

Issues and Options Report

Whangapoua Solid Waste Management



Location:
Whangapoua

Date:
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1.0 Purpose of Report

The purpose of this report is to outline the implications and requirements of future solid waste management options for the Whangapoua community and to provide a recommendation to the Mercury Bay Community Board on a preferred option to further investigate.

2.0 Background

2.1 Summary

The use and operation of solid waste management in Whangapoua has been an issue for residents and Council alike for several years. The high proportion of non-permanent resident's means that Whangapoua faces challenges in its solid waste management that most other urban areas within the District do not. The current use and operation of solid waste management in Whangapoua is not achieving the Council's aims to manage waste services in the most cost effective manner, minimise harm to the environment and to protect public health.

A trial installation of three Molok bins located at Meri Te Tai Reserve, off Tangiora Avenue (opposite the Whangapoua Store) was provided in 2004. The Molok facility is a solid waste drop-off site for departing public, absentee owners and visitors to utilise on non-collection days. The Molok Facility has been expanded to four Moloks and five bins and has become a quasi-permanent fixture within the community as shown in figure 1 below.



Figure 1 – The current solid waste facility at Whangapoua.

A summary of the problems include:

- Overuse of the facility, causing overflow of refuse and recycling
- Avoidance of pre-paid bag fees
- Avoidance of a donation system for fee's and costs associated with collecting fee's
- Disposal of non-bagged refuse (household items, building waste etc.) to avoid refuse transfer station fees
- Disposal of fish offal and other offensive and hazardous materials

- Frequent occurrences of broken glass which has to be cleaned up
- On-going complaints from nearby residents about the inappropriateness of the site

2.2 Background

Whangapoua has a high proportion of non-permanent residents, many of whom leave the area prior to the Tuesday collection of kerbside rubbish. This often results in owners leaving their blue bags and recycling out on a Sunday evening. The length of time that refuse is left outside gives seagulls and other animal's ample opportunity to investigate these bags for food. In the past there have been regular instances of bags being split open and the contents spread around before contractors arrived for the Tuesday kerbside collection.

A trial installation of three Molok bins in the central area of the community was provided in 2004 as a drop-off site for departing public, absentee owners and visitors to utilise on non-collection days. The additional service was implemented in response to the reduction of the peak period collection days from three per week back to two.

The popularity of the Molok facility increased during the summer peak such that an additional Molok and bin for separation of recyclable wastes were included in December 2007. Despite the increase in capacity, the facility is still not sufficient for the volume of peak use which has risen steadily every year.

The Moloks are being used on a daily basis to the detriment of the street collection and in some cases, the avoidance of purchasing prepaid bags. The Moloks have also been used for inappropriate items such as fish offal and other offensive and hazardous materials in addition to non-bagged refuse such as household items and building waste. Broken Glass is also an ongoing site hazard that can remain onsite until the contractor arrives to service the site. These activities treat the area as a refuse transfer station, but avoid the standard fees for disposing of solid waste and do not take into account the effects on the surrounding environment or the cost and intention of the service.

Over the years regular complaints have been received from nearby residents relating to odours, overloading and noise. The bulk of the complaints are generated at times of peak population when the facility becomes overloaded.

In early 2012 the Community Board recommended that the Molok bins be removed and replaced with a temporary collection point at a site near the Te Rerenga-SH25 intersection. Twice-weekly kerbside collections would be maintained through the January-February peak period. Following the community board meeting, several residents voiced strong opposition and concerns about relocating the Molok bins to the Te Rerenga-SH25 site.

Given the then upcoming re-tender of the solid waste contract and the joint-procurement plan of the Matamata-Piako, Hauraki and Thames-Coromandel District Councils, it was resolved that decisions made on the Molok facilities would be deferred until the District Solid Waste Services Contract was awarded in June-July 2013. This contract has now been awarded to Smart Environmental for the next 10 year term.

Therefore it is now time to address the ongoing waste management issue in Whangapoua.

2.3 Current solid waste management

2.3.1 Kerbside Collection

Currently Whangapoua is serviced by a Tuesday kerbside collection which is supplemented by a solid waste facility consisting of Molok bins and recycling cages at the Meri Te Tai Reserve, off Tangiora Avenue (see image 1 above). The solid waste facility is currently serviced every 3 to 4 days and this increases over summer to every 1 to 2 days as needed. The kerbside collection service is increased to twice weekly during the January-February peak period, however, the first weekly collection remains on a Tuesday, which leaves Sunday evening waste prone to investigation by wildlife. This often results in rubbish being scattered around the community.

2.3.2 Molok Facility

The solid waste site consists of four Moloks and five open recycling bins. Two of the Moloks receive domestic bagged refuse; TCDC official pre-paid blue rubbish bags are free to dispose of and un-official rubbish bags incur a \$3 cost per bag via an honesty box. The other two Moloks receive plastic, cardboard and glass recycling.

