Submission Form: Nelson Air Quality Plan Plan Change A3 (Woodburners)



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Please note: <u>submissions may only be made on provisions proposed to be changed</u>

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(Provision-for two submission points provided - continue on separate sheets if necessary)

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Submission page

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Submitter name: K.COHN.

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Submission 103



1A Braemar Place, upper Franklyn St. Nelson South 7010 Ph: 03 545 9176 info@nec.org.nz www.nec.org.nz

17 February 2016

RMA Plan Submissions Nelson City Council PO Box 645 Nelson 7040

Submissions on Proposed Plan Change A3 Woodburners – Air Quality Plan

1. Introduction

The Nelson Environment Centre (NEC) has long been concerned about winter air quality in Nelson and has been supportive of the moves by Nelson City Council (NCC) to improve the quality of winter air, especially in those areas which have historically had the worst air pollution due to high winter levels of particulate matter (PM10) mostly from domestic heating appliances. We note that the winter levels of PM10 have been dramatically reduced and the numbers of exceedances of the National Environmental Standard (NES) for air quality have reduced over the past decade, particularly in the two worst airsheds – A and B1. However, we note in the section 32 report (p6) that none of the four airsheds have yet reached the "acceptable" category. The overall dramatic improvement was acknowledged in 2012 when NCC won two Green Ribbon Awards at the annual awards organised by the Ministry for the Environment.

We note that Council has been under considerable pressure to amend the Air Quality Plan from those that have somehow missed the opportunity to replace their open fire places and old woodburners with a more modern efficient woodburner and others who wish to have the option of installing a wood burner in their existing or new home. The 'buyer-beware' principle seems to have been forgotten by some of the people who recently bought homes that did not have a complying burner. There is an equity issue with respect to those who did the right thing earlier and installed more modern burners by the well advertised deadlines and thus did their bit to help achieve the subsequent reductions in PM10 levels. We see it as unfair on those who made the decisions and financial investment earlier if the 'woodburner door' is now opened for those who, for whatever reasons, avoided the cost of complying earlier. A further inequity is that those who were funded at considerable cost by Nelson ratepayers to have burners removed, may now be able to re-install an ultra low emission burner (ULEB), partially undoing the gains made in air quality. With the likely toughening of air pollution standards in the future in recognition of the greater adverse human health impacts of PM2.5, it is quite possible that the burners in the same house might need to be removed a second time - with the possibility of ratepayers paying twice.



We acknowledge the investment in ULEBs and other emission control technologies by various companies and note that the current Air Quality Plan anticipates such developments. We support the introduction of such new technologies, particularly where they are replacing older, less efficient wood burners and/or where and when there is capacity to allow additional burners without compromising the plan's goal of maintaining and enhancing air quality.

We also acknowledge the background work that has been undertaken by Council in order to get a better understanding of the state of air quality in Nelson, including dispersion modeling and home heating methods, and the various options for possibly accommodating some UELBs in some airsheds while endeavouring to ensure that winter air continues to improve and complies or will comply with the current NES for air quality.

2. The Precautionary Approach

We support the objective and policies of the Nelson Air Quality Plan and note that the proposed plan change does not propose any changes to these. While we are generally supportive of the proposed provisions to enable small-scale ULEBs in airsheds where and when there has been a clearly demonstrated capacity to accommodate them, we strongly urge Council to exercise the precautionary approach with regards to this proposed plan change, particularly as mentioned above none of the airsheds have yet reached the "acceptable" category.

The NCC in its Regional Policy Statement has adopted the Precautionary Approach with respect to resource management decisions. Given the complexity of air quality issues in Nelson, the difficulties and challenges of having adequate information and the potentially significant adverse effects on the environment, including community health, we believe this proposed plan change is a good example of where the precautionary approach should be applied.

The objective and policies for the precautionary approach state (p31-2):

UP2.2 Objective

UP2.2.1 Resource management decisions which do not, as a consequence of incomplete information, result in significant adverse environmental effects.

UP2.3 Policies

UP2.3.1 To require resource consents to be applied for where:

i) the knowledge of a resource is limited; and/or



ii) the adverse effects of any activity on that resource is potentially significant and cannot be confidently predicted.

