

# Draft Guidelines for Kerbside Waste Management Services

Strategic Alignment – Our Environment

Public

Tuesday, 5 March 2024

**City Planning, Development and Business Affairs Committee**

**Program Contact:**

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**Approving Officer:**

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Shaping

## EXECUTIVE SUMMARY

The purpose of this report is to present an enabling policy framework and operating guidelines for kerbside waste services to progress Council's target to increase residential kerbside waste diversion from landfill from 50% in 2020 to 80% by 2030, as set out in the City of Adelaide (CoA) Strategic Plan 2024-2028.

Council's draft Integrated Climate Strategy ([Link 1](#)), on consultation until 15 March 2024, identifies key priorities to progress this target that are currently unfunded and subject to the 2024/25 Annual Business Plan and Budget process. The final Integrated Climate Strategy will replace the CoA's existing policy and strategy for resource recovery.

To achieve Council's target, an updated policy framework and operating guidelines for kerbside waste services are required as well as changes to existing kerbside waste service levels. Updated guidelines with service level options for Council to consider will replace the existing operating guidelines relating to kerbside, bulk waste and recycling services ([Link 2](#)), and the existing design guide for residential recycling ([Link 3](#)).

The updated guidelines comprise a draft Operating Guideline for Kerbside Waste Management Services (Operating Guidelines) contained in **Attachment A** which outlines service provision, and a separate draft Community Guidelines for Kerbside Waste Management Services (Community Guidelines) contained in **Attachment B** which provides design advice for service recipients.

The guidelines are structured in such a way as to enable service level changes over time through a programme of implementation subject to budget.

The development of the guidelines has been informed by feedback provided by the City Planning, Development and Business Affairs Committee in a workshop held on 6 June 2023 ([Link 4](#)), the SA Better Practice Guide: Sustainable Kerbside Services produced by Green Industries SA, the Environment Protection Authority and Local Government Association in May 2023 ([Link 5](#)), and a comprehensive suite of research, including interstate benchmarking with capital city council service provision.

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## RECOMMENDATION

The following recommendation will be presented to Council on 12 March 2024 for consideration

THAT THE CITY PLANNING, DEVELOPMENT AND BUSINESS AFFAIRS COMMITTEE RECOMMENDS TO COUNCIL

THAT COUNCIL

1. Notes the draft Operating Guidelines for Kerbside Waste Management Services contained in Attachment A to Item 7.3 of the Agenda for the meeting of the City Planning, Development and Business Affairs Committee held on 5 March 2024 for the purposes of public consultation.

2. Notes the draft Community Guidelines for Kerbside Waste Management Services contained in Attachment B to Item 7.3 on the Agenda for the meeting of the City Planning, Development and Business Affairs Committee held on 5 March 2024 for the purposes of public consultation.
  3. Endorses the draft Engagement Plan contained in Attachment C to Item 7.3 on the Agenda for the meeting of the City Planning, Development and Business Affairs Committee held on 5 March 2024.
  4. Authorises the Acting Chief Executive Officer or delegate to make minor typographical or syntactical updates to the documents contained in Attachment A, Attachment B, and Attachment C to Item 7.3 on the Agenda for the meeting of the City Planning, Development and Business Affairs Committee held on 5 March 2024, for the purposes of finalising the documents for public consultation.
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## IMPLICATIONS AND FINANCIALS

