

**Infrastructure Committee
28 June 2018**

Report for Agenda Item: 1

Department: Property & Infrastructure

Future of Hawea Waste Collection Point

Purpose

The purpose of this report is for the Committee to consider whether the Hawea Waste Collection Point should be removed. This follows an earlier presentation of this item to the Wanaka Community Board which has recommended this course of action to the Infrastructure Committee.

Executive Summary

One collection point facility remains in the district, the Hawea Collection Point. Usage has outgrown the capacity of the facility placing contractors at risk of injury and recyclables at risk of being landfilled. Over time Council has been working with its contractors to remove collection point facilities across the district and replace them with kerbside collection services. Kerbside collection is currently provided to the majority of eligible properties in Hawea, and the remaining eligible properties can be moved to kerbside collection with the removal of the facility.

To address the Hawea community's concerns regarding high visitor numbers in the area requiring a different level of service, an enhanced kerbside collection service during the summer peak period could replace the collection point facility. A standard weekly service would operate throughout the rest of the year. This is consistent with the approach other councils have taken to address areas with high visitor numbers.

Recommendation

That the Infrastructure Committee:

1. **Note** the contents of this report; and
2. **Approve** the removal of the Hawea Waste Collection Point in conjunction with a move to kerbside refuse and recycling collection for the remaining eligible properties and provision of an additional weekly kerbside collection over the peak summer period.

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7/06/2018

Reviewed and Authorised by:



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7/06/2018

Background

1. There have been several residential waste collection points in service throughout the district. Residential collection points were provided when kerbside waste collection was not able to be undertaken in certain areas. These collection points became outgrown and were prone to abuse. This included dumping of unrecyclable materials such as household goods and dumping of commercial recycling and waste by local businesses wanting to avoid waste charges. The collection points also attracted vermin.
2. Over time as kerbside collection became possible, Council has worked with its contractors to remove these collection points, replacing them with kerbside collection.
3. Only the Hawea Collection Point remains in operation in the district. This is an unmanned 24/7 facility located on Domain Road.
4. The Hawea Collection Point facility has been expanded over time to accommodate additional waste deposited.
5. When kerbside collection was provided to the majority of eligible properties in Hawea several years ago, Council agreed to retain the collection point, resulting in Hawea residents now having both a kerbside collection and also a collection point. This increased level of service is not provided elsewhere in the district.
6. There are approximately 50 eligible properties that do not currently have kerbside collection in Hawea.
7. Recycling collected from this facility is highly contaminated increasing the risk of having to landfill recyclables. The contamination and colour mixing of glass at the facility is impacting the ability to fully recycle the glass. The glass recycler OI will not accept contaminated glass.
8. There is regular dumping of non-recyclable materials such as furniture and household goods, building materials, and general waste not placed in pre-paid council approved blue bags, thus avoiding user charges.
9. GPS records often show collection of recycling now takes between 45-90 minutes compared to the expected 7-10 minutes occurring in previous years.
10. The health and safety risk of clearing the facility has increased as the facility is often overflowing with items piled to ceiling height.
11. The truck and trailer capacities are often reached whilst clearing this facility which then has a flow-on effect of being able to service kerbside collections within available driver hours.
12. Additional skips are placed at the facility over the summer peak period to assist with the volume of waste being deposited.
13. There is anecdotal evidence to suggest that more glass is collected at this facility each visit than is collected from the whole of Wanaka kerbside each week. There

was an additional 28m³ of glass collected in January 2018. Conservative estimates of weekly glass weight collected is 1.5 tonne per week off peak, increasing to approximately 5 tonnes per week during peak periods. It should be noted that these are estimates as we do not separately weigh items collected from this facility as servicing is completed in conjunction with other collections.

14. The annual operating costs are approximately \$37,000. This cost varies depending on the number of collections required each week. Refuse and recycling is collected on average three times a week during off peak, increasing to daily depending on demand. It should be noted that daily collections over the 2017/18 peak period were unable to manage the volume of waste deposited at this facility. A number of requests were received for additional servicing as well as Facebook posts, and a media enquiry. If this facility were to remain it is likely that night servicing in addition to daily servicing would be needed. This would significantly increase the costs of servicing this facility.
15. With numerous issues associated with servicing this facility, a decision on its future is required.
16. In the interests of **equity and fairness**, we need to:
 - Ensure there is a consistent level of service for the district
 - Ensure that all users pay for the services
17. In the interests of Council's obligations for **Health and Safety**, we need to
 - Ensure council services do not present additional risks to its contractors