UP2.3.2 To only grant resource consents where Council is confident that potential adverse effects on the environment can be avoided, remedied or mitigated.

We believe that there are many aspects in the modeling studies and background reports related to the proposed Plan Change that contain assumptions, uncertainties and limited information that contribute, in our view, to the need to be cautious with respect to this proposed plan change. These include:

- The inherent uncertainties in computer modelling where multiple assumptions are made and information is rather limited;
- The variability in climatic conditions over several winters eg the number of occasions each winter when thermal inversion conditions may exist;
- The capacity of airsheds B2 and C to absorb the proposed numbers of ULEB's being considered to be allowed in these 2 airsheds - up to 1000 and 600 respectively;
- The ability of the new ULEB's to meet the proposed 'real-time' emission levels of 0.5 gm per kg of fuel burned;
- The ability of the proposed Behaviour Change Programme to achieve its target, especially if funding and staffing commitment is not maintained and there is a lack of commitment to take enforcement action against repeat offenders:
- The possible changes being signalled to the NES for Air Quality, including the possible change from PM10 to PM2.5 for measuring particulate matter in the future because of the increasing recognition that the smaller particles pose a greater health risk to humans;
- The recognition that there is no safe level for PM10 with respect to adverse human health effects;
- The variability in human behaviours such as how they operate woodburners, which heating sources are used and when by those households with multiple heating options; and
- The variability in human susceptibility to respiratory and other diseases.

Decisions sought:

2.1 That there are no amendments to the objective and policies of the Nelson Air Quality Plan through the proposed Plan Change A3 process.



2.2 That the precautionary approach be applied to all aspects of the proposed Plan Change A3.

3. Allowing ULEBs

We are pleased to see that only ULEBs are proposed to be allowed in two airsheds where it is deemed that the NES for Air Quality has been achieved. We do not believe that any consideration should be given to allowing any further NES burners in any airsheds, especially given the indication that many can exceed the emission standards by 3-4 times. We note that Environment Canterbury (ECAN) is proposing to phase out the current NES burners and only allowing them to be replaced by ULEBs. We would like to see a similar approach considered in Nelson, especially if the household survey shows a high level of interest in being able to install ULEBs. Allowing only ULEBs to be installed as air quality improves would provide a larger number of people the option to be able to utilise wood for home heating than allowing a smaller number of higher polluting NES burners.

Rather than allowing the proposed number of ULEBs to be introduced in airsheds B2 (1000) and C (600) in one stage, we believe that taking a more cautious approach is preferable and allowing for them to be introduced as monitoring clearly indicates that there is an on-going improvement in air quality and also an adequate buffer with respect to being under the NES limits and also very limited dispersion into adjacent airsheds that not yet been deemed to have met the NES limits. Providing monitoring indicates on-going improvements in air quality, we suggest that they be phased in over say 5 years ie 200/year in airshed B2 and 125/year in C. Such a staged approach would enable the effectiveness of the associated Behaviour Change Programme and enforcement to be progressively evaluated and if necessary stepped up.

At this stage, we believe it is premature to make any provision in the plan change for even the possible introduction of ULEBs (other than when replacing an existing woodburner) in airsheds A and B1. We favour a more cautious approach of continuing to monitor the winter PM10 levels in these two airsheds and only allowing ULEBs to be installed when it has been clearly demonstrated for several years that the levels are consistently improving and below the NES levels, including an adequate buffer. At that point a subsequent plan change process could be pursued to allow consideration as to whether ULEBs are able to be installed in airsheds A, B2 or both.

We also favour developing an approach which gives priority to allowing the installation of ULEBs in the homes of those with the highest needs, such as cold un-

Submission 103



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insulated or under-insulated houses, occupants with health issues such as respiratory diseases, low incomes, and heating currently undertaken with unflued gas heaters. This approach should be in conjunction with the other non-regulatory methods covered section 5 below.

