
ORDINARY MEETING

OF

WELLINGTON REGION WASTE MANAGEMENT AND MINIMISATION PLAN JOINT COMMITTEE

AGENDA

Time: 9:30am
Date: Monday, 18 September 2017
Venue: Committee Room 1
Ground Floor, Council Offices
101 Wakefield Street
Wellington

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 Bridson	Hutt City Council
Councillor Elliot	Kapiti Coast District Council
Councillor Gaylor	Greater Wellington Regional Council
Councillor Ford	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 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.

AREA OF FOCUS

Under the Waste Minimisation Act 2008 territorial authorities were required to develop a Waste Management and Minimisation Plan (WMMP) by 2012.

In 2011, 8 Councils in the greater Wellington region adopted the first regional WMMP. The Councils agreed that a Joint Committee should be established to oversee the implementation of the WMMP.

Quorum: 4 members

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1 Meeting Conduct

1.1 Apologies

The 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

The minutes of the meeting held on 31 July 2017 will be put to the Wellington Region Waste Management and Minimisation Plan Joint Committee for confirmation.

1.4 Deputations

A maximum of 60 minutes is set aside for deputations 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 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.

2. General Business

A STARTING POINT FOR WMMP IMPLEMENTATION

Purpose

1. This report outlines the scope and focus of the regional Wellington Region Waste Management and Minimisation (WMMP) (2017-2023) work programme. In doing so, it details the regional starting point for the implementation of the WMMP.

Summary

2. The new Wellington Region WMMP has now been adopted by each of the eight territorial authorities within the Wellington Region.
3. In summary, this plan promotes effective and efficient forms of waste management and minimisation across the region, and establishes a related set of waste reduction targets. The primary regional waste reduction target seeks to reduce the amount of waste being sent to Class 1 landfills by a third by 2026.
4. In support of this target, councils have identified a range of potential waste management and minimisation methods, which are conveyed within the plan as potential district/city and regional level actions.
5. As the focus of the Joint WMMP Committee has now shifted towards overseeing the implementation of the plan, it is subsequently useful to review the starting point for plan implementation.
6. At a regional level, this involves reviewing the scope and focus of the regional WMMP work programme. At a district or city level, this involves estimating the regional waste reduction targets relevant to territorial authorities, and highlighting the importance of territorial authority (TA) WMMP implementation strategies and associated work programmes.

Recommendations

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

1. Receive the information.
2. Agrees the immediate regional WMMP implementation focus comprises of:
 - The development and implementation of a regional waste bylaw, or suite of regionally consistent district level bylaws; and
 - The implementation of the National Waste Data Framework.
3. Notes that Regional Waste Reduction Targets at the District Level will continue to be refined to inform implementation strategies at the TA level, taking into account associated LTP and AP processes over the next 10 years,
4. Agree that the meetings of Joint WMMP Committee be scheduled on a six monthly

reporting basis, unless otherwise required.

Background

7. The regional waste minimisation targets contained in the WMMP have been informed by preliminary modelling undertaken at the time of plan preparation. This modelling calculated how much could realistically be diverted from Class 1 landfills within the Wellington Region over the next 10 years, through a range of recycling and waste minimisation initiatives.
8. As stated in the WMMP, the primary regional target is as follows:
 - i. A reduction in the total quantity of waste sent to Class 1 landfills from 600 kilograms per person per annum to 400 kilograms per person by 2026.

In order to achieve this target, progress in waste minimisation needs to be made in a number of areas across the region.
9. The secondary targets identified in the WMMP collectively make up the primary regional target, and therefore illustrate one way that the primary target could be achieved. The secondary targets are detailed below.

<i>Secondary Waste Reduction Targets:</i>		
A decrease in kerbside household waste to landfill from approximately 200 kilograms per person per annum to 143 kilograms per person per annum by 2026. Progress towards this target will be delivered by achieving the following:		57 kg p/a
<ul style="list-style-type: none"> ▪ Recycling an extra 13.5 kilograms per person per annum of household waste by 2026 	13.5kg p/a	
<ul style="list-style-type: none"> ▪ Diversion of 34.5 kilograms per person of food waste from landfill per annum by 2026 	34.5kg p/a	
<ul style="list-style-type: none"> ▪ A reduction of household waste generated of 9 kilograms per person per annum 	9kg p/a	
A decrease in the total quantity of general waste (excluding kerbside and biosolids) from approximately 335 kilograms per person to 250 kilograms per person per annum by 2026.		85 kg p/a
A reduction in the quantity of sewage sludge (biosolids) sent to landfill from approximately 64 kilograms per person per annum to 4 kilograms per person per annum by 2026.		60 kg p/a

	Total	202 kg p/a
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In order to achieve these targets, each Council must undertake measures to reduce waste within their district.

