



# PALMERSTON NORTH CITY COUNCIL

# **AGENDA**

# SUSTAINABILITY COMMITTEE

9AM, WEDNESDAY 29 NOVEMBER 2023

COUNCIL CHAMBER, FIRST FLOOR CIVIC ADMINISTRATION BUILDING 32 THE SQUARE, PALMERSTON NORTH

# **MEMBERS**

Brent Barrett (Chair)
Kaydee Zabelin (Deputy Chair)
Grant Smith (The Mayor)

Roly Fitzgerald
Patrick Handcock
(ONZM)
Leonie Hapeta

Lorna Johnson Debi Marshall-Lobb

**Karen Naylor** 

AGENDA ITEMS, IF NOT ATTACHED, CAN BE VIEWED AT

pncc.govt.nz | Civic Administration Building, 32 The Square City Library | Ashhurst Community Library | Linton Library

**Waid Crockett** 

Chief Executive | PALMERSTON NORTH CITY COUNCIL





# SUSTAINABILITY COMMITTEE MEETING

29 November 2023

# **ORDER OF BUSINESS**

#### 1. Karakia Timatanga

# 2. Apologies

#### 3. Notification of Additional Items

Pursuant to Sections 46A(7) and 46A(7A) of the Local Government Official Information and Meetings Act 1987, to receive the Chairperson's explanation that specified item(s), which do not appear on the Agenda of this meeting and/or the meeting to be held with the public excluded, will be discussed.

Any additions in accordance with Section 46A(7) must be approved by resolution with an explanation as to why they cannot be delayed until a future meeting.

Any additions in accordance with Section 46A(7A) may be received or referred to a subsequent meeting for further discussion. No resolution, decision or recommendation can be made in respect of a minor item.

# 4. Declarations of Interest (if any)

Members are reminded of their duty to give a general notice of any interest of items to be considered on this agenda and the need to declare these interests.



#### 5. Public Comment

To receive comments from members of the public on matters specified on this Agenda or, if time permits, on other Committee matters.

(NOTE: If the Committee wishes to consider or discuss any issue raised that is not specified on the Agenda, other than to receive the comment made or refer it to the Chief Executive, then a resolution will need to be made.)

## 6. Presentation - Mercury Developments with Community Work

Page 7

Presentation, by Katy Scoullar, Community Engagement Manager, Ryan Piddington, Strategic Consents Manager and Todd Baldwin, Environmental Compliance and Monitoring Manager.

# 7. Confirmation of Minutes

Page 9

"That the minutes of the Sustainability Committee meeting of 11 October 2023 Part I Public be confirmed as a true and correct record."

8. Progress Update - Resource Recovery Plan and Waste Management and Minimisation Plan 2024

Page 15

Memorandum, presented by Peter Ridge, Senior Policy Analyst.

 Amendment to the Waste Management and Minimisation Bylaw Administration Manual (standardised recycling collections)

Page 23

Memorandum, presented by Peter Ridge, Senior Policy Analyst.

 Progress Update 2023 - Palmerston North City Council Low Carbon Roadmap

Page 59

Memorandum, presented by Adam Jarvis, Principal Advisor – Climate Change and David Watson, Senior Climate Change Advisor.

11. Committee Work Schedule

Page 69

# 12. Karakia Whakamutunga



#### 13. Exclusion of Public

To be moved:

"That the public be excluded from the following parts of the proceedings of this meeting listed in the table below.

The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under Section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

General subject of each matter to be considered		Reason for passing this resolution in relation to each matter	Ground(s) under Section 48(1) for passing this resolution

This resolution is made in reliance on Section 48(1)(a) of the Local Government Official Information and Meetings Act 1987 and the particular interest or interests protected by Section 6 or Section 7 of that Act which would be prejudiced by the holding of the whole or the relevant part of the proceedings of the meeting in public as stated in the above table.

Also that the persons listed below be permitted to remain after the public has been excluded for the reasons stated.

[Add Third Parties], because of their knowledge and ability to assist the meeting in speaking to their report/s [or other matters as specified] and answering questions, noting that such person/s will be present at the meeting only for the items that relate to their respective report/s [or matters as specified].



# **PRESENTATION**

TO: Sustainability Committee

MEETING DATE: 29 November 2023

TITLE: Presentation - Mercury Developments with Community Work

## **RECOMMENDATION TO SUSTAINABILITY COMMITTEE**

1. That the Sustainability Committee receive the presentation for information.

#### **SUMMARY**

Katy Scoullar, Community Engagement Manager, Ryan Piddington, Strategic Consents Manager and Todd Baldwin, Environmental Compliance and Monitoring Manager, all of Mercury NZ, will present on Mercury's achievements (including the community liaison work) and the local/national impact in terms of environmental, cultural, social and economic well-being.

#### **ATTACHMENTS**

NIL



# PALMERSTON NORTH CITY COUNCIL

Minutes of the Sustainability Committee Meeting Part I Public, held in the Council Chamber, First Floor, Civic Administration Building, 32 The Square, Palmerston North on 11 October 2023, commencing at 9.00am

Members Councillors Brent Barrett (in the Chair), Kaydee Zabelin, Roly Fitzgerald, Present: Patrick Handcock, Lorna Johnson, Debi Marshall-Lobb and Karen

Naylor.

Non Councillors Vaughan Dennison, Lew Findlay, Orphée Mickalad and

**Members:** William Wood.

Apologies: Councillor Leonie Hapeta.

Councillor William Wood left the meeting at 10.00am during consideration of clause 29. He was not present for clauses 29 to 33 inclusive.

Councillor Orphée Mickalad left the meeting at 11.18am and entered the meeting again at 11.30am, during consideration of clause 31.

# Karakia Timatanga

Councillor Lorna Johnson opened the meeting with karakia.

# 26-23 Apologies

Moved Brent Barrett, seconded Kaydee Zabelin.

#### The **COMMITTEE RESOLVED**

1. That the Committee receive the apologies.

Clause 26-23 above was carried 11 votes to 0, the voting being as follows:

#### For

Councillors Brent Barrett, Kaydee Zabelin, Roly Fitzgerald, Patrick Handcock, Lorna Johnson, Debi Marshall-Lobb, Karen Naylor, Vaughan Dennison, Lew Findlay, Orphée Mickalad and William Wood.

#### 27-23 Confirmation of Minutes

Moved Brent Barrett, seconded Kaydee Zabelin.



#### The **COMMITTEE RESOLVED**

1. That the minutes of the Sustainability Committee meeting of 16 August 2023 Part I Public be confirmed as a true and correct record.

Clause 27-23 above was carried 10 votes to 0, with 1 abstention, the voting being as follows:

#### For

Councillors Brent Barrett, Kaydee Zabelin, Roly Fitzgerald, Patrick Handcock, Lorna Johnson, Debi Marshall-Lobb, Karen Naylor, Lew Findlay, Orphée Mickalad and William Wood.

#### Abstained:

Councillor Vaughan Dennison.

# 28-23 Resource Recovery Trials of Food Scraps Kerbside Collection and Provision of Free Rubbish Bags to Low Income Households

Memorandum, presented by Bryce Hosking, Group Manager - Property and Resource Recovery; Natasha Hickmott, Activities Manager - Resource Recovery and Sustainability.

The additional recommendation was put forward to explore further ways to reduce organic waste.

Moved Brent Barrett, seconded Kaydee Zabelin.

## The **COMMITTEE RESOLVED**

 That the Committee receive the memorandum titled "Resource Recovery Trials of Food Scraps Kerbside Collection and Provision of Free Rubbish Bags to Low Income Households" presented to the Sustainability Committee on 11 October 2023.

Clause 28.1-23 above was carried 11 votes to 0, the voting being as follows:

#### For:

Councillors Brent Barrett, Kaydee Zabelin, Roly Fitzgerald, Patrick Handcock, Lorna Johnson, Debi Marshall-Lobb, Karen Naylor, Vaughan Dennison, Lew Findlay, Orphée Mickalad and William Wood.

Moved Brent Barrett, seconded Kaydee Zabelin.

#### The **COMMITTEE RESOLVED**

2. That the Committee direct the Chief Executive to develop household and neighbourhood level composting options in parallel with kerbside food scrap collection service plans, for Council's consideration in the LTP 24/34 process.

Clause 28.2-23 above was carried 10 votes to 1, the voting being as follows:

## For:

Councillors Brent Barrett, Kaydee Zabelin, Roly Fitzgerald, Patrick Handcock,



Debi Marshall-Lobb, Karen Naylor, Vaughan Dennison, Lew Findlay, Orphée Mickalad and William Wood.

#### **Against:**

Councillor Lorna Johnson.

# 29-23 Waste Management and Minimisation Plan - Progress on Actions

Memorandum, presented by Bryce Hosking, Group Manager - Property and Resource Recovery; Natasha Hickmott, Activities Manager - Resource Recovery and Sustainability.

Councillor William Wood left the meeting at 10.00am.

Moved Brent Barrett, seconded Kaydee Zabelin.

#### The **COMMITTEE RESOLVED**

1. That the Committee receive the memorandum titled 'Waste Management and Minimisation Plan - Progress on Actions' presented to the Sustainability Committee on 11 October 2023.

Clause 29-23 above was carried 10 votes to 0, the voting being as follows:

#### For:

Councillors Brent Barrett, Kaydee Zabelin, Roly Fitzgerald, Patrick Handcock, Lorna Johnson, Debi Marshall-Lobb, Karen Naylor, Vaughan Dennison, Lew Findlay and Orphée Mickalad.

#### Note:

On a motion that: 'That the Committee direct the Chief Executive to scope options for advancing plastic recycling partnership with waste to resource providers and report to the Sustainability Committee.' The motion was lost 2 votes to 8, the voting being as follows:

#### For:

Councillors Kaydee Zabelin and Karen Naylor.

#### **Against**:

Councillors Brent Barrett, Roly Fitzgerald, Patrick Handcock, Lorna Johnson, Debi Marshall-Lobb, Vaughan Dennison, Lew Findlay and Orphée Mickalad.

The meeting adjourned at 10.40am.

The meeting resumed at 10.57am.

# 30-23 Wastewater Discharge Consent Project (Nature Calls) - Quarterly Update

Memorandum, presented by Mike Monaghan, Group Manager - Three Waters, and Anna Lewis, Project Manager.

Moved Brent Barrett, seconded Kaydee Zabelin.

#### The **COMMITTEE RESOLVED**

1. That the Committee receive the report titled 'Wastewater Discharge Consent Project (Nature Calls) – Quarterly Update' presented to the



Sustainability Committee on 11 October 2023.

Clause 30-23 above was carried 10 votes to 0, the voting being as follows:

#### For

Councillors Brent Barrett, Kaydee Zabelin, Roly Fitzgerald, Patrick Handcock, Lorna Johnson, Debi Marshall-Lobb, Karen Naylor, Vaughan Dennison, Lew Findlay and Orphée Mickalad.

## 31-23 Palmerston North City-wide Emissions Inventory 2022

Memorandum, presented by Adam Jarvis, Acting City Planning Manager, and David Watson, Senior Climate Change Advisor.

Councillor Orphée Mickalad left the meeting at 11.18am. Councillor Orphée Mickalad entered the meeting again at 11.30am.

Moved Brent Barrett, seconded Kaydee Zabelin.