Comment

18. Increasing the level of service at the facility is not considered sustainable without capital investment in a facility upgrade and associated expansion to enable safer collections.
19. Even if the facility was upgraded, as it is an unmanned facility with 24/7 access, it is not possible to prevent commercial dumping or abuse without a supportive enforcement regime.
20. There are two alternative options to the current status quo for consideration. Removal of the facility and provision of kerbside collection; or removal of the facility with increased kerbside servicing over the peak period.
21. **Removal of the facility** – This would be done in conjunction with providing weekly kerbside collection for those remaining eligible properties in Hawea that currently do not have this service.
22. The estimated cost of providing kerbside collection for the remaining few eligible properties is \$8K pa, plus a one off cost of \$1.2K for provision and delivery of recycling crates. The final cost is dependent on the exact number of eligible properties. There would also be a small cost associated with removal and disposal of the facility structure.
23. The community has indicated a strong opposition to the removal of the facility as they believe there are limited waste disposal options available for visitors.

24. Other councils provide additional kerbside collections in high visitor areas during peak periods. This is an alternative for consideration.
25. **Removal of the facility, supported by an additional weekly kerbside collection over the peak period** – Removal of the facility would be done in conjunction with providing kerbside collection for those remaining eligible properties in Hawea that currently do not have this service. In addition, during the peak visitor period of October to February each year the weekly kerbside collection would be supplemented by an additional weekly kerbside collection.
26. This is a service model that is provided by other councils such as Thames/Coromandel, Tasman and Rotorua during peak periods.
27. It is also a model that can be reviewed, depending upon future needs.
28. The estimated annual cost of providing an additional weekly kerbside collection to Hawea is \$38K. This cost may fluctuate depending on the duration of the peak period each year. For example in 2017 peak volumes started occurring three weeks prior to when they occurred in 2016. This trend is likely to continue with a reduction in the duration of typical shoulder seasons.

Options

29. Option 1 Reject the proposal to remove the Hawea Collection Point and do nothing.

Advantages:

30. Facility continues to be available for community use.

Disadvantages:

31. Hawea continues to receive an enhanced level of service compared to the rest of the district.
 32. Consistent problems with facility abuse and inability to meet service demands will continue.
 33. There will be increased costs associated with additional servicing of the facility to meet service demands.
 34. Council will receive continued complaints and requests from residents seeking additional servicing of the facility.
 35. Council is losing revenue to support waste management with commercial businesses using this facility avoiding user fees and charges.
 36. There will be continued contractor health and safety concerns with servicing this facility.
37. Option 2 Approve the removal of the Hawea Collection Point in conjunction with providing the remaining eligible properties with kerbside collection.

Advantages:

- 38. A consistent level of service is provided district-wide.
- 39. The issues with servicing this facility are removed, including termination of identified health and safety risks.
- 40. There will be an estimated cost saving of \$29K pa (based on current servicing costs of approximately \$37K pa for the Hawea facility).

Disadvantages:

- 41. There is the potential of increased illegal dumping. It should be noted that with the removal of other collection points in the district, for a short period of time people continued to deposit waste. This ceased after a 3-4 week period which is typical of industry observations.
 - 42. The community has previously indicated that they do not support the decision to remove the facility.
43. Option 3 Approve the removal of the Hawea Collection Point in conjunction with providing the remaining eligible properties with kerbside collection, and an additional weekly kerbside collection for all eligible properties during the peak summer period.

Advantages:

- 44. The issues with servicing this facility are removed, including termination of identified health and safety risks.
- 45. The additional weekly kerbside collection over the peak summer season responds to the community's requests to provide a service that better caters for visitor needs.
- 46. The additional weekly collection would take place on a Sunday, and visitors typically vacate premises over the weekend (existing collection is a Thursday).

Disadvantages:

- 47. There would be an increased level of service for Hawea compared to the rest of the district.
 - 48. The community may not view the additional weekly kerbside collection service as sufficient.
 - 49. There is an increased annual servicing cost of \$38K assuming a servicing period of 15 weeks from Labour weekend to Waitangi Day.
50. This report recommends **Option 3** for addressing the matter because an additional weekly kerbside collection provides a solution that reduces health and safety risk, reduces the risk of recycling contamination, reduces the risk of commercial dumping, and is aligned with how other councils are responding to

the challenge of servicing areas with high visitor numbers. It is also an option that is more easily scalable if future demand dictates a third or fourth weekly kerbside collection.

