



Ministry for the Environment  
Environment House  
23 Kate Sheppard Place  
Thorndon  
Wellington  
New Zealand

3 February 2020

Tēnā koutou katoa,

Please find attached Auckland Council's submission in response to the Ministry for the Environments *Reducing Waste: a more effective landfill levy* consultation document.

Auckland Council represents, supports, and provides services for over 1.5 million New Zealanders – approximately one third of the nation's population. The implications of poor waste disposal for our communities and environment are unacceptable. As Chair of Auckland Council's Environment and Climate Change Committee I welcome the opportunity to provide feedback on this important issue.

The waste levy is an internationally proven financial disincentive against disposal to landfill and Auckland Council has a long history of advocating for changes to the Aotearoa New Zealand waste levy. We support a significant progressive increase to the current waste levy and support the expansion of the waste levy to apply equally across all classifications of landfill. This position is outlined in our Waste Management and Minimisation Plan 2018 and is supported by the attached submission.

It is important that New Zealand continues to proactively address and respond to our waste disposal issues and we commend the Ministry for the Environment for their ambitious and wide-reaching waste programme.

Auckland Council would like to speak to this submission at Select Committee, if the opportunity becomes available.

If you have any questions regarding this submission please do not hesitate to contact Parul Sood, General Manager Waste Solutions on [parul.sood@aucklandcouncil.govt.nz](mailto:parul.sood@aucklandcouncil.govt.nz) or 021 832 427.

Yours sincerely,

A handwritten signature in blue ink, appearing to read "Richard Hills".

Councillor Richard Hills  
**Chair, Environment and Climate Change Committee**  
Auckland Council



Written submission for the New Zealand Parliament on the **increase and expansion of the waste levy (“landfill levy”) to reduce waste flowing to landfill**

**3 February 2020**

Prepared by:  
**Waste Solutions department**  
**Auckland Council**

## MIHI MIHI

I te timātatanga ko Te Kore  
i takea mai ai ko te ao tūroa  
e nohoa nei e tātou.  
**I hua mai i reira**  
ko Ranginui e tū iho nei,  
ko Papatūānuku e takoto ake nei.  
**Ko te korowai ahurei o te rangi**  
me te takapau horanui o te whenua  
e tāwharau nei i a tāua  
i te tangata i te wā o te ora.  
**Engari, ko tō rāua oranga tonu anō hoki kei**  
rōto i ngā ringaringa  
**O tēnā me tēnā o tātou.**  
**Kāhore he mea i hua ake**  
i a Papatūānuku  
e kore e kōpakina  
ki tōna uma i te otinga.  
**He ao para kore tēnei**  
i tōna orokohanga mai.  
**Nā tāua, nā te tangata ia i huri**  
hei tukunga parahanga.  
**Me hoki anō ia i a tātou**  
hei ao para kore i te mutunga.  
**E te iwi toko ake rā tātou.**  
**Whītikihia ko te maro Ope Taua**  
O Papatūānuku,  
ko Kaupapa-Rua te tikanga,  
kimihia he mahi hōu te whai,  
ko hangarua te whakamataara,  
ko para kore te taumata whakaaro nui.  
**Tūturu whakamaua kia tina!**  
**Mā wai rā a Papatūānuku e tiaki**  
mei kore māku,  
**mei kore māu?**

In the beginning there was The Void  
and from it, came the world  
that we now inhabit.  
From there came  
Ranginui, Father Sky who dwells above and  
Papatūānuku, Mother Earth here below.  
The fine cloak of Heaven  
and the outstretched rug of Earth  
who have sheltered you and I –  
humankind through this life.  
Their own survival however,  
rests in the hands  
of each and every one of us.  
There is nothing borne  
of the natural world  
that doesn't, in the end  
return to the bosom of Papatūānuku.  
This was a world of zero waste  
in the beginning.  
We, humankind alone turned it  
into a dumping ground.  
We must make her  
waste-free once more.  
So, take a stand as a people.  
Let us gird ourselves as Warriors  
of the Earth, and assent to  
Re-purpose being the plan,  
Re-use being the driver,  
Recycle being the catch-cry  
and zero waste – the bold goal.  
Let us set ourselves to the task, till it is done!  
Who else will care for Mother Earth  
if it isn't me,  
and it isn't you?

Auckland Waste Management and  
Minimisation Plan 2018

## **Executive Summary**

1. Auckland Council supports a significant progressive increase to the current waste levy and the expansion of the waste levy to apply equally across all classifications of landfill. Auckland Council has long advocated for an increase to waste levy rates. This position is outlined in our Waste Management and Minimisation Plan 2018, which indicates a best practice waste levy rate of \$140 per tonne.
2. Despite three-yearly statutory reviews on the effectiveness of the levy, there have been no changes to the levy rate of \$10 per tonne since implementation in 2008.
3. This is contrary to achieving the purpose of the levy under the Waste Minimisation Act, to encourage diversion of waste from landfill. The increase and expansion of the waste levy should play a critical role in our transition to a circular economy and meeting the resource recovery challenges currently faced by Aotearoa New Zealand.
4. Auckland Council supports the expansion of the waste levy to apply to more classifications of landfill. The current application to municipal landfills alone misses the opportunity to incentivise major waste producers to reduce their waste. In principle, Auckland Council also supports faster implementation of increases to the waste levy.
5. Of the options presented in the consultation document, Option B is the most aligned with Auckland Council's position. However, the council's preferred option is for a considerably higher waste levy introduced progressively, and applied across all landfill types equally, which is not presented as an option in the Ministry for the Environment's consultation.
6. The following submission further outlines the council's position on this.

## Auckland Council Position Statement

*The following section addresses in part the consultation questions:*

1. *Do you agree the current situation of increasing amounts of waste going to landfill needs to change?*
3. *Do you think the landfill levy needs to be progressively increased to higher rates in the future (beyond 2023)?*

7. Auckland has an aspirational goal of achieving zero waste to landfill by 2040, and recognises that continued (and increasing) disposal to landfill is incompatible with this goal. Both Auckland Council and the New Zealand Government have ambitious and wide-reaching waste plans and programmes in place that will move the region, and the country, towards a circular economy where resources are recovered and reused, rather than disposed of to landfill.
8. Aotearoa New Zealand is behind other jurisdictions on our waste levy rates. Strengthening these will bring us in line with international best practice and signal that we are taking seriously our responsibility to protect Papatūānuku and our environment. New Zealanders consistently express their concern for waste issues in Aotearoa New Zealand. In September 2018 New Zealanders ranked waste reduction as the second most important challenge facing the country over the next 20 years<sup>1</sup>. This shows the broad public support for taking all opportunities to address waste minimisation and reduction.
9. The Ministry for the Environment's waste work programme has enabled progress towards waste minimisation and the fostering of a circular economy. Auckland Council continues to congratulate and support this work. For the waste levy to be fully effective, this work programme must continue – providing diversion opportunities such as product stewardship schemes and container return schemes – alongside the levy.
10. The waste levy is an internationally proven financial disincentive against disposal to landfill. The intention of the waste levy under the Waste Minimisation Act 2008 is to raise revenue for promoting and achieving waste minimisation. By increasing the cost of waste disposal, the impact on the environment, society and the economy is recognised.
11. At the time of implementation, the waste levy was set at \$10 per tonne with the understanding that this would progressively increase over time. Auckland Council has always agreed that the waste levy must be increased and expanded in order to best achieve waste diversion outcomes.
12. Despite three-yearly statutory reviews on the effectiveness of the levy, there have been no changes to the levy rate since implementation. This delay is contrary to achieving the purpose of the levy under the Act. The delay also means that waste producers have had a long time to prepare for any changes enacted through this review. Future statutory reviews should lead to continued progressive increases in the waste levy.

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<sup>1</sup> <https://www.mfe.govt.nz/more/science-and-data/understanding-new-zealanders%E2%80%99-attitudes-environment>

13. It is for these reasons that Auckland Council supports a significant progressive increase to the current waste levy and the expansion of the waste levy to apply equally across all classifications of landfill. This position is outlined in our Waste Management and Minimisation Plan 2018, which indicates a best practice waste levy rate of \$140 per tonne.
14. The following submission further outlines our position on the above points in response to the consultation document.
15. If the opportunity arises, Auckland Council would like to talk to this submission as part of this consultation process.

## Auckland Waste Management and Minimisation Plan 2018

16. Auckland Council has long advocated for an increase to waste levy rates as applied under the Waste Minimisation Act 2008, and has identified this as a priority in successive Waste Management and Minimisation Plans.
17. Consultation with local boards on the Auckland Waste Management and Minimisation Plan 2018 showed strong support across the region for an increase on the waste levy, with 16 of the 21 local boards supporting Waste Solutions to continue to advocate strongly to central government for this.
18. Of those who did not support advocacy on the waste levy, the key concern was how an increase in price may impact lower-income families and their choices around options for disposal. We have expanded on these equity concerns and potential solutions further in this submission.
19. The majority of public submissions on the waste plan that commented on the waste levy were in support of continued advocacy for a higher levy.
20. As a result of public and governance feedback, advocacy on the waste levy is mandated under our Waste Management and Minimisation Plan 2018 and is one of nine priority actions for which we are seeking results by 2024.
21. This strong local support for change was also evident during development of this submission. Thirteen of Auckland Council's local boards provided formal feedback on this Auckland Council submission and the government's consultation document. These were Aotea/Great Barrier Island, Franklin, Henderson-Massey, Howick, Mangere-Ōtāhuhu, Ōrākei, Ōtara-Papatoetoe, Papakura, Puketāpapa, Rodney, Waiheke, Waitematā and Whau Local Boards. Full copies of all submissions received are attached to this document.
22. The feedback received demonstrates a strong desire by local communities throughout Auckland to see a reduction in the waste sent to landfill.
23. An increase to the waste levy is one important tool towards minimising waste generation through incentivising diversion and resource recovery over disposal to landfill. The waste levy will complement, and provide revenue for, infrastructure and programmes enabling diversion and resource recovery.

## Expanding the coverage of the landfill (waste) levy

*The following section addresses in part the consultation questions:*

4. *Do you support expanding the landfill levy to more landfills, including:*
  - i. *waste disposed of at industrial monofills (class 1)*
  - ii. *non-hazardous construction, demolition waste (class 2)*
  - iii. *contaminated soils and inert materials (class 3 and 4)*
5. *Do you think that some activities, sites or types of waste should be excluded from the landfill levy, including:*
  - i. *cleanfills (class 5)*
  - ii. *farm dumps*
  - iii. *any others (e.g., any exceptional circumstances?)*

24. Auckland Council supports the expansion of the waste levy to apply to more classifications of landfill. Levying municipal landfills alone misses the opportunity to incentivise major waste producers, such as the construction and demolition sector, to consider innovative whole-of-life approaches to their work and materials.
25. It should be noted that the *Technical Guidelines for Disposal to Land*, on which the categories of landfill in the consultation document are based, have not yet been formally adopted. We recommend that these guidelines are formally adopted by the Ministry for the Environment prior to the expansion of the levy. This will allow for consistency in application across the country, which will have beneficial implications in terms of the data proposals discussed later in this submission.
26. Auckland Council supports the *Technical Guidelines for Disposal to Land* becoming a regulatory document for district planning purposes. Having a nationally-consistent approach to definitions of fill sites will mitigate the potential for inconsistency across the country.
27. Auckland Council supports the expansion of the levy to the four additional landfill types outlined in the consultation document (industrial monofill, construction and demolition fill, managed fill and controlled fill). However, full thought will need to be given to how regulation, consenting and compliance can be formulated in such a way that the levy can be applied.
28. The consultation document identifies the Puketutu Island facility operated by Watercare as an industrial monofill. Auckland Council's position is that while this site is listed as a monofill, this facility is utilised for the reuse of materials for the beneficial purpose of rehabilitating a former quarry. In this case, Puketutu Island does not meet the definition of a waste disposal facility.
29. Although the facility accepts only one type of material (biosolids), this material is subject to a secondary treatment process to promote structural stability for use in restoration. The existence of the Puketutu Island Restoration Project ensures that a significant volume of biosolids are being diverted away from the region's landfills. In recognition of the minimal environmental impacts of the facility, and the restoration and recovery focus of the project, we believe that Puketutu Island does not meet the definition of a waste disposal facility.
30. In order to encourage the diversion of biosolids from landfill for consented uses such as restoration, these uses should be exempt from the waste levy.

### *Cleanfill*

31. The *Technical Guidelines for Disposal to Land* define cleanfill as 'non-contaminated soils, rocks, gravel, sand, clay and other natural materials'. The definition also allows for up to five per cent incidental inert materials as well as no more than two per cent biodegradable material, but generally true cleanfill material can be considered soil. The definition of cleanfill in the Auckland Unitary Plan Operative in Part as well as the Waste Management and Minimisation Bylaw 2019 have been aligned with this definition to more clearly distinguish between earthworks and waste disposal activities.
32. Auckland Council is concerned that the definition of cleanfill is not well aligned nationally. Some sites in Auckland that are currently operating as a cleanfill would, under the definition in the *Technical Guidelines for Disposal to Land*, in fact be considered a managed fill or worse. It is for this reason, and those discussed previously in this submission, that Auckland Council advocates that the *Technical Guidelines for Disposal to Land* become a nationally regulated document for the consenting of fill sites.
33. The Auckland Unitary Plan Operative in Part outlines that a resource consent is required for any cleanfill operation that cannot meet the permitted activity threshold of 250m<sup>3</sup> per year. Auckland Council recommends that any cleanfill activity that requires a resource consent should be subject to the waste levy in order to ensure an even playing field and to avoid inadvertently encouraging poor disposal behaviour.
34. True cleanfills as defined by the *Technical Guidelines for Disposal to Land* have minimal environmental impacts from a waste perspective, which could be used as criteria to exclude these sites from the waste levy. However, if not subject to the waste levy there is risk that this will encourage poor behaviour from some cleanfill operators. For example, they may start accepting managed fill type materials to enable producers to avoid waste levy charges.
35. In discussing the merits or otherwise of applying the levy to cleanfills we have explored the intricacies and complexities of these sites. We feel that our recommendation to include those cleanfills that require a resource consent to be an appropriate balance between managing waste disposal and encouraging beneficial soil reuse. We request that the Ministry for the Environment also consider these issues and risks in their decision.

#### *Farm dumps*

36. In Auckland the disposal of dead stock and offal into land, as a result of rural production activities, is a permitted activity under the Auckland Unitary Plan Operative in part. The below points regarding farm dumps are in response to the unconsented practice of inappropriate disposal of waste on rural properties. It is not our intention to penalise appropriate on-site disposal of approved farm waste by making it subject to the waste levy.
37. Farm dumps are likely to have a significant environmental impact due to their unregulated nature. Many are placed near waterways and pose an ongoing risk to the environment, ecosystems and water quality. It is important that there is better recognition of these negative impacts of farm dumps, and that central government takes a firm direction in moving New Zealand away from this historic practice.
38. Farm dumps are generally unconsented and their location mostly unknown. As a result, application of the levy to these sites would likely be unsuccessful if it was implemented as the sole response to the farm dump issue. However, excluding farm dumps from the levy may obscure their impact and status as inappropriate disposal sites.
39. We recommend that the Ministry for the Environment consider alternative methods for applying a waste levy to these sites, including imposing a levy alongside farm

management plans under the National Policy Statement on Freshwater. Using the same model as is utilised for larger, commercial sites would be unsuccessful, yet farm dumps should not escape the financial impacts of their waste disposal.