The Moloks are lined with fully contained bin liners. These are periodically water blasted and sucked out to deal with putrescibles that accumulate in them. The Moloks are serviced by three large duo-combi trucks, which take glass/refuse, and two smaller tri-combi trucks with sidelifters. A breakdown of the expense for this service is shown in appendix A and B.

The five open recycling bins provide for the separation of plastic, glass, paper and can recycling.

The site is in a central location in Whangapoua, beside the local playground, near a key access way to the beach and opposite the local store. The site is in an area zoned as Recreation Passive under the Operative District Plan. It is Category A (Community Open Space) with a classification of Recreation (vested) under the Mercury Bay North Reserve Management Plan (RMP) for Meri Te Tai Reserve.

The site is currently operating without a resource consent. The facility, as it currently operates, is effectively a Refuse Transfer Station (RTS). Under the District Plan operating a RTS on land zoned Recreation Passive is a non-complying activity.

The facility has never been fully developed with paving and landscaping as it has always been considered as a temporary site, as specified in the RMP.

2.4 Consultation

The Thames-Coromandel District Council has carried out consultation with ratepayers around the issue of a solid waste facility in Whangapoua several times over the last few years. At present there is no clearly defined approach taken by Council to address this issue.

The Molok site on the Meri Te Tai reserve was initially chosen in consultation with the Rate Payers Association and adjacent neighbours in 2004. This option was promoted as a trial so the issue of the site being a reserve was not seen as a major issue. However, as stated above, the site has grown to become a more permanent facility that is well used by the community.

In 2007/2008 the Community Board worked with the community to develop a RMP for Meri Te Tai. A concept plan for the reserve area was developed and the community was consulted as part of the formal process. The plan developed did not provide for the Molok facility and specifically identified that the facility would be removed.

In 2011, between 21 January and 3 February, the Council carried out a telephone survey as part of the Waste Services Review. This surveyed respondents on their view of a range of waste and recycling options. The survey found that the majority of respondents favoured introducing additional temporary drop-off sites for recycling during peak times, however, there was no clear majority as to whether a permanent drop-off site was required.

Most recently, the Council consulted the community on the proposed options for relocating the Moloks. A consultation document with details and estimated costs of five proposed sites was sent to every ratepayer in the Whangapoua area prior to Christmas, 2012. The results of this consultation are discussed in section 3.2 and the proposed sites are attached in appendix C. While opinions and comments were varied, the existing site was clearly the preferred option with 59% of respondents stating that they preferred to retain the Moloks at the existing site.

During March 2012, a Council staff report was presented to the Mercury Bay Community Board (the Board) containing the outcomes of the community consultation on relocation options. Upon receiving the report the Board recommended that the Molok bins be removed and a temporary collection site (proposed at the corner of Te Rerenga and SH25) be established, while the twice weekly kerbside collection over the peak period of January - February and long weekends was maintained and that the alternative drop-off site and location was communicated to residents.

Following this, several Te Rerenga residents voiced strong opposition and concern about the proposed relocation of the Molok facility to the Te Rerenga location, at the Te Rerenga Residents Meeting.

Based on the information currently available it appears that the project has stalled and no further progress has been made.

3.0 Issues

3.1 TCDC Concerns

The Council's concern with current solid waste facility in Whangapoua is due to the conflict of the current situation with the:

- Waste Minimisation Act 2008
- TCDC Waste Management and Minimisation Plan
- Council Bylaws
- The Reserve Management Plan
- The TCDC District Plan

Furthermore, the Council believes that the time between kerbside placement of refuse and actual collection by contractors is a gap in responsibility that needs to be addressed if existing issues are to be resolved. Staff opinion is that finding a location out of the town centre and away from residential properties would resolve most the problems, but to date staff have been unable to identify a suitable alternative site that will not attract some level of community complaint. It is also noted that alternative locations would also be the subject of a resource consent application process.

3.1.1 Waste Minimisation Act 2008

The purpose of the Waste Minimisation Act is to encourage waste minimisation and a decrease in waste disposal in order to—

- a. protect the environment from harm; and
- b. provide environmental, social, economic, and cultural benefits.

The existing situation conflicts with this purpose in that it does not encourage waste minimisation. It is also harming nearby residential amenity through the noise, smells and overuse associated with the site.

3.1.2 Waste Management and Minimisation Plan

The existing situation conflicts with the aims stated in the 2012 joint Waste Management and Minimisation Plan (WMMP) which TCDC is legally committed to under the Waste Minimisation Act 2008.

Current situation

Goal three of the plan is to manage waste services in the most cost effective manner. The existing honesty box system at all four TCDC Molok sites have proven to be an ineffective method of revenue gathering, collecting approximately \$6000 from all four Moloks sites. This is negligible when compared to the total operating costs of \$133,693.02¹).

¹ Craig Goodwin (2013). Draft Molok Sites, Issues and Options report to the Mercury Bay Community Board.

