WASTE AND RECYCLING
2017–21
STRATEGIC MANAGEMENT PLAN
This plan identifies actions we will undertake. It supports the Environment Strategy and the Sustainable Environments goal in our Community Plan 2035.

Local government has a longstanding role in managing waste on behalf of its communities. However the focus of this role has shifted significantly over recent years. Over the last two decades increasing emphasis on waste minimisation and recycling has seen councils invest significant resources into kerbside recycling services. This has been driven by community expectations as a result of increasing environmental awareness, local, state and federal government policy and to a lesser extent legislation.

Through the introduction of our three bin system in 2006 we significantly increased the diversion of waste from landfill to 44%. In recent years we have focussed heavily on community education and service promotion and the efficient delivery of our services both delivered in-house and via contractor.

Current challenges and opportunities include:

- population growth
- increasing community expectations
- role of government in supporting recycling industry
- servicing higher density dwellings
- increasing kerbside diversion from 44%.

More fundamentally, while recycling rates are increasing material consumption is still increasing. The challenge of separating material consumption from economic growth remains.

There is also increasing recognition of the important role the waste and recycling sector plays in the local economy, including as a significant employer.

SCOPe

This plan focuses on:

- the services we provide to our communities
- councils corporate operations including the procurement of goods and services
- the wider waste sector within the city.
COMPANY PLAN 2035
STRONG VIBRANT COMMUNITIES

Goals

LIVEABLE CONNECTED CITY
- PLACEMAKING STRATEGY
- INTEGRATED MOVEMENT AND TRANSPORT STRATEGY
- LAND USE STRATEGY

VIBRANT RESILIENT COMMUNITIES
- HEALTHY ACTIVE LIFESTYLES STRATEGY
- COMMUNITY SAFETY STRATEGY
- COMMUNITY CAPACITY AND CULTURE STRATEGY

PROSPEROUS ECONOMY
- ECONOMIC GROWTH AND INVESTMENT STRATEGY

SUSTAINABLE ENVIRONMENTS
- Objective 4.1 – Valued natural resources
- Objective 4.2 – Green streets, buildings & City
- Objective 4.3 – Manage environmental change & natural hazards
- ENVIRONMENT STRATEGY

COUNCIL OF EXCELLENCE
- CORPORATE SERVICES STRATEGY
- FINANCIAL SUSTAINABILITY STRATEGY
These policy statements underpin all significant decision-making, including the design and delivery of our waste and recycling services.

In designing and delivering services we will consider:

**People first**
The needs of our communities including:
- expectations
- public health and safety
- ease of use
- contribution to urban form and liveability.

**Equity**
Equitable opportunities for access.

**Resourcefulness**
Good value, including:
- cost of service delivery
- opportunities for continuous improvement.

The presence and role of other service providers.

**Investment**
Opportunities for local businesses and employment generation.

**Strategic approach**
Application of the waste hierarchy.
Promoting source separation.
Compliance with legislation and licence obligations.
Being clear about our role, and those of others, ensures that we can stay focused on our responsibilities avoids duplication of services, and encourages productive and sustainable partnerships.

The following Roles are in line with the Local Government Act 1999, and are cognisant of the actions of other agencies and groups. See the Community Plan 2035 for more information regarding each of the role headings.

**SERVICE PROVIDER**

**Regulatory**

Council acts as a local planning authority under the Development Act. The management of waste is an essential service and we consider this as part of the assessment process.

We issue expiations for littering on public land.

**Direct**

We provide kerbside waste, recycling and green organics collections.

Our four weekly kerbside green organics service is supported by a drop off service for bulk garden waste.

We provide litter bins on our land and waste and recycling bins for events held on our land.

We provide an on-call hard waste collection for residents to dispose of bulky items.

**Part**

We are part owners of the Southern Regional Waste Resource Authority.

**Agent**

We will provide facilities and promotion for household hazardous collection events funded by Zero Waste SA.

**OWNER CUSTODIAN**

In delivering services to the community we provide and are responsible for land, infrastructure, facilities and natural assets. Our design, asset management, contracting, procurement and service delivery will consider:

- the impact of climate change
- reducing our reliance on non-renewable resources
- increasing efficiency in use of natural resources
- reducing waste in our operations including the reuse of materials
- the use of recycled materials.