40. In addition to levy considerations, compliance issues surrounding these sites are more relevant to the Resource Management Act. Further work developing a multi-tool approach to respond to farm dumping issues should be undertaken by central government.
41. Auckland Council supports the recommendations outlined on page 29 of the consultation document regarding local government being better supported to effectively manage out these sites and this disposal practice.

#### *Other exemptions*

42. Auckland Council considers a disaster that produces a high volume of waste (such as an earthquake) to be an exceptional circumstance in which impacted waste types should be exempted from the waste levy.
43. An exemption should also be made for cases in which closed landfills are uncovered due to sea level rise and/or flooding, or if a landfill needs to be relocated as a preventative measure due to sea level rise. This would not currently qualify for an exemption under the Waste Minimisation Act as climate change is a foreseen event.

### **Application of, and increase to, the levy rate**

*The following section addresses in part the consultation questions:*

3. *Do you think the landfill levy needs to be progressively increased to higher rates in the future (beyond 2023)?*
7. *Do you prefer the proposed rate for municipal (class 1) landfills of:*
  - i. \$50 per tonne
  - ii. \$60 per tonne
  - iii. other (please specify, e.g., should the rate be higher or lower?)
8. *Do you think that the levy rate should be the same for all waste types?*
9. *Do you support phasing in of changes to the levy, and if so, which option do you prefer?*

#### *Levy increase*

44. A significant progressive increase to the levy rate, alongside the expansion across landfill classifications, will better support the purpose of the levy under the Act. It will raise vital revenue for infrastructure and waste minimisation activities and signal the true costs of disposal to waste producers.
45. The levy rate needs to be considerably higher than \$50-\$60 per tonne if we are to see waste diversion and minimisation outcomes incentivised. Our support is based on the understanding that the levy rate will continue to progressively increase beyond 2023.

46. The maximum rate consulted on of \$60 per tonne is still much lower than successful international examples. A 2017 Eunomia report<sup>2</sup> on the effectiveness of the waste levy suggests that the best practice waste levy rate for Aotearoa New Zealand would be \$140 per tonne. This would bring the best results for reduced waste to landfill, increased recycling, job creation and increased economic activity.
47. Market alternatives to landfill already exist for many waste streams, including commercial composting, community recycling centres, product stewardship schemes and a forthcoming container return scheme. International experience has shown that a waste levy is crucial for the success of these alternative schemes to make them competitive and more financially viable than landfilling.
48. At present, the cost difference between disposal to landfill and other innovative approaches is a barrier for businesses<sup>3</sup>. Increasing the waste levy will help to mitigate this cost difference. The levy will also provide funding to enable diversion opportunities for other waste streams, where fewer alternatives are currently available.
49. At a low levy rate, it is more cost effective to use landfill than to divert materials elsewhere. An example of this is Regional Facilities Auckland, a council-controlled organisation who operates a range of recreation and hospitality venues. At the current levy rate, Regional Facilities Auckland would save an estimated \$20,000-\$40,000 if they sent all their recyclable materials to landfill rather than invest in sorting and collection of recycling.
50. For Regional Facilities Auckland, it is only at a levy rate of \$50 per tonne that it becomes financially worthwhile to recycle rather than dispose of waste to landfill, at a 75 per cent rate of diversion. Achieving such a diversion rate will require increased capital expenditure.
51. It is likely the case for many businesses that the low levy rate does not provide a financial incentive for diverting materials. A project investigating waste minimisation opportunities for small businesses identified potential diversion opportunities for 721 tonnes of materials, of which only 15 tonnes were diverted<sup>4</sup>. This indicates that even when diversion opportunities are available, businesses and individuals may not participate in diversion if it is not financially beneficial for them to do so.

*Application of the levy to more types of landfill*

52. We support applying the levy rate equally across landfill types, rather than differentiating. By expanding the application of the levy, the Ministry is presumably intending to minimise levy avoidance opportunities. The council anticipates that if there are different levy rates, this outcome will not be achieved.
53. Applying an equal levy across different landfill classifications will better encourage industry groups to develop and invest in alternatives across different waste streams, as they will not have a cheaper option of landfill to resort to.
54. Of the options presented in the consultation document, Auckland Council believes that Option B (expand and increase) is most aligned with the needs identified above. This option expands across landfill types at the same time as increasing the current levy

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<sup>2</sup> Wilson et al, Eunomia, 2017. The New Zealand Waste Disposal Levy: Potential Impacts of Adjustments to the Current Levy Rate and Structure: Final Report.

<sup>4</sup> Simon Wilkinson, Wilkinson Environmental Ltd – personal communications

rate. This is considered an equitable approach in order to avoid all the financial impact being incurred by one type of collector or processor.

55. Our preferred option however is for a considerably higher waste levy introduced across all landfill types equally, which is not presented as an option in this consultation.
56. Auckland Council recommends that the Ministry works directly with the operators of sites to determine where (and if) the activity at each site would sit against the various definitions for the categories of fill sites, and how the levy would therefore apply.

#### *Timeframes*

57. The earliest implementation date outlined in the consultation document is an increase of the municipal levy rate to \$20 by 1 July 2020. In principle, Auckland Council supports faster implementation of increases to the waste levy in line with an initial increase in 2020.
58. We recognise that as a large territorial authority we may be better placed to respond to changes to the waste levy on a quicker timeline. Smaller municipalities and businesses must also be able to respond to changes on the same timeline. If this is not possible, we support the quickest possible implementation timeline that allows for all groups to have their systems ready for change.

### **Data improvements and proposals**

*The following section addresses in part the consultation questions:*

*15 (a). Do you agree that waste data needs to be improved?*

*15 (b). If the waste data proposals outlined are likely to apply to you and your organisation, can you estimate any costs you would expect to incur to collect, store and report such information?*

*15(c). What challenges might you face in complying with the proposed reporting requirements for waste data?*

59. Auckland Council supports a nationally consistent approach to data collection from all waste collectors, transfer stations and disposal facilities. These sectors should be subject to mandatory waste data reporting.
60. Reliable data is critical to achieving the purposes of the Waste Minimisation Act. If we are to avoid leakage and levy avoidance, regulation of data reporting will be the key to making such leakage apparent and thus creating an even playing field for all operators. Reliable data is also required to track waste minimisation performance and the effectiveness of our greenhouse gas mitigation interventions.
61. In addition to assisting with implementation of the waste levy, waste data assists in identifying the activities that generate waste, provides an account of waste material entering and leaving the system, and enables regions to understand more about the economic drivers behind waste transport and disposal. However, due to the private nature of much of the sector, it is not always easy, or even possible, to access data.
62. Territorial authorities currently rely on estimations and assumptions to meet their obligations under the Waste Minimisation Act. Regulation of data reporting would greatly improve access to and thus understanding of waste movements in Aotearoa New Zealand. This would improve confidence around decision making and future planning.

#### *Data collection proposals*

63. Auckland Council does not support the proposal for councils to provide periodic reports to the Ministry for the Environment based on consenting activity. Resource consenting is mandated under the Resource Management Act which does not have a focus on waste minimisation or diversion. Not all waste facilities require a resource consent, or they are consented as permitted activities, and these thresholds are inconsistent nationally. To require data on these operators through consenting would require special consent conditions to be created, which would likely require changes to the Resource Management Act and relevant regional or district plans.
64. Section 56 of the Waste Minimisation Act 2008 allows Territorial Authorities to license waste collectors and facilities. The purpose of licensing as outlined in the act is to collect 'reports setting out the quantity, composition, and destination of waste collected and transported by the licensee'. We consider this to be a more appropriate approach for waste data collection.
65. Auckland Council has implemented a licensing system through this mechanism and all waste collectors and disposal facilities in the region are required to get a waste license to operate. Data is collected monthly via an online portal on their waste activities and this information is used to inform Auckland's Waste Assessment and for central government reporting requirements.
66. When the National Waste Data Framework was conceptualised, it was recommended that implementation included territorial authorities and regional councils holding responsibility for collating the data. Auckland Council supports these recommendations and have based our waste licensing reporting requirements around this framework where possible. Reporting to territorial authorities should be mandatory.
67. Adopting a nationally consistent regulated model, such as the National Waste Data Framework, will mitigate many of the challenges associated with changes to reporting requirements by enhancing the mandate of territorial authorities. Having operators report only to local government, rather than both local and central government, will minimise duplication of effort and thus the compliance burden on those required to report.
68. Auckland Council supports the proposal to require the reporting and collection of activity source and geographic source data. This data would not necessarily be available through the resource consenting process, and thus the requirement should be for the operators to provide this information to territorial authorities as discussed above.
69. In summary, Auckland Council advocates for the National Waste Data Framework to be the methodology utilised for mandatory collection of waste and waste levy data. If the Ministry chooses a different reporting framework, this should consider the collection, storage and reporting on waste data that many territorial authorities already undertake and be designed to complement these existing systems and processes.

*Barriers and challenges to compliance with proposing reporting requirements*

70. Auckland Council is aware that not all waste disposal facilities have weighbridges and these gaps will need to be addressed for best reporting practice.
71. Some capacity building will be required in order to establish and maintain systems to identify and record tonnage, activity source and geographic source of waste received. Coding waste volumes by activity source will require greater accuracy and verification by staff at the weighbridge, and a constant cycle of compliance monitoring by an independent authority with penalties attached.

*Other comments on waste data collection and reporting*

72. The Ministry for the Environment should consider ways to include reporting on resource recovery operations in future proposal to improve information about recycling and resource recovery activity in Aotearoa New Zealand.
73. We also support more detailed and regular waste levy spend reporting from the Ministry. This will provide transparency for the public regarding use of the full waste levy.

## **Equity and impacts on residents**

74. It is important that a levy is equitable both for industry and business, and for residents who may be impacted by an increased financial cost associated with waste disposal.
75. Auckland Council acknowledges that waste producers will respond differently according to their ability and willingness to absorb the cost of the levy. A financial mechanism may not directly equate to behaviour change. It is important that the levy is accompanied by increased access to alternative methods for waste minimisation and resource recovery, alongside education on these options. This will minimise negative impacts and enable the desired behaviour change.
76. Auckland Council has considered potential financial impacts on households at various levy rates. At the current rate, the waste levy makes up \$0.16 of the current cost-per-lift of a 120 litre refuse bin – the default size delivered to residents in Auckland. At a waste levy rate of \$50 per tonne, the total waste levy component of the cost-per-lift incurred by residents will be approximately \$0.80.
77. If a household opted to have their bin collected each week at this cost under Pay-As-You-Throw they might expect to pay a total levy contribution of \$41.60 per year. Although this may appear to be a small amount, it is important to note that for many residents across the Auckland region and the country, this may represent a significant financial burden. Low income families and those with large family sizes are more likely to be impacted.
78. However, it is anticipated that the introduction of a kerbside food scraps service across the Auckland region will lessen many household's reliance on kerbside refuse and reduce the financial costs of disposal. Approximately 45 per cent of the volume of waste in an average kerbside refuse bin is currently made up of food scraps. If residents utilise the kerbside food scraps collection, they will need to put their kerbside refuse bin out half as much.
79. This may enable residents to downsize to a smaller 80 litre bin, which comes at a lower cost-per-lift. Residents will have a choice between bin sizes and can thus choose the option most suitable for their circumstances.
80. Table 1 below outlines what the different cost implications for households in Auckland might be based on frequency of collection, at a \$50 per tonne levy rate and at the Eunomia reported best practice levy rate of \$140 per tonne.

**Table 1. Waste levy cost implications for households in Auckland**

Bin Size (litres)	Cost per Lift (including levy component)	Weekly collection (52 collections/year)	Fortnightly collection (26 collections/year)	Monthly collection (12 collections/year)
<i>Waste levy at \$10/tonne (current levy)</i>				
Small 80l	\$2.70	\$140.40	\$70.20	\$32.40

<b>Bin Size (litres)</b>	<b>Cost per Lift (including levy component)</b>	<b>Weekly collection (52 collections/year)</b>	<b>Fortnightly collection (26 collections/year)</b>	<b>Monthly collection (12 collections/year)</b>
<b>Medium 120/140l</b>	\$3.95	\$205.40	\$102.70	\$47.40
<b>Large 240l</b>	\$5.70	\$296.40	\$148.20	\$68.40
<i>Waste levy at \$50/tonne (proposed under Option B)</i>				
<b>Small 80l</b>	\$3.16	\$164.23	\$82.11	\$37.90
<b>Medium 120/140l</b>	\$4.80	\$249.41	\$124.71	\$57.56
<b>Large 240l</b>	\$7.51	\$390.32	\$195.16	\$90.07
<i>Waste levy at \$140/tonne (best practice rate as per Eunomia report)</i>				
<b>Small 80l</b>	\$4.19	\$218.04	\$109.02	\$50.32
<b>Medium 120/140l</b>	\$6.70	\$348.44	\$174.22	\$80.41
<b>Large 240l</b>	\$11.57	\$601.73	\$300.86	\$138.86

*Note: the costs modelled above for a waste levy rate of \$140 per tonne are based on current waste practices and uses of kerbside bins; they do not reflect the likely future state. With a progressive increase, it is expected that by the time the levy rate reaches \$140 per tonne significant diversion opportunities will be made available by levy funding and residents will have the opportunity to divert more waste types from their refuse bin.*

81. As well as the incoming regional food scraps collection, Auckland Council makes a range of diversion opportunities available to residents to reduce the amount of materials placed in the kerbside refuse bin. These include community recycling centres, kerbside recycling bins, inorganic collections and investment in community waste minimisation initiatives.
82. The Ministry for the Environment, as well as territorial authorities investing waste levy funds in waste minimisation initiatives, should consider prioritising areas of high need and deprivation for these initiatives.

#### *Just Transition to a circular economy*

83. From an equity perspective, Auckland Council supports the principles of the levy investment plan as outlined in the consultation document. We agree on the priority areas for investment, particularly the focus on local provision and onshore waste and material processing.
84. This is particularly important as we consider the changing nature of jobs in the waste and resource recovery industry. As we shift away from disposal to landfill, we must invest in initiatives that create local jobs. The resource recovery sector not only reclaims value from material that could have been wasted, but also creates significantly more employment options than landfilling. While the transition to a circular economy may see changes to the waste sector, it will also stimulate another sector

with greater environmental and social, and potentially greater economic, benefits for Aotearoa New Zealand.

85. The current waste sector must be supported in the transition to a circular economy, including options to reskill and retrain to participate in the growing resource recovery sector.
86. We recognise that the changes which must occur in the waste sector will be enabled by an increase in the waste levy. In response to the potential financial impacts of an increased levy at a household level, Auckland Council urges the government to consider how they can provide support to New Zealanders to minimise the burden of these changes.
87. Increased disposal expenditure must be balanced with other mechanisms from across central government departments. It is the role of central government to ensure that vulnerable communities are protected from the burdens of any charges introduced by the government. This may include continuing to increase the minimum wage and increasing the base benefit rate in line with the recommendation from the Welfare Expert Advisory Group report. This will work to ensure a fair safety net for those whose employment situation might change as a result of changes to the waste industry, and to enable those households most impacted by financial increases the ability to more easily invest in reusable items such as cloth nappies.
88. Both local and central governments must consider how we can best empower lower socioeconomic communities to participate in waste minimisation without it creating increased vulnerability. Part of this is enabling financial security, as outlined in the point above.
89. Efforts must also be made to ensure that separation and diversion of materials is easy and can be done by people who are already balancing a range of priorities. Auckland Council recognises this in our four-tiered approach to food scraps. This includes prevention and redistribution efforts, such as Love Food Hate Waste or ShareWaste, but also provides a kerbside collection to ensure everyone in Auckland is able to access an alternative for their food scraps.
90. Auckland Council has limited mechanisms to create equity in these ways, therefore central government must recognise and respond to these impacts.