Taking this into account, the current refuse management arrangement in Whangapoua is not the most cost effective strategy. The kerbside services and Moloks incur an annual running deficit of \$76.75 per property. When compared to other communities, the Council incurs a significant extra cost by operating the Molok sites over and above provided kerbside collections.

It is noted that feedback from surveys and submissions given by local residents indicate that the community is largely unaware of what it actually costs the Council to subsidise and operate the additional Molok services.

Meanwhile, subsidising the Molok sites through district-wide rates presents an inequity issue to those residents on the rest of the Peninsula who only receive kerbside collection despite contributing to the upkeep of Moloks in areas that they do not live in.

Goal five and six of the WMMP are to minimise harm to the environment and to protect public health. These mirror concerns that, unlike other similar set-ups on the eastern seaboard, the Whangapoua Molok facility has become a relatively large, free, rubbish collection point. The convenience of the existing site is such that it is being used as a transfer station on a daily basis instead of the intended alternate disposal site for days when collection is not available (as noted in the Service Delivery Committee report May 2012 Whangapoua Moloks Refuse and Recycling Facility).

Inappropriate usage of the Moloks (i.e. trade waste and fish offal) has given rise to offensive odours. The pressure that the facility now experiences during the peak season means that low level pollution of the area, particularly due to odours, is inevitable if the site is not appropriately managed.

These issues make it difficult for Council to make positive progress towards meeting these goals and their legal commitment.

Future initiatives

While the District's communities have been recycling and recovering more and more of its waste, the Council acknowledges there is still more that can be done. The Council is currently considering future strategies, such as education, to achieve its obligations under the WMMP. These strategies are not considered in detail within this report, however, a possible strategy has been suggested includes a '*Pack it in, pack it out*' campaign² for the District. This would involve educating residents and visitors about the benefits of taking out any waste that they bring in.

Another strategy is currently being investigated on future options for solid waste collections on remote side roads along State Highway 25 between Tairua and Whitianga. 'Bin banks', in which a lockable bin is assigned to each property owner, who is then directly responsible for the waste, are one option being considered at this time.

² Pers Comm – Craig Goodwin 22 November 2013

The Council, through these initiatives and others, continues to strive to meet its goals under the WMMP.

3.1.3 Council Bylaws

The existing situation has resulted in bylaw non-compliance at kerbside collection points and Molok drop-off sites. There have been regular instances of the public contravening the following bylaw clauses (verified by service requests and resident reports of incidents):

The Consolidated Bylaw 2004, Part 2 - Public Places 2004, section 203.1 (a),(b).

No person shall on any public place:

- (a) Place or leave litter or any material or thing or substance which is likely to be hazardous or injurious to any person, or is likely to create a nuisance;
- (b) Interfere with any refuse which is awaiting collection by an authorised collector;

The Consolidated Bylaw 2004, Part 6 - Solid Waste 2008, section 604.3

Refuse must be placed for collection, only on the day and not later than the time specified by public advertisement from time to time. Any refuse left in a public place prior to collection day may be considered to be litter.

The Consolidated Bylaw 2004, Part 6 - Solid Waste 2008, section 607.1

Where Council has reached an agreement to remove trade refuse, such refuse will be removed or disposed of by Council, only when the refuse is contained within an official container.

The Consolidated Bylaw 2004, Part 6 - Solid Waste 2008, section 608.1

The disposal of refuse on any land or premises set aside by Council for the disposal of refuse shall be subject to such conditions as Council may from time to time by resolution impose in respect of the hours of opening and closing, the nature of the refuse which may be disposed of therein, the charges in respect of any such disposal, the position in any such place, in which refuse may be placed, and any other matter which Council may consider necessary or desirable to determine by any such resolution.

The Consolidated Bylaw 2004, Part 11 - Nuisances 2005, section 1102.1

No person shall cause, permit, or suffer any circumstance within the district of the Thames Coromandel District Council to, in the opinion of an authorised officer, be or become a nuisance.

These non-compliances primarily relate to the fact that the Molok facility is currently an unauthorised facility that is in breach of the District Plan and Reserve Management Plan.

Part 6 of the Bylaw is difficult for non-residents, leaving after a weekend, to comply with due to the Tuesday collection. In response to this, TCDC has extended the opening hours of RTS's in Whitianga, Matarangi and Coromandel until 7.30pm on Sundays (and Mondays on a long weekend) to allow non-residents to drop their solid waste off on the way home.

These non-compliances with the bylaw make it difficult for Council to make positive progress towards meeting the goals of the Waste Management and Minimisation Plan within the Mercury Bay Ward.

3.1.4 Reserve Management Plan

Continuing refuse drop-off services at Meri Te Tai is inconsistent with the RMP. The RMP identifies that the facility is present and recommends screening, however, it also states in the development concept plan that the solid waste facility will be removed.