Given the current building code requirements for insulation and double-glazing in new homes, we do not support ULEBs being able to be installed in new homes or those built since the current insulation and double-glazing standards became operative. New houses should not need any or, at worst, only very limited additional heating in winter which could be relatively easily achieved by other means such as electric heat pump. Allowing ULEBs in new houses may also take away the incentives for good passive solar design and additional levels of insulation and double glazing above the current Building Code, which many people regard as the minimum.

We note that a performance based test or emission limit approach is proposed and note the comments made in the Environet Ltd November 2015 report section 8 about such an approach, in particular determining the emissions levels under 'real life' conditions. The Executive Summary states that "in determining the numbers of ULEB that might be able to be installed it should be noted that there is a higher level of uncertainty around the real life emissions for these burners owing to the absence of in home testing". With such uncertainty we do not believe it is appropriate to allow ULEBs to be installed as a permitted activity, even in airsheds B2 and C. We favour a more cautious approach that requires a public resource consent process and only allows them to be installed over time once it is clearly shown that air quality has improved as a result of behaviour change, natural attrition and/or any other methods or approaches and there has also been an opportunity for 'real life' emissions to be evaluated. We also believe there is considerable merit in "ensuring the potential variability in emissions, through operator behaviour, is reduced so that the operation of burners is as close as possible to the test regime". We thus support the addition of conditions such as those adopted by ECAN that specify "that the emissions must be sustainable in that:

- A burner cannot be operated in such a way as to bypass the technology that results in ultra-low emissions.
- The burner cannot be reasonably tampered with in such a way as to affect its performance. This generally means that it is unable to be tampered with using hand tools available in a home such as screwdrivers, spanners and files.
- If maintenance (such as cleaning and filter changing) is required for the technology to be effective in reducing emissions there must be a process in place that ensures this happens (such as condition of a resource consent).



• The technology for reducing PM10 emissions must be designed to be effective for the duration of the burner's life".

Support:

3.1 Provisions in the proposed Plan Change A3 that only ULEBs will be allowed to be installed in Nelson, ie no additional NES woodburners in any airsheds.

Decisions sought:

- 3.2 Consideration be given to the phasing out of pre 2004 burners in order to help create capacity for ULEBs, especially if there is a clearly demonstrated demand for additional woodburners, and reductions in PM10 emissions through natural attrition and replacement of old burners with ULEBs and behaviour change and enforcement are not able to able to provide the prerequisite capacity and buffer.
- 3.3 Require a public resource consent process for the staged introduction of 1000 and 600 ULEBs in air shed B2 and C respectively over 5 years providing ongoing monitoring clearly demonstrates that the PM10 levels are consistently improving and below the NES standards, including an adequate buffer and that there is no adverse impacts on the air quality in any other airsheds.
- 3.4 Delete reference to air sheds A and B1 in the plan change.
- 3.5 Development of a priority system that allows the installation of ULEBs in houses in airsheds B2 and C on a 'high needs' basis that includes criteria around such factors as current level of insulation, occupants health including presence of respiratory diseases, household income with preference for low income, and current heating methods including unflued gas.
- 3.6 Give consideration to ways of assisting those for whom the financial cost of purchasing and installing an ULEB and improving home insulation is a barrier through facilitating loan schemes with banks or similar lending organisations and/or through a loan scheme tied to the rates on the property.
- 3.7 Do not permit ULEBs to be installed in new houses or retrospectively in houses built since the current insulation and double-glazing standards in the NZ Building Code became operative.
- 3.8 That further work be undertaken on the definition of ULEBs to determine how 'real life' emissions will be defined and measured, and that consideration is given to additional requirements such as those specified by ECAN (Environet Itd November 2015 report p41) namely:
 - A burner cannot be operated in such a way as to bypass the technology that results in ultra-low emissions.



- The burner cannot be reasonably tampered with in such a way as to affect its performance. This generally means that it is unable to be tampered with using hand tools available in a home such as screwdrivers, spanners and files.
- If maintenance (such as cleaning and filter changing) is required for the technology to be effective in reducing emissions there must be a process in place that ensures this happens (such as condition of a resource consent).
- The technology for reducing PM10 emissions must be designed to be effective for the duration of the burner's life.