## Priority areas for investment

*The following section addresses in part the consultation question:*

*12. what do you think about the levy investment plan?*

91. Auckland Council supports the principles of the investment plan as outlined in the consultation document, and the proposed priority areas for investment. We support more prioritisation of specific waste types included in the investment plan to ensure that the urgency of response required for key waste streams is effectively addressed. Auckland's Waste Management and Minimisation Plan outlines nine priority actions, we recommend a similar approach be included in the government's investment plan.
92. National and regional priorities should include not only waste minimisation and diversion potential, but also the understanding that our response to waste issues can address other areas of need such as employment and climate change response.

## Levy allocation to territorial authorities

93. Auckland Council strongly supports the continued allocation of 50 per cent of total waste levy revenue to territorial authorities. We are uniquely placed to reach and

understand the needs of local communities and influence behaviour, regularly consulting with and engaging ratepayers as well as working alongside industry where possible.

94. Auckland Council's waste levy allocation currently funds:
  - 21.4 full time equivalent staff in the Waste Solutions department working on waste minimisation and reduction
  - 13 community partner contracts focused on waste minimisation initiatives
  - Waste Minimisation and Innovation Fund grants to a value of \$500,000 per annum.
95. Our Community WasteWise team engage and educate our communities on the ground through workshops, presentations, programmes and canvassing. Our 13 community partners are located across the region, particularly in communities who have been traditionally disengaged with council processes. These groups facilitate and enable waste minimisation through their innovative approaches to empowerment of their communities. Together, they reach approximately 50,000 households each year.
96. Auckland Council considers the roles funded through the waste levy to be directly achieving or promoting waste minimisation. With increased waste levy funding, we will be able to achieve even more direct household and business engagement, alongside activating a range of other tools (including services and infrastructure) that will promote and encourage waste minimisation.
97. It is important that the levy funding allocation to territorial authorities and local governments continues, not only in order to fund the large-scale infrastructure needs we have identified but to enable on-the-ground work. This is critical to enabling our residents to learn about and understand waste in Aotearoa New Zealand.
98. This work includes responding appropriately to any perceived risk of increased illegal dumping as a result of the levy increase. The response will be undertaken in line with our regional illegal dumping strategy and focus on education, empowerment and connection to place. We support the allowance to use levy funding to support monitoring and enforcement programmes to address and prevent any perverse outcomes, such as unclean fill being dumped on private properties to avoid landfill fees.
99. Auckland Council supports transparency from the Ministry for the Environment on what the remaining 50 per cent of waste levy funding is invested in. The consultation document proposes mandatory reporting from local authorities to the Ministry on their levy expenditure but does not mention mandatory reporting back on Ministry expenditure. We believe this should be a shared responsibility to ensure best transparency on how the overall levy funding pool is being invested.

#### *Increasing revenue for waste minimisation and resource recovery*

100. Aotearoa New Zealand currently faces pressing waste infrastructure gaps, exposed by volatile international recycling markets and compounded by the fact that it continues to be cheaper to dispose of resources to landfill rather than utilise diversion opportunities.
101. Having historically relied on international export of materials for recycling, changes to international policies (such as China's "National Sword" programme) have shown our vulnerability to change. New Zealand needs to urgently progress immediate and significant expansion of onshore processing of recyclable materials.
102. The urgent national response to Aotearoa New Zealand's fibre recycling is one example of our pressing infrastructure needs. Industry have indicated that the cost of a fibre mill infrastructure to allow continued onshore recycling of paper and cardboard materials would be approximately \$500 million. Such a facility is urgently required to

reduce the risk of councils landfilling these materials. New and expanded infrastructure will also be required for the sorting and processing of plastic and other waste streams, such as construction and demolition waste.

103. Increasing revenue through the raising of the levy rate and expansion to a wider range of fills will allow for a considerably larger pool of funding to invest in waste infrastructure and other programmes. This is vital for Auckland to be able to continue along a pathway to zero waste to landfill by 2040. Auckland Council supports an approach to the waste levy that sees a rapid and significant increase to the revenue available from waste levy collection.
104. The long-term vision for Auckland, and for Aotearoa, should be a zero waste, circular economy. It is expected that over time the pool of funding made available through the waste levy will decrease as waste volumes to landfill decrease. The investment priorities should therefore focus on creating stable, long-term waste diversion options that will not require ongoing levy funding to function.

## Te Tiriti o Waitangi and Māori outcomes

105. Through the development of the Auckland Waste Management and Minimisation Plan 2018, Auckland Council engaged in extensive consultation with mana whenua and mataawaka on resource use and waste management. Approximately 12 per cent of the submissions received were from those who identify as Māori and there was strong support from these submitters for an increased waste levy.
106. To centre the views of Auckland's mana whenua, the Waste Management and Minimisation Plan 2018 includes Māori priorities that are aligned under five values. Under the value of kaitiakitanga is the priority action for advocating to increase the waste levy. Also included here as a priority action is the goal of no new ruapara (landfills). These priorities align with Te Ao Māori principles of:
  - respect for the mauri of Papatūānuku
  - kaitiakitanga of the whenua, awa and moana for future generations
  - the obligation to foster manaakitanga between people and the environment through sharing cultural knowledge and traditional practices which ensure nothing is wasted.
107. Twenty-five submissions pertaining to the waste levy were received from mana whenua and mataawaka residents of Auckland during consultation on the Waste Management and Minimisation Plan. Of these, the majority were in support of an increase to the waste levy, with 16 saying simply "increase the waste levy", four advocating for an increase to at least \$100 per tonne, and three asking for an increase to \$140 per tonne.
108. The majority of Māori submissions expressed that they wished to see businesses and commercial entities being held accountable for the waste they produce, and subsequent environmental damage incurred. They encouraged an understanding of shared responsibility across producers and consumers.
109. In addition, a number of submissions supported other elements of the waste work programme, including product stewardship, that may be further implemented or improved by increased levy funding.
110. Auckland's Independent Māori Statutory Board has advised a need for centring Māori-led solutions in response to identified waste needs. As such, Auckland Council recommends the Ministry for the Environment investigates creating a specific allocation of waste levy funding, whether through the contestable fund or other mechanism, available only to Māori-led solutions.

111. As kaitiaki of the whenua, Māori hold important traditional knowledge on how to best respond to environmental concerns and their guidance should be supported and empowered through such mechanisms. Creating a dedicated funding pool for Māori-led initiatives may encourage more applications from Māori organisations interested in expanding into the waste minimisation space.
112. Auckland Council strongly recommends that the Ministry and the Environment Select Committee responds to our national waste needs through a partnership approach with iwi and mana whenua. Not only will this ensure that Te Ao Māori is incorporated into this space and that obligations under Aotearoa's Te Tiriti o Waitangi are upheld, but it will open us up to new initiatives and wider knowledge on these issues.
113. There should be an increased focus on fostering participation in decision-making processes regarding waste, rather than simply consultation. This focus will be an ongoing process of relationship building, which Auckland Council considers to be vital in effectively addressing waste and other environmental challenges.

## **Climate change impacts and outcomes**

114. Along with other municipalities, Auckland Council has recently declared a climate emergency in recognition of the urgent need to take far-reaching and ambitious action on climate change.
115. Raising the levy, as an existing mechanism for change, may be an effective way to induce industry and other waste producers to take action on climate change.
116. The levy is expected to act as both a financial disincentive for landfilling and as a trigger for innovative alternatives to landfill being developed. As such, it is expected to decrease waste to landfill and therefore emissions produced from waste in landfill and associated processes, such as transport of materials to landfill.
117. The largest source of greenhouse gas emissions under the waste sector in Aotearoa New Zealand is solid waste disposal. This category includes municipal landfill sites, construction and demolition waste, industrial sites as well as cleanfill and farm dumps. Revenue from the waste levy must therefore have a clear focus on reducing disposal to these sites, in order to best address the waste sectors contribution to our greenhouse gas emissions profile.
118. The Ministry for the Environment should consider placing a climate lens over the levy investment plan, prioritising projects and initiatives that have a clear climate change mitigation or adaptation focus. This is aligned with the Zero Carbon Act, which allows decision-makers to consider climate impacts.

## *Incineration and waste-to-energy*

119. Auckland Council has experienced increased interest in waste-to-energy or incineration projects in the Auckland region, including from industry and mana whenua groups.
120. Auckland Council does not support incineration and mixed-stream waste-to-energy processing. The Auckland Waste Management and Minimisation Plan 2018 notes that while it may be appropriate for some hard-to-manage individual (single-source) waste streams (where there are no other viable uses and the material will cause harm in landfills), large scale facilities that rely on a mixed waste stream are not appropriate at this time. This is because the building of such a facility would be very expensive and, once built, would require a large, ongoing supply of waste to burn. This dependency would undermine efforts to reduce, reuse and recycle waste at its highest and best value.

121. In some international municipalities, incineration and waste-to-energy are considered a positive response to climate change due to the potential to divert materials from landfill and provide a “renewable” energy source. This rationale should not be transferred to Aotearoa New Zealand, as we already have a high supply of renewable energy for electricity (approximately 80 per cent of total electricity generation).
122. If the Ministry for the Environment is looking to include climate change response as a consideration in the allocation of levy funding, Auckland Council would recommend investigating whole-of-life solutions that recognise the embodied emissions that are wasted when materials are burned, rather than reused.
123. Auckland Council requests that the Ministry for the Environment take a similar position on incineration and waste to energy, making a statement as to the appropriateness of such processing in an Aotearoa New Zealand context.
124. If incineration of mixed waste sources and waste to energy is to be utilised in Aotearoa New Zealand, Auckland Council recommends that provision for including this in the waste levy is investigated as part of the review of the Waste Minimisation Act 2008.
125. The consultation document notes that there is currently no provision to place a levy on waste-to-energy incineration plants. Excluding these plants from the levy will encourage levy avoidance through waste producers choosing incineration over diversion options further up the waste hierarchy. This could potentially result in a loss of value in materials and the waste of embodied emissions through producers choosing an end-of-life disposal option rather than resource recovery.

# **Local Board Feedback on Auckland Council's Draft Submission on the Waste Levy**

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## **Aotea / Great Barrier Local Board's input into the government's 'Reducing waste: a more effective landfill levy – consultation'**

### Purpose

1. To provide Aotea / Great Barrier Local Board's feedback on the Ministry for the Environment's review of the effectiveness of the waste levy.

### Context

2. The Ministry for the Environment is consulting on proposed changes to the waste levy and waste data collection methodologies.
3. The waste levy, applied under the Waste Minimisation Act 2008, is intended to raise revenue for waste minimisation and diversion opportunities while increasing the cost of waste disposal to recognise the costs of disposal on the environment, society and economy.
4. The consultation document proposes progressively increasing the landfill levy to higher rates, expanding the levy to apply to more types of landfills and making improvements to waste data collections.

### Background

5. Aotea / Great Barrier Island is the fourth largest island in the main New Zealand archipelago. It forms the eastern side of Auckland's Hauraki Gulf and is separated from the northern tip of the Coromandel Peninsula by the 16 km wide Colville Channel. It is approximately 45 km offshore from the mainland at Leigh, a distance that is approximately bisected by Little Barrier Island (Hauturu) that lies 18 km to the west of Aotea / Great Barrier Island. The island is approximately 85 km NE of downtown Auckland.
6. Aotea / Great Barrier Island has an area of 285 sq.km and is approximately 35 km long along its main NNW - SSW axis from its northern cape at Aiguilles Island to Cape Barrier in the south. At its widest it is almost 18km from Whakatautuna Point near Harataonga in the east to near Akatarere Point in the west, south of Man of War Passage which forms the southern entrance to Port Fitzroy.
7. Aotea / Great Barrier Island is a remote and beautiful island with a diverse, resilient and independent community characterised by heart and grit. It is made up of Ngāti Rehua Ngatiwai ki Aotea people, Māori, pioneer families, hippy settlers, new residents, summer bach owners, and descendants of all these groups. There are 939 permanent residents plus part-time residents with second homes.
8. Island residents have no reticulated water, power or public transport, running our own power, water, septic and drainage systems. The median age of the island's residents is 54 years; 70 per cent of the residents own their houses and 44 per cent of them live alone. The residents are bicultural with 90 per cent identifying as European and 18 per cent as Māori. The median fulltime household income is \$31,100 per annum, considerably lower than the Auckland regional median of \$76,500, and lowest across all of Auckland's local boards.

### Waste Management on Aotea / Great Barrier Island

9. Claris Landfill is the main point of waste disposal on the island. Recycling (glass, plastic, tin, steel) is shipped to Auckland for sorting and diverting to markets for reuse. Some card and paper are used on-island and the rest is shipped to Auckland. The remaining refuse material goes to the landfill which is also the only disposal point for septic tank sludge. The resource consent for this landfill expires in 2027, its capacity is dropping, and work has begun to explore alternatives for waste disposal. It is likely that the landfill will reach its capacity before the resource consent expires.

10. A potential option will be to convey refuse intended for landfill to the mainland by sea, increasing the disposal transport costs to more closely align with the transport costs of conveying recyclable material to processing facilities on the mainland.
11. Analysis of refuse bags in September 2014 (winter season) and January 2015 (summer season) showed that food waste comprised 30.6 per cent of the weight of the average kerbside bag in winter and 45 per cent in summer. This may have been linked to concerns about composting encouraging dogs and rats, and visitors dumping food waste before leaving the island. That waste audit found that 58 per cent of the winter and 62 per cent of the summer contents of kerbside refuse bags could be diverted from landfill.
12. The weekly tonnage of C&D waste had also increased in every survey since August 2010, though the biggest waste issue on the island is household waste.
13. Kerbside cardboard and paper recycling were introduced in late 2013 with a resultant reduction in cardboard and paper levels found in kerbside refuse collected.
14. In 2016/2017, the council worked with the community to develop a new way to collect, reuse and recycle inorganic items with a view to establishing a Community Recycle Centre where these items could be repaired and reused on the island. This has become operational and will result in local employment, income generation and reduced waste to landfill.
15. The relatively high waste costs on the island are linked to visitor influxes and the higher costs of providing services. Currently, there is \$1460 (approx.) shortfall between the cost of waste services (around \$1700 per rateable property) and what ratepayers pay through a targeted rate (\$240). The difference is a subsidy that is paid through regional rates funding. The planned staged reduction of this subsidy makes it a priority to reduce the costs of waste collection services on the island.
16. Use of the Claris Landfill had long been free to residents and businesses on Aotea / Great Barrier Island, making this an attractive option for refuse and unwanted items. It also meant that there is little incentive to minimise waste and the landfill fills up faster. The council has recently introduced charges for the disposal of waste at the landfill.
17. Over and above the kerbside and public drop-off refuse collection, approximately 45 tonnes of material per year enters Claris Landfill from commercial and residential users. A gate charge to bring refuse to the landfill has been introduced to reduce the cost burden on ratepayers and encourage minimisation by commercial and residential users.