City of Adelaide 2024-2028 Strategic Plan	<p><b>Strategic Alignment – Our Environment</b></p> <p>Target: Increase diversion from landfill for residential kerbside waste from 50% (2020) to 80% by 2030</p> <p>Action: Provide progressive waste management and resource recovery services</p> <p>Action: Partner with the community to divert more waste from landfill</p>
Policy	<p>The draft Integrated Climate Strategy will replace the CoA's Waste and Recycling Services Policy dated 22 July 2014 (<a href="#">Link 6</a>) and Resource Recovery Strategy and Action Plan (Organics, Recycling and Waste) 2020-2028 (<a href="#">Link 7</a>).</p> <p>The draft Operating Guideline for Kerbside Waste Management Services replaces the existing Operating Guideline for Waste and Recycling Services approved by the Executive Leadership Group on 30 July 2014 (<a href="#">Link 2</a>).</p> <p>The draft Community Guidelines for Kerbside Waste Management Services replaces the Guideline – Design Guide for Residential Recycling dated 15 May 2013 (<a href="#">Link 3</a>).</p> <p>Consultation will be undertaken in accordance with CoA's Community Consultation Policy (<a href="#">Link 8</a>) and the Engagement Plan contained in Attachment C.</p>
Consultation	<p>A workshop was held at the City Planning, Development and Business Affairs Committee workshop on 6 June 2023 to inform the review. The draft guidelines have been prepared collaboratively between Park Lands, Policy and Sustainability, City Operations and Regulatory Services (<a href="#">Link 4</a>).</p> <p>The City Finance and Governance Committee provided input to a review of Waste Management By-Law 2018 (By-Law #5) on 20 February 2024 at a workshop to seek feedback on the content of the current by-laws. The by-laws will be drafted and presented back to Council seeking approval for community consultation as part of a suite of by-laws independently from these guidelines.</p>
Resource	<p>The review of the guidelines has been completed within existing resources and budget allocations. Implementation of any service changes are subject to future budget considerations.</p>
Risk / Legal / Legislative	<p>The guidelines align with the <i>South Australia Environment Protection (Waste to Resources) Policy 2010</i>, by providing an opt-out approach to weekly general kerbside waste collection service for residential premises.</p>
Opportunities	<p>The updated guidelines clarify Council waste services for the community and business and enable service models options to be introduced to increase diversion away from landfill aligned with Council's target to increase residential kerbside waste diversion from 50% (2020) to 80% by 2030.</p>
23/24 Budget Allocation	<p>The CoA allocated approximately 6% of its 2023/24 budget to waste management services. The review of the policy suite and guidelines was funded by the three-year city-wide strategic waste budget which concludes in 2023/24.</p>
Proposed 24/25 Budget Allocation	<p>The item that is the subject of this report is currently unfunded. Any required funding for this item is subject to, and needs to be considered in the context of, the prioritisation of projects, initiatives and service enhancements for the development of the 2024/25 budget, and within the parameters of the Long Term Financial Plan to ensure long-term financial sustainability.</p> <p>The guidelines reflect CoA's current waste service levels and provide an opportunity for implementation of adjusted waste service models, at Council's discretion, toward Council's kerbside waste diversion targets. A scaled approach to implementation of the guidelines is proposed. Implementation in year one is subject to Council decision through the budget process for 2024/25 and is proposed to include 1 or more of the following:</p> <ul style="list-style-type: none"> <li>• \$100,000 for a feasibility study for kerbside and bulk bin waste collection to inform negotiations when the current contracts conclude on 30 June 2027.</li> <li>• \$270,000 for a 12 month pilot of 1000 households to undertake weekly food and green organics collection; and fortnightly waste collection.</li> <li>• \$300,000 to formalise service level provision to sporting and community groups in the Adelaide Park Lands to enable implementation of the 3-bin service.</li> </ul>

Life of Project, Service, Initiative or (Expectancy of) Asset	The draft guidelines have a four-yearly review schedule.
23/24 Budget Reconsideration (if applicable)	Not as a result of this report
Ongoing Costs (eg maintenance cost)	If Council adjusts waste service levels, there will be ongoing operating costs to be determined. The proposal for implementation of the guidelines in 2024/25 is to undertake a feasibility assessment of new waste service levels to assist in determining ongoing costs and long-term financial considerations.
Other Funding Sources	The CoA will continue to seek grant funding opportunities from Green Industries SA for waste management and recycling initiatives aligned with the CoA's strategic targets.