3.1.5 Thames-Coromandel District Plan

The Meri Te Tai Reserve at 384 Tangiora Avenue (Lot 2 DP 375855) is zoned as Recreation Passive. This zone does not provide for permanent solid waste management activities. The current solid waste management facility at Whangapoua is considered to be a RTS. Under Section 6.4.6 of the Operative District Plan, the rules contained in Section 560 apply to land zoned Reserve Passive and the activity status and standards for the Housing Zone (Outside All Policy Areas) shall apply to Public Works and Utilities. Under Section 560 of the Plan a RTS in the Housing Zone (Outside All Policy Areas) is a non-complying activity.

Therefore the current site does not comply with the Operative TCDC District Plan.

3.2 Resident Concerns

Residents are concerned that the removal of the existing Molok facility would return their original problems with gulls and other pests opening bags left kerbside, while conversely, if kerbside services were ceased, the existing Molok site and current management arrangement would be more than likely unable to cope with the increased demand.

The recent consultation which looked at options for moving the Moloks to an alternative site found that the majority of residents prefer to retain the Moloks in the existing location, citing the central location, visibility, ease of monitoring and cost effectiveness of this option. A number of residents feel that the Moloks should not be moved elsewhere as this would move the problem rather than solve it and may make matters worse, for example where there was less opportunity for surveillance. Furthermore, residents are concerned that moving the site would mean the previous issues with split rubbish bags would return. Many residents support more planting and landscaping of the site. Submissions that were not in favour of retaining the existing site mentioned the noise, smell and activity levels of the site as well as its inappropriateness of this facility within the centre of the community.

The next most preferred option was to relocate the solid waste facility to Whangapoua Road at a location close to Te Rerenga. This option was preferred as it was seen as further away from residential and recreational areas, likely to discourage overuse because it is further away from the centre of the community but convenient enough to drop off rubbish on the way out of town. The likelihood of flooding was a concern to several.

4.0 Discussion

There are six proposed options for Whangapoua solid waste services in the future. The requirements and implications of each option are discussed below.

4.1 Option 1: Legalise the existing solid waste facility and continue existing kerbside collection (i.e. maintain status quo)

4.1.1 Consent Requirements

(a) Land use consent

The current Molok facility in Whangapoua is operating without a resource consent on land in which a solid waste facility is not a permitted activity. In addition, the RMP indicates that while temporary screening of the site should be installed, the existing situation will require the Moloks eventual removal.

To continue to use the current solid waste facility in Whangapoua a land-use consent application for the facility will need to be made to TCDC (acting as consent authority under the RMA). It is suggested that a resource consent could be granted for a fixed period (2, 5 or 10 years), in order to allow the Council and community time to reach a more permanent solution if this was preferred.

It is noted, however, that the above land use consent application to operate this facility is likely to be a publicly notified process under the Resource Management Act 1991 which will provide opportunity for individuals or groups to lodge submissions on the application. Any decision would likely be made by an independent commissioner.

(b) Discharge Consents

It is also noted that if the facility is not effectively managed at the current site, there may be regional council consent requirements for stormwater, effluent (liquid waste) and air (odour) discharge. It is considered that effective development and management of the site could avoid these requirements.

(c) Amendments to Reserve Management Plan

If it is determined that option 1 is progressed then the RMP would need to be amended to reflect the change of use of the reserve. It is thought that this process could be run in parallel to the land use consent application to avoid repetition of public notification and decision making processes.

(d) Other approvals

If it is decided that the site is to become permanent, one of the following options could also be implemented, however, these are not recommended at this stage:

- District Plan change to rezone the Molok operating area from Recreational Passive to Service Industrial
- A Designation allowing for solid-waste specific functions of RTS could be lodged by TCDC as the Requiring Authority under the RMA 1991), and
- The reserve area where the Moloks are situated is surveyed off and reclassified as Local Purpose Reserve (Solid Waste).

4.1.2 Cost and funding

Resource consent applications and amendments to Reserve Management Plan (preparation, notification, hearings, and independent commissioner) would come at a significant cost to the Council and community. These costs are estimated at around \$20-30,000. Further costs would be expected with upgrade works for the site such as paving, landscaping and road entrance upgrading.

Funding for Moloks in this scenario would be sourced from resident rates, potentially increasing their total bill.

At present, ratepayers pay a subsidised cost per property of \$5.72. However, the true cost per property in Whangapoua is \$107.46. Cost per resident assumes that all residents (permanent and absentee) would be willing to fund the Molok facility. This is not likely to be the case³.

Furthermore, any increase in service required to mitigate the effects of the current site would result in an increased cost. This could be charged as a one off cost to all residents to avoid an increase in rates.

4.1.3 Development and Ongoing Management of the Facility

In order for the facility to be appropriately established on site and managed to avoid adverse environmental effects, the following matters will need to be appropriately addressed and incorporated into a resource consent application and, if approved, implemented on-site.

- a) Landscaping and/or screening
- b) Noise mitigation
- c) Overuse and misuse (management)
- d) Odour
- e) Management Plan
- f) Education

³ Craig Goodwin (2013). Draft Molok Sites, Issues and Options report to the Mercury Bay Community Board.

It is noted that these matters would likely apply to all alternative sites if options 2 or 4 are chosen.