10. For clarity, the WMMP identifies a range of possible actions that have the potential to be advanced by each Council in the pursuit of waste minimisation (as contained with section 10 of the WMMP). However, as TA Action Plans cover a wide range of initiatives and have potentially significant cost (and consultation) implications, they do not equate to a TA WMMP implementation strategy.

Discussion

11. The basis of the report and discussion proceeds in two parts:
- Part one provides a review of the implementation status of the regional WMMP actions.
 - Part two then draws from waste data modelling, to theorise the estimated scope of, and potential to achieve the Regional Waste Targets at the District Level.
12. **Implementation of Regional WMMP Actions**
In summary, the regional actions in the WMMP include:
- R.R.1: The development and implementation of a regional waste bylaw, or a suite of regionally consistent district level bylaws.
 - R.D1: Implementation of the National Waste Data Framework.
 - R.E.1: Enhanced regional engagement.
 - R.C.1: Facilitating the optimisation of kerbside collection systems
 - R.IN.1: Investigating, and if feasible, developing (or extending) the resource recovery network within the region.
 - R.IN.2: Collaborating on options to use biosolids beneficially.
 - R.LM.1: Shared governance and service delivery.
 - R.L.M.2: Resourcing for regional actions.
 - R.LM.3: Stakeholder collaboration to advance research and actions to advance waste management solutions.
 - R.LM.4: Regional lobbying to promote product stewardship.
 - R.LM.5: Develop resilient waste management systems.

Of these regional actions, three are currently being regionally advanced by Councils. These actions include the regional bylaw review, the implementation of the National Waste Data Framework, and resourcing for regional actions.

Other regional actions, such as developing (or extending) the resource recovery network, and optimising kerbside collection systems, need to be progressed at the district level. Related to this, it is noted that some new TA actions are already being progressed by territorial authorities.

The implementation status of each of the regional actions is outlined below:

- **Bylaw Review and Development:** To date, the Councils of the Wellington Region have signalled support for the development of a regional bylaw, or a suite of regionally consistent district level bylaws. This work is currently being advanced by Council officers. As discussed in a workshop with Joint Committee members on the 10 July 2017, given the comprehensive and regional scope of this work, this work will be progressed over the next 18 months.
- **Implementation of the Waste Data Framework:** TA's across the region have also signalled their support for the implementation of the National Waste Data Framework (NWDF). At the time of writing this report, the budgeting for this work had been committed by each TA, and a regional work programme (via Eunomia Consulting) was in the process of being developed.

The Joint Committee will be updated on proposed scope of this work programme at the next Joint Committee meeting.

[Note – The implementation of this action will enable reporting on the WMMP targets for the region].

- **Enhanced Regional Engagement:** The TA ability to deliver enhanced regional engagement remains subject to available resourcing at the TA level. Where regional governance and direction is required with respect to regional engagement, the existing Wellington Region Education & Strategy group will work with Steering Group representatives, to engage the Joint WMMP Committee.
- **Facilitating the optimisation of kerbside collection systems:** The optimisation of kerbside collection systems is a regional action to be advanced, and consulted on, at the district/city level.
- **Investigating, and if feasible, developing (or extending) the resource recovery network within the region:** Broadly speaking, this action refers to the expansion of the region's resource recovery facilities. As the extension or redevelopment of Council facilities will likely have operational and cost implications, it is therefore a regional action to be advanced at the TA level.

As theorised within the initial waste data modelling report, in order to maximise the potential to reduce waste through the provision of resources recovery, it may require the redevelopment (or combined redevelopment of) an existing landfill (e.g. WCC's Southern Landfill, PCC's Spicer Landfill, or HCC's Silverstream Landfill), or the development of a new facility. Such a redevelopment would ideally include commercial and demolition waste diversion facilities, as this waste stream forms a significant portion of the waste being sent to Class 1 landfill (based on tonnage).

It is also noted that the incremental improvement and expansion of waste diversion facilities offered at existing landfills and transfer stations, has the ability to enhance the effectiveness of the region's existing resource recovery network.

