
ORDINARY MEETING

OF

WELLINGTON REGION WASTE MANAGEMENT AND MINIMISATION PLAN JOINT COMMITTEE

AGENDA

Time: 9.30am
Date: Monday, 25 June 2018
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 23 April 2018 will be put to the Wellington Region Waste Management and Minimisation Plan Joint Committee for confirmation.

1.4 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.

1.5 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.

2. General Business

RURAL WASTE MANAGEMENT & MINIMISATION

Purpose

1. This report provides an overview of rural waste management issues within the Wellington Region. It also outlines the statutory context relevant to rural waste management, and discusses regulatory provisions applicable to the burning and burial of waste within the Wellington Region.
2. Relatedly, this report identifies opportunities for the Greater Wellington Regional Council to support the implementation of the Wellington Region Waste Management and Minimisation Plan (WMMP).

Summary

3. Territorial authorities have a legal obligation to promote effective and efficient waste management and minimisation in their district. In late 2017, the eight territorial authorities of the Wellington Region adopted the Wellington Region WMMP (otherwise referred to as 'the Plan'). The WMMP identifies a range of territorial authority methods for achieving efficient and effective waste minimisation.
4. On 23rd April 2018, the Joint Committee made a range of recommendations to territorial authorities concerning the implementation of the WMMP. The Joint Committee also requested that officers report back on the potential opportunities for the Greater Wellington Regional Council to support the implementation of the WMMP. This report responds to this Joint Committee request.
5. The Greater Wellington Regional Council regulates the burning and burial of rural waste through the regulatory provisions contained in their resource management planning documents. In accordance with the Resource Management Act 1991, these documents specify rules controlling the discharge of waste and emissions into the environment. They also specify the methods in which the regional council may use to give effect to their resource management planning provisions.
6. The Greater Wellington Regional Council has the ability to support the implementation of the WMMP in a manner that is consistent with the provisions and methods included within their relevant planning documents (discussed in more detail below). Opportunities to advance regional council-led rural waste management and minimisation initiatives in support of WMMP implementation include:
 - Commencing regional farm refuse dump GPS mapping
 - Provision of best practice rural waste management information to rural stakeholders & stakeholder engagement
 - Advocacy, promotion and expansion of rural product stewardship initiatives
 - Collaboration with other Regional Council's regarding rural waste minimisation initiatives.

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7. In summary, a range of opportunities exist for the Greater Wellington Regional Council to support the implementation of the WMMP through more effective rural waste management and minimisation. Although a reduction in rural waste will have a negligible impact on the achievement of the primary regional waste reduction target specified in the WMMP, the burning and burial of rural farm waste remains a significant environmental management issue that is of relevance to the Greater Wellington Regional Council.

Recommendation/s

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

1. Receive the information.
2. Consider and, if appropriate, agree to the Joint WMMP Committee letter to the Greater Wellington Regional Council (as attached in Appendix 1).

Background

8. The eight territorial authorities of the Wellington Region adopted the Wellington Region Waste Management and Minimisation Plan in late 2017. This primary regional waste reduction target included within the Plan is as follows:

'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'.
9. The Joint WMMP Committee has the responsibility to monitor and review the management and implementation of the WMMP.
10. On 23rd April 2018, the Joint WMMP Committee requested that officers prepare a draft recommendations letter to the Greater Wellington Regional Council, which identifies opportunities for the Council to assist with the implementation of the WMMP (recommendation #11).
11. A draft letter to the Greater Wellington Regional Council has subsequently been prepared of the Joint Committee's consideration (see Appendix 1).

Discussion

Rural Waste - A Regional Council Issue

12. Research undertaken by Waikato and Canterbury Regional Councils has found that, on average, a rural property in New Zealand generates and disposes of 26.7 tonnes of rural waste per year¹. Rural waste primarily includes scrap metal, treated timber and fence posts, plastic wrap and ties, animal welfare wastes (syringes and vials), crop netting, glass, batteries, construction and demolition wastes, and domestic refuse.
13. It is also evident from research that the majority of rural waste is either, buried, burned or bulk stored on site as a means of disposal. These methods are often described as

¹ Technical amendments were made to the rural waste tonnage estimates established within this report when preparing the Wellington Region Waste Assessment (2016). The updated calculations are referred to here.

