

## STAFF REPORT

**TO:** Chairman and Members, Engineering Services Committee

**FROM:** Peter Thomson, Engineering Manager

**REFERENCE:** R400

**SUBJECT:** **JOINT WASTE ASSESSMENT – TASMAN DISTRICT AND NELSON CITY COUNCILS – RESC10-04-05**  
Report prepared for meeting of 15 April 2010

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### 1. PURPOSE

The purpose of this report is for the Engineering Services Committee to consider the adoption of the joint Nelson City Council/Tasman District Council Waste Assessment and the development of a joint Nelson City Council/Tasman District Council Waste Management and Minimisation Plan (WMMP).

This paper was received and the resolutions at the conclusion were adopted at a meeting of Nelson City Council on 25 March. Tasman District Council staff were in attendance.

### 2. BACKGROUND

The Waste Minimisation Act 2008 (The Act) requires councils to conduct a waste assessment and review their Waste Management Plan by 30 June 2012.

Section 51 of the Act requires the following information in the waste assessment:

- Description of existing services.
- Forecast of future demands.
- Statement of options to meet forecast demands.
- Statement of the Territorial Authority's role in meeting forecast demands.
- Statement of Territorial Authority's proposals for meeting forecast demands.
- Statement how these proposals will protect public health and promote effective and efficient waste management and minimisation.

Nelson City Council and Tasman District Council decided to investigate the advantages of developing a Regional Waste Strategy and set up a working group/party consisting of Cr Stuart Bryant, Cr Barry Dowler, Peter Thomson Jeff Cuthbertson and David Stephenson (Tasman District Council) and Cr Derek Shaw, Cr Mark Holmes, Michael Schruer and Johan Thiart (Nelson City Council) to work with consultants Morrison Low to draft a joint Nelson City Council/Tasman District Council Waste Assessment.

Both the Emissions Trading Scheme and New Zealand Waste Strategy (Strategy) will have a significant influence on the waste management strategy developed. The process is complicated by the fact that both these strategies are currently being developed and therefore Council has to consider the implications of both these strategies based on best estimates and assumptions.

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The Ministry for the Environment recently cautioned councils not to assume that targets shown in the draft Strategy circulated for comment last year will be retained in the new Strategy. The Strategy is not expected to be available before the end of June 2010.

The development of the WMMP is programmed for completion in December 2010 in order to link it to the preparation of the next Community Plan.

The joint waste working party met on 19 February 2010 to discuss the draft joint Waste Assessment and 5 March 2010 to discuss and consider governance/ownership issues and models. It is planned that the working party will prepare a report for the Joint Shareholders Committee, ideally for its meeting on 30 July 2010.

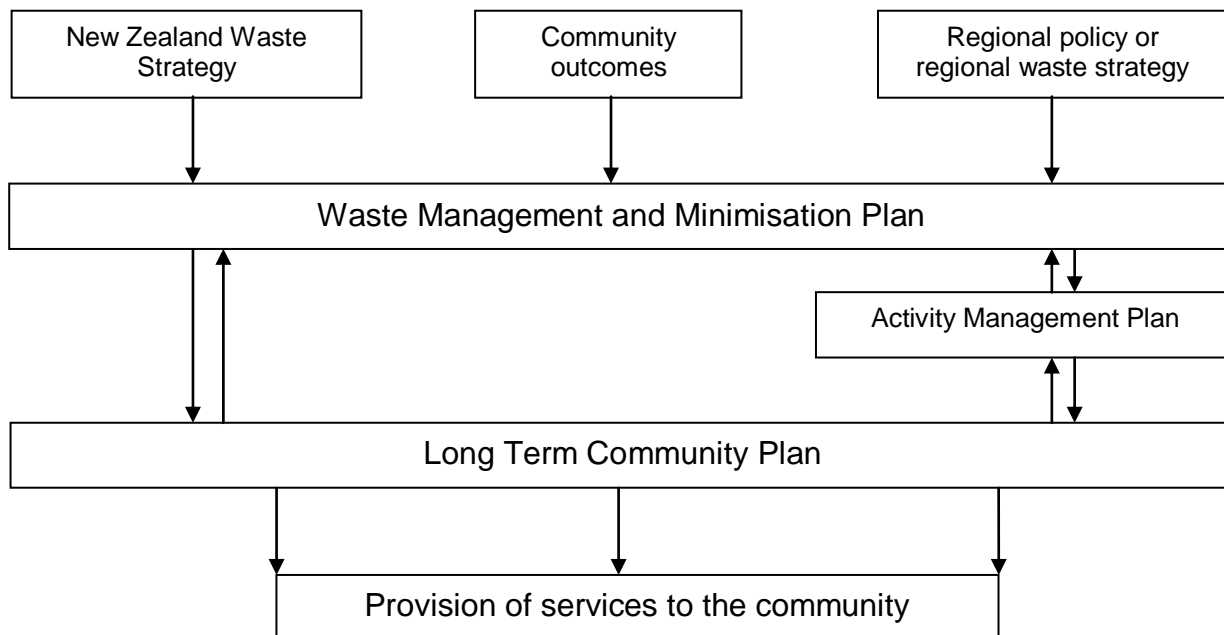


Figure 1: Where the Waste Management Plan Fits

### 3. DISCUSSION

#### 3.1 The Waste Assessment Document

The document consists of an 11-page executive summary followed by detailed analyses of the six different sections identified in Section 51 of The Act and shows that both Councils are delivering solid waste disposal services well but that there are opportunities to improve on the delivery of this service. (A copy of the joint Waste Assessment inclusive of executive summary is attached).

