

SECTION 3: Solid Waste Strategy

This Solid Waste Section is comprised of the Solid Waste Management Strategy approved by Council in February 2000, plus brief progress reports on implementation of the strategy to date.

3.1 INTRODUCTION

3.1.1 The Solid Waste Management Strategy

This Strategy is designed to provide for the sustainable management of solid waste resources from the Gisborne District so as to protect and enhance the environment, and the health, safety and wellbeing of the people of the District.

The Strategy provides an overall 'blueprint' for the District's management of solid waste. It is a 'directions' document. The implementation of the Strategy will require the preparation of Action Plans to address the staged implementation of various components and the allocation of resources through the Long Term Council Community Plan and Annual Plan processes.

The Strategy is linked to, but not part of, the District and Regional Plans prepared under the Resource Management Act 1991. Those plans include rules directly related to the solid waste management process and should be referred to. The Strategy, when adopted, will require alterations to those plans to ensure consistency of direction and approach.

The Strategy identifies what is to be achieved long-term, how this is to be done and to order priorities for funding and activity.

3.1.2 Consultation and Participation

The Strategy was developed by a Technical Group in consultation with iwi and the wider community. This group comprised Council officers and consultants (Beca Steven) providing technical advice and input. The goal, principles and policies, including facilities and services, recommended in this document have been developed following extensive community and tangata whenua communication and participation. In particular it has involved:

- ▶ Strategy team meetings to discuss the issues raised.
- ▶ Development and implementation of the community and tangata whenua participation process.
- ▶ Preparation of Technical Memoranda addressing waste data, existing operations, waste management initiatives, waste stream projections, strategic issues and options, and future waste management options.
- ▶ Development of an Issues and Options paper for the Strategy team.
- ▶ Identification of preferred options for waste management through consultation and participation.
- ▶ A Draft Strategy being subject to both informal and formal submissions from the public.

This Solid Waste Management Strategy has two supporting documents:

- ▶ An action plan which sets out how the goals of the Strategy are going to be achieved; *and*
- ▶ A Technical Memoranda Volume (1-7 and Issues and Options paper) written to assist in the preparation of the Strategy. This volume is more technical. It provides the background papers to address all solid waste issues for the District and the linkage document from district wide consultation. This document shows how the public consultation links into the Strategy. This volume is more complex and is likely to be referred to by people interested in more detailed information or those who have an existing knowledge of waste management issues and practices.

3.1.3 Reviews

The 2000 Strategy reviewed those parts of the existing 1993 Waste Management Strategy relating to solid waste and put in place a planning framework for solid waste management for the next twenty-year period. It is expected that it will be informally reviewed at three yearly intervals, as well as monitoring and annual reporting to confirm the targets are being met. It is envisaged that a more formal review will occur by the end of 2010.

From the Strategy a three-year Action Plan, updated yearly, will be developed and adopted. This Action Plan will be used to help derive annual budgets and manage activities. It will be adopted at the same time as the Strategy and implemented alongside it.

3.1.4 Strategy Focus

The focus of the Strategy is on the following:

- ▶ Treating waste as a resource and kua e maumau or do not waste our resources.
- ▶ Reducing the amount of solid waste requiring disposal.
- ▶ Developing environmentally sound and cost effective systems for waste management.
- ▶ Addressing cost recovery systems to ensure an equitable, fair and affordable system is developed.
- ▶ Building community awareness of the need to minimise the production of waste and consider the overall issues of solid waste management from an environmental and cultural perspective.
- ▶ Finding alternative transfer station, landfill and septage sites for the disposal of solid waste.
- ▶ Defining a charging regime for the costs of the district's waste resources management in a way that reflects its full costs, and acts as an incentive for the community to reduce the waste it generates.
- ▶ Establishing and implementing 'minimum levels of service' for the district.
- ▶ Prolong the life of all district landfills.

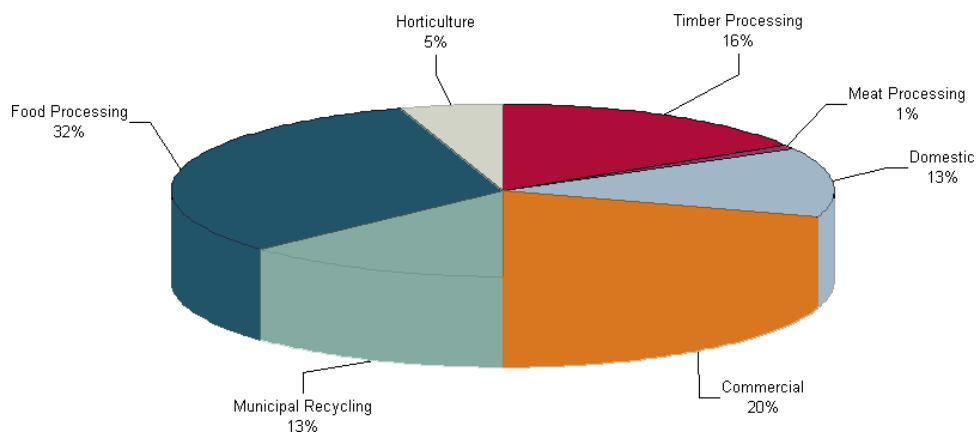
3.1.5 Definitions

A glossary defining words used in this Strategy can be found at the back of the document.