#### The **COMMITTEE RESOLVED**

1. That the Committee note that total net emissions for Palmerston North city for the 2022 calendar year were 690,590 tCO2e, which is a 30,078 tCO2e reduction compared to 2021 and a 70,273 tCO2e increase since the 2016/17 baseline.

Clause 31-23 above was carried 10 votes to 0, the voting being as follows:

#### For:

Councillors Brent Barrett, Kaydee Zabelin, Roly Fitzgerald, Patrick Handcock, Lorna Johnson, Debi Marshall-Lobb, Karen Naylor, Vaughan Dennison, Lew Findlay and Orphée Mickalad.

# 32-23 Palmerston North City Council Organisational Emissions Inventory 2022/23

Memorandum, presented by Adam Jarvis, Acting City Planning Manager;, and David Watson, Senior Climate Change Advisor.

Moved Brent Barrett, seconded Kaydee Zabelin.

#### The **COMMITTEE RESOLVED**

1. That the Committee note that Palmerston North City Council organisational emissions have fallen from 26,444 tCO2e in 2015/16, to 18,155 tCO2e in 2022/23: a 31.5% reduction.

Clause 32-23 above was carried 10 votes to 0, the voting being as follows:

#### For:

Councillors Brent Barrett, Kaydee Zabelin, Roly Fitzgerald, Patrick Handcock, Lorna Johnson, Debi Marshall-Lobb, Karen Naylor, Vaughan Dennison, Lew Findlay and Orphée Mickalad.



#### 33-23 Committee Work Schedule

Moved Brent Barrett, seconded Kaydee Zabelin.

# The **COMMITTEE RESOLVED**

1. That the Sustainability Committee receive its Work Schedule dated October 2023.

Clause 33-23 above was carried 10 votes to 0, the voting being as follows:

#### For

Councillors Brent Barrett, Kaydee Zabelin, Roly Fitzgerald, Patrick Handcock, Lorna Johnson, Debi Marshall-Lobb, Karen Naylor, Vaughan Dennison, Lew Findlay and Orphée Mickalad.

# Karakia Whakamutunga

Councillor Lorna Johnson closed the meeting with karakia.

The meeting finished at 12.00pm

Confirmed 29 November 2023

Chair



# **MEMORANDUM**

TO: Sustainability Committee

MEETING DATE: 29 November 2023

TITLE: Progress Update - Resource Recovery Plan and Waste

Management and Minimisation Plan 2024

PRESENTED BY: Peter Ridge, Senior Policy Analyst

APPROVED BY: David Murphy, Chief Planning Officer

#### RECOMMENDATION TO SUSTAINABILITY COMMITTEE

 That the Committee agree Option 1 - compile a draft Waste Management and Minimisation Plan (WMMP) for consultation following the adoption of the Resource Recovery Plan/Long-Term Plan - and note this as the preferred approach for developing the replacement WMMP.

#### 1. ISSUE

- 1.1 This memorandum provides an update on progress with the development of the Resource Recovery Plan and the Waste Management and Minimisation Plan (WMMP).
- 1.2 There are two options for how we can meet the requirements for developing the WMMP. This memorandum seeks direction from the Committee on the preferred option.

# 2. BACKGROUND

- 2.1 The Council is required to adopt its WMMP at least once every six years. The current WMMP was adopted in 2019, just before the development of the Long-Term Plan 2021-31.
- 2.2 The timing of this work meant that Council was limited in the decisions it could make through the Long-Term Plan in the resource recovery activity, without also affecting the WMMP (and potentially requiring additional consultation).
- 2.3 As a result, elected members agreed to revisit the WMMP early, as part of the Long-Term Plan 2024-34, so that the decisions and budgets could be better aligned.
- 2.4 The Ministry for the Environment (MfE) has recently identified additional requirements before a document can be considered a WMMP under the Waste Minimisation Act 2008:



- The Council must receive the Waste Assessment and explicitly resolve to review the WMMP in light of the new Waste Assessment.
- The draft WMMP must include details of how the actions will be funded (i.e. rates, user charges, Waste Levy funding, etc).
- The draft WMMP must include a framework for how the Council will make grants or advances of money for the purpose of promoting or achieving waste management and minimisation.
- The draft WMMP must show how we have considered the Waste Hierarchy in the development of actions in the draft WMMP.
- 2.5 The draft WMMP must be consulted on using the special consultative procedure.

# 3. ACHIEVING ALIGNMENT BETWEEN THE LONG-TERM PLAN/RESOURCE RECOVERY PLAN AND THE WMMP

- 3.1 The draft Resource Recovery Plan has been developed as part of the Council's strategic framework, contributing to the outcomes of the draft Community Wellbeing Strategy, and especially the goal to be a sustainable and resilient city.
- 3.2 The draft Resource Recovery Plan sets out the proposed objectives and actions that the Council intends to implement through the draft Long-Term Plan. These draft actions are informed by the most recent Waste Assessment (conducted in 2021/2022).
- 3.3 Elected members shaped the initial draft Resource Recovery Plan through workshops and surveys between November 2022 and April 2023. Further feedback was provided through drop-in sessions and workshops in September and October 2023. Officers have developed budgets for the actions in the draft Resource Recovery Plan and these will be considered by elected members in November and December.
- 3.4 The objectives and actions (along with proposed budgets for those actions) in the draft Resource Recovery Plan will be the core of a replacement WMMP. The approach we have taken building the core of the replacement WMMP into Council's strategic direction and included as part of the LTP ensures that our goals for waste management and minimisation are considered within the wider strategic context.

#### 4. MEETING THE REQUIREMENTS FOR A NEW WMMP

4.1 The work that has already been completed on the draft Resource Recovery Plan has effectively developed the core elements of the replacement WMMP. However, the requirements that MfE has identified that must be met before a document can be considered a replacement WMMP (as identified in paragraph 2.4 above) go beyond what is included in the draft Resource Recovery Plan. Table 1 below shows what is included in the draft Resource



Recovery Plan, and what is required to be included in the Waste Management and Minimisation Plan.

Resource Recovery Plan	Waste Management and Minimisation Plan		
Purpose and objectives	Objectives and policies		
Actions	Actions		
	How the Plan will be funded		
	The framework for making grants or advances of money		

Table 1 - what is included in the draft Resource Recovery Plan and what is required to be included in the WMMP

- 4.2 Further to additional information required to be included in the draft WMMP, we also have to show:
  - How the waste hierarchy has been considered in the development of the WMMP
  - How we will ensure that the collection, transport, and disposal of waste does not, or is not likely to, cause a nuisance
  - How we have given regard to the NZ Waste Strategy or any government policy on waste management and minimisation that replaces the strategy
  - How we have given regard to the most recent waste assessment conducted under section 51 of the Waste Minimisation Act 2008
- 4.3 We have identified two potential approaches for meeting the legal requirements for developing and consulting on a draft replacement WWMP:

# Option 1 – compile a draft WMMP for consultation following the adoption of the Resource Recovery Plan/LTP

- 4.4 In Option 1, the draft Resource Recovery Plan would be consulted on as part of the Long-Term Plan. This would give the community a chance to have their say on the objectives, actions and budgets in the Resource Recovery Plan. Decisions made about the Resource Recovery Plan would be considered in a strategic context, and decisions about funding and budgets would be considered as part of the wider picture of Council's financial priorities.
- 4.5 Once those decisions have been made and the Resource Recovery Plan/LTP adopted, we would compile a draft WMMP. The core content of the draft WMMP would comprise the objectives, actions, and funding decisions from the Resource Recovery Plan, and would be supplemented with the detailed



information that we are required by MfE to include in the draft WMMP. We would consult on the draft WMMP using the special consultative procedure, likely beginning around August 2024.

- 4.6 The consultation document would recognise the recent decisions of the Council in adopting the Resource Recovery Plan/LTP, and that consulting on the WMMP is a requirement of the Waste Minimisation Act 2008. While we don't expect that significant changes would be identified during that consultation process, if elected members do wish to make changes then there is the ability to do so. New or amended actions could be reflected in the Resource Recovery Plan through a decision to amend the Resource Recovery Plan, while any changes to financial information could be referred to the Annual Budget process.
- 4.7 Figure 1 shows how Option 1 would be sequenced.



Figure 1 - sequencing for option 1

Option 2 – compile a draft WMMP for consultation concurrent with the consultation or as part of the consultation on the Resource Recovery Plan/LTP

- 4.8 In option 2, we would compile a draft WMMP for the Council to approve for public consultation concurrent or as part of the Long-Term Plan. The draft WMMP would replicate the objectives, actions and funding information contained in the draft Resource Recovery Plan and would be supplemented with the additional information we are required by MfE to include in the draft WMMP. We would consult on the draft WMMP using the special consultative procedure, and the dates for consultation would be the same as for the LTP.
- 4.9 Figure 2 shows how Option 2 would be sequenced.

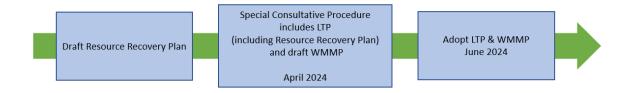


Figure 2 - sequencing for Option 2



#### 5. THE WASTE ASSESSMENT

- 5.1 One of MfE's requirements is that the Council receive the Waste Assessment and the comment from the Medical Officer of Health prior to making a resolution to review the WMMP. For both option 1 and option 2, the Council will need to receive the completed Waste Assessment and make that resolution.
- 5.2 For Option 1, the Waste Assessment and the resolution of Council could be made at any meeting prior to the draft WMMP being approved for consultation.
- 5.3 For Option 2, the Waste Assessment would need to be received and the resolution of Council made by March 2024 at the latest. This is based on the planned date of 3 April 2024 for Council to approve the LTP (with the draft WMMP to be approved at the same meeting, and consultation to start on the same day as the LTP consultation).
- 5.4 At the time of writing this report, we are waiting for the Medical Officer of Health to confirm when they expect to be able to provide their comments to us. We expect to be able to provide a verbal update from them on this matter at the Committee meeting.

#### 6. OPTIONS ANALYSIS

6.1 The main benefits and disadvantages of both options are captured in the table below:

	OPTION 1	OPTION 2
BENEFITS	Consultation as part of the draft LTP allows for the emphasis to be on the objectives, actions, and funding information in the draft Resource Recovery Plan.	Avoids two rounds of consultation on the same information.
	Avoids consulting on two very similar documents within the same consultation timeframe.	
	Allows for staff resources to be more effectively managed over the next seven months	



#### **DISADVANTAGES**

Requires a second round of consultation on issues already decided through the LTP consultation process; could be confusing to the community.

Could affect implementation of actions in the Resource Recovery Plan which are dependent on a changed use of waste levy funding (see paragraph 6.2 below).

Could be confusing to the community that the information from the draft Resource Recovery Plan/LTP is duplicated in the draft WMMP.

Will place additional strain on limited staff resources to produce the draft WMMP for full public consultation alongside the LTP (see paragraph 6.4 below).