# DISCUSSION

## Background

1. CoA's Strategic Plan 2024-2028 and draft Integrated Climate Strategy establish a target of zero avoidable kerbside waste to landfill by 2035. The final Integrated Climate Strategy will replace the existing CoA policy and strategy for resource recovery.
2. To achieve this target, updated guidelines and service levels for kerbside waste service provision are required.
3. The purpose of this report is to present Council with updated guidelines for kerbside waste related services provided by the CoA for the purposes of undertaking public consultation. The proposed new guidelines will replace the existing guidelines ([Link 2](#)) relating to kerbside and bulk waste and recycling services and the design guide for residential recycling ([Link 3](#)).
4. These guidelines include options for service level changes for the purposes of public consultation and would only be implemented subject to future budget process at Council's discretion.
5. A summary of the existing and proposed policy framework for waste management and recycling services for the CoA is as follows:

Existing CoA policy framework	Proposed CoA policy framework
Strategic Plan 2024-2028 endorsed by Council on 12 December 2023.	No change.
Resource Recovery Strategy and Action Plan (Organics, Recycling and Waste) 2020-2028 ( <a href="#">Link 7</a> ). Waste and Recycling Services Policy dated 22 July 2014 ( <a href="#">Link 7</a> ).	Existing Strategy, Action Plan and Policy to be replaced by Integrated Climate Strategy. Draft Integrated Climate Strategy was released for public consultation on 5 February 2024 ( <a href="#">Link 1</a> ).
Operating Guideline for Waste and Recycling Services approved by the Executive Leadership Group on 30 July 2014 ( <a href="#">Link 1</a> ).	Draft Operating Guideline for Kerbside Waste Management Services ( <b>Attachment A</b> ).
Guideline – Design Guide for Residential Recycling dated 15 May 2013 ( <a href="#">Link 3</a> ).	Draft Community Guidelines for Kerbside Waste Management Services ( <b>Attachment B</b> ).
Waste Management By-Law 2018 (By-Law #5) dated 2018 ( <a href="#">Link 9</a> ).	A workshop on the Waste Management By-Law 2018 (By-Law #5) was held at the City Finance and Governance Committee on 20 February 2024.
Service Agreement – Site Service Agreement – Waste Management (for multi-unit dwellings requesting a CoA service)	No change. Weekly food and organics collection (FOGO) is already provided to all but 11 of the existing multi-unit dwellings serviced by Council, who have been offered this service.

## Review Process

6. Review of the guidelines is informed by feedback provided by the City Planning, Development and Business Affairs Committee in a workshop held on 6 June 2023 ([Link 4](#)).
7. The review is informed by the SA Better Practice Guide: Sustainable Kerbside Services produced by Green Industries, the Environment Protection Authority and Local Government Association in May 2023 ([Link 5](#)). To date, the SA Better Practice Guide has resulted in weekly food and green organics collection services being implemented in the City of Holdfast Bay and City of Charles Sturt.
8. Research and interstate benchmarking with capital city council policy and service provision was undertaken with the support of consultancy Aurecon. The research identified the following improvements which are reflected in the updated guidelines:
  - 8.1. Clear separation of policy and strategy (contained in the draft Integrated Climate Strategy) and service provision details (contained in the guidelines).
  - 8.2. Integrated approach to policy, compliance, education and service design.
  - 8.3. Clarification of service provision eligibility in the draft Operating Guideline for Kerbside Waste Management Services (**Attachment A**).

- 8.4. Clarification of the CoA design requirements for eligibility to service, including draft Community Guidelines for Kerbside Waste Management Services (**Attachment B**).
- 8.5. Enable contemporary service models to be delivered by the CoA to progress targets for waste diversion and resource recovery, including:
  - 8.5.1. Weekly food and green organics (FOGO) collection for residents and businesses
  - 8.5.2. Laneway service models via smaller or shared bin arrangements
  - 8.5.3. Expanding servicing solutions for multi-unit dwellings
  - 8.5.4. Considering a separate waste charge for custom services.