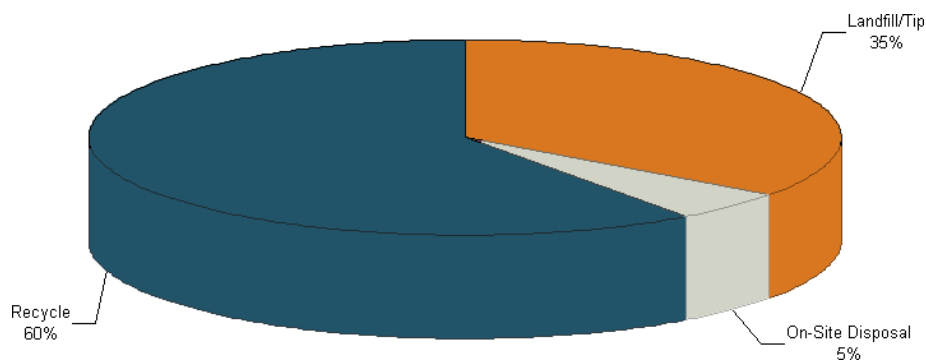
3.2 COMMUNITY and SOLID WASTE RESOURCE PROFILES

3.2.1 Solid Waste Profile

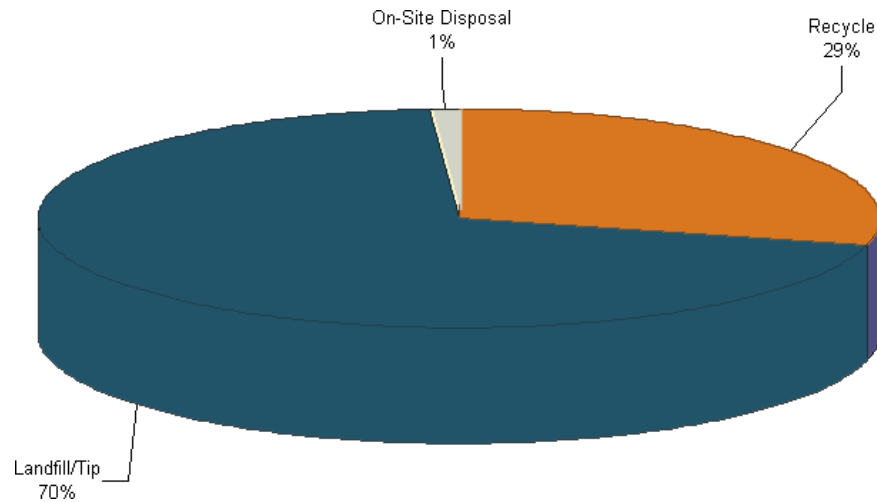
The level of waste resources produced within the Gisborne District in 1998 was 130,000 tonnes per year. A summary breakdown of the total waste resource stream is shown in the pie chart below.



A summary of existing waste resources management [in the 1999/2000 year] is shown in the two pie charts below. Municipal waste resources consist of commercial, domestic and municipal recycling.



ALL WASTES



MUNICIPAL WASTES

Each year the Council, on behalf of the community, spends approximately \$2.9M (5.96% of the Council's budget based on 1999 figures) on waste management, 97% of which is spent on collection and disposal activities. If waste quantities are to be reduced, it offers a significant challenge to the Council and the people of the District over the next few years.

For the 2005/06 year, Council has budgeted about \$4.3M for solid waste management services in Gisborne District.

3.2.2 Population and Location

The District is made up of:

- ▶ a central large population (approximately 33000 people) based in the southern part of the district (Gisborne City and environs);
- ▶ inland rural hinterland based around the Poverty Bay flats (approximately 7000 people);
- ▶ coastal settlements and rural areas (approximately 5000 people).

The catchments for waste resources from these various communities are shown in the appended table and map.

In total the rural communities contribute approximately 3.5% to the total solid waste resources in the District of which 2% is from the coast and 1.5% is from inland rural areas.

Waste Analysis Protocol Surveys (1997) identify the following:

- ▶ composition of domestic and industrial waste from bags and bins at Ruatoria and the city area are very similar, but differ significantly at disposal sites for paper (25% rural, 8% Paokahu) and organic material (27% rural, 58% Paokahu).

Future waste resources quantities depend on population growth, economic growth, waste management initiatives, major industrial growth, and management of the district's wastewater residuals.

The projections for Gisborne District up to 2021 are that the population will either remain stable or slightly decline and that economic and major industrial growth will be stable or nominally increase. It is also likely that major industrial waste will continue to be diverted rather than being landfilled and there may be a need to dispose of biosolids from wastewater treatment.

This Strategy is based on a projection scenario most likely to occur, which results in 158,800 tonnes of waste being produced in 2021 of which 92,300 tonnes will be diverted by major industries, 3,750 tonnes will be septage going to septage disposal sites, leaving 62,800 tonnes.

The quantity of waste requiring disposal is dependant on the effectiveness of diversion measures. For landfill planning 30,400 tonnes per annum for 80 years was been used to determine a landfill volume requirement of 2.7 million cubic metres.

2005 Progress Report:

The rural communities (11% of the district population) are contributing 23% of the waste (based on the 2004/05 year figures). Both the city and rural communities have recycling opportunities but the rural communities have no direct charging for the waste.

The projected increase in timber processing has not occurred as a result waste generation has not increased at the projected rate.

For landfill planning, 11,000 tonnes per annum for 25 years is now being used.

3.3 SOLID WASTE RESOURCES MANAGEMENT ISSUES

3.3.1 Waste Generation and Disposal

- ▶ Waste being disposed to landfill, is too high and needs to be reduced.
- ▶ This is to be addressed using an integrated system of management based on the waste hierarchy by targeting levels of waste reduction through reduction, recycling and organic composting (recovery).

3.3.2 Cultural Values and Aspirations

- ▶ Tangata whenua values are incorporated in the Strategy.
- ▶ Issues associated with the way waste is seen within the cultural and spiritual value system of tangata whenua are addressed.
- ▶ Waste is seen as a 'resource'.
- ▶ Ongoing community involvement is needed in the planning processes for siting new facilities, and managing waste resource facilities at an operational level in a way that is sensitive to tangata whenua, environmental and other cultural values.

3.3.3 People's Behaviour

- ▶ Most of us operate as a 'throw away' society with increasing use of single use items and packaging, and in some cases acting in an insensitive and thoughtless way. For example, City people using rural transfer stations for depositing bulky items, roadside and riverbank dumping, careless depositing at transfer stations and limited respect for the environment.
- ▶ This is addressed by promoting an integrated system of waste resources management, providing facilities and systems and publicity on how they should be used, education and facilitation to change behaviour, financial incentives, and regulation.

3.3.4 Council Role

- ▶ The role of the Council in solid waste resources management is currently as administrator (including educator), service provider and regulator.
- ▶ This role continues under the Strategy but is both substantially broadened and refocused in terms of education, promotion, liaison, research and facilitation.