Table 2 - benefits and disadvantages for options to develop the replacement WMMP

- 6.2 One of the risks with Option 1 is that any actions that are included in the draft Resource Recovery Plan which involve changing how the waste levy funding is used can't be actioned until the new WMMP is adopted. This would apply to the proposal for a Resource Recovery Fund, which would change the way waste levy funds are used. The proposal is for the Resource Recovery Fund utilising waste levy funding to be made available from March 2025.
- 6.3 Under Option 1, the consultation process for the draft WMMP would not be completed until February 2025 (following hearings and deliberations at the Sustainability Committee in October and December 2024). This would create a risk that the Resource Recovery Fund would need to be funded from rates rather than waste levy funding if the new WMMP was not adopted in time.
- 6.4 The staff involved in the development of the Resource Recovery Plan/WMMP are managing very high workloads over the coming seven months. Option 1 will achieve the goal of ensuring the WMMP is aligned with the LTP, with the substantive components of a replacement WMMP consulted on through the draft Resource Recovery Plan as part of the LTP consultation. Option 1 would minimise the impact on staff workload, because staff have already completed the majority of work on the draft Resource Recovery Plan. Therefore Option 1, with staff preparing the replacement WMMP after the adoption of the LTP in June 2024, would place less strain on staff workloads.

#### 7. RECOMMENDATION

- 7.1 We recommend that the Committee endorse Option 1 compile a draft WMMP for consultation following the adoption of the Resource Recovery Plan/LTP as its preferred approach for developing a replacement WMMP.
- 7.2 We acknowledge that neither option is without disadvantages. In both cases, a clear communication and engagement plan will be needed to ensure that



our community understands why we have taken the approach that is selected.

#### 8. NEXT STEPS

- 8.1 We will prepare a report for the Council to receive the Waste Assessment and the comments of the Medical Officer of Health.
  - 8.1.1 If the Committee decides to endorse Option 1, then the report could be received by the Council at any meeting prior to June 2024.
  - 8.1.2 If the Committee decides to endorse option 2, then there are two opportunities for the Council to receive that report: Council meeting on 18 December 2023, or Council meeting on 14 February 2024.
  - 8.1.3 The Council would also need to pass a resolution to review the WMMP so that a draft WMMP could be prepared for consultation.
- 8.2 Once the Council has received the Waste Assessment and passed the resolution to review the WMMP, then a draft WMMP will be prepared.
  - 8.2.1 If the Committee endorses Option 1, then the draft WMMP would be prepared following the adoption of the Resource Recovery Plan and LTP. The draft WMMP would be presented to the Sustainability Committee on 21 August for approval for public consultation.
  - 8.2.2 If the Committee endorses Option 2, then the draft WMMP would be prepared and presented to the Council on 3 April for approval for public consultation alongside the draft LTP.

## 9. COMPLIANCE AND ADMINISTRATION

Does the Committee have delegated authority to decide?	Yes		
If Yes quote relevant clause(s) from Delegations Manual	162		
Are the decisions significant?	No		
If they are significant do they affect land or a body of water?	No		
Can this decision only be made through a 10 Year Plan?	No		
Does this decision require consultation through the Special Consultative procedure?	No		
Is there funding in the current Annual Plan for these actions?	Yes		
Are the recommendations inconsistent with any of Council's policies or plans?	No		
The recommendations contribute to Goal 4: An Eco City			
The recommendations contribute to the achievement of action Resource Recovery	n/actions in		



The action is: Review the Waste Management and Minimisation Plan

Contribution to strategic direction and to social, economic, environmental and cultural well-being

The approach set out in this memo will enable the community to have input into the strategic direction for the resource recovery activity, and for our WMMP to be aligned to that strategic direction.

## **ATTACHMENTS**

Nil



# **MEMORANDUM**

TO: Sustainability Committee

MEETING DATE: 29 November 2023

TITLE: Amendment to the Waste Management and Minimisation

Bylaw Administration Manual (standardised recycling

collections)

PRESENTED BY: Peter Ridge, Senior Policy Analyst

APPROVED BY: David Murphy, Chief Planning Officer

#### **RECOMMENDATION TO COUNCIL**

 That Council adopt the proposed changes to the Palmerston North Waste Management and Minimisation Bylaw 2016 Administration Manual as shown in Attachment 1.

#### 1. ISSUE

- 1.1 Council is required to make changes to our kerbside recycling collection to align to a new national standard for recycling. This change must be in effect by 1 February 2024.
- 1.2 This change also involves amending the Administration Manual for our Waste Management and Minimisation Bylaw, to reflect what is permitted to be collected in a kerbside recycling collection.
- 1.3 We recommend that the Council adopt the proposed changes to the Waste Management and Minimisation Bylaw Administration Manual, as shown in Attachment 1.

## 2. BACKGROUND

- 2.1 The Government adopted a new national waste strategy called *Rautaki Para* in March 2023. This new strategy sets out the national direction for waste management and minimisation and includes several new requirements for local government.
- 2.2 One of the first of these new requirements is a standardisation of what is permitted to be collected in kerbside recycling collections. The details of these new standards were included in NZ Gazette Notice 2023-go4222, published on 13 September 2023.



- 2.3 The Gazette Notice requires that the changes to kerbside recycling collections be made by 1 February 2024. The Ministry for the Environment (MfE) has advised that it will be enforcing this Gazette Notice under section 37 of the Waste Minimisation Act 2008. MfE auditors will assess our compliance with the standard materials Gazette Notice, and if we fail to comply by the stated date, they may retain one or more payments of the waste levy.
- 2.4 Part 3 of the Administration Manual sets out what is accepted in our kerbside recycling collection. To be compliant with the new standards for kerbside recycling, we need to make amendments to the table of approved diverted materials ("Recycling").

#### 3. PROPOSED CHANGES TO THE ADMINISTRATION MANUAL

## <u>Summary of changes</u>

3.1 The table below summarises the items which must be accepted in a kerbside recycling collection, and those which must not be accepted:

The following items <u>must</u> be accepted in a kerbside recycling collection	The following items <u>must not</u> be accepted in a kerbside recycling collection	
Glass bottles and jars	All three-dimensional items smaller than 50mm at their widest point	
Paper and cardboard	All two-dimensional items small than 100mm by 140mm	
Plastic bottles, trays and containers with resin identification codes (RIC) 1, 2, and 5	All glass, plastic, steel and aluminium containers larger than 4 litres	
Aluminium and steel tins and cans	Lids, caps and tops (excluding tethered lids)	
	Aerosols	
	Liquid paperboard	
	Aluminium foil and trays	
	Plastics with resin identification codes (RIC) 3, 4, 6, or 7	
	Soft plastics	
	Plant pots	
	Paint containers	
	Hazardous substances containers	

Table 1: Acceptable and non-acceptable items for recycling as specified by the Ministry for the Environment

3.2 We already accept all the items which must be accepted in a kerbside recycling collection, so no additions to that list are required.



- 3.3 We do currently accept some items (such as aerosols) which now must not be accepted. There are also some items which are now explicitly excluded which our current Administration Manual does not specify at all. The new items which we must now exclude from our kerbside collection are:
  - All three-dimensional items smaller than 50mm at their widest point
  - All two-dimensional items small than 100mm by 1400mm
  - Lids, caps and tops (excluding tethered lids)
  - Aerosols
  - Liquid paperboard
  - Plant pots
  - Paint containers
  - Hazardous substances containers.
- 3.4 While these items will be excluded from the kerbside recycling collection, we are still able to offer alternative recycling options for any of these materials if we choose to do so. For instance, we accept liquid paperboard and plant pots for recycling at the Ferguson Street Recycling Centre and will continue to offer that service. We also have the option to implement new or additional collections for other materials not collected via the kerbside collection. The opportunity for implementing any new recycling services will be through the development of the Waste Management and Minimisation Plan/Resource Recovery Plan.
- 3.5 The proposed changes are reflected in the tracked changes to the Administration Manual as Attachment 1 to this memorandum.

#### Requirements for consultation

- 3.6 Clause 16.2 of the Waste Management and Minimisation Bylaw states that "before amending the Administration Manual, the Council will consult in accordance with the decision-making requirements of section 82 of the Local Government Act 2002." Section 82 requires that the Council give people who have an interest in the decision reasonable access to relevant information, and an opportunity to present their views to the Council.
- 3.7 In this matter, however, there is no ability for the Council to make a different decision. The changes to the standard materials for kerbside collection are mandatory, and MfE can withhold waste levy payments if we do not comply with the new standards. Consultation with the community on a matter for which there is no discretion to make a different decision would be acting in bad faith. Therefore, we recommend that the changes to the Administration Manual are made without consultation.



3.8 Effective communication, however, is very important to help the community understand the changes to kerbside recycling, and the reason for those changes. Therefore, we will develop a comprehensive communications campaign to prepare the community for these changes.

## 4. NEXT STEPS

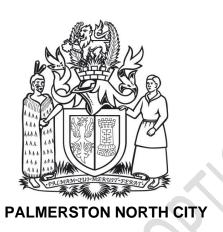
- 4.1 If the Council confirms the recommended changes to the Administration Manual, we will publish the amended document to our website.
- 4.2 We will develop a communications campaign with the Marketing and Communications Team to share the changes to recycling with our community.

## 5. COMPLIANCE AND ADMINISTRATION

Does the Committee hav	No			
Are the decisions significa	ant?	No		
If they are significant do	they affect land or a body of water?	No		
Can this decision only be	made through a 10 Year Plan?	No		
Does this decision re Consultative procedure?	equire consultation through the Special	No		
Is there funding in the cu	rent Annual Plan for these actions?	Yes		
Are the recommendation plans?	ns inconsistent with any of Council's policies or	No		
The recommendations co	ontribute to Goal 4: An Eco City	-		
The recommendations contribute to the achievement of action/actions in (Not Applicable)				
The action is: there is no specific action relating to these proposed changes.				
Contribution to strategic direction and to social, economic, environmental and cultural well-being  The proposed changes are required by the Government in accordance with a NZ Gazette notice. These changes are not driven by the Council's strategic direction. However, a standardised approach to kerbside recycling is intended to make the process of recycling more consistent and more effective across the country, and is expected to improve rates of collection of material that can be feasibly recycled.				

#### **ATTACHMENTS**

1. Draft Waste Management and Minimisation Bylaw 2016 Administration Manual (Amended 6 December 2023) 4 🖺



# WASTE MANAGEMENT AND MINIMISATION BYLAW

2016

# **Administration Manual**

(incorporating amendments as at <u>6 December 2023</u> <del>17 May 2021</del>)

# **Document control**

Version No.	Reason for amendment	Date
1.0	Adopted by Council	26 September 2016
2.0	Updates to conditions for kerbside collection, revised workflows for enforcement, and correct various typographical errors	30 April 2018
3.0	Removal of plastic grades 3,4, 6 and 7 from the approved diverted materials table	17 May 2021
3.1	Updated approved diverted materials table to reflect changes imposed by Standard Materials for Kerbside Collections Notice 2023 (Notice Number 2023-go4222)	6 December 2023

# Authorisation

	Name	Signature	Date
Prepared by			
Reviewed by	7 //		
Authorised by			

#### **PART 1 – INTRODUCTION**

The purpose of this Administration Manual is to provide information complementary to the Waste Management and Minimisation Bylaw by bringing together those aspects which may otherwise be included in the Bylaw, but which are of a technical or administrative nature, or operational matters that are likely to be amended before the Bylaw is reviewed. This approach has been adopted to simplify the administration of the bylaw, allow for administrative and technical processes to be kept up to date, and assist in interpretation of the bylaw.

