

Hearing Panel Recommendations on the Draft Auckland Waste Management and Minimisation Plan 2018

Te take mō te pūrongo / Purpose of the report

1. To adopt the draft Auckland Waste Management and Minimisation Plan: Working Together for Zero Waste, as recommended by the Hearing Panel.

Whakarāpopototanga matua / Executive summary

2. Auckland Council must adopt a new waste management and minimisation plan by 30 June 2018. The draft Auckland Waste Management and Minimisation Plan 2018 was publicly notified on 28 February 2018. The council received 6,759 submissions, and a Hearing Panel was convened to consider written and oral submissions.
3. This report provides the findings of the Hearing Panel, including recommendations for revisions arising from submissions (see Attachment B). The revisions do not significantly change the strategic direction of the draft plan but provide clarification.
4. The Hearing Panel has identified:
 - i. revisions to help to clarify the respective roles of the council and the private sector in the provision of waste services
 - ii. a need for the council to offer further flexibility and to support communities as they make the transition to the new food scraps collection, as well as subsequent changes to the frequency of kerbside refuse collections. Specifically, this means:
 - a. a clearer commitment to maintaining the weekly kerbside refuse collection until the food scraps collection is well embedded
 - b. acknowledging that if the food scraps collection takes longer than planned to embed, it may impact budgets, resulting in an increase in the tag price for the pay-as-you-throw refuse collection.
 - iii. that litter, illegal dumping and marine waste should be elevated to a ninth priority action within the plan, in recognition of significant public and local board concern
 - iv. that demand for community recycling centres in addition to the 12 sites proposed will be addressed through a review of priorities, budget (including alternate funding sources) and the role of the council and other parties in the delivery of the centres.
5. Some submitters raised questions around the alignment of the draft plan with the cost-effectiveness review being undertaken under section 17A of the Local Government Act. The findings of the S17A review align with the draft plan's strategic direction and a number of the key actions recommended in the S17A review have been included in the draft waste plan. The review will continue to inform implementation of the plan.
6. Finally, the Hearing Panel recommends that the revised plan be adopted by the Environment and Community Committee.

Ngā tūtohunga / Recommendations

That the Environment and Community Committee

- a) approve the revisions recommended by the Hearing Panel to the draft Auckland Waste Management and Minimisation Plan 2018: Working Together for Zero Waste, as outlined in their deliberations report (Attachment B)
- b) adopt the revised Auckland Waste Management and Minimisation Plan: Working together for Zero Waste (Attachment C), as recommended by the Hearing Panel

- c) authorise the Chairperson of the Hearing Panel, in consultation with the General Manager Waste Solutions, to make relevant amendments to the Waste Management and Minimisation Plan: Working Together for Zero Waste.

Horopaki / Context

7. The Auckland Waste Management and Minimisation Plan 2012 must be reviewed and updated by 30 June 2018 under the Waste Minimisation Act 2008.
8. The draft Auckland Waste Management and Minimisation Plan: Working Together for Zero Waste 2018, sets out a range of proposed actions and initiatives that will be implemented over the next six years (the life of the plan) along with a proposed vision and targets.
9. The draft plan was developed in collaboration with mana whenua and mataawaka to ensure it reflects Te Ao Māori and priorities for Māori. Input was also sought from local boards and key stakeholders including the waste and recycling industry, the community sector, the business sector and youth.
10. The draft plan proposes to continue implementation of changes to household waste and recycling services as outlined in the Auckland Waste Management and Minimisation Plan 2012. It also proposes to expand the focus beyond the 20 per cent of waste that council currently manages to include the 80 per cent of waste that is commercially generated and managed.
11. On 5 December 2017, the council's Environment and Community Committee resolved to adopt the draft Auckland Waste Management and Minimisation Plan: Working Together for Zero Waste 2018 for consultation through a special consultative procedure (resolution ENV/2017/185).
12. This regional plan included a specific waste management and minimisation plan for the Hauraki Gulf Islands – Getting to Zero Waste: Tīkapa Moana Hauraki Gulf Islands Waste Plan 2018 (see Attachment C).
13. Consultation opened on 28 February 2018 and closed on 28 March 2018 and was undertaken in parallel with the Long-term Plan 2018-2028 process.
14. At the close of the submission period, 6,759 submissions had been received, both online and in hard copy form. Of these 4,605 were pro forma online submissions from the Auckland Ratepayers' Alliance, 239 were pro forma online submissions from other organisations, and the remaining 1,914 submissions were from individuals, businesses and community organisations.
15. The consultation feedback form provided by the council was used for 1,834 submissions. Ninety-six informal submissions from school children were provided as drawings and four videos were received from rangatahi from a kura kaupapa Māori.
16. The Hearing Panel heard around 50 oral submissions and informal feedback from 12 local boards over five days from 30 April 2018 to 7 May 2018.