#### **Current Service Levels**

9. The CoA currently offers a service level comprised of:
  - 9.1. Residential Kerbside Collection Service (weekly general waste, fortnightly co-mingled recycling, fortnightly FOGO).
  - 9.2. Businesses Kerbside Collection Service (weekly general waste, fortnightly co-mingled recycling, no FOGO).
  - 9.3. Community and Sporting Groups Kerbside Collection Service (weekly general waste collection has historically been provided with no specific guideline or policy).
  - 9.4. Multi-unit Dwellings (MUDS) Residential Kerbside Collection Service (weekly general waste, weekly FOGO, weekly co-mingled recycling).
10. The existing CoA's waste management service level accounts for approximately 6% of the CoA's 2023/24 annual budget.
11. A review of other SA Metropolitan Councils for 2022/23 indicates expenditure of between 6%-18% of their budget on waste management services. Australian Capital City Councils spent between 2%-26% of their budget on waste management services.
12. From existing waste audits undertaken most recently in 2022, the CoA currently achieves a 50% diversion rate for kerbside waste under the current service provision level. This is well below the Strategic Plan target of 80% and below the South Australian Waste Strategy 2022-2025 target of 70% for kerbside waste diversion.
13. The current kerbside waste collection contract with Cleanaway Pty Ltd is scheduled to expire on June 30, 2027. Administration is approaching a period of preparation to review future contract requirements beyond 2027.
14. To achieve Council's targets, a staged implementation of service level changes over four years is proposed.
15. The proposed draft guidelines allow for the continuation of the current service levels whilst also enabling adjusted service levels to be offered subject to budget considerations.

#### **Proposed Implementation of the Guidelines in 2024/25**

16. Implementation in year one is subject to Council decision through the budget process for 2024/25 and is proposed to include 1 or more of the following:
  - 16.1. \$100,000 for a feasibility study for kerbside and bulk bin waste collection to inform negotiations when the current contracts conclude on 30 June 2027.
  - 16.2. \$270,000 for a 12-month pilot of 1000 households to undertake weekly food and green organics collection; and fortnightly waste collection.
  - 16.3. \$300,000 to formalise service level provision to sporting and community groups in the Adelaide Park Lands to enable implementation of the 3-bin service.
17. Subject to budget allocation, outcomes for year one implementation would be:
  - 17.1. Estimated additional diversion of 2860 tonnes of organics per year and savings of about 12,400 tCO<sub>2</sub>e.
  - 17.2. Feasibility study and pilot outcomes to inform long-term financial implications of adjusted waste service models.

## Complete implementation of the Guidelines in a staged approach

18. To achieve the desired waste diversion targets the following adjustments to service level is likely to be necessary:
  - 18.1. Weekly FOGO collection to all residents on an opt-out basis
  - 18.2. Weekly business FOGO service
  - 18.3. Doubling existing level of the CoA serviced MUD's from 83 at present to 166 via engagement with existing building managers and early engagement with new developments (not factoring growth in MUD's overtime).
19. Complete implementation of the proposed service level changes above are expected to:
  - 19.1. Provide flexibility and choice for service recipients, expand services and meet community expectations.
  - 19.2. Increase diversion from landfill in particular diverting food and organic material. Similar trails implemented in other South Australian metropolitan councils have demonstrated diversion rates of nearly 70% within the first 12 months from a 59% baseline. In a CBD setting, this is expected to be lower due to assumed community uptake rates and higher levels of bin contamination. In a CBD setting a diversion rate of approximately 64% is anticipated based on waste audits to date.
  - 19.3. Be delivered over four phases over a period of four years (depending on the service change).
  - 19.4. Incur an increase to operating budget.
20. For residents, the increased service level is estimated to result in an increased diversion from 776 tonnes of organic matter to 2,531 tonnes per year. This equates to an annual reduction of approximately 7,620 tCO<sub>2</sub>e from Council's Community Emissions Profile.
21. For businesses, proposed service level change is estimated to divert 325 tonnes of organic matter from a present diversion of zero. This equates to an annual reduction of approximately 1,410 tCO<sub>2</sub>e from Council's Community Emissions Profile.