We remove illegally dumped waste from our land.
ADVOCATE

Council will advocate to other levels of government and industry for producers taking greater responsibility for wastes including via product stewardship arrangements.

We will advocate for a greater reinvestment of the Waste to Resources Fund (monies collected via the solid waste levy) into waste and recycling initiatives that benefit the local government sector.

INITIATOR/FACILITATOR

We will seek regional solutions where economies of scale are available for infrastructure and/or service delivery ie SRWRA.

INFORMATION PROVIDER/PROMOTER

We will promote the services we provide to our communities and provide feedback on how these are being utilised through educational programs using means such as bin tagging and bin audits.

We will promote sustainable lifestyle choices and behaviors through our Sustainable Onkaparinga program.

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**Broad Category Breakdown of Waste Bin Materials (kg)**

- Food scraps: 25%
- Landfill: 32%
- Compostable paper: 3%
- Ueneaten food: 7%
- Garden: 9%
- Textiles: 2%
- Clean film: 2%
- E-materials: 2%
- Plastics: 4%
- Paper: 10%
- Glass: 1%
- Metal: 3%

**Notes:** Results derived from an audit of 300 waste bins in March and April 2014
Residents
- Service users
- Fund services via rates
- Influence service performance and outcomes via consumer choices and behaviors

Schools
- Deliver sustainability education.
- Utilise council education resources.
- Council services

Council
Owner/Custodian
Advocate
Initiator/Facilitator
Information Provider/Promoter
(see opposite for more)

State Government
- SA waste strategy & infrastructure plan
- Industry regulation, including waste levy
- Funding and support via Zero Waste SA.
- Solid waste levy

Federal Government
- National Waste Policy
- Product stewardship arrangements
- Emissions Reduction Fund - funding for waste initiatives

Business
- Fund council services via rates.
- Services users - council and/or waste industry.
- Waste generators

Waste, Recycling & Remanufacturing industry
- Deliver services and operate infrastructure
- Produces recycled products suitable of Councils use
- Provide investment and employment

Peak bodies, industry associations
ie LGA and WMAA
- Advocates on behalf of industry members

NGO Sector
ie Kesab
- Service provider—typically education
- Advocacy

Community groups
- Participate in events and programs such as Roadwatch and Clean Up Australia Day.
- Service users
Waste hierarchy

The waste management hierarchy is a nationally and internationally accepted guide for prioritising waste management practices.

![Waste Hierarchy Diagram](image)

**Commonwealth**

The National Waste Policy: Less Waste and More Resources was developed in 2009 and identifies product stewardship a priority. The National Television and Computer Recycling Scheme is the first scheme established under the Product Stewardship Act 2011. A voluntary national product stewardship schemes has been introduced for tyres in 2014. Further investigations are currently underway into other schemes including batteries and paint.

**State**

South Australia’s Waste Strategy 2015–20 sets a diversion target of 70% by 2020 for municipal solid waste.

Over recent years there has been a strong focus on the diversion of food waste from landfill.

The solid waste levy is a tax imposed on the disposal of waste to landfill. It is designed to send a price signal to encourage recycling. Half of the funds collected from the levy are directed to the Waste to Resources Fund. This fund was established for the purpose of supporting waste and recycling program and initiatives. Over recent years the balance of the fund has increased significantly. At the end of 2015–16 the balance of the fund is approximately 90 million.

The South Australian Government announced in July 2016 that the solid waste levy will increase in stages from $62 to $103 a tonne by 2019-20. Additional funding for waste and environmental programs was also announced.

However the additional expenditure appears to only offset the proposed levy increases. The current balance of the Waste to Resource Fund will remain and is expected to continue to increase over time.

The South Australian Government has prepared a draft South Australian Waste and Resource Recovery Infrastructure Plan (SAWRRIP) that is intended to provide a roadmap to guide future investment in waste and resource recovery infrastructure across the State.

The SAWRRIP identifies potential future infrastructure needs and investment for main infrastructure classes and types, including infrastructure for collection, resource recovery, reprocessing, hazardous waste and disposal.