Feedback on key directions of the plan

17. Analysis of the responses to the consultation feedback form revealed a number of key themes, as detailed below.
 - i. When council makes decisions about waste the most important outcomes for submitters are:
 - reducing waste to landfill and carbon emissions (26 per cent)
 - reducing environmental and marine pollution (26 per cent)
 - delivering value for money for ratepayers and Aucklanders (14 per cent)
 - tidy public places (13 per cent).

- ii. Strong support for council to expand its efforts to address business and commercial waste (84 per cent of submitters agreed or strongly agreed)
 - iii. Strong support for council to address commercial construction and demolition waste, plastic and organic waste (87 per cent of submitters agreed or strongly agreed)
 - iv. Strong support for council to continue establishing community recycling centres (86 per cent of submitters agreed or strongly agreed)
 - v. Strong support for council to advocate to central government to introduce product stewardship schemes, including a container deposit scheme (84 per cent of submitters agreed or strongly agreed)
 - vi. Support for the approach of the Tīkapa-Moana Hauraki Gulf Islands Draft Waste Plan (51 per cent of submitters agreed or strongly agreed, 28 per cent of submitters didn't know).
18. Because the Auckland Ratepayers' Alliance pro forma submissions did not specifically comment on the questions relating to key directions included in the draft plan, they were not included in the analysis of percentages of those who did or did not support each key direction shown above.

Other issues raised

19. Other issues commonly raised by submitters under the 'Any other comments' section of the feedback form were:
- general support for increasing the waste levy
 - qualified support for a domestic food scraps collection with some comments over the inability to opt out, the proposed funding mechanism and the centralised processing model
 - the need for more education and communication around waste minimisation.
20. The Auckland Ratepayers' Alliance pro forma submissions addressed only two issues; opposing an increase in the waste levy and 'a reduction in collection services at an increased cost', presumably relating to the proposed move to fortnightly refuse collections.
21. The pro forma submissions also gave their support to the Auckland Ratepayers' Alliance detailed submission. This opposed much of the draft plan, including the introduction of a food scraps collection, and argued that the draft plan does not pay sufficient regard to the recommendations of the Domestic Waste: Value for Money S17A report.
22. Public deliberations on the draft plan submissions were held on 11 May 2018. The Hearing Panel worked through the issues raised by submitters and agreed a response to these, as shown in the deliberations report in Attachment B.
23. As part of the Long-term Plan consultation, 2,044 formal submissions commented on waste. Key topics discussed were waste collection services (refuse, recycling and inorganics), the food scraps collection, littering, illegal dumping and enforcement.
24. This feedback was analysed and has been provided to elected members for their consideration through the Long-term Plan decision making process. Feedback gathered through the Long-term Plan process on initiatives included in the draft Waste Management and Minimisation Plan, such as the food scraps collection, has also informed the deliberations of the Hearing Panel.

Tātaritanga me ngā tohutohu / Analysis and advice

25. The recommendations of the Hearing Panel follow in Table 1. They address the eight priority actions outlined in the draft plan and other key issues brought up during consultation as per the deliberations meeting report (see Attachment B).

