



AUCKLAND'S DRAFT WASTE MANAGEMENT AND MINIMISATION PLAN 2024

Written Feedback

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Sub #	Organisation Name	Page Number
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AUCKLAND'S DRAFT WASTE MANAGEMENT AND MINIMISATION PLAN 2024

Note: this simplified version of the feedback form has been created for the purpose of publishing submissions. As such, contact and demographic information has been removed, and handwritten submissions have been transcribed.

Submitter details:

Organisation (if applicable): Ngāti Whātua Ōrākei

Local Board: Regional organisation

Your feedback

1. Direction

The draft WMMP focuses on ways to reduce waste being created and sent to landfill, with actions aimed at the top of the 'waste hierarchy', e.g. redesigning, reusing or repairing items. It also supports actions further down, e.g. recycling materials. The WMMP's goals centre on keeping resources in circulation and minimising harm to the environment and communities from waste. See section 3 of the Snapshot document.

What do you think of this direction?

Tell us why:

2. Priorities for action

The draft plan includes 12 priorities for action. The following questions relate to specific priorities. See section 3 of the Snapshot document.

2A. Fortnightly rubbish collections

Food scraps make up 41% of the rubbish in your rubbish bin. We have introduced a weekly food scraps collection service in mainland urban areas so you will have more space in your rubbish bin. Cities such as Christchurch, Tauranga and Hamilton, and in other parts of the world, show that by using a weekly food scraps bin households can comfortably make do with a fortnightly rubbish collection.

We propose introducing a fortnightly rubbish collection for most Auckland households from 2026, with options for a larger bin for households that need it. Cost savings will be passed on to ratepayers. We will also investigate options to divert other items from household rubbish e.g. nappies and medical waste. See Section 4 of the snapshot document.

What do you think of this priority area?

Tell us why:

2B. Construction and demolition waste

Waste from construction and demolition (C&D) activity makes up almost 40% of commercial waste in landfills. Reducing this waste and making better use of materials from C&D is a priority in the draft WMMP over the next six years. This will help us reduce Auckland's total waste to landfill by 30% by 2030. See section 4 of the Snapshot document.

What do you think of this priority area?

Tell us why:

2C. Priority waste materials

We propose to focus on five priority waste materials:

- **organics (including food scraps, green waste, timber and cardboard/paper)**
- **plastics**
- **packaging**
- **textiles**
- **biosolids (the organic material resulting from sewage and wastewater treatment).**

These are the materials that make up significant volumes in landfills, release greenhouse gases, or are problematic when they break down – such as microplastics in the environment. See section 4 of the Snapshot document.

What do you think of these priority areas?

Tell us why:

2D. Product stewardship

Advocating to central government for a beverage container return scheme (CRS) and other mandatory product stewardship schemes is a key priority action within the draft WMMP. The CRS will ensure containers are returned for re-use and recycling instead of littering roadsides and waterways. This and other product stewardship schemes will shift the cost of waste disposal from ratepayers to producers, manufacturers and consumers, and drive higher rates of reuse and resource recovery. See section 5 of the Snapshot document.

What do you think of these priority areas?

Tell us why:

2E. Litter and illegal dumping

Addressing litter and illegal dumping to protect public health and the environment includes advocating to central government for better legal tools (e.g. instant fines) to deal with litter and collaborating with communities on local solutions for hot spot areas. See section 6 of the Snapshot document.

What do you think of these priority areas?

Tell us why:

3. Draft Hauraki Gulf Islands Plan

The Hauraki Gulf Islands Waste Plan has been developed as an appendix to the draft WMMP in recognition of the unique nature of waste management and minimisation on the islands. See section 4 of the Snapshot document, and the HGI Waste Plan 2024-2030.

The plan includes goals and actions for waste management and minimisation on these islands.

3A. What is your opinion on the goals and actions for addressing waste management and minimisation on Aotea/Great Barrier Island?

Tell us why:

3B. What is your opinion on the goals and actions for addressing waste management and minimisation on Kawau Island?

Tell us why:

3C. What is your opinion on the goals and actions for addressing waste management and minimisation on Rakino Island?

Tell us why:

3D. What is your opinion on the goals and actions for addressing waste management and minimisation on Waiheke Island?

Tell us why:

4. Any other comments

{Refer attachments)



NGĀTI WHĀTUA ŌRĀKEI

Ngāti Whātua Ōrākei (NWŌ) acknowledge the engagement to date and the desire of Auckland Council to embed Māturanga into the Waste Management and Minimisation Plan 2024 for Tāmaki Makaurau (WMMP).

As discussed in hui with the WMMP team, and in the submission provided in October 2023 (attached), there are three key technical outcomes that we see can be immediately actioned in the WMMP.

- a. Development and implementation of a Resource Recovery and Waste Infrastructure Plan (RRWIP 2024) that will actualise the WMMP 2024 targets and goals.
- b. at a minimum maintenance of the targets and goals of the WMMP 2018 in the WMMP 2024.
- c. Alignment of the Auckland Unitary Plan with WMMP 2024 and RRWIP 2024.

As stated in our earlier submission, if these technical outcomes are not met NWŌ consider that the targets and goals in the WMMP 2024 will not be met. These technical outcomes are informed by NWŌ's learnings through its engagement in the environment court proceedings for the proposed Waste Management NZ Limited Landfill in Wayby Valley (Proposed Wayby Valley Landfill) which took place over 2022-2023.

Please see attached the brief and quote for costs for NWŌ to engage with the WMMP further to write a submission that delivers deeper engagement on these three outcomes (attached).

The attached brief speaks only to these key technical outcomes, which are informed by NWŌ knowledge using trusted, technical suppliers. These technical outcomes are responding to the Auckland Councils current waste model, a model that does not align with Te Ao NWŌ. We see them as necessary steps in order to have better waste outcomes, but it must not be considered a replacement for NWŌ māturanga or tikanga in this plan, nor should it be considered as a substitute for engagement with us as Tangata Whenua. Deeper, cultural engagement is needed to respond appropriately to other areas identified by NWŌ, including:

- a. Grounding the WMMP and RRWIP 2024 within a te ao Māori framework; and
- b. Review of the Guiding principles and the Māori priorities within chapter 5 of the WMMP 2018.

As discussed in previous engagements, we expect the WMMP to hold space for NWŌ to respond to these (and other) matters when we are ready.



NGĀTI WHĀTUA ŌRĀKEI

Ko Māhūhū ki te Rangi te Waka
Ko Maungakiekie te Maunga
Ko Waitematā te Moana
Ko Ngāti Whātua te Iwi
Ko Tuperiri te Tangata
Ko Te Tāōū, Ngāoho, Te Uringutu ngā hapū
Ko Ōrākei te Marae
Ko Tāmaki Makaurau e ngunguru nei!

*Māhūhū ki te Rangi is the waka
Maungakiekie is the mountain
Waitematā is the harbour
Ngāti Whātua is the iwi
Tuperiri is the ancestor
Te Tāōū, Ngāoho, and Te Uringutu are our sub-tribes
Ōrākei is our marae
Through us – Tāmaki Makaurau will flourish!*

Executive Summary:

This pānui sets out Ngāti Whātua Ōrākei's (NWŌ) initial thinking on the TKoTM Waste Minimisation and Management plan 2024 (WMMP 2024), specifically, this pānui identifies what NWŌ see as the key technical outcomes for WMMP 2024 and identifies areas that need to be further explored through wānanga with tangata whenua of Tāmaki Makaurau.

NWŌ understand that Te Kaunihera o Tāmaki Makaurau/Auckland Council (TKoTM) is currently at the information gathering (waste forecasting) and consolidation stage, in the development and redrafting of the WMMP 2024. We recognise and appreciate the opportunities the TKoTM WMMP 2024 have given us to engage with this important kaupapa.

NWŌ is providing TKoTM with this pānui now so that it will take these matters into account when considering how it approaches the next stage of its work schedule for WMMP 2024. Our expectation is for TKoTM to come back to us and advise how it will respond and deliver on these outcomes.

Horopaki/context:

In line with Hā Tuamatangi¹, our Climate Position Statement, NWŌ acknowledge the environmental crisis we are currently in. Our goals, aligned to our 2050 plan², is that the mana and the mauri of our environment stand and are present in abundance. This means our whenua is alive with native trees, birds, and insects, tamariki are able to swim in our rivers and oceans carefree, our air is free of harmful substances, and our

¹ Hā Tuamatangi — Ngāti Whātua Ōrākei: Foundational Climate Position Statement, 2023

² NWŌ Ki Tua 2050 long term strategy, 2019

whānau are able to collect kaimoana in the places our tūpuna use to. The creation of waste and the disposal into the whenua, moana and air is in direct opposition to these goals.

We want to ensure that all activities are environmentally restorative, to the fullest extent possible, and to have a waste management system that reframes the inputs and outputs of modern life to proactively assess materials and practices, which supports ecosystem regeneration and respects our natural environment.

The key technical outcomes of NWŌ for the Auckland WMMP 2024 are:

- a. Development and implementation of a Resource Recovery and Waste Infrastructure Plan (RRWIP 2024) that will actualise the WMMP 2024 targets and goals.
- b. Maintenance of the targets and goals of the WMMP 2018 in the WMMP 2024.
- c. Alignment of the Auckland Unitary Plan with WMMP 2024 and RRWIP 2024.

The technical outcomes identified have largely been informed by Ngāti Whātua Ōrākei's learnings through its engagement in the yearlong environment court proceedings for the proposed Waste Management NZ Limited Landfill in Wayby Valley (Proposed Wayby Valley Landfill) which took place over 2022-2023 and which are yet to be determined.

Of the three technical outcomes identified above the key outcome is the development of a RRWIP 2024. This is a crucial step in moving Tāmaki Makaurau forward towards reaching its zero waste by 2040 aspirations. If such a plan is not developed NWŌ consider that the targets and goals in the WMMP 2024 will not likely be met.

The areas which require further wānanga with other iwi/hapu who hold associations within Tāmaki Makaurau, include:

- a. Grounding the WMMP and RRWIP 2024 within a te ao Māori framework; and
- b. Review of the Guiding principles and the Māori priorities within chapter 5 of the WMMP 2018.

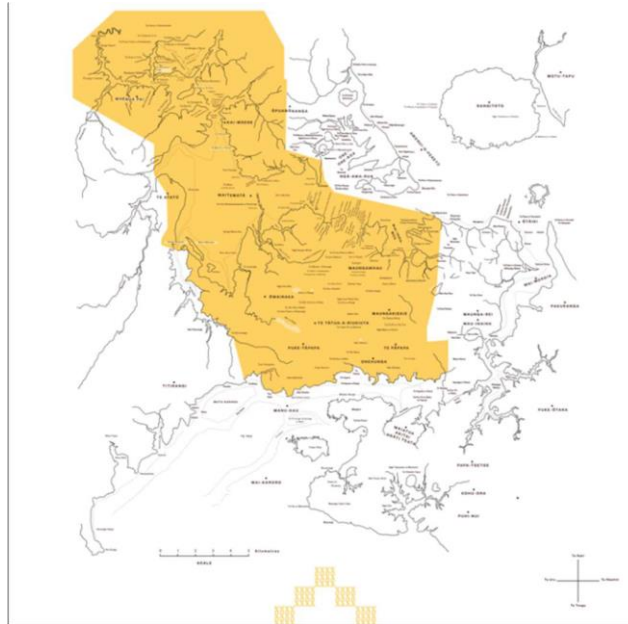
NWŌ consider that a programme of wānanga and workshops with tangata whenua of Tāmaki Makaurau and other key stakeholders is required to address all of the identified outcomes (technical and non-technical). We have given some thought to how such a programme could be implemented in the last section of this pānui, however, this is just first high level draft and we expect that whatever approach is taken, it is developed in partnership with NWŌ and other tangata whenua in Tāmaki Makaurau.

NWŌ are in a position to support this Kaupapa if properly resourced by TKoTM.

Te Kahu Tōpuni o Tuperiri

Te Kahu Tōpuni o Tuperiri is the name that NWŌ have for their contemporary rohe, literally the dog skin cloak of Tuperiri, with these particular garments traditionally being a true mark of a rangatira. A tribal saying expresses the importance of this landscape and the takiwā of NWŌ to preserve and protect those who enter or reside within its warmth:

Ko Te Kāhu Pōkere ki te rangi
Ko Te Kāhu Tōpuni ki te whenua
The black hawk presides over the sky
The dog skin cloak is placed over the land



Te Kahu Tōpuni o Tuperiri is the area within which the ahi-kā of NWŌ is maintained by ngā mata o te ao kikokiko nei, the living descendants of Tuperiri. It is within this area that NWŌ undertake our traditional and contemporary practices and protocols, with a particular focus on tiaki o te taiao me te manaaki o ngā tāngata katoa. These practices are unique to this place, and as such when employed by us are entirely native and natural – to Tāmaki Makaurau.

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BACKGROUND AND CONTEXT

NGĀTI WHĀTUA ŌRĀKEI

NWŌ acknowledge the significance of te taiao, the environment, and the biological complexity of the natural world. The environment is woven into the unique identity we hold as Ngāti Whātua Ōrākei. We wish to ensure all activities are environmentally restorative, respect the mauri of te ao tūroa, the living world, and reflect our kaitiakitanga and guardianship roles in Tāmaki Makaurau.

Owing to our central, highly urbanised takiwā, NWŌ understand, more than most, the long-term effects of waste pollution. In the early 20th century, a sewerage pipe from the city destroyed our kāpata kai (food cupboard) leading to a range of health issues and a loss of mana and pride. There are now more than 30 sites across Tāmaki Makaurau that have already been degraded by the placement of large volumes of landfill waste within the whenua which have diminished the mauri lifeforce and wellbeing of the environment. These sites need to be restored and regenerated. Any new landfill within Tāmaki Makaurau poses a further risk to the physical environment and spiritual domain. The mental and cultural risks are extensive, not only to this generation but those yet to come.

As a concept, waste does not align with our world view. Waste is a symptom of us being out of balance with te taiao and te ao tūroa. It does not respect our relationship with nature, nor does it reflect our role as kaitiaki.

As tangata whenua of central Tāmaki it is our duty to call out TKoTM and its long-standing practice of putting its rubbish in whenua of Ngāti Whātua Ōrākei. We don't oppose landfills in principle. The application of tikanga and mātuaranga are seldom applied in the form of absolute rules but applied considering the context of each situation. Any new landfill needs to sit within a framework informed by the tikanga and mātauranga of tangata whenua of Tāmaki Makaurau.

NWŌ has a long-standing commitment to Zero Waste. NWŌ was involved in the drafting of the WMMP 2010 and WMMP 2018 and has been undertaking ongoing work with the Para Kore ki Tāmaki programme to integrate mātauranga Māori and Zero waste principles and practice within its own internal systems across Tāmaki Makaurau.

NWŌ is committed and obligated to work with TKoTM in the development and redrafting of the WMMP 2024 in our role as Kaitiaki.

REFLECTIONS FROM THE WAYBY VALLEY LANDFILL HEARING

In 2020 Waste Management NZ Limited applied for resource consent to build a large-scale landfill (with a capacity of 25.8 million m³ of solid waste) at Wayby Valley to replace its current Redvale landfill which is expected to be full by 2028. NWŌ opposed the resource consent at council level and into the Environment Court hearing that took place in 2022-2023.

NWŌ's position is that the proposal is contrary to tikanga, contrary to the targets and goals of the WMMP 2018 and ultimately is of a size and scale that is inappropriate, especially in light of national policy direction to move away from waste disposal towards a resource recovery or circular system.³

A key difficulty for the Court in assessing the proposed Wayby Valley landfill was that it was presented in the absence of a consolidated strategic context for the Auckland Region. The premise for the proposal was that

³ Ministry for the Environment. 2023. Te rautaki para | Waste strategy.

a minimum size of 25.8 million m³ of landfill airspace was required. The landfill was expected to service 30-45% of Tāmaki Makaurau waste needs, i.e., replacing and potentially expanding on the current waste demand that the Redvale landfill is servicing. However, the justification for the size and scale of the landfill was driven by commercial imperatives rather than being developed within the framework of the WMMP 2018.

A large-scale commercial landfill requires a return on investment which drives the rate at which a landfill is filled up. Essentially, the faster they are filled up, the faster the return on investment⁴. Because a landfill competes not just with other disposal options, but with recovery options, cheap landfill has the effect of suppressing efforts to recover waste materials⁵.

There are currently three main landfills that service Tāmaki Makaurau waste management needs as well as a handful of recovery and transition stations. The two largest landfills are commercially owned and service the majority of Tāmaki Makaurau's waste stream, Waste Management NZ Limited's Redvale landfill and Envirowaste Services Limited's Hampton Downs landfill both service 30-40% of Tāmaki Makaurau's waste.

In Auckland we essentially have a waste management duopoly. A key characteristic of a duopoly is oversized market power by duopoly players in setting the terms, conditions and prices, i.e., customers have nowhere else to go.

This gap in the Waste Management framework for Auckland has meant that infrastructure planning has largely been left to the two largest commercial waste industry operators (Envirowaste Services Limited and Waste Management NZ Limited) who are not obliged to meet the directives of the Waste Management Act 2008 (WMA) or any WMMP, resulting in a divergence between Tāmaki Makaurau waste minimisation vision and plan as described in the WMMP 2018 and the current outcomes driven by the commercial interests of these two main operators.

The following WMMP related issues were identified by legal counsel for NWŌ in submissions in the Wayby Valley landfill hearing:

- a. To what extent should the WMMP guide a decision under the Resource Management Act 1991 (RMA) and the Auckland Unitary Plan to grant a class 1 landfill in Tāmaki Makaurau?
- b. How does the Auckland Unitary Plan and the WMMP work together, should one inform the interpretation of the other?
- c. Are the targets and goals of the WMMP 2018 contrary to a landfill of the scale and size proposed for Wayby Valley landfill?
- d. Will a landfill of the scale and size proposed for Wayby Valley lock Auckland into a waste trajectory that will undermine its zero waste objectives for the next 30 years?
- e. What weight should a decision maker give to the "aspirational targets" and guiding principles set within the WMMP 2018?
- f. What weight should be given to the Māori priorities under the WMMP 2018 as opposed to other guiding principles?

⁴ As stated by waste expert Duncan Wilson called by Ngāti Whātua Ōrakei to provide evidence at the Wayby Valley landfill hearings.

⁵ Acknowledge in the WMMP 2012 and WMMP 2018.

- g. What weight should be placed on the failure by Waste Management NZ Limited to consult with tangata whenua in development of the Wayby Valley proposal?

Notably, the issues identified above are similar to issues that were identified but inadequately addressed in the Waste Management and Minimisation Plans 2012 and 2018. Principally (using the numbering above), (c) are the targets and goals of the WMMP 2018 contrary to a landfill of the scale and size proposed for Wayby Valley landfill? And (d) will a landfill of the scale and size proposed for Wayby Valley lock Auckland into a waste trajectory that will undermine its zero waste objectives for the next 30 years?

The WMMP 2024 needs to go further than its predecessors and provide a roadmap for how decision makers and key stakeholders for waste management infrastructure development for Tāmaki Makaurau if we are to avoid a repeat of the Wayby Valley landfill hearings. The Wayby Valley landfill hearings were noted by the Court as one of the most complex cases to be heard by the Court to date and came at immense expense to iwi, hapū, and broader community (as well as the applicant).

The conclusion for NWŌ was that the construction of a large landfill such as that proposed for Wayby Valley is not only out of step with current and signalled national and regional policy direction but will work against waste minimisation efforts. This has the result of locking in around 30-40% of Tāmaki Makaurau's waste stream into the status quo for the next 35 years (the period within which Waste Management NZ Limited expects that the proposed Wayby Valley landfill will fill up).

Ultimately, the Wayby Valley landfill hearing identified significant gaps in the WMMP 2018 which must be addressed in the rewrite of the WMMP 2024, the key gap being the need for a Resource Recovery and Waste Infrastructure Plan.

REGIONAL AND NATIONAL POLICY CONTEXT FOR A RESOURCE RECOVERY INFRASTRUCTURE PLAN

The 2012 and 2018 WMMP as well as other TKoTM policy and planning documents set goals for reducing waste for Tāmaki Makaurau but neither provide a resource recovery infrastructure plan for how the region is meant to achieve these goals:

- a. The 2012 WMMP *“established Zero Waste as a long- term aspirational goal”*. The plan then sets a number of targets including a 30% reduction in total waste by 2027. Objectives included *“reducing Auckland’s reliance on landfills, restricting organic waste to landfill, developing infrastructure and processes to maximise recovery.”*
- b. The aspirational target for zero waste by 2040 is also contained in the Auckland Plan 2012 as a strategic direction for the city⁶.
- c. The Low Carbon Auckland Action Plan included a Council action point to *“issue no new landfill consents in Auckland unless there are no alternatives”*.
- d. The aspirational goal of the WMMP 2018 is to have zero waste by 2040. Under the WMMP, landfill disposal is regarded as a poor waste management option (albeit still a necessary one), and it has a target of reducing Auckland’s reliance on landfills.
- e. The Māori priorities in WMMP 2018 include a statement that there be no new landfills.

⁶ Auckland Plan 2012, Chapter 7 Auckland's Environment, Strategic Direction 7.

The WMMP 2018 identifies the need for a “Resource Recovery Infrastructure Plan, to be developed as part of implementing this WMMP”, which “may identify the need for further new infrastructure projects to help us to meet our Zero Waste target.”⁷ We understand that this plan has not yet been developed.

The goals of the 2018 WMMP are underscored by new national direction set out in the 2023 Ministry for the Environment’s Te Rautaki Para Waste Strategy and in the New Zealand Infrastructure Commission’s 2022 National Infrastructure Strategy – Rautaki Hanganga o Aotearoa 2022 – 2052. Both emphasise the urgent need to establish the infrastructure necessary to enable a circular economy.

Goal 2 of the National Waste Strategy relates to resource recovery infrastructure.

“It...is about getting the equipment and infrastructure in place that we need for a coherent, nationwide network of facilities for the collection and circular management of products and materials. We have it in some places, for some materials, at least for recycling. But we need it everywhere, for all materials that are able to be reused or recycled. People can’t do the right thing with unwanted materials if the supply chain isn’t there to take them.”⁸

At the same time, the National Infrastructure Strategy calls for improved recycling infrastructure for priority materials and identifies a range of facilities and supporting infrastructure that are likely to be required.

NWŌ considers the key requirement is to immediately take the necessary steps to implement these national directions in Tāmaki Makaurau. The longer there remains a strategic vacuum, the greater the risk of inappropriate investment decisions which stymie the transition to a circular economy.

There are alternatives to managing waste within the national and Tāmaki Makaurau context that are available now and will far better align with central and local government policy and intent. This could include a mix of investment in sorting and treatment facilities, with targeted utilisation of different landfill types appropriate for particular residual waste streams which cannot practically be recovered. However, in the absence of a strategic waste infrastructure plan, there is no consideration of what transition to these alternatives should look like, nor what the appropriate nature and scale of any new landfill should be. A Resource Recovery and Waste Infrastructure Plan would assist in driving investment into alternative options and define how they align with the WMMP and the aspirational zero waste by 2040 target. It would also (along with other regulatory tools) set the framework within which any new landfill proposal could be assessed.

KEY OUTCOMES SOUGHT AND OTHER AREAS FOR FURTHER WĀNANGA IDENTIFIED

The key technical outcomes of NWŌ for the Auckland Waste Minimisation and Management Plan 2024 (WMMP) are:

- a. Development and implementation of a Resource Recovery and Waste Infrastructure Plan (**RRWIP 2024**) that will actualise the WMMP 2024 targets and goals.
- b. Maintenance of the targets and goals of the WMMP 2018 in the WMMP 2024.
- c. Changes to the Auckland Unitary Plan so that the Unitary Plan aligns with the WMMP 2024 and RRWIP 2024.

The areas which require further wānanga with tangata whenua of Tāmaki Makaurau, include:

⁷ Auckland WMMP p 13.

⁸ Te Rautaki Para, p.32

- a. Grounding the WMMP and RRWIP 2024 within a te ao Māori framework; and
- b. Review of the Guiding principles and the Māori priorities within chapter 5 of the WMMP 2018.

Please note that while NWŌ is open to participating in a forum with other appropriate iwi/hapū who hold connections across Tāmaki Makaurau, as ahi-kā and tangata whenua, NWŌ will always act and make decisions according to our own tikanga and māturanga, and with the guidance of our leaders, within Te Kahu Tōpuni o Tuperiri.

THE NEED FOR A RESOURCE RECOVERY INFRASTRUCTURE PLAN VERSUS OTHER TOOLS TO MINIMISE WASTE TO LANDFILL

A WMMP must be adopted by a territorial authority and must provide objectives, policies and methods for collection, recovery, recycling, treatment and disposal for waste. The scope of the Auckland WMMP 2018 is quite clear; *“it covers all waste and diverted materials in Auckland, including materials managed by the council and by the private waste industry”*. However, obligations placed on territorial authorities under Part 4 of the Waste Minimisation Act 2008 (WMA) to promote effective and efficient waste management do not apply to private operators⁹. This is a key hurdle in TKoTM’s ability to influence Tāmaki Makaurau’s commercial waste which accounts for 80% of Tāmaki Makaurau’s waste stream.

Tangible tools in the WMMP 2018 have largely been limited to the 20% of waste TKoTM does currently have influence over; household waste, and these tools have resulted in some decrease in household waste¹⁰. The inability to significantly impact the commercial waste sector has been a consistent issue identified in both the 2012 and 2018 WMMP 2012, as well as the Council’s 2017 waste assessment.

The Council has identified the key hurdle to decreasing waste as being that most of the waste is managed by the private sector. The Council’s 2017 waste assessment set out *“while there is adequate landfill disposal capacity in the near to medium term future, current methods for minimising waste are not achieving the goals of the WMMP”*¹¹. The Council’s 2017 waste assessment was a thorough analysis of the waste stream, expected forecast and infrastructure resilience, gaps and limitations. However, chapters 8 and 9, addressing where to from here, failed to provide tangible solutions to issues identified in the body of the assessment. Significant weight was placed on raising the national levy in terms of addressing increased waste to landfill and an infrastructure plan was pushed out into the future but remains incomplete.

The WMMP 2018 set out the following tools for influencing the 80% of Tāmaki Makaurau waste which is commercial waste:

- f. working with the commercial sector.
- g. advocating for the commercial sector to be brought under the WMA¹²; and
- h. advocating for an increase in the waste levy and introducing mandatory product stewardship schemes.

⁹ We note that the WMMP 2018 included as an option that Auckland Council advocate at a national level for private operators to be included in the scope of the WMA but this option has not been successful to date. NWŌ support the approach to advocate for change at a national level but as identified further below, national advocacy is not enough alone to achieve effective change in the commercial waste sector for Tāmaki.

¹⁰ The 2018 WMMP reports that household waste decreased 10% in the years 2010-2016.

¹¹ Auckland Council Waste Assessment 2017.

¹² Which was acknowledged by the waste assessment 2017 to likely be a lengthy process. In 2023 we have not seen this change and therefore the likelihood of this coming about in a timely matter so as to influence future landfill proposals and align with the WMMP aspirations of zero waste by 2040 is highly uncertain. See 9.5.3 Auckland Council Waste Assessment 2017.

The later tools require national government intervention. While a new levy has been recently increased, the levy is not yet at a level which would significantly curb the commercial incentives for sending waste to landfills nor result in a significant shift towards alternatives. Raising the levy has been on the table but not implemented since 2012. In countries which have effectively used levies in the past such as the UK, levies have been set in the order of \$150-180 NZD per tonne.

While continuing to seek national interventions and a higher levy is necessary, it is not enough and, while we wait for more effective national intervention, large scale landfills are still being sought by those with a commercial interest in them for Tāmaki Makaurau. If the Wayby Valley landfill application is unsuccessful, a new application in a different location is likely to be sought in the very immediate future as the closing date for the Redvale landfill draws closer. The Hampton Downs landfill will also be filled within the next century based on the current waste forecast for Tāmaki Makaurau.

A resource recovery and waste infrastructure strategy would straddle the intentions of both the WMMP under section 42 of the WMA and intentions of a waste assessment under section 51 of the WMA. It would also implement new national direction set out in the 2023 National Waste Strategy and 2022 National Infrastructure Strategy at the local (regional) level.

Section 42(b) of the WMA requires that a WMMP provide (emphasis added) *“(b) methods for achieving effective and efficient waste management and minimisation within the territorial authorities district- (i) collection, recovery, recycling, treatment and disposal services for the district to meet its current and future waste management and minimisation needs (whether provided by the territorial authority or otherwise); ...”*

Under section 51 of the WMA, a waste assessment must contain:

....

(b) a forecast of future demands for collection, recycling, recovery, treatment, and disposal services within the district; and

(c) a statement **of options available to meet the forecast demands** of the district with an assessment of the suitability of each option; and

(d) **a statement of the territorial authority’s intended role in meeting the forecast demands;** and

(e) a statement of the **territorial authority’s proposals for meeting the forecast demands, including proposals for new or replacement infrastructure;** and

(f) a statement about the extent to which the proposals will—

(i) ensure that public health is adequately protected:

(ii) promote effective and efficient waste management and minimisation

Under section 51(5)(a) of the WMA, a territorial authority must use best endeavours to make a full and balanced assessment.

In conclusion, there is legislative guidance and direction that supports a Resource Recovery and Waste Infrastructure Plan, there is regional and national policy support and there is an established need for a plan, which has been most recently demonstrated through the Wayby Valley hearings.

FIRST KEY TECHNICAL OUTCOME FOR NWŌ:

- Development and implementation of a Resource Recovery and Waste Infrastructure Plan (RRWIP 2024) that will actualise the WMMP 2024 targets and goals.

WHAT NEEDS TO BE INCLUDED IN A RESOURCE RECOVERY AND WASTE INFRASTRUCTURE PLAN 2024

Ngāti Whātua Ōrākei strongly recommends that an up-to-date infrastructure strategy be developed which:

- a) covers all waste management recovery and disposal options – i.e., the full ambit of waste infrastructure that may be required and all waste¹³.
- b) considers the various options available to meet Tāmaki Makaurau’s waste forecast and fill in the detail as to how commercial-sector waste management and minimisation targets are to be met. The WMMP 2018 is relatively strong on domestic waste reduction actions, many of which have been implemented or are in train, but largely silent on planning for reducing commercial waste streams.
- c) considers the available tools TKoTM has to influence the commercial sector beyond relying on national interventions which have been unsuccessful to date, including:
 - facilitating collaborative planning to achieve the necessary shift to resource recovery and a circular economy.
 - reconsidering how TKoTM can best use the waste levy under section 48 of the WMA to support infrastructure that is aligned with its infrastructure strategy and WMMP.
 - considering changes to the Auckland Unitary Plan to establish a better framework of objectives, policies and rules to enable future waste infrastructure development proposals which align with the WMMP and waste infrastructure strategy (and to restrict those that do not).
 - introducing bylaws¹⁴ under section 56 of the WMA, i.e., for prohibiting and regulating the deposit of waste or regulating the collection of waste. This could include (for example) excluding the depositing of construction and demolition waste to class 1 landfills unless the waste has been deemed polluted so as to require deposit in a class 1 landfill (i.e., requiring the waste to be sorted), and either recycling or reusing waste or depositing waste in a managed fill or cleanfill;
 - investing in relevant waste infrastructure to address the commercial waste stream.

¹³ For example dredged material as a form of waste which is dumped offshore or placed on land should also be captured.

¹⁴ Currently Auckland Council uses the Waste Bylaw to improve understanding of the region’s waste sector, support implementation of the WMMP and encourage a transformational shift. However, it does not impact the commercial waste sector. The Council’s 2017 waste assessment noted (emphasis added): “*some councils have used local bylaws to prohibit the disposal of certain material in either their kerbside refuse collection or from landfills or cleanfills. Others have imposed licensing systems to help manage and identify those who are generating, transporting and disposing of various waste materials.*”.... “*landfill bans have been a common feature in high performing cities*”. The Council’s 2017 waste assessment went on to state that this feature was not recommended. NWŌ consider that bylaws are an available tool that should be explored.

- d) provides a roadmap for transition away from landfills, towards a circular economy and achieving zero waste by 2040, including identifying the minimum reliance for landfills that is necessary.
- e) provides guidance for assessing waste infrastructure development in the context of the WMMP, including whether proposals align with the overall infrastructure strategy.
- f) provides more clarity and commercial certainty for waste infrastructure operators, including new industry players who are planning for future investment, including investing in viable alternatives to landfills.
- g) develops stronger guidance and policy relating to the commercial waste streams - which the WMMP largely defers¹⁵ but may be addressed through the partnership/co-design principles outlined in this proposal;¹⁶
- h) considers how source-segregation of various waste streams can help to facilitate resource recovery (waste becomes much more difficult to manage when co-mingled), including how intensified urban development can be designed to facilitate resource-recovery; and
- i) considers how the strategy fits with national waste management strategy and networks.

MAINTENANCE OF THE WMMP 2018 GOALS AND TARGETS

NWŌ accept that, for now, there is an ongoing need for landfills. However, large scale landfills which maintain the current status quo are unacceptable. Aspirations and targets should not be set aside because we have not transitioned fast enough, nor can we continue to set aspirational goals which are undermined and soon start to have no more value than words on the page.