3.3.5 Community Role

- ▶ Successful waste resources reduction and management relies upon support, acceptance and commitment from the community, individuals and organisations within the community.
- ▶ Enthusiasm for proposals aimed at reducing the level of waste resources generated is essential.
- ▶ This is addressed by resourcing education, research and support for community initiatives and promotion.

3.3.6 Current Facilities and Management

- ▶ A system of transfer stations with collection and final disposal to landfill is likely to continue for the foreseeable future.
- ▶ The location of some facilities requires reappraisal.
- ▶ Compliance is required with environmental, health and safety requirements.
- ▶ This is addressed by providing at least the minimum levels of service required, implementing compliance requirements, monitoring and reporting, and the planning for, and selection of, new landfill sites for environmentally sound waste resource disposal.

3.3.7 Levels of Service

- ▶ Currently the level of service provided between rural areas and the City differ, notably the kerbside refuse collection service for the City and Poverty Bay flats and Ruatoria residents, and a system of transfer stations and tips for some rural areas.
- ▶ Consultation identifies that environmental benefit, rather than financial cost is to be considered a priority, but at the same time an increase in cost (rates) is not generally supported by the community at large.
- ▶ The minimum level of service for centres of population in rural areas is considered to be a transfer station facility, with diversion provision; isolated communities, a bin, trailer or collection system and isolated properties access to township facilities.
- ▶ Kerbside recycling and/or drop off facilities are supported within the urban area.
- ▶ The provision of two landfill facilities, one close to the City and one located close to Ruatoria, is supported.
- ▶ This is addressed by establishing an acceptable minimum level of service for all parts of the District, including minimum operational and management regimes for those services, providing assistance and advice to communities to develop community responsibility for waste resources management (private enterprise, initiatives and Trusts).
- ▶ The level of service must relate to people's willingness and ability to pay and the incentive and disincentive effects of how the costs are allocated or how waste management services are charged, or paid for. Increases in costs while not generally supported by the communities may be inevitable.

3.3.8 Costs

- ▶ The question of who pays, what is provided and how it is paid for, is very much a part of the provision of services. Concerns continue to be expressed about the costs and the ability for people to pay.
- ▶ The method of charging for waste resource management can be through rates, uniform charges, user charges and private enterprise initiatives, or a combination of these.
- ▶ The preferred methods will relate to incentive and disincentive effects on waste generation, the nature of the services provided and issues of equity.
- ▶ The level of costs involved will relate to actual services provided across the district and the degree of environmental protection/management sought at the time of solid waste resources collection and residual disposal.

- ▶ The cost of establishing facilities to meet the minimum level of service in accordance with relevant standards is seen as a district wide responsibility. Operation is seen as a community cost (for rural areas the whole rural block is seen as being one community) and primarily user pays in the city. Services above the minimum are seen as primarily user pays throughout the district.

3.4 OVERALL GOAL

To meet the overall vision of the District for the management of solid waste resources from generation to residue disposal in a way that:

- ▶ Encourages reduction of waste at its source.
- ▶ Is environmentally sound.
- ▶ Focuses on the diversion of reusable, recyclable, and recoverable waste resources from the waste stream.
- ▶ Ensures the provision of adequate facilities for the District.
- ▶ Incorporates the diversity of cultural views.
- ▶ Recognises the community's aspirations and needs.
- ▶ Is fair, efficient and cost effective.
- ▶ Protects and enhances people's health and wellbeing.

3.5 OBJECTIVES

(Key Principles to Achieve the Goal)

1. Implementation of an integrated system of waste management for the District's solid waste resources based on the international waste management hierarchy of:
 - ▶ Reduction
 - ▶ Reuse
 - ▶ Recycling
 - ▶ Recovery
 - ▶ Residue Disposal
2. Efficient, fair and cost effective solid waste collection, transportation and disposal systems for the District's waste resources in a way which minimises risks to the environment, human health and cultural values and safeguards these for future generations.
3. Recognition and use of waste as a resource.
4. Identification of the real costs of waste resource management and implement a fair system of cost recovery from waste generators.

5. Effective and equitable educative, administrative and decision-making systems which encourage community participation and responsibility for solid waste resources management issues.
6. Implementation and further development of the Strategy using a consultative and participatory process with tangata whenua and the community, including environmental and other organisations, companies and businesses having a particular interest in waste management where appropriate.
7. Increased promotion, publicity, education, facilitation, research and liaison between Council and the community.
8. Provision of a minimum level of service for the district from amenity, environmental and health perspectives.
9. Provision of up to date information on the waste resource stream.
10. Recognition that implementation of the Strategy will be long term through a series of identified priorities and action plans.

2005 Progress Report:

These objectives have been substantially met over the past five years, as indicated in the progress reports on policy implementation in the following section.

3.6 POLICIES and IMPLEMENTATION METHODS

3.6.1 Integrated Management of Solid Waste Resources

Policies

1. Encourage and promote an integrated waste resources management system based on the principles of the international waste management hierarchy, namely:
 - ▶ Reducing the amount and toxicity of material entering the waste stream.
 - ▶ Reusing as much material as practicable.
 - ▶ Recycling the material that cannot be reused.
 - ▶ Recovery of resources.
 - ▶ Residue disposed of in an environmentally sound way.
2. Actively have regard to the waste hierarchy in any decisions which could impact on waste management.
3. Encourage community, business, household and individual responsibility for, and involvement in, waste management.
4. Maintain accurate and up to date data on the quantity, composition and sources of the District's waste resources.
5. Aim for a waste target of 25% or less of the total waste stream going to landfill by 31 December 2000 (based on 1998 data).

6. Aim for a waste target of 15% or less of the total waste stream going to landfill by 31 December 2009.
7. Implement the concept of 'Zero Waste' by 2015 and review this every three years.
8. Target reduction in Council domestic rubbish collection to not more than one bag per household per week by 30 June 2000.