51. Option 3 is the option recommended by the Wanaka Community Board on 12 April 2018. This recommendation was amended to include a request that Council further discuss the collection point removal with the Hawea Community Association ahead of the Council meeting. This has now taken place. At the time of writing this report, a final meeting with the Association was due to take place on 16 June.

Significance and Engagement

52. This matter is of low significance, as determined by reference to the Council's Significance and Engagement Policy because the overall outcome will be positive as the change will provide a safer, and more practical solution for the Hawea community. It is likely to generate localised community interest.

Risk

53. This matter relates to the operational risk OR019 Serious injury to a contractor, as documented in the Council's risk register. The risk is classed as moderate. This matter relates to this risk because the current practices required for servicing the Hawea Collection Point include manual clearing of items to enable safe entry into the facility. Items are often stacked to the ceiling and have the potential to fall and injure the contractor. Clearing the facility manually also increases the risk of sharps injuries, sprains and strains, and lifting fatigue.

54. The recommended option considered above mitigates the risk by:

Terminating the risk – removal of the facility removes all associated risks. Risks will be replaced with the accepted industry risks associated with kerbside collection.

Financial Implications

55. The expected operational budget is \$46K pa. This includes the estimated \$8K cost to provide kerbside collection to the remaining eligible properties. In addition there would be a one-off cost of \$1.2K for the purchase of crates and an expected less than \$1K spend for the decommissioning, removal and disposal of the facility.

Council Policies, Strategies and Bylaws

56. The following Council policies, strategies and bylaws were considered:

- Waste Management and Minimisation Plan
The recommended option is consistent with the principles set out in the named policy/policies.
- This matter is not included in the 10-Year Plan/Annual Plan
- If this option is agreed the servicing cost will be reforecast in the Annual Plan

Local Government Act 2002 Purpose Provisions

57. The recommended option:

- Will help meet the current and future needs of communities for good-quality local infrastructure, local public services, and performance of regulatory functions in a way that is most cost-effective for households and businesses by responding to the challenges of high visitor numbers over the peak period with a methodology that is both flexible, scalable and no different to standard industry accepted kerbside collections.
- Can be implemented through current funding under the 10-Year Plan and Annual Plan;
- Is consistent with the Council's plans and policies; and
- Would not alter significantly the intended level of service provision for any significant activity undertaken by or on behalf of the Council, or transfer the ownership or control of a strategic asset to or from the Council.

Consultation: Community Views and Preferences

58. The persons who are affected by or interested in this matter are Hawea residents/ratepayers.

59. Council informed the Hawea Community Association approximately 18 months ago that if the facility to continue to be abused by the public it would need to be removed. The Community Association provided this message to the community and attempted to assist with supervision of the facility at peak times. Unfortunately abuse of the facility continued to increase.

60. Hawea Community Association has been advised of the recommendation of the Wanaka Community Board to remove the facility and further communication will occur following the outcome of this meeting.

61. The Council will inform the broader Hawea Community of the change prior to it occurring. This is likely to include a letter drop and web communications outlining the changes, in consultation with the Council's Communications Team.

Attachments

- A. Assortment of photos taken at Hawea Collection Point over summer peak period 2017/18
- B. Example of additional summer kerbside collections in Thames/Coromandel

Attachment A: Assortment of photos taken at Hawea Collection Point over summer peak period 2017/18







Attachment B: Example of additional summer kerbside collections in Thames/Coromandel