Chapter 5 of the WMMP 2018 includes the Māori Priority that there be no new landfills. While other sections of the WMMP acknowledge that some new landfills would likely be required, an informed RRWIP sitting alongside relevant objectives, policies and methods in the WMMP should identify the size and scale of future landfills which are appropriate within the context of achieving the WMMP targets, goals, and objectives.

The implementation of a new RRWIP 2024 may require the existing WMMP targets, goals and objectives to be re-written but the bottom lines and overall intent should be maintained. The WMMP 2018 confirmed and continued the vision set out in the first plan in 2012: Zero Waste by 2040. This must also be the case for the WMMP 2024.

¹⁵ The WMMP 2018 notes the limits of council direct control at page 46; *“Our limited ownership of waste infrastructure constrains our ability to meet statutory waste minimisation obligations. We can’t make direct decisions about the 80 per cent of the waste that goes to landfill. Instead, we must find ways to encourage the commercial waste management sector in their own waste minimisation efforts.”*

¹⁶ For example, a more focused infrastructure planning for addressing specific waste streams such as construction and demolition waste, which makes up the bulk of existing commercial waste. Construction and demolition waste, if properly managed, can often be reused, recycled, or if necessary, placed in managed fills or cleanfills which are smaller, of lesser impact and which may be accessed in the future when technology advances to better recycle these types of material.

SECOND KEY TECHNICAL OUTCOME FOR NWŌ:

- Overall intent of targets, goals and objectives in the WMMP 2018 are maintained.

ALIGNMENT BETWEEN PLANNING INSTRUMENTS – THE AUCKLAND UNITARY PLAN AND THE WMMP & RRWIP 2024

An issue that arose during the Wayby Valley landfill hearing was the weight to be given to the WMMP and WMA framework within a Resource Management consenting process.

The AUP sets out that the WMMP is a principle statutory planning document for Auckland alongside the Auckland Plan 2050 (long term spatial plan) which is a relevant planning document in preparing the Regional Policy Statement. The WMMP and the Auckland Plan are referred to as a non-regulatory method in the Regional Policy Statement to give effect to the Regional Policy Statement¹⁶. This creates an issue when the AUP is applied and there is no guidance on how the WMMP, and resource recovery infrastructure plan are to be interpreted and applied within a resource consent decision making process.

The WMA, Local Government Act 2002 (LGA) and RMA regimes run in parallel, inform each other and look at each other. In the *Motiti*¹⁷ case the Court of Appeal considered the overlapping provisions of the RMA and the Fisheries Act discussing how although the different statutes pursue different objectives¹⁸, they nevertheless look at each other and must be reconciled allowing for the function and purpose of the schemes of the two regimes to be fulfilled¹⁹.

Similarly, the WMMP should look at the parallel regimes of the LGA and RMA and consider how these regimes work together to achieve integrated management of the waste management sector.

To better align these two parallel frameworks, we suggest the waste infrastructure plan be supported in its implementation by changes to the Auckland Unitary Plan (AUP). It was very clear in the Wayby Valley landfill hearing that the AUP is lacking in direction in relation to what is appropriate waste infrastructure. This lack of direction has major ramifications:

- Decisions taken now could lead to the ‘locking in’ of waste management facilities which are not optimal to a circular economy, this would likely hamper the transition to alternatives which would achieve the goals in the WMMP; and
- As is widely recognised, obtaining resource consent can be a significant barrier to establishing the new waste infrastructure that will be required to transition to a circular economy, particularly for smaller scale or community operations.²⁰

The AUP should provide a consenting framework which enables the infrastructure needed to transition to a circular economy (which would be identified in the waste infrastructure plan), whilst restricting that which does not.

There also needs to be consideration given to how wording used in the WMMP such as targets, goals, guidelines and priorities are applied by a decision maker under the RMA. The Waste Minimisation Act 2008 requires that objectives, policies and methods be written into the WMMP. The use of objectives, policies and methods as suggested by the Waste Minimisation Act 2008 rather than “aspirational targets”, “goals”

¹⁷ *Attorney-General v Trustees of the Motiti Rohe Moana Trust* [2019] 3 NZLR 876.

¹⁸ *Ibid* [52]-[65].

¹⁹ *Ibid*.

²⁰ See, for example, Paper written by Eunomia Research & Consulting Ltd, Waste and Resource Recovery Infrastructure and Services Stocktake and Gap Analysis (March 2023), found at <https://eunomia.co.nz/23003-2/>.

and “guidelines” more closely align with the planning framework terms used under the RMA (objectives, policies, rules and methods) and would provide for easier coherency within the parallel regimes.

THIRD and FOURTH KEY TECHNICAL OUTCOMES FOR NWŌ:

- The Auckland Unitary Plan is updated to align with the WMMP 2024 and RRWIP 2024.
- Objectives, policies and methods are developed in the WMMP 2024 to provide for better coherency with the RMA and other planning regimes.

WMMP & RRWIP 2024 TO BE SET WITHIN A TE AO MĀORI FRAMEWORK

The WMMP 2018 discusses working with tangata whenua to achieve zero waste goals and identifies that:

“Zero Waste is also about embracing Te Ao Māori- aligning with Te Ao Māori and the tradition of Kaitiakitanga to sustain and restore our collective resources to enhance the mauri of taonga tuku iho.”

At 3.4 the WMMP 2018 discusses *“incorporating mātauranga and tikanga Māori into solutions and decision-making by partnering with whānau, hapū, iwi and communities will create change and facilitate the transfer of knowledge and actions to and for future generations”* and under part 5 ‘Guiding Principles’ the WMMP 2018 sets out a number of Māori Priorities, including the new landfill priority described earlier.

NWŌ acknowledge that the WMMP 2018 has gone further than WMMP 2010 to acknowledge and align with tikanga and mātauranga of the tangata whenua of Tāmaki Makaurau, but it does not go far enough. An example of tikanga not currently identified by the WMMP 2018 is the carrying of paruparu waste from one tribal region to another tribal region which is abhorrent and is termed a takahi. Takahi is an action that carries an intention to trample or hurt the mana, feelings or wellbeing of another. How waste moves in, within and out of this region is an important tikanga for Ngāti Whātua Ōrākei.

NWŌ wish to see the following further additions which address issues that arose during the Wayby Valley hearings:

- a. Clarity that the Māori Priorities identified in section 5 apply across Tāmaki Makaurau to the entire waste stream and all parties involved in it. These priorities are not specific to Māori but are Māori guidelines or more appropriately named policies that underpin the WMMP 2024 alongside other policies. That all policies are given the same weighting.
- a. Further inclusion of tikanga and mātauranga informed objectives, policies and methods in chapter 8 of the WMMP 2018 and its equivalent in WMMP 2024.
- b. Iwi and hapū are generally well-placed to drive community-level waste minimisation initiatives and will often be willing and able to invest in resource recovery infrastructure and programmes, which align with Te Ao Māori values. Opportunities for this type of engagement should be identified, supported and resourced.
- c. Guidance for the waste sector for engagement with tangata whenua in advance of seeking resource consent for waste management proposals.

FIFTH KEY OUTCOME FOR NWŌ:

Further wānanga with tangata whenua of Tāmaki Makaurau addressing:

- a. Grounding the WMMP and RRWIP 2024 within a te ao Māori framework; and
- b. Review of the Guiding principles and the Māori priorities within chapter 5 of the WMMP 2018.

PROPOSED PATHWAY FORWARD

There are three separate but interconnected work streams that arguably need to be developed in parallel to achieve these outcomes.

- (a) The grounding of the WMMP and RRWIP 2024 within a te ao Māori framework through a series of wānanga with other iwi/hapu who hold associations within Tāmaki Makaurau.
- (b) The development of a Resource Recovery and Waste Infrastructure Plan (**RRWIP 2024**); and
- (c) The redrafting and development of the WMMP 2024 which aligns and adopts the findings from (a) and (b)

The following methodology set out below is a first draft of what a work-programme which addresses (a), (b), and (c) could look like but is only one example.

Our expectation is that TKoTM will give some thought to this methodology and come back to us with its thoughts.

As noted previously, NWŌ are in a position to support this Kaupapa with appropriate resourcing from TKoTM.

Grounding of WMMP and RRWIP within a Te Ao Māori Framework

An advisory group is established either using an existing decision-making structure for Tāmaki Makaurau or a separate work stream which is resourced to hold a series of wānanga on this fifth key outcome as described above.

Development of an RRWIP 2024

The identified outcomes should be developed through a series of wānanga and workshops in partnership with TKoTM, the tangata whenua of Tāmaki Makaurau, the waste management industry and major waste producers. It should be facilitated with independent expertise in waste management (the Core Group).

In broad outline, we envisage a programme of 5 stages completed over the course of one year as follows:

1. Stage 1 - Baseline establishment:

Collation of best available data of all waste arising in Tāmaki Makaurau; review of current national policy framework and direction of travel; projection of future directions (in terms of waste arisings and policy drivers). We understand that this work is already in train with the 2023 waste assessment.

The Core Group should be provided with the opportunity to review and comment on the first draft of this document before it is finalised.

2. Stage 2 - Stakeholder identification and engagement with Core Group

Establishment of the Core Group can commence in parallel with the stage 1 baseline establishment.

Identification of and engagement with Core Group, including:

- **Ministry for the Environment** - Being responsible for developing the emerging national policy context and possible future enhancements (including potential funding). The Infrastructure Commission, and Climate Change Commission should also be engaged.
- **Tangata Whenua of Tāmaki Makaurau** - Engagement should be directly with the relevant iwi and hapū. A Tangata whenua Kaitiaki forum should not be considered a substitute for direct engagement with NWŌ.
- **Waste management industry** - Clearly Waste Management NZ Limited has direct interest, but other commercial entities should be also engaged (industry association representation may be most appropriate).
- **Major waste generators** - such as major construction firms and agencies (e.g., Waka Kotahi, Fletcher Construction, Fulton Hogan etc).
- **Zero-waste Network and waste management and minimisation community organisations** - such as community recycling centres and Pare Kore organisations already established in Tāmaki Makaurau.

Other stakeholders may well be identified, the identification of stakeholders should be one of the first tasks for the Core Group²¹.

NWŌ expects to work with TKoTM and others on identifying the structure and outcomes for this Core Group to work effectively.

We envisage a series of co-design wānanga with stakeholders taking place throughout the review.

3. Stage 3 - Scenario / option development and testing.

The Core Group will use the baseline data to identify the “maximum value” options of management of various waste streams. Source segregation of waste streams will likely be a key element in systems/process design.

4. Stage 4 - Draft strategy and implementation plan

Preferred options identified - plan drafted and subject to broad consultation.

Stage 5 - Final strategy and implementation plan published.

Strategy and implementation plan revised according to consultation feedback.

A revised strategy and implementation plan drawn up under this partnership model should have the support of all key stakeholders.

Redrafting of WMMP 2024

We envision that the process under (a) and (b) need to happen in advance or in parallel with the redrafting and development of the WMMP 2024. There will be identified parcels of work that may need to be completed under (a) or (b) prior to or at the same time as consideration of objectives, policies and methods under the WMMP 2024. Draft versions of the WMMP 2024 should be shared with the tangata whenua group and Core Group for input at key points in its development.

Ngāti Whātua Ōrākei Role and reporting expectations

Our expectation is for the TKoTM to come back to us and advise:

²¹ Likely to include existing entities working on waste reduction technology and strategies in Tāmaki.

- a. how it will respond and deliver on these outcomes; and
- b. whether it wishes to develop a methodology for delivering on these outcomes as identified above or an alternative.

CONCLUSION

Ngāti Whātua Ōrākei wish to work with public and private agencies to ensure that the mana and the mauri of our environment stand and are present in abundance, and that we are able to express our traditional and contemporary roles as ahi-kā and tangata whenua within Te Kahu Tōpuni o Tuperiri. Whilst acknowledging that there are no quick fixes here, we openly acknowledge the need for all to work collectively, collaboratively and strategically within an intergenerational timeframe towards this goal to ensure long-term and sustainable well-being for all. We see that a waste system which holistically considers material and resource use and allocation within Tāmaki Makaurau, which fundamentally respects and works with the natural environment, and which prioritises ecosystem regeneration is an essential component of such an approach.

It is our vision that our whenua is once again alive with native trees, birds, and insects, our tamariki are able to swim in our rivers and oceans carefree, our air is free from harmful substances and our whānau are able to collect kaimoana in the places our tūpuna used to.

We look forward to working with TKoTM on this significant kaupapa and welcome the opportunity to kōrero further with the Council about it.

He mana tō, he mauri tū

When mana is realised and embedded, the wellbeing for all will arise



NGĀTI WHĀTUA ŌRĀKEI

**REPORT ON THE DRAFT
WASTE MANAGEMENT AND
MINIMISATION PLAN FOR
AUCKLAND 2024**

28 May 2024

Report For:

Te Kaunihera o Tāmaki Makaurau, Auckland Council

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Disclaimer

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INTRODUCTION AND FOCUS OF THIS REPORT

Ngāti Whātua Ōrākei (NWŌ) wishes to commend Te Kaunihera o Tāmaki Makaurau, Auckland Council on its work to date addressing sustainable waste management in the region. As acknowledged in the draft Waste Management and Minimisation Plan (WMMP), the challenge posed in moving from a linear waste management system to a full circular economy is huge and can only be tackled by a collaborative effort involving all parties who have an interest in, and ability to influence the outcomes. We see the willingness of Te Kaunihera o Tāmaki Makaurau, Auckland Council to engage openly in this regard to be a most welcome (and necessary) approach.

NWŌ has completed multiple reviews of the proposed waste management and minimisation plan for Tāmaki Makaurau, Auckland 2024 (WMMP 2024). This has included a pānui provided to Te Kaunihera o Tāmaki Makaurau, Auckland Council in October 2023 and a submission in March 2024. This report builds on the previous pānui and submission.

We have consistently raised the following three issues, which we see as fundamental to achieving meaningful progress:

- **Scope:** There is a major gap in the current waste assessment and WMMP 2024. Whilst there is robust planning for the 20% of council-managed waste, both documents fail to adequately address the 80% of Tāmaki Makaurau, Auckland's waste stream which is controlled by the private sector.
- **Grounding in Te Ao Māori:** Whilst much effort has clearly been made to engage tangata whenua in production of the WMPP, more work needs to be done to fully integrate this into the Plan. It is essential that priority is placed on engagement with tangata whenua within their respective rohe, according to their tikanga and in alignment with their tribal mātauranga.
- **Policy integration:** There needs to be better alignment between the Plan and the Auckland Unitary Plan.

The Key issue is the scope of the plan and the significant gap relating to the 80% of waste controlled by the private sector. There is common agreement between Te Kaunihera o Tāmaki Makaurau, Auckland Council and NWŌ that this is the major impediment to the WMMP achieving effective and efficient waste management and minimisation. Unless the WMMP fully tackles this gap, it will only ever act at the margins of the waste management kaupapa. The other matters are also key for the WMMP but will only be effective in the context of complete coverage. These three matters are expanded in the next section of this report.

We do not wish to repeat at length what was stated in the pānui and submission. This document instead focuses on expanding the analysis of these arguments, setting out a proposed roadmap for Auckland to achieve sustainable waste management across the sector as a whole.

The key change required is for the WMMP to identify the need for a waste infrastructure and resource recovery plan and set out a process for development of the plan between now and the next WMMP in 2030. NWŌ wish to be very clear, that unless a recovery plan is included we will not commit more time and resources, or offer any of our mātauranga towards a plan that cannot meet its stated goals.

The changes recommended by NWŌ follow the directive requirements of the Waste Management Act 2008 (WMA) and other legislation obligations including te Tiriti obligations, align with the direction of Te Ruataki Para I New Zealand Waste Strategy 2023 (NZWS) and will facilitate meaningful change.

NWŌ appreciate the ability to work with Te Kaunihera o Tāmaki Makaurau, Auckland Council at this stage of the drafting.

Part 1 of this report address the issues, part 2 includes a technical review of the waste assessment and WMMP and part 3 provides proposed wording to give effects to the changes sought by NWŌ.

PART 1: THE ISSUES

WHAT IS THE FUNDAMENTAL PROBLEM?

The fundamental problem at the heart of the matter is that Te Kaunihera o Tāmaki Makaurau, Auckland Council only directly controls 20% of the regional waste stream (essentially waste collected from households, litter and waste generated from Council's own activities). The remaining 80% is not managed directly by Council. Without a means to address this, the WMMP:

- Will not achieve its stated vision, objectives and targets.
- Will not achieve the objectives and outcomes of the New Zealand Waste Strategy (NZWS).
- Will not meet NWŌ priorities and te Tiriti obligations.

In addition, there are a number of other key issues that need to be addressed if meaningful progress is to be made:

- There is a lack of overall strategic direction, and no measurable means of determining the projected impact of many of the measures and actions proposed;
- There is no alignment of the WMMP 2024 with the Auckland Unitary Plan;
- Objectives, policies and methods need to be developed in the WMMP to provide for better coherency with the RMA and other planning regimes.

The Plan does not adequately address the 80% of the waste Stream controlled by the Private Sector

This issue has been consistently acknowledged by Te Kaunihera o Tāmaki Makaurau, Auckland Council in the earlier iterations of the WMMP and associated waste assessments. For example, the most recent waste assessment (2023) states:

*"The most challenging target established within the 2018 WMMP is the 30 per cent reduction in total waste to landfill by 2027, from 2010 baseline of 0.832 tonnes/capita/year. The Council faces challenges in delivering this level of change, with much of the waste managed by the private sector. Based on the available data, **progress is not on track to achieve this goal.**"*

*"The target for reduced overall waste to landfill, which addresses the 80 per cent of waste outside the council's control, **is not on track to be met.**.... This emphasises the need for collaboration with the private sector and wider community to identify and deliver options for reduced waste to land."*²

The draft WMMP 2024 promotes similar actions to address this gap as were applied in the 2010 and 2018 WMMP. These are largely advocational in nature, and it is hard to see how they will render different results and a different outcome this time around, (analysis of how to effectively address this gap is only lightly touched on in the waste assessment with no clear conclusions). Therefore, there remains a significant (fundamental) gap in the waste assessment 2023 and the draft WMMP 2024.

¹ Waste Assessment 2023, page 31

² *Op. cit.* page 33

NWŌ have advocated in earlier submissions for the drafting of a Waste Infrastructure and Resource Recovery Plan as a key mechanism to shift waste management practice to a more sustainable basis. At the risk of labouring the point, we consider development of a sector-wide resource recovery infrastructure plan to be absolutely essential if meaningful progress towards a circular economy and the zero-waste target is to be made - without rigorous effort to address the missing 80%, the WMMP can only ever act at the margins of the problem.

The need for a waste infrastructure and resource recovery plan was raised in the waste 2018 WMMP and appears again in the 2024 draft:

10.4 Identifying and establishing infrastructure – Tautohu me te whakatū kaupapa whakahaere

This section identifies actions to support the development of resource recovery infrastructure in Auckland.

- Resource Recovery Infrastructure
- Resource Recovery Network

Title	Council action	What this will mean for Aucklanders	Funding method Timeframe	Waste hierarchy Objectives
Resource Recovery Infrastructure				
86. Resource Recovery Infrastructure Plan	Develop a plan that identifies all current resource recovery infrastructure and what will be required in 10-20 years to achieve Auckland's Zero Waste goal. The plan will address the need for private-sector and council owned facilities including: • material Recovery Facilities • food waste consolidation and processing facilities • green waste consolidation and processing facilities	A comprehensive infrastructure plan highlights the issues and opportunities and helps future planning for the council and the private sector. One of the issues likely to be identified is ensuring council planning processes make provision for suitable sites.	Public-good service Waste Levy 2018-2020	Reduce, reuse, recover, treat, dispose Objectives 4, 5

(WMMP 2018, p96)

A7	Planning for infrastructure	Consider options for a Resource Recovery and Waste Infrastructure Plan with iwi and industry.	There is a considered response to provide future resource recovery and waste treatment and disposal while working towards the Zero Waste vision.
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(draft WMMP 2024)

Action 86 set out 2018 WMMP set out an excellent summary of what is required, but it has not yet been implemented. Perhaps more worryingly, whilst the intent is carried into the 2024 version, it has been significantly watered down (“consider options” vs. “develop a plan”). In both cases the action is buried a long way down the list, whereas it should be recognised as a key priority.

NWŌ appreciates the challenge that Council faces in addressing waste which it does not directly control. Nonetheless, there is a clear duty under the WMA for council to promote effective and efficient waste management and minimisation within its district, whether that waste is directly controlled by Council or not. Nor is Council powerless to act - it is ideally placed to directly facilitate (rather than “advocate”) sustainable outcomes. It also has direct regulatory powers in the form of By-laws and through administration of the RMA, under which the private sector must operate.

In passing, we note here that Action A6 of the 2024 WMMP is to “*Advocate for planning frameworks and consenting processes to consider the need for essential resource recovery and waste management infrastructure and services.*” We fail to understand why Te Kaunihera o Tāmaki Makaurau, Auckland Council should “advocate” for a function for which it is directly responsible - the

Auckland Unitary Plan (**AUP**) and subsequent consenting should be one of the key instruments driving the required shift.

In our previous submissions, we outlined a proposed method for preparing a Resource Recovery and Waste Infrastructure Plan. This is reproduced for reference at Appendix 1. The key point is that, given that 80% of waste is not handled directly by Council, a collaborative planning approach is required in order to set out a roadmap for sustainable practice which has the support of all parties with operational interests and responsibilities.

Based on our discussions with waste operators and other interested parties, we think that all parties have a genuine interest in achieving the desired outcomes and will be motivated to engage in such a process. What all parties want first and foremost is a clear strategic direction in which plans and investments can be made with some degree of confidence.

Grounding in Te Ao Maori

Section 4 of the Local Government Act 2002 (LGA) requires that in order to recognise the Crown's responsibilities, councils must take appropriate account of the principles of the treaty of Waitangi. The waste assessment 2023 and WMMP 2024 both refer to the principles of te Tiriti but do not identify the relevant principles.

In particular, the relevant principles of te Tiriti in regard to waste management and minimisation include:

- Partnership,
- Active protection, and
- Participation.

Whilst the draft WMMP has made a good start in regard to engagement, tangata whenua concerns are still presented as a separate set of "Māori Priorities" (Chapter 5). To properly reflect te Tiriti responsibilities, these Priorities need to be more fully developed and woven into the fabric of the Plan rather than listed as separate items. In particular, te ao Māori needs to be transposed into the objectives and policies of the WMMP - otherwise these priorities don't mean anything in the practice.

By way of example, the WMMP can (and should) be a matter which decision makers must take into account³ when considering resource consent applications for waste management infrastructure. In this context, the Plan needs to be precise in its language if it is to be of use.

This was brought into focus in the recent RMA hearing for the Wayby landfill application.⁴ Here a particular concern was the status of the "Māori priorities" set out in Section 5.2 of the 2018 WMMP, especially (and unsurprisingly) the statement "*no new landfills*" – the Court spent some time debating whether this is intended to be a policy or simply an observation.

The Court commented in its interim decision:

[373] We were pointed to the statement that there would be no new landfills in clause 5.2 Māori priorities of the Waste Minimisation Plan. The priorities outlined in that section are noted as being identified as priority actions by mana whenua and mataawaka through engagement on this plan or drawn from iwi management plans.

.....

³ "have regard to" in the parlance of the RMA

⁴ BUN60339589

[343] While we accept that the plan is the sum of its parts, and there is only one reference to no new landfills, we observe that it is unhelpful to have such references in the Plan without making clear the place of that statement in the objectives, policies and methods of waste management and minimisation on Auckland.

We do not wish to comment here on the merits of that particular case, but it serves as an illustration of why it is important to be clear as to what “Māori priorities” mean for the WMMP as a whole.

Ultimately, there needs to be a much more rigorous consideration in the WMMP as to what “Māori priorities” are, and how they are built into the Plan and then how they are given effect to in the methods. We do not consider that this can be done in the absence of developing a waste infrastructure and resource recovery plan i.e how can the plan address the priority of *no new landfills* absent a roadmap to transition from a linear system to a circular one. The priority and next necessary step is therefore the development of a waste infrastructure and resource recovery plan.

The limited resources of NWŌ to engage in the many planning processes in Tāmaki must also be kept in mind. NWŌ has spent considerable time working on the recent Wayby valley proceedings and there are other potential waste infrastructure applications on the horizon, such as waste to energy proposals for the Kaipara. It is far more effective for NWŌ as tangata whenua to engage in a waste infrastructure and resource recovery plan which will set a clear pathway for waste infrastructure in Tāmaki Makaurau, rather than having to engage on every resource consent application regarding waste infrastructure. In this regard, NWŌ see the development of a waste infrastructure and resource recovery plan as a priority step for Te Kaunihera o Tāmaki Makaurau, Auckland Council which will also give effect to Te Kaunihera o Tāmaki Makaurau, Auckland Councils treaty obligations of active protection, partnership and participation. Having no waste infrastructure plan means that ad hoc resource consent applications are put forward often located at sites unsuitable from a cultural perspective and with little to no input from tangata whenua until the council hearing stage. A waste infrastructure and resource recovery plan provides clarity for both industry and tangata whenua on appropriate development which gives effect to cultural values rather than pushes up against them.

Without a waste infrastructure and resource recovery plan, NWŌ see little value in spending further time and effort on embedding its mātauranga into a WMMP which will not have any effect in addressing 80% of Tāmaki’s waste. This is in fact asking NWŌ as tangata whenua to spend time and resources on a document which will not bring about effective benefit for their people or Papatūānuku.

The position of NWŌ can be summarised as:

- a. There are gaps in the current plan, the most significant gap is the absence of a waste infrastructure and resource recovery plan.
- b. The priority is to develop a waste infrastructure and resource recovery plan.
- c. Through the delivery of a waste infrastructure and resource recovery plan, further engagement with NWŌ as tangata whenua can occur which will result in a further grounding of the WMMP in te ao maori perspectives and a sharing of mātauranga in this space.

There needs to be better alignment between the plan and the Auckland Unitary Plan

The draft WMMP states that Te Kaunihera o Tāmaki Makaurau, Auckland Council has limited influence over the 80% of waste that is managed in the private sector. Whilst it is certainly true that the council does not directly control this waste, the WMMP fails to acknowledge a key mechanism

whereby council can, and does, exert influence over how it is to be managed – this is its role in planning and regulating land-use under the RMA. All waste ultimately has to be managed via a network of physical infrastructure, recycling and recovery centres, transfer stations, landfills, and the like – all of which requires resource consent (or explicit exemption as a permitted activity).

At present, there is no comprehensive planning framework in which decisions can be made. Again, the Wayby landfill case serves to illustrate the point. Here (and again without comment on the merits of the case), all parties were faced with a very significant (multi-million dollar) decision needing to be made with an almost complete absence of strategic guidance. This is simply poor planning.

The WMMP should be the starting point in addressing this strategic deficit, but currently falls short. It is informed by an assessment (using best available data) of all wastes arising and managed in the region, but does not carry this broad scope through to the consideration of waste management requirements. Instead, the scope of assessment for future management needs and actions is limited to the 16% of waste managed by the council. The WMMP sets headline aspirations and targets for all wastes, but does not set out how progress is to be achieved for the 80% of waste outside direct council control.

This gap needs to be bridged. The WMMP should set out a comprehensive assessment of what is needed to meet its stated aims, and this should include identification of physical infrastructure requirements. This in turn should inform the Auckland Unitary Plan, which should set out clear direction as to how, and where, the required infrastructure is to be enabled.

Te Kaunihera o Tāmaki Makaurau, Auckland Council can not undertake planning of this nature in isolation – it needs to be done as a collaborative exercise. We have set out before, and repeat in this report, a suggested means by which this can be achieved.

LEGISLATIVE AND STRATEGIC CONTEXT

The Legal obligations on Te Kaunihera o Tāmaki Makaurau, Auckland Council in preparing and drafting a Waste Assessment and a Waste Management and Minimisation plan are set out in the Waste Assessment in section 2 and is addressed in “Part two: context” in the draft WMMP 2024.

The Waste Assessment 2023 and draft WMMP 2024 have correctly identified:

- the scope of legal obligations on Te Kaunihera o Tāmaki Makaurau, Auckland Council; and
- the relevant considerations that Te Kaunihera o Tāmaki Makaurau, Auckland Council must take into account when drafting a Waste Assessment and WMMP.

LEGISLATIVE DIRECTIVES

The plan sits within a legislative framework which informs its scope and content. There are directive elements that must be met and non-directive elements.

The Waste Minimisation Act 2008

Under the WMMP there are certain requirements on Te Kaunihera o Tāmaki Makaurau, Auckland Council which cannot be set aside. These are legislative directives.

The meaning of legislation must be ascertained from its text and in light of its purpose and context.⁵ Generally, words in legislation will be given their natural or ordinary meanings, however legislation must be read as a whole and other factors, such as the surrounding words, the subject matter of the relevant part of the Act and the overall scheme of the Act may sometimes call for a different interpretation. The purpose of the legislation is a key aid to interpretation. If possible, every provision in the legislation should be interpreted consistently with its purpose.

The relevant section of the WMA to the development of a waste assessment and a WMMP is Part 4 which is titled: 'Responsibilities of territorial authorities in relation to waste management and minimisation'.

Section 42 sets out the overall objective of this part of the Act to "promote effective and efficient waste management and minimisation". This part must be read against the overall purpose of the Act which is to "encourage effective and efficient waste management".

Waste management and minimisation is defined to mean waste minimisation and treatment and disposal of waste⁶.

The following sections under part 4 of the WMA set out the specific requirements which must be met by a territorial authority in giving effect to s42 and the overall purpose of the WMA (section 3).

Requirements of a WMMP that must be met under the WMA 2008

Section 43 sets out the requirements of a WMMP:

- A WMMP must be adopted by a territorial authority;⁷
- A WMMP must include:
 - a) objectives and policies for achieving effective and efficient waste management and minimisation within the territorial authority's district:
 - b) methods for achieving effective and efficient waste management and minimisation within the territorial authority's district, including—
 - i. collection, recovery, recycling, treatment, and disposal services for the district to meet its current and future waste management and minimisation needs (whether provided by the territorial authority or otherwise); and
 - ii. any waste management and minimisation facilities provided, or to be provided, by the territorial authority; and
 - iii. any waste management and minimisation activities, including any educational or public awareness activities, provided, or to be provided, by the territorial authority:
- how implementing the plan is to be funded:
- if the territorial authority wishes to make grants or advances of money in accordance with section 47, the framework for doing so.

There are two parts of section 43 that need to be brought to attention:

- a) Section 43 requires that the plan **achieve** through its objectives, policies and methods effective waste management and minimisation. The word promote is not used here. If effective waste management and minimisation is achieved than by default this promotes and encourages further effective waste management and minimisation and mets s42

⁵ Section 10, Legislation Act 2019.

⁶ Section 5, Waste Minimisation Act 2008.

⁷ s43(1), WMA 2008.

requirement and the overall purpose of the WMA 2008. Section 43 requires more than just an aspirational document; it must have an effect; it must achieve effective and efficient waste management and minimisation within the territorial authority's district.

- b) Effective and efficient should take into account:
- i. the legislative context of the WMA, the overall purpose and other components of the legislation;
 - ii. what is reasonably practicable;
 - iii. the New Zealand Waste Strategy or any government policy on waste management and minimisation that replaces the strategy;
 - iv. the waste assessment 2023;
 - v. submissions under the special consultative procedure; and
 - vi. the overall goals and targets of the WMMP.

Requirements of a waste assessment that must be met under the WMA 2008

Section 51 of the WMA sets out the requirements of a waste assessment. A waste assessment must include:

(1) A waste assessment must contain-

- (a) a description of the collection, recycling recovery, treatment, and disposal services provided within the territorial authority's district (whether by the territorial authority or otherwise); and
- (b) a forecast of future demands for collection, recycling, recovery, treatment, and disposal services within the district; and
- (c) a statement of options available to meet the forecast demands of the district with an assessment of the suitability of each option; and
- (d) a statement of the territorial authorities intended role in meeting the forecast demands; and
- (e) a statement of the territorial authority proposals for meeting the forecast demands, including proposals for new or replacement infrastructure; and
- (f) a statement about the extent to which the proposals will—
 - (i) ensure that public health is adequately protected:
 - (ii) promote effective and efficient waste management and minimisation

.....

(5) In making an assessment, the territorial authority must-

- (a) use its best endeavours to make a full and balanced assessment.

THE APPLICATION OF S43 AND S51 OF THE WMA 2008

The Waste Assessment 2023 does not far enough to:

A. Provide a statement of options available to meet the forecast demands of the district with an assessment of the suitability of each option under s51(1)(c):

1. The waste assessment has narrowed the scope of Te Kaunihera o Tāmaki Makaurau, Auckland Council options to an influence and enable role ignoring:

- a. Te Kaunihera o Tāmaki Makaurau, Auckland Council role as regulator of waste infrastructure consents under the Auckland Unitary Plan.
 - b. Te Kaunihera o Tāmaki Makaurau, Auckland Council role in applying bylaws to enforce particular directives.
 - c. Te Kaunihera o Tāmaki Makaurau, Auckland Council role to provide plans and roadmaps to achieve effective and efficient waste management.
2. The waste assessment has not gone far enough to identify all available options, notably the development of a waste infrastructure and resource recovery plan to guide the development of necessary infrastructure. In the absence of such a waste infrastructure and resource recovery plan, the waste assessment has no roadmap to assess potential options for addressing the forecasted waste demands of the district against.
 3. The waste assessment 2023 has not gone far enough to evaluate the options to the standard required: whether options will meet the forecast demand of the district and the suitability of each option.