The Administration Manual is made under the bylaw, and governs the implementation and operation of the bylaw. The Administration Manual is a public document, and is available on the Council's website alongside the bylaws. A hard copy can be provided on request.

This Administration Manual will be updated from time to time, as necessary, to ensure that it is kept up to date and reflects current practice. Amendments to this document will be made by a resolution of Council and either the General Manager for City Networks or the Water and Waste Services Manager will sign off any changes made to this document as a result of such resolution.

# PART 2 – STANDARD CONDITIONS FOR COUNCIL KERBSIDE COLLECTION AND WASTE AND DIVERTED MATERIALS FACILITIES

The following conditions apply to the Council kerbside collection service.

#### Conditions for Waste Collection ("rubbish bag collection")

- Only an approved collection bag may be used for waste. An approved collection bag is one that has the Council logo displayed on it, and is available to purchase from Council offices, or retail outlets within Palmerston North. The maximum acceptable weight for a single collection bag is 10 kilograms.
- 2. The approved collection bag must be placed for collection on the berm or verge outside the property no later than 7.30am on collection day, must be visible from the road, and must not impede pedestrian or vehicular traffic. Where there is no berm or verge the approved collection bag must be placed immediately outside the property boundary facing the road, provided that doing so will not pose a hazard to vehicular or pedestrian traffic. The property occupier remains responsible for any waste that may escape (for example, due to interference from animals) from the collection bag before it is collected.
- There are three categories of waste: approved, controlled and prohibited waste, defined in part three of the Administration Manual. No prohibited items may be placed in an approved collection bag.
- 4. The Council may refuse to collect an approved collection bag if the above conditions are not met. In the event of non-collection of an approved collection bag, the occupier of the property must remove the collection bag from the berm or verge.

# <u>Conditions for Diverted Material Collection ("wheelie bin and glass crate")</u>

#### General

- Only an approved collection container may be used for diverted materials.
   An approved collection container is one that has the Council logo, or both the Council logo and a Council-registered identifier on it.
- 2. Only approved diverted materials may be placed in the collection container. A table of approved diverted materials which may be placed

2

- in the approved collection container is included in Part 3 of the Administration Manual.
- An approved collection container must not be filled or loaded such that the lid (if applicable) cannot be closed, or that the contents extend over the top edge of the container, or so that the contents cannot flow freely from the container.
- Once it has been placed on the berm or verge for collection, no person may deposit into, or remove anything from, an approved collection container other than the occupier of the property or an authorised officer.
- 5. The property occupier remains responsible for any materials that may escape from the approved collection container before it is collected.
- 6. The maximum acceptable weights for approved collection containers are as follows:
  - a. Glass (45 litre black plastic crate): 18 kilograms
  - b. Other diverted materials (black wheelie bin with orange lid): 100 kilograms for 240 litre wheelie bin; 40 kilograms for 80 litre wheelie bin.

#### **Ownership**

- 7. Approved collection containers for approved diverted materials are allocated to eligible properties and shall remain at the eligible properties at all times for use in the Council kerbside collection service. Additional approved collection containers may be supplied on request to the Council, subject to the payment of an additional annual fee, as set out in the Council's Schedule of Fees and Charges.
- 8. Approved collection containers are supplied by the Council direct to the property occupier. Where the occupier of the property is not the owner of the property, the owner must not withhold from the occupier the approved collection containers supplied by the Council.
- 9. The approved collection containers remain the property of the Council and must not be intentionally damaged, altered, or disposed of or used for any purpose other than the Council kerbside collection service. The owner of the property will be liable for the cost of any replacement or repairs necessary to reinstate the approved collection containers to their operable state.
- 10. The Council reserves the right to use measures, whether electronic or otherwise, to identify and locate approved collection containers.
- 11. The Council reserves the right to recover or repossess any approved collection container where that container is not used at the eligible property to which is has been allocated.

#### **Placement**

12. The approved collection container must be placed for collection on the berm or verge outside the property no later than 7.30am on collection day, must be visible from the road, and must not impede any pedestrian or vehicular traffic. Where there is no berm or verge the approved collection container must be placed immediately outside the property boundary

3

- facing the road, provided that doing so will not pose a hazard to vehicular or pedestrian traffic.
- 13. Collection containers should not be placed closer than 0.5m to another collection container or other permanent structure, or fixed or secured to any other container or structure.
- 14. No items should be placed on top of an approved collection container.

#### **Timing**

15. The approved collection container must be removed from the berm or verge before 7.30pm on collection day, and must be stored on the property to which it is assigned.

#### Nuisance

 Where an approved collection container is causing an offensive odour, or is attracting vermin, the occupier is responsible for cleaning the container to remove the nuisance.

#### Refusal to collect

- 17. The Council may refuse to collect an approved collection container if the above conditions are not met. In the event of non-collection of an approved collection container the occupier of the property must remove the collection container from the berm or verge and store the container on the property to which it is assigned.
- 18. The Council reserves the right to determine the level of compliance with these terms and conditions that justifies non-collection of an approved collection container. In determining the level of compliance with these terms and conditions, the Council will have regard to the following factors:
  - a. The volume of non-approved materials in the approved collection container (for instance, a negligible amount of non-approved materials may not warrant non-collection).
  - The type of non-approved materials in the approved collection container (for instance, non-approved materials which can be readily identified and easily removed may not warrant noncollection).
  - c. The condition of non-approved materials in the approved collection container (for instance non-approved materials which are generally clean or inoffensive may not warrant non-collection).

4

# <u>Conditions for use of Waste and Diverted Material Facilities ("transfer stations and recycling centres")</u>

- 1. All users of waste and diverted material facilities must comply with all instructions or directions provided by the site operator or site staff.
- 2. All users of waste and diverted materials facilities must comply with all health and safety signage.
- 3. All users of waste and diverted materials facilities must pay the appropriate fee (where applicable) before unloading and depositing items.
- 4. All items must be deposited into the appropriate container or area or as advised by staff and/or signs posted at each facility.

# PART 3 - CLASSIFICATION OF WASTE AND DIVERTED MATERIAL

This Part is specific to Council's kerbside collection services and waste and diverted materials facilities.

#### Approved, controlled and prohibited waste

#### Approved waste

Any waste which is not controlled waste or prohibited waste is considered approved waste.

#### Controlled waste

The following items are considered controlled waste, provided they are contained so as to prevent injury, damage or loss, secured to avoid puncturing the collection bag, or contained to prevent nuisance including a smell nuisance (for instance, wrapped in paper):

- Broken glass, broken china, broken plastic, razor blade, knife, or any other material capable of causing injury;
- Any sharp object or material capable of puncturing the collection bag or material capable of being rendered so during collection;
- Any perishable waste, such as vegetable and meat scraps.

#### Prohibited waste

The following items are classified as prohibited waste:

- Any explosive, flammable, infectious, radioactive, corrosive or toxic material, oxidant, or any other matter of any kind whatsoever that may endanger any person, animal or vehicle which may come into contact with the material at any time prior to, during or after disposal;
- Liquids;
- · Hot ashes or other hot material;
- Compressed-gas cylinders;
- Asbestos-containing materials. (If you think that the material you are handling may contain asbestos please contact the Ministry of Business, Innovation and Employment. More information can be found on their website at <a href="http://www.dol.govt.nz.">http://www.dol.govt.nz.</a>);
- Hazardous waste.

6

## Approved diverted materials ("Recycling")

The following table shows the approved diverted materials accepted at each of the waste and diverted materials facilities and in the Council kerbside collection service. A tick indicates that the material is accepted in the Council kerbside collection service or at the waste and diverted materials facilities (subject to any noted conditions). A cross indicates that the material is not accepted in the Council kerbside collection service or at the waste and diverted materials facilities. Materials in bold may incur a charge for disposing those items.

Materials Glass bottles and jars that once contained food or beverage	Council Kerbside Collection $\sqrt{1}$	Awapuni Resource Recovery Park	Ferguson Street Recycling Centre	Ashhurst Transfer Station
Plastic bottles, trays and containers identified with Resin Identification Code (recycling symbol) numbered 1,2 and 5	$\sqrt{2}$	V	V	V
Steel tins and aluminium cans	$\sqrt{2}$			
Empty aerosol cans	<del>√</del> 3	4	4	<b>→</b>
Clean paper and cardboard	$\sqrt{43}$	$\sqrt{}$	$\sqrt{}$	
E-waste	Х	Х	$\sqrt{}$	Х
Green waste	Х	√ <u>54</u>	Х	$\sqrt{5}$
Compact Fluorescent Light Bulbs	Х	Х	1	X
Batteries	Х	Х	$\sqrt{}$	X
Liquid paperboard	X	<u>X</u>	√	<u>X</u>
Plant pots	X	<u>X</u>	$\sqrt{}$	<u>X</u>
Tyres	X	√	X	X

#### Notes:

- Glass crate only. Washed with the lids off (the lids can go in the wheelie bin. <u>Maximum size of glass containers is 4 litres.</u>
- 2. Wheelie bin only. Washed with lids off. Maximum size of plastic containers is 4 litres.
- 3. Wheelie bin only.
- 4.3. Wheelie bin only. Includes office paper, magazines, newspaper, egg cartons, cereal boxes, and envelopes.
- 5.4. Approved green waste excludes the following types of organic material: Sawdust, soil, stones and gravel, flax and bamboo, animal waste, ash, leather items, clothing, shoes or fabric, nappies, any organic material contaminated with chemicals known to compromise the quality of compost.

7

#### **Prohibited diverted materials**

Materials not listed as approved diverted materials are prohibited diverted materials. The following list indicates materials that are not able to be recycled at waste and diverted materials facilities and Council's kerbside collection service:

- Plastic wrap (e.g. Glad Wrap);
- Shopping and bread bags and other single-use plastic bags;
- Soft plastic bags and wrappers;
- Plastic containers identified with recycling symbol numbered 3, 4, 6 and 7;
- Aluminium foil;
- Drinking glasses;
- Organic waste (excluding green waste);
- Needles (some pharmacies may provide a safe bin for needles and other sharp medical instruments);
- Pesticides, oil or hazardous chemicals;
- Ceramics, crockery, porcelain and ovenware including Pyrex products;
- · Mirrors, window glass or broken glass;
- Light bulbs (the Ferguson Street Recycling Centre accepts compact fluorescent bulbs);
- · Bubble wrap;
- Hot and cold ashes;
- Polystyrene (includes polystyrene meat and food trays);
- Tissues, serviettes, paper towels, toilet paper, wipes or similar items;
- Materials contaminated with food or human waste e.g. tissues and paper towels;
- Paint or paint containers;
- Batteries (the Ferguson Street Recycling Centre accepts batteries);
- Perspex;
- · Construction and demolition waste;
- · Electric cables, string, and rope;
- · Gas bottles;
- \_\_Any liquid.
- All three-dimensional items smaller than 50mm at their widest point
- All two-dimensional items small than 100mm by 140mm
- Lids, caps and tops (excluding tethered lids)