4. Proposed Behaviour Change Programme

It is difficult to judge whether it will be possible to achieve the target of a 10% reduction in domestic PM10 emissions through the proposed Behaviour Change programme. There is very little information in the section 32 report on the success of past and existing public education, behaviour change and enforcement on emissions levels other than the comment that "the 10% target is considered highly achievable based on the success of existing programmes in Nelson and elsewhere in New Zealand". The potential methods that may be utilised make good sense to us but given that the Council has already undertaken a considerable number of these or something similar along with eco building advice as well as some enforcement, we wonder whether much of the 'easy fruit' has already been picked and are concerned that achieving an additional 10% maybe a difficult and challenging target.

We note that the Behaviour Change Programme was regarded as the most cost-effective method to achieve reductions in PM10 emissions but it will very likely require an ongoing commitment of funding and staff time and an ongoing commitment to take enforcement actions against repeat offenders to be successful. We note that there is the potential for such commitments to wane over time with changes in political and staff leadership. A more cautious approach would suggest a lower target initially and further monitoring to check what reduction has been achieved and adopting a more staged approach to allowing the installation of ULEBs once it is clearly demonstrated that the programme is achieving reductions in PM10 emissions. An initial target of 5% may be more achievable.

Decisions sought:

4.1 Set a lower target initially, such as 5%, for the reductions in PM10 emissions to be achieved through the Behaviour Change Programme.



4.2 Council making a long term commitment to the Behaviour Change Programme and if necessary being prepared to step up the programme and enforcement action to ensure that there is a clearly demonstrated improvement in air quality and reductions in PM10 emissions to 'acceptable' levels before allowing the installation of ULEBs in airsheds B2 and C.

5. Other non-regulatory methods

In addition to continuing the eco building design advisor position and developing the Behaviour Change Programme, Council should also consider various other non-regulatory approaches. One such approach would be to help facilitate house owners with the cost of purchasing and installing ULEBs where replacing existing woodburners and in those airsheds where they may be allowed as a result of this plan change and/or the additional retrofitting of insulation and double glazing in old houses. This could be done through assisting house owners and landlords to obtain loan finance through banks or other organisations and/or the reintroduction of the Clean Heat Warm Home Programme or a similar programme that enables ratepayers to pay off such costs via their rates payments.

We acknowledge that Council is contributing financially to the Warmer Healthier Homes Nelson Tasman project, along with the Nelson Marlborough District Health Board, Energy Efficiency and Conservation Authority, and the Rata Foundation to improve the insulation of homes of residents with high needs in terms of health issues, low incomes and lack of insulation. We support this targeting of the most needy and would like to see consideration given to not only continuing the financial contribution to this programme but also to increasing it to enable more people to benefit from warmer and healthier homes and in turn where woodburners are used for heating the reduced consumption of wood will result in PM10 emissions being reduced.

Decisions sought:

- 5.1 Continuation of the eco building design advisor position for at least another 10 years.
- 5.2 Consideration of Council providing assistance for homeowners and landlords to obtain loan finance through banks or other financial organisations and/or a similar scheme to the former Clean Heat Warm Home Programme to help cover the costs of purchasing and installing ULEBs and associated insulation and/or double glazing.
- 5.3 Continuation of Council's financial contribution, and consideration of increasing this contribution, to the Warmer Healthier Homes Nelson Tasman project.

NELSON CITY COUNCIL Customer Service

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BRENDAN SANTORINI

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Signature of Subm			·	14-2-16
Signature of Subm (or person authoris	ifter sed to sign on behalt	of submitter)	Date	9

Please note: submissions may only be made on provisions proposed to be changed

Submission Point 1

Proposed Plan Change provision reference e.g. AQr.26A	Proposed Plan Change provision name e.g. Ultra-low emission burning appliances
Reference:	Name:
	in part the above
Reasons: cHeapest form	9
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burners, maintenance, c	
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Submission Point 2	
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(Provision for two submission points provided - continue on separate sheets if necessary)

Submitter name: GLENN MACKAY

A1486390 Submission page

Submission Form: Nelson Air Quality Plan Plan Change A3 (Woodburners)