Table 1. Recommendations of the Hearing Panel for changes to the draft plan

Topic	Panel direction	Reference to plan
Vision	<ul style="list-style-type: none"> No change 	n/a
Targets	<ul style="list-style-type: none"> No change 	n/a
Goals	<ul style="list-style-type: none"> Clarify the role of the council and the private sector in 'developing infrastructure and processes to enable resource recovery' (objective 4). 	Sections 8.2.2, 8.5, 8.6 and 9.3.3
Priority Action 1: Advocate for an increased waste levy	<ul style="list-style-type: none"> Amend action to ensure that the views of submitters (in particular OJI Fibre Solutions and the Scrap Metal Recycling Association of NZ) are taken into account when advocating to central government for an increased waste levy. 	Section 9.3.1
Priority Action 2: Advocate for product stewardship	<ul style="list-style-type: none"> Include wording that Auckland Council seeks to be included in designing a container deposit scheme to ensure it reflects community needs. 	Section 9.3.2
Priority Action 3: Address three priority commercial waste streams (construction and demolition, organic and plastic waste)	<ul style="list-style-type: none"> Emphasise council's role as a facilitator and partner in addressing commercial waste. Correct the reference to plasterboard processing to show Green Gorilla's involvement. Make reference to food rescue initiatives. Where appropriate, change 'food waste' to reflect wasted food as a resource, taking into account food safety standards. 	Section 9.3.3 Section 9.3.3 (box) Section 9.3.3 Section 9.3.3
Priority Action 4: Continue establishing the resource recovery network	<ul style="list-style-type: none"> Note that demand for community recycling centres in addition to the 12 sites proposed will be addressed through a review of priorities, budget (including alternate funding sources) and the role of the council and other parties in the delivery of community recycling centres. Note that the budget and role of the council will be considered through the ten-year budget and section 17A review. 	Section 9.3.4 and Action 90
Priority Action 5: Continue transitioning to consistent kerbside waste and recycling services <u>Kerbside refuse</u>	<ul style="list-style-type: none"> Modify to say that the council will continue to provide weekly kerbside refuse collections until the kerbside food scraps collection is well embedded, after which refuse collections will be reviewed before moving to fortnightly collections. 	Sections 8.6 and 9.3.6 and Action 5

Topic	Panel direction	Reference to plan
<p><u>Kerbside recycling</u></p> <p><u>Inorganic collection</u></p> <p><u>Multi-unit dwellings</u></p>	<ul style="list-style-type: none"> The panel note that this will require an adjustment to the current budget and this could be reflected in increased pay as you throw refuse charges and operational budgets in the Long-term Budget. Amend the action on procurement processes to include a reference to council purchases alongside the physical works projects. Add a new action for the council to work with central government and other local authorities across Australasia to explore how the remanufacturing infrastructure should be supported to develop new markets for recyclable materials (particularly from kerbside recycling collections). No change No change 	<p>Action 50</p> <p>Action 89</p> <p>n/a</p> <p>n/a</p>
<p>Priority Action 6: Deliver the domestic collection of food scraps</p>	<ul style="list-style-type: none"> Include 'support redistribution of food through food rescue initiatives' as a fourth approach to food waste, while recognising the council's continuing commitment to food safety standards. Include comment on the importance of valuing the nutrients of food scraps and minimising transportation emissions in the procurement process used for the processing plant. 	<p>Section 9.3.7 and Action 79</p> <p>Section 9.3.7 (box)</p>
<p>Priority Action 7: Address waste diversion from council operations</p>	<ul style="list-style-type: none"> Note the important role elected members can play in reducing council waste and the power of council procurement practices to influence this. 	<p>Section 9.3.8 and Action 50</p>
<p>Priority Action 8: Partner with others to achieve a Zero Waste Auckland</p>	<ul style="list-style-type: none"> Include an additional action for the council to work collaboratively with Business Improvement Districts and local boards to reduce business waste. 	<p>Action 86</p>
<p>Tikapa-Moana Hauraki Gulf Islands Draft Waste Plan</p> <p><u>Waiheke</u></p>	<ul style="list-style-type: none"> Change reference to 'Community Recycling Centre' to 'Community Resource Recovery Park.' Update timeframes for contract renewal for the transfer station from 2019 to 2020. 	<p>In Tikapa-Moana Hauraki Gulf Islands Waste Plan</p>