These matters would be considered and details developed by Council staff in consultation with the community.

(a) Landscaping

Landscaping and screening of the area will be required as per the RMP in order to enhance the aesthetics of the area and to allow for effective maintenance. This will be a vital consideration in the formal establishment of this facility as there will need to be a balance achieved between visibility (i.e. to encourage passive surveillance) and total visual screening (i.e. to avoid adverse visual effects in the location).

An example of the type of landscaping that could be carried out is shown in figures 2 and 3 below.



Figures 2 and 3 - Suggested landscaping of existing site.

The suggested landscaping would create a visual barrier between the site and the adjacent residential properties. Wooden fencing would require more effort by users and therefore may play a role in preventing overuse. The suggested landscaping also allows the remainder of the eastern side of the site to still be utilised as an open space area.

(b) Noise

Mitigation of the noise effects will be required to reduce the sites impact on the occupants of neighbouring properties. The suggested landscaping elements such as dense hedging and a solid wooden fence, will help in part to mitigate the noise effects of the site by forming a barrier between the site and nearby properties.

The noise effects of the site could be further managed by limiting the hours of operation. This could be achieved through limiting access to the site. Fencing and a gate at either access point would allow the site to be closed during specified times, however, this would also introduce additional management costs which may not be an appropriate option.

(c) Overuse and misuse

It is understood that servicing is currently carried out 1-2 times a week during the summer months. Therefore, an increase in the servicing of the facility over the summer months is not really achievable given the current high level of service.

Security cameras are an option for reducing the current level of site abuse. False security cameras and signage are also an option and would be less costly than operating cameras.

(d) Odour

The current water blasting and suction services could be increased during the summer months to deal with smell. Residents could also be encouraged to use alternative forms of household organic waste disposal such as composting, worm farms and bokashi bins. This would also result in an additional decrease in the amount of waste disposed of at the solid waste facility. Residents would have to be educated (see (f) below) around such alternative solutions.

(e) Site Management Plan

A management plan to ensure the effects of the site on the surrounding environment are mitigated could be implemented by Council and include the following considerations:

- Landscaping
- Noise
- Overuse/misuse
- Smell

The management plan would outline maintenance, monitoring and servicing of the site to achieve the outcomes required by the community, Council and RMP.

(f) Education campaign

Education is vital to the success of any options that are to be implemented. TCDC currently carries out education campaigns on its website about bag protection, using the Gullinator, kerbside refuse and recycling collection and refuse transfer stations. The kerbside service education campaign has also included a handbook which was delivered to every person who received the new wheelie bin service in October 2013.

An education campaign aimed at all users of the facility could help to improve the way in which the Molok facility is used.

Various options could potentially include leaflets, required to be handed out at all supermarkets and dairies when rubbish bags are purchased. These could provide information and reminders on how to correctly dispose of refuse at the Molok site. It may also be useful to explain the actual costs involved in the waste management process in Whangapoua. People's behaviour may change in response to an understanding of the extra costs involved with misuse and overuse of the facility.

4.2 Option 2: Relocate Moloks and continue existing kerbside service

Relocating the Moloks to an alternative site may avoid the current effects on residential amenity. However, operation costs would continue to be an issue and relocation would require landscaping and a hardstand to create a permanent service.

A land-use resource consent and possibly a discharge consent, as described in option 1, would be required for any new site. A resource consent in this case could cost around \$6-15,000 and there would be additional costs for landscaping of the site and any education measures required.

Depending on the site chosen, relocation may not necessarily escape the issue of facility overuse and will likely attract similar complaints from residents. Consultation has shown that relocation is not a preferred option by the community. Concerns already raised by residents indicate that relocation will also cause new issues such as flooding of the site and traffic hazards. If relocated, a management plan for the site could help to manage the effects.

The cost involved in relocating the site would have to be sourced from resident's rates, or through a one off payment. As mentioned in option 1, distributing the costs for such a site between residents and non-residents fairly is not likely to be easy. Residents would also have to continue to pay for kerbside services.

The current and alternative sites for relocation are shown on figure 4 below, more details are shown in appendix C. A description of each site and the pros and cons are set out in the following paragraphs.