Implementation

- ▶ Adoption and staged implementation of the separate components of this Strategy.
- ▶ Council will monitor Central Government and industry initiatives on waste management matters and, where appropriate, lobby and liaise with these groups on national/regional waste management matters to achieve co-ordination and implementation to deliver positive local outcomes.
- ▶ Council will continue to work with community and industry based waste management groups and individuals to promote the components of the Strategy and will provide Councillor/staff representation, facilitation skills/advice and membership on appropriate working groups at both local and national levels.
- ▶ Council will liaise with other relevant local and territorial authorities to ensure knowledge and experience is passed on.
- ▶ Waste resources analysis surveys will be carried out at least every three years to identify changes in waste composition/quantities and diversion/disposal proportions, including studying seasonal variations, generally in accordance with the national Waste Analysis Protocol.
- ▶ Ongoing monitoring will be carried out to record the types and quantities of wastes generated from different sources and their fate.
- ▶ Implement the 'Zero Waste' concept.
- ▶ Implement Action Plan such that Council domestic rubbish collection can be reduced to one bag per household.
- ▶ Systems of charging, including financial incentives for reduction, collection and disposal of waste resources will be investigated to encourage waste resources reduction.
- ▶ Reports to Council on waste management matters will be co-ordinated between Engineering & Works and Environment & Planning departments.

2005 Progress Report:

These policies for integrated management of solid waste are generally being implemented.

The total waste stream in 1998 was 130,000 tonnes. In the year 2000, about 19,000 tonnes was sent to landfill. In 2004, about 14,000 tonnes was sent to landfill (plus several thousand tonnes sent to the Waiapu Area landfill). Hence, Policies 5 and 6 have been met.

Policy 8, the target reduction in Council domestic rubbish collection to not more than one bag per household per week, has so far only been achieved in Gisborne City and the Townships around the Poverty Bay Flats, but not Ruatoria.

3.6.2 Waste Resources Reduction

Policies

1. Promote and encourage at source reduction as a cost effective and environmentally sound first stage in the management of solid waste resources.
2. Promote and encourage individuals and organisations to include waste reduction as a factor when making purchasing decisions.

Implementation

- ▶ Waste audits and cleaner production education will be promoted to industry and businesses in the District.
- ▶ Council will carry out and publicise regular waste audits on its own operations and will implement suitable measures to reduce waste at source.
- ▶ Council will promote the use of reusable and recyclable products and implement the use of these itself as well as actively seeking products that result in waste resources reduction.
- ▶ The benefits of, and methods to, reduce waste at source will be promoted to households through education and publicity.

2005 Progress Report:

Implementation of these policies is on-going. Waste audits have been done. Reduction of waste from Councils Administration Building has been partly achieved. The intended in-house emphasis has only commenced in a small way

3.6.3 Waste Resources Reuse and Recycling

Policies

1. Optimise the amount of material that it is practical to divert from the waste stream through reuse and recycling.
2. Ensure that all facilities and services provided for reuse and recycling are pleasant, convenient and simple to use.

3. Undertake ongoing research and liaison with other local and regional authorities in order to ensure information is up-to-date and appropriate.
4. Where possible and practicable, assist industry and community initiatives in establishing markets for recyclable products.
5. Encourage initiatives which process diverted waste resources within the District.

Implementation

- ▶ Prioritise the provision of services and facilities for reuse and recycling based on materials which:
 - are potentially most environmentally damaging;
 - have reliable markets;
 - make up the biggest component of the waste stream;
 - are currently being recycled;
 - change people's attitude to waste;
 - have a positive synergistic effect on diversion of other materials.
- ▶ Diversion facilities will be provided at all rural transfer stations and drop off facilities.
- ▶ Initiate kerbside recycling system or upgrade drop-off depots, and encourage development of a central resource recovery facility for Gisborne City.
- ▶ Council will advocate, where appropriate, the use of recycled and reusable products, and use these products itself.
- ▶ Provide regularly updated information and promotion material detailing what goods are recyclable, where these can be taken, and how these are processed.
- ▶ Liaise and consult with recycling industry personnel and groups in the community to identify where Council can provide assistance for reuse and recycling.
- ▶ Provide assistance and support for Waste Exchange Systems and community recycling depots developed at community level, including investigating provision of funding or grants for initiatives and community trusts.
- ▶ Ensure that effective systems are in place to divert cleanfill, demolition and inorganic recyclables.
- ▶ Waste audits and cleaner production education will be promoted to industry and businesses in the District.
- ▶ Contribute to ongoing research and liaison with other local and regional authorities.

2005 Progress Report:

These policies for waste reuse and recycling of solid waste are being implemented. Policies 1 and 3 are achieved. Policies 2, 4 and 5 have been partly achieved.

“Second Hand Sundays” have been held twice per year since 2002, with increasing participation.

Waste Exchange has developed a website with about 70 companies listed.

All of the Council operated transfer stations have recycling and diversion areas, except that the Tikitiki dump site has yet to be upgraded as a consented Transfer Station so does not have such areas.

Education and promotional material is distributed to businesses and wider community.

3.6.4 Waste Resources Recovery

Policies

1. Optimise resource recovery from the organic components of the waste resource stream.
2. Continue to liaise with industry, central and local government and other parties to ensure opportunities for energy recovery from appropriate components of the waste stream are investigated.
3. Council will continue to liaise with organic waste producing industries on management options resulting in waste recovery.

Implementation

- ▶ Promote the methods and benefits of home composting and worm farming as alternatives to disposal, including advice and assistance through practical demonstrations, pamphlets and educational material.
- ▶ Investigate other methods to encourage waste resource recovery through composting and worm farming such as the provision of subsidised bins.
- ▶ Provide assistance to approved rural community based garden waste composting initiatives.
- ▶ Ensure that at least one effective composting facility operates for the City.
- ▶ Maintain an active interest in alternatives for resource recovery from waste (including energy), by liaising with other district and regional authorities, industry organisations and environmental groups.
- ▶ Council will carry out and publicise regular waste audits on its own operations and will implement suitable measures to recover waste.
- ▶ Advocate waste recovery.

2005 Progress Report:

These policies for waste recovery are being implemented. Policy 3 is being achieved. Policies 1 and 2 have been partly achieved.

Chipping trials and kitchen waste recovery trials are on going.

Composting and worm farm workshops held twice per year.

Council separates organic material, recyclables and residual waste from the main Administration Building and rural waste sites.

