is responsible for overseeing, supporting, and monitoring progress toward achieving the WMMP.
16. The current regional WMMP is split into four parts:
  - Part A: Strategy –introduction, vision, objectives, policies, expected outcomes, and monitoring and reporting progress
  - Part B: Regional Action Plan –actions that will be undertaken collectively across the region
  - Part C: Individual Council Action Plans –actions that each council intends to implement
  - Part D: Appendices - a glossary of terms; key legislation; and a summary of the means of implementation and funding.
17. A Wellington Region Waste Assessment was undertaken in 2010. Table 1 below summarises the key findings from the assessment.



**WELLINGTON REGION WASTE  
MANAGEMENT AND MINIMISATION PLAN  
JOINT COMMITTEE  
2 NOVEMBER 2015**

Waste to landfill within the region	265,207 tonnes per year
Waste to landfill outside the region	36,600 tonnes per year
Total waste to landfill from the region	301,807 tonnes per year *
Waste per capita in Wellington Region	626 kg
Composition of waste to landfill	<p>Largest proportion of waste to landfill:</p> <ul style="list-style-type: none"> <li>- organics/putrescible</li> <li>- sewage sludge, paint, medical waste, solvents, asbestos and oil</li> </ul> <p>Other significant components:</p> <ul style="list-style-type: none"> <li>- timber</li> <li>- plastic</li> <li>- paper</li> </ul>
Diverted materials	<p>34,446 tonnes are diverted from landfill as a result of kerbside recycling collection and recyclables drop off</p> <p>It's estimated that 70,000 tonnes is diverted through non Council initiatives within the region</p>
Future waste projections	<p>Waste is primarily linked to economic growth and population.</p> <p>Without further waste minimisation efforts, the total waste to landfill is expected to increase as production and consumption increases with population growth.</p> <p>Rate of increase of waste is expected to be lower than the rate of population growth.</p> <p>There may be an increased demand for recycling services as behaviour changes and landfill costs rise.</p>
Waste infrastructure	<p>Predominantly owned by Councils in the region</p> <p>More than adequate capacity in the region's landfills for the foreseeable future.</p> <p>Some landfill sites have active resource recovery facilities</p>

	<p>Adequate processing facilities (privately owned) for processing recycling</p> <p>Comprehensive waste and recycling services are provided by the private sector.</p> <p>Adequate facilities for the treatment and disposal of hazardous waste and a comprehensive network of drop off sites for residents with hazardous waste.</p>
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Table 1: Key findings from the 2010 Regional Waste Assessment

\*the tonnages do not include clean fill that is used for operational purposes and it also excludes 58,000 tonnes of waste soil to Silverstream Landfill from the one-off event of the Waiwhetu Stream Project

18. The five year trends for waste per capita show a gradual decrease.
19. Wellington region's waste composition of waste to landfill is broadly consistent with other regions.
20. The Waste Assessment identified a number of priority areas for managing and minimising waste.
21. The 2011 WMMP contained an action plan with 4 priority areas and 18 regional actions to be during the five year term of the plan to meet the vision.
22. Table 2 summarises the actions from the regional WMMP.

#### REGIONAL GOVERNANCE AND ADMINISTRATION

- R1: Joint solid waste bylaw
- R2: Explore shared services
- R3: Development of a subsequent regional Waste Management and Minimisation Plan
- R4: Improve data collection

#### REDUCTION

- R5: Waste Minimisation Fund bids
- R6: Regional funding of projects
- R7: Packaging design controls and extended producer responsibility (EPR)
- R8: Investigate and enable clean fill licensing regulation where beneficial
- R9: Waste education strategy
- R10: Investigate landfill pricing signal/disincentive

#### RECYCLING

- R11: Industrial resource recovery
- R12: Investigate council organic waste collection system to complement processing system
- R13: Investigate a consistent policy approach to kerbside collection services
- R14: Investigate regional opportunities for the management of polystyrene

#### TREATMENT

- R15: Investigation of further options for beneficial recovery/reuse of sewage sludge / bio-solids
- R16: Examine options for special wastes and hazardous wastes, related to environmental harm

R17: Investigate Rationalisation of Landfill Policy

R18: Examine alternative governance arrangements for landfills and / or solid waste services