#### Tikapa Moana Hauraki Gulf Islands Waste Plan 2018

18. During 2018 Auckland Council adopted the Tikapa Moana Hauraki Gulf Islands Waste Plan 2018 (HGI Waste Plan). This plan sits within the Auckland Waste Management and Minimisation Plan 2018 and identifies how the Auckland-wide vision and strategy will be implemented in the specific context of the Hauraki Gulf islands.
19. The key goals of the HGI Waste Plan for Aotea / Great Barrier Island are as follows:
  - Everybody composting their food and green waste.
  - Moving towards zero recyclables in domestic refuse bags.
  - Establish a Community Recycling Centre (CRC).
  - Claris Landfill improvements, charges and alternatives.
  - Reduce waste coming on to the island.
  - Support creative iwi and community action, education and behaviour change.
  - Reduce commercial and construction and demolition (C&D) waste.
  - Reduce visitor and boating waste.

- Encourage more on-island use of waste stream
20. Since the adoption of the HGI Waste Plan in 2018 the following changes have been made to waste services:
- kerbside recycling for all recyclables was introduced. This includes glass, plastic, tin, aluminium, paper and card.
  - public drop-off sites for recycling have been removed.
  - a new approach to inorganic collection and on-island use of inorganic materials has been trialled, with steps taken towards establishing a Community Recycling Centre.
  - a disposer-pays system for boaties has been introduced.
  - gate charges was introduced for all refuse to landfill with reduced landfill opening hours over winter.
21. Noteworthy is the Ngāti Rehua Ngātiwai ki Aotea Strategic Plan 2013-2018 that proposes to conduct a feasibility study to determine the viability of establishing a resource recovery facility on Aotea.
22. One of the actions of the HGI Waste Plan was to support community action and innovation. The council supported a community group commissioned by the Zero Waste Network to write a report that was completed June 2018. Amongst the conclusions and recommendations of the report was to advocate for the increase of the national waste levy and application to as wide range of landfills as possible.

## Recommendations

23. The Aotea / Great Barrier Local Board:
- a) endorses Auckland Council's draft submission that:
    - i) supports expanding the coverage of the levy to the four additional landfill classifications.
    - ii) supports the "expand and increase" approach to phasing-in of levy charges, while noting that council's preference is more ambitious than any of the proposed options, as we recommend increasing the waste levy on a faster timeline, to a higher amount, and equally across landfill classifications.
    - iii) Supports the recommendations of the New Zealand Waste Data Framework, which include regulations around data collection and reporting that align with the data proposals in this document.
  - b) notes that the high costs of transportation of recyclable material by sea from Aotea / Great Barrier Island to processing facilities for kerbside collectable material such as paper, cardboard, glass and/or metal on the mainland compared to the much lower costs of disposal at the landfill at Claris disincentivises the recovery of recyclable resources.
  - c) notes that due to the specific circumstances of Aotea / Great Barrier Island and the associated higher costs of recovery of recyclable material on the island, the proposed increased landfill levy will not provide sufficient incentives for increased diversion of waste from the Claris landfill and the recovery of kerbside collected recyclable material requiring processing such as for paper, cardboard, glass and/or metal.
  - d) notes that the absence of scale of available recyclable material precludes the development of on-island processing facilities for kerbside collected recyclable material such as for paper, cardboard, glass and/or metal.
  - e) proposes that the proposed increased landfill levy be used to off-set the costs of recovery of recyclable material, including the transportation costs.
  - f) proposes that the proposed increased landfill levy be used to facilitate improved resource recovery initiatives on Aotea / Great Barrier Island,

- including funding to maximise the opportunities for resource recovery and processing at the Resource Recovery Centre.
- f) proposes that the proposed increased landfill levy be used to mitigate and address the risks of illegal dumping by funding on-island education and compliance measures.
- g) Requests that the ministry continue to investigate ways to reduce waste to landfill such as:
- i) Product stewardship: Not only of the products themselves but much of the packaging for the freight to the island is neither recyclable nor reusable and this needs to change. Ban polystyrene packaging and plastic tape.
  - ii) Construction: Allow untreated timber to be used for construction so that we can enable more uses for waste construction timbers, i.e. fuel source in homes rather than the current practice where waste treated timber goes to landfill
  - iii) Multi-use landfills: Using rubble to cap landfills rather than soil on singular use landfill as current practice.
  - iv) Education: A consistent and clear message on how to recycle and reuse is still the strongest method to lower waste to landfills.

# **Franklin Local Board urgent decision to approve feedback on the Auckland Council draft submission on the Ministry for the Environment's review of the effectiveness of the waste levy**

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## **Te take mō te pūrongo**

### **Purpose**

1. To seek an urgent decision from the chair and deputy chair in relation to provide Franklin Local Board feedback on the Auckland Council draft submission on the Ministry for the Environment's review of the effectiveness of the waste levy to be considered by the political working group delegated the responsibility of approval the final submission.

## **Te tikanga whakatau-kaupapa wawe**

### **Urgent decision-making process**

2. At its meeting on 26 November 2019 the Franklin Local Board resolved (FR/2019/168) the following in relation to urgent decision-making:

*That the Franklin Local Board:*

- a) *adopt the urgent decision-making process for matters that require a decision where it is not practival to call the full board together and meeting with requirements of a quorum.*
- b) *delegate authority to the chair and deputy chair, or any person acting in these roles, to make urgent decisions on behalf of the local board.*
- c) *agree that the relationship manager (or any person/s acting in this role) will authorise the urgent decision-making process by signing off an authorisation memo.*
- d) *note that all urgent decisions will be reported to the next ordinary business meeting of the local board.*

3. The relationship manager signed off the authorisation memo, authorising the use of the urgent decision-making process on this matter on 22 January 2020.

## **Te take me whakawawe**

### **Reason for urgency**

4. The board has expressed interest in providing feedback on the Auckland Council draft submission on the Ministry for the Environment's review of the effectiveness of the waste levy. The deadline for providing feedback is 22 January 2020.
5. The board's next scheduled business meeting is Tuesday 22 February 2020.
6. An urgent decision is required because the deadline for providing is prior to the next scheduled business meeting.

## **Te horopaki**

### **Context**

7. The Ministry for the Environment is consulting on proposed changes to the waste levy and waste data collection methodologies.
8. The waste levy, applied under the Waste Minimisation Act 2008, is intended to raise revenue for waste minimisation and diversion opportunities while increasing the cost of waste disposal to recognise the costs of disposal on the environment, society and economy.
9. Auckland Council staff have developed a draft submission informed by the Auckland Waste Management and Minimisation Plan.

10. Formal feedback from local boards on the draft submission is to be provided by 5pm on Wednesday 22 January 2020 in order to be considered for incorporation within the final submission which is due 3 February 2020.
11. Council's draft submission is informed by public, Māori and local board feedback received by the council through consultation in March 2018 on the draft Waste Management and Minimisation Plan 2018 and the draft Long-term Plan 2018-2028.

## Tātaritanga me nga tohutohu Analysis and advice

12. Submitters on Auckland Waste Management and Minimisation Plan from within the Franklin Local Board area predominantly supported the implementation of the Waste Management and Minimisation Plan 2018.
13. The specific question in the consultation about landfill and Franklin Local Board submitters responses indicate that reducing waste to landfill and carbon emissions was the priority outcome for Franklin Local Board area submitters (refer the summary table 1. below).

**Table 1: Priority Outcomes for Franklin Local Board area residents from the March 2018 consultation on the draft Waste Management and Minimisation Plan 2018 and the draft Long-term Plan 2018-2028.**

Question	Response	% submissions local board	% submissions regional
Auckland Council is responsible for managing and minimising waste across the region. When we make decisions about waste, <b>which outcomes are most important to you.</b> (Please select up to 3 options.)	Delivering value for money for ratepayers and Aucklanders	13%	14%
	Reliability of collection services	12%	9%
	Reducing waste to landfill and carbon emissions	27%	26%
	Reducing environmental and marine pollution	24%	26%
	Tidy public places	12%	13%
	Creating jobs in resource recovery and processing industries	9%	9%
	Other	2%	3%

14. Reduction of waste to landfill is an objective of the Franklin Local Board Plan 2017, however the board envisaged enabling waste reduction by providing locally accessible zero waste facilities (like the Zero Waste facility operating in Waiuku), through behaviour change initiatives e.g. the "Be a Tidy Kiwi" campaign and by increasing accountability for illegal behaviour.
15. Household waste collection services in the Franklin Local Board area are through pay as you throw" rubbish bags or wheelie-bin sticker tags and through the regional inorganic collection service.
16. Illegal dumping of household waste in rural areas is of significant community concern. Rural communities are targeted as sites for illegal dumping due to the low likelihood of being observed dumping and consequently being held accountable for this behaviour. This creates considerable distress to these communities.
17. Development in the Franklin Local Board area is also a consideration for the board in responding to the draft submission. The board is concerned about the impact that an 'one size

fits all' approach to landfill classifications would have on construction waste management and ultimately the environment.

18. A continuation of a tailored approach to clean fill management (including soil, clay and metal and other large-scale fill) may be advisable in the medium term to both support responsible behaviour of contractors otherwise faced with unanticipated cost and the temptation to dump construction materials; costs that would not have been factored into the significant development projects underway in Auckland.
19. There are often delays in the collection of illegally dumped waste due to the distance from Council's service centres, creating an increased risk to waste entering the ecosystem.

### **Franklin Local Board feedback**

20. The Franklin Local Board is concerned that higher and faster imposition of levies and a 'one size fits all' approach to landfill classifications (clean fill versus managed fill) will;
  - worsen illegal dumping in rural areas as more people seek to avoid paying to dispose of household waste and clean-fill legally
  - worsen the impact of illegal dumping on local and regional ecosystems including waterways leading to harbours
  - increase the targeting of tag theft by people who remove them from bins overnight to avoid paying for them which undermines compliant "pay as you throw" behaviours.
  - incentivise smaller contractors to dump construction waste in response to unanticipated clean-fill waste disposal costs.
21. The board acknowledges the benefit in increasing landfill levies as a tool in the reduction of waste to landfill. It is however, the board's view that Council should moderate support for the proposal until Auckland has better processes and programmes in place to offset likely behavioural, business (development) and ecological implications.
22. The board suggests that Auckland Council's position be moderated by the working party to reflect the likelihood of matched investment, either at the regional or national level in waste management improvements and waste reduction initiatives such as;
  - consistent and equitable payment processes across the region
  - an accelerated move to electronic tags in bins.
  - Increased investment in accessible zero-waste and circular waste management approaches including construction waste.
23. The board suggests that Auckland Council defer support for the expansion of the levy to apply to clean-fill sites to enable current development projects to respond to cost implications and in doing so mitigate the likelihood of an increase of clean-fill dumping.

### **Ngā mahi ā-muri**

### **Next steps**

24. If the recommendations are adopted the next steps are:
  - a) For the recommendations to be forwarded as feedback to Cosette Saville, Principal Advisor Infrastructure and Environmental Services on behalf of the board.
  - b) To report to the next business meeting for information the associated authorisation memo and this urgent decision.

## **Ngā tūtohunga**

### **Recommendation/s**

- a) That the Franklin Local Board approve feedback in response to the draft Auckland Council draft submission on the Ministry for the Environment's review of the effectiveness of the waste levy for the consideration of the delegated political working party responsible for informing and approving the final submission.
- b) That the political working party responsible for informing and approving the final submission consider reflect the following feedback from the Franklin Local Board in the final submission:
  - i) The Franklin Local Board is concerned that higher and faster imposition of levies and a 'one size fits all' approach to landfill classifications (clean fill versus managed fill) will;
    - worsen illegal dumping in rural areas as more people seek to avoid paying to dispose of household waste and clean-fill legally
    - worsen the impact of illegal dumping on local and regional ecosystems including waterways leading to harbours
    - increase the targeting of tag theft by people who remove them from bins overnight to avoid paying for them which undermines compliant "pay as you throw" behaviours.
    - incentivise smaller contractors to dump construction waste in response to unanticipated clean-fill waste disposal costs.
  - ii) The board acknowledges the benefit in increasing landfill levies as a tool in the reduction of waste to landfill. It is however, the board's view that Council should moderate support for the proposal until Auckland has better processes and programmes in place to offset likely behavioural, business (development) and ecological implications.
  - iii) The board suggests that Auckland Council's position be moderated by the working party to reflect the likelihood of matched investment, either at the regional or national level in waste management improvements and waste reduction initiatives such as;
    - consistent and equitable payment processes across the region
    - an accelerated move to electronic tags in bins.
    - Increased investment in accessible zero-waste and circular waste management approaches including construction waste.
  - iv) The board suggests that Auckland Council defer support for the expansion of the levy to apply to clean-fill sites to enable current development projects to respond to cost implications and in doing so mitigate the likelihood of an increase of clean-fill dumping.

## **Ngā tāpirihanga**

**Attachments** There are no attachments for this report.

## **Ohiatanga**

### **Approval**

The chair and deputy chair acting under delegated authority (FR/2019/168) confirm they have made this urgent decision of behalf of the Franklin Local Board.



Andrew Baker

Chair, Franklin Local Board

22/01/20

Date



Angela Fulljames

Deputy Chair, Franklin Local Board

22/01/20

Date

# Memo

16 January 2020

To: Glenn Boyd – Relationship Manager Henderson-Massey, Waitakere Ranges and Whau

From: Wendy Kjestrup

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Subject: Urgent decision request of the Henderson-Massey Local Board

## Purpose

The purpose of this memo is to initially seek the local board relationship manager's authorisation to commence the urgent decision-making process and if granted, seek formal approval from the chair and deputy chair (or any person acting in these roles) to use the process to make an urgent decision.

The decision required, and the supporting report, are attached to this memo. The urgent decision being sought needs to be authorised by the chair and deputy chair (or any person acting in these roles) by signing this memo. Both this memo and the supporting documentation will be reported as an information item at the next business meeting if the urgent decision-making process proceeds.

## Reason for the urgency

Local boards have the opportunity to provide input into Auckland Council submissions on other agencies documents.

The government is currently consulting on proposals to reduce waste through a more effective landfill levy. The Ministry for the Environment has released a consultation document on this topic which includes the following proposals:

- increasing the levy rate on municipal landfills
- applying the landfill levy to more landfills
- applying different levies for different landfill types

The consultation document was published in November 2019 and submissions are due 3 February 2020. Auckland Council is preparing a submission and has requested formal local board input by 22 January 2020 for the input to be considered by a political working group before the Auckland Council submission is finalised.

The case for an urgent decision is due to the next scheduled meeting for the Henderson-Massey Local Board (Tuesday 18 February 2020) falling after the due date for local board input into Auckland Council's submission on this topic.

This decision is significant enough to utilise the urgent decision-making process as changes to the waste levy will affect local businesses and households and will have an impact on climate change mitigation, adaption and resilience locally.