C. Provide a statement about the extent to which proposals will (ii) promote effective and efficient waste management and minimisation under s51(1)(f).

1. There is little real analysis of whether the plan will promote effective and efficient waste management and minimisation. The waste assessment sets out that Tāmaki Makaurau is not on track to meet its' goals in relation to 80% of Tāmaki Makaurau's waste.
2. A document which is treated by its users as only aspirational with little effective impact on 80% of the waste stream is unable to promote effective and efficient waste management and minimisation for that 80% of waste.

D. Due to the identified errors above the Council has not used its best endeavours to make a full and balanced assessment under s51(5).

The Waste Management and Minimisation plan 2024 does not far enough to:

A. The WMMP has not gone far enough to provide objectives and policies for achieving effective and efficient waste management and minimisation within the territorial authorities district under s43(2)(a):

- a. the plan sets out aspiration targets, principles, priorities, maori priorities, goals, targets, methods and action plans. It is unclear how to apply these different components and whether they form a hierarchy.
- b. Objectives and policies do not include relevant guidance for decision makers interpreting the Auckland Unitary Plan (AUP).
- c. Objectives and policies do not adequately address tangata whenua interests.

B. The WMMP has not gone far enough to provide methods for achieving effective and efficient waste management and minimisation within the territorial authorities district under s43(2)(b).

- a. methods do not address the 80% of waste stream in a way which will achieve effective and efficient waste management and waste minimisation.
- b. methods do not set out as a priority the development of a waste infrastructure and resource recovery plan.

PART 2: REVIEW OF WASTE ASSESSMENT 2023 AND DRAFT WMMP 2024

ASSESSMENT OF WASTE DATA

The lack of comprehensive and reliable waste data is a widely acknowledged issue in NZ.⁸ The issue arises because, while there is good data on Council's own services, the majority of waste is managed by private operators. Private operators generally consider data on their own operations to be commercially sensitive, and there are issues with provision of this information from this perspective, particularly if the Council operates services that could be seen as being in competition with private services.

The situation in Auckland is similar to the rest of New Zealand with the main difference being that Te Kaunihera o Tāmaki Makaurau, Auckland Council does have a solid waste bylaw that requires private operators that collect or manage more than 20 tonnes of waste annually to obtain a license, and one of the provisions of the license is that data is provided to the Council.

However, it is our understanding that there are issues with the existing licensing regime and that much of the data collected is not considered reliable. Addressing this issue will be a priority if progress towards targets is to be monitored and tracked with any accuracy. It is however beyond the scope of the current review to comment on Council's existing operator licensing and data regime.

The data presented in the Waste Assessment generally gives a reasonable high-level picture of the situation in Auckland, with some notable in-depth exploration of certain material flows such as plastics, textiles, the food system, construction and demolition and waste and soils.

One area of further analysis we would have liked to see is greater exploration of composition by activity source. Overall composition is provided and a breakdown of activity source into domestic kerbside and 'commercial', which it would appear encompasses construction and demolition waste. However, it is noted that over 30% of the waste to Class one disposal is from Construction and Demolition (C&D) sources⁹, meaning it should be possible to provide an estimated split of C&D waste as well.

In addition, there are compositions provided for domestic kerbside, as well as a composition for C&D waste.¹⁰ It would appear therefore that there is sufficient data to construct a more complete analysis of what activities generate waste within the region and what that waste is, and what happens to it. We would consider this to be a fundamental purpose of the waste data section in the Waste Assessment. As it stands, this picture is not clearly presented.

WASTE PROJECTIONS

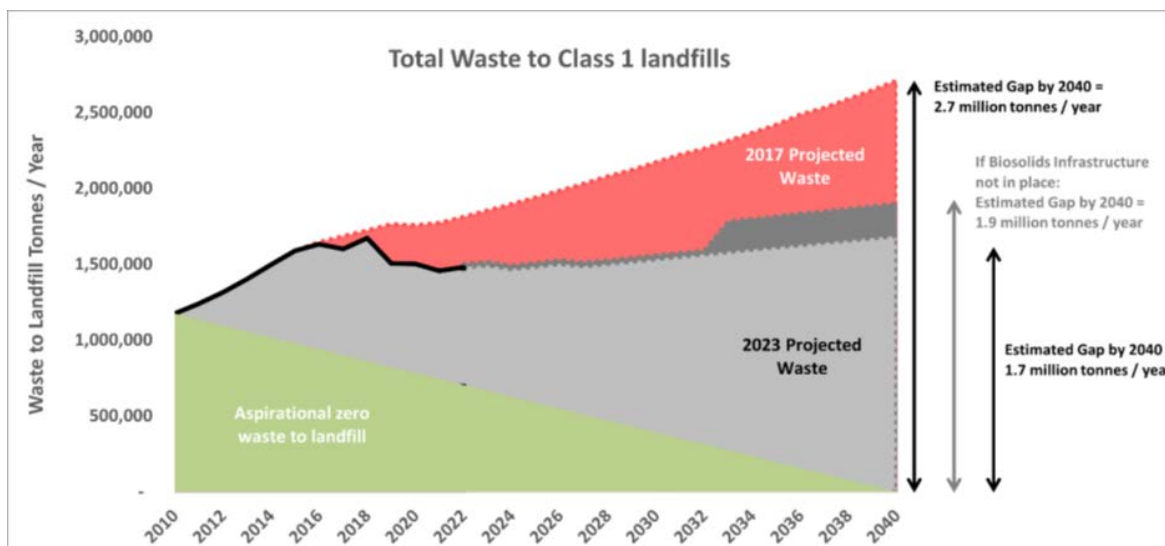
Foundational to establishing a waste infrastructure strategy is having a realistic idea of the quantities of waste that are likely to need to be managed, what that waste consists of (i.e. the composition), and what activities are responsible for generating the waste.

The chart below presents the projected tonnages of waste to Class 1 landfill from the Auckland region from the WMMP.

⁸ Te Rutaki Para/ New Zealand Waste Strategy

⁹ WMMP section 12.4 page 46.

¹⁰ Waste Assessment section 4.3.5 page 48



From Figure 5 p41 of WMMP: Estimate and projected waste from the Auckland region going to municipal landfill annually

Several things are worth noting about this chart.

1. The total tonnages projected in the last waste assessment (2017) climb significant from approximately 1.6m tonnes in 2016 to over 2.5m tonnes in 2040
2. The new projections in the 2023 waste assessment show waste actually declined from 2016 and that going forward it is expected to level off at around 1.5m tonnes (with a possible additional jump of 200,000 tonnes of biosolids if an alternative to the current use for remediation on Pukatutu Island cannot be found)
3. The gap to achieving zero waste by 2040 is also shown on the chart, which is clearly significant - even with a lower waste to Class 1 landfill projection.

The lower projection in the latest 2023 figures seems positive, and could be interpreted that actions by the Council had succeeded in bringing about the decline since 2016.

However, in p39 of the waste assessment it notes that the decline is most likely due to the diversion of 200,000 tonnes of special waste (mainly contaminated soils) away from Class 1 landfills to other facilities when the waste levy was increased in 2019. The period of reporting also includes the time of the pandemic when economic activity and hence waste production was constrained. The drop in waste to landfill therefore is not likely due to improved waste management practices or waste reduction.

In section 6 of the WA, the basis for projections of future waste quantities is set out. The chart below shows the projections.

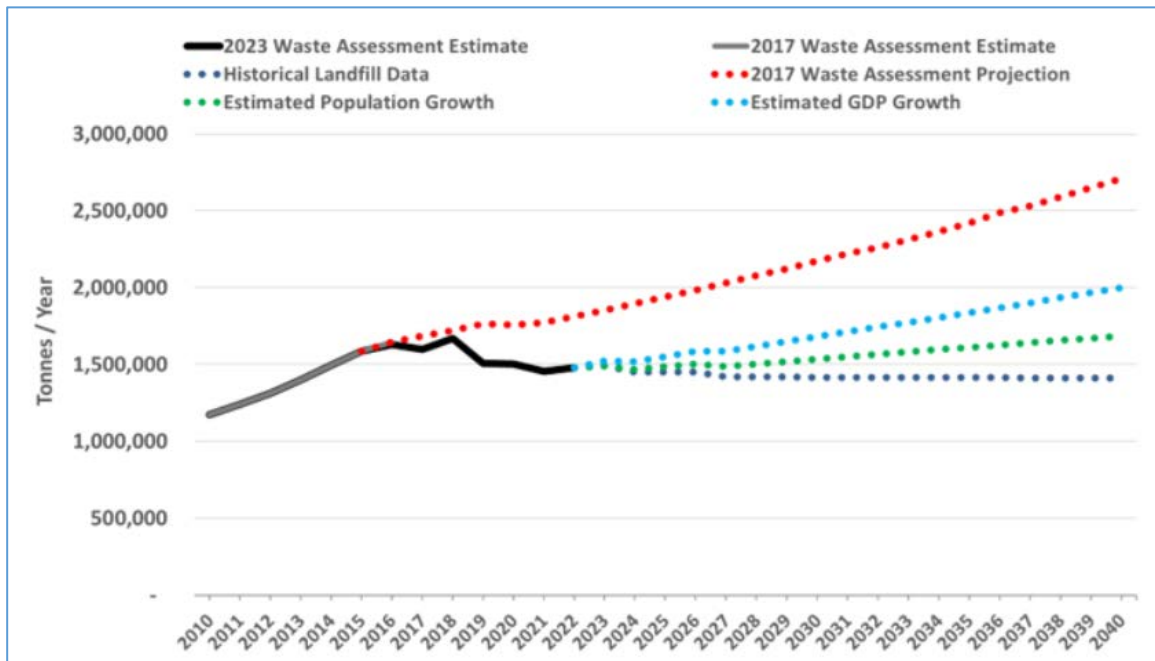


Figure 18 Auckland regional waste to landfill projection, from page 105 of the WA

Several projections are provided. The text indicates that the line based on population growth was the best predictor of what has happened since 2016 and that this is therefore the preferred projection and is used as the basis for the 2023 projection in the WMMP.¹¹

While acknowledging that any projection is dealing with the unknown and cannot accurately predict the future, in our view the rationale for the preferred projection is not sufficiently robust. We would prefer to see a more sophisticated projection that projects domestic waste on the basis of population, commercial waste on the basis of GDP and construction and demolition waste on the basis of building consent projections and undertakes regression analysis on each of these to establish the degree to which each of the variables are predictive.

The chart below shows the projected waste to landfill based on composition.

¹¹ The statement in the text that the dark blue line is a projection based on 'regression analysis of historical landfill data' does not make sense. Regression analysis looks at the co-variation between a dependent variable (in this case landfill tonnages) and possible variables (such as population or GDP) that could explain the changes in the dependent variable. The analysis will yield *r* values for each of the variables examined, with a value of 1 equalling a perfect match between the variables - (in other words that 100% of the variation in landfill could be explained by change in a variable such as population), a value of 0 meaning no explanatory power, and -1 a perfect inverse relationship. The closer to 1 or -1 the more the dependent variable can be explained by the independent variable. A regression analysis of historical landfill data doesn't on its own mean anything.

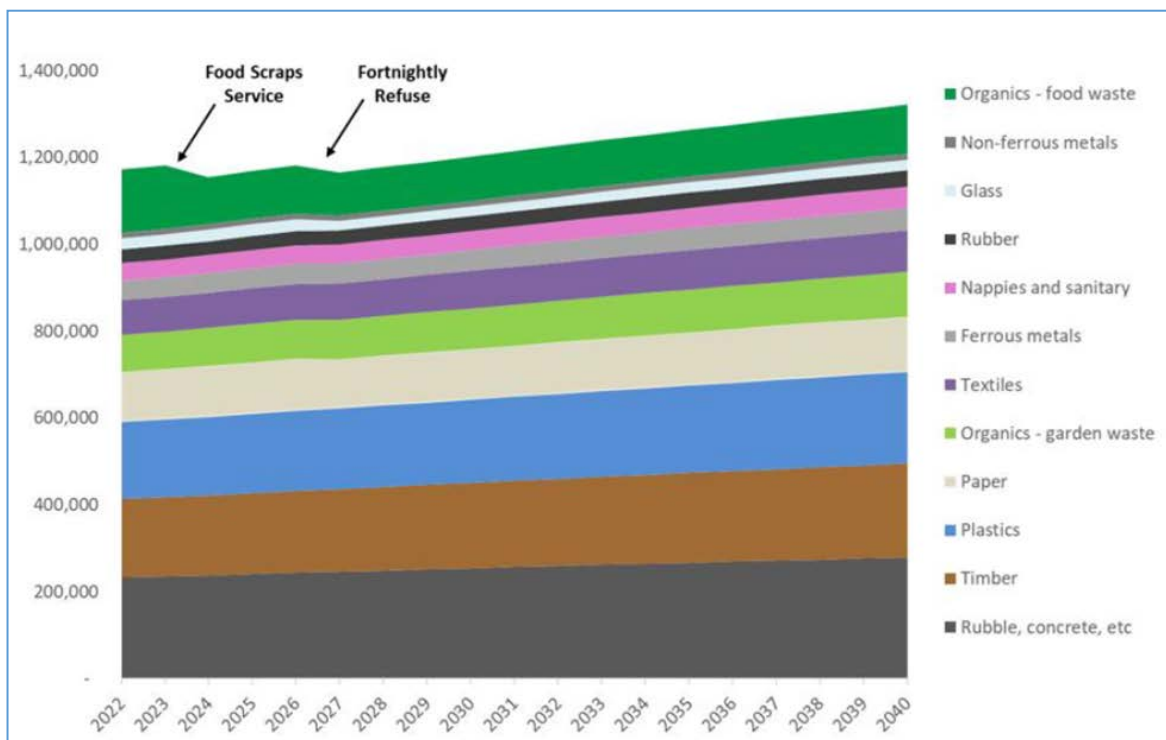


Figure 19 Auckland regional waste to landfill projections – with estimated composition breakdown (excluding special waste) from page 106 of the WA

A key point to note is that there is predicted to be a decrease in waste to landfill arising from the introduction of food waste collection (which has now taken place), and a further drop due to a shift to fortnightly council rubbish collections. However, beyond this there are no predicted impacts noted from any of the actions, and there are no decreases shown which could be attributable to future/planned actions. It is not clear therefore whether the projection is supposed to include planned actions or is purely based on 'business as usual'.

Overall, we would like to see projections further broken down by activity (kerbside, construction and demolition and commercial, as well as special wastes), and each of these projections broken down by composition. This type of breakdown would give a much clearer picture of the potential future quantities of each type of material and the activities that generate them. In our view this type of analysis is necessary for planning infrastructure needs.

While the WMMP contains a set of proposed actions there is no calculation of the degree to which the proposed actions will impact on the waste to landfill.

If a goal such as zero waste, or the stated target of reducing waste to landfill by 30% per person by 2030 is proposed, it should be accompanied by an action plan that then provides clear estimates of the expected impact of planned actions so that the pathway toward the target can be clearly seen. As it stands, it is not clear what impact the proposed WMMP will have, and to what degree it will be effective in delivering on the targets. If it is not going to be able to deliver on the targets then clearly a more effective set of actions are required, or the targets should be amended.

Estimating the potential impact of planned actions against the projected quantities of material would then provide a clearer picture of the impact of targeting different waste streams and would also inform consideration of the types and sizes of facilities that may be required for recovery.

REVIEW OF RESOURCE RECOVERY NETWORK STRATEGY 2021

Te Kaunihera o Tāmaki Makaurau, Auckland Council currently has a network of 13 Community Recycling Centres, and as set out in their Resource Recovery Network Strategy 2021, plan to extend this to 21 by 2031 plus two larger-scale Resource Recovery Parks that “tackle the high volumes of Auckland’s commercial waste streams – in particular construction and demolition waste as well as domestic waste”.

In our view, the Auckland Resource Recovery Network is an excellent initiative that has been successfully implemented and provides a model for this type of network in NZ. Its focus however has been primarily on household waste streams, and it has focused on enabling the provision of services by local community enterprise.

The Resource Recovery Network Strategy 2021 does however contain a number of elements which potentially link to a wider infrastructure role:

The next stage of development in partnership with the community recycling centre operators will focus on developing a visible and dynamic network through the co-design and development of common branding of facilities, operating standards for quality resource recovery services, trading and associated services, sharing of technical expertise etc and the ability to tender for other services.

The strategy also notes that “as the RRN matures and expands new and creative ways of working together and a governance model that embeds a partnering approach between council, community recycling centre operators and other partners is required.” Māori, Tangata whenua and the private and non-profit sectors are specifically mentioned.

EVOLVING THE RRN INTO ‘CIRCULAR RESOURCE NETWORK’

Our view is also that there is unrealised potential in the RRN model, and that it may be possible to extend and further evolve the network concept to enable access to a wider range of waste streams, while providing an organising principle and structure for waste infrastructure provision. The concept that is proposed is outlined in chapters 20 and 21 of a report by Eunomia Research & Consulting for the Ministry for the Environment on the [‘circular resource network’](#). A very brief outline of the concept is provided here.

The key organising principle behind the concept of a circular resource network (CRN) is that the resource recovery system should be consciously designed to facilitate the circular flow of materials through the economy, by ‘completing the circle’. To date, the ‘reverse logistics’ aspect of the economy that is responsible for collecting widely dispersed and mixed materials has been a poor relation to the ‘logistics’ part of the economy that is responsible for the dispersion.

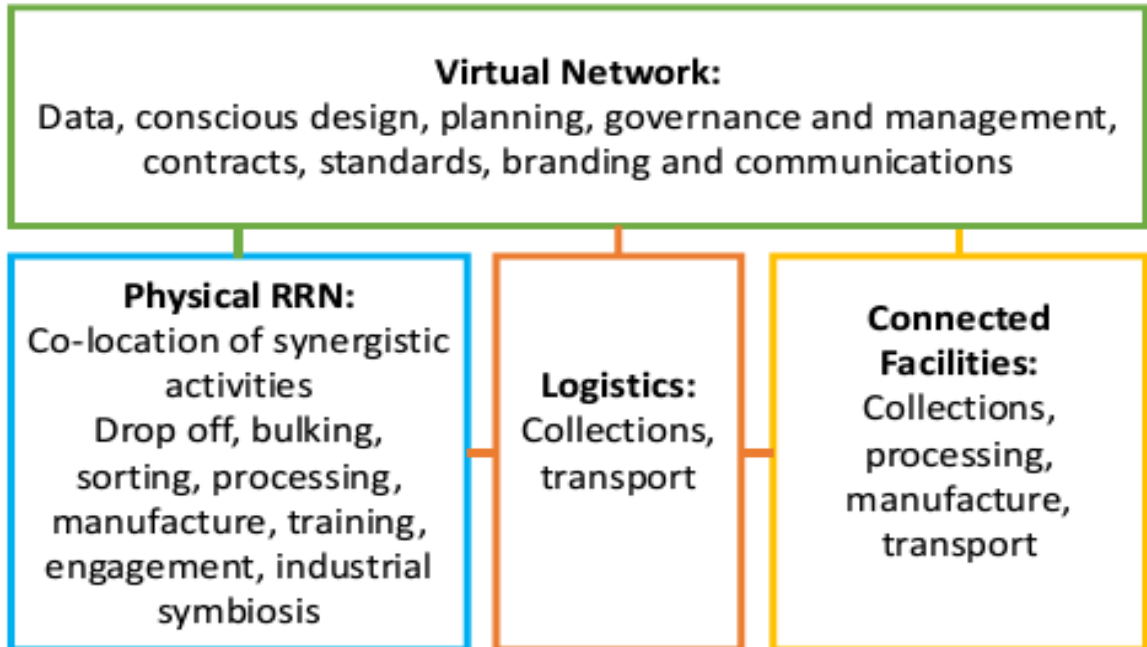
It is proposed to evolve the concept of physical co-location of synergistic activities (like in community recycling centre or resource recovery park) to encompass a virtual and holistic network of sites, some co-located (where this provides efficiency gains, and is practical), but also including other sites that may be physically stand-alone sites, but which are connected to the circular resource network.

The method of connection would be through supplying and receiving material, utilising network transport arrangements, operating to agreed performance standards, utilising standardised signage and specifications, providing and receiving data, and being linked through virtual directories.

Part of the idea is that the physical network of sites and logistics is replicated virtually in an information management system. This nation-wide virtual circular resource network could,

eventually, track and/or manage the flow of materials through the entire resource recovery sector in Aotearoa, and enable the optimisation of infrastructure, logistics, and services.

Underpinning the virtual network is a physical network of sites and facilities that operate to agreed standards (akin to the more traditional RRN concept operated by Te Kaunihera o Tāmaki Makaurau, Auckland Council), supplemented by standalone sites that are connected to the network. Connecting the physical network and standalone sites would be a highly efficient, flexible, and low carbon logistics network. The high-level structure of the network is illustrated in the figure below:



While the heart of the circular resource network consists of Resource Recovery Parks and Resource Recovery Centres, a key feature of the circular resource network concept is the connection of potentially all resource recovery operations to the network. A range of resource recovery businesses that are not/do not need to be co-located at a network site are connected virtually. The facilities could be owned or operated by regional or national agencies, Territorial Authorities, private sector, iwi, or community sector or through partnerships. As noted earlier, these facilities would operate to the same standards as co-located facilities and could participate in the logistics and virtual network arrangements.

While there is significant new infrastructure that is likely to be required to realise the circular resource network concept, there is also already substantial existing infrastructure in operation. Much of this existing infrastructure will not necessarily form part of a RR Park or RR Centre where functions are co-located. Indeed, one of the features of the proposed concept for the circular resource network is the idea that many facilities can be connected virtually, and do not have to physically co-locate. In fact, many instances, there may be good reasons not to co-locate (for example where an organic waste processing facility is located in a rural area to alleviate odour issues, where space requirements are significant, or where there are other significant considerations such as proximity to a port).

Typical operations that are located at independent sites could include:

- Manufacturing facilities
- Composting operations

- Recovery operations that require a lot of space, or generate noise or odour, or that is otherwise not compatible with co-location
- Industrial symbiosis parks
- Metal scrapyards and auto-dismantlers
- Materials that have excellent single-stream logistics and do not benefit from colocation
- Existing resource recovery operations that operate at independent sites.

Generally speaking, independent facilities would have a main primary function, but there could be multiple functions on a single site. For example, an industrial symbiosis park may be run independently from the network but still be connected.

The CRN concept has been developed as a national network idea - to create a consistent national approach. However, the CRN is essentially conceived as a series of independently operated regional networks that are joined together. The CRN network concept calls for model regional networks to be developed to test ideas and provide a model that can be progressively adopted. Auckland, with the work done to date on the RRN, is ideally poised to lead in the extension and evolution of the RRN into a CRN.

CRITIQUE OF PROPOSED WMMP ACTIONS

The WMMP identifies a number of actions that relate specifically to infrastructure. These include the following:

Part 3 – 13; Pg. 60 (Options considered) –

In this section two options are considered - a full implementation of the 2018 WMMP (Option 1) or extending the council's activities into 'new priority waste areas and areas of advocacy to influence the demand-side of waste services...' (Option 2)

Option 2 is identified as the preferred option, as it provides greater scope to 'achieve a circular economy and Zero Waste vision'.

Option 2 is seen primarily as involving greater advocacy, and it aims to meet the future infrastructure needs through existing planned investment in the RRN, central government funding, and private sector investment.

In our view this approach is broadly sensible, in that it is neither practical for nor incumbent on Council to procure or provide all of the required waste and resource recovery infrastructure for Auckland. However, it is also unlikely to be effective to merely advocate for waste reduction. We believe a stronger, more proactive approach is required. These types of actions are expanded on further in Part 1.

Part 4 – 14; Pg. 62 - 67 (Action plan):

Empower partnerships with iwi and community – point 1 “Strengthen ways of working with tangata whenua and deliver of Māori outcomes through waste initiatives.

While it is positive that this is included in the plan, and while a number of areas of potential action are highlighted, these are all very high level, and are not measurable in any way. It will be difficult to determine what constitutes these actions being successfully undertaken.

Point 2 “Continue expanding and strengthening the Resource Recovery Network and its Services”.

This set of actions essentially reflects the Resource Recovery Network Strategy 2021. Which, as we have discussed above, is positive but is more limited in its ambition than it could be.

Targeting specific activities and materials – Point 3 “Target construction and demolition waste (see also *Te Kaunihera o Tāmaki Makaurau, Auckland Council group operations*)”.

As noted in the WA and WMMP, construction and demolition waste accounts for over 30% of waste to Class 1 disposal facilities in Auckland. This set of actions addresses a wide range of considerations but does not address what is perhaps the most fundamental issue, which is the provision of a comprehensive approach to resource recovery and disposal infrastructure. If the 30% of waste to Class 1 disposal from C&D, as well as diverting material with potential utility from class 2-5 disposal, is to ultimately be addressed, it will be necessary to have a network of appropriate facilities in place to manage this material.

Point 4 “Focus on five priority waste streams (organics, plastics, packaging, textiles and biosolids)”.

According to the WA four of the materials account for approximately 35% of all waste to Class 1 landfill as follows.¹²

Material	Proportion
Plastics	12%
Organics	16%
Textiles	5%
Biosolids	approximately 2% to Class 1 but projected to reach 14% by 2030 ¹³

‘Packaging’ does not appear to be defined, and there is no data presented as to what proportion of the waste stream is identified as ‘packaging’. We do note however that section 7.1 (p123) of the WA states that Council is considering “Undertaking material flow analysis for packaging in Auckland to gain an understanding of the potential to set reduction and reuse targets.” We would consider that it is necessary to define packaging and identify the quantities and sources before actions can be adequately determined.

Of the nine actions identified under this heading, none relate specifically to ensuring that there is adequate processing infrastructure in place to tackle these waste streams. Community organic waste facilities, onshore processing of diverted materials, and biosolids are mentioned in connection with infrastructure needs but the actions are simply to ‘work with’, ‘support’, or ‘investigate’. There is nothing that establishes a mechanism or plan for delivering infrastructure that will address these priority waste streams (Note: we are not saying that Council needs to deliver the infrastructure themselves, simply there needs to be a way forward to ensure the infrastructure is in place).

¹² Waste Assessment Page 43

¹³ Waste Assessment Page 69

Point 5 “Strengthen our focus on disaster preparedness and climate change mitigation, adaptation and resilience”.

Action 5.4 is to “Continue to plan, coordinate, review and strengthen the resilience of waste services and infrastructure (including the RRN) during a crisis and our region’s ability to adapt, respond and recover.”

We think this is a reasonable action, although it should be undertaken in the context of overall waste infrastructure planning.

Across all priorities – Point 12; Pg. 76 “Partner with others to achieve Zero Waste Auckland built on a circular economy”.

Action 12.4 is Action and Investment Planning, which relates to implementation of the government’s action and investment plan (yet to be released). It is noted that “Auckland will benefit from coordinated nationwide action to deliver infrastructure and services for a circular economy.” We fully agree with this statement, however by the same token it implies a need for coordinated regional action to deliver infrastructure and services for a circular economy (that is ultimately aligned with the national approach). While it is noted that the release of the AIP has been delayed, there should be proactive engagement with central government to establish clear intent and direction of travel so that Auckland can ensure actions that it takes in respect of infrastructure planning are likely to align with national direction.

Action 12.7 relates to Private sector services and onshore processing. The Council action is to “Enhance and enable the role of the private sector in providing services and, where feasible, onshore processing facilities. Once again, we agree with this statement, however there is no indication of a mechanism or plan by which this will be achieved. The CRN concept and the development of a regional waste infrastructure plan would enable this.

Action 12.12 relates to Resource recovery infrastructure and services. The action is to “Continue to support development of directories listing facilities that provide circular infrastructure and services for business and residents.” This is a function that would naturally sit with the CRN concept outlined above.

Other actions linked to plan goals; Pg. 80 – Goal 1: Maximising circularity of resources and products in accordance with the waste hierarchy.

Action A6 Regional Planning Framework: The Council action is to– “advocate for planning frameworks and consenting processes to consider the need for essential resource recovery and waste management infrastructure and services.”

Action A7 Planning for infrastructure: The Council action is to– “consider options for Resource Recovery and Waste Infrastructure Plan with iwi and industry.”

These two actions are precisely what we consider is vital and needed. However, we think these should be concrete actions with defined timeframes. Rather than simply ‘advocate’, Council should develop and implement planning frameworks and consenting processes. Similarly, rather than ‘consider’, options for a Resource Recovery and Waste Infrastructure Plan, Council should develop and implement such a plan, and this should be a matter of priority.

While it is good to see that these actions are contained in the WMMP, we would consider that they should have greater prominence and form one of the central parts of the WMMP.

SUMMARY OF WMMP AND WA REVIEW

The key issues identified from our analysis of the WMMP and WA include the following:

- The data analysis undertaken, while covering a wide range of data does not compile this into a clear picture of what activities generate waste within the region, what that waste is, and what happens to it
- It will be important to improve waste data gathering and analysis if better planning for waste infrastructure is to be enabled.
- The waste projections could be improved by further breaking down activity (kerbside, construction and demolition and commercial, as well as special wastes), and breaking each of these projections down by composition.
- We would prefer to see projections built up from multiple variables (population growth, GDP, building activity) and regression analysis used to establish the relationship between the variables and the change in waste generation.
- The WA and WMMP focus their actions primarily on the 15%-20% that Council controls, and do not provide a robust programme to address the proportion outside of direct Council control. The proposed actions are 'soft' actions in that they involve advocacy, support, and research but do not provide concrete commitments to activities that will ensure resource recovery infrastructure and services are in place that are capable of delivering on the Council's targets and aspirations.
- The Resource Recovery Network Strategy 2021 provides a potential framework and operating model to practically influence infrastructure development and operation in Auckland.
- Adopting and adapting the proposed Circular Resource Network model could provide an approach for evolving the RRN to have greater impact.
- In order to better address the non-council-controlled waste streams, Council should substantially strengthen existing proposed actions, in particular Action A6 and A7. These should be revised as follows (changes in bold italics):
 - A6: ***Develop and establish*** planning frameworks and consenting processes to ***provide*** for essential resource recovery and waste management infrastructure and services
 - A7: ***Develop and implement*** a Resource Recovery and Waste Infrastructure Plan with iwi and industry

In addition, we would like to see these actions given greater prominence in the WMMP document and put forward as key actions for delivering on the Council's targets.

PART 3: SUGGESTED CHANGES

In order to simplify matters, we have proposed changes to the wording of the draft WMMP to reflect the matters discussed in this report. A track-change version of the draft WMMP is appended as Appendix 2.

In summary, the changes reflect the need for a Resource Recovery and Waste Infrastructure Plan, how this may be produced, and provide the level of direction commensurate for this iteration of the WMMP. Given that the process to produce the 2024 WMMP is now well advanced, we have kept changes to the minimum necessary.

CONCLUSION

NWŌ seek one fundamental change to the draft WMMP, a commitment to the development of a waste infrastructure and resource recovery plan as a priority in the period between now and the drafting the next WMMP in 2030. Other concerns regarding implementation of the WMMP through changes to the Auckland Unitary Plan and grounding of the WMMP in te ao maori can be developed alongside or will flow naturally from the development of a waste infrastructure and resource recovery plan. NWŌ not only see development of a waste infrastructure and resource recovery plan as a priority and the logical next step but also as the necessary next step in order for NWŌ to see value in embedding their mātauranga into the WMMP. To not do so is asking NWŌ as tangata whenua to commit resources to a plan which Te Kaunihera o Tāmaki Makaurau, Auckland Council concede is unlikely to effectively impact 80% of Auckland waste stream.

Appendix 1: Suggested Method for Producing a Waste Recovery and Infrastructure Plan

Strategy development should be undertaken in partnership with Te Kaunihera o Tāmaki Makaurau, Auckland Council, Tangata whenua, the waste management industry and major waste producers. It should be facilitated with independent expertise in waste management.

We envisage a programme of 4 stages to be undertaken as a matter of priority and before the drafting of the next WMMP in 2030 as follows:

1. Baseline establishment:

Collation of best available data covering all wastes arising in Auckland; review of current national policy framework and direction of travel; projection of future directions (in terms of waste arisings and policy drivers).

2. Stakeholder identification and engagement

Key partners which may be identified at the outset include:

- **Te Kaunihera o Tāmaki Makaurau, Auckland Council.** As the statutory agency responsible for implementing waste minimisation in Auckland;
- **Ministry for the Environment.** Being responsible for developing the emerging national policy context and possible future enhancements (including potential funding). The Infrastructure Commission, and Climate Change Commission should also be engaged.
- **Tangata whenua.** As the matter is region-wide, the full Tangata whenua Kaitiaki forum should be engaged;

- **Waste management industry.** Clearly Waste Management Ltd have direct interest, but other commercial entities should be also engaged (industry association representation may be most appropriate)
- **Major waste generators,** such as major construction firms and agencies (e.g. Waka Kotahi)
- **The Zero-waste Network and waste management & minimisation community organisations,** such as community recycling centres already established in Auckland.