- **Collaborating on options to use biosolids beneficially:** Collaborating on options to use biosolids beneficially is already being advanced at the TA level (e.g. KCDC and Masterton via the Lower North Island Collective Biosolids Strategy; and PCC, WCC, and HCC/UHCC via Wellington Water).
 - **Shared governance and service delivery:** A definitive strategy for promoting and investigating shared waste management governance and service delivery is yet to be developed. However, in accordance with section 17a of the Local Government Act, TA's have an obligation to periodically review the cost-effectiveness of current arrangements for meeting the needs of communities within its district or region for good-quality local infrastructure, local public services, and performance of regulatory functions. Such a review must be undertaken in conjunction with consideration of any significant change to relevant service levels; within 2 years before the expiry of any contract or other binding agreement relating to the delivery of that infrastructure, service, or regulatory function; and at a minimum every 6 years.
 - **Resourcing for Regional Actions:** Following a review of the Regional WMMP Planner role, funding for this role has been secured for another year. This, in turn, will support the implementation of the regional bylaw review, and the implementation of the National Waste Data Framework.
 - **Stakeholder collaboration to advance research and actions to advance waste management solutions:** This is, and will continue to be undertaken as part of TA business as usual practice.
 - **Regional lobbying to promote product stewardship:** This is, and will continue to be undertaken as part of TA business as usual practice.
 - **Develop resilient waste management systems:** A regional strategy for this action is yet to be developed.
13. In summary of the above, the immediate regional WMMP implementation focus comprises of:
- i. The development and implementation of a regional waste bylaw, or suite of regionally consistent district level bylaws; and
 - ii. The implementation of the National Waste Data Framework.

These actions will be advanced in conjunction with ongoing activities around regional engagement, stakeholder collaboration and regional lobbying to promote product stewardship.

It is also apparent that the optimisation of kerbside collection systems, and investigating, and if feasible, developing (or extending) the resource recovery network within the region, are activities that need to be progressed at the district/TA level. Accordingly, Joint WMMP Committee Councillors are encouraged to liaise with their WMMP Steering Group representative in order to progress WMMP initiatives within their respective TA.

As highlighted above, it is also noted that there is a need for Steering Group officers to develop a strategy for promoting and investigating shared waste management governance and service delivery, and for developing resilient waste management systems within the region. This work will be advanced as resourcing permits over the next two years.

14. Regional Waste Reduction Targets at the District Level

As detailed in section 8 of this report, the primary regional target is to reduce the total quantity of waste sent to Class 1 landfills from 600 kilograms per person per annum to 400 kilograms per person by 2026. In essence, this will result in a reduction of waste to class 1 landfills by a third, within the next ten years.

In effect, the achievement of this target would lower the total quantity of waste being sent to Class 1 landfills, from approximately 300,000 tonnes per/year, to 200,000 tonnes per/year.

Based on preliminary modelling undertaken during the formulation of the WMMP, this tonnage reduction can be further broken down into district level waste reduction targets (as detailed in the table below).

It is important to note that the district level tonnage breakdown detailed in the following table is **indicative** only.

Table 1: Regional Waste Target - Proportional TA Waste Reduction Objectives

	Wairarapa	Hutt City	Kāpiti Coast District	Porirua City	Upper Hutt City	Wellington City	Total
Recycling tonnes	644	1,752	1,077	473	966	1,854	6,766
Food waste tonnes	1,765	3,586	1,920	1,685	1,244	7,108	17,307
Waste reduction	389	918	463	491	378	1,834	4,472
Biosolids tonnes	2,608	6,158	3,103	3,290	2,536	12,304	30,000
General tonnes (Residual Landfill Waste)	3,725	8,796	4,432	4,700	3,622	17,574	42,848

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Total (estimated) waste reduction target tonnages	9,131	21,210	10,995	10,638	8,745	40,674	101,394
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Upon review of the table above, the reader should be aware of the following:

- i. Recycling and food waste tonnage has been calculated on an individual TA basis. In contrast however, other figures were calculated on a regional basis and then applied to each TA on a per capita basis.
- ii. 'General tonnes' (i.e. the remaining waste being sent to Class 1 landfill) is anticipated to vary, as it is subject to existing TA activities, and the level of economic and district/city activity. When modelling these tonnage numbers, it was hypothesised that green waste disposal into the Silverstream Landfill was potentially the biggest variable impacting general tonnage. Related to this point, it is noted that methane gas generated from the Silverstream Landfill is subject to gas recapture, with the recaptured gas acts providing an alternate energy source.
- iii. The provisional nature of the biosolid tonnage numbers must also be stressed. In practice, biosolids are held in sludge-settling ponds in the Wairarapa and therefore do not go to landfill. It is also possible that Wellington and Porirua may have a larger per capita proportion, and that the Hutt Valley and Kapiti Coast proportion will actually be lower due to biosolid drying processes. The subsequent refinement of these tonnage estimates will therefore impact waste tonnage target estimates in other areas.