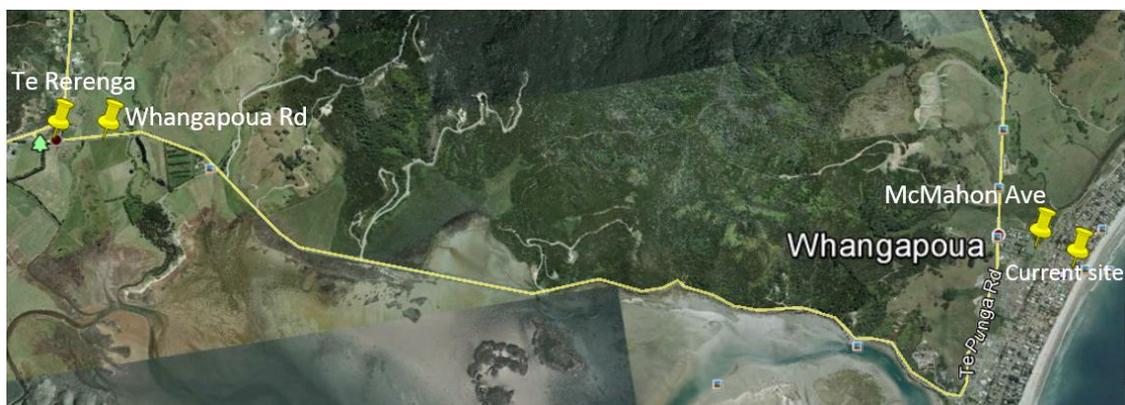


Figure 4 - Location of the current and proposed alternative sites.

(a) McMahon Avenue

The McMahon Avenue site is centrally located on the road by the tennis club. The site is currently grassed and could be specifically designed and landscaped to the requirements of the solid waste facility.

Like the existing site, the McMahon Ave site is situated near residential properties. It is also easy to access which may result in overuse of the site and similar complaints as the present site.

This site was the least popular of the changes proposed in the recent consultation over the relocation of the Moloks. Submitters felt that it was too close to residential homes and would simply move the existing problem to a new site. Concerns were also raised over the inappropriateness of having the Moloks adjacent to recreation facilities.

(b) Whangapoua Road

The Whangapoua Road site is located away from both the Whangapoua and Te Rerenga settlements. The site is currently a grassed roadside which could be specifically designed and landscaped to the requirements of the solid waste facility.

The distance from Whangapoua is likely to deter the overuse that occurs with the existing site, however it will also not be as convenient to residents.

This site was the most popular relocation option in the recent consultation. Submitters felt that as the site is away from residential areas it won't disturb many people. Furthermore, the site was seen as close enough to Whangapoua to be handy to residents and en-route when leaving town for non-permanent residents. Negative aspects of the location identified by submitters were that the site was less easily policed and may result in people from other communities using it.

(c) Te Rerenga/SH25

The Te Rerenga/SH25 site is located away from both the Whangapoua and Te Rerenga settlements. The site is located on the side of the road and is currently covered in vegetation. The site could be specifically designed and formed with landscaping and a hard stand to the requirements of the solid waste facility. The contours of the land and shelterbelt screening mean that this site is not visible to any residents.

The distance from Whangapoua is likely to deter the overuse that occurs with the existing site, however it may attract dumping due to proximity to SH25. This location will also not be as convenient to residents.

This option was the third most popular option in the recent consultation, supported by 11 per cent of submitters. Submitters felt that the distance should deter some overuse and abuse by residents and encourage better household waste management and kerbside collection use. Concerns were expressed over the inability to police the site due to its distance from residential properties.

4.3 Option 3: Remove Moloks, retain kerbside collection and promote kerbside bag protection

Removing the Moloks from Whangapoua entirely will avoid the expense of their operation. Consultation has shown that removing the Moloks is not a popular option with the community.

Residents would have to be rebated any savings made by the council in removing the Molok facility. The current kerbside costs would remain, and additional costs may be incurred if the cage option of bag protection as outlined below is chosen, along with any education measures required.

This option will require additional encouragement and education by TCDC to ensure residents undertake bag protection methods. Several approaches already exist for protecting bagged refuse placed prior to collection:

Gullinators

Gullinators are a cheap way of protecting rubbish bags and are easy for collectors to remove. These are available from all Council service centres for \$15.

Gullinators are lightweight and can be easily lost when placed back on properties. This is particularly an issue for non-permanent residents.

Cages

Cages are more expensive than Gullinators but are sturdier. Bin cages have been offered in the past at a cost of around \$50 and protect refuse while ensuring it is accessible to collectors.

Cages are large and finding suitable sites to locate them would be difficult. It is likely that residents would not want the cages to be located near their own property, but that if the cages are located too far from residential properties, residents will revert to un-protected bags. Furthermore, if the cages are located in areas which lack surveillance, they may be used inappropriately as the Moloks have been.

Tagged 'Put Back' services

The TCDC solid waste contractors, Smart Environmental, offer a service for returning wheeled bins inside of property boundaries. Called the 'Put Back' scheme, this allows residents to manage their own kerbside collections on non-official days by placing pre-purchased stickers on bins that they wish to be emptied and returned to their property in their absence.

Stickers cost \$6 and cover the cost of the extra time required to return the bin inside the property boundary.



Figures 5, 6 and 7 - Suggested kerbside bag protection methods, from left to right, a Gullinator, bin cages and a wheelie bin tagged with a 'Put Back' sticker.

4.4 Option 4: Remove Moloks, change to Monday kerbside collection

Removing the Moloks entirely and changing kerbside collection to Monday would ensure that rubbish bags left out by non-permanent residents leaving on a Sunday will be collected hopefully before there is a chance of the bags being compromised. It would also save Council and residents the expense of the legalisation of the current or new Molok facility.