Other stakeholders may well be identified – this scoping exercise should be one of the first tasks for the “core” group.

We envisage a series of co-design wananga with stakeholders, taking place throughout the review. Establishment of the stakeholder group can commence in parallel with the baseline establishment.

3. Scenario / option development and testing.

Using the baseline data, the core stakeholder group to identify “maximum value” options of management of various waste streams. Source segregation of waste streams will be a key element in systems/process design.

4. Draft strategy and implementation plan

Preferred options identified - plan drafted and subject to broad consultation.

5. Final strategy and implementation plan published

Strategy and implementation plan revised according to consultation feedback



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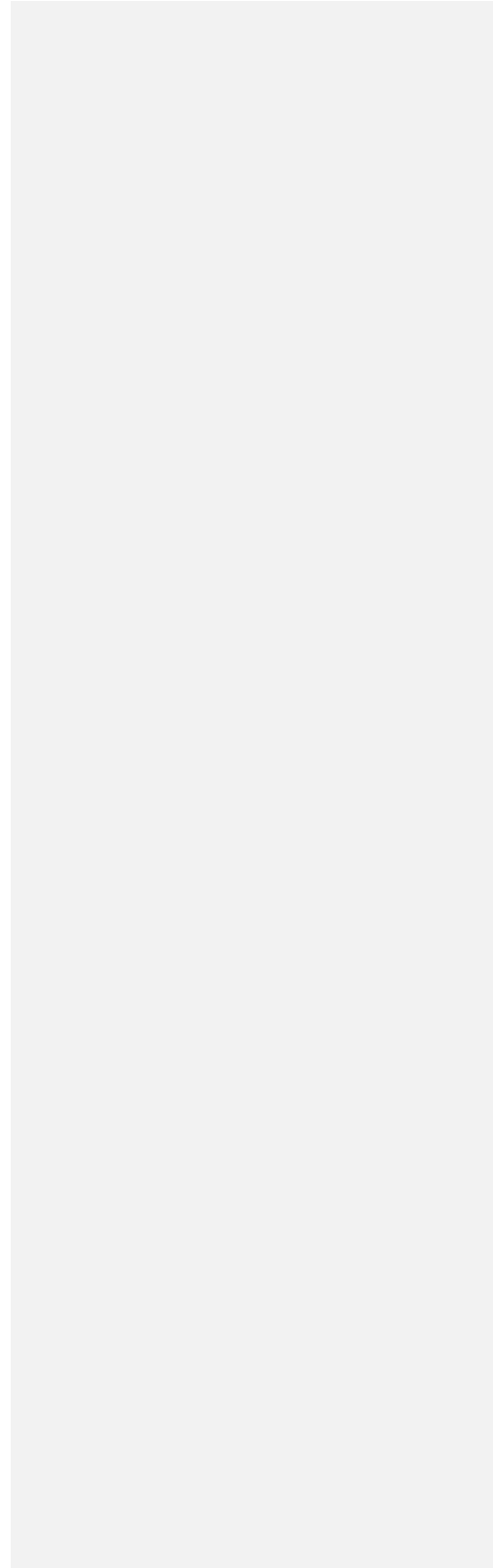
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He kupu whakataki / Preamble

This draft plan has been created with the help of many voices. It reflects a continuation of the journey to Zero Waste that Auckland Council embarked upon with the Waste Management and Minimisation Plan in 2012. Through the public consultation process we hope to strengthen the plan so that it is one that all Aucklanders recognise as a robust blueprint for the next six years in managing and preventing waste through better use of resources.

The process to create the plan is set out in the Waste Minimisation Act 2008 and the Local Government Act 2002. This includes our 2023 Waste Assessment (Appendix 2) which helped us draft direction and actions outlined in this plan. The Waste Assessment covers learnings from our own experience and those of community and industry experts, as well as knowledge provided by iwi, together with lessons from other cities in Aotearoa / New Zealand, and overseas.

Public consultation on this plan in early 2024 will be followed by a hearing process before the plan is approved. This will help broaden opportunities to work with iwi, community and the commercial sector to achieve a common vision.

Te āhua o te takotoranga o tēnei mahere / How this plan is laid out

This 2024 draft Waste Management and Minimisation Plan (WMMP) is based on our learnings from engaging with mana whenua, the community, industry and across Auckland Council (Appendix 1). It is also informed by research that is summarised in the Waste Assessment (Appendix 2).

Part one outlines the plan's purpose and scope and focuses on the strategic direction for tackling waste, including the Zero Waste vision, principles, goals, objectives, key priorities and targets for the next six years. It provides important context around the framing of waste from a te ao Māori perspective and the lessons we can draw in taking a more holistic approach to preserving resources.

Part two outlines important statutory and planning context for the WMMP, together with a description of the council's waste infrastructure and services.

Part three focuses on the opportunities and challenges that have been identified from our engagement with others, and from research outlined in more detail in the Waste Assessment. It provides a summary of key evidence behind the priorities and actions of this plan.

Part four contains the action plan for the next six years that will help us meet our targets and progress towards Zero Waste by 2040. It also outlines the funding framework for how we will pay for these actions, prioritise their delivery, and our monitoring and reporting regime.

A separate plan for Aotea / Great Barrier Island, Waiheke, Kawau and Rakino Islands of the Hauraki Gulf / Tīkapa Moana / Te Moananui-ā-Toi is contained in Appendix 3 of this plan. This separate plan acknowledges the unique challenges and opportunities of dealing with waste in island communities, together with the strong community passion to lead the way in forging a Zero Waste future.

Te wāhanga tuatahi: te mahere / Part one: the plan

1. Te take me whai tātou i tēnei mahere hukihuki / Why we need this draft plan

Tāmaki Makaurau means Tāmaki desired by many. This name refers to the abundance of natural resources, strategic vantage points, portage routes and mahinga kai which first attracted Māori, and then other settlers.

Today, Tāmaki Makaurau is still desired by many, as a culturally diverse city with an abundance of beaches, waterways, maunga and ngahere. As our city grows, so too does the waste we produce. Every week, Auckland sends over 28,000 tonnes of waste to landfill. That is enough waste to fill an entire rugby field. Sending waste to landfill or burning waste, represents a loss of valuable resources and a waste of embodied carbon. Litter and illegal dumping of waste damages the land, air, water and ecosystems that Aucklanders rely on to survive and flourish.

The true cost of waste

Waste is everyone's business. We all have an impact on the amount of waste we generate, and on where that waste ends up.

Every tonne of waste landfilled comes at a cost. We currently spend approximately \$180 million per year on domestic waste services, including rubbish, recycling, food scraps and inorganic collections, education, enforcement and supporting the resource recovery network. This is the visible cost to households paid through disposer-pays, targeted and general waste rates, and waste levy funding.

However, our waste is like an iceberg – many more costs are hidden below the surface, affecting the economy, the environment and our communities (See figure 1 below).



Figure 1: The waste iceberg

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The spiritual and cultural connection mana whenua have to Tāmaki Makaurau is unique, because it is tied to their relationship with the whenua, maunga, harbours and waters. In te ao Māori, the costs of waste include spiritual and cultural dimensions and span generations (refer Auckland Plan 2050).

Not only do emissions from waste contribute to climate change, but the effects of climate change, such as severe weather events. These events generate widespread damage, resulting in waste and exposing historic landfill and hazardous sites.

The benefits of a Zero Waste circular economy

Moving towards a Zero Waste circular economy means we reduce environmental damage, while retaining valuable resources which can nourish people and planet.

With the continual rise in the cost of resources and services the need for us to value, repair and restore the resources we make and keep them in use for as long as possible, has never been greater. As we move towards a zero waste, circular economy, we turn waste into wealth and provide resources for local communities to thrive. Reducing our need for new resources also reduces the emissions created through extraction, production and transport of valuable raw materials. Although the journey to zero waste will be challenging, we know it's possible; in the past six years, despite our growing population, we have seen the amount of waste we are producing across the region stabilise for the first time.

We are headed in the right direction, but we believe we can do even better. This plan sets the course for this; for the benefit of communities now and for generations to come.



2. Te aronga o tēnei mahere hukihuki / Purpose of this draft plan

This draft plan sets the direction for the council's work in minimising and managing waste in Tāmaki Makaurau / Auckland. It seeks to empower relationships and synergies in working with iwi, community partners, and private sector to support a circular economy. This draft plan fulfils our statutory requirement under sections 43 and 50 of the Waste Minimisation Act 2008 to adopt a waste management and minimisation plan and review that plan at intervals of not more than six years.

The vision of Zero Waste by 2040 remains the centrepiece for this plan, continuing the journey that started with the 2012 Waste Management and Minimisation Plan. The plan provides principles to guide how the council can work with others to navigate complex issues and coordinate the necessary actions. It contains goals and objectives for focusing our efforts. Importantly, it puts in place targets, key priorities and an action plan for the next six years.

This draft plan covers the council's activity in directly managing household waste, as well as our role in working with others to achieve zero waste and champion a circular economy. It seeks to elevate the focus from waste itself to the conservation of resources as a more holistic outcome that can support multiple benefits beyond waste minimisation.

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3. Te korahi o te mahere / Scope of the plan

This draft plan covers the council's role in minimising and managing all types of waste generated in Tāmaki Makaurau / Auckland in accordance with Waste Minimisation Act requirements. This includes waste that is managed by the council, and the much larger portion of waste that is managed privately.

The plan covers management of our own infrastructure, assets and services supporting household waste collections and resource recovery. It includes actions to reduce council's own waste. Within this, departments and council-controlled organisations may make waste plans specific to their business.

Most of Auckland's waste is commercially managed. The plan sets out how council to work with industry to promote waste minimisation and resource recovery.

For the first time, this draft plan also covers management of closed landfills and contaminated land owned and managed by the Auckland Council Group.

For the purposes of this plan, 'waste':

- means any thing disposed of or discarded; and
- Includes a type of waste that is defined by its composition or source (e.g. organic waste, electronic waste, or construction and demolition waste; and
- To avoid doubt, includes any component or element of diverted material, if the component or element is disposed of or discarded.

Biosolids from the treatment of wastewater have been identified as a significant potential waste stream and are included within this plan. However, waste discharged to the public wastewater system is not included as this is managed by Watercare Services Ltd through the Trade Waste Bylaw 2013.

The Hauraki Gulf Islands and the draft Waste Plan

The council provides waste services to Aotea / Great Barrier Island, Waiheke, Rakino, and Kawau. Their isolation and the expense of shipping materials and waste to and from the islands means there are additional drivers to reduce waste and provide for on-island solutions. The higher costs of those services are subsidised from region-wide rates funding via a targeted rate levied on all eligible households.

While the vision, goals, targets and actions of the region-wide WMMP apply also to these islands, we have prepared a separate plan with goals and actions that reflect the unique waste challenges of the Hauraki Gulf Islands (attached as Appendix 3). The islands' waste plan outlines the unique issues and opportunities of waste in the island setting together with community goals and actions and how we can support them.



4. Te matawhānui / Vision

Tāmaki Makaurau / Auckland aspires to be Zero Waste by 2040 by:

- working towards a circular economy
- using resources for their best and highest value for as long as possible
- taking care of people and the environment

Te matawhānui / Vision

Zero Waste by 2040 is an aspirational goal for Tāmaki Makaurau, powerful in its simplicity and ambition. It is about valuing and restoring the health and wellbeing of te taiao; land, air, and water. In practice, the vision means:

- reducing the resources we take from the environment
- re-designing things to preserve the value of resources and reduce environmental impacts
- caring for, re-using, repairing, restoring and valuing our resources.
- ensuring the final disposal does not diminish the wellbeing of people, the land, air or water

The journey to a circular economy is not about burying or incinerating waste, but unlocking the wealth of resources we already have in Tāmaki Makaurau to boost local economies and create resilient, thriving communities. In this way, a zero-waste world restores the health of tāngata (people) as well as the environment.

Using the internationally recognised waste reduction hierarchy and staying as high on the hierarchy as possible is best practice in moving towards zero waste.

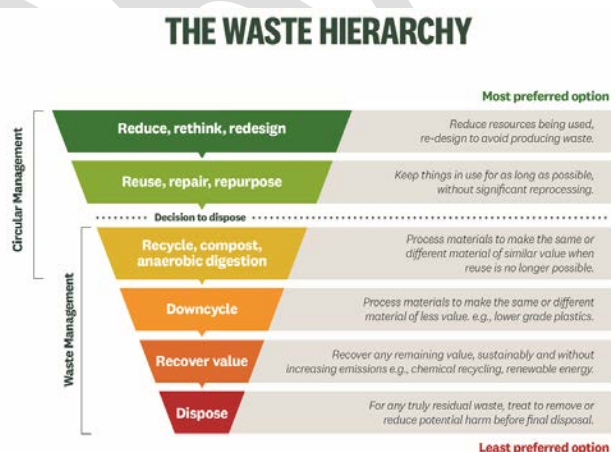


Figure 2: The waste hierarchy

Centring te taiao on our journey to zero waste

Placing te taiao at the centre of our view flips the product-based waste reduction hierarchy to an environment and people centred pyramid to show the importance of restoring balance to the environment and its ecosystems on our journey zero waste. It captures the work that needs to be done from the foundation so we can restore health and wellbeing to people and planet toward the regeneration of te taiao in the top pyramid.

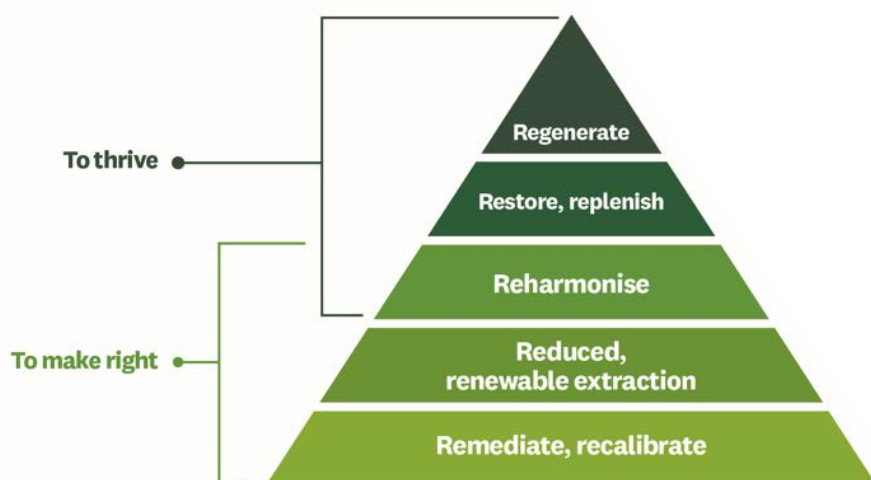


Figure 3: A view of minimisation that centres on te taiao, linked to a product-focused view of the waste hierarchy

Regenerate ecosystems by eliminating the damaging effects of waste, nurturing their natural processes, genealogy and connections, allowing them to flourish alongside human health and wellbeing.

Restore, replenish nutrients to the environment and humans through zero waste practices like re-distributing food waste and composting to safeguard the ongoing health and wellbeing of the soil, air and water ways.

Reharmonise human activities with ecological balance. Work in a holistic way that supports the interdependence between humans and the environment that sustains them.

Reduced, renewable extraction of resources to minimise the damage created when we extract too much too quickly, without returning and restoring this back to the environment in a balanced way.

Remediate and recalibrate to address the ecological repercussions of waste. Remediate contaminated areas and recalibrating waste management strategies for long term sustainability.

Is Zero Waste possible?

We only need to look to the past to know that zero waste is possible. Only a few decades ago, practices like bottling and preserving food, using cloth nappies and repairing clothes and household items were the norm, with some still holding the skills and knowledge we need to revive this way of life today. Today, many people have a strong desire to re-learn these skills. For example, many groups and organisations provide information and education on practical skills such as fixing items and repurposing material that would otherwise go to waste.

Looking back to move forward

Re-using bottles is not a foreign concept to anyone living in New Zealand before the mid-1990s. Up until the mid-1980s families would place empty milk bottles at the kerbside with tokens for purchasing milk. The bottles were washed, sanitised and refilled and returned to people with fresh milk to drink. During the 1970s, many will remember returning their drink bottles to the dairy so they could be reused again and again, to earn some extra pocket money. These systems and incentives were phased out once single use became normalised. It's not too late to re-establish container return schemes once again, which would encourage consumers and businesses to return beverage containers (e.g. bottles, cans etc) for recycling and/or re-use.



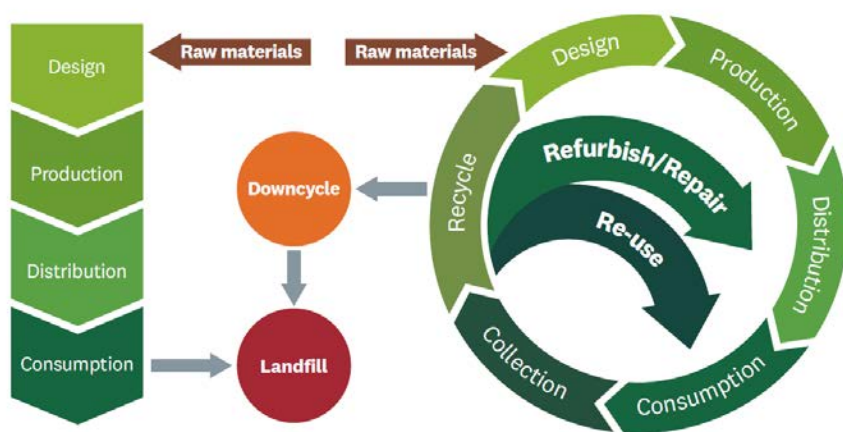
Today, given the sheer scale of waste and variety of materials, it is not yet economically or technically feasible to divert all materials from landfill. However, we can still do a lot to move towards zero waste right now. Much of what ends up in landfill today could be usefully diverted, repurposed or avoided in the first place.

Linear vs circular economies

One way to think about Zero Waste is to think about how resources are used in the economy. Most goods go through a linear process: design, make, distribute, use, dispose. A lot of time, energy, money and resources goes into making products, but the 'use' stage can be surprisingly short. This includes things like coffee cups, bottled water, fast fashion, sanitary pads, building wrap or takeaway containers. These goods are often disposed of relatively soon after they are used, usually in landfill.

A circular economy on the other hand, aims to make the best use of resources, with products made to last and to be re-used and repaired.

LINEAR VS CIRCULAR ECONOMIES



This greatly reduces the demand for virgin resources. In a circular economy, because the environmental impacts have been thought about during the design process, once resources are no longer needed, they are returned back to the environment in ways that nourish te taiao, or at least, do not diminish the wellbeing of te taiao.

We acknowledge that system-level change is needed to reach Zero Waste and a circular economy, but we know that working together one step at a time, we can move towards a circular economy, recover resources to regenerate the environment now and for future generations.

5. Te ao Māori me te kaitiakitanga / Māori and kaitiakitanga

Te ao

I te tīmatatanga ko Te Kore i takea mai ai ko te ao tūroa e noho nei e tātou.
I hua mai i reira ko Ranginui e tū iho nei, ko Papatūānuku e takoto ake nei.

*In the beginning there was The Void, and from it came the world that we now inhabit.
From there came Father Sky who dwells above and Mother Earth here below*

We can better work towards Zero Waste by understanding te ao Māori and recognising kaitiakitanga – the active obligation of tangata whenua to sustain and restore te taiao.

Māori creation narratives vary but have consistent key themes. For the mana whenua of Tāmaki Makaurau, creation of the tangible world stems from Te Kore (The Void). It precedes Papatūānuku (Mother Earth) and Ranginui (Father Sky), the primeval parents whose children separated them, bringing forth the world of light. Their children, or atua, had influence over specific domains such as the winds, the forest, plants, and the sea, and the creation of elements within each domain including humankind.

These stories of the origin of the universe reinforce the whakapapa (connection/genealogy) among ngā tāngata (people), te taiao (the environment) and all things. Understanding the relationships between people and te taiao helps us understand the impact of how we generate and deal with waste in the present and for future generations. Paper has a connection to trees, taken from forests. A glass bottle has a connection to sand, taken from beaches. A plastic container has a connection to oil, extracted from Papatūānuku. When we extract resources from te taiao, use them for a short period of time, and send them to landfill, we undermine and diminish the mauri (life force) of those resources and te taiao.

A closed loop regenerative waste system that returns toenga (remains/leftovers) back to Papatūānuku without detriment to the whenua (land), awa (waterways), or moana (ocean) aligns with te ao Māori. For example, when buried in the māra (garden), rukenga kai (food scraps) restore valuable nutrients to Papatūānuku, helping to grow more kai. Tikanga practices help determine appropriate mechanisms to manage this system. For example, human organic matter is not mixed with rukenga kai and other compostable materials. The contemporary concept of para kore (zero waste) brings mātauranga Māori (Māori knowledge and expertise) and tikanga into the sustainable waste minimisation and management sector. It recognises the extrinsic costs of waste on the aquatic and terrestrial environments and who will inherit these costs while acknowledging the benefits of re-using and returning resources to the environment in a way that avoids harm.

Understanding the relationships and connections of all things enables us to understand the roles and responsibilities we have when it comes to turning waste into resources. In Tāmaki Makaurau, mana whenua have a specific role as kaitiaki (guardians) – an obligation to ngā tāngata, te taiao and the next generation, ensuring cultural knowledge and practices continue. While mana whenua have a unique and special role to play as kaitiaki and in exercising rangatiratanga (authority) over their land and resources, all Aucklanders have a role to play in tiakitanga – caring for te taiao, and as generators of waste. This involves taking responsibility for reducing our waste, reducing harm from waste and supporting initiatives to turn waste into resources.

A deeper understanding of te ao Māori can inspire greater action and promote long-term behavioural change to protect te taiao. By treating the environment as a taonga (treasure) people are more likely to adopt practices that prevent pollution, environmental degradation and transform waste into resources. Incorporating mātauranga

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Māori into solutions and decision-making by partnering with mana whenua will create change and facilitate the transfer of knowledge and actions to and for future generations.

5.1. Māori priorities

The following priorities for Māori were initially identified by mana whenua and mataawaka for the 2018 Waste Management and Minimisation Plan and reviewed following engagement for this draft plan. They have informed the principles, objectives and actions of this draft plan. We believe that continuing to work closely with Māori will further strengthen waste outcomes, drawing from mātauranga Māori, tikanga and te ao Māori.

Rangatiratanga

The leadership and authority of mana whenua to make decisions that align with cultural values, protect te taiao, and engage with communities reflecting self-determination, autonomy, and responsibility as kaitiaki.

- Partners in decisions over management, use and protection of taonga.
- Mana whenua pūrākau (narratives) and practices are supported and resourced at a local level.
- Support mana whenua capacity and development of social enterprise aspirations in resource recovery and waste minimisation and management programmes.
- Develop mataawaka social enterprise aspirations in resource recovery and waste minimisation and management programmes.
- Ensure iwi have an active role in waste minimisation and management as informed through direct engagement.

Kaitiakitanga

Our active obligation to sustain and restore our collective resources and taonga tuku iho (treasures handed down).

- Ensure that resource use and waste minimisation and management occurs in a manner consistent with mana whenua aspirations and priorities.
- Protection of Papatūānuku; no new landfills without close consideration within a framework informed by the tikanga and mātauranga of tangata whenua, and reduce the harm of hazardous waste and old and existing landfills.
- Advocate to central government to increase of the waste levy.
- Advocate for product stewardship and producer responsibility to central government.
- Protect waterways and ecology which receive waste and wastewater.
- Ensure mana whenua have the resources needed and are informed of opportunities to lead waste minimisation initiatives in their rohe.

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Whakapapa

Action towards para kore driven by an understanding of the whakapapa (connection/genealogy) among people, the environment and all things, including the waste we generate.

- Develop and support initiatives which reflect the interconnectedness of people, the environment and waste so that people understand where waste comes from and where waste goes.
- Adopt a holistic systems approach when it comes to reducing waste, taking into account for example, the emissions created in the extraction, production and distribution of resources.
- Incorporate mātauranga and tikanga Māori into community awareness programmes on sustainable waste minimisation and management practices.

Kotahitanga

Unity through partnership to protect taonga.

- Develop respectful and innovative cross sector partnerships to deliver projects, develop policy, advocate for para kore and assess waste outcomes that enhance te taiao and protect Papatūānuku.

Manaakitanga

Nurturing relationships, looking after both people and taonga and taiao and fostering mutual respect.

- Nurture, care and respect for cultural and natural heritage values in waste minimisation and management practices with regard to wāhi tapu, sacred areas, sites of significance and customs.
- Ensure the recognition of freshwater, geothermal resources, land, air, coastal resources in waste minimisation and resource management.
- Support and develop more effective Māori and community-led emergency response systems which uphold the wellbeing of people and planet as we respond to the effects of climate change.

Whanaungatanga

The power that comes from relationships that galvanise people to action through shared activities and values.

- Develop vibrant para ore generations and communities by passing on tūpuna korero, knowledge and actions.

6. Ngā mātāpono / Principles

In writing this draft plan, we have reflected on various principles that have been drawn out from our conversations with mana whenua, the community, industry and elected members. These principles reflect what is most important in making decisions about waste. They signal how the council will operate in carrying out the plan's actions, and the important considerations that underlie our decision-making. They are a lens through which we bring the objectives of the plan to life. They ensure we consider matters beyond waste minimisation and resource recovery while we work towards the Zero Waste vision.

Advancing up the waste hierarchy

- Applying the internationally recognised waste hierarchy, including a focus as far up the hierarchy as possible such as rethinking, reusing, redesigning products and reducing, in supporting a circular economy and the revitalisation of te taiao.

Working together and changing hearts and minds

- Recognising that respectful, collaborative partnerships among communities, mana whenua, mataawaka, industry and other stakeholders must be fostered in addressing waste.
- Recognising that getting to Zero Waste needs wide support and for everyone to play a part. This includes [collaborative planning](#), education and advocacy for community and business buy-in together with central government action to level the playing field.
- Ensuring our waste and resource recovery services make it easier for people [and business](#) to do the right thing in maximising circulation of resources and minimising waste.

Strengthening Māori outcomes

- Recognising the importance of developing relationships with Māori to support Māori outcomes while acknowledging the unique roles that mana whenua and mataawaka play.
- Ensuring that waste management policy, projects and programmes and their evaluation are underpinned by Māori priorities, values and principles of te ao Māori, which are informed by tikanga and mātauranga Māori.
- Recognising the benefits of te ao Māori in waste management and minimisation including in telling the story of resource circularity.

Taking an inter-generational and holistic approach

- Considering the short- and long-term social, cultural, environmental and economic impacts of waste decisions for future generations and taking advantage of opportunities for generating community benefits.
- Support waste decisions and projects that restore and regenerate te taiao as a whole; land, air waterways and oceans. Considering the end-of life uses and circularity of products while factoring in other environmental impacts such as lifecycle analysis of emissions where possible.
- Building resilience to changing local and global conditions including climate change.
- Recognising the interdependence between the WMMP and other council policies, bylaws, plans and programmes such as reducing GHGs.

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Acting fairly and being responsive to need

- Shifting the responsibility and cost of waste to industries and consumers, and away from the environment, low-income communities and future generations.
- Being adaptable and responsive to diverse groups in the community, especially to those in greatest need.
- Exploring and supporting local and regional solutions to waste issues and resource recovery opportunities.
- Making it possible for households and business to reduce the cost of waste disposal.

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Making the best use of every dollar spent, and being affordable

- Aiming to deliver the most cost-effective and efficient solutions to meet the requirements of relevant legislation while maximising waste diversion and minimising costs to ratepayers.
- Promoting innovation and considering new partnership and funding models to solve intractable waste problems.

Checking progress and being transparent and adaptable

- Collecting accurate data to enable sound decision-making.
- Sharing the stories of progress towards Zero Waste to build and amplify what's working at both the regional and local level.
- Monitoring and evaluating waste initiatives to measure progress and allow for continuous improvement.
- Ensuring the council focuses on its own zero waste journey, and that we actively provide information to the public about performance against targets and waste outcomes.



7. Ngā whāinga roa, ngā whāinga poto me ngā tikanga / Goals, objectives and methods

The goals and objectives of this plan set out what we want to achieve in the context of waste and the methods we will use to achieve these outcomes. In working towards these outcomes, the principles (above) should be considered.

Goal 1: Maximise circularity of resources and products in accordance with the waste hierarchy.

Objectives

1. Organisations and individuals take responsibility for designing out and avoiding waste in the first place and keeping products and materials in use as long as possible. This encompasses:
 - a focus on designing out waste, including through planning and regulatory tools, such as site waste management plans, central government product bans, or mandatory product stewardship schemes
 - providing consumers with options for re-use, repair and re-purposing existing products within the region
 - building awareness and support for zero waste and the circular economy.
2. Organic waste is diverted from landfill
 - food and green waste is reduced or beneficially used, e.g. through feeding others, composting, worm farms, anaerobic digestion, and restoring land.
 - organic textiles and other organic materials are diverted from landfill for beneficial reuse and recovery.
 - greenhouse gases (GHG) are reduced.
3. We have a well-supported, accessible network of infrastructure across the region to support resource recovery and deliver community and Māori outcomes.
4. We have robust data and information to target our efforts to minimise waste while protecting the environment, and safeguarding health and wellbeing.
 - We have a better understanding of embodied carbon of products to support better decision-

Goal 2: Minimise harm by addressing the impacts of waste on the environment and communities including reducing harmful waste, litter and illegal dumping.

making.

Objectives

5. Our total waste volumes are reduced sufficiently so that the need for final disposal is minimised.
6. Litter and dumping is minimised, reflecting increased awareness of its impact on the land, waterways and the sea.
7. In times of disaster, all sectors work together to keep communities safe from contaminated waste while supporting needs for replacement goods and diverting waste where possible.

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8. Harmful waste is avoided, and residual waste is managed and treated to prevent harm to health and wellbeing and to the environment.

Methods to deliver on the objectives

We will use a variety of methods to deliver on the goals and objectives. These range from working with others, research, and advocacy through to showcasing best practice, providing advice and guidance, planning and regulation. They include:

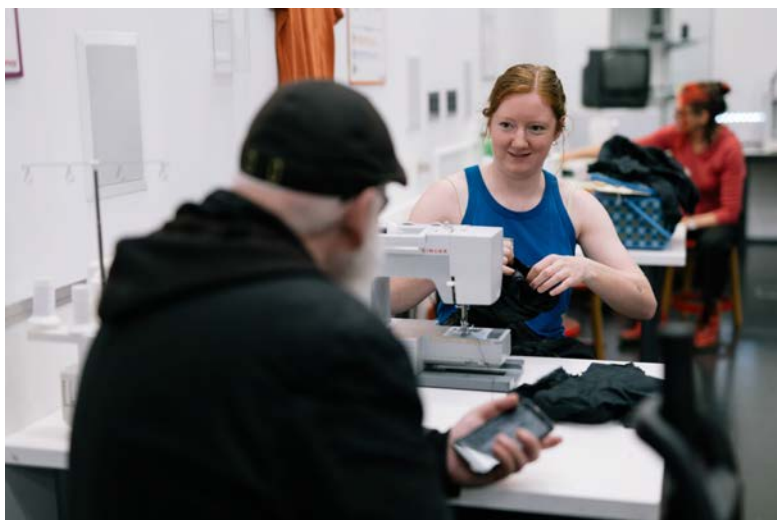
- providing services and infrastructure (including supporting development of the Resource Recovery Network) as outlined in this plan
- strategic planning, including preparation of a Resource Recovery and Infrastructure Plan and ensuring that planning and consenting processes take account of the need for waste management infrastructure and services
- advocating for regulation to support an even playing field and drive circularity
- working with business to maximise resource recovery and product stewardship and achieve waste minimisation
- working closely with Māori, including mana whenua, on policies, projects and programmes and monitoring outcomes
- working with central government and other councils including on national behaviour change programmes, and investigating options for new, or expanded, facilities and services
- telling local stories to catalyse behaviour change and delivering public awareness campaigns, including in partnership with others
- support local community groups and non-governmental organisations to deliver on their own waste initiatives and to support education and public awareness campaigns, and seeking their insights in decision-making
- encouraging collaboration between iwi, community, organisations and businesses.
- research and data collation, combined with monitoring and evaluation of programmes and projects.
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- providing grants through the Waste Minimisation and Innovation Fund
- providing guidance, tools and information including through online platforms
- regulating waste activities through a bylaw as enabled through legislation.

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8. Ngā tino kaupapa mātāmua / Key priorities

Part 4 of this draft plan sets out the actions we will take over 2024-2030 to achieve our goals and objectives.

The priority areas below represent where we will concentrate our focus.

Table 1: Waste plan priority areas for 2024-2030

Empowering iwi and community partnerships	
1. Strengthen ways of working with mana whenua and deliver on Māori outcomes through waste initiatives	Identify opportunities to work more closely with Māori, including the development of waste policy, programmes and projects. Deliver Māori outcomes through our work to manage and minimise waste.
2. Continue expanding and strengthening the Resource Recovery Network and its services	Establish eight more Community Recycling Centres and two Resource Recovery Parks by 2031, while continuing to support growth and service expansion of the existing eleven Community Recycling Centres.
Targeting specific activities and materials	
3. Target Construction and Demolition (C&D) waste	Work with businesses and within the council to design out and reduce C&D waste including options for mandatory site waste management plans.
4. Focus on five priority waste streams:	Identify source reduction and diversion opportunities for these waste streams.
organics (including food scraps, green	Work to change consumer behaviours linked to these waste streams.