In order to establish a clearer understanding of the starting point for WMMP implementation, table 2 further reconciles the estimated district level waste reduction tonnage targets, against the estimated potential for TAs to achieve these targets based on their respective local level WMMP Action Plans.

In sum, available estimates suggest that TA action plans have potential to reduce waste to Class 1 landfills by up to 51,876 tonnes per/year.

In addition, other potential benefits identified include: positive behaviour change; regional consistency through bylaw development; and promoting environmentally sustainable forms of hazardous waste disposal.

Table 2: TA Waste Reduction Goals vs. the Estimated Potential for Waste Reduction

	Wairarapa Councils (x3)	Hutt City	Kāpiti Coast District	Porirua City	Upper Hutt City	Wellington City	Total
Total (estimated) waste reduction target tonnages	9,131	21,210	10,995	10,638	8,745	40,674	101,393

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Estimated potential to reduce waste tonnage* per/year (based on TA Action Plans)	3,515	5,500	5092	(Tonnage estimates not available)	(Tonnage estimates not available)	37,769	51,876
Estimated potential to achieve the waste target	38%	30%	46%	-	-	93%	51%

As illustrated within Table 2, existing estimates signal the potential for a significant disparity between the proposed targets and the potential to reduce waste to landfill tonnage within the region.

However, as the TA waste reduction tonnage estimates do not necessarily reflect Council WMMP project preferences or work programmes, in order to more accurately estimate the region's potential to reduce waste to landfill, TA WMMP work programme implementation strategies would be required.

Such WMMP implementation strategies would need to be developed at the TA level, and take into account Long Term Plan and Annual Plan financial planning processes over the next 10 years.

Conclusion

15. In conclusion, the regional WMMP work programme, and the breakdown of the regional waste reduction targets at the TA level, provides a starting point for the implementation of the WMMP.
16. As detailed above, the immediate regional WMMP work programme comprises of the regional bylaw review, and the implementation of the National Waste Data Framework. Given the scope of this work, and the need for staff engagement, analysis, stakeholder consultation, and reporting, this work will be progressed across the eight territorial authorities over the next 18 months.
17. It is also apparent that in order to progress the implementation of the WMMP at the district level (beyond business as usual), territorial authorities will need to establish local WMMP implementation strategies and associated work programmes. Such work programmes would logically involve a process of WMMP TA project prioritisation, and factor in long term and annual planning processes over the next 6 years.
18. In order to allow time for progress to be made on regional aspects of WMMP implementation, and to allow each respective TA to strategise and plan for local level TA action plan implementation, it is recommended that the Joint Committee agree to meet on a 6 monthly basis.
19. However, should information or advice for the Joint Committee be made available prior to the next scheduled meeting, or if direction is more immediately required from the Joint Committee, then meetings can be scheduled on an as and when basis.

Attachments

Nil

Author	Emma Richardson, Regional WMMP Planner
Authoriser	Adrian Mitchell, Manager, Waste Operations David Chick, Chief City Planner

SUPPORTING INFORMATION

Engagement and Consultation

Not applicable at this time.

Treaty of Waitangi considerations

Not applicable at this time.

Financial implications

The financial implications of the (non-operational) regional actions detailed in this report will be primarily limited to officer time for investigations and implementation of the WMMP. Existing funding will be used to progress the implementation of the National Waste Data Framework.

Policy and legislative implications

Not applicable at this time.

Risks / legal

No risks, legal or otherwise, are triggered by the content of this report.

Climate Change impact and considerations

Regionally, waste management emissions (primarily the practice of landfilling and transport) has an impact on climate. Adopting the plan with a target to reduce waste by a third would likely significantly reduce sector specific emissions if/when the actions are implemented. The potential impact of options and decisions (positive or negative) on emissions can be explored as a part of the cost benefit analysis for any future proposal to be considered by each territorial authority.

Communications Plan

Not applicable at this time.

Health and Safety Impact considered

The Draft WMMP includes actions that will either directly or indirectly contribute to improved understanding and future management of safety hazards and risks associated with Waste Operations in the Wellington region.