Table 2: Actions from the WMMP

23. Progress in implementing the 2011-17 WMMP is reported to the two-monthly Steering Group composed of senior council officers. There is still progress to be made in actioning the 2011 WMMP.
24. The following section describes progress made against the actions of the WMMP.
25. The Regional Governance and Administration actions to date;
- The region's bylaws (**R1**) were compared for similarities (approximately 70% similar) and Auckland Councils' Bylaw and supporting legal advice were reviewed. This action was put on hold, in 2013, awaiting the proposed regional amalgamation decision. In the final two years of the current WMMP 2011, it is proposed a regional bylaw will be prepared for implementation and funding under the next WMMP (commencing July 2017).
  - Shared services contract possibilities (**R2**) have been explored but have not led to any regional opportunities to date. Uncertainty around regional governance also posed a barrier to progressing this action.
  - By July 2017 the eight Councils are statutorily required to have adopted the new WMMP (**R3**). Work has started on a new regional Waste Assessment to inform the review process, this assessment will inform the discussions on regional direction and actions. In the 16/17 year the WMMP including regional vision and 5 year action plan will be developed, consulted on and adopted by all Councils before 1 July 2017.
  - The councils have compared the ways they gather data (**R4**) via weighbridge systems or licensing. Simultaneously a voluntary National Data Framework has been developed (funded by MfE). The region's Councils are intending to use the framework in the review process and implement it further under the new WMMP 2017.
26. The Reduction actions -
- A regional funding bid to the Ministry for the Environment's (MfE) Waste Levy Fund (**R5**) was submitted in 2012, unsuccessfully, for the Love Food Hate Waste campaign. In response to MfE's feedback officers developed a food waste investigation project to build a nationwide dataset. This initial action has led to 57 councils nation-wide applying to MfE's waste minimisation fund for \$1 million for nationwide delivery of the campaign.
  - A process for regional funding of projects (**R6**) has been agreed and used successfully for the regional education projects and the review of the WMMP.
  - In 2013 Hutt City produced a research paper that clarified single-use packaging that cannot be reused or recycled which is a major issue in New Zealand. Following the report a letter was sent to the Minister for the Environment advocating for urgent action on producer responsibility (**R7**).
  - **R9**: Regional Education Strategy has been developed and continues to be successfully implemented. Actions include Nappy Lady (green parenting) workshops, eco-mailbox stickers, zero waste events video resources, foodwaste

investigation which led to the a national Love Food Hate Waste food waste minimisation campaign

27. Of the remaining ten actions (R8, R10-R18) background research and discussions have been undertaken by officers but no significant progress has been made.

## Discussion

### **Next steps**

28. As discussed above, actions from the current WMMP 2011 will continue to be implemented over the next two years. Resourcing the implementation remains a challenge
29. It is envisaged that the Joint Committee plays an active governance role in the production of the new Waste Assessment and in the developing of the WMMP 2017 that contains feasible and achievable regional actions.
30. A workshop with the Joint Committee will be held in early 2016 to share the data that have been gathered and develop the vision, goals and objectives for the next WMMP.
31. The new Waste Assessment will be developed this current financial year to identify issues and challenges with regard to waste in the Wellington Region. The assessment will be used to help set the vision, goals, objectives and target for the region and developing options for meeting future demand in the next WMMP.
32. The waste assessment will identify a number of issues that are ahead for the region. These regional challenges are likely to include-
- Regional waste bylaw
  - Shared service agreements
  - Local Government Act section 17a services review
  - Biosolids/sewage sludge
  - Consistent approach waste collection and waste disposal charges
33. These challenges are outlined in more detail below.
34. The waste assessment may identify the need for a **regional waste bylaw**, though it is intended a bylaw will be in place by the time the 2017 WMMP is ratified. A consistent bylaw across the region would help address illegal dumping and other solid waste issues and to ensure that enforcement action is available to all council officers.
35. There are a number of benefits that could be realised from the development and implementation of **shared services contracts/agreements**. These include economies of scale and the ability to implement best practice and learnings from projects already completed and implemented in the region. Larger infrastructure options such as materials recovery facilities, anaerobic digesters or pyrolysis may yield better environmental outputs such as emissions and beneficial products that can only be achieved on a regional basis.
36. One of the policy objectives underpinning the Better Local Government programme of 2012-14 was the promotion of efficient service delivery and governance arrangements. The **section 17A** requirements were one of a set of amendments along these lines, including a new principle that local authorities should “actively seek” to collaborate and

cooperate with others. There is significant overlap between the WMMP Regional Actions around shared services and the 17a Services review.

37. The issue of what to do with **sewage sludge** is becoming an issue for several councils in the region. The Councils currently have different treatment and disposal methods for sewage sludge/bio-solids, including landfilling. It is appreciated that this is not best practice and there is opportunities at a regional scale for this a wasted resource.
38. Currently recyclable materials are collected by a number of methods in the region – some are kerbside sorted, others collected commingled or as a two stream system where recyclable materials are collected in separate containers and in separate vehicles or compartments of a vehicle. The different collection systems affect both the yield of materials and contamination of the materials with other waste. The Councils aim to optimise the quality of the recyclables collected and the return from the sale of these materials.
39. In the 2016 workshop the committee will be presented with options for consideration to address some of these.