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waste, timber and cardboard/paper) - plastics - packaging - textiles - biosolids.	Engage in early collaborative planning with mana whenua, communities and stakeholders for the future of biosolids after Puketutu Island rehabilitation is complete.
5. Strengthen our focus on disaster preparedness and climate change mitigation, adaptation and resilience.	Identify actions to support our readiness for disasters in strengthening community access to and support from waste and resource recovery infrastructure and services.
Advocacy for future action	
6. Advocate for actions to move up the waste hierarchy including source reduction, re-use and right-to-repair.	Advocate to all sectors for actions, policy and regulation that will move Tāmaki Makaurau up the waste hierarchy.
7. Advocate for implementation of a container return scheme and other mandatory product stewardship schemes	Advocate for implementation of the proposed beverage container return scheme, and other mandatory product stewardship or extended producer responsibility schemes.
Delivering direct action	
8. Support Aucklanders to use their kerbside recycling and food scraps bins effectively, and to shift to rates-funded collection services.	Working to reduce contamination in household food scraps and recycling bins; and providing clear information to enable a smooth transition to rates-funded kerbside services for residents who currently have a pay-as-you-throw rubbish service.
9. Transition to a fortnightly kerbside rubbish collection once the kerbside food scraps collection is well established.	Support residents moving to a fortnightly rubbish collection starting in 2026, noting that removal of food scraps will reduce up to 41 per cent of bin contents by weight.
10. Accelerate efforts to minimise operational wastes from the Auckland Council Group.	Work across the council to set and meet targets for significant operational waste streams including construction and demolition waste and soils.
11. Address litter and illegal dumping to protect public health and the environment	Collaborate with communities to develop local solutions for hot-spot areas and to reduce waste going to waterways and marine areas. Work with central government to support and implement more effective enforcement and compliance legislation.
Across all priorities	
12. Partner with others to achieve a Zero Waste Auckland built on a circular economy	Work with everyone to achieve the Zero Waste goal including the community sector, the waste and recycling sector, businesses,

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	retailers, academic institutions, schools and individuals
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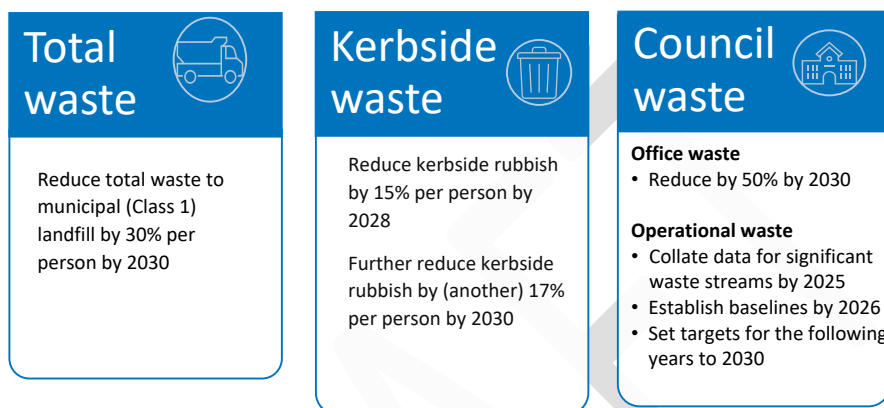
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9. Ngā pae whāinga / Targets

The targets for the next six years have been chosen as measurable ‘stretch’ targets for our journey to Zero Waste. They are a continuation of the targets set in the 2018 WMMP, focusing on total waste to municipal (class 1) landfill, domestic waste collected by council-contracted services and the waste we generate within the council.



Total waste

Reduce total council- and private-sector-influenced reported waste to municipal (Class 1) landfill by 30 per cent from a 2022 baseline of 873kg per capita per year to 611kg per capita per year, by 2030.

The target aligns with the New Zealand Waste Strategy target to reduce the amount of material that needs final disposal by 30 per cent per person by 2030. It is similar to the 2018 WMMP, but the baseline has been updated and the timeframe extended slightly from 2027. The total waste to Class 1 landfill target will be achievable only with measures beyond the council's direct control, **and will thus require collaborative planning and effort for its achievement.**

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Domestic kerbside waste

Reduce domestic kerbside rubbish from a 2022 baseline of 141kg to 120kg per capita per by 2028 (a reduction of 15 per cent). Further reduce domestic kerbside rubbish from 120kg to 100kg per capita (a 17 per cent reduction) by 2030.

The domestic kerbside targets are stretch targets focused on rubbish from household collections. This means that 40 per cent of total household waste would be diverted by 2028 and 50 per cent by 2030 as proposed by the New Zealand government in 2022¹. These targets are similar to those proposed in the 2018 WMMP, but timeframes have been extended noting the delay in changes to services.

¹ Ministry for the Environment website: [Improving household recycling and food scrap collections](#)

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We think that we can achieve these targets based on rollout of the weekly food scraps collection combined with reducing the frequency of household rubbish collections to fortnightly. This reduced frequency will be much easier for householders once food scraps are removed from rubbish bins, given they make up 41 per cent by weight of domestic rubbish. Before moving to a fortnightly rubbish collection, we will look at options to support those householders who may struggle with fewer collections. Early work to support large households has been promising (refer to section 12.6.2), and we can explore further measures such as larger bin sizes. Moving to fortnightly collections will also mean an overall cost saving in services which would be passed onto ratepayers.

Council waste

Office waste: Reduce office waste by 50 per cent from 0.14kg per visit to 0.07kg by 2030 (from 2022 baseline data).

While a lot of waste in council offices is diverted through recycling and food scrap collections, there are more opportunities to reduce in-house office waste through behaviour change, new systems and ongoing staff training. The new target is different to the 2018 WMMP which was based on number of employees; because the way staff use offices has changed significantly post-COVID-19.

Operational waste: Work across the council to collate data for significant operational waste streams by 2025, establish baselines by 2026 and set targets for the following years to 2030.

Operational waste streams, being waste generated by the Auckland Council Group beyond in-house office waste, is a much more significant opportunity. These targets are different to those in the 2018 WMMP which suggested baselines and targets be introduced for all operational wastes. Instead, this target focuses on the largest waste streams generated by the council - linked to C&D, soils and biosolids. We're strengthening requirements for waste data reporting and are working across the council group to establish a system to collate our significant operational waste data across projects. Once that system is in place and is being used successfully, we can gather baseline data before setting targets.

Te wāhanga tuatahi: te horopaki / Part two: context

10. Te horopaki ā-ture, ā-rautaki hoki / Statutory and strategic context

Development of this plan is guided by a range of legislation, plans, and commitments which are summarised in section 2 of the Waste Assessment 2023. Some of the most relevant documents and commitments are outlined below. In particular, this draft plan must have regard to the New Zealand Waste Strategy and the council's own Waste Assessment (Appendix 2).

10.1. Waste Minimisation Act 2008

The Waste Minimisation Act outlines the role of councils to promote efficient and effective waste management and minimisation for their region regardless of whether they are the direct service provider. It also provides for regulatory powers of councils linked to bylaws, and requirements linked to the collection and disposal of waste (e.g. through kerbside services), the provision and review of waste plans, and the distribution of waste levy funding.

The act includes a framework for accrediting product stewardship schemes, regulating certain products (e.g. banning products for sale), and setting a levy on waste disposal (e.g. through landfills).

10.2. International commitments

This draft plan reflects the council's commitment in signing the C40 Cities' Advancing Towards Zero Waste Declaration. The council will also work with the government to comply and/or advance other international commitments relating to waste management such as:

- the [Basel Convention](#) relating to export of hazardous wastes
- the [Montreal Protocol](#) relating to ozone depleting or refrigerant gases
- the [UN Sustainable Development Goals](#)
- the current [work](#) to develop a legally binding agreement to end plastic pollution².

10.3. Advancing Towards Zero Waste Declaration

By signing C40's Advancing Towards Zero Waste Declaration in 2018, Auckland pledged to move Auckland towards cutting the amount of waste generated by each citizen by 15 per cent by 2030, reducing the amount of waste sent to landfills and incineration by 50 per cent, and increasing the diversion rate to 70 per cent by 2030.

Cities that sign up for the pathway commit to a 2030 target of:

- providing timely city-wide waste collection services
- treating at least 30 per cent of organic waste

² UN Environment programme: [What you need to know about the plastic pollution resolution](#).

- and reducing waste disposal emissions by at least 30 per cent.

10.4. The New Zealand Waste Strategy and government work programme

There have been significant changes in the government's waste work programme since Auckland's last waste plan in 2018. Te Rautaki Para /Waste Strategy 2023 – the new national waste strategy – has reset the vision for waste to transition to a low-waste, low-emissions society built upon a circular economy by 2050. It also resets the direction and priorities for waste minimisation, along with setting targets for waste reduction.

The government has also consulted on:

- a proposal for legislation to replace the Waste Minimisation Act 2008 and the Litter Act 1979
- implementation of a container return scheme that will encourage people to return their empty beverage containers for recycling
- separation of food scraps from general waste for all businesses.

In addition, the waste disposal levy³ is being progressively expanded, and regulated product stewardship has been mandated for six priority products. Tyres are the first of these and will be in effect by March 2024. Bans of single-use and hard-to-recycle plastic products including shopping bags were introduced in 2021 and for various food and drink packaging in 2022. Further products are proposed to be phased out by 2025.

Central government direction to support a circular economy is also reflected in the emissions reduction plan⁴ seeking a circular economy and bioeconomy by 2050, and in the Infrastructure Commission's 'Rautaki Hanganga o Aotearoa / New Zealand Infrastructure Strategy 2022-2052'⁵ which reflects the effect this will have on the future need for landfills.

New regulatory changes, introduced under the Waste Minimisation Act 2008, will affect our kerbside collections directly and indirectly. There is a proposed requirement for all councils to provide household recycling and food scraps collections. Requirements to standardise the types of recycling and food scraps items that can be placed out for household collections are now in place.

Aotearoa New Zealand's Emissions Reduction Plan includes an action for the Ministry for Business, Innovation and Employment to develop a Circular Economy and Bioeconomy Strategy. This will place circular business models, product stewardship and extended producer responsibility front and centre. A circular economy is likely to require international trade to begin with, as systems and products develop at economies of scale that make those feasible. Where well-managed, a circular economy can support economic, environmental and social benefits. This work is at the research and data collection and the strategy is expected by 2025.

³ The waste disposal levy is a fee designed to support waste minimisation through charging per tonne for waste disposal, which in turn funds waste minimisation and diversion initiatives.

⁴ [Te hau mārohi ki anamata / Towards a productive, sustainable and inclusive economy. Aotearoa New Zealand's First Emissions Reduction Plan](#), May 2022, Ministry for the Environment.

⁵ [Rautaki Hanganga o Aotearoa New Zealand Infrastructure Strategy, 2022-2052](#). New Zealand Infrastructure Commission Te Waihanganga.

10.5. Waste Management and Minimisation Bylaw

Auckland Council's Waste Management and Minimisation Bylaw (WMMB) is a regulatory mechanism to manage and minimise waste and to protect the public from waste-related health and safety risks and nuisance.

It applies to the collection and disposal of waste from public places, requiring people to dispose of material appropriately, and requiring collectors and operators of various waste-related facilities to obtain council approval. It does not distinguish between public or private provided waste services with the regulation applicable to all. It allows for further regulatory controls to be established such as how waste is stored or separated, and how data on waste quantities is recorded.

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The bylaw also requires waste minimisation plans for trading, events and filming in council-controlled public places, and for existing or new multi-unit developments.

Other provisions of the bylaw relate to potential waste from shopping trolleys, unaddressed mail and burial of dead animals on premises.

10.6. Auckland Plan 2050

The [Auckland Plan](#) sets the scene for our work to improve the future for Tāmaki Makaurau. It includes overarching outcomes and focus areas that direct our work including those directly relevant to minimising waste through protecting our natural environment, while supporting Māori culture and wellbeing, addressing inequity and exclusion, and supporting opportunities for a prosperous region.

10.7. Te Tāruke-ā-Tāwhiri: Auckland's Climate Plan

Te Tāruke-ā-Tāwhiri: Auckland's Climate Plan is our roadmap to a zero emissions, resilient and healthier region that is better connected to our environment and able to thrive in the face of ongoing change and disruption. It provides direction in reducing our greenhouse gas emissions, with a focus on organic waste noting that methane from decomposition in landfills is a powerful greenhouse gas. It also recognises that minimising and diverting waste generally represents reduced carbon footprint in the production and extraction of resources.

Te Tāruke-ā-Tāwhiri includes targets for reducing and diverting food waste, paper/cardboard waste, plastic waste and wood waste by 2050.

10.8. Auckland Unitary Plan

The Auckland Unitary Plan sets out objectives, policies and rules for future development and the management of natural and physical resources under the Resource Management Act. This includes the development of waste management facilities, and can also influence how waste generated by other activities is managed.

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10.9. Kia Ora Tāmaki Makaurau 2020

Kia Ora Tāmaki Makaurau is the council's framework for responding more effectively to the needs and aspirations of mana whenua and Māori communities. It was developed with mana whenua entities and Māori communities, and aims to reflect te ao Māori, be informed by mātauranga Māori (Māori knowledge) and be Māori centric. The framework focuses on delivering Māori outcomes through measuring progress against indicators for 10 priority outcomes. Outcomes for waste are reflected in eight out of the ten priorities.

10.10. Issues of significance to Māori in Tāmaki Makaurau

The Independent Māori Statutory Board (IMSB) has a statutory responsibility to monitor Auckland Council against its Treaty of Waitangi obligations, and to promote and advocate to Auckland Council for and on behalf of Māori in Tāmaki Makaurau / Auckland.

The Board's statutory document, 'Schedule of Issues of Significance to Māori in Tāmaki Makaurau 2021–2025'⁶ reflects the views of mana whenua and mataawaka groups across Tāmaki Makaurau and highlights the issues and opportunities to be considered in planning and resourcing by the council, council-controlled organisations and other organisations. The schedule also defines where Auckland Council has a major responsibility for action. Issues relevant to waste management and minimisation include equitable access to waste services, meaningful participation in decisions around waste infrastructure, and as well as the environmental impact of waste.

11. Ngā Ratonga me te Tūāhanga ki Tāmaki Makaurau / Services and infrastructure in Auckland

While the council has significant investment in waste services, assets and infrastructure, most of the waste and resource recovery infrastructure is in private ownership. This ranges from businesses and community enterprises specialising in resource recovery including re-using and recycling resources; companies supporting efforts to reduce waste; and commercial operators that provide waste collection, treatment and disposal services.

There are many organisations supporting a wider circular economy across our region. To keep up to date with this expanding sector, the council supports initiatives such as the Sustainable Business Network's Circular Economy Directory⁷, a catalogue of organisations across 16 sectors offering circular solutions for businesses that can help design out waste and pollution, keep products and materials in use and regenerate nature.

Waste facilities and larger collectors of waste (collecting more than 20 tonnes per year) require a licence to operate under the waste bylaw. Some of the key facilities that divert and process waste (including those where the council has an interest/involvement) are shown on the map in Figure 4 below.

Where the council has direct ownership and management of services and asset, we have a greater ability to capture information, ~~and to directly~~ influence waste streams, and ~~the~~ reuse and recovery of resources. This in turn helps us meet our legislative requirements under the Waste Minimisation Act 2008 (refer Section 10.1).

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This section provides an overview of the sector, with a focus on the council's key activities.

- Working with others on education campaigns, behaviour change programmes, research and new initiatives across the community and commercial sectors.
- Providing seed funding through the Waste Minimisation and Innovation Fund.
- Establishing the resource recovery network.
- Providing collection services to households and a small number of businesses.
- Operating a materials recovery facility to sort kerbside recyclable materials.
- Managing closed landfill sites on public (council) land.

⁶ [Issues of Significance to Māori in Tāmaki Makaurau 2021-2025](#) – Independent Māori Statutory Board

⁷ [Circular Economy Directory – Sustainable Business Network \(sustainable.org.nz\)](#)

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- Part ownership of one open landfill.

The council also has a regulatory role through:

- a) the Waste Management and Minimisation Bylaw to manage and minimise waste and to protect the public from waste-related health and safety risks and nuisance, and
- b) planning policy and resource consents under the RMA.

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Figure 4: Map of key facilities for diverting and processing public waste (not a complete list)

11.1. Working with others

Working with a range of groups to change hearts and minds and support solutions to waste has long been a focus for minimising waste. This includes actions to support iwi and community groups to deliver waste minimisation education and resource recovery initiatives, and to work with the willing in the business sector.



Iwi and community groups

Iwi and community groups catalysing grassroots change in attitudes and turning waste into resources are a well-recognised feature of the Tāmaki Makaurau / Auckland waste landscape. We recognise that local groups know best how to connect with their communities and support their needs to make programmes effective. Working with iwi and community groups is a key pillar of the council's approach to strengthen public support and behaviour change. Alongside working with other groups to catalyse change, council wastewise advisors also directly engage with the public to provide education and support rollout of new waste services. Other programmes and initiatives supported by the council include:

- Para Kore Ki Tāmaki and Māori outcomes – Waste minimisation education and support for marae, rangatahi (young people), and Māori organisations through te ao Māori.
- Regional / local community empowerment and education programmes – Local people catalysing community-led waste minimisation and resource recovery initiatives; and preparing their communities for waste service changes in culturally and locally appropriate ways.
- The Compost Collective – A network of geographically based local and regional composting experts host workshops and provide hands-on assistance in how to compost.
- Love Food Hate Waste – Delivering the Love Food Hate Waste campaign, funding food waste prevention action and education across Auckland.

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- Litter and illegal dumping prevention – Coordinating prevention efforts across council, communities, and other stakeholders to prevent litter. Investigating options to improve education and enforcement activities.
- Zero Waste events – Providing zero waste event best-practice advice and resources to achieve zero waste for events in Auckland.
- Waste Free Parenting – Engaging families and early childhood centres in waste free parenting, encouraging use of reusables rather than disposable products.
- Schools – working with schools to educate children around sustainable actions and the importance of protecting the environment, including through waste minimisation.

Between 1 July 2022 and 30 June 2023 our community partners achieved the following:

- engaged, informed and inspired 168,029 Aucklanders
- ran 514 waste minimisation workshops and presentations
- supported 1439 Zero Waste Events
- worked with 7330 community groups, households and businesses.
- grew a network of 378 waste champions who have contributed more than 12,802 volunteer hours
- have blogged/posted/tweeted over 1878 times through social media accounts, reaching over 1,379,579 people.

It is essential our programmes have a broad reach that recognises of the increasing diversity of our population. The council and community partners are also looking at opportunities to engage with businesses to extend our reach.

Commercial and tertiary education sectors

Auckland Council's work with businesses has focused on C&D to date, given the large proportion of waste estimated to come from that sector. This includes direct engagement with large and small developers and building companies, businesses that produce building products, companies dealing with building waste including recovery and collection, and networks of industry such as the Sustainable Business Network. We have worked with a range of other businesses and social enterprises to support initiatives where resources allow. We also work with the tertiary education sector to support research and education opportunities. The work programme includes:

- Promotion of, and resources to, support project and site waste management plans and data collection to design out and minimise waste through the C&D process.
- Promotion of deconstruction and soft strip (which preserves materials, fixtures and fittings for reuse) rather than demolition techniques by engaging contractors skilled in these methods.
- Promotion of design techniques and the use of less problematic materials or products that have greater opportunities for re-use or recycling at the end of life.
- Promotion of, and compliance and enforcement of, site practices to reduce waste escaping into the environment and improve sanitary conditions.
- Support for development of educational and training initiatives linked to reducing waste in C&D.
- Funding and partnering innovative research and development to support waste minimisation.
- Making connections between businesses and with iwi and community partners, including opportunities linked to accessing materials from the council's inorganic collection services.

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- Advocating to the government and industry for product stewardship and greater regulatory control such as mandatory site waste management plans.

The council also works with the commercial and tertiary sectors, funding grants through the Waste Minimisation and Innovation Fund (WMIF), our regulatory role in managing the Waste Management and Minimisation Bylaw; and in providing kerbside services for some businesses.

Moving Forward

Looking ahead, the council needs to undertake more work in collaboration with the waste industry and other key stakeholders to address waste generated and managed in the commercial sector. This accounts for over 80% of all waste in the region, but is outside the direct control of council (except in so far as it exercises its regulatory functions). Collaborative planning is required to ensure that the necessary infrastructure to achieve agreed outcome is identified and enabled.

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11.2. Waste Minimisation and Innovation Fund

The WMIF is primarily intended to provide seed funding to encourage and enable creative reuse and recovery and generate economic opportunities. It distributes a portion of the national waste levy funds allocated to Auckland Council. This money must be spent on promoting or achieving waste minimisation as set out in local authorities' Waste Management and Minimisation Plans.

The purpose of the fund is to:

- promote or achieve waste minimisation through new or expanded initiatives and actions
- reduce waste to landfill in accordance with the objectives of this plan
- foster new ideas and encourage community participation in reducing waste to landfill.

Since its inception in 2012, \$500,000 has been distributed annually, supporting over 450 initiatives that are creating ways for Aucklanders to reduce waste.

11.3. The resource recovery sector

The resource recovery sector includes businesses, charities and organisations providing pathways for the diversion of products and materials. These range from the council/community partnership of the Resource Recovery Network to organisations focused on supporting repair and re-sale of products, re-processing and recycling particular waste streams such as plastics, paper, glass, textiles, e-waste and scrap metal; or waste from particular types of activities such as C&D and composting or processing organic material. There are also organisations working right at the top of the hierarchy, supporting changes in consumer behaviours, and designing out of waste.



11.4. Resource Recovery Network

The Resource Recovery Network is a network of independently operated community recycling centres (and future resource recovery parks)⁸ focused on diverting reusable and recyclable items from landfill into the circular economy and generating positive community outcomes in the process. Figure 4 above provides a map of the existing 13 Community Recycling Centres (CRCs).

CRCs enable residents to drop off unwanted goods and recyclable materials where they can be reused, repaired, repurposed and upcycled, or sold for remanufacturing. In providing these services, CRCs create local jobs and training opportunities, reduce residents' waste disposal costs, redistribute low-cost goods into the community and provide education to help change minds and behaviours. They are also future drop-off points for product stewardship schemes and are vibrant hubs where local innovation and creativity flourish.

Auckland Council started developing the network in 2014 after the adoption of a Resource Recovery Network Strategy which supported establishing 13 Community Recycling Centres by 2024. A revised strategy was adopted in 2021, which increased the number to 21 plus two larger, commercially focused Resource Recovery Parks, by 2031 (refer Appendix 4). Since the previous Waste Plan was adopted in 2018, the network has grown from five to 13 Community Recycling Centres, all of which are operated by local social enterprises. In 2022 the network provided 97 full and part-time local jobs.

⁸ A resource recovery park is a larger-scale recycling centre focused predominantly on diverting commercial waste from landfill back into the circular economy, but also accepting and diverting domestic waste.



11.5. Our collection services and infrastructure

Auckland Council offers kerbside collection services for household rubbish across most areas of the city, and recycling across all areas. In the coming years, we will finalise the standardisation of our services from the seven legacy councils by extending them to cover all areas and roll out food scraps collections to urban areas of Auckland. Providing waste services is recognised internationally as a key action for cities to influence the behaviour of householders, as is a focus on reducing and treating food waste.⁹

Standardisation doesn't mean all services will be the same in every location, as many areas have unique needs. For example, most of our services are designed to collect wheelie bins from the kerbside. Bins are safer than bags for our collectors and for road users, and they make it easier to encourage householders to reduce their waste (e.g. with smaller bin sizes or less frequent collections). However, collections from areas of the city such as the city centre present unique challenges, meaning that bags are sometimes used. People living in apartments or multi-unit dwellings - where there is limited kerbside space - may not have access to council services. For insights about how we think we can improve our kerbside rubbish, recycling and food waste services; refer to section 12.6.

We also provide a booked, on-property inorganic collection service which has proved effective in reducing the hazards and amenity issues associated with roadside collections. Through this service, we aim to divert reusable and recyclable items, including making items available to charities.

⁹ C40 Cities [Six city actions to improve waste management and reduce emissions \(c40knowledgehub.org\)](https://www.c40knowledgehub.org/); 2019, reviewed 2023.



The materials recovery facility (MRF) in Onehunga is another important part of council's recycling infrastructure. This automated MRF, which will transfer to council ownership in 2024, sorts dry recycling materials including materials from council kerbside collections¹⁰.

11.6. Waste collection from public places

The council also funds a range of services related to waste management in public places. These include:

- litter management and town centre cleaning, managed by the council or by Auckland Transport for the road corridor for safety reasons
- public litter and recycling bins
- stream and beach cleaning, often with support of volunteers or in connection with other community, charitable organisations or businesses
- enforcement of litter and illegal dumping using a combined approach of education, litter infringement notices and fines, and prosecutions
- abandoned vehicle recovery and disposal
- bins for pest plant disposal, usually funded through local boards in particular locations or times of the year.

Litter and illegal dumping are an ongoing challenge for the council. Section 12.9 has some insights into how we think those could be addressed.

¹⁰ The Onehunga MRF also sorts a small quantity (less than 5 per cent) from commercial collections and from other councils.

11.7. Final disposal

Transfer stations, landfills and closed landfills

Options for final disposal of waste in Tāmaki Makaurau / Auckland are highly fragmented across a number of large-scale and small-scale operators and Auckland Council. They include landfilling and options to recover energy from waste.

Waste facilities that provide services (see figure 11) include.

- Four Class 1 (mixed municipal waste) landfills – two in Auckland at Redvale and Whitford; one at Purewa in Northland, and one at Hampton Downs in the Waikato. The Claris Landfill on Aotea / Great Barrier is only open for emergency waste.
- Twelve consented Class 3 and 4 managed or controlled fills.
- Twenty-eight consented Class 5 cleanfills and two monofills.
- No Class 2 (C&D) landfills within the region.
- Fifteen transfer stations handling bulk rubbish from private and council collections: 11 privately owned and operated, one council-owned and operated at Waitākere, and one part-owned by the council at East Tāmaki.

Three of the four landfills are privately-owned and managed and resource consent is being sought for an additional private landfill in north Auckland¹¹. Whitford landfill is 50 per cent owned by the council and privately operated. Private ownership of landfills is unusual in New Zealand where local councils often own their local landfills and are better able to manage the whole supply chain.

There are no Class 2 C&D landfills in Auckland. A substantial proportion of the material disposed of at class 2 facilities outside the region is generated by C&D activity and could be completely diverted from landfill.

Waste to energy facilities

Waste to energy (WtE) is a broad term used to describe processes that treat waste materials to generate heat, fuel, gas, chemicals, and/or electricity. This can include equipment at landfills that capture and use gas to generate energy, anaerobic digesters that recover energy from food scraps or other biodegradable material, and plants that recover energy from specific waste streams.

We have WtE facilities within Auckland and beyond the city's boundaries. They include:

- Ecogas Ltd's anaerobic digester in Reporoa which processes bulk food wastes, including Auckland's kerbside-collected food scraps
 - This enables recovery of a range of resources from bulk food wastes including heat, bioenergy, carbon dioxide and nutrients
- The Golden Bay Cement kiln in Whangārei which uses treated timber and end-of-life tyres as substitute fuels for coal and other consented industrial operations that use recovered waste engine oil

¹¹ At the time of writing, the future of Waste Management NZ Ltd's proposed landfill at Wayby Valley in Auckland's north sits with the Environment Court.

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- This enables energy recovery from materials that are otherwise difficult to recycle, particularly at scale
- Anaerobic digestors at Watercare's wastewater treatment plants
 - These enable energy recovery through the process that produces biosolids, turning methane into electrical energy, reducing greenhouse gas emissions
- Landfill gas-to-energy plants at all operational class 1 landfills where Auckland's waste is disposed of, as well as at the closed Greenmount landfill in East Tāmaki.
 - This enables energy recovery from landfill gas that would otherwise be lost as heat when captured gas is flared

Contaminated land and closed landfills

There are approximately 180 Auckland Council-managed closed landfills across the region. Most sites are now used for other activities such as parkland, although some are used for industrial, commercial and residential purposes. Other council-owned land may be contaminated from past activities such as industrial, mining or agricultural uses that discharged hazardous substances into the land. This land is the responsibility of Auckland Council, whereas other contaminated land in the region (including closed landfills on private land) remains the responsibility of landowners. Management and activities on all contaminated land (council or private) is required to comply with the Resource Management Act 1991 and Natural and Built Environment Act 2023, among others.

Te wāhanga tuatoru: te huarahi whai taunaki / Part three: the evidence base

12. Ngā ara wātea me ngā wero matua / Key opportunities and challenges

Everyone needs to take responsibility for us to achieve Zero Waste.

12.1. Partnering with others for greater impact

Partnering with other groups working in the waste sector is a key opportunity to reduce waste and preserve resources. It enables us to draw on the expertise of those who know the needs and values of their communities and customers, and to reach more diverse communities. Working more closely with others offers opportunities to draw on wider experiences, skillsets and resources, as well as in times of disaster when we need to support the community with their waste and recovery.

Partnering with others includes iwi, community and charitable organisations, CRC operators, the private waste sector and businesses, and other local and central government agencies. In many cases, partnering with groups operating as non-profit organisations requires long-term funding from the council to ensure they're well set up to train and retain skilled staff.

Partnership is key to addressing the c.80% of the regional waste that council does not directly control. A key action in this plan is for council to undertake collaborative planning with business, industry and other key stakeholders to assess future management requirements for this waste.

Current examples of the way the council works with others to directly reduce waste include our work with groups providing community education and behaviour change initiatives (refer section 11.1). and our partnership with Community Recycling Centre operators.

We also seek to partner with industry and the tertiary education sector to stimulate waste minimisation innovation and initiatives, particularly for priority wastes such as organics, C&D, textiles and packaging, and plastics. Similarly, we actively seek partnership approaches in the way we work with our suppliers and contractors, as well as building relationships with waste operators in Auckland who are licensed through council's bylaw. As we continue to embed the council's [Sustainable Procurement Framework](#) across our organisation, there will be further opportunities to develop Zero Waste practices through procurement for significant projects, goods and services.

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Changing hearts, minds and actions

Actions at the top of the waste hierarchy are best because they are more likely to protect the environment, including reducing the number of resources needing to be extracted from Papatūānuku. We've heard from iwi and the community that it is important to foster support for reducing the amount of single use, disposable or unnecessary products that are consumed, and building a culture of sustainable design, re-use and repair. Changing regulations to support product stewardship, and durability and repairability of products is part of a suite of solutions for getting to Zero Waste, along with consumer support for such change.

Actions to advocate for and support a repair economy where customers are enabled to have items repaired rather than replaced will be important. Similarly, there are opportunities for the waste sector to work more collaboratively for the best outcomes in waste minimisation and management. We will continue to advocate to businesses to support the direction of this draft plan.



12.2. Acknowledging te ao Māori and strengthening Māori partnership

The Zero Waste vision is aligned with the broader holistic framework and values of te ao Māori, described in Section 5. Working with mana whenua to embed te ao Māori into our way of working through operationalising waste minimisation and management not only responds to the council's legislative requirements including recognition of te Tiriti o Waitangi, but it also strengthens environmental, social and cultural outcomes that benefit the whole community.

The mana whenua connection with their rohe spans hundreds of years, encompassing mātauranga developed over time, as well as an ever-lasting commitment to the wellbeing of that place and people. In working with Māori, the council recognises that mana whenua have a unique role and responsibility as kaitiaki for their respective rohe including preserving the environment for their mokopuna and future generations. In addition to engagement, outcomes specific to mana whenua may be expressed in Relationship Agreements developed together with the council, or other strategic documents provided by iwi.

We also work to support Māori outcomes as outlined in the Auckland Plan 2050, Kia Ora Tāmaki Makaurau 2021, and the Schedule of Significance to Māori 2021-2025. Inherent in working towards Māori outcomes is meaningful engagement with mana whenua and Māori to understand how the outcomes expressed can be brought to life.

Papatūānuku Marae

Papatūānuku Kōkiri Marae is a marae in the heart of Māngere and a model marae for Oranga Whenua, Oranga Tangata (healthy land, healthy people). Using the principles and practices of Hua Para Kore, the marae diverts waste from landfill while providing nourishment to Papatūānuku and helping their community to thrive. Through the Kai Ika project they divert fish heads (a delicacy for many Māori and Pacific communities) destined for landfill and turn them into delicious kai for those that need it most. Their thriving māra produces kai, reducing packaging waste, and turning any leftover scraps into compost to feed the earth.



Para Kore ki Tāmaki

Para Kore ki Tāmaki is a Māori programme that integrates mātauranga Māori and Zero Waste principles and practice. Based on the concept of kaitiakitanga its success stems from a direct connection to the aspirations of whānau, hapū, iwi, and hāpori Māori.

Ngāti Whātua Ōrākei has a long-standing commitment to Zero Waste. In 2013, Auckland Council partnered with them to work alongside marae across Tāmaki Makaurau to identify the most effective way of diverting para (waste) from Papatūānuku. For example, resources from the kāuta (kitchen) were used to close the loop enabling a return to traditional ways of gardening and keeping chickens and pigs.