The plan also identifies the location and types of waste and resource recovery businesses operating in the Council area. The waste and recycling sector is a significant employer within the city, operating infrastructure and providing a wide range of services.
Links with other Strategies

- **Placemaking**
  - Providing waste and recycling bins for public places and events.
  - Attractive and safe streetscapes.

- **Community Safety**
  - Effective waste disposal is critical for public health and safety.

- **Healthy Active Lifestyles**
  - The provision of waste and recycling bins for reserves, trails and beaches and sporting clubs.

- **Community Capacity and Culture**
  - Promoting our services to the community and educating to enable sustainable lifestyle choices.
  - Supporting waste and recycling in schools, community centres and other facilities.

- **Land Use**
  - Consideration of waste and recycling services during the development assessment process.
  - Protecting of waste and recycling infrastructure from encroachment and providing land for future development.

- **Environmental Movement and Transport**
  - Ensuring the safe and efficient collection and transport of waste and reducing reliance on fossil fuels.

- **Financial Sustainability**
  - Greater efficiency in service delivery.

- **Corporate Services**
  - Reducing waste generation from our corporate operations and supporting recycling via our procurement.

- **Economic Growth & Investment**
  - The waste and recycling industry is a significant employer within the city.
  - Development of the circular economy within the city will provide increased investment and employment in the local waste and resource recovery sector.
Waste and recycling is an area of significant change, presenting challenges and opportunities

Industry trends

Competition in the recycling processing industry has increased significantly over recent years, despite recent downturn in some commodity prices. Investment in new and upgraded infrastructure by material recovery facility (operators) has the potential to consolidate the benefits of increased competition.

The cost of processing organics is lower in Adelaide than many capital cities. South Australia has relatively well developed markets for processed organics.

While the landfill levy is likely to continue to increase, landfill remains relatively inexpensive in SA compared to most other states. Existing landfill airspace is sufficient for Adelaide’s long term need.

Waste to energy

Internationally there has been significant investment in waste to energy as an alternative to landfill. These facilities typically require large capital investment, long establishment lead times and long term waste supply contracts. The relatively small population of SA, low landfill prices and increasing investment in source separation mean that large scale investment in waste to energy is unlikely to displace landfill in the medium term. The South Australian Government is still developing waste to energy policy and technical assessment criteria.

Further processing of residual waste stream prior to landfill disposal may provide a more cost effective option than Energy from Waste for Council to consider in the future.

Council services

All Adelaide councils now provide the 3 bin system. While source separation is well accepted by our communities there is still significant scope for improved diversion to be achieved. Contamination of the green organics and recycling bins increases the cost of processing and can reduce the value of the recycled product.

Most Adelaide councils now provide food waste recycling but participation/diversion remains low. Food waste typically comprises a significant proportion of the residual bin contents (approx. 50%) and therefore remains the largest opportunity to reduce waste landfill through diversion to the organics stream for recycling.

Kerbside green waste service

Our four weekly kerbside green organics service was introduced in 2006. It is a cost effective service that meets our legislative
obligations. The service is supported by:

• a bulk organics drop off service, operating at sites in Aldinga and Lonsdale

• additional bins available at a subsidized annual fee.

The four weekly collection frequency does not allow the inclusion of food waste and struggles to cope with seasonal peaks in the generation of garden organics. We will review the service in 2019–20 to inform procurement for our next collection contracts.

Council operations

As a service provider and manager of land and infrastructure (such as roads) local government generates waste from its corporate activities. It is important that we lead by example in minimising the waste produced. Over recent years we have made significant progress in recycling materials from our road construction and maintenance programs but further opportunities still exist.

Government procurement

Recycling can only occur where there is a demand for the end product. The government sector has been good at providing material for recycling but slow in purchasing the resultant products. Changes to procurement practices are needed to close the loop between supply and demand. This will support a local circular economy that creates investment and jobs.

Higher density living

Higher density developments are increasing across Adelaide. The three bin system is well suited to low density urban form but faces challenges as density increases. These challenges include available space for bin storage and presentation at the kerbside and providing access for waste collection vehicles. It is essential that waste and recycling services are considered from the outset in the design of higher density developments. Retrofitting arrangements to existing dwellings can be challenging. Modifications to waste and recycling services are also required.