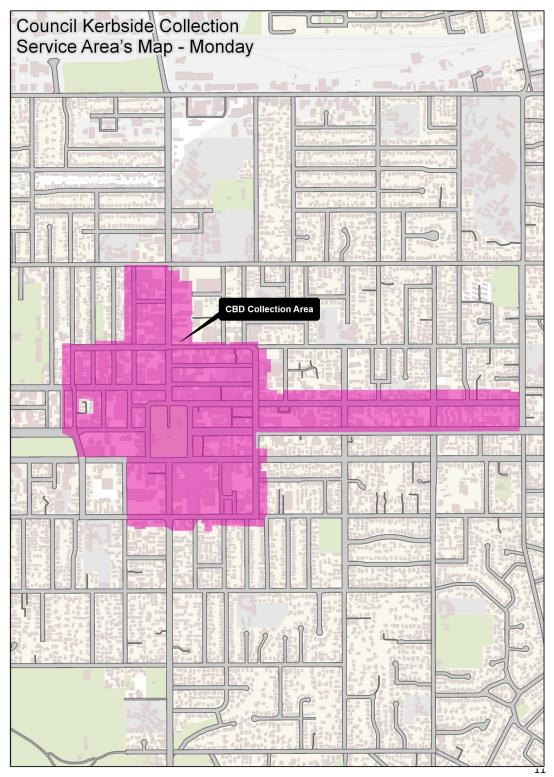
8

- Aerosols
- Hazardous substance containers

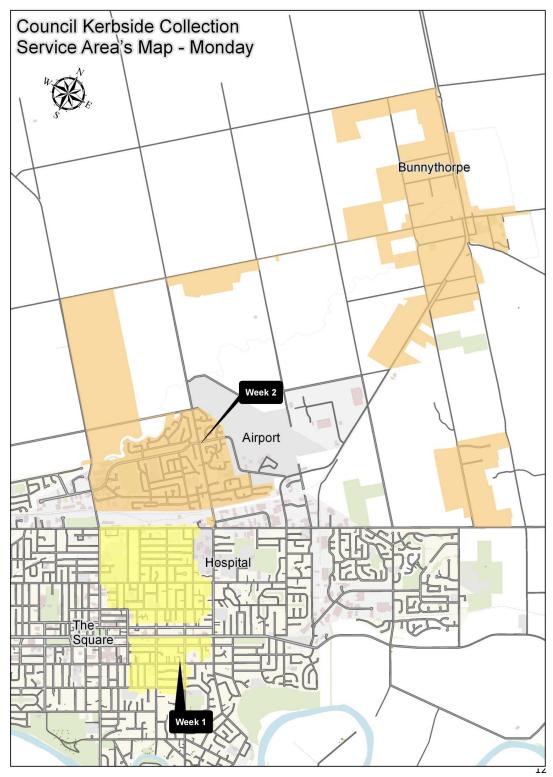
#### The following maps show the coverage of the Council's kerbside collection service.

Each map identifies the areas to which the stated collection day applies. Those properties within the highlighted area are eligible for the Council kerbside collection service on the day stated on that map.

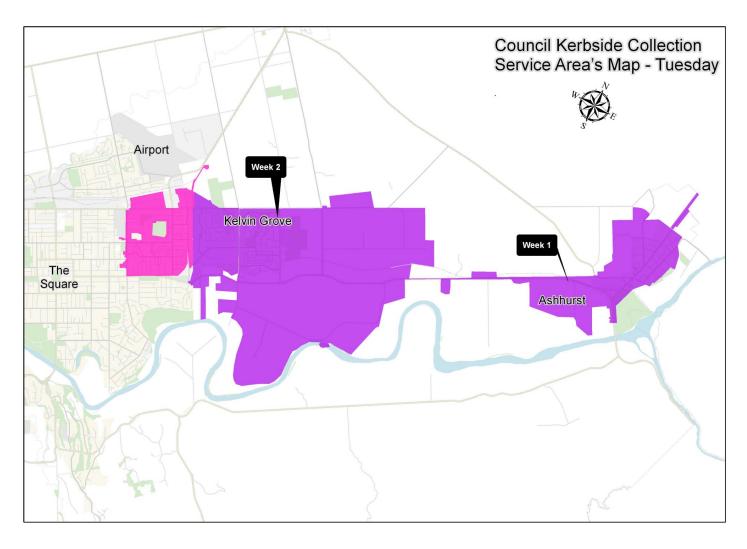
Council operates an alternating collection service for recycling. Each year Council publishes a "Week 1" and "Week 2" calendar that identifies for each week of that year whether the kerbside service is collecting either the "wheelie bin" or the "glass crate". Where the maps in this section indicate an area as "Week 1" or "Week 2", this identifies which week applies to that area.



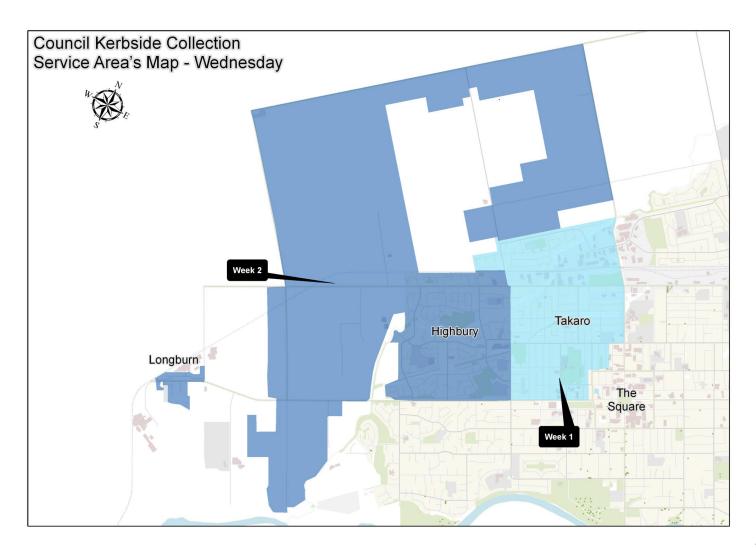
Palmerston North Waste Management and Minimisation Bylaw 2016 - Administration Manual



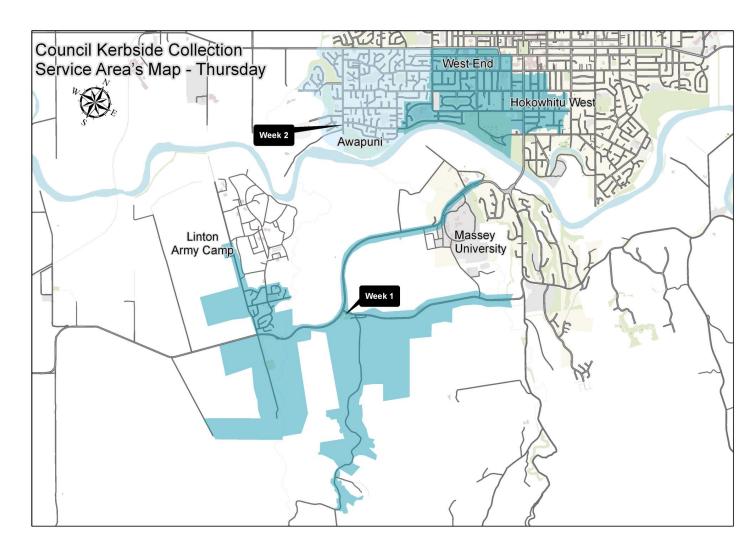
Palmerston North Waste Management and Minimisation Bylaw 2016 - Administration Manual



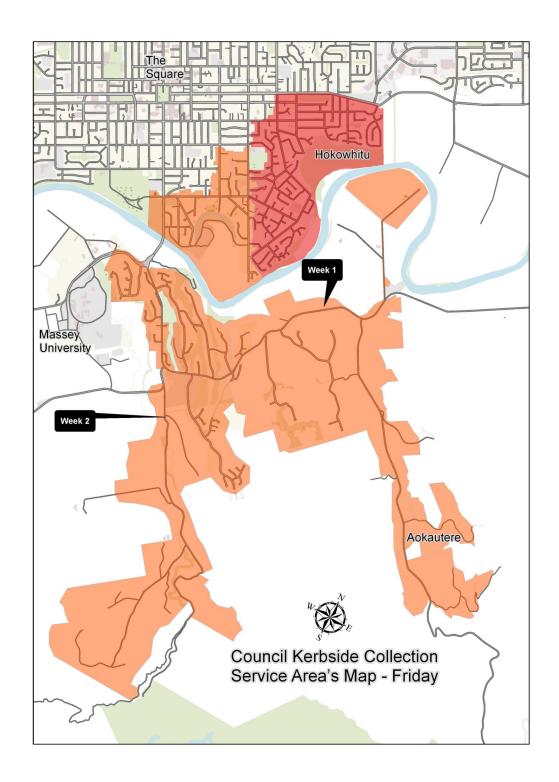
Palmerston North Waste Management and Minimisation Bylaw 2016 - Administration Manual



Palmerston North Waste Management and Minimisation Bylaw 2016 - Administration Manual



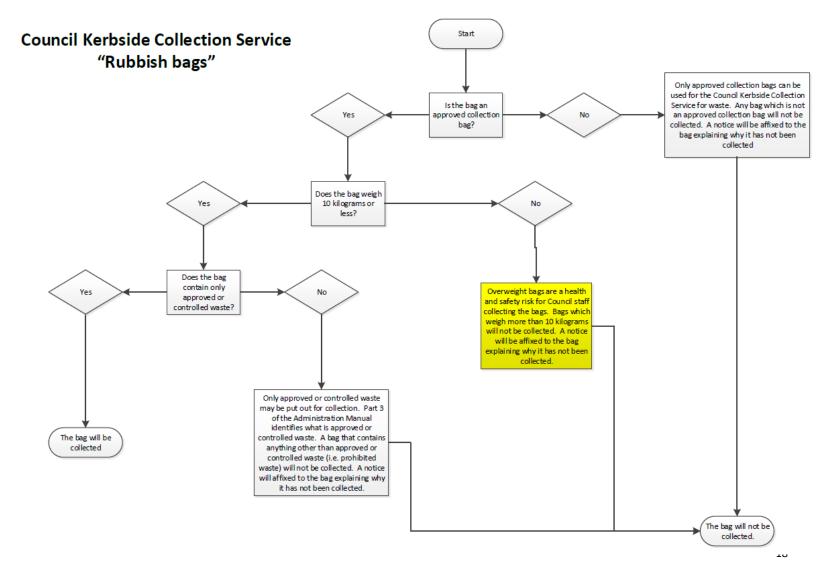
Palmerston North Waste Management and Minimisation Bylaw 2016 - Administration Manual