### Options

40. There is still work to be done implementing the 2011 WMMP.
41. The Joint Committee will monitor the implementation of the outstanding actions from the 2011 WMMP.
42. Officers have started scoping out the review of the current plan and have commissioned a regional waste assessment.
43. The Joint Committee are integral in developing the vision, goals objectives and targets for a 2017 regional WMMP that is understandable, challenging yet achievable, and with targets and time lines.
44. A workshop with the Committee will be held in early 2016 to develop the vision, goals and objectives for the next WMMP.

### Attachments

The Waste Management and Minimisation Plan can be found at:

<http://wellington.govt.nz/your-council/plans-policies-and-bylaws/policies/waste-management-and-minimisation-plan>

The Regional Waste Assessment will be tabled at the meeting.

Author	Nicci Wood, Senior Advisor
Authoriser	Anthony Wilson, Chief Asset Officer

## **SUPPORTING INFORMATION**

### **Consultation and Engagement**

There is no engagement required at this stage.

### **Treaty of Waitangi considerations**

There are no Treaty of Waitangi considerations.

### **Financial implications**

There are no financial considerations.

However it should be noted, there is no specific funding or officer hours for the implementation of the WMMP. Any changes will be put forward to the draft Long term Plan/Annual Plan.

### **Policy and legislative implications**

#### **Risks / legal**

Under the Waste Minimisation Act 2008 (the Act) territorial authorities are required to develop a Waste Management and Minimisation Plan (WMMP) by 2012. The Act requires the WMMP to contain a summary of the council's objectives, policies, methods and funding to "achieve effective and efficient waste management and minimisation within the territorial authority's district."

### **Climate Change impact and considerations**

There are no climate change considerations

### **Communications Plan**

n/a

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## 2016 MEETING SCHEDULE AND MODEL STANDING ORDERS

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### Purpose

1. To seek the Wellington Region Waste Management and Minimisation Plan Joint Committee's approval for the 2016 ordinary meetings between February and December 2016, a roster for hosting meetings and adoption of the model Standing Orders.

### Recommendation/s

That the Wellington Region Waste Management and Minimisation Plan Joint Committee:

1. Receive the information.
2. Adopt the quarterly meeting schedule for the period February to December 2016 (first Monday of the meeting month).
3. Adopt the roster for hosting meetings by territorial authorities and governance support for the meeting by the host Council (for simplicity, the agenda and minutes will be managed by a single council – Wellington City Council).
4. Adopt the model Standing Orders.

### Background

2. This report seeks the approval of the meeting schedule and adoption of the model Standing Orders.
3. The Joint Committee for the Wellington Region Waste Management and Minimisation Plan (WMMP) was discharged in accordance with Clause 30(7) of Schedule 7 of the Local Government Act 2002 (LGA 2002) after the 2013 elections.
4. Under Clause 30(7) Schedule 7 of The Local Government Act 2002 a committee, subcommittee, or other subordinate decision making body is, unless the local authority resolves otherwise, deemed to be discharged following the triennial general election of members after the appointment of committee. The original terms of reference for the Joint Committee to be discharged following each triennial election; as such the Joint Committee was considered discharged in October 2013. This has been amended in the new terms of reference and the Joint Committee will not be deemed to be discharged at the end of each triennium.
5. The Councils across the region have adopted the new Terms of Reference for the Joint Committee on the WMMP.
6. In the Terms of Reference, under frequency of meetings the Joint Committee will meet on an as required basis. Officers are recommending a quarterly meeting on the first Monday of that meeting month to allow easy administration of meetings across the different Councils, as shown in attachment 1.

7. In addition the Terms of Reference states under the header hosting of meetings, meetings will be hosted on a rotational basis by territorial authorities as outlined in attachment 1.
8. For administrative and governance purposes, officers are recommending that the Wellington City Council will be managing the Agenda and Minutes process for all meetings and the host council will be providing governance support at Joint Committee meetings.
9. Officers are also suggesting to adopt the model Standing Orders as each Council has a different Standing Order and it will be challenging for members and officers to apply Standing Orders from different Councils.

### **Discussion**

10. The proposed schedule and roster for the meetings for the Joint Committee has been prepared for 2016 (refer to Attachment 1). The adoption of this schedule will allow for the planning of the Joint Committee's work programme and enable elected members to plan its commitments accordingly.

### **Next Actions**

11. Once the Joint Committee has adopted its 2016 meeting schedule, the meetings will be publicly notified.

### **Attachments**

Attachment 1. Meeting schedule 2016 and host Council

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Author	Crispian Franklin, Governance Team Leader
Authoriser	Anusha Guler, Acting Director Governance





**Meeting Schedule for 2016**

1. Monday 1 February 2016 (Porirua City Council)
2. Monday 2 May 2016 ( Greater Wellington City Council)
3. Monday 1 August 2016 (Hutt City Council)
4. Monday 7 November 2016 (Kapiti Coast District Council)