Topic	Panel direction	Reference to plan
<u>Great Barrier</u>	<ul style="list-style-type: none"> • Include comment on the need to trial a system for source-separated recycling. 	
<p>Other issues raised during consultation</p> <p><u>Litter, illegal dumping and marine waste</u></p>	<ul style="list-style-type: none"> • Add a ninth priority action to address litter, illegal dumping and marine waste. • Add a new action to work across council to coordinate issues related to waste in the marine environment. • Add a new action to work with local boards to develop local solutions for litter and illegal dumping and seek local board funding to support this. • Increase Waste Solutions' budget by \$200,000 per annum for litter and illegal dumping initiatives to support localised solutions in 'hot spot' areas. 	<p>Section 9.3.5 and 9.4 and Actions 26-34</p> <p>Included in draft Long-term Plan 2018-2028</p>
<p><u>Hazardous, medical and sanitary waste</u></p> <p><u>Cleanfills and managed fills</u></p> <p><u>Section 17A review</u></p>	<ul style="list-style-type: none"> • Amend actions on medical and dental wastes, and nappies and sanitary products to emphasise that the council will work with industry. • Amend actions to address the classification and disposal of medical waste and sanitary waste in the Solid Waste Bylaw review. • Include reference to batteries, in particular lithium batteries, and amend actions to include the need to develop an action plan within six months of adoption of the draft Waste Management and Minimisation Plan that addresses batteries and other specific household hazardous items. • Include an action to advocate for a waste tracking system for all commercial hazardous waste. • No change • Include wording to clarify the council's responsibilities under the Waste Minimisation Act 2008 and the Local Government Act 2002, in particular section 17A, and how they relate to each other. 	<p>Actions 84 and 85</p> <p>Action 103</p> <p>Action 37</p> <p>Action 102</p> <p>n/a</p> <p>Section 4.2</p>

Ngā whakaaweawe ā-rohe me ngā tirohanga a te poari ā-rohe /

Local impacts and local board views

26. Local boards were asked to provide feedback on the proposed direction of the draft plan through workshops and reports to business meetings from September 2017 to November 2017. All 21 local boards provided formal feedback on the plan through resolutions at business meetings in May 2018 (see full resolutions in Attachment D).
27. During consultation Upper Harbour Local Board gave informal written feedback on the draft plan, providing their notice of motion to support development of a community recycling centre in Albany.
28. A total of 12 local boards also provided informal, oral feedback to the Hearings Panel. These were: Albert-Eden, Aotea Great Barrier, Franklin, Hibiscus and Bays, Māngere-Ōtāhuhu, Manurewa, Ōrākei, Papakura, Puketāpapa, Rodney, Waiheke, and Waitemātā Local Boards.