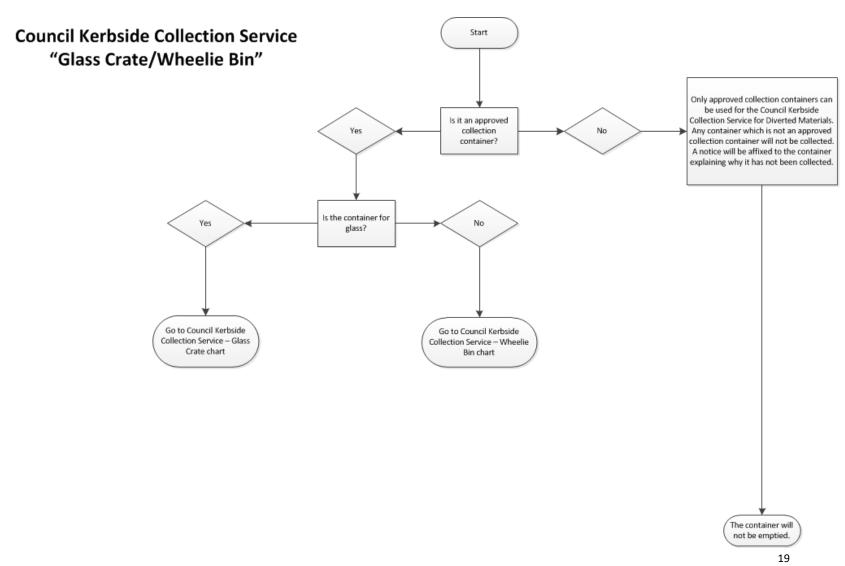
16

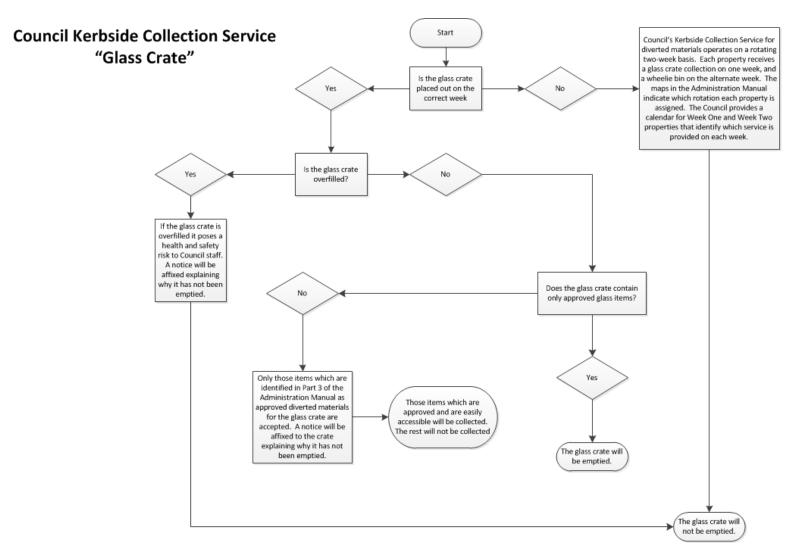
## PART 4 – POLICY FLOWCHART FOR COUNCIL KERBSIDE COLLECTION SERVICE ENFORCEMENT

The following flowcharts describe how Council staff will determine compliance with the terms and conditions for the Council kerbside collection service, and what action should be taken in the event of non-compliance.

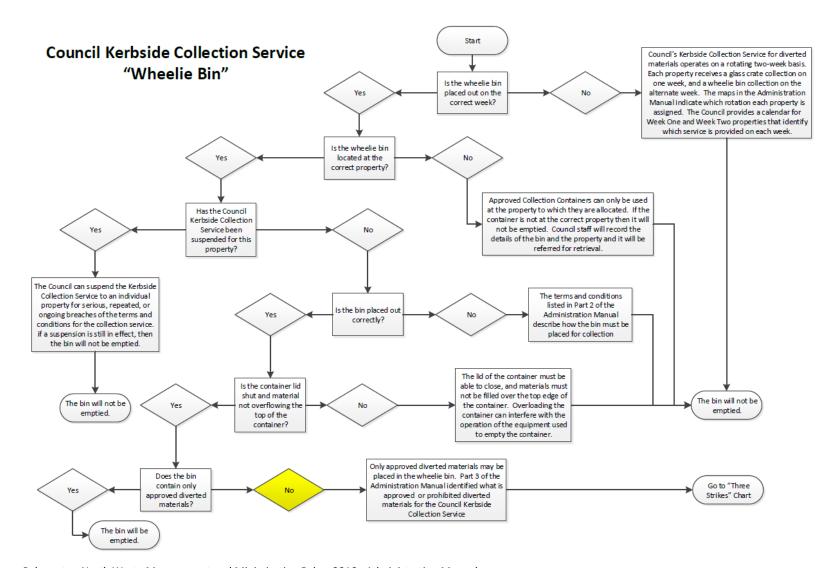


Palmerston North Waste Management and Minimisation Bylaw 2016 - Administration Manual

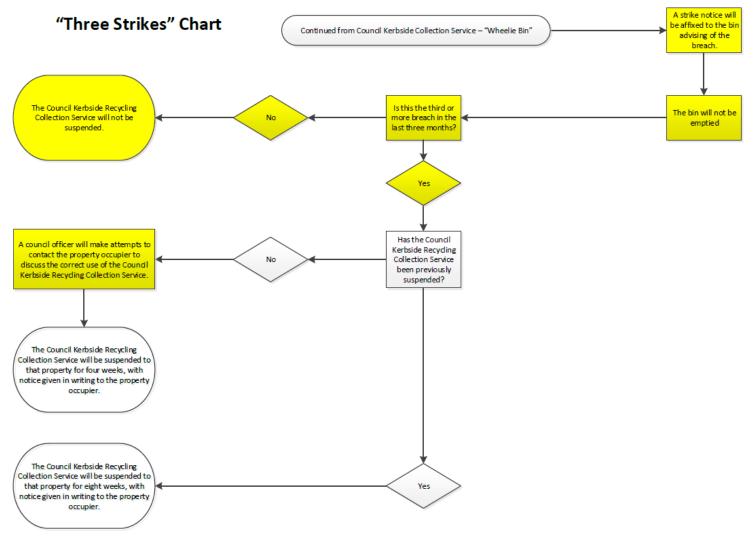




Palmerston North Waste Management and Minimisation Bylaw 2016 - Administration Manual



Palmerston North Waste Management and Minimisation Bylaw 2016 - Administration Manual



Palmerston North Waste Management and Minimisation Bylaw 2016 - Administration Manual

## PART 5 – COMMERCIAL WASTE COLLECTOR LICENCE – TERMS AND CONDITIONS

A commercial waste collector licence is subject to the following conditions:

#### Scope of licence

- 1. The licence commences on the date it has been signed by the Licensee and the Council. The duration of the licence will be stipulated in the Licence.
- 2. Only waste or diverted materials of the type identified on the licence may be collected by the licence holder.

#### Reporting and auditing

- The licence holder must provide to the Council a monthly report on its waste and diverted material collection activities for the month prior no later than the 20<sup>th</sup> day of the month following the period reported on.
- 4. The information in the report must include the following details:
  - a. The amount (by weight in tonnes) of waste and diverted materials collected by the licence holder; and
  - b. A breakdown of the waste and diverted materials by type of material; and
  - c. Where the waste and diverted materials were deposited.
- 5. The Council reserves the right to audit the reports provided by the licence holder. For audit purposes, the Licence Holder will be required to grant Council or its designated contractor access to information reasonably necessary to validate the reports provided in accordance with the terms and conditions of the licence.

#### Confidentiality

6. Commercially sensitive material received from the commercial waste collector licence holder that the License-holder wishes to keep confidential must be stamped "commercially sensitive" by the licence holder and will be received by the Council on that basis under the Local Government and Official Information and Meetings Act 1987 and held subject to that Act.

#### Bond

 The licensee may be required to lodge a bond with the Council, as security against costs that may be incurred by the Council in the event of non-compliance with the licence.

#### Liability and indemnity

The Council is not responsible or liable in any way whatsoever in respect of the
actions of the licensee or the compliance or otherwise of the licensee with the
terms of this licence.

#### Compliance

- The licensee must comply with applicable laws, bylaws, regulations and Council's standards and policies, including the Council's Waste Management and Minimisation Plan.
- 10. The Council may require that the licensee has a Traffic Management Plan in place.
- 11. If a licensee does not comply with the licence, the Council may:
  - a. Issue a written warning to the licensee, which may be considered as evidence of a prior breach of a licence condition during any subsequent review of the licence;
  - b. Review the licence, which may result in
    - i. amendment of the licence; or
    - ii. suspension of the licence; or
    - iii. termination of the licence;
  - c. Have recourse to any bond where the Council has incurred any cost as a result of the breach of the licence condition, including where the Council has itself performed or arranged for the performance of any licensed activity on the default of the licensee;
  - d. Review the amount and nature of the bond, which may result in:
    - i. an increase of the amount of the bond;
    - ii. a change to the nature of the bond that has been provided;
  - e. Enforce any offence that may have been committed under the Litter Act 1979:
  - f. Enforce any breach of the Bylaw, as provided for in the Health Act 1956, the Local Government Act 2002 and the Waste Minimisation Act 2008.

#### Termination of licence

- 12. The licensee may terminate the licence by giving two months' notice in writing, or at a shorter notice by agreement with the Council.
- 13. The Council may terminate the licence:
  - a. With one months' notice in writing, where the terms and conditions of the licence have not been met by the licensee;
  - b. Immediately, without written notice, where the terms and conditions of the licence have not been met by the licensee and the beach of the terms and conditions poses a risk to the health and safety of any person or damage to Council property, or where the licensee breaches the Bylaw.

### **Application Form**



Palmerston North City Council Waste Management and Minimisation Bylaw Commercial Waste Collector Licence

(Any enquires please phone Palmerston North City Council 06 356 8199)

ssociated brand names:	
hone:	Mobile:
mail:	Fax:
Nailing Address:	
hysical Address:	
elephone Number 24/7:	
rinciple of company (Name):	
hone:	
2. APPLICATION PERIOR	OD
rana ta	(maximum licence period 5 years)

Licensee and Council checklist. Please ensure you complete all paperwork before returning.

	Licence Applicant	Council
Form completed?		
Public Liability Insurance certificate attached		
Fee paid		
Terms and conditions received		
Issue licence		

25

R		
R		
G	Domestic waste	
_	Recyclables	
C	Green Waste	
	Construction and demolition waste	
C	Commercial waste	
Ir	norganic waste	
Н	Hazardous waste	
C	Other (Please specify)	

#### 4. TYPE OF APPROVED CONTAINERS COLLECTED

ТҮРЕ	VOLUME (CAPACITY)

## 5. FACILITY/FACILITIES TO WHICH MATERIAL WILL BE TRANSPORTED BY THE COLLECTOR

Name the type of facility/facilities (e.g. Transfer Station, landfill, cleanfill, compost site, recycling plant, materials processing sites, Resource Recovery Facility)

FACILITY NAME AND TYPE	LOCATION	WASTE TYPE

26

 ${\bf Palmerston\ North\ Waste\ Management\ and\ Minimisation\ Bylaw\ 2016\ -\ Administration\ Manual}$ 

#### 6. METHODS/TREATMENT

Provide methods and treatment details of material that you handle:

Please cover as appropriate

- How often and from where do you collect material?
- How is it transported?
- Will the material be commingled in your collection vehicles?
- How will the operator determine tonnages collected?
- How is the material recycled, recovered, reused?
- Is there any treatment of the material? If so what kind of treatment?

Please describe in the box below (or attach a separate sheet):				

#### 7. FLEET

Please attach details indicating the number and type of vehicles, their registration numbers, and what load containment measures are being used.

VEHICLE	REGISTRATION

(Please attach any extra vehicles' information on a separate page)

27

# 8. EXPERIENCE Provide details of your experience in the waste industry. Please describe in the box below (or attach a separate sheet): 9. PAST OPERATIONAL ISSUES Provide details of any operational issues that might have affected your ability to perform in the past.