#### 3.2 Waste Minimisation Targets

Indications are that the Strategy will not be prescriptive but that it will direct Councils to develop their own waste targets to best achieve the aims of a wide range of legislation relating to affecting solid waste management. This legislation includes the Waste Minimisation Act 2008, the Local Government Act 2002, the Resource Management Act 1991 and the Emissions Trading Amendment Act 2008.

The assessment shows that the current Waste Management Plans of both Councils are well aligned with the vision of the existing Strategy.

Both Councils aim to decrease the per capita tonnage of waste to landfill.

Both Councils accept the need to develop and maintain good systems of data collection.

Both Councils realise that the cost of disposal to landfill will increase with the proposed introduction of an Emissions Trading Scheme.

The Councils' specific objectives and targets will be developed as part the WMMP.

### 3.3 Pricing Policies

The Assessment identifies that pricing policies of the two Councils as the biggest obstacle in developing sustainable and practical waste management strategies for the region.

The uncertainty in income generated from landfill charges, which is associated with waste flight from one landfill to the other as waste operators follows the lowest cost model for their own operations, combined with the lack of specific direction from Central Government, create an environment where waste management and minimisation initiatives are dictated by Council decisions to ensure consistent revenue.

### 3.4 Reducing Waste to Landfill

The assessment identifies four approaches to change behaviour to achieve waste minimisation objectives.

Approach	Description
Social Marketing/ Behaviour Change	Behaviour change can be promoted through education.
Regulation	Using legal mechanisms such as bylaws to influence behaviour.
Direct Action	Providing improved services are identified as the most effective method to achieve waste minimisation.
Pricing Incentive	As the two Councils own and operate waste infrastructure, economic incentives and disincentive fees can be used to change behaviour.

The assessment shows that the above behaviour change interventions can best achieve waste minimisation objectives where they are integrated to support one another and when deployed jointly by both Councils.

### 3.5 Waste Streams

The assessment identifies and prioritises waste work stream activities that can be developed to achieve improved waste management and minimisation in the region.

The works streams are broadly defined as the following:

<b>Work stream</b>	<b>Description</b>
Organics	These constitute the largest component of waste to landfill in the region.
Paper and Packaging	There is a well developed paper and cardboard collection and processing industry in the region and there is the potential to divert over 10,000 tonnes of this material.
Construction and demolition	Over 15,000 tonne of timber and construction and demolition waste are being disposed of at the Eves and York Valley landfill sites.
Refuse collection services	There is a variation in funding policies and collection services provided by the Councils.
Disposal	Pricing policy can lead to waste flight and income streams are unreliable.
Policy development	There are a number of regulatory options that can be introduced to support waste management and minimisation.

The assessment shows waste work stream activities that must be developed in tandem with the development of the WMMP, those that need to be developed before the next LTCCP's and those that must be developed after the next LTCCP's.

### 3.6 Development of Joint Waste Management and Minimisation Plan (WMMP)

Recent work has identified different management and governance models available to achieve improved outcomes in waste management in the region.

The development of a strategy to deliver solid waste landfill operations on a regional basis will address the income problem. The two Councils may then consider individual and joint waste management and minimisation initiatives.

Regionalisation of all solid waste activities presents the best model to attain waste minimisation and gain economy of scale advantages but further work is necessary to address the differences in funding and costs of waste disposal activities by the two Councils and the levels of service applicable to the two areas. This was considered by the joint waste working party who will further investigate the integration of services during the development of the WMMP.

The joint waste working party will develop a report on ownership, governance and management and present preferred options to the Joint Shareholders Committee. Key constraints for the Councils when considering governance will be the level of control that need to be maintained and funding mechanisms for waste minimisation initiatives.

### 3.7 Consultation

The Act requires that the Medical Officer of Health be consulted when making an assessment.

The Medical Officer of Health has on a previous occasion commented that they need to be consulted during the early stages of the development of the WMMP.

The joint Waste Assessment was forwarded to the Medical Officer of Health on 10 March 2010 by Nelson City Council.

The special consultative procedure set out in section 83 of the Local Government Act 2002 will be followed for the development of the joint WMMP and will this joint Waste Assessment be notified with the statement of proposal.

### 3.8 Conclusion

The joint Waste Assessment provides a sound record of waste management activities in the region. It provides viable options for additional services to compliment existing infrastructure that will allow the Councils to meet the forecast demand for Council-provided services for the next 10 years.

The Waste Assessment supports the Councils' goals for solid waste management and minimisation.

## 4. RECOMMENDATION

- 4.1 **THAT** the Council receive the Joint Waste Assessment dated March 2010 as the basis for the development of a Joint Waste Management and Minimisation Plan;
- 4.2 **AND THAT** staff and the joint waste working party continue to develop the joint Waste Management and Minimisation Plan, including the investigation of the priority waste streams identified in the report;
- 4.3 **AND THAT** staff and the joint waste working party report back to the Combined Shareholders Committee with preferred options for governance arrangements for joint solid waste management.



Peter Thomson  
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