This option will, however, increase overall costs associated with the current solid waste collection contract because it will introduce the need for an additional plant and truck service. It has been estimated that providing this additional Monday service would cost an additional \$76,568.57 per annum based on using a utility truck, recycling trailer and improvised bin lifting system⁴. The contract would also need to be amended accordingly.

Residents would also need to be well informed about the changes to collection days and the opening hours of existing refuse transfer stations. This would need to be provided through an education campaign run by the Council.

4.5 Option 5: Cease kerbside collection, provide peak season solid waste facility only

Ceasing kerbside collection and providing some form of peak season solid waste collection facility only will mean that the busier season will be provided for, during which the town population increases. Permanent residents will have to find alternative solutions to their own solid waste management throughout winter.

This option would require kerbside collections for Mercury Bay North (Whangapoua, Matarangi, Kuaotunu, Opito and Wharekaho) to be discontinued and thus affecting these communities too. A drop off service would be provided during summer, however, alternative holding bins would need to be utilised to avoid the high costs that are associated with using specialised Molok equipment. The alternative holding bin service and any education measures required would cost the community, however, residents would need to be rebated to reflect any savings that Council and the communities of Mercury Bay North would make by using a cheaper solid waste service and removing kerbside collection.

⁴ Pers Comm – Graig Goodwin 22 November 2013

Smart Environmental offer the SmartCompak Bin in figure 8 below which could be used for the drop off service. The drop off service would need to be of sufficient size and emptied 1-2 times weekly (as the current Molok site presently is) in order to avoid the issue inherent with facility overuse such as smells, noise and reduction in functionality. Having a summer drop-off service could still result in the disposal of inappropriate items in the same way the Molok facility has been.



Figure 8 - The Smart Environmental SmartCompak Bin.

A land use resource consent, and possibly a discharge resource consent (if the site is not well managed) as discussed in option 1 would be required for the drop off facility. This would cost around \$6-15,000, plus any landscaping required, and spreading the funding fairly through residents and non-residents rates could be an issue, as discussed in option 1. A site would have to be chosen in conjunction with the community and it is likely that residents would hold similar concerns over the placement of the summer waste facility as they do over the possible relocation of the current facility.

This option will require public education around best practice ways to reduce and dispose of waste during the winter months. This could include information about existing refuse transfer stations as well as alternative solutions to waste disposal such as composting, worm farms and smart consumer decisions.

It is possible that, even with a concerted education campaign, residents will manage their solid waste inappropriately during the winter, such as by dumping or burning it. This could become costly for Council to manage through monitoring, enforcement and remediation.

4.6 Option 6: Provide no service

Ceasing solid waste collection services will mean residents would have to be rebated the costs of kerbside collections and the Molok facility but must find their own way of disposing of refuse. Residents will have to be more proactive in managing their solid waste, which would likely involve dropping off prepaid bags and recycling at refuse transfer stations.

The community could develop their own solution, however if an arrangement is made with a solid waste service other than the current TCDC contractor, Smart Environmental, residents will have to seek the approval of Council under the Consolidated Bylaw 2004, Part 6 – Solid Waste 2008, section 610:

No person shall engage in the collection of trade or household refuse or recyclables awaiting collection from a public place without the prior written consent of Council and subject to such conditions as the Council may from time to time impose.

As with option 5, this option will require substantial public education and could result in resident's inappropriately managing their own solid waste.

5.0 Summary/ Recommendations

The options presented in this report offer a variety of methods to resolve the existing concerns with the current solid waste management in Whangapoua. It is important to recognise, however, that none of the options will appease all parties. What is vital in this project is to achieve a sustainable balance between the community expectations, costs and environmental effects of waste collection and recycling within Whangapoua.

Option 1 (maintain status quo) – This is considered to be the most popular with the community. This option, through the development and use of a management plan and education measures, may appease some of the concerns that the community and Council have over the current site. A resource consent will need to be obtained, however, this could be for a fixed (temporary) period of time (i.e. 2-10 years) to allow for the development of an alternative solution. An alternative solution could be established through new education strategies, developed under the WMMP. Therefore option 1 could be seen as a short term fix and, as the communities ethos change, the need for the facility may become less or non-existent.

This option would require a one off cost to set up the site, which would have to be funded by ratepayers.

Based on the popularity and apparent effectiveness of the existing site, and the fact that this site provides relatively good public surveillance, option 1 is considered to be the most appropriate option to further investigate.

Option 2 (relocate Molok site) – Option 2 will appease some of the neighbouring residents of the existing facility, but may result in these issues being passed on to another community or area. It is noted that the Te Rerenga community have already indicated that they do not wish the solid waste facility to be relocated near to them. Relocating the Moloks would be unlikely to resolve the issue with unofficial refuse disposal, and the more remote of the proposed sites such as Whangapoua Rd and Te Rerenga/Sh25 may result in an increase in this kind of behaviour due to a lack of surveillance. This option would also require a one off cost to set up the site, which would have to be funded by ratepayers.