#### 10. PUBLIC LIABILITY

Provide a copy of certificate of public liability insurance covering the licence period. (A certificate from a broker is sufficient.)

28

#### 11. DECLARATION

I/we agree to be bound by and fulfil all terms and conditions of the licence by signature, including (without limitation) meeting all information and reporting requirements.

I/we declare that all information provided in this application and any (numbered) attachments and any information subsequently provided under the terms and conditions of the licence are correct and accurate.

Signature of applicant:	
Name and Title of applicant:	
Date:	

Please note: The person completing this application must be authorised, in writing, to act as a signatory on behalf of the applicant.

Please ensure you complete all paperwork before returning

## PART 6 - TERMS AND CONDITIONS FOR EVENTS WASTE MANAGEMENT AND MINIMISATION

The following terms and conditions apply to any event held on Council land or with Council funding:

- 1. The event organiser must take all reasonable steps to minimise the amount of waste generated at the event. This includes encouraging event participants (e.g. food vendors) to minimise the amount of packaging used or given out. Non-recyclable materials such as foil or foil-lined packaging, polystyrene or Styrofoam containers or cups, wax-lined paper cups or tetra packs should not be used at events and the event organiser should communicate this to the event participants.
- 2. The event organiser must take all reasonable steps to encourage recycling opportunities for materials used at the event. This includes:
  - a. Using 100% compostable packaging, single-use beverage cups and utensils. Compostable materials are paper or cardboard (not plastic-lined), corn-starch/potato-bases/sugar-cane based packaging, bamboo, PLA ("plant plastic"). Where the use of compostable materials is not practicable, food packaging should be made from recyclable or reusable materials.
  - b. Promoting to event attendees opportunities to recycle packaging.
- 3. The event organiser is responsible for ensuring both waste and recycling bins (with the types of material that can be accepted in each type of bin) are available and distributed widely around the event location.
- 4. The event organiser is responsible for ensuring that all waste and recyclable material collected at the event is disposed of correctly.



#### **MEMORANDUM**

TO: Sustainability Committee

MEETING DATE: 29 November 2023

TITLE: Progress Update 2023 - Palmerston North City Council Low

**Carbon Roadmap** 

PRESENTED BY: Adam Jarvis, Principal Advisor – Climate Change and David

Watson, Senior Climate Change Advisor

APPROVED BY: David Murphy, Chief Planning Officer

#### RECOMMENDATION TO SUSTAINABILITY COMMITTEE

1. That the Committee receive the memorandum titled 'Progress Update 2023 - Palmerston North City Council Low Carbon Roadmap' presented to the Sustainability Committee on 29 November 2023.

#### 1. ISSUE

- 1.1 Government has signalled its intention to reduce all long-lived greenhouse gasses to net zero and achieve a 24-47% reduction in biogenic methane by 2050. Government has set emissions reductions targets which include a 6.4% reduction in national emissions by 2025 (compared to a 2019 baseline) and a carbon-neutral public sector by 2025.
- 1.2 Workstreams to help achieve the above targets are set out in the National Emissions Reduction Plan (NERP). Sixteen work areas are proposed, a summary of the Government's progress on these areas is provided in Attachment 1.
- 1.3 However, Council officer's analysis of the updated New Zealand Emissions Trading Scheme (ETS), as confirmed via discussions with ETS experts and the Climate Change Commission, show that initiatives in ETS-covered sectors will not reduce net national emissions in the absence of corresponding reductions in the availability of credits.
- 1.4 Lacking the power to reduce credit availability, Council is unable to impact net national emissions. Consequently, a refinement of our strategic approach through the upcoming Long Term Plan (LTP) is recommended - working to reduce the cost of emission reductions for the people of our city, rather than seeking to reduce them directly.
- 1.5 Council's Climate Change mitigation response workstreams are continuing to progress, and a summary of each is included below.



#### 2. BACKGROUND

#### **Broader National & Regional Context**

- 2.1 The NERP has been in effect for over a year and several of its proposals have been published for consultation or actioned by Government agencies. Reforms that directly affect the delivery of council services include:
  - Resource management and building code reforms
  - Waste management (in particular organic waste) requirements
  - Changes to funding requirements from bodies such as Waka Kotahi and EECA<sup>1</sup>
  - Funding for discrete projects such as solar microgrids, circular economy, and battery research.
- 2.2 The Climate Change Commission released a draft version of its 2025-35 recommendations for changes to the national emissions targets and budgets for consultation between March and July 2023. Advice to the Government on these changes and future direction is due to be published in the first half of 2024.
- 2.3 As reported to Council on 15 February 2023, the Climate Action Joint Committee, part of the Triennial Agreement for the Manawatū-Whanganui Region, published the Manawatū-Whanganui Climate Change Action Plan (the Plan) in March 2023.
- 2.4 Actions as set out in the Plan have been incorporated into the draft LTP where appropriate. These can be summarised as:
  - I. Include climate change in policy, infrastructure and planning decisions
  - II. Collaboratively develop local climate action plans
  - III. Measure and reduce organisational carbon emissions
  - IV. Work proactively with regional and central government agencies

#### <u>Implications of changes to the New Zealand Emissions Trading Scheme</u>

- 2.5 The New Zealand Emissions Trading Scheme has undergone considerable changes in recent years, particularly after the passage of the Zero Carbon Amendment Act 2019, which removed the 'fixed price option', following the earlier removal of the ability to purchase international credits.
- 2.6 As a consequence of these changes, the price of credits (i.e. the enforced cost of a tonne of emissions in the sectors covered) has increased

<sup>&</sup>lt;sup>1</sup> Energy Efficiency & Conservation Authority



- considerably from its low of \$2/tonne in 2013, currently trading (at time of writing) at \$65.60/tonne on the secondary market.
- 2.7 Whereas earlier low and fixed price options were frequently found by contemporary studies to be insufficient to substantially affect emissions, the prices we are currently seeing demonstrably do given that, for example, ~15% of the price of petrol at the pump currently goes to servicing the ETS obligations of that fuel.
- 2.8 The relationship between price and fuel consumption is complex, but the Ministry of Transport in a recent study<sup>2</sup> estimated that a 10% increase in fuel price resulted in a 1.5% decrease in national fuel consumption as households, logistics companies, etc., collectively shifting slightly towards alternative transport choices or forego trips entirely.
- 2.9 Conservatively, we can therefore estimate that the impact of the ETS on fuel consumption is an annual reduction of approximately 90m tonnes of fuel (1.5% of the 6b tonnes of fuel used annually in New Zealand). The ETS is therefore responsible for at least 300,000tCO2e/year in emission reductions in the transport sector alone.
- 2.10 The relationship between the imposition of ETS costs and aggregate demand in the other sectors covered by the ETS is less well studied. However, the ETS clearly provides financial incentives for renewable generation, while disincentivising coal and gas. It also marginally increases the cost of electricity for consumers, encouraging efficiency and savings. The ETS also contributes to emissions impacts in the other sectors it covers waste, synthetic gasses, industrial processes, and space heating. Finally, a March 2023 cabinet paper from the Office of the Minister of Climate Change³ estimates a lower bound for additional sequestration driven by the ETS at 1.6mtCO2e/year. In summary, we can reasonably estimate the ETS is responsible for the significant excess of 2mtCO2e/year of net emission reductions, far beyond Palmerston North's citywide footprint.
- 2.11 While the ETS still contains a number of so-called 'distortionary' mechanisms, such as the 'cost containment reserve' which releases additional credits should a particular price threshold be met (currently \$82/tonne, set to rise in 2024 to \$173/tonne), the scheme is fundamentally a market-based mechanism, with the price of credits set through supply and demand for credits.
- 2.12 Consequently, any project that directly reduces emissions within an ETS-covered sector also directly reduces demand for credits, leading (per

<sup>&</sup>lt;sup>2</sup> Ministry of Transport. 'Post-implementation regulatory assessment: Temporary decreases in petrol excise duty, road user charges and half-fare public transport'. Published January 2023. Retrieved September 2023. https://tinyurl.com/2w9crp27

<sup>&</sup>lt;sup>3</sup> Cabinet Economic Development Committee. 'A review of the New Zealand Emissions Trading Scheme'. Presented March 2023. Retrieved September 2023. https://tinyurl.com/2mzxx4dc



economics 101) to a reduction in the cost of credits. In turn, this marginal reduction in cost enables households, businesses, etc., to once more conduct activities that were previously halted due to the higher cost of fuel for example, thereby offsetting reductions previously made.

- 2.13 The \$65.60 cost represents the current maximum price New Zealanders are collectively willing to pay to emit a tonne of ETS-covered carbon. An emission reduction project reduces demand for credits. The price for a given quantity will fall, and consumers will buy additional credits until the price rises once again to the maximum that people are willing to pay.
- 2.14 Therefore, so long as the ETS continues to be at a price that significantly affects marginal behaviour, total net emissions within ETS-covered sectors are, over longer timescales, essentially solely governed by the government's supply of credits, rather than resulting from individual or local-level actions.
- 2.15 The dynamic described above has significant implications for our emission reduction strategy.
- 2.16 In the first instance, projects that reduce Council's organisational emissions in a cost-effective manner (such as those funded through the Low Carbon Fund) continue to be worthwhile by reducing our current and future ETS liabilities. Secondarily, they also provide exemplars to the city in terms of which sorts of projects are likely to be of general value given our local climatic conditions (e.g. solar irradiance, heating demand).
- 2.17 However, projects that reduce citywide emissions in sectors covered by the ETS should not be expected to reduce net national emissions in the absence of changes to the supply of credits.
- 2.18 Instead, such projects should be assessed differently in terms of their impact in enabling the community to reduce their own ETS liabilities (e.g. through reducing the risk-adjusted cost of alternative transport choices), rather than in terms of their direct emission impact (which, on net, will be zero). Essentially, citywide emission reduction actions are indistinguishable from subsidies.
- 2.19 In many cases the sorts of actions taken under the two approaches might be identical, but any action that targets a particular segment of the broader community should be considered in this context.
- 2.20 Council's climate change mitigation focus should remain on those areas where Council is best able to leverage available tools and resources:
  - Council operations
  - Land use planning
  - Transport network
  - Forestry (particularly those areas outside the ETS, such as the Turitea and Green Corridors).



#### Citywide Carbon Emissions Analysis

- 2.21 Council has been tracking progress towards its emission reduction goals through internally produced citywide and organisational carbon inventories.
- 2.22 The 2022 Citywide Emissions Inventory and 2022/23 Organisational Emissions Inventory was presented to the October 2023 Sustainability Committee.
- 2.23 Work is progressing to further automate inventory compilation and data collection to improve the efficiency and accuracy of these inventories.

#### Palmerston North City Council emissions reduction project development

#### The Low Carbon Fund

- 2.24 Through the 2021-31 LTP Council created the Low Carbon Fund (LCF) in order to provide marginal funding to existing approved renewal projects. Since 2021, projects supported by the fund in the first two years of operation are predicted to save over 1,400 tonnes of carbon emissions and \$690,000 in net present financial savings over the lifetime of the funded projects.
- 2.25 The Low Carbon Fund assessment process is established to involve an assessment of the financial value of the proposed changes to determine if the carbon reductions resulting from a given project are commensurate with the scale of the investment. This process compares the capital cost of projects with the operational costs and/or savings of the asset over its lifetime. This is used to derive a 'net present cost'. Finally, this cost (or saving) is compared with the lifetime carbon emission reductions caused by the investment in order to determine a cost per tonne saved. Projects that are more expensive than the ETS price are ineligible for funding unless they provide a wider strategic benefit greater than or equal to the 'excess' cost.
- 2.26 The fund continues to operate. An interim report on the performance of the fund in the current financial year will be presented to the March 2024 Sustainability Committee.