## **Decision sought from the chair and deputy chair (or any person acting in these roles)**

That the Henderson-Massey Local Board

- a) approve the following feedback on 'Reducing waste: a more effective landfill levy consultation document':
  - *Support Auckland Council's draft submission on the Waste Levy.*
  - *Support the key action in Auckland Council's Waste Management and Minimisation Plan 2018 of advocacy to central government for an increased waste levy.*
  - *Support council's preference of increasing the waste levy on a faster timeline, to a higher amount, and equally across landfill classifications.*
  - *Support the goal of a zero-waste future, with the waste levy considered as an effective way to induce industry and other waste producers to take action on climate change.*
  - *Support an increased focus on fostering iwi participation in decision-making processes regarding waste.*
  - *Support the proposed improvements to waste data collection and reporting.*
  - *Notes that while not within the scope of this proposal, effective action at all stages of the waste lifecycle is important for waste reduction. For example, transforming/limiting the manufacture of products that go on to become waste; the ability to return packaging to retailers and wholesalers who then are responsible for its recycling or paying for landfill costs; supporting recycling and reuse centres within waste centres and well resourced waste reduction education.*
- b) note that the Henderson-Massey Local Board feedback will be attached verbatim to the Auckland Council submission.

## **Background**

On 20 December 2019 the Henderson-Massey Local Board received a memorandum from the Strategic Planning team within Waste Solutions discussing the Ministry for the Environment's consultation document (attachment A) and inviting local board input into the development of the Auckland Council submission. A summary of the draft Auckland Council submission was also provided.

As discussed in the memo, the waste levy is intended to raise revenue for waste minimisation and diversion opportunities while increasing the cost of waste disposal to recognise the costs of disposal on the environment, society and economy.

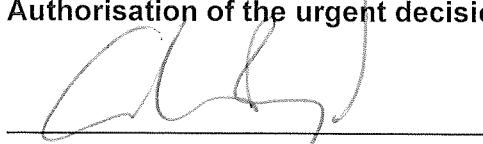
The consultation document proposes progressively increasing the landfill levy to higher rates, expanding the levy to apply to more types of landfills and making improvements to waste data collections.

The draft Auckland Council submission includes the following points:

- Support the expansion of the levy to apply to additional landfill classifications
- Support for significant progressive increases to current levy rates, consistently applied across all landfill classifications
- Support improvements to waste data collection and reporting.

Development of the submission has been guided by a political working group comprised of the Chair and Deputy Chair of the Environment and Climate Change Committee, Cr. Walker, a member of the Independent Māori Statutory Board and two local board chairs.

## Authorisation of the urgent decision-making process



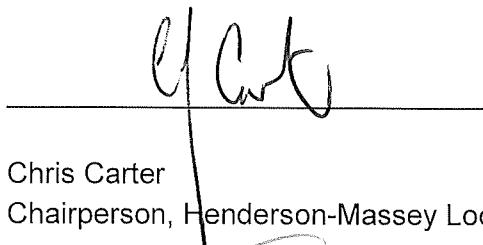
Signed by Glenn Boyd

Relationship Manager, Henderson-Massey, Waitakere Ranges and Whau Local Board

Date:

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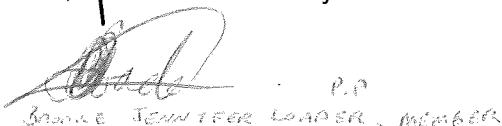
## Approval to use the urgent decision-making process



Chris Carter

Chairperson, Henderson-Massey Local Board

Date:

  
Will Flavell  
P.P.  
Bonne TENURE LEADER, MEMBER

Will Flavell

Deputy Chairperson, Henderson-Massey Local Board

Date:

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## Henderson-Massey Local board Resolution/s

That the Henderson-Massey Local Board

- c) approve the following feedback on 'Reducing waste: a more effective landfill levy consultation document':
  - *Support Auckland Council's draft submission on the Waste Levy.*
  - *Support the key action in Auckland Council's Waste Management and Minimisation Plan 2018 of advocacy to central government for an increased waste levy.*
  - *Support council's preference of increasing the waste levy on a faster timeline, to a higher amount, and equally across landfill classifications.*
  - *Support the goal of a zero-waste future, with the waste levy considered as an effective way to induce industry and other waste producers to take action on climate change.*
  - *Support an increased focus on fostering iwi participation in decision-making processes regarding waste.*
  - *Support the proposed improvements to waste data collection and reporting.*
  - *Notes that while not within the scope of this proposal, effective action at all stages of the waste lifecycle is important for waste reduction. For example transforming/limiting the manufacture of products that go on to become waste; the ability to return packaging to retailers and wholesalers who then are responsible for its recycling or paying for landfill costs; supporting recycling and reuse centres within waste centres and more resource for waste reduction education.*

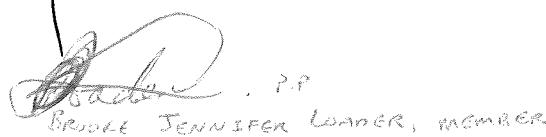
- d) note that the Henderson-Massey Local Board feedback will be attached verbatim to the Auckland Council submission.



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Chris Carter  
Chairperson, Henderson-Massey Local Board

Date:

  
Brooke JENNIFER LANCER, MACMURR

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Will Flavell  
Deputy Chairperson, Henderson-Massey Local Board

Date:

### Attachments

Attachment A – ‘Reducing waste: a more effective landfill levy consultation document’

# **Howick Local Board urgent decision to provide feedback on the Auckland Council draft submission on the Ministry for the Environment's review of the effectiveness of the waste levy.**

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## **Te take mō te pūrongo**

### **Purpose**

1. To provide Howick Local Board feedback on the Auckland Council draft submission on the Ministry for the Environment's review of the effectiveness of the waste levy to be considered by the political working group delegated the responsibility of approval the final submission.

## **Te tikanga whakatau-kaupapa wawe**

### **Urgent decision-making process**

2. At its meeting on 9<sup>th</sup> December 2019 the Howick Local Board resolved (HW/2019/159) the following in relation to urgent decision-making:

*That the Howick Local Board:*

- a) *adopt the urgent decision-making process for matters that require a decision where it is not practical to call the full board together and meet the requirement of a quorum*
- b) *delegate authority to the chair and deputy chair, or any person acting in these roles, to make urgent decisions on behalf of the local board*
- c) *agree that the relationship manager, chair and deputy chair (or any person/s acting in these roles) will authorise the urgent decision-making process by signing off the authorisation memo*
- d) *note that all urgent decisions will be reported to the next ordinary meeting of the local board.*

3. The relationship manager, chairperson and deputy chairperson signed off the authorisation memo, authorising the use of the urgent decision-making process on this matter on 23<sup>rd</sup> January 2020

## **Te take me whakawawe**

### **Reason for urgency**

4. The feedback needs to be provided by 5pm Wednesday 22<sup>nd</sup> January 2020.
5. The board's next scheduled meeting is Monday, 17<sup>th</sup> February 2020.
6. An urgent decision is required because delaying the feedback would mean that it is not considered in the Council's draft submission.

## **Te horopaki**

### **Context**

7. The Ministry for the Environment is consulting on proposed changes to the waste levy and waste data collection methodologies
8. The waste levy, applied under the Waste Minimisation Act 2008, is intended to raise revenue for waste minimisation and diversion opportunities while increasing the cost of waste disposal to recognise the costs of disposal on the environment, society and economy
9. Auckland Council staff have developed a draft submission informed by the Auckland Waste Management and Minimisation Plan 2018.

10. Formal feedback from local boards on the draft submission is to be provided by 5pm on Wednesday 22 January 2020 in order to be considered for incorporation within the final submission which is due 3 February 2020.
11. Council's draft submission is informed by public, Māori and local board feedback received by the council through consultation in March 2018 on the draft Waste Management and Minimisation Plan 2018 and the draft Long-term Plan 2018-2028.

## Tātaritanga me nga tohutohu

### Analysis and advice

12. The Howick Local Board is committed to supporting the delivery of waste minimisation initiatives and supported the council's Waste Management and Minimisation Plan 2018. Reduction of waste through recovery, reuse and recycling is also an objective of the Howick Local Board Plan 2017.
13. Whilst supportive of the draft submission, the board is also mindful of minimising the impact of any subsequent rates increases. The board is also concerned that any increase of the waste levy may have the unintended consequence of increasing instances of illegal dumping of household, construction or industrial waste.
14. The board also requests that officers investigate alternative methods of waste disposal, for example high tech – high temperature incineration.

## Ngā mahi ā-muri

### Next steps

15. If the recommendations are adopted the next steps are:
  - a) The board's feedback will be considered for incorporation within the Council's final submission.

## Ngā tūtohunga

### Recommendation/s

That the Howick Local Board:

- a) supports the draft submission and notes the following:
  - i. that Council minimise any consequential increase in rates;
  - ii. further investigation be undertaken to minimise any potential increase in illegal dumping; and
  - iii. Council officers investigate alternative methods of waste disposal.

## Ngā tāpirihanga

### Attachments

## Ohiatanga

### Approval

The chairperson and deputy chairperson acting under delegated authority (HW/2016/1) confirm they have made this urgent decision of behalf of the Howick Local Board.

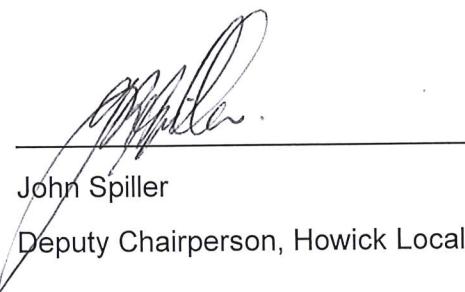


Adele White

Chairperson, Howick Local Board

23/01/2020

Date



John Spiller

Deputy Chairperson, Howick Local Board

23/01/2020

Date

# Memorandum

20 January 2020

**To:** Cosette Saville, Principal Advisor Infrastructure and Environmental Services.

**Subject:** Howick Local Board feedback on the Auckland Council draft submission on the Ministry for the Environment's review of the effectiveness of the waste levy

**From:** Adele White, Chair, Howick Local Board

**CC:** Howick Local Board Deputy Chair – John Spiller  
Howick Local Board Members – Bo Burns, Bob Wichman, Bruce Kendall, David Collings, Katrina Bungard, Mike Turinsky, Peter Young  
Local Board Services – Carol Mackenzie-Rex, Ian Milnes & Nichola Painter  
Parul Sood, General Manager Waste Solutions  
Barry Potter, Director Infrastructure and Environmental Services

## Purpose

1. To provide Howick Local Board feedback on the Auckland Council draft submission on the Ministry for the Environment's review of the effectiveness of the waste levy to be considered by the political working group delegated the responsibility of approval the final submission.

## Summary

2. The Ministry for the Environment is consulting on proposed changes to the waste levy and waste data collection methodologies.
3. Auckland Council staff have developed a draft submission informed by our position in the Auckland Waste Management and Minimisation Plan. The draft submission includes the following points:
  - Support the expansion of the levy to apply to additional landfill classifications
  - Support for significant progressive increases to current levy rates, consistently applied across all landfill classifications
  - Support improvements to waste data collection and reporting.
4. The board supports the draft submission, but requests the Council minimise any consequential rates increase, consider the impact of waste levy increases on illegal dumping, and investigate alternative methods of waste disposal such as high tech – high energy incineration..

## Context

5. The Ministry for the Environment is consulting on proposed changes to the waste levy and waste data collection methodologies
6. The waste levy, applied under the Waste Minimisation Act 2008, is intended to raise revenue for waste minimisation and diversion opportunities while increasing the cost of waste disposal to recognise the costs of disposal on the environment, society and economy

7. Auckland Council staff have developed a draft submission informed by the Auckland Waste Management and Minimisation Plan 2018.
8. Formal feedback from local boards on the draft submission is to be provided by 5pm on Wednesday 22 January 2020 in order to be considered for incorporation within the final submission which is due 3 February 2020.
9. Council's draft submission is informed by public, Māori and local board feedback received by the council through consultation in March 2018 on the draft Waste Management and Minimisation Plan 2018 and the draft Long-term Plan 2018-2028.

## **Discussion**

10. The Howick Local Board is committed to supporting the delivery of waste minimisation initiatives and supported the council's Waste Management and Minimisation Plan 2018. Reduction of waste through recovery, reuse and recycling is also an objective of the Howick Local Board Plan 2017.
11. Whilst supportive of the draft submission, the board is also mindful of minimising the impact of any subsequent rates increases. The board is also concerned that any increase of the waste levy may have the unintended consequence of increasing instances of illegal dumping of household, construction or industrial waste.
12. The board also requests that officers investigate alternative methods of waste disposal, for example high tech – high temperature incineration.

## **Howick Local Board feedback**

13. The Howick Local Board supports the draft submission and notes the following:
  - a) that Council minimise any consequential increase in rates;
  - b) further investigation be undertaken to minimise any potential increase in illegal dumping;
  - c) Council officers investigate alternative methods of waste disposal.

# **Reducing waste: a more effective landfill levy - consultation**

## **Mangere-Otahuhu Local Board feedback to Auckland Council's submission**

1. The Mangere-Otahuhu Local Board supports in principle the Auckland Council submission on the governments ‘Reducing waste: a more effective landfill levy – consultation’ document as its intent aligns with the Māngere-Ōtāhuhu Local Board’s third local board plan outcome: “Protecting our natural environment and heritage”.
2. The local board supports the expansion of the waste levy to apply to more classifications of landfill and requests the levy rate be applied equally across landfill types for the most effective incentivisation of waste diversion.
3. The local board notes the impact of the levy increase will be more challenging for low-income or larger families and highlights the importance of increased access and education regarding alternative methods for disposal, resource recovery and waste minimisation, particularly in these areas.
4. The local board requests further investigation into reducing the import of hard to recycle plastics entering New Zealand and availability of products with unnecessary or single use packaging.
5. The local board commends the Ministry for Environment’s waste work programme and supports the continuation of waste diversion opportunities such as product stewardship schemes and container return schemes, alongside the levy.
6. The local board supports the prioritisation of initiatives that support waste reduction and maximise opportunities made available by the changing waste and resource recovery industry. The board requests the development of these initiatives focus on areas most involved in the current waste sector and other industries affected by the shift toward a circular economy.
7. The local board notes the ongoing work to develop local community recycling centres and waste reduction initiatives as a priority in the South Auckland area and requests continued action for the regional scoping exercise to investigate regional resource recovery centre sites and to support local recycling centres.
8. The local board notes its preference for a stepwise and well-supported approach to the levy increase allowing for greater engagement and education in Māngere-Ōtāhuhu, building competency among the local communities and contributing to meaningful reduction and appropriate diversion of waste into the future.

# Urgent Decision Memo

30 January 2020

To: Manoj Ragupathy, Relationship Manager – Manurewa and Papakura  
cc: Manurewa Local Board Chair and Members  
From: Robert Boswell, Local Board Advisor - Manurewa

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Subject: **Urgent decision - Manurewa Local Board feedback on 'Reducing waste: a more effective landfill levy – consultation'**

## Purpose

To seek Manurewa Local Board's feedback on Auckland Council's draft submission on the Ministry for the Environment's review of the effectiveness of the waste levy.

## Reason for the urgency:

- The submission period closes on Friday 31 January 2020 which is before the next business meeting of the Manurewa Local Board, which is scheduled for 20 February 2020.