Option 2 is considered to have similar issues and costs to Option 1, and may introduce additional management issues if the alternative sites are not within a public area. Therefore, Option 2 is not recommended.

Option 3 (promote kerbside bag protection) – Option 3 will solve the issues with the existing Molok site and allows the Council and ratepayers to make some savings by removing the Moloks. However, it is not a popular option with the community. Option 3 encourages residents to take more responsibility for their refuse when leaving it at the kerb side but will require more effort from the community to protect bags. It relies on everyone carrying out bag protection measures which will be difficult particularly for visitors to the area. The extra

steps that would be taken by residents and visitors are cheap and relatively easy to implement. If the use of cages is opted for, there may be issues with the siting of the cages which could cause similar concerns to the existing Molok site.

While option 3 appears to be good in principle, they have not received a lot of support from the community and are inherently difficult to manage. Therefore, Option 3 is not recommended.

Option 4 (Remove Moloks, change to Monday kerbside collection) – Option four will solve the issues with the existing Molok site. However, this option will be costly to implement as it will increase the cost of the new solid waste collection contract. An additional truck and solid waste plant will be required to achieve this option.

While option 4 will possibly remove the problems with both the Molok site and the issues with the Tuesday kerbside collection, it will be one of the highest cost options and therefore it is not recommended.

The remaining options have the opportunity to create more problems than they solve, by removing or partially removing solid waste services from the Whangapoua community. Therefore options 5 and 6 are not recommended.

6.0 Suggested Resolutions

That the Mercury Bay Community Board:

1. Receive the report.
2. Determine that the preferred option for further investigation into solid waste management within Whangapoua is Option 1 – to legalise the existing solid waste facility and continue existing kerbside collection (i.e. maintain status quo).

Appendix A

Cost Based on New Contract including Transport and Disposal⁵

	Whangapoua	Matapaua Bay Rd Opito	Matarangi and Kuaotunu	Pauanui	Total
Affected Properties	366	266	1682	2316	4630
Contract Cost for Molok Servicing (Community)					
Total Tonnes for 2012-13	713.51	404.42	494.92	943.16	2,556
Molok Refuse 2012-13 (2008 percentage of total)	27.91%	15.82%	19.36%	36.90%	100.00%
Molok Recycling 2012-13 (2008 percentage of total)	31.61%	25.63%	29.88%	12.88%	100.00%
Molok Servicing Cost per Community	\$39,331.25	\$26,486.64	\$31,608.98	\$36,266.15	\$133,693.02
Contract Cost for Molok Servicing (Property)					
Total Cost of Refuse	\$22,134.04	\$12,545.57	\$15,353.17	\$29,258.24	\$79,291.02
Total Cost of Recyclables	\$17,197.21	\$13,941.07	\$16,255.81	\$7,007.91	\$54,402.00
Molok Refuse Cost per Property	\$60.48	\$47.16	\$9.13	\$12.63	
Molok Recycling Cost per Property	\$46.99	\$52.41	\$9.66	\$3.03	
Molok Servicing Cost per Property	\$107.46	\$99.57	\$18.79	\$15.66	
Contract cost for Kerbside Services (including recycling and refuse disposal)					
Total Cost of Kerbside Services per Property	\$95.31	\$95.31	\$95.31	\$95.31	
Total Operating Costs per property					
Total Cost of Kerbside Services and Moloks per Property	\$202.77	\$194.88	\$114.10	\$110.97	
Revenue Generated Through Solid Waste Charge (incl other services)	\$126.72	\$128.86	\$127.08	\$138.41	
Running Deficit (annually)	-\$76.05	-\$66.02	\$12.98	\$27.44	

⁵ Craig Goodwin (2013). Draft Molok Sites, Issues and Options report to the Mercury Bay Community Board.

Appendix B

Additional Incurred Cost of Unofficial Refuse left at Moloks⁶

	Whangapoua	Matapaua Bay Rd Opito	Matarangi and Kuaotunu	Pauanui	Total
Affected Properties	366	266	1682	2316	4630
Contract Cost for Official (blue) rubbish bags					
Tonnage Received at Moloks	380.23	398.35	494.92	487.80	1761.30
Proportion of Total Refuse Tonnage	53.29%	98.50%	100%	51.72%	
Annual Cost per community	\$20,152.04	\$21,112.49	\$26,230.75	\$25,853.50	\$93,348.79
Contract Cost for Unofficial bags and Miscellaneous Waste					
Tonnage Received at Moloks	333.28	2.87	0.00	455.36	791.51
Proportion of Total Refuse Tonnage	46.71%	0.71%	0%	48.28%	
Annual Cost per community	\$17,663.76	\$152.18	\$0.00	\$24,133.94	\$41,949.88

⁶ Craig Goodwin (2013). Draft Molok Sites, Issues and Options report to the Mercury Bay Community Board.

Appendix C

Proposed alternative sites