3B practises. Examples of 3B practises are illustrated in the following photos (see below)



Photos above: Illustrative examples of 3B practises and farm waste dumps (Waikato Regional Council, 2014).

14. Within the Wellington Region, over 37,000 tonnes of rural farm waste is estimated to be disposed of via 3B practises every year.
15. Of the estimated 37,000 tonnes of rural waste disposed of on farms within the Wellington Region, over 60% (25,520 tonnes per annum) comprises of organic materials, which includes animal carcasses and crop residues². An additional 30% (11,381 tonnes per annum) is estimated to be non-natural rural waste (e.g. timber and fence posts, plastic wraps and ties, crop netting, batteries, construction and demolition wastes).
16. As the majority of rural waste is buried, burnt or bulk stored in situ, and disposed of outside of municipal (Class 1) landfills, the establishment of more effective and efficient rural waste management and minimisation practises will likely have a negligible impact on the achievement of the primary WMMP (regional) waste reduction target. Nevertheless, as there is scope to reduce the amount of waste produced, and given the potential adverse environmental consequence of rural waste burial and burning,

² See pages 56 and 57 of the Wellington Region Waste Assessment (2016) for further information.

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rural waste management and minimisation remains a significant waste issue within New Zealand.

17. Some of the recognised barriers to changing rural waste disposal practices and reducing the associated environmental impacts from rural waste burning and burial include: the legacy farmer behaviour in New Zealand; a lack of environmental risk awareness; a lack of practical waste management options, and cost. Evidence from the Waikato Region also suggests that rural property holders can be reluctant to pay disposal costs when perceived 'no cost' solutions can be created on their properties.

Rural Waste Management Statutory Context

18. In accordance with the Resource Management Act (RMA) 1991, Regional Councils have a statutory obligation to regulate the discharge of contaminants onto or into land, water and air. Consequently, the burning and burial of rural waste becomes a regional council issue.
19. The purpose of the RMA is to promote the sustainable management of natural and physical resources, which means:
- 'managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety while—
- sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and
 - safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and
 - avoiding, remedying, or mitigating any adverse effects of activities on the environment'.
20. In the Wellington Region the burning and burial of rural waste is primarily regulated through the Regional Air Quality Plan for the Wellington Region, the Regional Plan for Discharges to Land, and the Proposed Natural Resource Plan³. In accordance with these plans, the burial of farm waste is provided for as a permitted activity (without the need for resource consent), subject to compliance with a range of permitted activity performance standards.
21. The Proposed Natural Resource Plan introduces a range of new standards and requirements relating to the burial and burning of farm waste. These standards include (but are not limited to) the following:

- **Farm refuse dumps:**

Farm refuse dumps **must not** exceed 50m³ in area, and **must** be:

- located on properties over 20ha in area, or
- In silty or clay soils, or
- Where no kerbside community collection is available or the property is located more than 20km by road from any transfer station.

Farm refuse dumps **must not** be located within:

³ While the rules contained in the Proposed Natural Resource Plan remain subject to plan making process under the Resource Management, they nevertheless continue to have legal effect.

- An area prone to flooding or ponding, or
- 50m of a surface water body, coastal marine area, or gully, bore used for a potable water supply, or boundary of a property, or
- A community drinking water supply protection area.

22. Proposed Natural Resource Plan standards also limit the burial of hazardous substances, prohibit the burning of farm refuse dump waste content, and allow the Wellington Regional Council to require the GPS or mapped size and location of each refuse dump within the region.

- **Farm waste burning:**

The Proposed Natural Resource Plan introduces in a range of new standards related to farm waste burning to restrict the burning of the following:

- Any plastics
- Wood that is painted, oiled or stained
- Treated wood
- All rubber, including tyres
- Domestic waste
- Treated timber, including MDF and chipboard
- Paint
- Used oil

In summary, the Proposed Natural Resource Plan introduces a range of new regulatory controls applicable to the burial and burning of rural waste. These rules have legal effect in conjunction with the rules contained in the Regional Air Quality Plan for the Wellington Region and the Regional Plan for Discharges to Land.

- **Non-regulatory Methods:**

The Proposed Natural Resource Plan additionally states that the Wellington Regional Council will work with territorial authorities to reduce waste, by:

- Providing information to support compliance with permitted activity conditions for land uses such as farms refuse dumps; and
- Assisting the community to adopt sustainable practices and product-stewardship to reduce, reuse or recycle waste.