A privately owned composting facility operates taking both domestic and commercial garden waste.

A privately owned worm farm processes dewatered grease trap and truck wash waste.

3.6.5 Residual Waste Resources Collection

Policies

1. Ensure that convenient and efficient collection systems are in place for residual waste resources for the District.
2. All residual waste resources collection systems will provide incentives to reuse, recycle and recover waste resources.
3. A minimum provision of service for residual waste resources collection will be provided throughout the District. Where communities want additional services the costs of that service will be met by those communities.

Implementation

- ▶ Council will ensure that domestic waste resource collections are carried out weekly in Gisborne City, Poverty Bay Flats, Wainui, Okitu, Makorori, Pouawa, Makaraka, Waihirere, Ormond, Waituhi, Patutahi, Te Karaka, Part Manutuke, rural areas on route to these places, and Ruatoria, unless more suitable systems are provided.
- ▶ Waste resources from transfer stations in the rural townships will continue to be picked up and transported to a landfill facility.
- ▶ Transfer stations with diversion facilities will be provided at Te Araroa, Tikitiki, Te Puia Springs and Hicks Bay.
- ▶ Drop off systems for Hangaroa, Whangara and Hiruharama will be investigated and implemented.
- ▶ Te Karaka and Tolaga Bay transfer stations will be upgraded.
- ▶ All collection systems including kerbside waste collection, transfer stations, trailer systems and drop off facilities will be in place by 31 December 2002.
- ▶ An annual dry goods collection of large items too big for regular kerbside collections will be carried out for the city and all centres of population.

- ▶ An annual collection of car bodies will be provided to all communities at suitable locations and routes.
- ▶ Compliance with legislative requirements including consent conditions.

2005 Progress Report:

These policies for residual waste collection have largely been implemented. Waste collection within the District has significantly improved since the year 2000.

Transfer stations have been provided at Ruatoria, Tokomaru Bay and Whatatutu, as well as Te Araroa and Te Puia Springs; but not at Hicks Bay.

The Matawai transfer station has also been up-graded, as well as those at Te Karaka and Tolaga Bay.

Trailer systems and drop off facilities have not yet been provided. A trial at Waipiro Bay over the 2004/05 summer season was not successful.

Collection of car bodies is provided for communities north of Tolaga Bay. Annual dry goods collections have not occurred - now superseded by second-hand Sundays.

3.6.6 Residual Solid Waste Resources Disposal

(also refer to 3.6.8 Landfill Site Selection Criteria and On Site Disposal)

Policies

1. Landfilling will be used for disposal of the District's residual waste resources in the medium term.
2. Future long-term alternatives for final disposal will be investigated.
3. The identification of future landfill sites will be undertaken based on site selection processes involving technical input and consultation, and designed, operated, managed and supervised in an environmentally suitable manner having regard to technical, cultural, social and economic requirements.
4. Paokahu landfill will cease to receive refuse of any type by 31 December 2002.

Implementation

- ▶ The Council will ensure that landfill sites are operated and monitored in such a way as to minimise environmental effects in accordance with the Resource Management Act 1991.
- ▶ A site to replace Paokahu will be operational by 31 December 2002, subject to consent procedures.
- ▶ A Waiapu area landfill will be established subject to obtaining resource consents on the current site close to Ruatoria.
- ▶ New developments in landfill design and operation will be continually investigated.

- ▶ Te Araroa landfill will be closed, replaced by a transfer station facility, and reinstated by the end of 1999, with landscape planting carried out in 2000.
- ▶ Users of rural transfer station and landfills will be educated about the adverse environmental effects of burning.
- ▶ Burning of waste resources at rural transfer stations and rural tip sites will be banned except for dry green waste at controlled rural transfer stations.
- ▶ Site management, facilities and operation will encourage the waste hierarchy.
- ▶ All sites will operate in accordance with development, management and operational plans and be staffed.
- ▶ Compliance with legislative requirements including consent conditions.

2005 Progress Report:

These policies for residual solid waste disposal are being implemented, except that the non-upgraded transfer stations cannot be staffed.

There is now no burning of any waste at transfer stations.

The Waiapu landfill is filling more rapidly than anticipated, with implications for waste reduction incentives and collections at Ruatoria.

Two commercial restricted waste disposal facilities are now operating in the District.

3.6.7 On Site Solid Waste Resources Disposal

Policies

1. Any on site waste resources disposal will be carried out in a manner that is environmentally sound, does not result in impacts beyond the boundary of the site concerned and reflect the waste management hierarchy.

Implementation

- ▶ Prepare and circulate information and deliver education relating to the effects of on site waste resource disposal on the environment.
- ▶ Develop and implement guidelines to define appropriate methods for disposal.
- ▶ Adopt rules through Regional and District Plans to address the effects of on site disposal on the environment and to control and manage any effects.
- ▶ Carry out surveys of on site waste disposal practices.

2005 Progress Report:

The policy for on site solid waste disposal is generally being implemented.

Information regarding on-farm disposal practices has been distributed to farmers and horticulturalists, and through Conservation Quorum.

3.6.8 Landfill Site Selection

(see also 3.6.6 Residual Solid Waste Resources Disposal)

Policies

1. Identification of a new landfill site will be undertaken based on a process and a set of site selection criteria established for that purpose, and in consultation with tangata whenua and the community.
2. Extended use of existing waste sites will be considered with regard to new landfill site selection criteria to determine if alternative sites require consideration.

Implementation

- ▶ The selection of a new site will be based on identifying areas within the District to be excluded from examination (with the use of criteria considered and amended through the consultation process) and identifying a short list of preferred sites for further investigation and consultation.
- ▶ A preferred site will provide sufficient volume for landfilling based on current volumes, for a period of approximately 50-80 years.
- ▶ The decision on the actual site to be developed for a new landfill will be made by Council following community consultation.
- ▶ A new landfill on the preferred site will be developed in accordance with the principles of sustainable management, using the most appropriate technology, long term monitoring and assessment, final use and closure in order to ensure the viability of the site for worthwhile activities at the end of its life.
- ▶ The existing Waiapu site will be compared to the new landfill site selection criteria.