The long-standing leadership of Ngāti Whātua o Ōrākei in promoting a Zero Waste kaupapa in Auckland, and the nationally established Para Kore Marae Incorporated programme, were starting points for us to engage with mana whenua and mataawaka. This engagement led to a highly successful Māori-developed and implemented approach for Zero Waste in our region – Para Kore ki Tāmaki.

Ae Ka Taea e Koe (Yes You Can)

Ae Ka Taea e Koe is a mobile community hub caring for Papatūānuku while educating, empowering and supporting whānau who have slipped through the gaps. This includes providing practical support for whānau to reduce waste through reusable nappies and sanitary products, as well as reducing food waste and eating well for less. During an 8-week pilot programme, they supported whānau to divert over 3647 nappies from landfill. This mahi continues today, as they protect Papatūānuku while showing whānau how to save money and providing much needed support and connection to mothers at a time they need it most.



Onehunga Zero Waste

Synergy Projects is supported by Localised Limited and together they form, the first Māori and Pacific peoples-led social enterprise to operate a Community Recycling Centre in Tāmaki Makaurau. The Onehunga Community Recycling Centre (OCRC) is part of the Resource Recovery Network (RRN) that supports Auckland Council's Zero Waste goal. In the first year of operation alone it diverted over 170 tonnes of waste from landfill. The OCRC continues to turn waste into resources while providing employment, boosting the green economy, and providing para kore education to the Onehunga community and beyond.

12.3.A growing challenge

Getting to Zero Waste is a sizeable challenge. It's highly aspirational, but requires global system-wide change, ingenuity and collaboration. If we continue on our current trajectory, we will be sending an estimated 1.7 million tonnes of waste to municipal landfill annually by 2040 which represents a huge waste of valuable resources and a substantial cost to the environment. The forecast for waste by 2040 has improved significantly from our forecast in the 2018 waste plan. Volumes of waste have shown signs of stabilisation in recent years despite growth in population and economic activity as seen in the Gross Domestic Product. While this appears to be good news, we do not have complete data for the whole waste system and are cautious in interpreting these results. For example, it could be that the COVID-19 pandemic created the stabilisation effect on waste quantities, and/or that some commercial wastes are being diverted to other classes of landfill. Regardless of how the trend is interpreted, the waste mountain is still growing, although more slowly than predicted in 2018.

There is also a new challenge on the horizon of dealing with significant volumes of biosolids from wastewater treatment that may go to municipal landfill in the 2030s once the rehabilitation of Puketutu Island quarry is complete. This would increase the projected waste to landfill to 1.9 million tonnes in 2040, if other opportunities to divert this material are not found (refer Section 12.3.1).

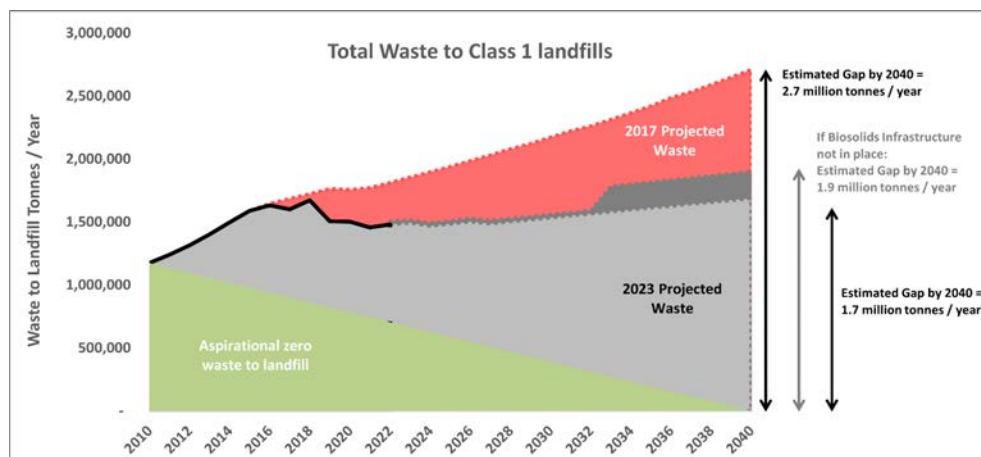


Figure 5: Estimated and projected waste from the Auckland region going to municipal landfill annually

Key waste streams

Roughly 80 per cent of the waste to municipal landfill in 2022 came from the commercial sector including construction and demolition activities (refer Figure 6 below). A small portion of those other activities will be from household waste that is dropped off directly to transfer stations and landfills or collected from households as inorganic waste or by businesses such as green waste collectors or skip bin operators, or second-hand goods that are donated to shops but not sold.

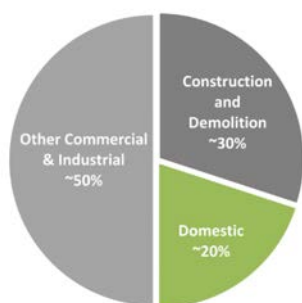


Figure 6: Estimated sources of waste to municipal landfill 2022

This means that the council has a direct influence over approximately 20 per cent of the waste that goes to municipal landfill including kerbside collected waste and waste that goes through the Resource Recovery Network (see section 11.4). However, the council has little influence over the remaining 80 per cent of waste. While our own operations and procurement practices can influence this sector – particularly within C&D – we have fewer

tools to address this waste compared with domestic household waste where we provide collections. [In light of this, the council needs to work collaboratively with the private sector to plan for and achieve change.](#)

Information on the types of waste going to landfill helps us know where to target our efforts. Figure 7 below shows the types of waste going to landfill by weight and in terms of their greenhouse gas (GHG) emissions in landfill. Emissions apply to organic wastes only, with some materials releasing more GHG during decomposition than others.

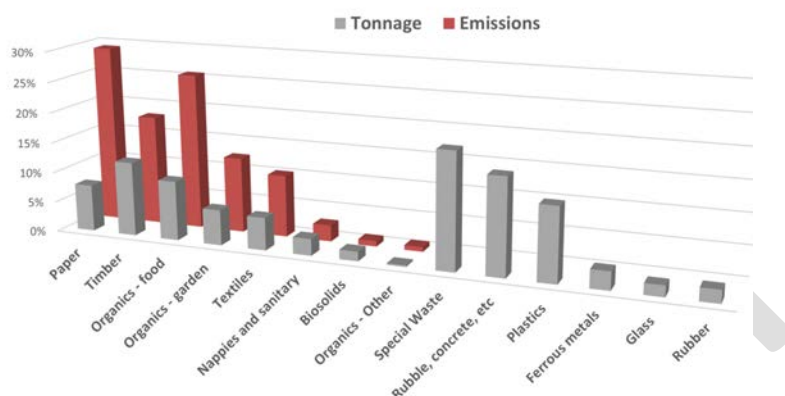


Figure 7: Estimated municipal landfill composition by tonnage and emissions (CO₂-e)¹²

The largest contributors to landfill are special wastes, which are largely soils that may be contaminated, sludges, or other materials requiring special handling at landfill sites. They are followed by rubble/concrete, and timber and plastics.

Understanding the sources of wastes and the activities that generate them is not straightforward, though changes to reporting regulations will support better information in the future. We estimate that more than half of the commercial waste going to landfill comes from C&D, including rubble/concrete and timber. Targeting waste produced from the C&D sector remains a priority for the council (refer section 12.4 C&D).

Organics – a lost opportunity

¹² Special waste is a category of waste that includes potentially hazardous soils and sludges and other materials that need special treatment at a landfill facility.

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From a greenhouse gas emissions perspective, figure 8 below shows the highest emissions from waste materials in landfill.

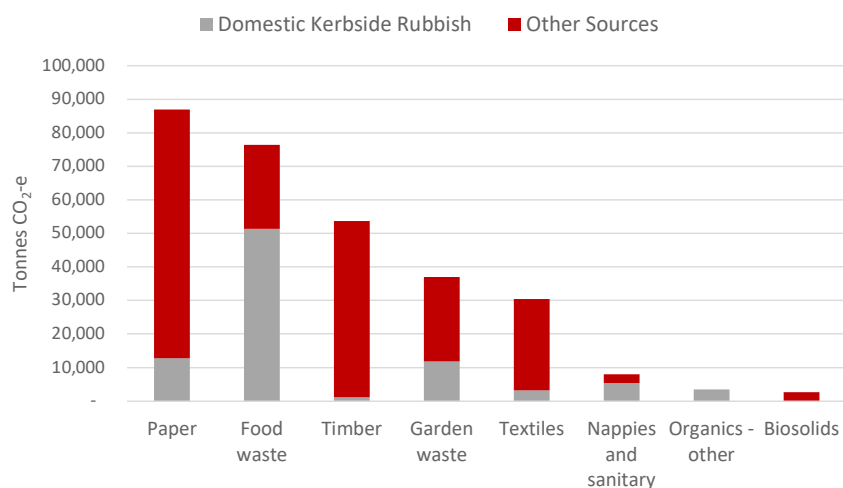


Figure 8: Sources of landfill greenhouse gas emissions

Food waste and nappies/sanitary waste are the main contributors to GHGs from domestic kerbside rubbish. However, most of the other emissions come from other sources. They are of special concern not just because they represent a loss of resources, but also because they contribute to our regional climate change emissions, and because food and green waste in particular could be used beneficially to replace imported synthetic fertilisers to grow more kai.

The kerbside food scraps collection we are rolling out across Auckland will reduce the approximately 67 per cent of landfilled food waste originating from households. However, large streams of food waste also come from businesses and retailers, and from wastage before food gets to retailers, e.g. loss and spoilage in the production and transportation of food.

Our research has helped improve our understanding of the activities that generate these waste streams including food and textile waste and some estimates of the proportions going to landfill. However, further research is needed to better understand opportunities to reduce organic wastes in Auckland, including paper and garden waste going to landfill. Better understanding what waste is going to landfill will help us focus our efforts.

Textiles and fast fashion

Textile waste also represents a significant opportunity to make an impact given its high environmental footprint including embodied emissions during manufacture and transport, and the trend for fast fashion where items are quickly discarded and replaced. Donating them to charity shops provides a false sense that they are reused; an

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estimated 80 per cent of the amount acquired each year from these stores in Tāmaki Makaurau / Auckland goes to landfill.¹³ Figure 9 below provides an overview of clothing flows (excluding workwear) in the region.

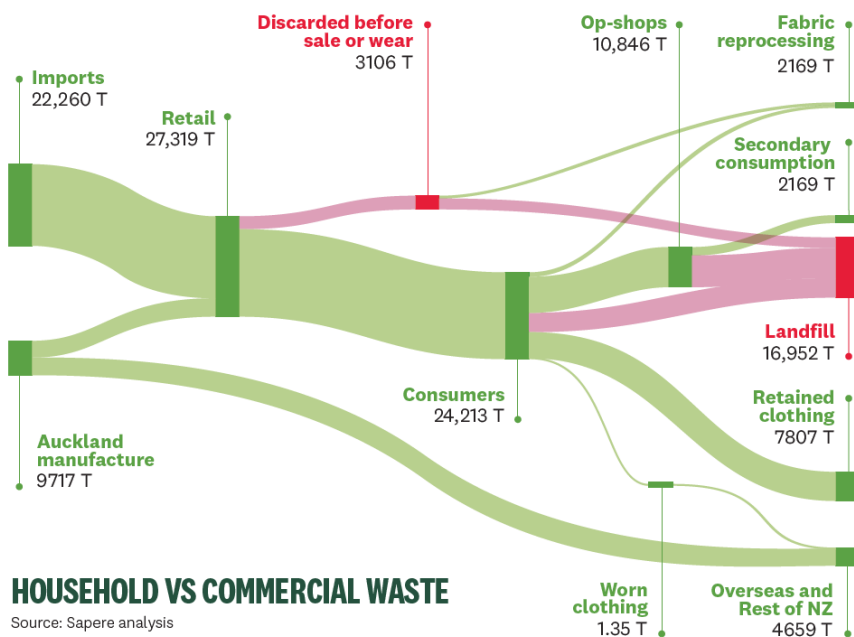


Figure 9: Flows of fashion clothing through the Auckland clothing system

Beyond clothing, textiles include fabrics such as bedding and towels, carpets and upholstery. There are limited opportunities to divert textiles in Aotearoa / New Zealand. Many recycling initiatives to date involve downcycling of textiles. Better opportunities exist further up the waste hierarchy, such as changing attitudes about fast fashion and supporting regulation for better design and durability of products.

Packaging and plastic products

Much of the waste/resource recovery sector's services and resources, including the council's, focuses on managing packaging waste. Packaging often protects goods and products; however, it also creates a demand for materials including paper, plastics, metals and glass, representing a significant loss of embodied energy and

¹³ Refer Appendix I of the Waste Assessment: Fashion Clothing Consumption and Waste Flows in the Auckland Region; Sapere report for Auckland Council, Sept 2023.

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resources, especially given the over-reliance on single-use packaging, fluctuating recovery rates and volatile recycling markets.

Packaging can include a variety of materials in a single item, e.g. containers with labels, sleeves and adhesives, which make it hard to separate them for reuse/recycling. Packaging can also contain chemicals that are harmful to the environment and ultimately to people, e.g. chemicals used to make packaging repel grease and water. This also means that composting some 'compostable' containers is undesirable.

The recycling industry for key packaging materials has been under pressure in recent years, and further government regulation and investment is looking to drive changes towards more sustainable packaging choices and product stewardship. Most recently, new regulations have been introduced for standardising household recyclable materials collected at kerbside. These present an opportunity to encourage manufacturers to switch to a type of packaging that can be collected at kerbside for which there are recycling markets, to consider refillable/reusable container systems or the promotion of bulk buying to reduce single-use packaging.

Some businesses in Tāmaki Makaurau already provide customers with refillable or reusable packaging for goods and products ranging from groceries and takeaway food/drinks to personal care and cleaning products; however, they are not widespread. There are more developed markets for business-to-business reusable packaging solutions such as pallets, crates, kegs, Intermediate Bulk Containers, drums and jerry cans. Getting these containers or packaging returned for cleaning, refilling or reuse by others is a challenge. While some organisations have overcome this challenge by working collaboratively to develop infrastructure and systems, there is little evidence that systems are being developed at scale¹⁴.

Plastic waste, including packaging, presents specific challenges to the recycling sector as well as negative effects on the environment, human health and human rights. An estimated 190,000 tonnes of plastic is used annually in Auckland with most manufactured for consumer and commercial packaging. Only 13 per cent is estimated to be recovered for recycling¹⁵. Just over half of the plastics by weight in household rubbish bins are soft plastic bags and film packaging and can't be included in council recycling collections anywhere in New Zealand.

Beyond packaging, other plastic waste is of concern given the embodied carbon it represents as many are produced from oil, and/or imported into New Zealand and they have negative effects when they enter the environment. Single-use plastic items, packaging, and other plastic materials are a significant source of litter in our environment. One initiative to reduce litter is the implementation of a national container return scheme for beverage containers of all material types to incentivise recovery rates. Central government recently deferred implementing such a scheme despite many countries overseas operating them successfully over long periods of time. At this time, it is uncertain whether Aotearoa / New Zealand will catch up on this opportunity.

Biosolids

Watercare is prioritising its planning for the future of biosolids, the nutrient-rich organic materials resulting from the treatment of wastewater. Currently, most biosolids from their operation are used to rehabilitate the Puketutu Island quarry. However, that will be complete in the early 2030s, and a new home and/or treatment options for

¹⁴ Refer Appendix G of the Waste Assessment: B2B reusable packaging infrastructure and reverse logistics in Auckland, August 2023.

¹⁵ Plastic going to landfill from the Auckland region is estimated to be 145,000 tonnes. Of plastics recovered for recycling, an estimated 30 per cent are exported, and 70 per cent are recycled domestically. Refer Appendix H.1 of the Waste Assessment.

over 200,000 tonnes of biosolids per year will be needed. Watercare will start working with mana whenua, communities and stakeholders to identify options to reduce and reuse biosolids and agree a plan for their future.

12.4. Construction and deconstruction – an opportunity and a challenge

Waste from the construction and demolition (C&D) sector represents more than 30 per cent of the total waste we send to Class 1 landfills. This is a reduction from our estimate of 40 per cent in 2017 which may be linked to the increases to the waste levy driving more diversion of C&D materials to cheaper classes of landfill. The estimate of 30 per cent is conservative as it doesn't include substantial quantities of virgin materials such as soils, clay, aggregate or rock that are disposed of at cleanfill (class 5) sites. It also doesn't include other C&D waste disposed of at managed fill sites (class 2-4), or waste created in the manufacture of building materials.

C&D waste covers a variety of materials including concrete, rubble, plasterboard, cardboard, plastic pipe and wrap, window glass, ferrous and non-ferrous metals. Some of these materials such as concrete and cement add significantly to the carbon footprint of projects given the associated GHGs released in their manufacture and transport. C&D waste is created the moment a project is initiated, including the decision whether to refurbish an existing building or structure, or to start anew. Waste can be designed out of new projects by specifying products that can be reused or recycled at the end of their life, buying the right number of materials, using less wasteful building processes and techniques, and designing for deconstruction. Deconstruction refers to removing materials from buildings in a way that doesn't destroy their value for reuse or recycling.

We have actively partnered with tertiary institutions, social enterprises and the C&D industry to research C&D waste and techniques to reduce it. This has resulted in groundbreaking projects that have given us a better understanding of C&D waste and introduced and communicated new methods of minimising waste. This work has also supported new training and work opportunities for those working in the sector. The council is continuing to develop and showcase best practice in zero waste deconstruction and building within its own building projects (refer Section 11.10). Project waste management plans are a key tool we promote to ensure waste is considered up-front in a project right from the design stage.

We've seen a willingness in the construction sector to reduce waste as new methods and alternative destinations for C&D waste emerge. However, there is still much to do to reduce C&D waste. As a large participant in this industry, the Auckland Council Group has opportunities to problem solve, role-model, facilitate, advocate and regulate for greater behaviour change from across the industry to reduce C&D waste.

Collaboration to cut construction waste.

When developer Nigel Benton set about creating a new eight townhouse development in New Lynn, he was determined that this project would treat construction waste differently.

Working with his builder, Windsor Construction, Nigel took on a challenge to prevent at least 90 percent of build waste going to landfill, with a policy of no skips on site. Working with Junk Run and the Unitec Te Pūkenga Unitec's Environmental Solutions Research Centre (ESRC), Marley and other circular programmes, the site team separated out major waste materials including timber and plastics. A total of 22,434 kg of waste was collected during construction and audited by Junk Run and ESRC, of which 18,442 kg was recycled or repurposed. Plastic waste made up 830kg of this collected waste.

The project also revealed materials that are harder to divert, highlighting the need for more work to be done on developing solutions for construction waste. This project strongly demonstrates that builders, contractors and manufacturers can stop a huge amount of construction waste going to landfill.



Dealing with soils

Every year, approximately two million tonnes of soils from the Auckland region are excavated and disposed of to landfill. Most landfilled soils are from land development, with slips and other natural events being a much smaller source.

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There are a number of reasons why we have included soils within scope of this Waste Plan for the first time. These relate to the scale of this waste stream along with adverse impacts linked to relocating soils outlined below.

There are several reasons why soils are removed from sites under development, including the drive for flat building sites, regulatory requirements relating to classification and treatment of potentially contaminated soils, and the convenience and low cost of landfill. A key barrier to moving away from digging, transporting and dumping brownfield soils are attitudes to treating and keeping potentially contaminated soils on-site.

Reducing the amount of soil that is transported around the region would also mean less congestion and emissions from transport, and reduce materials filling up landfills. This is especially important as finding new sites for cleanfills which don't affect productive soils or important freshwater reserves¹⁶ is increasingly challenging. Retaining soils on sites can also reduce the risks of erosion and reduce the risk of spreading local pathogens or pest plants.

Work is underway to identify different pathways for soil disposal and opportunities and barriers to divert soils from landfill, including potential changes to regulation and guidance.

12.5.A growing mandate to reduce waste and support circularity

There is growing public support to reduce waste through a circular economy¹⁷. This is an opportunity to break the link between waste generation and economic and population growth. Many of the market forces and regulations that fuel this link are beyond the council's control; however, we can advocate for change at the national level and through international forums such as C40 cities (refer section 10.3). We can also directly support new initiatives to reduce waste as outlined in sections below.

International context

New Zealand's reliance on overseas markets means we are vulnerable to international regulation and market forces. In some cases, it means we benefit from overseas regulation that impacts on the circularity of products we import. However, we can also be targeted as a market for goods that no longer meet overseas standards, such as reparability or recyclability, if our own regulation isn't robust.

More directly, New Zealand depends on overseas markets for some of our diverted waste, especially recyclable paper, some plastics and metals. The Chinese National Sword regulation of 2018 placed stricter standards on acceptable recycling, directly impacting on the cost-effectiveness of our recycling sector, including the council's own recycling operations.

Aotearoa / New Zealand context

The scale and number of organisations involved in activities that retain materials in use, such as reuse and repair, is unknown, but there has been relatively high investment in the resource recovery sector in recent years which overall supports the diversion of wastes from landfill. However, the amount of material being diverted from landfill in Tāmaki Makaurau is roughly the same as it was in 2010 – approximately 1.5 million tonnes annually,

¹⁶ Including natural inland wetlands: refer to the [National Policy Statement for Freshwater Management 2020](#).

¹⁷ For example, public consultation in 2021 for the government's new waste strategy and legislation drew nearly 2500 submissions with a high level of support for transforming the way we manage waste and moving towards a circular economy.

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despite growth in population and activity. Systemic change is needed to support opportunities for more waste diversion.

The new national Waste Strategy and government work programme outlined in Section 9.3 includes recommendations to increase action at the top of the waste hierarchy to tackle waste generation. We consider central government action is key to achieving Zero Waste by providing strong incentives and regulating changes required to our existing waste system. This includes tools such as laws supporting a right to repair¹⁸, import bans of problematic products, extended producer responsibility / product stewardship schemes, and increases to the waste levy. If we can support a new focus on actions at the top of the hierarchy, then future demand on the waste services and infrastructure provided by the council could reduce, saving ratepayers money and making the resource recovery sector more resilient and creating better outcomes for the environment and communities.

What about product stewardship?

The container return scheme (CRS) is an opportunity to reduce litter and strengthen the number of containers that are reused and recycled. It could also provide an opportunity for community recycling centres and materials recovery facilities to generate income from handling fees. In section 10.4 we noted that central government proposed a nationwide CRS. Submissions widely supported the proposal, but at the time of writing the decision to implement the CRS has been deferred.

Similarly, mandatory product stewardship schemes¹⁹ for relevant businesses are likely to have greater success than voluntary schemes where non-participating businesses can undercut the costs of those who have joined the scheme. Auckland Council strongly supports extending these schemes to further products over time. We also strongly support the involvement of mana whenua, community organisations and the Resource Recovery Network together with local government in designing these schemes so they reflect a balanced set of outcomes across environmental, cultural, social and financial interests.

The local opportunity and the wider landscape

Auckland's status as the country's largest commercial centre creates opportunity for new businesses to develop in the resource recovery sector and drive change. Central government is also looking to support development of the circular economy through a national Circular Economy and BioEconomy Strategy, together with Action and Investment Plans (AIPs). AIPs will guide and coordinate delivery towards achieving the national waste strategy. At the time of writing, central government's first AIP is being drafted with input from local government, among others. It will cover actions for the next five years with a strong focus on investment and infrastructure. While we will always advocate for outcomes that will work best for Auckland communities, we recognise working together with other regions will be needed to support better outcomes for a circular economy in the country.

12.6. Maximising household diversion

Varying our kerbside collection services is where the council can directly influence the amount of household waste going to landfill, and importantly, reduce greenhouse gas emissions.

Key initiatives to reduce waste from household collections are:

¹⁸ For example, ensuring that products put on the market in New Zealand meet basic standards of durability and repairability, and that product stewardship schemes cover the costs of repair, recycling or recovery.

¹⁹ Six priority products are regulated by government as requiring a mandatory product stewardship scheme – plastic packaging, e-waste, refrigerants and other synthetic GHGs, agri-chemicals and their containers, and farm plastics.

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- encouraging Aucklanders to use their rubbish, recycling and food scrap bins correctly, including those in multi-unit developments using communal bins
- extending the food scraps collections to other areas of the region
- encouraging householders to use the council's inorganic collection service and the network of Community Recycling Centres, as well as promoting accredited product stewardship schemes
- moving to fortnightly rubbish collections once food scraps collections are embedded, while looking to support households with high waste needs, and to incentivise those who manage with even fewer collections.

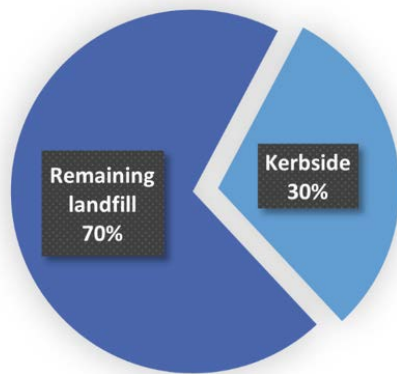
From the end of 2024 we will be finalising provision of a rates-funded refuse service across the region with a choice of three bin sizes as a cost-effective, equitable and climate friendly option to minimise waste.²⁰

We also think that investigating opportunities to reduce nappy/sanitary product waste and household garden wastes going to landfill is important. Options to reduce these waste streams include possible opt-in council-supported household collections.



²⁰ This involves moving households in the former Auckland areas of Waitākere City, North Shore and Papakura from the council-provided pay-as-you-throw rubbish collection service (pre-paid bags/bin tags) to a targeted rate service. This decision was made by the council following public consultation in 2022. Refer [Annual Budget 2022/2023 Volume 1 \(aucklandcouncil.govt.nz\) for further information.](#)

Total landfill emissions



Key points include.

- There is a lot of food waste that could be diverted into composting or into food scraps collection bins.
- Much of the garden waste is home waste or commercially compostable.
- Organic materials like these are of particular concern because they release GHG at the landfill.
- Kerbside rubbish contributes 30 per cent of the total emissions from landfill due to its high organic content.



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Figure 10: Audits of rubbish bins in 2023 before food scraps bins were rolled out and contribution of kerbside waste to municipal landfill emissions (2022)

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In addition to organic materials, 13 per cent of the bin contents were items that could have gone in recycling bins. Similarly, the volume of inappropriate items in household recycling bins, such as bagged materials and textiles, nappies, soft plastics and food or liquids, was high. In 2023, the percentage of contamination in recycling bins, such as non-recyclable or soiled/bagged recyclable materials that could not be sorted, has increased to over 20 per cent compared with a target of 12 per cent maximum contamination. Our rates of contamination are much higher than those in other parts of the country and overseas.

After organic materials, the next largest waste stream in household rubbish by weight is nappies and sanitary products, at 12 per cent; and this will increase as more food scraps go into the new food scraps collection service.

Extending our food scraps collections

We will look at opportunities to extend our food scraps collections to other areas of the city such as the inner city and other urban areas not currently within our rollout area. This includes exploring options for local scale food scraps solutions with multiple benefits including strengthening community partnerships and regenerating the soil.

As the city intensifies with more multi-unit developments (MUDs) including apartments, it will be important to ensure these developments have enough space in convenient locations for storage of food scraps bins in addition to rubbish and recycling and access for collection. Many MUDs rely on communal bins where there is not enough space on the road berm for kerbside collection. However, communal bins make it less clear which households are reducing their waste or which households are not using bins correctly. It is important that residents use communal bins correctly.

It is also vital to ensure we are planning our city and town centres with waste considerations in mind so that we achieve a high quality, accessible urban streetscape that serves the waste needs of businesses, residents and waste collectors.

Fortnightly rubbish collections – an important step

Moving from weekly to fortnightly rubbish collections is a key opportunity to keep recyclables and food scraps out of rubbish bins, leading to greenhouse gas emissions savings of as much as 50,000 tonnes of CO₂-e per year (equivalent of 30,000 average-size cars).

Collecting rubbish less frequently is very common overseas with a growing number of areas in England and Wales now moving to three-weekly or monthly rubbish collections. In this country, Hamilton and Central Otago have already moved to fortnightly 120L rubbish bin collections.

Once the food scraps service is bedded in, a standard fortnightly rubbish service is expected to meet the needs of most residential households. For households needing extra support, we can offer alternatives to ensure they aren't left struggling with a bin capacity that doesn't meet their needs. For example, a large household could have a larger 240L rubbish bin which would be a similar rates cost (or possibly less) to their current service of a weekly 120L bin. This is because the largest contributor to the costs of providing the kerbside service is linked to the collection of the bins, rather than the cost of the disposal of bin contents. A fortnightly service means less time is spent collecting (once every two weeks instead of weekly), reducing those collection costs.

Our initial research has shown that education and engagement can lead to large households managing with a fortnightly rubbish collection. The importance of education and engagement will likely increase as more services to divert both kerbside and community household materials grow, and with increasing population diversity.

It will also be important to consider how to reward and incentivise householders who are very low waste producers, e.g. an option for lower rates charges for households using a smaller rubbish bin or for those who only use the service monthly.

12.7. Developing the Resource Recovery Network (RRN)

The Resource Recovery network (RRN) is a key council initiative in developing infrastructure to deliver a circular economy for Tāmaki Makaurau / Auckland. The current network is planned to expand to 21 community recycling centres and two resource recovery parks by 2031 in accordance with the Resource Recovery Network Strategy 2021 (refer Appendix 4). This will mean that most Aucklanders will be within easy reach of a centre.

Alongside expanding the RRN, we will continue supporting the existing network to grow its capacity and reach. An important element of this is the partnership approach taken with the operators in recognition that the operators themselves know best the needs and ways of working with their local communities. This includes reaching out to iwi on opportunities for partnerships as new sites are developed.

The RRN is a critical element of the council's response to managing waste in a disaster (refer section 12.8). It also provides options for working with businesses and central government to support product stewardship initiatives such as a beverage container return scheme.



12.8. Climate change and emergency responses

Responding to the challenge of climate change is a key priority for Auckland Council. This involves actions to reduce our greenhouse gas emissions through reduced consumption-emissions and emissions generated by disposal, dealing with climate-related risks and looking at the opportunities that may arise.

In addition to climate-related disasters, other natural and human-made emergencies require urgent responses. These can result in significant amounts of waste from damaged properties, assets and possessions, along with waste streams such as ash, sediment, vegetation or hazardous wastes.

Reducing emissions

Emissions from landfilled wastes account for approximately 2.4 per cent of Auckland's total emissions profile²¹. These come from organic materials disposed of in landfills with some materials, such as paper and cardboard, having high emissions factors that make their footprint far larger than would be expected (refer figure 11 below). Section 12.3.1 - about key priority (organic) waste - provides further information on key organic waste streams. Focusing efforts to reduce organic materials will support meeting our climate change obligations.

Emissions can also be avoided by applying the waste hierarchy to reduce our need to extract new materials in the first place, in turn reducing emissions related to production, transportation and consumption. A well-used RRN and circular economy should also ultimately result in fewer greenhouse gas emissions.

From a council perspective, information on embodied carbon of materials (where available) and emissions from transport and energy associated with collecting and processing waste are other common greenhouse gas factors to consider when making decisions on important waste issues.

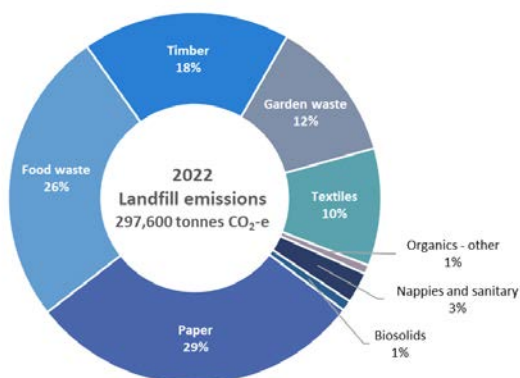


Figure 11: Sources of landfill emissions from municipal class 1 landfill (2022)

Dealing with emergencies

Auckland's planning for emergency management recognises the value of local knowledge and connections. It is important that planning covers resources and tools to deal with emergencies, describes roles and responsibilities, and considers opportunities for diverting disaster waste to beneficial re-use.

The resilience of Auckland's resource recovery and waste service networks was tested in early 2023 when two weather events impacted Auckland within sixteen days of each other. Unprecedented rainfall caused flooding across the city on 27 January and Cyclone Gabrielle hit on 12 February, causing further widespread damage.

²¹ [Te Tāruke-ā-Tāwhiri: Auckland's Climate Plan](#), December 2020

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Auckland Council was inundated with requests from flood-affected residents needing help in removing their flood-damaged belongings.

Private sector waste operators provided the council with invaluable support in collecting flood-damaged belongings, distributing and collecting skips bins and flexi-bags, and opening private transfer stations to contribute to the network of 15 drop off points for residents across the region. For the first time, demolition/deconstruction companies with heavy lifting machinery also assisted with the emergency response effort.

These efforts were supplemented by countless volunteers alongside Auckland's network of Community Recycling Centre operators who were both receiving and collecting flood damaged waste, while at the same time, receiving, collecting, sorting and distributing reusable items and donations free of charge to those in need.