As discussed above, the Wellington Regional Council regulatory framework provides for the burial and burning of farm waste subject to a range of controls. This framework also recognises the importance of other non-regulatory Regional Council mechanisms as a means to minimise waste.

Opportunities for Rural Waste Management & Minimisation

23. Consistent with regulatory and non-regulatory provisions discussed above, the Greater Wellington Regional have the ability to advance a range of proactive rural waste management and minimisation initiatives that will support the implementation of the Wellington Region WMMP. Potentially, these initiatives could include the following:

- **Farm Refuse Dump GPS Mapping:** In accordance with rule R89(h) of the Proposed Natural Resource Plan, the regional council could map the location and size of known

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farm refuse dumps within the Wellington Region. This information could be used by the Council to help avoid, remedy and/or mitigate waste-related environmental risk in the future.

- **Provision of Rural Waste Management Information & Engagement:** The Proposed Natural Resource Plan introduces a range of new waste disposal-related permitted activity standards (i.e. burning and burial) applicable to farmers. Consequently, the provision of educational and promotional material will likely be necessary for the successful uptake of these rules. Engagement with rural stakeholders exists as an opportunity to raise rural waste minimisation awareness and create opportunities to share best practice.
 - **Regional Council Project Collaboration:** Through liaising and collaborating with other Regional Councils, the Greater Wellington Regional Council can take learnings from other rural waste minimisation initiatives underway in New Zealand.
 - **Promotion of rural product stewardship initiatives:** An Agrecovery Rural Recycling programme currently operates in the Wellington Region, with drop-off points being located at Martinborough, Masterton, and Ōtaki. This programme provides New Zealand's primary sector with responsible and sustainable systems for the recovery of 'on farm' plastics and the disposal of unwanted chemicals. It currently includes the following programmes:
 - (1) Containers for the recovery of agrichemical, animal health and dairy hygiene plastic containers;
 - (2) The recovery of used silage wrap and pit covers; and
 - (3) Chemicals for the disposal of unwanted and expired chemicals in agriculture.
24. The Regional Council has the ability to advocate for and promote existing programmes, and support the expansion of agricultural product stewardship across the Wellington Region. Potentially, this could be expanded to include the provision of appropriate on-farm waste-resource collection services and the delivery of rural waste recovery pop-up events for farmers.
25. In conclusion, the resource management planning provisions contained in the Regional Plan for Discharges to Land and the Proposed Natural Resource Plan, stipulate regulatory and non-regulatory methods relevant to managing and minimising the burning and burial of farm waste. In line with the relevant planning provisions, the Greater Wellington Regional Council has the opportunity to advance a range of proactive rural waste management and minimisation initiatives. A draft letter identifying a suite of associated opportunities for the regional council to support the implementation of the Wellington Region WMMP is appended to this report for the Joint Committee's consideration.

Attachments

Attachment 1. Joint WMMP Committee letter to the Greater Wellington Regional Council [↓](#) Page 14

Author	Emma Richardson, Regional WMMP Planner
Authoriser	David Chick, Chief City Planner

SUPPORTING INFORMATION

Engagement and Consultation

Not applicable.

Treaty of Waitangi considerations

The content of this report is not inconsistent with the principles of the Treaty of Waitangi.

Financial implications

There are no financial implications for Wellington City Council associated with the recommendations made within this report.

Policy and legislative implications

There are no direct policy or legislative implications associated with the recommendations made within this report.

Risks / legal

There are no risks, legal or otherwise, associated with the recommendations made within this report.

Climate Change impact and considerations

While greenhouse gas emissions data is extremely limited, rural waste disposed of into farm dumps has been estimated to comprise of 42% of total emissions from solid waste (NZ Productivity Commission, 2018, p.368). A reduction of rural waste disposed of into farm dumps will consequently support a reduction in greenhouse gas emissions.

Communications Plan

Not applicable.

Health and Safety Impact considered

There will be no adverse health and safety impacts as a result of the recommendations made within this report.

Appendix 1: Draft Joint WMMP Committee Letter to the Greater Wellington Regional Council

Greater Wellington Regional Council
PO Box 11646
Wellington 6142

25th June 2018

To the Councillors of the Greater Wellington Regional Council,

Thank you for your recent support as part of the development of the new Wellington Region Waste Minimisation and Management Plan (WMMP) (2017-2023). As established in the WMMP, the eight territorial authorities of the Wellington Region have agreed to the high-level vision of being "Waste free together".