2005 Progress Report:

These policies for landfill site selection have been implemented. The existing Waiapu site was found to be the most appropriate site using the selection criteria.

New Landfill Site Close to Gisborne City

A four-stage site selection process commenced in late 1998. In late 2000, after a search that considered 47 sites, Site 103 off Mander Road in the Waimata Valley was adopted by Council as the preferred site. Resource consent applications were lodged in early 2001. Consents were granted by the Environment Court in February 2003.

Council kept the predicted waste tonnage to disposal under review until June 2005 when it decided to:

- ▶ Initiate acquisition of the Millmore Forest block including landfill site 103
- ▶ Seek resource consents for wastewater solids disposal on that land
- ▶ When appropriate, proceed with development and operation of landfill site 103 to receive residual solid waste and wastewater solids.

Site development is expected to begin in October 2007.

3.6.9 Hazardous Waste

Policies

1. Minimise the quantities and toxicity of hazardous waste being produced and/or requiring treatment and disposal.
2. Manage hazardous waste in a way that minimises potentially adverse environmental effects and minimises the risks to human health, including to other communities where hazardous waste is transported out of the district.
3. Council adopts the 'polluter pays' principle for spillage and inappropriate management of hazardous waste.

Implementation

- ▶ The regional hazardous waste manifest system will be continued in order to control, manage and monitor hazardous waste disposal.
- ▶ Disposers will be required to consider options for reduction, reuse, recycling or alternative disposal before application for landfill disposal of hazardous wastes.
- ▶ The Council will:
 - deliver hazardous waste education programmes;
 - prepare and distribute information to the public and industry to advise methods for the management of household and industrial hazardous waste;
 - liaise with farming industry representatives, chemical manufacturers and MAF to establish appropriate information requirements for the continued safe disposal of farm chemicals;
 - liaise with and provide assistance to health authorities on the storage and disposal of hazardous wastes including asbestos and PCB's;
 - lobby Central Government for assistance in regulation and control of hazardous waste transport, treatment and disposal;
 - prepare management guidelines for the handling of hazardous wastes not covered by regulations or practise guidelines;
 - provide an advisory service to business and organisations on the storage, use and disposal of hazardous wastes;
 - establish a Technical Advisory Network involving specialists in hazardous waste to assist the Council to carry out hazardous waste work;
 - use regulatory controls, including rules on discharges, to avoid, remedy or mitigate any adverse effects of the use, storage, transportation and disposal of hazardous substances where necessary to achieve environmental policy and legislative compliance;
 - monitor premises used for handling hazardous substances at a frequency determined by risk.

- ▶ An appropriate drop-off, collection, storage, treatment, and redirection system and facility for hazardous wastes will be established within the District.
- ▶ Systems of charging for the handling, storage and disposal of hazardous wastes that reflect their quantity, environmental effects and special disposal requirements will be investigated and instigated.
- ▶ Any new waste disposal facilities will be designed and operated to permit the disposal of acceptable quantities of hazardous wastes associated with general household waste resources.
- ▶ Improved control measures will be implemented at disposal sites to identify and separate hazardous wastes for suitable disposal.
- ▶ Use will be made of hazardous waste facilities outside Gisborne District where no suitable facilities are available within the District.
- ▶ Waste generators will be encouraged to use agents with lesser effects on human health and the environment.
- ▶ Council will establish and implement appropriate systems to manage hazardous substances and contaminated sites.

2005 Progress Report:

These policies for hazardous waste management are generally being implemented.

A new facility for short-term storage of hazardous waste is to be established close to Gisborne City.

Advice is given on storage and use of hazardous substances; also on packaging, transport and disposal.

Council was contracted by the Ministry for the Environment to organise a collection of unwanted agricultural chemicals during 2005. Another collection is planned for the 2005/06 year.

Recording of old disused landfill sites within the District is underway. Contaminated sites are investigated and monitored.

3.6.10 Semi-Liquid Special Wastes

Policies

1. Minimise the adverse environmental effects, including effects on human health and safety, from the collection and disposal of semi-liquid special waste such as septage, wastewater sludge, boat wastes and stock truck effluent.
2. Consider appropriate forms of utilising semi-liquid waste as a resource where appropriate.

Implementation

- ▶ Current facilities for disposal of septage at East Coast sites will be upgraded, or relocated if necessary, to ensure compliance with environmental standards relating to location, security, discharges and ongoing operation and management.
- ▶ Access to facilities will be limited to approved operators who are responsible for adequate and safe disposal practices, which will be monitored by the Council.
- ▶ Any new disposal facilities designed to permit the disposal of wastewater sludge from any new wastewater treatment process shall be investigated to ensure environmental protection results in positive outcomes.
- ▶ Assess in conjunction with interested parties what septage disposal facilities should be provided, where these should be located and ensure that appropriate facilities and an equitable service are provided across the district.
- ▶ Assess, in conjunction with interested parties, and ensure that appropriate facilities are provided for stock truck, camper van and boat waste.
- ▶ All disposal of semi-liquid special wastes will be carried out in accordance with an approved Management Plan and will include regular supervision and monitoring of the activities.
- ▶ Council will encourage utilisation of semi-liquid special waste as a resource where appropriate.

2005 Progress Report:

These policies for semi-liquid special wastes are generally being implemented.

The Tikitiki septage disposal site has not been upgraded yet. There is no septage disposal site currently between Te Puia and Gisborne City.

The proposed assessments have been partly achieved to date.

3.6.11 Promotion, Publicity, Education and Facilitation

Policies

1. Council will take an active role in promotion, publicity, facilitation, education and information circulation to achieve the objectives of the Strategy.
2. Council commits to long-term education in waste resource management.

Implementation

- ▶ Promotion, publicity, facilitation, education and information circulation will be targeted to the community groups or individuals where attitude and behavioural change is required.
- ▶ Appropriate allocation of resources through the education and promotion budget for solid waste resources management matters.

- ▶ Use of the education budget for encouraging local initiatives in waste resource management at the community level, such as trials, pilot schemes and grants.
- ▶ No less than 100% increase in the education budget for the 2000/2001 year with a continuing increase thereafter at a level resources permit.
- ▶ Education programmes designed to change individual, group or community attitudes will be designed and implemented.