Key themes arising from feedback

29. In general, local boards supported the key directions included in the draft plan, particularly the priority actions to raise the waste levy, address commercial waste, and establish community recycling centres.
30. A number of boards supported the establishment of community recycling centres in their area, with Māngere-Ōtāhuhu, Manurewa, Ōtara-Papatoetoe and Papakura stating the establishment of a southern community recycling centre should be a priority.
31. Some concerns were raised around the kerbside food scraps collection. Some local boards raised specific details, such as wanting residents to have the ability to opt-out or for it to be a user pays system. Some boards also supported investigating expansion to rural townships, potentially as an opt-in/user-pays service, and advocated for decentralised processing.
32. Some boards noted concerns regarding the plan to reduce refuse collections to a fortnightly frequency, and asked to have weekly refuse collections continued.
33. Several local boards noted their interest in working with Business Improvement Districts to address business waste in their areas. Franklin would like to see support for farmers to develop their own waste reduction initiatives.
34. Litter and illegal dumping were concerns for some local boards, particularly those in the south and for rural boards such as Franklin and Rodney. There were requests for council to provide more enforcement and education to address these issues.
35. A number of the southern boards also raised concerns that their communities were finding it challenging to adjust to new waste services. They requested that supporting communities to adjust to future service changes, particularly to pay-as-you throw refuse, be made a priority.
36. Some boards noted concerns regarding the current inorganics service and asked that this either be changed or that the council revert to the old service.
37. Rodney supports introduction of a pay-as-you throw refuse collection service, as this would offer residents choice.
38. Waiheke would like to develop and implement a visitor waste strategy.
39. Finally, some southern boards noted their concerns regarding the consultation process, that it was rushed and that combining consultation on several plans had been confusing to the community.

Tauākī whakaaweawe Māori / Māori impact statement

40. An overview of Te Ao Māori is included in the draft plan along with Māori priorities which were identified by mana whenua and mataawaka through the initial engagement process. Specific actions outlining how council will work with Māori are also included in the draft plan.

41. Targeted engagement with Māori was undertaken over the consultation period to encourage feedback on the draft plan. The Para Kore ki Tāmaki team promoted the consultation process with Para Kore marae and Māori organisations. Two hui were held as part of the Have Your Say events for the Long-term Plan.
42. As a result of this targeted approach 214 submissions were received from Māori, representing 10 per cent of total submissions (when Auckland Ratepayers' Alliance pro forma submissions are excluded). The majority of these submissions were from Māori residents. Four video submissions were received from rangatahi at Te Kura Kaupapa Māori o Hoani Waititi Marae in te reo; these rangatahi also made an oral submission in te reo.
43. In general, submissions received from Māori were strongly in support of the draft plan and raised similar issues to those described above from all submitters.

Ngā ritenga ā-pūtea / Financial implications

44. The changes to the council's waste service delivery described through the Waste Management and Minimisation Plan will have significant financial implications. These have been captured in the draft Long-term Plan 2018-2028.
45. Specific consultation has been carried out on the targeted rate for food scraps collection and the introduction of pay-as-you throw refuse in the legacy Manukau and Auckland City areas. Some of the changes to these services proposed by the Hearing Panel will have financial implications which are being considered through the Long-term Plan decision making process.
46. As noted above, the Hearing Panel also made a specific decision to increase Waste Solutions' budget by \$200,000 per annum for litter and illegal dumping initiatives to support localised solutions in 'hot spot' areas. This has been included in draft Long-term Plan 2018-2028 budgets.

Ngā raru tūpono / Risks

47. The key risks involved in the revisions recommended to the draft Waste Management and Minimisation Plan have been considered by the Hearing Panel.
48. A risk arising from the key directions in the plan, is that the advocacy to raise the waste levy is dependent on central government support. This will also be essential to ensure the success of the council's plan to work with the commercial sector to reduce waste.

Ngā koringa ā-muri / Next steps

49. Once the final version is adopted, the Waste Management and Minimisation Plan: Working Together for Zero Waste 2018 will form the basis for the council's work planning for the next six years.

Ngā tāpirihanga / Attachments

	Title	
	Deliberations meeting of the hearing panel on the draft Auckland Waste Management and Minimisation Plan 2018: Working Together for Zero Waste	
	Revised Auckland Waste Management and Minimisation Plan 2018: Working Together for Zero Waste	
	Local board resolutions on the Auckland Waste Management and Minimisation Plan 2018 from business meetings 1 to 10 May 2018	

Ngā kaihaina / Signatories

Author	Cr Penny Hulse, Chair of the Hearing Panel
--------	--