## Decision sought from the chair and deputy chair (or any person acting in these roles)

### That the Manurewa Local Board:

- a) adopt the Manurewa Local Board feedback on Auckland Council's submission on the Ministry for the Environment's review of the effectiveness of the waste levy.

## Background

1. The Ministry for the Environment is required to review the effectiveness of the waste levy at least every three years to ensure it is delivering on the purpose of enabling and incentivising waste diversion and minimisation.
2. The Ministry is seeking feedback on:
  - progressively increasing the current waste levy
  - expanding the application of the waste levy to more landfill categories
  - improvements to data collection methodologies.
3. Council staff have developed a draft submission on the Ministry for the Environment's consultation document. This was circulated to local boards for feedback on 20 December 2019. The submission is due to the Ministry for the Environment by 3 February 2020.
4. Local board feedback received before 31 January 2020 at 5pm will be appended to the council submission.
5. The board's feedback is attached to this memo (Attachment A).

**Authorisation of the urgent decision-making process**



Signed by **Manoj Ragupathy**  
Relationship Manager – Manurewa and Papakura

Date



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**Joseph Allan**  
Chairperson, Manurewa Local Board

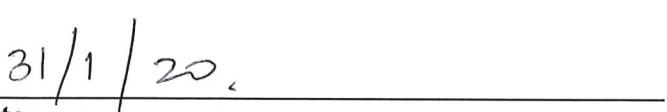
Date



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**Melissa Atama**  
Deputy Chairperson, Manurewa Local Board

Date



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## **Manurewa Local Board feedback on ‘Reducing waste: a more effective landfill levy – consultation’**

The Manurewa Local Board supports, in principle, increasing and broadening the coverage of the waste levy. The board has previously given support to advocacy for such an increase as part of its feedback on the Auckland Council Waste Minimisation and Management Plan 2018. We note that the levy rate has not been increased since its introduction in 2008.

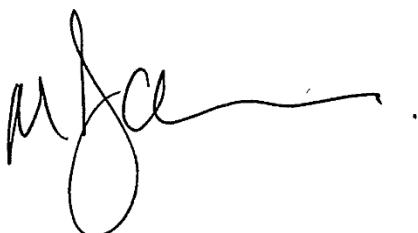
The board believes that the current situation of increasing levels of waste going to landfill is not sustainable. We note that 80 per cent of total waste tonnage to landfill in Auckland comes from commercial and industrial waste, and that the current level at which the waste levy is set provides a financial incentive for businesses to send waste to landfill rather than upcycling or recycling.

On this basis, the board supports the increasing the waste levy to \$50 per tonne by 2023 and expansion of the waste levy to industrial monofills, construction and demolition fills, managed fills and controlled fills.

Our preferred option for the staging of this proposal is Option B, where the levy rises as it expands its coverage.

The board supports the development of a levy investment plan to set principles for the use of revenue from the waste levy. We believe that a portion of the increased revenue from the levy should be directed to initiatives to enable residents, community groups and businesses to reduce waste and embed circular approaches to waste use. This would have environmental benefits and help to reduce the financial impact of the levy increase. Where possible, initiatives to assist businesses should be done in conjunction with local business associations.

We believe that there are many groups in our community that contribute to waste minimisation in this local board area and could benefit from the Waste Minimisation and Innovation Fund, which council funds using revenue from the levy. However, some of these groups may lack capacity to engage with the grant application process. We would like to see levy revenue used to fund resources, including staff, dedicated to assisting local groups to apply for funding.



Joseph Allan, Chairperson  
30 January 2020  
On behalf of the Manurewa Local Board

**Memo**

**20 January 2020**

To: Suzanne Weld – Acting Relationship Manager Albert-Eden and Ōrākei

From: Nick Palmisano – Local Board Advisor

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Subject: Urgent decision request of the Ōrākei Local Board

**Purpose**

The purpose of this memo is to initially seek the local board relationship manager's authorisation to commence the urgent decision-making process and if granted, seek formal approval from the chair and deputy chair (or any person acting in these roles) to use the process to make an urgent decision.

The decision required, and the supporting report, are attached to this memo. The urgent decision being sought needs to be authorised by the chair and deputy chair (or any person acting in these roles) by signing this memo. Both this memo and the report will be reported as an information item at the next business meeting if the urgent decision-making process proceeds.

**Reason for the urgency**

Local boards can provide input into Auckland Council submissions on other agencies documents.

The government is undertaking a comprehensive review of the New Zealand Waste Disposal Levy. The Ministry of Environment is required to review landfill levy rates at least every three years to ensure it is delivering on the purpose of enabling and incentivizing waste diversion and minimisation.

The Ministry of Environment '*Reducing waste: a more effective landfill levy – consultation document*' was released in November 2019.

The case for an urgent decision is made due to the need for local board feedback on the consultation document prior to Wednesday 22 January 2020, in order to be incorporated into the Auckland Council submission by the due date. The Ōrākei Local Board's next scheduled meeting is Thursday 20 February 2020.

The urgent decision will be reported to the full local board during the next scheduled meeting on Thursday 20 February 2020.

**Decision sought from the chair and deputy chair (or any person acting in these roles)**

That the Ōrākei Local Board:

- a) approve the feedback, as contained in Attachment D, on '*Reducing waste: a more effective landfill levy – consultation document*'.
- b) note that the Ōrākei Local Board feedback will be attached verbatim to the Auckland Council submission.

**Background**

The government is undertaking a comprehensive review of the New Zealand Waste Disposal Levy. The Ministry of Environment is required to review landfill levy rates at least every three years to ensure it is delivering on the purpose of enabling and incentivising waste diversion and minimisation.

The Ministry for the Environment is consulting on proposed changes to the waste levy and waste data collection methodologies (see consultation document in Attachment A of elected member memo).

The waste levy, applied under the Waste Minimisation Act 2008, is intended to raise revenue for waste minimisation and diversion opportunities while increasing the cost of waste disposal to recognise the costs of disposal on the environment, society and economy.

The consultation document proposes progressively increasing the landfill levy to higher rates, expanding the levy to apply to more types of landfills and making improvements to waste data collections.

Auckland Council staff have developed a draft submission (see Attachment B of elected member memo) informed by our position in the Auckland Waste Management and Minimisation Plan. The draft submission includes the following points:

- Support the expansion of the levy to apply to additional landfill classifications
- Support for significant progressive increases to current levy rates, consistently applied across all landfill classifications
- Support improvements to waste data collection and reporting.

Auckland Council's Waste Management and Minimisation Plan 2018 indicates a best practice waste levy rate of \$140 per tonne, far above the existing \$10 per tonne introduced at the implementation of the Waste Minimisation Act 2008. Despite three-yearly statutory reviews, there have been no changes to the landfill levy rate since implementation.

Auckland has an aspirational goal of Zero Waste by 2040 and recognises that continued (and increasing) disposal to landfill is incompatible with this goal. Both Auckland Council and the New Zealand Government have ambitious and wide-reaching waste plans and programmes in place that will move the region, and the country, towards a circular economy where resources are used and reused, rather than disposed of to landfill.

#### **Authorisation of the urgent decision-making process**

Signed by Suzanne Weld

Acting Relationship Manager, Albert-Eden and Ōrākei Local Board

Date *22/1/2020*

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#### **Approval to use the urgent decision-making process**

Scott Milne

Chairperson, Ōrākei Local Board

Date

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Sarah Powrie  
Deputy Chairperson, Ōrākei Local Board

Date

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## Ōrākei Local board Resolution/s

That the Ōrākei Local Board:

- a) approve the feedback, as contained in Attachment D, on '*Reducing waste: a more effective landfill levy – consultation document.*'
- b) note that the Ōrākei Local Board feedback will be attached verbatim to the Auckland Council submission.



Scott Milne  
Chairperson, Ōrākei Local Board.

22/1/2020

Date

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Sarah Powrie  
Deputy Chairperson, Ōrākei Local Board

Date

## Ōrākei Local Board feedback: Ministry of Environment Proposed Change to Landfill Levy

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**Ministry for the Environment, 2019. ‘Reducing waste: a more effective landfill levy – consultation document.’ Wellington: Ministry for the Environment.**

The Ōrākei Local Board supports in principle, the following draft declarations submitted by the Auckland Council body in its draft submission relating to the government’s landfill levy consultation.

Subject to greater efforts and resource by the Ministry of Environment towards the enforcement and monitoring of illegal dumping, education on waste minimisation, and addressing waste production at source, the Ōrākei Local Board’s feedback is that it:

- a) **Supports** the Ministry of Environment’s proposal to progressively increase the landfill levy to higher rates
- b) **Supports** the expansion of the levy to apply to additional landfill classifications
- c) **Supports** significant progressive increases to current levy rates, consistently applied across all landfill classifications.
- d) **Supports** improvements to waste data collection and reporting.
- e) **Recommends** the Ministry of Environment undertake further investigation into waste minimisation at source to facilitate more efficient waste minimisation practices by manufacturers and waste producers.
- f) **Recommends** the Ministry of Environment consider penalties for waste producers who do not progress towards waste minimisation and diversion.
- g) **Recommends** the Ministry of Environment consider funding initiatives or incentives for manufacturers and waste producers that address waste production at source and alleviate pressure on long-term waste disposal.
- h) **Recommends** the Ministry of Environment contribute more national resource towards monitoring and enforcement of illegal dumping sites.
- i) **Is** concerned that progressive increases to the landfill levy will encourage illegal dumping.
- j) **Is** concerned about local businesses being adversely affected by a lack of capacity, resource, and support to develop waste minimisation, thereby absorbing the higher cost of the landfill levy over time.

# Memo

7 January 2020

To: Cosette Saville, Principle Advisor, Infrastructure and Environment Services

cc: Sophien Brockbank, Team Leader, Strategic Planning Waste Solutions  
Victoria Villaraza, Relationship Manager, Local Board Services

From: Ōtara-Papatoetoe Local Board

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Subject: Reducing waste: a more effective landfill levy – Local board inputs on Ministry for the Environment's landfill levy consultation document

**Background:**

The Ministry of Environment is consulting on proposed changes to the waste levy and waste data collection methodologies (Ref. Reducing waste: a more effective landfill levy – consultation document. Wellington: Ministry for the Environment, 2019). Elected members received a memo with details on 6 December 2019 and a copy of Auckland Council's draft submission on 20 December 2019. Local boards have an opportunity to give feedback comments if they so like.

**Ōtara-Papatoetoe Local Board's feedback comments:**

1. The Ōtara-Papatoetoe Local Board fully supports Auckland Council's draft submission and agrees that there needs to be change to the current situation of increasing amounts of waste going to landfills.
2. The intent and purpose of the proposed levy by the central government's Ministry of Environment is relevant and closely aligned to local board's outcomes and objectives. The Ōtara-Papatoetoe Local Board Plan 2017 states one of its outcomes for the local area as 'Healthy Natural Environment' with an objective to minimise waste going to landfill.
3. Central government policy and legislation is critical in achieving these results at a local level. Concrete steps by central government are warranted in progressing action to achieve the Auckland Council's target of 'zero-waste'. The landfill levy needs to be made effective as in its absence the influence of work of territorial authorities and local boards remains at margins.
4. The board strongly supports actions for an effective management of waste disposal to establish consistency in how landfills are defined, consented and managed.
5. The board supports an approach that proactively applies the levy in a consistent manner regardless of source by prioritising environmental concerns over commercial interests and conveniences. Further to take a consistent approach and have the highest proposed levy hike applied across all landfills.
6. The board has a concern on the exclusion of farm-dumps from the levy, as 20 per cent of New Zealand's waste comes from farms, yet only 7.5 per cent of that waste is disposed at municipal landfills. This implies that the rest is disposed onsite with little oversight. There is a need for appropriate changes through the Resource Management Act to give effect to compliance on farm-dumps.
7. The board strongly supports engaging communities in educational activities and raising awareness to give effect to change in behaviour. The Ōtara-Papatoetoe Local Board looks for more opportunities to partner with central government funded programmes for implementing in the local area. Local boards are well placed through their practical knowledge of the local area, its people and their concerns to achieve results.

The board appreciates the opportunity to give feedback on this important subject.



Lotu Fuli

Chair, Ōtara-Papatoetoe Local Board

# Urgent Decision Memo

22 January 2020

To: Manoj Ragupathy, Relationship Manager Papakura & Manurewa Local Board

cc: Papakura Local Board Chair and Members

From: Lee Manaia – Local Board Advisor

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Subject: **Urgent decision - Papakura Local Board feedback on the Auckland Council's input into the government's 'Reducing waste: a more effective landfill levy – consultation'**

## Purpose

To provide Papakura Local Board's feedback on the Auckland Council's input into the government's '*Reducing waste: a more effective landfill levy – consultation*'

## Reason for the urgency:

- Staff require local board feedback on the Auckland Council's input into the government's '*Reducing waste: a more effective landfill levy – consultation*' by 5pm Wednesday 22 January 2020 in order to be included in the Auckland Council submission.
- The submission period closes on 3 February 2020.
- The next Papakura Local Board business meeting is scheduled for Wednesday 26 February 2020 therefore an urgent decision is required to meet the submission period deadlines.

## Decision sought from the chair and deputy chair (or any person acting in these roles)

### That the Papakura Local Board:

- a) **endorse the Papakura Local Board feedback on the Auckland Council's input into the government's 'Reducing waste: a more effective landfill levy – consultation':**

## Background

1. The Ministry for the Environment is consulting on proposed changes to the waste levy and waste data collection methodologies.
2. The Ministry for the Environment is required to review the effectiveness of the waste levy at least every three years to ensure it is delivering on the purpose of enabling and incentivising waste diversion and minimisation.
3. The consultation documentation is seeking feedback on:
  - progressively increasing the current waste levy
  - expanding the application of the waste levy to more landfill categories
  - improvements to data collection methodologies.
4. The current waste levy is a charge applied to waste at point of disposal to municipal landfill. A waste levy at a high enough rate can create a financial incentive to make resource

- recovery preferable to sending materials to landfill. This will also encourage those producing considerable amounts of waste to investigate diversion pathways for their materials.
5. In addition to creating a price signal for waste producers to increase diversion, a key function of the waste levy is to create a funding pool that can be used to fund initiatives and infrastructure that will enable increased resource recovery and waste minimisation.
  6. The waste levy was initially set at \$10 per tonne at the time of the legislation's implementation in 2008, with the intention that this would regularly be reviewed and progressively increased to an amount which would encourage more waste diversion. In the 11 years since implementation, the levy has not changed once.
  7. The current levy is significantly lower than in comparable jurisdictions (for example, in many Australian states). A 2017 report by Eunomia<sup>1</sup> predicts that the best waste minimisation outcomes would be achieved with a landfill levy of \$140 per tonne, considerably higher than the current levy rate.
  8. Auckland Council staff have developed a draft submission informed by our position in the Auckland Waste Management and Minimisation Plan. The draft submission includes the following points:
    - Support the expansion of the levy to apply to additional landfill classifications
    - Support for significant progressive increases to current levy rates, consistently applied across all landfill classifications
    - Support improvements to waste data collection and reporting.
  9. Development of the submission has been guided by a political working group comprised of the Chair and Deputy Chair of the Environment and Climate Change Committee, Cr Walker, a member of the Independent Māori Statutory Board and two local board chairs.
  10. The submission is due on 3 February 2020, which means there is limited time available for local boards to provide feedback before it is approved by the delegated elected members.
  11. Local boards can provide formal feedback on the draft submission through an urgent decision-making process by 5pm on Wednesday 22 January 2020.
  12. Any local board submissions received after this date but before Friday 31 January at 5 pm will be appended to the regional submission. However, they will not be considered by the political working group.