#### Long Term Plan Programme Development

- 2.27 A range of programmes have been developed for consideration through the upcoming 2024-2034 LTP deliberations. These have been developed using a similar approach to the LCF, in terms of the expectation that these will both reduce emissions and provide net present value.
- 2.28 The Council's 'Zero Carbon Feasibility Study', previously presented to the September 2022 Environmental Sustainability Committee, is being updated to reflect proposed programmes in the draft 2024-34 LTP. This will provide an overview of the overall direction and rate of change in greenhouse gas emissions reductions. A forward projection of this information will determine the size and speed at which compensation will be needed to achieve the 2031 target and net zero emissions by 2050.



#### **Response to Changing National Direction**

- 2.29 While national policy direction is continuing to develop and change, the current NERP signals that Council will be required to take certain actions and achieve certain targets. Actions included in the plan indicate that substantial changes to many Council functions will be required. Notable expectations published to date include:
  - Future transport plans & funding applications to Waka Kotahi must include emissions assessments
  - Deliver a voluntary 20% reduction in vehicle kilometres travelled in line with sub-national targets
  - 'Substantially improve' walking and cycling infrastructure
  - Provide infrastructure to comply with safe travel to school requirements
  - Improve kerbside waste collection, including requiring separation of organic waste and construction waste
  - Integrate climate mitigation into infrastructure planning decisions
  - Support emissions reductions in housing and urban development via policy, guidelines, direction, and partnerships

#### 3. NEXT STEPS

#### National and Regional Context

3.1 Legislative changes outlined in the NERP, as delivered in programmes published by the relevant Government agencies, will continue to affect Council strategies, projects and ongoing operations. Further advice on the implications of these changes will be provided in the course of regular climate change reporting, as well as in context of specific relevant decisions.

#### Implications of changes to the New Zealand Emissions Trading Scheme

- 3.2 Given the dynamics of the ETS discussed above, it is proposed that Council adjust its strategic approach to climate change mitigation along the following lines:
  - I. Continue to take measures to reduce Council's emissions in ways that create public value (e.g. reducing costs, broader environmental impact)
  - II. Refine Council's decision-making framework for assessing citywide emissions to consider how the project reduces the costs (financial and non-financial) of emission reductions for the community (potentially while delivering a range of other co-benefits), rather than expecting to reduce these emissions directly.
  - III. Lobby central Government to create a process whereby ETS credit allocations are automatically aligned with the carbon budgeting process and New Zealand's Intended Nationally Determined Contributions (INDCs). Further, wherever grants are paid from the Climate Emergency Response Fund (i.e. from ETS credit sale revenue) -



that future ETS allocations are reduced accordingly such that total national emissions decline on net.

#### **Emissions Inventories and Modelling**

3.3 Citywide and Organisational Emissions Inventories will continue to be provided annually to Council, as well as modelling of the emissions impact of relevant significant decisions.

An updated Council 'Zero Carbon Feasibility Study' will be provided to the March 2024 Sustainability Committee, showing the estimated organisational emission impacts of different pathways available to Council through the upcoming 2024-34 LTP.

#### 2024-34 Draft Long Term Plan Programme Development

3.4 A range of emission reduction programmes are being developed for consideration through the upcoming LTP deliberations. Per Elected Member guidance, approximately 80% of these have a high degree of certainty of being value-accruing (e.g. providing net present savings), with the remaining 20% options for more 'experimental' projects, such as demonstrator/feasibility projects, or where there might be an opportunity to kick-start economies of scale for the wider community.

#### The continued role of the Low Carbon Fund

- 3.5 The LCF will continue to provide flexibility for projects to take advantage of declining costs, external funding, and other unplanned opportunities. The draft 2024-34 LTP programme budget for the LCF contains an operational budget sized to enable officers to engage specialist advice where required (e.g. a structural assessment of the suitability of a particular existing facility for a new solar array). This should substantially increase the speed and scope of the fund to dispense funding to projects that meet its criteria.
- 3.6 As directed, an interim report on the LCF activities in the current financial year to date will be provided to the Sustainability Committee in March 2024.

#### Future of the Low Carbon Roadmap

- 3.7 The 'Low Carbon Roadmap', as it stands, is an annual summary of the recent past and upcoming direction of the climate change work programme. While this has served its purpose, given the advice above, it may be worthwhile to revisit what outcomes Council is seeking from this process.
- 3.8 Options for a future 'roadmap' include:
  - Continue with the status quo of annual work programme updates
  - Incorporation of the roadmap with the Climate Change Plan and strategic direction
  - A document that details a trajectory towards carbon neutrality for the Palmerston North City Council. This could be created following the



- presentation of the revised Zero Carbon Feasibility Study, and the confirmation of the 2024-2034 Long Term Plan.
- A document that details longer-term aspirations for the city and the actions Council intends to take to support the community.
- A combination of the above

#### 4. COMPLIANCE AND ADMINISTRATION

Does the Committee have delegated	Yes			
Are the decisions significant?	No			
If they are significant do they affect la	No			
Can this decision only be made throug	gh a 10 Year Plan?	No		
Does this decision require consultation through the Special Consultative procedure?				
Is there funding in the current Annual Plan for these actions?				
Are the recommendations inconsisten plans?	No			
The recommendations contribute to Goal 4: An Eco City				
The recommendations contribute to the achievement of the Eco City Strategy goal of a 30% reduction in carbon emissions by 2031.				
Contribution to strategic direction and to social, economic, environmental and cultural wellbeing  The emissions inventory and management plan detail Council's progress in reducing its own internal corporate emissions in line with the Eco City Strategy goal.				

#### **ATTACHMENTS**

1. National Emissions Reduction Plan - Progress on Actions 🗓 ื

Attachment 1 – Progress on National Emission Reduciton Plan work areas

The following table details the actions within the National Emission Reduciton Plan (nERP) that include local government as a key contributor. Progress to date is summarised but is not to be considered exhaustive as many overlapping programs and strategies exist in some action areas. All work to deliver published strategies should be considered ongoing.

Action Area [nERP Chapter]	Progress		
Empowering Maori	Māori Climate Platform in development via a Ministerial Advisory		
[Chapter 2]	Committee.		
<b>Equitable Transition</b>	Nationwide workshops held during March 2023.		
[Chapter 3]	Currently reconsidering the scope and timeline of the Strategy as a result		
	of the response received.		
Working with nature	Jobs for Nature programme initiated.		
[Chapter 4]	Urban Ngahere (forest) developed for Kaianga Ora and Auckland.		
Emissions Pricing [	Emissions Trading Scheme (ETS) rules updated for high emitting industry		
Chapter 5]	/ agriculture.		
	Industriual Allocation Bill passed to update ETS rules.		
Planning &	RMA reforms progressing.		
Infrastructure	Climate Data Infrastructure initiative due for publication 2024.		
[Chapter 7]	Sustainability rating scheme, Carbon Neutral Government Programme		
	and Resource efficiency and waste minimisation projects in progress.		
Circular economy	2023 focus is on research and data collection.		
[Chapter 9]	2024 engage and consult on a draft strategy.		
	Strategy completed in 2025.		
Transport [Chapter	Spatial Planning Act 2023 received assent on 23 August 2023		
10]	National freight and supply chain strategy published June 2023.		
	Project assessment tools developed to include climate related risks.		
	Road Plans (NRLTP) to be updated in 2024 to include climate goals. Public		
	Transport Plans (NPTS) to follow.		
	Cycling and Walking Strategy to be published by the end of 2023.		
	No date on congestion charging decision for Auckland.		
	Support for VKT reduciton in Tier 2 cities cut as part of CERF funding		
Duithin - O	reduction.		
Building &	Renewable Energy Strategy published 2023 as part of NZ Energy Strategy		
Construction [12]	(to be published by the end of 2024) consultation is currently open.		
	Consenting rules for air consents, process heat and renewable energy have been updated.		
Forestry [14]	Climate Change (Forestry Sector) Regulations 2022 effective from 1 Jan		
	2023 (under the ETS).		
Waste [15]	New strategy, Getting Rid of Waste for a Circular Aotearoa New Zealand,		
	published March 2023.		



#### **COMMITTEE WORK SCHEDULE**

TO: Sustainability Committee

MEETING DATE: 29 November 2023

TITLE: Committee Work Schedule

#### **RECOMMENDATION TO SUSTAINABILITY COMMITTEE**

1. That the Sustainability Committee receive its Work Schedule dated November 2023.

#### SUSTAINABILITY COMMITTEE WORK SCHEDULE - NOVEMBER 2023

Estimated Report Date	Subject	Officer Responsible	Current Position	Date of Instruction & Clause number
29 Nov 2023	Low Carbon Roadmap- options to achieve the city-wide goal of 30% reduction in emissions by 2031	Chief Planning Officer		30 March 2022 Clause 6-22, Climate change plan ongoing action #5
<del>29 Nov 2023</del>	Waste Management and Minimisation Plan	Chief Planning Officer/ Chief Infrustructure Officer	Aligned with LTP process	Terms of reference
13 Mar 2024	Household and Neighbourhoo d Composting Options	Chief Infrastructure Officer	Moved to Council 18 Dec to align with LTP process	11 Oct 2023 Clause 28-23
13 Mar 2024	PNCC Zero Carbon Feasibility Study - options emissions reductions scenarios	Chief Planning Officer	Aligned with LTP process	Environmental Sustainability Committee 21 September 2022 Clause 22-22



13 Mar 2024	6 monthly update on the Low Carbon Fund FY2023/24	Chief Planning Officer	16 August 2023 Clause 23-23
13 Mar 2024	Wastewater Discharge Consent Project - Quarterly Update	Chief Infrastructure Officer	11 May 2022 Clause 26-22
22 May 2024	Environmental Sustainability Report 2023	CE Unit Manager	Terms of Reference of the Committee Last report presented May 2022
22 May 2024	Opportunities for native species reintroductions in the Turitea Reserve area - Update (incl projected funding requirments)	Chief Planning Officer	17 November 2021 Clause 38.21 7 June 2022 Clause 16-23 Last update presented Jun 2023
21 Aug 2024	Manawatū- Whanganui Climate Joint Action Committee Update	Chief Planning Officer	Climate change plan ongoing Last report presented Aug 2023
16 Oct 2024	Citywide Emissions Inventory 2023 Annual Report	Chief Planning Officer	Climate change plan ongoing action #3 Last report presented Oct 23
16 Oct 2024	PNCC Organisational Emissions Inventory 2023/24 Annual Report	Chief Planning Officer	Climate change plan ongoing action #1 Last report presented Oct 23



16 Oct 2024	Waste management and minimisation plan 2019 - annual progress update for 2023/24 FY	Chief Infrastructure Officer	9 Sept 2020 Clause 17-20 Last report presented Oct 23
16 Oct 2024	6 monthly update on the Low Carbon Fund FY2023/24	Chief Planning Officer	