The Joint WMMP Committee is responsible for monitoring the management and implementation of the Wellington Region WMMP. The Joint WMMP Committee is subsequently reporting back to local authorities on opportunities for supporting the implementation of the Wellington Region WMMP.

Rural Waste - A Regional Council Issue

Rural waste management and minimisation exists as a regional issue significant to the eight territorial authorities of the Wellington Region.

As you will be aware, in accordance with the Resource Management Act (RMA) 1991, the Regional Council has an obligation to regulate the discharge of contaminants onto or into land, water and air. Consequently, the burning and burial of rural waste primarily becomes a regional council issue.

In the Wellington Region, the burning and burial of rural waste is primarily regulated through the Regional Air Quality Plan for the Wellington Region, the Regional Plan for Discharges to Land, and the Proposed Natural Resource Plan¹. In accordance with these plans, the burial of farm waste is provided for as a permitted activity (without the need for resource consent), subject to compliance with a range of permitted activity performance standards.

In summary, the Proposed Natural Resource Plan introduces a range of new regulatory controls applicable to the burial and burning of rural waste. These rules have legal effect in conjunction with the rules contained in the Regional Air Quality Plan for the Wellington Region and the Regional Plan for Discharges to Land.

The Proposed Natural Resource Plan also states that the Wellington Regional Council will work with territorial authorities to reduce waste, by:

- Providing information to support compliance with permitted activity conditions for land uses such as farms refuse dumps; and
- Assisting the community to adopt sustainable practices and product-stewardship to reduce, reuse or recycle waste.

¹ While the rules contained in the Proposed Natural Resource Plan remain subject to plan making process under the Resource Management Act, they nevertheless continue to have legal effect.

Joint WMMP Committee Recommendations to GWRG

Consistent with regulatory and non-regulatory plan provisions outlined above, the Joint WMMP Committee would like to encourage the Greater Wellington Regional to actively promote environmentally sound rural waste management practices and recommend that a suite of regional council rural minimisation initiatives be advanced in support of the implementation of the Wellington Region WMMP.

Consistent with the provisions of the Regional Council's statutory resource management plans, the Joint Committee recommends that the Greater Wellington Regional Council progress the following:

- **Farm Refuse Dump GPS Mapping:** In accordance with rule R89(h) of the Proposed Natural Resource Plan, the Council has the ability to map the location and size of known farm refuse dumps within the Wellington Region. This information could support the minimisation of waste-related environmental risk in the future.
- **Provision of Rural Waste Management Information & Stakeholder Engagement:** The Proposed Natural Resource Plan introduces a range of new waste disposal-related permitted activity standards (i.e. burning and burial) applicable to farmers. Consequently, the provision of educational and promotional material to farmers will likely be necessary for the successful uptake of these rules. Similarly, engagement with rural stakeholders exists as an opportunity to raise rural waste minimisation awareness and to create opportunities to share best practice.
- **Promote rural product stewardship initiatives:** Several agricultural product stewardship schemes are already in place in New Zealand. The Regional Council should advocate for and promote existing schemes, potentially supporting the expansion of agricultural product stewardship across the Wellington Region. Potentially, this could include the provision of appropriate on-farm waste-resource collection services and the delivery of rural waste recovery pop-up events for farmers.
- **Collaborate with other Regional Councils:** Through liaising and collaborating with other Regional Councils on the subject of rural waste minimisation, the Greater Wellington Regional Council will have the opportunity to take learnings from other rural waste minimisation initiatives already underway in New Zealand.

As signalled above, the Joint WMMP Committee recognises that rural waste management and minimisation is an issue requiring attention within the Wellington Region. This matter was discussed by the Joint Committee at a public meeting, held on the 25th June 2018 at Wellington City Council. A full copy of the Joint Committee agenda for this meeting is attached for your information.

Yours faithfully,



Councillor Iona Pannett
Chair of the Joint WMMP Committee
Wellington City Council



Councillor Lisa Bridson
Deputy-Chair of the Joint WMMP Committee
Hutt City Council

[On behalf of the Joint Waste Management and Minimisation Plan Committee].