Summer Kerbside Collections

<h3>Whangamata</h3> <p>Monday Wednesday Saturday</p> <p>Summer Weekly Kerbside Collection STARTS 27 December 2017 ENDS 10 February 2018 www.tcd.govt.nz/kerbside</p>	<h3>Onemana & Opoutere</h3> <p>SH25 to Kopu-Hikuaui Road</p> <p>Monday Saturday</p> <p>Summer Weekly Kerbside Collection STARTS 30 December 2017 ENDS 10 February 2018 www.tcd.govt.nz/kerbside</p>	<h3>Pauanui</h3> <p>Monday Wednesday Saturday</p> <p>Summer Weekly Kerbside Collection STARTS 27 December 2017 ENDS 10 February 2018 www.tcd.govt.nz/kerbside</p>	<h3>Tairua</h3> <p>Including Whenuakite and SH25 north to Wade Road</p> <p>Monday Thursday</p> <p>Summer Weekly Kerbside Collection STARTS 28 December 2017 ENDS 9 February 2018 www.tcd.govt.nz/kerbside</p>	<h3>Mercury Bay South</h3> <p>East of SH25</p> <p>Monday Thursday</p> <p>Summer Weekly Kerbside Collection STARTS 28 December 2017 ENDS 9 February 2018 www.tcd.govt.nz/kerbside</p>	<h3>Whitianga Town</h3> <p>Including Centennial Heights and Whanekaho</p> <p>Tuesday Friday</p> <p>Summer Weekly Kerbside Collection STARTS 26 December 2017 ENDS 9 February 2018 www.tcd.govt.nz/kerbside</p>
<h3>Mercury Bay North</h3> <p>Kuaotunu to Whangapoua</p> <p>Tuesday Friday</p> <p>Summer Weekly Kerbside Collection STARTS 26 December 2017 ENDS 9 February 2018 www.tcd.govt.nz/kerbside</p>	<h3>Coromandel Rural North</h3> <p>Tuesday Friday</p> <p>Summer Weekly Kerbside Collection STARTS 26 December 2017 ENDS 9 February 2018 www.tcd.govt.nz/kerbside</p>	<h3>Coromandel Town & Te Kouma</h3> <p>Wednesday</p> <p>Summer Weekly Kerbside Collection STARTS 27 December 2017 ENDS 9 February 2018 www.tcd.govt.nz/kerbside</p>	<h3>Thames Coast & Manaiā</h3> <p>Tuesday 26 December 2017 Tuesday 2 January 2018 Tuesday 9 January 2018 Tuesday 16 January 2018 Tuesday 23 January 2018 Tuesday 30 January 2018 Tuesday 6 February 2018</p> <p>Summer Kerbside Collection STARTS 28 December 2017 ENDS 6 February 2018 www.tcd.govt.nz/kerbside</p>	<h3>Thames and Surrounds</h3> <p>Puriri Village North to Tarara</p> <p>Week 1 Thursday 27 December 2017 Wednesday 3 January 2018 Wednesday 10 January 2018 Wednesday 17 January 2018 Wednesday 24 January 2018 Wednesday 31 January 2018 Wednesday 7 February 2018</p> <p>Week 2 Wednesday 27 December 2017 Wednesday 3 January 2018 Wednesday 10 January 2018 Wednesday 17 January 2018 Wednesday 24 January 2018 Wednesday 31 January 2018 Wednesday 7 February 2018</p> <p>Summer Kerbside Collection STARTS 27 December 2017 ENDS 7 February 2018 www.tcd.govt.nz/kerbside</p>	<h3>Thames South Rural</h3> <p>South of Puriri Village</p> <p>Thursday 28 December 2017 Thursday 4 January 2018 Thursday 11 January 2018 Thursday 18 January 2018 Thursday 25 January 2018 Thursday 1 February 2018 Thursday 8 February 2018</p> <p>Summer Kerbside Collection STARTS 28 December 2017 ENDS 8 February 2018 www.tcd.govt.nz/kerbside</p>
<h2>Summer Refuse Transfer Station Hours</h2> <p>Monday 18 December 2017 – Sunday 25 February 2018</p>			<p>WHANGAMATA Monday to Friday 8:30am to 4pm Saturday 10:30am to 5:30pm Sunday 10:30am to 6:30pm Public Holidays 10:30am to 6:30pm</p> <p>PAUANUI Monday to Friday 12:30pm to 5:30pm Saturday 10:30am to 5:30pm Sunday 10:30am to 6:30pm Public Holidays 10:30am to 6:30pm</p>	<p>TAIRUA Monday to Friday 12:30pm to 5:30pm Saturday 10:30am to 5:30pm Sunday 10:30am to 6:30pm Public Holidays 10:30am to 6:30pm</p> <p>MATARANGI Monday to Friday 12:30pm to 5:30pm Saturday 10:30am to 5:30pm Sunday 10:30am to 6:30pm Public Holidays 10:30am to 6:30pm</p> <p>COROMANDEL Monday to Friday 11am to 4:30pm Saturday 10:30am to 5:30pm Sunday 10:30am to 6:30pm Public Holidays 10:30am to 6:30pm</p>	<p>THAMES Monday to Friday 8:30am to 2:30pm Saturday 10:30am to 5:30pm Sunday 10:30am to 6:30pm Public Holidays 10:30am to 6:30pm</p>
<p>Summer Kerbside Collections</p>			<p>www.tcd.govt.nz/kerbside</p>		