This experience showed that the complementary services of private sector waste collection and demolition contractors and the community resources of the RRN are essential components of a resilient waste network and in preparing for future disaster events.

Planning future assets and services

An important element of futureproofing the waste system is ensuring the council plans for existing and future assets with climate change impacts in mind. This includes future-proofing council CRCs against future flooding events.

Responses to our changing climate may also mean Aucklanders may need to change where they live, including potential for managed retreat from coastlines or out of floodplains. Ensuring that structures are relocated or deconstructed with their materials re-used or recycled rather than demolished is part of prudent planning.

Other impacts of climate change may range from responding to the invasion of new pest plants or diseases into the region requiring careful disposal of plant waste through to impacts on collection services related to changing climate patterns.

12.9. Addressing sustained litter and illegal dumping

Auckland Council cleans up an average of 136 tonnes of illegally dumped items every month, costing ratepayers around \$2.6 million per year.

Ongoing litter and illegal dumping is very distressing to iwi, the community and the council, not only because it is unsightly, but because it harms freshwater, marine life and soils. This is especially true where litter or dumping contains hazardous substances or plastic items²² that deteriorate into microplastics over time.

We tackle litter and illegal dumping with education and clean-up campaigns, our staff investigate and take action to address behaviours and to remove the mess, and litter bins are provided in public spaces.

²² Of the approximately 190,000 tonnes of plastics used annually in Auckland, around 20,000 tonnes/year are unaccounted for – meaning these materials are either stockpiled, in flux, or lost to the system, including an estimated 44 tonnes of plastic litter: Auckland Plastic Flows: Plastics Diversion in Tāmaki Makaurau. Report for Auckland Council. Eunomia. 8 September 2023.

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The review of the 1979 Litter Act proposed by central government at the time of writing is a key opportunity to strengthen regulatory tools to address this issue. Enforcement, through instant fines and prosecutions in more serious cases, acts as an effective deterrent especially when publicised. The beverage container return scheme proposed by the government (refer Section 12.3.1) would also reduce litter volumes, however there is no timeline for its introduction at the time of writing this draft plan. The council will continue to advocate for this scheme to be implemented.

Working with organisations who target litter such as Keep NZ Beautiful, Be a Tidy Kiwi, and Sustainable Coastlines is important to both collate data on litter and to research and target key community interventions and education campaigns. These organisations, and local initiatives such as community clean-up events, receive various forms of support from the council (refer section 11.1).



12.10. Leading the way within the council

Auckland Council is a large buyer of goods, services and works – with an annual spend of over \$1 billion. Where possible, we use our spending power to deliver positive social, economic, environmental and cultural outcomes for Aucklanders. Each year, we carry out a wide range of activities and projects that generate a variety of waste streams. Demonstrating best practice in waste minimisation within the council is a clear opportunity to change the way our staff and suppliers approach waste minimisation. It can create downstream opportunities such as using waste from one project as a resource for another; developing new innovative practices and enabling our suppliers to offer better ways of working to other customers.

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Initial data collection indicates that C&D together with soils and biosolids are among the largest waste streams from our activities.

Currently, most biosolids from Watercare's operation are used to rehabilitate the Puketutu Island quarry. However, that will be complete in the early 2030s, and a new home and/or treatment options for will be needed. Further information on this is outlined in Section 12.3.1 above.

Much work has already been done to pilot ways of constructing new infrastructure and buildings to minimise C&D waste. Now, we want to embed these ways of working as the new norm.

Setting baselines and targets for our operational waste is a key initiative for ensuring the council monitors progress to achieve gains in getting to Zero Waste. We are also working across the Auckland Council Group to ensure our procurement of contracts include waste considerations, that C&D activities include site waste management plans initiated right from the design stage, and that we work with waste management companies who provide best practice in our projects.

There is much more we can do to achieve Zero Waste across the council, focusing on designing out waste from the very start of projects through developing site waste management plans. Work to reduce waste sits alongside initiatives to improve our carbon sustainability and strengthen other environmental, social and cultural outcomes through our work.

City Rail Link

The City Rail Link project (funded by central government and Auckland Council) is a benchmark-setting project for sustainable infrastructure in New Zealand. The project has used the Infrastructure Sustainability Council standard, obtaining certification with an 'Excellent' and a 'Leading' as built rating in 2021 and 2022 respectively.

One of the five key focus areas of the project's Sustainability Strategy is Zero Waste to Landfill. In 2021, Link Alliance and the TROW Group were joint winners in the innovation category of the 2021 Zero Waste Awards for their work on the Mt Eden demolition works for the project, in which they achieved 98% diversion of demolition waste to landfill through deconstruction of multiple buildings and relocation of two historic buildings.

In 2022, the project: diverted 57,802 tonnes of waste from landfill (which excludes the 1,087,678 tonnes of spoil also diverted from municipal landfill); reused 6,508 tonnes of waste; and removed 8,170 truckloads of concrete from the project's carbon footprint by replacing cement with fly-ash.

12.11. Data limitations

We still have limited access to data and information to quantify the tonnages and types of wastes and materials that flow through the entire system, as well as associated GHG emissions generated at each stage of the value chain.

Since the introduction of [the Waste Minimisation \(Information Requirements\) Regulations 2021](#), operators of all landfills and transfer stations have been required to measure and report waste materials at their site to the Ministry for the Environment, including cleanfill and industrial monofill sites since January 2023. This is expected to give a detailed and accurate appraisal of waste disposal nationally which should also improve our understanding of waste disposal at a regional level.

12.12. Innovation and technology

Innovation and technological changes are increasingly creating opportunities and challenges for waste management. These include:

- gathering data relating to waste
- systems and processes to design products
- systems and processes in managing waste and recovering value
- information available to consumers and customers
- advances in materials available for making products or structures.

Many innovations hold great promise in supporting waste reduction and increasing product circularity. Continual research and development are happening globally and locally to explore ways to recover more value from waste material, whether food, e-waste, plastics and others. Emerging technologies using robotics, artificial intelligence (AI) and digital platforms offer opportunities to improve collection and sorting methods and access waste data, as well as supporting reverse-logistics or sharing services for products or materials. Technologies that can loosely be defined as molecular recycling²³ are helping to address the global issue of plastic waste including textile waste and reducing the reliance on down-cycling materials.

However, some innovations can also raise challenges for waste management. For example, lithium batteries – used in an increasing number of consumer products – are prone to catching fire especially when compacted in kerbside collection trucks. As at September 2023, we have had 56 fires in trucks or at our waste facilities in just under four years²⁴. These fires mean that truckloads of recyclable or rubbish material are destroyed and pollutants emitted to the environment, as well as presenting a significant health and safety risk.

Another challenge lies in composite materials²⁵ which have become increasingly common across a number of industries, providing superior properties such as strength, durability or weight. Some composites may have the bonus of a lower carbon lifecycle. However, these products are not easily separated into their component parts, making them difficult to reuse or recycle.

In recent years, the development of a product stewardship scheme for large batteries has been co-designed by industry with support from the Ministry for the Environment in recognition of our vehicle fleet decarbonising and the need to consider how the growing number of EV batteries can be recovered for reuse and recycling. Consideration of end-of-life options for new products should be a consideration when they are being designed.

12.13. Energy from waste

Energy from waste systems in Tāmaki Makaurau / Auckland are outlined in section 4.6.1. These include systems to capture gases from landfills and from anaerobic digestion; and to generate energy from single problematic waste streams. These versions of energy from waste are generally considered appropriate because they:

- recover landfill gases which would otherwise be released to air, e.g. as GHG

²³ Molecular recycling breaks down materials at a molecular level before reconstituting them; increasing the number of times that products like plastics and textiles can be recycled.

²⁴ Since January 2019.

²⁵ Composite materials are materials produced from two or more other materials – usually with very dissimilar characteristics. Common examples include liquid paperboard (e.g. used in Tetrapaks) and laminated flooring.

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- recover energy from single waste streams such as tyres and treated timber that don't have an alternative reuse or recycling solution at scale
- use anaerobic digestion (AD) technology, which recovers value from specific organic wastes and is generally a more cost-effective solution with fewer environmental/social risks than other energy from waste technologies like incineration or other thermal processing technologies.

The use of AD for processing organic wastes is consistent with national policy direction, including the New Zealand Waste Strategy²⁶. Importantly, the council also supports other organic waste processing solutions such as composting, animal feed and worm farms that do not generate energy for re-use but still return nutritional value to animals and the land.

Any new proposal for energy from waste should be assessed against the key guiding principles outlined below by the Ministry for the Environment²⁷, including alignment with this plan's vision, principles, goals and objectives:

Principle 1: The proposal should support the goal of moving New Zealand steadily up the waste hierarchy towards a circular approach to managing resources.

Principle 2: The environmental impacts must be well managed, especially the greenhouse gas emissions.

Principle 3: The proposal must be commercially viable over the long term.

Principle 4: There should be a strong level of support from the community and Treaty partners.

13. Ngā kōwhiringa kua whakaarotia / Options considered

Based on the findings of the draft Waste Assessment 2023, we have evaluated two options for the future direction of waste plan in Auckland:

- Option 1: full implementation of the Waste Management and Minimisation Plan: Working Together for Zero Waste, 2018 (status quo)
- Option 2: considering the drive for a low waste and low emissions economy, continue to deliver the waste plan 2018, plus extend activities into new priority waste areas and areas of advocacy to influence the demand-side of waste services, facilitating and supporting solutions that reduce waste by taking action higher up the waste hierarchy, and a focus on empowering iwi and community partnerships.

The first option would meet the council's responsibilities under the Waste Minimisation Act 2008 to minimise waste in the Auckland region, but not at the pace required to achieve a circular economy and the Zero Waste vision, as required by the Aotearoa New Zealand Waste Strategy, and significantly address waste-related climate emissions, as required by both Te-Tāruke-Ā-Tāwhiri and the national Emissions Reduction Plan. Option 2 is therefore the preferred option.

²⁶ Refer to the waste hierarchy in the [NZ Waste Strategy](#) which shows anaerobic digestion and composting alongside recycling, above recovering value.

²⁷ Ministry for the Environment., 2020. [A waste to energy guide for New Zealand - Factsheet](#). Published by the Ministry for the Environment, August 2020. INFO 964.

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Option 2 provides scope to achieve significant reductions in waste to landfill. It does not require capital or operational investment beyond existing business-as-usual budgets, and the capital investment proposed is within the long-term plan budget for the expansion of the Resource Recovery Network. The actions rely on council capability and resourcing, alongside collaborative efforts with external partners and stakeholders. Should specific council-led research or advocacy actions identify the need to implement new initiatives, separate business cases will be required, and where appropriate, finance sought through central government funding for infrastructure and enabling private sector investment.

Te wāhanga tuawhā: ngā mahi me te whakatinanatanga / Part four: actions and implementation

14. Te mahere mahi / Action plan

The actions in this plan reflect the council's policies in outlining the work we will do towards the goals, objectives and targets of this plan. Our actions are underpinned by the principles (refer section 6) which also function as assessment criteria for making decisions on waste issues and opportunities.

The actions are grouped to reflect the twelve key priorities (refer section 8). Additional actions have been aligned to the two goals (refer section 7).

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EMPOWER PARTNERSHIPS WITH IWI AND COMMUNITY

1. Strengthen ways of working with mana whenua and deliver of Māori outcomes through waste initiatives.

#	Title	Council action	What this will mean for Aucklanders
1.1	Working effectively with mana whenua	Continue strengthening relationships with mana whenua and seek opportunities to work closely for example in procurement, developing submissions and policy, projects and programmes.	Mana whenua can demonstrate rangatiratanga and kaitiakitanga of the whenua and wai in their rohe. The people of Tāmaki Makaurau see the expression of te ao Māori, Māori culture and te reo Māori through projects and initiatives.
1.2	Delivering waste minimisation with Māori	Support Māori organisations to deliver waste minimisation programmes in a way that supports Māori outcomes.	Māori outcomes such as employment and environmental opportunities are strengthened; and whānau, hapū, iwi and marae are better connected to para kore.
1.3	Te ao Māori approach	Work with mana whenua to further develop the approach to waste based on te ao Māori, mātauranga Māori and tikanga.	The approach to waste management and minimisation decision-making benefits from the wider wisdom, learnings and perspectives from te ao Māori.
1.4	Achieving wider Māori outcomes through waste minimisation	Work with Māori to explore opportunities for participation in waste minimisation and resource recovery initiatives and other contracts.	Involvement at the start of development of new projects through hui or existing forums to enable te ao Māori to influence activity.
1.5	Para Kore ki Tāmaki – expansion	Continue the development and delivery of the Para Kore ki Tāmaki programme to support marae, kura and Māori organisations on their para kore journey through te ao Māori.	Marae, iwi, hapū, whānau, kura kaupapa Māori, kōhanga reo, and Māori organisations are supported to reduce their waste.

2. Continue expanding and strengthening the Resource Recovery Network and its services.

#	Title	Council action	What this will mean for Aucklanders
2.1	Resource Recovery Network – delivery	Continue delivering the RRN as outlined in the Revised Resource Recovery Network Strategy 2021, and guided by the Auckland Council and Community Resource Recovery Network (ACCRRN) leadership group.	By 2031, Auckland has 21 Community Recycling Centres where residents can take unwanted goods and materials to be reused and recycled and two Resource Recovery Parks.
2.2	Resource Recovery Network – special services	Support continued development of the RRN to support waste reduction of priority waste streams such as C&D waste, and as takeback facilities for key product stewardship schemes funded through those schemes.	The RRN continues to evolve as a network of facilities dealing with significant waste streams.
2.3	Waitākere Resource Recovery Park	Complete the upgrade of the Waitākere Refuse and Recycling Station as a full Resource Recovery Park in accordance with the RRN strategy.	Redeveloping the council's Waitākere facility provides an ideal opportunity to divert a much greater amount of waste from landfill.
2.4	Resource Recovery Network – inorganic services	Continue integration of CRCs and inorganic collection through the operation of the two inorganic collection warehouses. Review the inorganic collection contract before it ends to investigate future potential delivery through CRCs.	Increased efficiencies of operation and greater diversion of resources from landfill back into the community.

TARGETING SPECIFIC ACTIVITIES AND MATERIALS

3. Target construction and demolition (C&D) waste (see also Auckland Council Group operations).

#	Title	Council action	What this will mean for Aucklanders
3.1	C&D industry – best practice	Promote best practice and celebrate success in reducing C&D waste. Methods include the Building Out Waste (www.buildingoutwaste.co.nz) platform, on-site support, events, case studies, communications and promoting training and accreditation programmes.	C&D related businesses adopt best practice in avoiding waste, influencing others across the industry. Groups such as the Sustainable Business Network, WasteMINZ, the Construction Sector Accord and Green Building Council are recognised as having a key role in driving change.
3.2	C&D – waste brokering	Continue to promote waste brokering both as a profession and through online platforms so that usage is widespread, enabling construction and demolition materials to be effectively re-used or recovered	A system that enables the exchange of construction and demolition materials between producers and end markets would have a major impact on the amount of waste sent to landfill, and would support the growth of a circular economy for construction. The system could be linked to the Resource Recovery Network.
3.3	C&D materials – recovered materials markets	Accelerate work with the construction and demolition sector to identify issues and opportunities around developing markets to support use of recovered materials and products that are more easily recoverable, including finding solutions to blockages that limit their use.	Materials currently sent to landfill or cleanfill can be diverted to markets, helping to create a circular economy in Auckland.
3.4	C&D industry – research and tools	Continue to support and promote research and development of topics, tools or resources to reduce waste. Provide industry with data and information that supports taking action on C&D waste.	Industry better understands the benefits of preserving resources and how best to do so. They are equipped with tools/resources to support waste minimisation. Opportunities for a circular economy are better supported.
3.5	C&D industry – behaviour change	Work with the C&D industry including suppliers, developers, designers, and tradespeople, to determine research, support or actions required to achieve waste minimisation. Includes	Businesses in the construction and demolition sector have a better understanding of barriers and opportunities for waste minimisation. Poor building site behaviours are addressed and rectified.

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#	Title	Council action	What this will mean for Aucklanders
		focus on specific issues associated with illegal dumping and poor site management.	
3.6	C&D industry – focus on specific materials	Work to reduce reliance on building materials that are harder to reuse or recycle at end of life, or that create an environmental hazard, including expanded polystyrene and fibre-cement.	Industry groups use recovered materials and choose products that are less likely to contribute to landfill at end-of-life or contribute to environmental harm.
3.7	Support mandatory site waste management plans	Support legislative changes to require site waste management measures and consider options to reduce C&D waste through the bylaw depending on central government action.	Measures to reduce C&D waste and to re-use recovered materials become widespread, implemented from design through to deconstruction and build phases of projects.
3.8	Soils and spoil	Advocacy and research to support the reuse and on-site treatment of soil and spoil, including advocacy for updating national guidance and policy for contaminated land.	More options are available to re-use soils on site, reducing volumes that are transported to landfill, including adverse impacts associated with transport costs and GHG emissions and possible cultural impacts of moving waste to another rohe.

4. Focus on five priority waste streams (organics, plastics, packaging, textiles, biosolids).

#	Title	Council action	What this will mean for Aucklanders
4.1	Support onshore processing	For priority waste streams, continue seeking opportunities to divert materials from council services/operations to support local or domestic markets where possible.	A greater number of organics, C&D, plastics and packaging, textiles collected via council services and/or at council facilities (RRN/Material Recovery Facility) are recovered and recycled onshore.
4.2	Commercial and industrial food waste	a) Continue to support research to identify solutions for commercial and industrial food waste with an emphasis on large industrial food waste producers. b) Investigate ways to facilitate connections between small organic waste producers (e.g. cafés) and local collectors and/or processors (e.g. food rescue initiatives, community gardens, Compost Collective, Community Recycling Centres, and food	Industry has the information it needs to invest in and implement waste diversion strategies. Cafés, restaurants, food retailers and other small food waste producers are helped to find alternate solutions for their food scraps. Small food waste collectors and processors are linked to those producers.

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#	Title	Council action	What this will mean for Aucklanders
		scraps collection/processing services).	
4.3	Community organic waste facilities	Work with iwi, community and a range of stakeholders to understand opportunities and challenges in establishing community organic waste processing facilities and developing alternative, local solutions for organic waste diversion. This includes looking at barriers linked to the regulatory framework.	Households will have access to alternate organic waste services, including areas without council food scraps collections.
4.4	Green waste	Instigate research to identify the barriers and opportunities to keep green waste out of landfill.	Reduced greenhouse gas emissions from green waste going to landfill, noting infrastructure to support processing of fibrous plants is being established in the region.
4.5	Plastic waste reduction	Investigate, facilitate and promote initiatives that reduce plastic usage, pollution and circulate plastic materials via recycling/recovery systems.	Fewer plastic products are used and more plastic products are recovered for reuse or diversion from landfill; ultimately supporting less microplastics impacting on the environment.
4.6	Reusable packaging	Support actions to reduce packaging, and move towards reusable packaging systems and away from single-use packaging.	Greater development of business-to-business and business-to-customer packaging systems that reduce material use (source reduction) and result in less waste to landfill.
4.7	Reviewing nappies/adult sanitary product waste	Investigate options for diverting nappies and adult sanitary products from landfill, including ongoing support for waste avoidance, collection and processing.	More opportunities are available to reduce this significant waste stream from household refuse and therefore landfill.
4.8	Textile waste behaviours	Develop and deliver a textile waste prevention, reuse, recycle programme targeting householders and consumers. See also action 6.4.	Consumers understand the impact of their choices and adopt more sustainable practices to reduce textile waste.
4.9	Biosolids from wastewater	Support Watercare to lead work with mana whenua, communities and stakeholders to investigate pathways that	Biosolids from Auckland's wastewater beyond 2030 will continue to be used beneficially, in culturally appropriate ways.

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#	Title	Council action	What this will mean for Aucklanders
		optimise resource recovery options for biosolids.	

5. Strengthen our focus on disaster preparedness and climate change mitigation, adaptation and resilience.

#	Title	Council action	What this will mean for Aucklanders
5.1	Communicating climate benefits	Clearly communicate the climate benefits, and other environmental and cultural benefits, of waste management and minimisation initiatives. This includes wider benefits linked to changes in kerbside services, and through education and behaviour change initiatives working with iwi and community partners.	Aucklanders understand how waste projects, programmes and service changes mitigate carbon emissions and respond to our changing climate.
5.2	Reducing emissions from waste operations (mitigation)	Continue to prevent, reduce and minimise GHG emissions from our waste and resource recovery operations, including kerbside collections, the RRN and council waste assets and services.	Tāmaki Makaurau benefits from reduced GHG emissions. Changes to our operations supports better practice in the waste sector, creating opportunities for others to reduce their emissions.
5.3	Preparing for and adapting to the impacts of climate change	Work across the council and with relevant stakeholders in dealing with risks and issues arising from climate change or other evolving situations that create a waste issue, e.g. disposal of new pest plants or relocation and deconstruction of buildings.	Aucklanders benefit from a joined-up response to changing conditions that responds to environmental, economic, cultural and social wellbeing while diverting waste.
5.4	Disaster waste preparedness	Continue to plan, coordinate, review and strengthen the resilience of waste services and infrastructure (including the RRN) during a crisis and our region's ability to adapt, respond and recover. This involves working with a range of sector groups including mana whenua, the private sector, community and governmental agencies.	The council coordinates with the RRN, marae, community groups, and waste sector to keep communities and the environment safe from contaminated or dangerous waste. Waste materials are diverted from landfill where possible, and communities supported through the RRN in their recovery from a disaster.

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#	Title	Council action	What this will mean for Aucklanders
5.5	Carbon emissions reporting	Continue to support and improve cross-council carbon emissions reporting including reflecting progress against waste reduction targets in Te Tāruke-ā-Tāwhiri and other carbon reporting requirements.	The link between waste reduction and climate change will be clear to residents, helping to explain the need for service changes that reduce waste to landfill and create a circular economy.
5.6	Embodied carbon	Work to assess embodied carbon in various materials, including those that contribute to waste.	Accounting for the embodied carbon in materials will help us understand better the carbon footprint of waste and support a circular economy.

ADVOCACY FOR FUTURE ACTION

6. Advocating for actions to move up the waste hierarchy, including source reduction, re-use and right to repair.

#	Title	Council action	What this will mean for Aucklanders
6.1	Legislative settings	Advocate for delivery of the New Zealand Waste Strategy 2023, and for other legislative and regulatory change and actions to create a circular economy in Auckland. See also action 12.2.	Regulatory settings drive systemic change including legislating for right-to-repair, greater durability of products, creating economic incentives/disincentives to recover materials, and developing the conditions required support consumers and businesses to achieve Zero Waste.
6.2	Regulatory change	Advocate for and support central government action to introduce a nation-wide licencing system and strengthen the regulatory framework around everyone's responsibilities linked to waste. This includes appropriate resourcing for local compliance, monitoring and enforcement.	Aucklanders benefit from nation-wide changes to improve the waste management framework.
6.3	Regulatory guidance – organic matter	Advocate for updated regulatory guidance on diverting organic matter including biosolids towards beneficial use on land.	There is better guidance available on appropriate treatments, options and considerations for diverting organic matter, including biosolids, from municipal landfill.

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#	Title	Council action	What this will mean for Aucklanders
6.4	Priority waste advocacy	Advocate for central government legislation, policy and action that addresses wastes with high emissions such as organics, or that represent a significant environmental and social cost in ongoing resource extraction such as textiles.	Focus is placed on waste streams and activities that have the most impact on preserving and safeguarding Papatūānuku.
6.5	Increase to the Waste Disposal Levy	Continue advocating to central government for further increases in the Waste Disposal Levy in collaboration with the waste and recycling industry, mana whenua, and other local authorities.	An increased waste levy incentivises Aucklanders to reduce the amount of waste they send to landfill and supports the development of the resource recovery sector divert recoverable waste into productive uses.
6.6	Retain levy funding	Continue advocating for local councils to retain their current level of funding from the Waste Disposal Levy to support local delivery of the New Zealand Waste Strategy.	Waste levy funding will continue to be available for local waste minimisation initiatives, covering a range of activities from council, iwi, community to commercial sectors.

7. Advocating for implementation of a container return scheme and other mandatory product stewardship actions.

#	Title	Council action	What this will mean for Aucklanders
7.1	Container Return System (CRS)	Continue to advocate to government to implement a national container return scheme (CRS).	CRS delivers multiple benefits for Auckland including an increase in the amount of beverage containers recycled, a decrease in the cost to council to provide kerbside recycling services, reduced litter and litter collection costs, job creation through return depots (including the RRN), and income generating opportunities for charities.
7.2	Regulated product stewardship	Continue to advocate to central government for the implementation of product stewardship schemes for priority products, and for further products to be regulated as 'priority products'.	More items are diverted from landfill, with the cost of recovery shifted to producers/consumers. Products not yet identified as priorities such as mattresses or textiles, may be identified for mandatory product stewardship leading to better recovery pathways and incentivising producers/manufacturers to design-out waste.
7.3	Voluntary product stewardship schemes	Support the introduction of voluntary, industry-led product stewardship schemes that meet best practice where a regulated scheme isn't being progressed. This includes producers and consumers contributing to the cost of recovery and recycling.	Industries that develop responsible product stewardship schemes are supported. Industries with a small number of manufacturers/retailers are most likely to be able to achieve this.

DELIVERING DIRECT ACTION

8. Support Aucklanders to use their kerbside recycling and food scraps bins effectively and to shift to rates-funded collection services.

#	Title	Council action	What this will mean for Aucklanders
8.1	Kerbside recycling collections	Continue to provide a standardised fortnightly recycling collection in 240-litre bins (other sizes available on request) Continue to provide kerbside recycling collection for schools, including an option for larger on-site bins using number of students as a metric for volume provision.	Aucklanders are supported to 'recycle right' through regular kerbside collections. Schools can use the kerbside recycling collection on a charge per service basis.
8.2	Tackling recycling and food scraps contamination	Continue supporting actions, including monitoring and enforcement to ensure users of waste collection services put the right items in the right bins.	Users of council and private waste collections services know how to 'recycle right' and know their responsibilities around harmful or hazardous waste.
8.3	Food scraps collections	Urban areas: Continue to provide weekly rukenga kai (food scraps) collections in urban areas within the rural-urban boundary; including extension of the service to other urban areas as may be required by central government. City centre: Investigate options to provide household food scraps diversion to Auckland's city centre area and other areas of the city, including opportunities for community-led composting or processing.	Food scraps are diverted from landfill and used beneficially, reducing methane from landfill. By-products from the process include clean energy and liquid fertiliser to grow more kai (food) depending on the solution chosen. Additional areas of Auckland benefit from food scraps services. Community-led proposals for food scraps services are considered.
8.4	Implement standardisation of kerbside services	Implement region-wide rates-funded kerbside services with a choice of three bin sizes to accommodate different household needs.	Aucklanders will be able to choose a refuse bin size that suits them, and pay a different charge accordingly.
8.5	Kerbside services - commercial properties	Continue changes to council's non-residential kerbside offering so that it is consistent across the region, providing refuse and recycling services for domestic-type refuse and recyclables (not trade waste). Investigate the potential for non-residential properties to opt-in to	Commercial properties will be provided with the same services as residents for their domestic-type wastes and recyclables. The council will be able to assess the types of activities where there is a benefit for commercial properties to opt-in to the

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#	Title	Council action	What this will mean for Aucklanders
		the kerbside collection of food scraps.	kerbside collection of food scraps, providing another option for businesses with small waste volumes.
8.6	Services for Multi-Unit Developments (MUDs - 10 or more properties)	Continue working with property owners, body corporates and the waste industry to roll out collection services for refuse, recycling, inorganic and food scraps collections that meet residents' needs and the requirements of the Waste Management and Minimisation Bylaw Work with property developers, and owners and occupiers of MUDs to ensure adequate waste storage systems and access is provided in new MUDs in accordance with the requirements of the Waste Management and Minimisation Bylaw.	Occupants of MUDs will be provided with the same level of waste and recycling services as other residents, unless physical access prevents the service. Specific services may vary. Easy-to-use waste and recycling services will be available to all MUD occupants.
8.7	Improve sorting of kerbside materials	Continue looking for opportunities to improve the sorting of kerbside collected materials, e.g. through operational or asset improvements at the council's regional MRF and at other RRN facilities.	Improved quality of materials diverted from landfill will support more end-market opportunities (including in the local economy) and improve cost recovery.
8.8	Annual inorganic collection	Continue to provide an on-property inorganic service, with all households and eligible commercial properties receiving an annual, booked collection. Reusable and recyclable items will be diverted from landfill with reusable items offered to community organisations.	Residents and eligible commercial properties can access a service that allows them to dispose of unwanted items once a year in a way that benefits the community by giving reusable items a second life. At other times of the year, residents can take items to Community Recycling Centres and charities, or to refuse transfer stations where items are not repairable or at end-of-life.
8.9	Campaigns – council-provided waste and recycling services	Leverage nation-wide campaigns for kerbside recycling and food scraps collections and behaviour change initiatives to ensure Aucklanders effectively use all council kerbside collection services.	Residents are enabled to use the services available to them to maximum advantage. This reduces contamination in recycling and food scraps bins, and reduces the risk of collecting inappropriate materials for staff, equipment and the environment.
8.10	Website information and requests	Continue to update and improve council's customer website on kerbside services and illegal dumping to meet customer needs for information and requests for service.	Residents can easily make requests and access information on council waste services, including where to recycle and dispose of unwanted items and materials through council-provided and privately provided services, and to report illegal dumping.

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#	Title	Council action	What this will mean for Aucklanders
8.11	Campaigns – new council services	Support changes to services, such as fortnightly refuse collections or standardised materials for collection with targeted communications campaigns.	Residents will be fully aware of new services when they are introduced and will know how to use them.
8.12	Community engagement – new council services	Continue to partner with community organisations and individuals on targeted community initiatives in areas with specific challenges to prepare for changes in waste services, such as the introduction of fortnightly refuse collections. See also action 9.1.	The transition to new waste and recycling services will be smooth due to the community-led, council-supported approach prior to service changes. Residents, particularly those with specific needs and challenges (such as large households, new migrants and those on low incomes), will know how to use the services and how they can minimise their waste and reduce costs.

9. Transition to a fortnightly kerbside rubbish collection once the kerbside food scraps collection is well established.

#	Title	Council action	What this will mean for Aucklanders
9.1	Optimising collections for people and waste minimisation	Support residents who are concerned about moving to fortnightly refuse collections while also reviewing options for incentives to those who manage to become ultra-low waste producers. See also actions 8.10 and 8.11.	Waste collection services work for those in large households while also incentivising waste reduction for those who can.

10. Accelerate efforts to minimise operational wastes from the Auckland Council Group.

#	Title	Council action	What this will mean for Aucklanders
10.1	Auckland Council Group policies and practice	Auckland Council Group divisions that generate significant operational waste work towards reduction of waste or develop waste minimisation plans in alignment with the strategic direction and targets of this WMMP. Refer also action 5.2.	There is consistency across the wider council family, with all parts of the organisation working towards the same objective.
10.2	Target operational waste through sustainable	a) Continue to lead waste minimisation by example across the Auckland Council Group through improving processes,	In leading by example, the council demonstrates what is possible in waste minimisation for other industries such as C&D.

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#	Title	Council action	What this will mean for Aucklanders
	procurement	practice and performance. b) Implement the requirement for site-specific waste management plans for sizeable C&D contracts, including a focus on designing out waste early in the initial phases of planning projects, and reporting on performance. c) Support and utilise the Deconstruction Supplier Panel to enable flexible and efficient procurement process for low-medium construction projects. d) Seek opportunities for innovative re-use of materials, including in the purchase of goods and in physical works projects, and reduce reliance on single-use, hard-to-recycle, and/or environmentally problematic materials such as expanded polystyrene and fibre-cement.	We will work with contractors and suppliers to embed better waste management practices into their standard offering and build a culture of resource efficiency. We will efficiently enable operational waste minimisation objectives to be achieved while fostering capable deconstruction suppliers. The council group has significant buying power and can play an important role in creating demand for recovered resources and new ways of working through its procurement processes.
10.3	Data collection system for operational wastes (including C&D waste)	Work across the Auckland Council Group on a system to collate data on operational waste from across projects by 2025; gather data to establish baselines by 2026, then set targets for the most significant waste streams and activities for the following years.	As one of the largest organisations and property owners in Auckland, the council creates a significant amount of waste, including C&D and soils. We can reduce this waste, working towards its vision and targets.
10.4	Commercial and community leases of council property	Continue to work with leasees of council property to promote a Zero Waste policy alongside other sustainability outcomes.	More community and commercial organisations will work towards Zero Waste.
10.5	Office waste	Continue work to reduce office and lunchroom waste as per target. This involves auditing individual office buildings to establish actions to reduce waste.	The council walks the talk in its own workplaces. Staff are proactive in preserving resources and reducing waste.
10.6	Council-run events	Events associated with the council or council land are run as Zero Waste events, including choosing products that can be recovered, using effective systems to recover food waste and products, and providing signage and education.	Events associated with the council or council land are run consistently as Zero Waste events. Event-goers will see that waste is being diverted and minimised.