#### **Authorisation of the urgent decision-making process**



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**Signed by Manoj Ragupathy  
Relationship Manager Papakura & Manurewa Ward**

**Date: 21 January 2020**



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**Brent Catchpole**  
Chairperson, Papakura Local Board

**Date: 21 January 2020**



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**Jan Robinson**  
Deputy Chairperson, Papakura Local Board

**Date: 21 January 2020**

**Papakura Local Board feedback on the Auckland Council's input into the government's  
'Reducing waste: a more effective landfill levy – consultation'**

## Background

The Ministry for the Environment is consulting on proposed changes to the waste levy and waste data collection methodologies.

The Ministry for the Environment is required to review the effectiveness of the waste levy at least every three years to ensure it is delivering on the purpose of enabling and incentivising waste diversion and minimisation.

The consultation documentation is seeking feedback on:

- progressively increasing the current waste levy
- expanding the application of the waste levy to more landfill categories
- improvements to data collection methodologies.

The current waste levy is a charge applied to waste at point of disposal to municipal landfill. A waste levy at a high enough rate can create a financial incentive to make resource recovery preferable to sending materials to landfill. This will also encourage those producing considerable amounts of waste to investigate diversion pathways for their materials.

In addition to creating a price signal for waste producers to increase diversion, a key function of the waste levy is to create a funding pool that can be used to fund initiatives and infrastructure that will enable increased resource recovery and waste minimisation.

The waste levy was initially set at \$10 per tonne at the time of the legislation's implementation in 2008, with the intention that this would regularly be reviewed and progressively increased to an amount which would encourage more waste diversion. In the 11 years since implementation, the levy has not changed once.

The current levy is significantly lower than in comparable jurisdictions (for example, in many Australian states). A 2017 report by Eunomia<sup>1</sup> predicts that the best waste minimisation outcomes would be achieved with a landfill levy of \$140 per tonne, considerably higher than the current levy rate.

Auckland Council staff have developed a draft submission informed by our position in the Auckland Waste Management and Minimisation Plan. The draft submission includes the following points:

- Support the expansion of the levy to apply to additional landfill classifications
- Support for significant progressive increases to current levy rates, consistently applied across all landfill classifications
- Support improvements to waste data collection and reporting.

Development of the submission has been guided by a political working group comprised of the Chair and Deputy Chair of the Environment and Climate Change Committee, Cr Walker, a member of the Independent Māori Statutory Board and two local board chairs.

The submission is due on 3 February 2020, which means there is limited time available for local boards to provide feedback before it is approved by the delegated elected members.

Local boards can provide formal feedback on the draft submission through an urgent decision-making process by 5pm on **Wednesday 22 January 2020**.

Any local board submissions received after this date but before **Friday 31 January at 5 pm** will be appended to the regional submission. However, they will not be considered by the political working group.

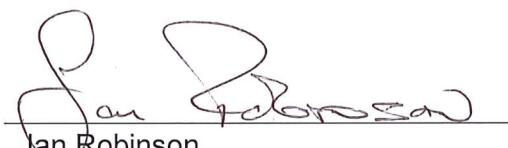
### Papakura Local Board feedback

1. The Papakura Local Board support the points made in the Auckland Council submission in relation to the government's 'Reducing waste: a more effective landfill levy – consultation' document.
2. While the board supports incentives to reduce waste, it does have a concern that increasing levies will exacerbate the illegal dumping issue in the south.
3. Funding for support and education will be required to ensure the public and businesses know the options and understand how to dispose of waste.
4. If levies are increased the government and local authorities need to ensure options are available for recycling waste, in particular construction waste, concrete etc.
5. Resource recovery centres need to be locally accessible to encourage people to use them.
6. The Papakura Local Board is supportive of product stewardship to put the onus on the supplier for dealing with the waste they produce, which should include imported goods. The New Zealand Packaging Accord 2004 should be given more legislative power.
7. Closed landfills on the coastline and stream edges will potentially be affected by the effects of climate change and rising seas levels. Funding for remediation may need to be considered as part of the increased levy.



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Brent Catchpole  
Chairperson  
Papakura Local Board



Jan Robinson  
Deputy Chairperson  
Papakura Local Board

Date: 21/01/2020

# Memo

13 January 2020

To: Nina Siers – Relationship Manger, Maungakiekie-Tāmaki and Puketāpapa

From: Ben Moimoi – Puketāpapa Local Board Advisor

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Subject: Urgent decision request of the Puketapapa Local Board

## Purpose

The purpose of this memo is to initially seek the local board relationship manger's authorisation to commence the urgent decision-making process and if granted, seek formal approval from the chair and deputy chair (or any person acting in these roles) to use the process to make an urgent decision.

The decision required, and the supporting report, are attached to this memo. The urgent decision being sought needs to be authorised by the chair and deputy chair (or any person acting in these roles) by signing this memo. Both this memo and the report will be reported as an information item at the next business meeting if the urgent decision-making process proceeds.

## Reason for the urgency

Local boards have the opportunity to provide input into Auckland Council submissions on other agencies documents.

The government is currently consulting on proposals to reduce waste through a more effective landfill levy. The Ministry for the Environment has released a consultation document on this topic (Attachment A) which includes the following proposals:

- increasing the levy rate on municipal landfills
- applying the landfill levy to more landfills
- applying different levies for different landfill types

The consultation document was published in November 2019 and submissions are due 3 February 2020. Auckland Council is preparing a submission and has requested formal local board input by 22 January 2020 so that local board views can be considered by a political working group before the Auckland Council submission is finalised.

The case for an urgent decision is due to the next scheduled meeting for the Puketapapa Local Board (Thursday 20 February 2020) falling after the due date for local board input into Auckland Council's submission on this topic.

The local board may decide to provide formal input on this discussion as changes to the waste levy will have an effect on local businesses and households and will likely impact on climate change mitigation, adaption and resilience locally.

## Decision sought from the chair and deputy chair (or any person acting in these roles)

That the Puketāpapa Local Board:

- a) approve the feedback on 'Reducing waste: a more effective landfill levy consultation document', as contained in Attachment B.

## **Background**

On 20 December 2019 the Puketapapa Local Board received a memo from Waste Solution's Strategic Planning team discussing the Ministry for the Environment's consultation document and inviting local board input into the development of the Auckland Council submission. A draft Auckland Council submission was also provided.

As discussed in the memo, the waste levy is intended to raise revenue for waste minimisation and diversion opportunities while increasing the cost of waste disposal to recognise the costs of disposal on the environment, society and economy.

The consultation document from the Ministry for the Environment proposes progressively increasing the landfill levy to higher rates, expanding the levy to apply to more types of landfills and making improvements to waste data collections.

The draft Auckland Council submission includes the following points:

- Support the expansion of the levy to apply to additional landfill classifications
- Support for significant progressive increases to current levy rates, consistently applied across all landfill classifications
- Support improvements to waste data collection and reporting.

Development of the submission has been guided by a political working group comprised of the Chair and Deputy Chair of the Environment and Climate Change Committee, Cr. Walker, a member of the Independent Māori Statutory Board and two local board chairs.

## **Attachments**

Attachment A – ‘Reducing waste: a more effective landfill levy consultation document’

Attachment B - Puketāpapa Local Board feedback on ‘Reducing waste: a more effective landfill levy consultation document’

## Authorisation of the urgent decision-making process



Signed by Nina Siers  
Relationship Manager, Maungakiekie-Tāmaki and Puketāpapa

Date 13/01/2020

## Approval to use the urgent decision-making process



Harry Doig  
Chairperson, Puketāpapa Local Board

Date 14/01/20



Julie Fairey  
Deputy Chairperson, Puketāpapa Local Board

Date 14/1/2020.

## Puketāpapa Local Board Resolution/s

That the Puketāpapa Local Board:

- approve the feedback on 'Reducing waste: a more effective landfill levy consultation document', as contained in Attachment B.



Harry Doig  
Chairperson, Puketāpapa Local Board

Date 14/01/20



Julie Fairey  
Deputy Chairperson, Puketāpapa Local Board

Date 14/1/2020 .

## **Attachment A**

### **Reducing waste: a more effective landfill levy consultation document**

This document can be viewed at:

<https://www.mfe.govt.nz/sites/default/files/media/Waste/reducing-waste-a-more-effective-landfill-levy-consultation-document.pdf>

## **Attachment B**

### **Puketapapa Local Board Feedback on the Ministry for the Environment's 'Reducing waste: a more effective landfill levy consultation document'**

14/01/2020

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#### **Relevance to the Puketāpapa Local Board**

1. Local boards are a key part of the governance of Auckland Council. Local boards have responsibilities set out in the Local Government (Auckland Council) Act 2009, specifically:
  - identifying and communicating the interests and preferences of the people in its local board area in relation to the content of the strategies, policies, plans, and bylaws of the Auckland Council
2. Local boards provide important local input into region-wide strategies/plans and can also represent the views of their communities to other agencies, including those of central government.

#### **Puketāpapa Local Board planning framework**

3. Every three years local boards set their strategic direction through a local board plan. Changes to the waste levy has relevance to some of the outcomes and objectives in the 2017 Puketāpapa Local Board Plan. Outcomes and objectives of relevance include:
  - Thriving local economy and good job opportunities
    - A wide range of local businesses and social enterprises, creating meaningful employment and work experience
    - More job opportunities for local people, particularly those who face barriers to employment
  - Treasured and enhanced natural environment
    - Mana whenua are valued partners on key environmental projects
    - The mana of our harbour, waterways and maunga is recognised
    - People and businesses adopt sustainable practices
4. The Puketāpapa Local Board's Becoming a Low Carbon Community: An Action Plan also has relevant to this matter.

#### **Puketāpapa Local Board feedback on the Ministry for the Environment's 'Reducing waste: a more effective landfill levy consultation document'**

- a) Support Auckland Council's draft submission on the waste levy.
- b) Support advocating to central government for an increased waste levy; a key action within Auckland Council's Waste Management and Minimisation Plan 2018.
- c) Support the goal of a zero-waste future, with the waste levy considered as an effective way to induce industry and other waste producers to take action on climate change.

- d) Support investing funds from the levy into waste minimisation facilities and initiatives that support alternatives to sending material to landfill.
- e) Note that an increased waste levy may lead to an increase in illegal dumping and that local councils should be able to use the resources provided by the levy to address illegal dumping, both proactively and reactively.
- f) Request that the Ministry for the Environment provides details on how the proportion of the levy they retained will be used.
- g) Note that an increased levy that is invested into waste minimisation should incentivise waste producers to transition to alternative practices that diverts material away from landfills. Those who pay for this levy (households and businesses) will hopefully see value in improving their practices as systems and opportunities for waste minimisation improve.
- h) Note that limiting products that go on to become waste is an important factor in minimising waste disposal. More emphasis is needed on limiting the manufacture of waste, so that end users deal with less waste to begin with.

End.

# Submission on the proposed waste levy increases

**From: The Rodney Local Board**

Date: 30 January 2020

## Introduction

Rodney Local Board supports a significant progressive increase to the current waste levy and supports the expansion of the waste levy to apply equally across all classifications of landfill. This position supports the position proposed by the Auckland Council.

## The Waste Levy

The Rodney Local Board considers that the current waste levy is too low to be effective at moving Rodney towards a Zero Waste community, and our local residents are suffering from this lack of progress. We have New Zealand's largest landfill that is coming to the end of its life, we have a new landfill proposed within our area, and we are subject to a large number of consented and unconsented cleanfills that operate within limited compliance systems. Illegal dumping is a regular occurrence on our rural berms. There are considerable social costs for residents living near all types of landfills including odour, noise, traffic ,damage to road pavements, dust, and visual nuisances.

Cleanfills are accepted as a right in our general rural area, with some operators choosing to flaunt consent conditions, geotechnical recommendations, and allow the importation of contaminated material without full disclosure.

Cleanfills in Rodney are leading to increased road maintenance costs due to heavy traffic on roads that are not designed for them, and contaminated land that is then unfit for continued use and development.

Rodney Local Board supports Zero Waste Initiatives and currently provides support to a range of waste re-purposing projects across our area, however our funding is limited due to our low population. Compounding that, the majority of land in Rodney is rural land, making Rodney the most common area for cleanfills and landfills to establish.

We support a significant increase to the Waste Levy that will hasten the development of a Zero Waste society and we support a waste levy that has been proven to show that it will deliver a change in consumer behaviour towards Zero Waste principles.

## Expanding the coverage of the “landfill levy”

Rodney Local Board supports the expansion of the waste levy to apply to more classifications of landfill. The application to municipal landfills alone misses the opportunity to incentivise major waste producers, such as the construction and demolition sector, to consider innovative whole-of-life approaches to their work and materials.

Rodney Local Board supports the expansion of the levy to the four new landfill types outlined in the consultation document (industrial monofill, construction and demolition fill, managed fill and controlled fill).

Rodney Local Board supports the expansion of the landfill levy to include cleanfills as fill is still considered a waste material and Rodney faces a significant number of cleanfills in our area, which cumulatively, can have an adverse effect on the environment and local community. It is very difficult to determine if material is a clean or managed fill via a visual inspection and sample testing is required, managed fill could therefore be incorrectly classified as clean fill in order to avoid the levy. Additionally, only larger cleanfills require resource consent from the Auckland Council, with a significant number of smaller cleanfills not requiring consent. While individually the Auckland Unitary Plan may consider their effects to be less than minor, cumulatively they are causing wider damage to the environment and roads in our areas. We consider that the levy must be expanded to include cleanfills in order to manage the total number of cleanfills operating in the area, and to ensure that

cleanfill operators are operating within the Auckland Unitary Plan baseline requirements.

If the landfill levy is applied across all landfill types (clean fill included) this will provide better data of what is actually being deposited as waste across NZ. It is also important to also highlight the quantity and type of Waste that is imported into NZ<sup>1</sup> for disposal as therefore we can obtain a better understanding of where our waste is being generated.

Rodney Local Board supports a significant progressive increase to the levy rate, alongside the expansion across landfill classifications, will better support the purpose of the levy under the Act, raising vital revenue for infrastructure and waste minimisation activities and signalling the true costs of disposal to waste producers.

### **Increasing the Waste Levy**

Rodney Local Board supports an increase to the waste levy to the best practice amount of \$140 per tonne, and for this increase to be introduced to industry over the next three years.

Rodney Local Board supports the partial use of the Waste Levy to contribute to a national programme of Zero Heroes. In the same way that nationally we support Pest Free Coordinators through the National Biodiversity priority, the waste levy could contribute to Zero Heroes operating within communities that coordinate zero waste initiatives and education.