Planning Administr RMA Plan Submiss Nelson City Counci PO Box 645 Nelson 7040 (Hand delivery or Coo	sions urier to: Ground Floor, bmissions@ncc.govt.n	Civic House, 110 Trafalg z with plan change no. in	ar St, Nelson subject line)	OFFICE USE Submission No: Date Received Stamp! 2 2 FEB 2016 NELSON CITY COUNTIL RAD Noistomer Service
Submitter Details				
Full Name	NÎTA K	NIGHT		
Organisation				
Contact Person	NITA KI	NIGHT		·····
Postal address	PO BOX	664,	Business Pho	one 03546-6454
	NELSON	V 7040	Home Pho	one 03 547.9833
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Please note: submissions may only be made on provisions proposed to be changed

Submission Point 1

Proposed Plan Change provision reference e.g. AQr. 26A	Proposed Plan Change provision name e.g. Ultra-low emission burning appliances			
Reference:	Name:			
	in part the above I oppose the above Plan Change Section			
Reasons: Would like ar as attached.	nendnents.			
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The decision I seek from the Council is that the	his part of the proposed Plan Change be: eleted and replaced as follows			
	ails below of what changes you would like to see:			
	omission points provided - continue on separate sheets if necessary			

Submitter name: <u>OUC Knock</u>

A1486390

Submission page

Submission: Nelson Air Quality Plan

Plan Change A3 (Woodburners)

I support the Air Quality Plan Change but with amendments;

- 1. That Council consider the Plan Change allowing compliant wood burners that meet the National emissions standards into areas that have capacity below the National Air Standards.
- 2. An education programme put in place regarding how to use wood burners effectively and the effect of burning of wet wood on air quality together with active policing of this. Programme to include Schools air quality education from an early age.

I would like the option to speak to my submission or have someone speak on my behalf if I am unavailable.

Thank you for your consideration.

Nita Knight.

Bev McShea Submission 108

From: Administration Support

Subject: FW: Woodburner Plan Change

Darryl would like to speak to his submission and he could not gain an advantage in trade competition through his submission.

Bev McShea

Administrator Nelson City Council / *te Kaunihera o Whakatū* 03 546 0437 www.nelson.govt.nz

My normal hours of work are 7.30am to 3pm Monday to Friday

Please consider the environment before printing this email

From: Submissions

Sent: Monday, 22 February 2016 2:00 p.m.

To: Administration Support

Subject: FW: Woodburner Plan Change

From: Darryl[SMTP:RADIOTV.TRAINING@CLEAR.NET.NZ]

Sent: Monday, February 22, 2016 1:58:25 PM

To: Submissions Cc: Chantel de Ru

Subject: Woodburner Plan Change

Auto forwarded by a Rule

Dear NCC

I realise the submissions closed 5 days ago, so please regard this as an appeal to look at particular circumstances.

As we live in Moana Avenue (Airshed B1) and are in our seventies, we are really "too old" to wait for 'further improvements in air quality over the next few years' (as the council expresses it). Our need is <u>now</u>. We have a heat pump but it is 15 years old and it is not enough, though it is still operating as it was designed to, and has been recently checked and pronounced healthy. However we feel winter more keenly now. Yet Airshed B1 is required to wait as mentioned above.

We purposely did not apply during the timeframe allowed, when all one was allowed was a pellet burner. As we all know now – and <u>you</u> know now – pellet burners are a more expensive and less efficient way of firing a wood burner, and paying for a permit to use one was not a sensible option. We'd all far prefer to use properly stored dry wood, a technique I learned on the farm during the 1950s. I also learned how to operate a fire that emits minimum smoke in the same era – a technique not forgotten, and not surpassed. But all that was long before

Submission 108

the current crop of urban policymakers were born (and before firelighters such as you buy in the supermarkets were invented).

So what it comes down to is – can I be trusted to operate a wood fire, in a burner, responsibly? Match that with the corollary question – can you be trusted to formulate council policy responsibly?

Therefore, as things currently stand, will we die of old age or will we freeze to death before Airshed B1 becomes suitable?

Darryl & Sandra Ware 115 Moana Avenue Nelson 7011

Ph: 546 4359