Waste education

Councils are investing significant resources in waste education, ranging from service advertising and promotion to broader sustainability behaviour change. Active and informed community participation is fundamental to the success of kerbside recycling services. Bin audits and our bin tagging program are ways we seek to provide feedback to service users. Advances in technology provide opportunities for real time feedback to residents on their via email or text message in the future.

Hard waste

We operate an on-call service and residents can utilise up to two hard waste collections per annum to dispose of bulky items. There are a range of private providers who also provide this type of service. We provide this service to meet community expectations and to discourage illegal dumping. The service levels and delivery models for kerbside hard waste services differ significantly across Adelaide councils.

Waste infrastructure

Having modern, well managed infrastructure located near where waste and recyclables are generated is essential for the cost effective management of waste. Interstate examples of urban encroachment and incompatible land-uses pose significant threat to the operation of waste and recycling infrastructure.

Bin asset management

We have around 220,000 bins in service for the delivery of our kerbside services. New technology provides opportunities to better manage these assets and capture data on how our services are performing.
Reuse sector

In addition to the waste and recycling businesses within the city there is a significant reuse sector. This includes commercial and not for profit enterprises for materials such as second hand clothing, furniture and homewares, automotive parts and building materials.

HOW WILL WE MEASURE SUCCESS

Our Community Wellbeing Monitor tracks the amount of waste sent to landfill by council and our diversion rate.

We will undertake detailed audits of the composition of kerbside bins every five years.

We report on the tonnages collected by each of the kerbside bins via The Quarter.

Performance of three bin kerbside system and bulk organics drop off service
GUIDELINES AND RESOURCING

Guidelines
- Service standards
- Service entitlements listing

Resourcing
Delivering our waste and recycling services comprises around 10% of councils operating budget approximately $11.5 million per annum.

In 2016–17 we expect to pay approximately $2.9 million to the state government for the solid waste levy.

Service delivery arrangements
We provide our waste and recycling services via a mixture of in-house and external contractors.

Kerbside waste (the red lidded bin) collection is undertaken by our in-house waste recycling team.

We outsource the collection of the recycling and green organics bins. Solo Resource Recovery are contracted to provide this service until 2021. Our recycling processing contract with SKM Recycling runs until 2024. Green organics processing is undertaken by Peats Soils as part of our collection contract with Solo.

Residual waste is disposed of at the SRWRA landfill.

SRWRA
The Southern Region Waste Resource Authority (SRWRA) is a regional subsidiary established by the Cities of Onkaparinga (55%), Marion (30%) and Holdfast Bay (15%). It operates landfill at Seaford Heights which receives over 100,000 tonnes of waste per annum from the member councils and commercial clients.

A joint venture with Integrated Waste Services has seen the construction of a recycling facility on site and commenced operation in late 2016. This will allow over 10,000 tonnes per annum of material to be diverted from landfill and used elsewhere onsite, with the opportunity of expansion in future. Landfill gas captured from the site is currently flared and generation of electricity will occur from 2019.

The life of the facility has been extended over recent years through improved recycling and onsite management practices. It is expected the facility will continue to operate for over 30 years.
The following priority actions summarise our direction related to waste and recycling for the Plan:

- Review our green organics service in 2019–20 to inform procurement for our next kerbside collection contract:
  - Undertake a service review of our kerbside hard waste service
  - Develop capability to provide suitable waste and recycling services to high and medium density developments
  - Audit waste from corporate operations and implement measures to reduce waste generation
  - Develop a long term plan for waste and recycling bin asset management, including providing real-time feedback to residents on their recycling performance
  - Implement zoning measures to protect suitable land for existing and future waste, recycling and remanufacturing infrastructure
  - Advocate for investment of the Waste to Resource Fund in suitable waste, recycling and remanufacturing infrastructure and programs in the region
  - Implement procurement and asset management practices that encourage use of recycling products

- Engage with local industry on the South Australian Waste and Resource Recovery Infrastructure Plan to identify and realise potential opportunities
- Advocate for removal of the legislative requirement for metropolitan councils to collect waste weekly
- Implement procedures for our construction activities to ensure the best practice management of waste soils and other materials
- Investigate opportunities with developers to show case new developments that demonstrate new technologies and practices in waste management and resource recovery
- Advocate for permanent drop off facilities for low volume low toxicity household hazardous waste and regular drop off events for other materials.