11. Address litter and illegal dumping to protect public health and the environment.

#	Title	Council action	What this will mean for Aucklanders
11.1	Illegal dumping prevention	Develop a regional illegal dumping strategy and take a partnering approach with communities and iwi to reduce illegal dumping.	Illegal dumping will be addressed at the root cause. Iwi and communities will be supported to develop solutions to dumping in their neighbourhoods.
11.2	Illegal dumping response	Continue to respond to illegal dumping complaints and enforce infringements in a timely and consistent manner across the region.	Neighbourhoods will be kept clean and tidy. Litter and illegal dumping collection costs will be reduced.
11.3	Litter and illegal dumping regulation	Advocate for regulatory tools and resourcing to reduce the amount of litter, including harmful substances that impact waterways and marine areas.	People who litter and dump waste will be held accountable. Clearer consequences for dumping and littering will contribute to a cleaner environment. There are more tools available to address litter and illegal dumping, and protect our whenua (land) and wai (water).
11.4	Litter – community engagement	Work with a range of groups and organisations to develop tools, interventions and campaigns to remove and discourage litter and prevent illegal dumping.	Aucklanders consumers, visitors and businesses will be encouraged to take greater responsibility for their own waste in public places. The environment is cleaner and tidier.
11.5	Litter – service levels	Work collaboratively across the council group and local boards, and with external agencies that provide litter bins and loose litter cleaning programmes, to provide consistent services and communication. This includes Parks and Community Facilities, Healthy Waters, Waka Kotahi, Auckland Transport and Kiwi Rail.	Public areas under the council's control will be clean and litter-free. Consistent communications across the council will support the objectives of the WMMP.
11.6	Marine environment and waterways	Work collaboratively across the council group and with others to prevent litter escaping into waterways and the marine environment; especially harmful substances, including plastics which degrade to microplastics.	The amount of litter and microplastics harming our whenua (land) and wai (water) is reduced.

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#	Title	Council action	What this will mean for Aucklanders
11.7	Public place recycling	Continue to support measures to reduce contamination in public place recycling in the most cost-effective way. Review options to phase out or alter public place recycling when a nation-wide Container Return Scheme is put in place.	Residents and visitors can recycle when they are away from home. If a nation-wide container return scheme is put in place, it will impact the number of containers in recycling bins at which point a review of options may be appropriate.
11.8	Household hazardous waste drop-off locations	Investigate options to support a network of locations where residents can drop off their household hazardous waste for safe disposal or diversion. See also action B1.	Aucklanders can access local business or council-supported locations for dropping off household hazardous materials to ensure they are treated appropriately.
11.9	Communications – waste minimisation, litter and illegal dumping	Raise public awareness and provide information to address litter and illegal dumping, and the benefits of waste minimisation, focusing on behaviours supporting reduction higher up the waste hierarchy.	Householders will understand the relevance of avoiding waste, reusing and repairing items, and have information on appropriate options to deal with problematic waste such as household hazardous waste or large items.

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ACROSS ALL PRIORITIES

12. Partner with others to achieve a Zero Waste Auckland built on a circular economy

#	Title	Council action	What this will mean for Aucklanders
	Resource Recovery and Infrastructure Plan	Work with industry and key stakeholders to develop a Resource Recovery and Infrastructure Plan that identifies all current resource recovery infrastructure and what will be required in 10-20 years to achieve Auckland's Zero Waste goal.	The plan will address the need for private-sector and council owned facilities and provide an agreed framework in which investment and planning decisions can be made.
12.1	Focused community programmes	Continue to support programmes such as the Compost Collective, Waste Free Parenting and Love Food Hate Waste, including the opportunity to expand and diversify programmes to include	Residents and consumers are empowered to reduce their waste and save money through more sustainable practices; more waste is diverted from landfill.

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#	Title	Council action	What this will mean for Aucklanders
		packaging or adult sanitary products.	
12.2	Fostering holistic education and a culture of reuse, repair and durability	Work with others including the RRN, repair cafés and the community and commercial sectors to foster a culture valuing durability of products, reuse and repair; and to develop messaging that helps people understand the links between waste and climate change, and wider impacts of extracting resources. .	Aucklanders better understand the wider impacts of resource extraction and waste. People choose products that are more durable, reusable, and/or repairable, and seek to rehome or repair items instead of sending them to landfill.
12.3	Sustainable Schools	Work with the council Sustainable Schools team to provide sustainable funding and support for schools to deliver waste reduction initiatives and address litter.	Schools are supported to encourage waste wise behaviour by children and staff.
12.4	Action and Investment Planning	Work with the government, iwi and across private and community sectors to support development and implementation of government's proposed action and investment plans that consider the needs and aspirations of the region.	Auckland will benefit from coordinated nationwide action to deliver infrastructure and services for a circular economy.
12.5	Partnering with neighbouring councils	Look for opportunities to work with other councils to share learnings from the RRN and contribute to a future, potential national network for circular resource recovery.	Potential for the RRN to link with other regional networks in future.
12.6	Implementing the Hauraki Gulf Islands Waste Plan	Work with mana whenua, local boards, communities and key stakeholders to implement the Hauraki Gulf Islands Waste Plan (see Appendix two).	Island residents and businesses will receive waste services tailored to island constraints and opportunities. Waste reduction and on-island solutions will continue to be developed. Hauraki Gulf Islanders are empowered to deliver waste initiatives with council support.

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#	Title	Council action	What this will mean for Aucklanders
12.7	Private sector services and onshore processing	Enhance and enable the role of the private sector in providing services and, where feasible, onshore processing facilities.	Auckland's waste is managed and diverted material is processed with sustainable end markets.
12.8	Working with healthcare and childcare sectors	a) Continue working with Auckland-based health boards (former Auckland District Health Boards) and industry to inform residents, and medical and dental professions about disposal options available for medical and dental wastes. b) Work with Auckland-based health boards, childcare facilities, rest homes and industry to develop options to increase diversion of nappies and sanitary products from landfill. c) Advocate for health industry to seek solutions for significant medical waste streams including at-home healthcare waste.	Medical and dental wastes are disposed of correctly and opportunities for diversion are maximised. Auckland-based health boards, childcare facilities, rest homes and residents are supported to find alternative solutions and disposal options for nappies and sanitary products.
12.9	Business waste	Advocate for all businesses to take responsibility to design out waste and increase resource recovery; including commercial waste streams and waste related to staff lunchrooms. Includes working collaboratively with Business Improvement Districts to support business waste reduction.	More workplaces have waste minimisation and resource recovery systems in place which increase the amounts of business waste diverted from landfill and reduce the total amount of waste generated from their operations.
12.10	Waste sector collaboration & data	Promote the benefits of a circular economy and a collaborative way of working to waste collectors and facilities, including the importance of providing accurate data in monitoring waste and diversion.	Auckland's waste sector focuses on opportunities to build a circular economy, and we have a better picture of waste and its diversion.
12.11	Learning from others	Continue to share our knowledge and learn from waste initiatives and experiences from around the country and overseas to trial improvements and strengthen the council's response to waste and resource recovery.	Auckland benefits from knowledge gathered from far and wide to lead in waste minimisation.

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#	Title	Council action	What this will mean for Aucklanders
12.12	Resource recovery infrastructure and services	Continue to support development of directories listing facilities that provide circular infrastructure and services for businesses and for residents.	Aucklanders can find information on processors and facilities that can reuse, repair, repurpose and recycle products.
12.13	Taking advantage of technology	Investigate the potential role of emerging technologies such as AI-sorting technologies, to facilitate waste avoidance and minimisation.	More of Auckland's household waste is diverted from landfill.
12.14	Research and evaluation	Research and evaluation to support targeted interventions, programmes and campaigns that resonate with specific groups in the community.	Diverse communities will engage with and support waste minimisation.
12.15	Kitchen waste disposal units	Work with Watercare to provide advice to Aucklanders on the impacts of kitchen waste disposal units.	Residents can make an informed decisions based on clear advice on the costs and benefits of waste disposal units.
12.16	Waste Minimisation and Innovation Fund (WMIF)	Continue running the WMIF grant scheme, distributing seed-funding for waste minimisation and innovation projects that support the outcomes of this plan.	Businesses, community organisations, schools, Māori/iwi organisations and other entities can apply for grants to help them establish and/or significantly expand waste minimisation and innovation initiatives.
12.17	WMIF criteria and process	Work with mana whenua, community and industry to keep WMIF criteria and process under continuous review and support groups in making an application.	The WMIF remains relevant and accessible to groups looking at innovative ways to reduce waste.
12.18	Zero Waste awards and events	Host events and awards that grow excitement about the journey to Zero Waste, recognising individuals, businesses and community organisations working towards Zero Waste.	Achievements in Zero Waste are celebrated and highlighted, lifting the profile of Zero Waste.
12.19	Professional development	Work with tertiary institutions and training providers to support the promotion of Zero Waste principles in training programmes for architects, product designers and relevant industry professionals etc.	Product designers, engineers, architects and other professions play a crucial role in determining what happens to products, infrastructure and materials at the end of their useful life. Design professionals trained in Auckland will understand and be able to apply Zero Waste principles in their practice, contributing to

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#	Title	Council action	What this will mean for Aucklanders
			Auckland's Zero Waste vision.

OTHER ACTIONS LINKED TO PLAN GOALS

Goal 1: Maximising circularity of resources and products in accordance with the waste hierarchy.

#	Title	Council action	What this will mean for Aucklanders
A1	Auckland Council 'Waste Nothing' website	Utilise the 'Waste Nothing' website (www.wastenothing.co.nz) to host information and provide regular data and stories to the community.	Aucklanders are kept updated on how their collective actions impact contribute to Zero Waste and are well-informed about the costs and impacts.
A2	Evaluation – kerbside initiatives	Review and share the impacts of changes to kerbside collection services, including impacts on households and on waste diversion, and consider options to improve services.	Aucklanders benefit from services that meet the strategic direction outlined in this plan while providing great value for money and equitable access to residents.
A3	Evaluation – community programmes	Evaluate and share the benefits of community programmes. Indicators include reduction in waste to landfill, reach, Māori outcomes, job creation, community connectedness and resilience.	Aucklanders can see the benefits of community-led waste minimisation programmes. The programmes can use the evaluation results to adapt and improve.
A4	Postgraduate projects	Support will be offered to postgraduate students for projects that address waste issues. This could include small sponsorships and mentoring.	Postgraduate students are encouraged to work on waste issues and are linked into the network of passionate waste minimisation experts around Auckland.

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#	Title	Council action	What this will mean for Aucklanders
A5	Research	Do research linked to priority waste and activities identified in this plan, and emerging waste topics such as digital passports, to inform evidence-based decision-making.	Opportunities for the council to influence or action waste minimisation are based on solid evidence.
A6	Regional Planning Framework	Advocate for planning frameworks and consenting processes to consider the need for essential resource recovery and waste management infrastructure and services.	More certainty that essential infrastructure and services will be provided appropriately within the region to support a circular economy.
A7	City Centre collections	Work across the council towards high-quality, accessible urban environments that provide appropriate areas or access for waste separation and collection.	Appropriate provision is made for collecting refuse, recycling and food scraps from residents and businesses in the city centre and metropolitan areas.
A8	Events requiring an Event Permit	Continue to require waste plans for events on public land in accordance with the bylaw. Seek to engage organisers early to work together towards reducing waste generated and diverting the remainder.	Events associated with the council or council land are run consistently as Zero Waste events, with information and support available via the Zero Waste Events website. Event-goers will get first-hand experience of minimising and better managing their waste.

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Deleted: Planning for infrastructure

Deleted: There is a considered response to provide future recovery and waste treatment and disposal while working towards the Zero Waste vision.

Deleted: Consider options for a Resource Recovery and Waste Infrastructure Plan with iwi and industry. There is a considered response to provide future resource recovery and waste treatment and disposal while working towards the Zero Waste vision.

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Goal 2: Minimise harm

#	Title	Council action	What this will mean for Aucklanders
B1	Enforceable waste tracking	Advocate for implementation of a transparent, enforceable tracking system for waste and in particular hazardous waste (including	Aucklanders have confidence that businesses are responsibly managing hazardous waste through appropriate treatment and disposal facilities.

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#	Title	Council action	What this will mean for Aucklanders
		asbestos) and potentially contaminated soils, spoil and sludges.	
B2	Update the Waste Management and Minimisation Bylaw	Review the Waste Management and Minimisation Bylaw to ensure it is consistent with the WMMP and legislation, and addresses opportunities or issues to strengthen waste outcomes, such as approving cleanfill operations, or to remove redundant requirements, subject to the appropriate processes.	The Waste Minimisation and Management Bylaw will be kept updated including opportunities to strengthen waste minimisation in alignment with this plan.
B3	Monitoring council closed landfills	Continue to monitor and manage closed landfills on council land to ensure risks and emissions are appropriately managed, including climate related risks such as coastal inundation, slips and overland waterflows.	The environment, people's health and cultural wellbeing are safeguarded from risks associated with council closed landfills.
B4	Managing contaminated council land	Work with iwi and other stakeholders to strengthen the approach for managing contaminated land in council ownership.	Risks of contaminated land are managed well through appropriate maintenance and development of public land.

15. Te tuku pūtea me te whakatinanatanga / Funding and implementation

The Long-term Plan sets out 10-year budgets for the council's services and activities, and these are reviewed every three years. Expenditure is reviewed each year as part of council's annual planning process. Any significant variations are addressed through the council's regular financial decision-making processes.

Waste Solutions is the council department that provides and/or manages most of our key waste services and is responsible for leading many of the actions set out in this draft Waste Plan. However, the entire council group contributes to the overall outcomes of the plan.

Figure 9 shows the proportions of the three main funding sources that contribute to the waste minimisation and management projects and activities managed by Waste Solutions. Further actions in the draft Waste Plan that are led by others across the council group are funded via similar funding sources, including general rates. For example:

- our Healthy Waters department manages the removal of litter and sediment in streams/catchpits
- Parks and Community Facilities manages the removal of waste from public litter bins
- the Closed Landfill team manage closed landfills
- Corporate Support Services look after the council's office waste management and minimisation efforts.

In addition, council-controlled-organisations across the Auckland Council Group (including Auckland Transport, Eke Pānuku, Tātaki Auckland Unlimited and Watercare) contribute to the draft Waste Plan by minimising and managing the wastes generated from their specific projects, events and operations. These may be funded by rates or via other sources of funding and revenue.

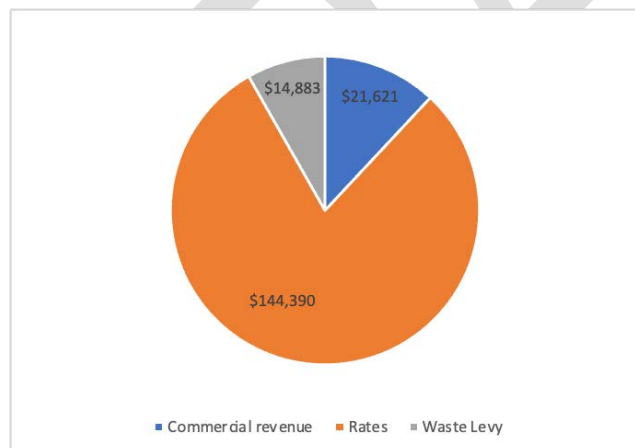


Figure 9: Funding sources for council's waste minimisation and management services managed by Waste Solutions department (FY2023/24) (\$000).

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Table 2 presents the range of sources of funding used to pay for current waste minimisation and management projects and activities across Tāmaki Makaurau as delivered by the council, and those that may be required to contribute to further actions as set out in this draft Waste Plan.

Table 2: Funding sources for the council's waste plan actions

Targeted rates	Eligible properties (households/businesses) pay rates to be provided specific services that benefit the people in these eligible properties, but which also contribute to wider public benefits.	• Kerbside three-bin collections.* • Inorganic collections. • Processing of foodscraps and recycling • Contribution to Resource Recovery Network operating costs.
Waste levy	Auckland Council receives an allocation of national waste levy funds which must be spent on waste minimisation activities as specified in its Waste Plan. The funds are administered by the Ministry for the Environment.	Activities that contribute to waste minimisation and public-good benefits, such as: • Waste Minimisation and Innovation Fund. • Engaging with iwi/Māori, community partners, wider community engagement (e.g. Wastewise programme). • Working with the construction & demolition sector. • Strategic waste planning (including developing a Resource Recovery and Infrastructure Plan), research, advocacy • Other grant funding – e.g. Love Food Hate Waste Fund. • Expansion/improvements to the Resource Recovery Network.
External revenue streams	Revenue generated from waste management and minimisation activities: • Gate fees at the council's Waitākere Waste and Resource Recovery facility. • Income from investment. • User-pays charges for bin tags and bags for kerbside refuse collections (until shift to regionwide rates funded service).	• Operating the Waitākere Refuse and Recycling Transfer Station. • User-pays council kerbside waste collections.
General rates	All properties pay a charge which contributes to the council's wider waste management activities and provides public good benefits. Where it is difficult to identify who may benefit from an activity or who/what may cause a problem for which a council activity is required, the costs are funded from the general rate.	• Removal of Illegal dumping/litter collection on public land or waterways. • Enforcement of the Waste Bylaw and Litter Act • Managing closed landfills.
Other funding	External sources of funding: • Central government funding (e.g. Climate Emergency Response Fund). • Contestable funds (e.g. Waste Minimisation Fund from national waste levy, administered by the Ministry for the Environment).	• Capital intensive projects, such as upgrades to the Materials Recovery Facility and waste infrastructure and assets.

*Rubbish, Recycling, Food Scraps. At the time of writing, we provide pay-as-you-throw rubbish collection service (pre-paid bags/bin tags) in the former Auckland areas of Waitākere City, North Shore and Papakura. This service will progressively change to a targeted rate service for households across the region from the end of 2024. This decision was made by the council following public consultation in 2022. Refer

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Annual Budget 2022/2023 Volume 1 (aucklandcouncil.govt.nz) for further information. The food scraps collection service will be available to all eligible properties by the end of 2023.

As is the case with the council's current Waste Plan, the focus of this draft plan is to continue to achieve the best possible outcomes with available funding, acknowledging fiscal constraints. Where resource constraints affect delivery, work will be prioritised. Criteria to assist in prioritising actions include:

- **urgency:** to reduce public safety hazards
- **impact:** how directly the action affects significant waste streams
- **equity:** how the action supports equity especially for those communities in most need
- **risk:** the likelihood that factors outside our control could derail progress
- **opportunity:** synergies with other activities, internal or external to the council, which might arise
- **alignment:** with key priorities and principles of this plan, and with other ongoing and high priority council activities.



16. Te aroturuki me te pūrongo / Monitoring and Reporting

The council will monitor and report on progress towards meeting the targets and objectives of the Waste Management and Minimisation Plan (WMMP). The following table sets out a range of indicators that council regularly collates data for and reports on and others that council is beginning to gather information on. Each indicator is represented by a quantitative measure(s), and some have associated targets. Together, these indicators evaluate how the council's waste services are performing, monitor progress of this WMMP against the targets, and/or develop necessary data to assist with future planning. Further work is planned to improve the public reporting and visibility of the data.

Table 3: Waste plan indicators

			et
Household wastes			
Quantity of waste to landfill	- Quantity of domestic kerbside rubbish collected, per capita per annum (kg). - Based on council contractor data and landfill weighbridge data.	Monthly: - Internal performance monitoring Quarterly & annually: - Long-term Plan monitoring	Reduce kerbside rubbish by 15% per person by 2028. Further reduce kerbside rubbish by (another) 17% per person by 2030.
Composition of household rubbish	Composition of kerbside rubbish based on composition audits of bins/bag contents.	As required, to assess performance of changes in service.	No target.
Diversion of household waste	- Per cent (by weight) of material diverted from landfill from kerbside recycling/ kerbside food scraps collections, out of total household waste collected. - Based on the council's contractor records and estimated market-share for non-council kerbside rubbish collections. Excludes private kerbside green waste collection diversion and council inorganics collection.	Monthly: - Internal performance monitoring. Annually: - C40 Cities Zero Waste Accelerator Leadership Group.	To align with the following proposed government minimum performance standards for councils: 30% by 2026 40% by 2028 50% by 2030.
Diversion of materials from inorganic waste collections	- Per cent (by weight) of material diverted from landfill of total waste collected via the council's inorganic collections. - Based on data provided by our contractors.	Quarterly & annually: Internal performance monitoring.	Council contractors aiming for 20% diversion rate.
Contamination in kerbside recycling and end-markets	- Per cent (by weight) contamination disposed to landfill from Onehunga MRF, of total material processed. % of sorted materials sold/distributed to end-markets in NZ and off-shore (for glass, plastics, fibre, metals).	Quarterly & annually: Internal performance monitoring.	Baseline 23% contamination (2022/2023). Reduce to below 15%.

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	Based on our contractor weighbridge data and KPI reports.		
Council operational waste			
Office waste disposed to landfill	- kg of waste per visit. - based on data from council office waste contracts, and swipe card access counts.	Annually: once developed.	Reduce by 50 per cent by 2030, from 2022 baseline (0.14kg per visit).
Operational waste disposed to landfill	- Contractual waste reporting requirements to be developed through procurement process. - Collate data for significant waste streams by 2025, to establish baselines by 2026 and set targets for the following years to 2030.	Annually: once developed.	To be developed.
Community Recycling Centres (CRCs)	Total number of Resource Recovery Network Facilities establishing and operating.	Quarterly & annually: Long-term Plan monitoring	12 CRCs increasing to 21 by 2031 - plus two Resource Recovery Parks
Customer Interactions	- Number of customer transactions. - Based on data reported quarterly to council by Resource Recovery Facilities.	Quarterly & annually: Long-term Plan monitoring.	No target required. (Baseline 135,000 - 2022/2023)
Total waste to landfill			
Waste to class 1 landfill (quantity, GHG emissions, composition)	- Quantity of total waste per person per annum (kg). - Based on data obtained from Class 1 landfill weighbridge records, including council bylaw data and estimated source data to quantify waste disposed generated from within Auckland. - Total GHG emissions for waste disposed, as based on most recent composition data for total waste to landfill. - Composition of total waste to landfill audit reports, based on activity source data or Solid Waste Analysis Protocol (SWAP)²⁸ information.	Quarterly & annually (tonnage): - Long-term Plan monitoring. - Regional GHG Inventory. Composition of waste to landfill assessed as required.	Reduce total waste to class 1 landfill by 30 per cent per person by 2030 (from baseline 873 kg in FY22, excludes special wastes).
Illegal dumping	- Quantity, by weight, of illegal dumping collected/disposed by our contractors. - Number of illegal dumping requests for service. - Number of litter infringement notices. - Based on data from council contractors and council customer relationship management records.	Monthly: Internal performance monitoring.	No target required.
Effectiveness of our community engagement and	Based on data collected from behaviour and attitudinal surveys and research	Periodically: Internal performance	No target required.

²⁸ Solid Waste Analysis Protocol, a methodology provided by the Ministry for the Environment for assessing the composition of mixed waste.

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communications about waste minimisation programmes		monitoring	

Te āpitihanga 1: Tā mātou i ako ai i te whakapānga o mua i te tuhinga hukihuki / Appendix 1: What we learned through pre-draft engagement

What we heard from mana whenua

We invited representatives of mana whenua of Tāmaki Makaurau to participate in the review of the Waste Management and Minimisation Plan and met with iwi who told us.:

- We need to move away from an extractive, linear view of waste to a more holistic view of preserving resources.
- There is a need to build a common understanding of waste to unify/strengthen voices for change.
- They support the container return scheme, and a circular economy.
- They are concerned that wasting/extracting resources is often cheaper than re-using or re-cycling generally.
- They support waste independence (local solutions) and people taking responsibility for their own waste.
- We need to reach out to businesses, manufacturers and suppliers who must play a part.
- Everyone needs better visibility of where their waste goes, and iwi need to be able to see what is recycled onshore, what is exported and what goes to landfill.
- They support education and the importance of linking waste of resources to whakapapa to demonstrate the link to careless over-exploitation.
- Equity is an important consideration, e.g. supporting households with lots of waste.
- Climate change should be a focus area, including emissions and managing waste in disasters.
- Addressing organic waste including food is important; the relevance of Hua Parakore principles.
- They are concerned around achievability of Zero Waste, but also note the 2040 timeframe is useful in driving urgent change and that zero waste aligns with te ao Māori.
- They seek a future where further landfills aren't needed; especially for mixed waste; connected with recognising the need to preserve spaces and not sending waste to another rohe.
- They are concerned about problematic waste streams such as tyres, and the importance of rethinking opportunities to recycle, e.g. uncontaminated biosolids as fertiliser.
- They are looking to work more closely with the council, noting the need to strengthen understanding of te ao Māori, to provide educational resources that can be tailored appropriately for Māori delivered by leaders in the community, and opportunities to build capacity in managing and reducing waste.
- The council needs to be open to working with mana whenua to deliver on their own waste ambitions at a time that works for iwi.
- The locations and services of resource recovery centres are hugely relevant to mana whenua.
- There should be a focus on holistic consideration of impacts when looking at waste issues including procurement opportunities, energy from waste or landfill proposals. These need to be informed by the

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tikanga and mātauranga of tangata whenua and consider a range of outcomes along with waste minimisation.

- They are interested in opportunities to support Māori in partnering opportunities, and for joint approaches to businesses and central government.
- Crucial steps to get to zero waste include developing a resource recovery and waste infrastructure plan in partnership with industry and iwi that informs the Auckland Unitary Plan; together with grounding that plan and the Waste Plan in a te ao Māori framework.

What we heard from community partners and groups

We talked with a range of community groups involved in promoting and supporting waste minimisation in the community. These groups included youth, Māori, Pacific peoples, and Chinese. Key themes included.

- The value-add of community partners and recycling centres in changing attitudes and behaviours and connecting communities; the need for sustainable funding and access to resources; the importance of education and awareness-building important at all ages and for diverse communities.
- The vital importance of regulatory change especially product stewardship and a container return scheme, but also product bans, right to repair requirements, and further increase to the waste levy.
- The importance of people using food scraps services, composting and support for other food reduction opportunities, also noting climate change connection.
- Making the right thing the easy thing to do: changing mindsets to include reducing consumerism, normalising repair, and re-using items.
- Reflections on focusing on the entire life cycle of products including environmental costs of resource extraction.
- Transparency around where waste and recycling is going to help build public trust in recovery.
- Opportunities to strengthen outreach to communities through various means.
- Support for financial incentives and penalties with consequences for bad behaviours, including a focus on reducing litter and dumping.
- Creating community support for Zero Waste including the need to tell the story of Zero Waste and celebrate success at local level; using influencers and leaders and diverse platforms.
- Relevance of providing local-level data on waste and recycling to show effects of actions locally.
- Mainstreaming activities to upcycle and reuse items, reducing consumerism.
- Empowering whānau through entrepreneurial opportunities regarding waste.
- Funding research and development around waste solutions, mātauranga Māori, assessing Māori and Pacific peoples' needs, and outcomes.
- The relevance of te ao Māori values in supporting messaging to move away from consumption; linking to how behaviour can diminish the mauri of resources; the relevance of tikanga and a focus on a holistic framework.
- Concern around the need to plan to reduce impacts of disasters such as flood waste.
- Importance of capacity building and financial sustainability for social enterprise so we don't lose valuable community leaders and can put in place succession training.
- The need for bold targets for Auckland Council to show leadership with bold initiatives, e.g. introducing landfill bans.
- Linking the resource recovery networks with others in the country (especially neighbouring areas) to support learning and capacity building.
- Supporting household hazardous waste drop off at community recycling centres (CRCs) and assessing opportunities for CRC involvement in household inorganic collections.

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- Supporting local solutions for waste, not investing in mixed waste-to-energy initiatives or in single solutions low on the waste hierarchy.

What we heard from the private sector

We drew on numerous conversations held with the private sector from recent years to help reflect key priority areas from the waste industry and businesses that produce significant waste streams. Auckland Council's waste team works across many sectors, with special focus on construction and demolition (C&D). We also have important contractual relationships with waste companies that provide essential waste services, and we regulate waste operators through the council's Waste Bylaw.

Recent workshops²⁹ held with the building sector on C&D wastes together with outcomes from research we commissioned for the 2023 Waste Assessment³⁰ add to the picture of what is important to businesses. Feedback from engagement in 2017 was also reviewed for relevant insights. Key themes include.

- Significant investment is required to enable higher recovery rates of key waste/materials and reprocessing of materials.
- Clearer central government policy is needed to create certainty for where investment is required.
- Costs to dispose of waste is increasing (waste levy expansion) along with additional reporting requirements.
- Encouraging collaboration to maximise recovery rates for materials is a challenge within competitive markets.
- Accessing materials from council-controlled waste streams can help create scale for developing new infrastructure or services.
- Creating viable product stewardship schemes remains a challenge, both regarding the reverse logistics required and the end-market demand for products.
- Voluntary product stewardship schemes that don't receive support from all stakeholders result in uneven playing fields.
- The waste and resource recovery sector has an interest in developing reverse-logistics services, particularly to support business-to-business reusable packaging systems.
- Waste collectors are concerned about protecting their staff and equipment from hazardous materials, including lithium-ion batteries that frequently cause truck fires.
- The resource recovery sector need sustainable volumes of clean, uncontaminated waste materials to have certainty of supply.
- Regulatory frameworks at the council level (e.g. planning rules, consenting requirements, building specifications) can be restrictive when seeking alternative uses and management options for recovered materials such as soils and reprocessed construction materials.
- Technological innovations are a real opportunity to create value, e.g. passing on information to consumers on carbon and waste footprints, collecting data to track waste, connecting people and businesses to resources.

²⁹ Workshops facilitated by the Sustainable Business Network, The Construction Sector Accord and Auckland Council.

³⁰ Including research on specific materials/wastes such as plastics, food, packaging, textiles, and soils.

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- Developing specifications will help enable the use of recycled or recovered materials.
- Recognition that there is significant potential for diverting construction and demolition waste from many builds; but many barriers to be overcome to change practices
- Having site waste management plans for the building industry will need enforcement and monitoring to change behaviour. Owner-operator and smaller contractors will be a particular challenge with additional costs and time pressures relating to planning and waste sorting.
- Organic waste producers seek regulation for industry/consumers to separate packaging from food waste which is expensive for them.
- The green waste industry noted there is a need for better data and solutions on the composition of 'green' waste as much of it might be large trees that not all processors can easily compost and a lot is contaminated with building rubble.

Te āpitihanga 2: Tā Te Kaunihera o Tāmaki Makaurau Aromatawai mō te Para / Appendix 2: Auckland Council Waste Assessment

Will be made available on the Auckland Council website during consultation on this draft plan; and into the future.

Te āpitihanga 3: Te Mahere mō te Para i ngā Moutere o Tikapa Moana / Te Moananui-ā-Toi / Appendix 3: Hauraki Gulf Islands Waste Plan

Will be made available on the Auckland Council website during consultation on this draft plan; and into the future.

Te āpitihanga 4: Te Rautaki ā-Kōtuinga mō te Haumanu Rawa / Appendix 4: Resource Recovery Network Strategy

Will be made available on the Auckland Council website during consultation on this draft plan; and into the future.

Te āpitihanga 5: Te kuputaka / Glossary

Appendix 5:

Anaerobic digestion	The process of breaking down organic material in the absence of oxygen; used to manage waste. The process produces fuel and a fertiliser.
Biosolids	Biosolids are the nutrient-rich organic materials resulting from the treatment of wastewater in a treatment facility (i.e. treated sewage sludge).
Circular economy	An economic system based on designing out waste and pollution, reusing products and materials, and regenerating natural systems
Class 1 (municipal) landfill	Class 1 landfills are New Zealand's most engineered and monitored landfills because they take waste that could discharge contaminants or emissions. All household waste and most commercial, institutional and/or industrial waste is sent to Class 1 landfills
Construction and demolition (C&D) waste	Waste generated from the building and/or removal of any structure, including concrete, plasterboard, wood, steel, brick, cardboard, metals, plastic, glass, rubble, soil and spoil.
Container Return Scheme (CRS)	A resource recovery scheme that incentivises people to return empty beverage containers for recycling or refilling in exchange for a refundable deposit. A CRS is synonymous with a DRS (deposit return scheme (Europe) and container deposit scheme (USA and Australia).
Contamination	Inappropriate material (including excessively dirty material), placed in recycling and food scraps collections. Contamination may also occur if the method of collection means one recyclable material cannot be efficiently sorted from another (e.g. broken glass contaminating paper and cardboard)
Deconstruction	The extraction of fixtures, fittings, and materials from a building or structure in a way that preserves the value of those items so that they can be reused. This typically involves planning for the removal of specific materials and rehoming those with appropriate organisations for reuse.
Downcycling	Refers to using recovered materials to make other products that are less recyclable at end-of-life. Downcycling often leads to a less circular, linear, material flow through the system.
Extended Producer Responsibility	A term often used interchangeably with Product Stewardship, however Extended Producer Responsibility signals that the onus to reduce waste applies throughout the supply chain for a product or an activity, including the design phase.
Product Stewardship	When consumers and businesses take responsibility for the life cycle impacts of products and support the recovery of raw materials that are normally lost when these products become waste.
Resource Recovery Network	A region-wide network of community recycling centres and other facilities that enable diversion of waste from landfill.
Soil amendment products	Products for improving soil structure or fertility, such as compost and digestate produced by composting and anaerobic digestion of organic materials.

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