2005 Progress Report:

These policies for promotion, publicity, education and facilitation are being implemented:

GDC/Allbrites Education Centre; Web pages; Willy on Waste Newsletter; Environmental Youth Awards; Live Theatre for Schools; regular articles in Eastland Trader and other media.

Local schools have established worm farms and recycling stations.

3.6.12 Provision Of Services

Policies

1. Council will provide services for the whole District which are fair, equitable, achieve the required environmental standards and outcomes and have regard for community views.
2. The minimum services to be provided are:

<i>City</i>	Access to transfer or disposal facility with diversion facility
<i>Centres of population</i>	Access to transfer facility with diversion facility
<i>Isolated communities</i>	Drop-off/collection system with diversion facility
<i>Isolated properties</i>	Access to centre of population transfer facility
3. Council will implement the minimum provision of service in the priority order specified by the strategy and complete these by 31 December 2002.
4. Additional services may be provided.
5. Services will be of high quality.

Implementation

- ▶ Complete the provision of minimum services.
- ▶ Quality characteristics and measurement methods will be developed, implemented and reported on.
- ▶ Council will investigate any calls for a higher level from district communities. This will be reported and consulted on with that community before implementation.
- ▶ Individual components of service provision will be built into the Action Plan.

2005 Progress Report:

These policies for provision of services are generally being implemented, except drop-off/collection systems for isolated communities (in Policy 2).

A transfer station for Tikitiki has been under investigation since the year 2000 – four sites have been nominated, but no suitable site has been found yet. An option would be a weekly collection, costing in the order of \$100/year per household.

3.6.13 Cost Allocation

Policies

1. Council will appropriately allocate costs for waste resource management through the use of general rate, differential rate, uniform annual charges, user charges, private enterprise initiatives or a combination of these methods.
2. Council will set waste management charges which:
 - (a) provide financial incentives and disincentives for solid waste resources generators to promote and achieve the objectives and policies of the Strategy;
 - (b) reflect the costs incurred by those who generate the waste resources;
 - (c) reflect the ability of communities to pay;
 - (d) contribute to a net environmental benefit.

Implementation

- ▶ The Council will investigate and set charges and fees for waste resource management (to achieve a defined minimum level of service) for both rural and urban areas based on:
 - Identification of the full costs of the waste resource management system.
 - The principles of economic efficiency and equity.
 - Compliance with the relevant legislative requirements.
 - The incentive and disincentive effects of the allocation of costs to promote and achieve the objectives and policies of the Strategy.
 - The use of a range of techniques for recovering the cost of the waste management system from users including direct charges, community charges, rates charges and private sector initiatives or a combination of these.
 - The level of service provided to a particular community, or geographic area such as the City, inland rural areas and the coastal communities.
 - Ability to pay.
 - Net environmental benefit.
- ▶ Costs will be allocated in accordance with Council's Funding Policy for the following activities:

Activity	Charge
Investigations for new sites, systems.	DWR
Policy, review and monitoring of policy.	DWR
Initiatives.	DWR
Littering, dumping, enforcement.	DWR
Education, promotion, research, development and facilitation.	DWR
Construction of new transfer stations, diversion facilities and isolated community systems.	GDR*
Construction, operation and aftercare of new city landfill.	UP
Upgrade of Waiapu Landfill.	GDR*
Operation and aftercare of Waiapu Landfill, rural transfer diversion facilities and isolated community system.	UAC (rural)
City waste collection.	UAC 1 bag (city)
Flats waste collection.	UAC 1 bag (flats)
Ruatoria waste collection.	UAC 1 bag (Ruatoria)
Aftercare and rehabilitation of old city landfill.	GDR*
Management of closed tips.	DWR

DWR - District Wide Rate

GDR - General Differential Rate

UAC - Uniform Annual Charge

UP - User Pays

* - Council to determine who

- ▶ Council will investigate and maintain records to enable the following matters to be identified:
 - Full costs of collection and disposal.
 - Full costs of diversion including all recovery, reuse and recycling initiatives.
 - Full costs of hazardous substances treatment and disposal.
 - Full costs of education, promotion, research, development and facilitation necessary to meet the objectives of the Strategy.

2005 Progress Report:

These policies for cost allocation are subject to Councils funding policies as set out in the Long Term Council Community Plan (LTCCP).

The intended implementation of a "one bag" collection at Ruatoria has not been actioned.

Council now charges for replacement recycling bins for the Gisborne City collection.

3.6.14 Monitoring

Policies

1. Council will develop and implement a monitoring programme to assess whether the objectives and policies contained in this Strategy are being achieved.

2. The Strategy will be reviewed informally every three years and formally by the end of 2010.
3. Council in its role as regulator will actively monitor waste handling activities and ensure compliance with all legislative requirements.

Implementation

- ▶ Development of an Action Plan for implementation on a three year rolling cycle and the allocation of resources through the Funding Policy, Long Term Financial Strategy and the Annual Plan.
- ▶ The Monitoring Programme to be developed by Council, with input from community organisations associated with waste minimisation and recycling, interested individuals, approved recyclers, private operators working in the solid waste resources management and collection area, and waste producers groups, will address, but not be limited to:
 - Source reduction estimates (e.g. waste composition surveys).
 - Estimates of waste diversion (e.g. percentage of households composting/worm farming, diverting recyclables).
 - Convenience and efficiency of solid waste resources collection services.
 - Hazardous Waste quantities and types.
 - Effectiveness of education, publicity and promotion programmes.
 - Timely compliance with Action Plan.
 - Specific waste resources collection and disposal sites compliance with environmental standards.
- ▶ Monitoring results will be used to enable updating of the Strategy and Action Plan to ensure they remain relevant and appropriate targets are established.
- ▶ An annual report will be prepared for each calendar year and submitted to the Council by February in the following year. This report will identify the success of the measures adopted through the Action Plan and their effectiveness in achieving policies and targets in the Strategy. It will also identify where the allocation of funds for the following year is required and recommend changes and additions etc.
- ▶ Procedures will be adopted and implemented for effectively dealing with any non-complying Council activity.
- ▶ A monitoring programme will be documented in advance for each year and reported on at the year's end.
- ▶ Council will encourage community involvement in dealing with littering and dumping.
- ▶ Assessment of data will be carried out quarterly.
- ▶ The report will be made available to the public in various forms including electronically.