### **Authorisation**



Phelan Pirrie

Chairperson  
Rodney Local Board

Date: 30 January 2020

### **Contact Details**

**Name:** Rodney Local Board, Auckland Council

**Postal Address:** Lesley Jenkins, Relationship Manager  
Rodney Local Board  
Auckland Council, Orewa Service Centre  
Private Bag 92300 Auckland

**Phone number:** Lesley Jenkins, Relationship Manager, 021 566 826

**Email contact:** [lesley.jenkins@aucklandcouncil.govt.nz](mailto:lesley.jenkins@aucklandcouncil.govt.nz)

<sup>1</sup> <https://www.epa.govt.nz/industry-areas/hazardous-substances/hazardous-waste/current-permit-holders/>

# Memo

22 January 2020

To: Helgard Wagener: Aotea/Great Barrier and Waiheke Local Boards Relationship Manager  
Cath Handley: Chair - Waiheke Local Board  
Bob Upchurch: Deputy Chair - Waiheke Local Board

From: Mark Inglis: Local Board Advisor

Subject: Urgent decision request of the Waiheke Local Board regarding formal feedback on the landfill levy and reform of the resource management system.

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## Purpose

The purpose of this memo is to initially seek the local board relationship manager's authorisation to commence the urgent decision-making process, and if granted, seek formal approval from the chair and deputy chair (or any person acting in these roles) to use the process to make an urgent decision.

The decision required, and the supporting report, are attached to this memo. The urgent decision being sought needs to be authorised by the chair and deputy chair (or any person acting in these roles) by signing this memo. Both this memo and the report will be reported as an information item at a subsequent business meeting, if the urgent decision-making process proceeds.

## Reason for the urgency

The reason for urgency is that the formal feedback on Auckland Council's input into the government's "Reducing waste: a more effective landfill levy" consultation and on the government's reform of the resource management system is due before the formal feedback can be approved at a business meeting of the board.

Local boards have the opportunity to provide feedback so that their views can be considered by staff drafting Auckland Council's submission. All formal feedback received by the deadline will be appended to the final Auckland Council submissions. The local board input deadlines are 22 January 2020 for the landfill levy feedback and 24 January 2020 for the feedback on reform of the resource management system. These deadlines fall after the closing of the January business meeting agenda.

The urgent decision will be reported to the full local board during the next business meeting on 26 February 2020.

## Decision sought from the chair and deputy chair (or any person acting in these roles)

That the Waiheke Local Board:

- a) approve its formal feedback on the landfill levy, as contained in Attachment A.

- b) approve its formal feedback on the reform of the reform of the resource management system, as contained in Attachment B.
- c) note that the landfill levy feedback will be appended to the Auckland Council submission which will be considered by the political working group for submission to the Ministry for the Environment by 3 February 2020.
- d) note that the feedback on reform of the resource management system will be appended to the Auckland Council submission and forwarded to the Ministry for the Environment by 4 February 2020.

#### **Authorisation of the urgent decision-making process**



**Helgard Wagener**

Relationship Manager, Waiheke Local Board

Date: 22 January 2020

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#### **Approval to use the urgent decision-making process**



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Cath Handley

Chairperson, Waiheke Local Board

Date: 22 January 2020



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Bob Upchurch

Deputy Chair, Waiheke Local Board

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Date: 22 January 2020

#### **Waiheke Local Board Resolution/s**

That the Waiheke Local Board:

- a) approve its formal feedback on the landfill levy, as contained in Attachment A.
- b) approve its formal feedback on the reform of the reform of the resource management system, as contained in Attachment B.
- c) note that the landfill levy feedback will be appended to the Auckland Council submission which will be considered by the political working group for submission to the Ministry for the Environment by 3 February 2020.
- d) note that the feedback on reform of the resource management system will be appended to the Auckland Council submission and forwarded to the Ministry for the Environment by 4 February 2020.

**Approval to use the urgent decision-making process**



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Cath Handley  
Chairperson, Waiheke Local Board

Date: 22 January 2020



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Bob Upchurch  
Deputy Chair, Waiheke Local Board

Date: 22 January 2020



## **Waiheke Local Board formal feedback on a more effective landfill levy**

The Waiheke Local Board has been asked to provide feedback on the government's proposed changes to the waste levy, which will govern how much waste operators pay to dump waste to landfill.

The Waiheke Local Board has as an objective in its 2017 Local Board Plan<sup>1</sup>:

- *to reduce the waste stream by supporting initiatives that effectively minimise, reduce and recycle waste.*

During 2018 Auckland Council adopted the Tīkapa Moana Hauraki Gulf Islands Waste Plan 2018 (HGI Waste Plan)<sup>2</sup>. This plan sits within the Auckland Waste Management and Minimisation Plan 2018 and identifies how the Auckland-wide vision and strategy will be implemented in the specific context of the Hauraki Gulf islands. The Waiheke section contains the following goals:

- *Community engagement and behaviour change to reduce waste to landfill*
- *Reduce commercial and construction and demolition waste to landfill*

In the light of these goals, the Waiheke Local Board wishes to provide the following feedback:

1. The board supports Auckland Council's recommendation for a significant progressive increase to the current waste levy equally across all eligible classifications.
2. The levy should apply to waste disposed of at industrial monofills, non-hazardous construction, inert materials and demolition waste but not to the following classes:
  - a. **contaminated soils** as landowners often have no option but to remove contaminated soils from their sites
  - b. **cleanfills (class 5)** as planning rules often will not allow excavated material to remain onsite
  - c. **farm dumps** as farmers should be permitted to dump farm waste safely on their own property without additional levies being imposed.
3. In an effort to incentivise reuse and recycling as rapidly as possible, the board recommends progressively raising the levy to the best practice rate of \$140 per tonne over 10 years, as proposed in council's Waste Management and Minimisation Plan 2008.
4. The establishment of a Resource Recovery Park in 2020 on Waiheke Island will give greater opportunities for the reuse and recycling of waste that would otherwise go to landfill and will support efforts to reduce the volumes of waste transported off the island to landfill sites on the mainland.
5. Since an increased levy will result in a larger funding base, the board recommends that funding allocation be decentralised with allocation committees established in

regions by public nomination. Approximately twenty per cent of the funds should be retained centrally for national initiatives. The emphasis for investment should be research, innovation and waste projects which assist with New Zealand's goal of zero waste by 2040.

**URGENT DECISION OF THE**  
**Waitematā Local Board**

**Approve feedback on Reducing waste: a more effective landfill levy**

**AUTHORITY TO EXECUTE THIS URGENT DECISION**

**Urgent Decision Process WTM/2019/259**

- a) That the Waitematā Local Board:
  - i) adopt the urgent decision-making process for matters that require a decision where it is not practical to call the full board together and meet the requirements of a quorum
  - b) delegate authority to the chair and deputy chair, or any person acting in these roles, to make urgent decisions on behalf of the local board
  - c) agree that the relationship manager, chair and deputy chair (or any person/s acting in these roles) will authorise the urgent decision-making process by signing off an authorisation memo
  - d) note that all urgent decisions will be reported to the next ordinary meeting of the local board
  - e) agree that every effort will be made to ascertain the views of all board members prior to approving an urgent decision.

**EXECUTIVE SUMMARY**

1. The Ministry for the Environment is consulting on proposed changes to the landfill levy and waste data collection methodologies.
2. The waste levy, applied under the Waste Minimisation Act 2008, is intended to raise revenue for waste minimisation and diversion opportunities while increasing the cost of waste disposal to recognise the costs of disposal on the environment, society and economy.
3. The consultation document proposes progressively increasing the landfill levy to higher rates, expanding the levy to apply to more types of landfills and making improvements to waste data collections.
4. Local boards can provide formal feedback on Council's draft submission. To be considered by the political working group before the submission is finalised this formal feedback needs to be received by Wednesday 22 January 2020 before the final submission is submitted by 3 February 2020.
5. The consultation memo was circulated, and views were sought from all board members to develop the board feedback.
6. An urgent decision is being sought from the local board to agree the board's feedback to the working party and Environment and Climate Change Committee to be included in Council's submission.

## **RECOMMENDATIONS**

That the Waitematā Local Board:

- a) approve the Waitematā Local Board feedback on Reducing waste: a more effective landfill levy.

## **REASON FOR URGENCY**

7. Local boards must provide formal feedback by Wednesday 22 January 2020 to be considered by the working party included in the Council's draft submission before the final submission is submitted by 3 February 2020.
8. The Waitematā Local Board's next business meeting is not scheduled until the 18 February 2020 meaning the local board cannot wait until then to resolve.
9. The urgent decision will be reported to the local board at their 18 February 2020 meeting.

## **GENERAL**

10. The recommendation contained in this report falls within the local board's delegated authority.

## **DECISION**

### **AUTHORISED FOR RELEASE**



Trina Thompson  
Relationship Manager/Senior Advisor, Waitematā Local Board

## **SIGNATORIES**



Richard Northey  
Chair, Waitematā Local Board



Kerrin Leoni  
Deputy Chair, Waitematā Local Board

**DATE:** 20 January 2020

# Memorandum

15 January 2020

**To:** Political Working Group  
Environment and Climate Change Committee

**Cc:** All Waitematā Local Board members  
Parul Sood, General Manager Waste Solutions  
Barry Potter, Director Infrastructure and Environmental Services

**Subject:** Waitematā Local Board feedback on Reducing waste: a more effective landfill levy

**From:** Waitematā Local Board

## Purpose

1. To provide Waitematā Local Board's feedback to the government's 'Reducing waste: a more effective landfill levy – consultation'

## Context/Background

2. The Ministry for the Environment is consulting on proposed changes to the landfill levy and waste data collection methodologies.
3. The waste levy, applied under the Waste Minimisation Act 2008, is intended to raise revenue for waste minimisation and diversion opportunities while increasing the cost of waste disposal to recognise the costs of disposal on the environment, society and economy.
4. The consultation document proposes progressively increasing the landfill levy to higher rates, expanding the levy to apply to more types of landfills and making improvements to waste data collections.
5. Local boards can provide formal feedback on the draft submission. To be considered by the political working group before the submission is finalised this formal feedback needs to be received by Wednesday 22 January 2020 before the final submission is submitted by 3 February 2020.

## Summary

The Waitematā Local Board:

- supports the Auckland Council's draft submission to the government's 'Reducing waste: a more effective landfill levy – consultation'.
- supports progressively increasing the landfill levy to \$140 per tonne
- supports utilising the landfill levy to educate the community on waste minimisation and a proportion of the levy to be used to support low income households
- recommend utilising the landfill levy towards programmes that activate a circular waste economy
- supports improvements to waste data collection and reporting

## **Waitematā Local Board feedback**

6. In May 2018, the Waitematā Local Board provided feedback on the draft Waste Management and Minimisation Plan 2018 (Resolution number WTM/2018/42). There are three points within that feedback that apply to the consultation on the landfill levy:
  - confirm its commitment to the vision of Zero Waste Auckland by 2040, taking care of people and the environment, and turning waste into resources.
  - supports advocating to central government to increase the waste levy to \$140 per tonne.
  - utilising the waste minimisation levy (and potential increase in funding if the waste levy increases) for an increased emphasis on waste education focussing on waste minimisation.
7. The Waitematā Local Board Agreement 2019/2020 also confirms the board's position to advocate for an increase in the landfill levy to \$140 per tonne.
8. The Waitematā Local Board strongly supports Council's feedback point to increase the landfill levy to a higher amount than the ministry's proposed amount (\$10 per tonne to \$50 per tonne). However, the board specifies that the landfill levy should be steadily and progressively increased to \$140 per tonne in line with the 2017 Eunomia report concludes that this amount would provide greater benefits.
9. The Waitematā Local Board recommend utilising the landfill levy towards an increased provision of waste education that focuses on waste minimisation, as previously stated in their feedback on the draft Waste Management and Minimisation Plan 2018 (Resolution number WTM/2018/42). Programmes should focus on minimising business as well as household waste and encourage compostable or repurposed items as the cheapest and easiest choice of purchase.
10. The Waitematā Local Board also recommend utilising the landfill levy towards programmes that activate a circular waste economy, so that it is convenient and cheaper to repurpose and recycle than to send waste to landfill.
11. The Waitematā Local Board recognises that the potential landfill levy increase may cause financial hardship in low income households, hence the board recommend that a proportion of the levy funds raised are targeted to supporting low income households.
12. The Waitematā Local Board supports improvements to waste data collection and reporting, and that this data should include creative and effective measures utilized by community groups, NGOs and Councils to minimise and reuse waste and these measures publicised nationwide.

# Memorandum

24 January 2020

**To:** Cosette Saville – Principle Advisor, Relationship Management Unit, Infrastructure and Environmental Services

**Cc:** Glenn Boyd – Relationship Manager, Henderson-Massey, Waitakere Ranges & Whau  
Mary Binney – Senior Local Board Advisor, Whau  
Carol Stewart – Senior Policy Advisor, Local Board Services

**Subject:** Whau Local Board feedback on ‘Reducing waste: a more effective landfill levy – consultation’

**From:** Kay Thomas, Whau Local Board Chair

## Purpose

1. To provide feedback from the Whau Local Board to inform Auckland Council’s submission on the government consultation document ‘Reducing waste: a more effective landfill levy – consultation’.

## Context

1. The government is currently consulting on proposals to reduce waste through a more effective landfill levy. The Ministry for the Environment has released a consultation document on this topic which includes the following proposals:
  - increasing the levy rate on municipal landfills
  - applying the landfill levy to more landfills
  - applying different levies for different landfill types
2. The consultation document was published in November 2019 and submissions are due 3 February 2020. Auckland Council is preparing a submission and has requested local board input by 24 January 2020 for the input to be considered by a political working group before the Auckland Council submission is finalised.

## Feedback from the Whau Local Board

3. The local board supports in principle the key proposals in the consultation document.
4. The local board notes its concern about the stated figure 80% of waste coming from industry and invites the parties responsible to do more to address this.
5. The local board expresses its disappointment that there is no incentive for separating and sorting recycling within the proposal.
6. The local board notes the possibility of increased dumping of waste and has concerns about the impact of this around waterways and reserves.
7. The local board expresses particular concerns about the ecological implications of rubbish dumping in sensitive ecological areas and coastal environments, noting the extensive and ecologically sensitive shoreline of the Whau Local Board area particularly around the Whau River, Rosebank Peninsula and Manukau Harbour Foreshore.
8. The local board requests that central government provide further detail around how this risk could be mitigated and support local government in enabling any such mitigations.
9. The local board notes that it may be necessary for local authorities to provide increased resourcing to target illegal dumping and mitigate against the associated risks.

10. The local board requests that a detailed and proactive programme of communications and education around the changes associated with the proposed levy be rolled out prior to implementation of the proposed changes, with a particular focus on the most vulnerable communities where there will be the greatest financial impact and the highest potential risk of illegal dumping.
11. The local board notes that the Whau, and West Auckland more broadly, has a significant number of residents who are likely to be disproportionately affected by the change due to economic circumstances.
12. The local board requests, in particular, that any such education campaign does not rely solely on social media but also involves non-digital channels such as schools, libraries and community centres, noting that the Whau has a very high number of residents for whom English is a second language and who will require targeted messaging.

### **Next Steps**

2. It is noted that this feedback has not been resolved by the Whau Local Board but represents a collective view of the board and should be considered formal.
3. If staff have questions about any of the above feedback, please contact the Senior Local Board Advisor – [mary.binney@aucklandcouncil.govt.nz](mailto:mary.binney@aucklandcouncil.govt.nz).



Kay Thomas  
Chairperson, Whau Local Board

Date 23/01/2020