2005 Progress Report:

These policies for monitoring are generally being implemented.

Community involvement has not eventuated in the way envisaged in 2000. There is now growing interest from private operators with regard to diversion and disposal of waste.

Council's Environmental Health Section (EH) produces an annual Waste Report. This report addresses aspects of waste management that EH has a role in carrying out, facilitating or monitoring. It includes EH's performance as judged against Councils Solid Waste Management Strategy.

3.7 RECOMMENDED PRIORITIES FOR IMPLEMENTATION

- ▶ Preparation of Action Plan.
- ▶ Compliance with relevant environmental, health and financial legislation.
- ▶ New landfill site within 50 km of the City.
- ▶ Identify and implement ongoing and increased education, promotion and publicity campaign.
- ▶ Monitoring and reporting programme.
- ▶ Establish new transfer station with diversion facilities at Te Araroa.
- ▶ Rehabilitate Te Araroa dump.
- ▶ Identify and establish new transfer station site with diversion facilities for Tikitiki.
- ▶ Relocate or upgrade transfer station with diversion facilities at Tolaga Bay.
- ▶ Secure and (if necessary) staff Te Karaka transfer station.
- ▶ Target domestic waste resource reduction at source.
- ▶ Implement full kerbside recycling or upgrade drop-off depots in Gisborne City.
- ▶ Upgrade or relocate septage sites at Ruatoria, Te Araroa, Tikitiki and Te Puia.
- ▶ Upgrade Waiapu Area Landfill close to Ruatoria.
- ▶ Establish new transfer station with diversion facilities at Te Puia Springs.
- ▶ Develop a central resource recovery facility for Gisborne City.
- ▶ Increase provision for diversion at all transfer stations.
- ▶ Provide drop off facilities at Hiruharama and Whangara.
- ▶ Provide drop off and diversion facility at Hangaroa.
- ▶ Provide transfer station or equipment for Hicks Bay.
- ▶ Management and appropriate consents for old landfill sites.
- ▶ Review septage, camper van, stock truck and boat waste management.

2005 Progress Report:

Of these 22 priorities, the first 17 have been substantially achieved, except for three: the proposed transfer station for Tikitiki (for which a suitable site is yet to be found), the upgrade of the septage site at Tikitiki, and reduction of domestic waste in the rural townships.

3.8 FINANCIAL EFFECTS

Changing the strategic emphasis will have effects on the costs to property owners, and commercial and industrial businesses. The costs outlined below [1999 estimates] are indicative only, as they are dependent on a number of factors. Some costs, like refuse collection and transport are governed by refuse volumes. The costs of operating a landfill however do not change much unless there is a major reduction in tonnage, because the same machinery and people are needed. The approximate extra costs per year resulting from the Strategy and legislative requirements are shown below [1999 estimates]:

1. Maintenance of existing sites, compliance and consents.	\$60,000 per year
2. Additional education.	\$40,000 per year
3. Monitoring, maintenance and management of old sites.	\$15,000 per year
4. New transfer station and diversion facilities for Tikitiki.	\$20,000 per year
5. Full kerbside recycling or upgrade drop off depots in Gisborne Diversion facility for Gisborne City – currently under investigation.	\$250,000 per year (NL)
6. Fencing and staffing the Te Karaka and possibly Tolaga Bay transfer stations; costs for this will depend on the operating hours and the number of days per week the station is open. Costs range from \$5,000 to \$30,000 per year for each site, say.	\$40,000 per year
7. Upgrading and operating septage (septic tank waste) sites. About \$10,000 per year for four sites.	\$40,000
8. Upgrading or the other alternatives for the Waiapu area landfill near Ruatoria; at least.	\$70,000 per year
9. New transfer station and diversion facilities for Te Puia Springs.	\$38,000 per year
10. Waste diversion (recycling etc) at rural sites, about an extra \$5,000 per site per year for four sites.	\$20,000 (NL)
11. New transfer station for Hicks Bay so they have the same basic service as others.	\$45,000 per year (NL)
12. Additional collection of cars and bulky waste.	\$20,000 (NL)
13. Whangara and Hangaroa systems.	\$10,000 (NL)
14. Hazardous waste.	\$65,000per year (NL)

15. Additional user charges for Gisborne landfill up from the present \$60 per tonne to at least \$90 per tonne. If the waste stream remained at 30,000 tonnes a year increase of \$900,000 per year expected to be offset by waste diversion.

(NL) = non-legislative.

The additional estimated overall increased costs for the rural area total approximately \$400,000 per year. This would mean an increase of about \$100 per rural household or \$45 per rateable property, on a uniform annual charge basis. This of course will be related to the size of the property.

The predicted increase per household in Gisborne and on the Waipaoa flats is approximately \$50 per year.

Some of these costs are not a direct result of the Strategy itself, they are in fact necessary if Council is going to meet its legal obligations under legislation, namely the Resource Management Act (RMA) and the Local Government Act (LGA).

The higher charge for rural areas is a result of larger transport costs and maintenance of transfer stations and diversion facilities.

All cost figures estimated in 1999 were approximate only, and subject to change.

2005 Progress Report:

Changes to the Rating laws, the change from Land Value Rating to Capital Value (CV) Rating in Gisborne District beginning in the 2004/05 year, and 15% inflation since 1999, all mean that making direct comparisons with the figures estimated in 1999 is difficult.

However, the current 2004/05 costs of solid waste management to ratepayers can be summarised in general terms as follows:

City and Environs properties pay about **\$80** within the Uniform Annual General Charge, plus about **\$135** targeted for refuse collection, plus an amount to cover loan interest within the differentiated general CV rate.

Rural properties pay about **\$80** within the Uniform Annual general Charge, plus an amount to cover loan interest within the differentiated general CV rate. Those in **Ruatoria** also pay about **\$150** targeted for refuse collection.

(All dollar figures include GST)