## Summary of changes to Operating Guidelines

22. Key changes between existing Council Policy - Waste and Recycling Services and the new draft Operating Guidelines for Kerbside Waste Services are summarised below:

Updated draft Operating Guidelines for Kerbside Waste Services	Existing CoA Policy - Waste and Recycling Services	Summary of differences between documents	Alignment with draft Integrated Climate Strategy 2030
<p>The draft Operating Guideline categorises service recipients into 4 key groups:</p> <ol style="list-style-type: none"> <li>1. Residential Kerbside Collection Service</li> <li>2. Multi-unit Dwellings (MUDS) Residential Kerbside Collection Service</li> <li>3. Businesses and Commercial Kerbside Collection Service</li> <li>4. Community Groups Kerbside Collection Service</li> </ol>	<p>The existing Operating Guideline does not include services for community groups. Services provided to this group was not clearly identified in other CoA Guidelines.</p>	<p>The new draft Operating Guideline includes more city users, clarifies eligibility of service, and offers options to expand the service provided to these users from a waste only service to a three-stream service (green organics, yellow recycling, and red waste).</p>	<p>Aligns with the Integrated Climate Strategy – Priority 12 Zero avoidable kerbside waste to landfill ('zero waste') in 2035.</p>
<p>The draft Operating Guideline clarify the current waste service level and enable Council to adjust service levels at its discretion.</p>	<p>The existing Operating Guideline offered an enhanced model.</p>	<p>The draft Operating Guideline seeks to clarify service offering and provides options for Council to adjust collection frequencies to</p>	<p>Enables Council to adjust service levels to prioritise weekly organic collection for residents</p>

<b>Updated draft Operating Guidelines for Kerbside Waste Services</b>	<b>Existing CoA Policy - Waste and Recycling Services</b>	<b>Summary of differences between documents</b>	<b>Alignment with draft Integrated Climate Strategy 2030</b>
		improve organic waste diversion from landfill.	
The draft Operating Guideline clarify the current waste service level and enable Council to adjust service levels for organics services for businesses as a weekly service at Council's discretion.	The existing Council Policy for Waste and Recycling Services included language about green organics services to businesses, however the existing Operating Guideline did not offer green organics services to businesses.	Clarification of Council policy in the Integrated Climate Strategy and separate operating guidelines.	Enables Council to adjust service levels to to prioritise weekly organic collection for businesses. The 2022 Waste Audit indicated that 54% of business red waste bin contained organics material. Waste sent to landfill incurs a cost of \$156/tonne with food organics a significant contributor to weight.
The draft Operating Guideline includes options for the provision of indoor kitchen caddies to facilitate collection of food waste for businesses. Provision of caddies to residents continues.	The existing Council Policy for Waste and Recycling Services includes language around supportive tools. Tools and resources to support diversion of materials from landfill are not included in the existing Operating Guideline.	The draft Operating Guideline identifies specific tools (caddies) which are proven to be successful in supporting organics diversion.	Prioritises increased diversion and reduced contamination in the yellow recycling and green organics.
Key performance indicators are included in the draft Operating Guideline as follows: <ul style="list-style-type: none"> <li>• Divert 85% of residential kerbside collected waste from landfill</li> <li>• Food waste in landfill is below 5% by weight</li> <li>• Reduce waste generation by 15% per capita</li> <li>• Reduce contamination to below 10% in kerbside collected yellow co-mingled recycling</li> </ul>	The existing Operating Guideline includes the following key performance indicators: <ul style="list-style-type: none"> <li>• Community tells us that it understands Council's decision making.</li> <li>• As a brilliant service provider, 85% of service recipients are 'Totally' or 'Substantially Satisfied' with Council's overall Waste and Recycling Service.</li> <li>• Recycling rates achieve or surpass Council targets.</li> <li>• The cost of service provision is reducing on a cost per business or residential premise serviced basis.</li> </ul>	The draft Operating Guideline seeks to introduce an evidence-based approach and enables data-based decision making.	Key performance indicators align with Council's target of zero avoidable kerbside waste to landfill ('zero waste') in 2035.

### **Related improvements to waste management**

23. Council's endorsed submission to the State Planning System Implementation Review in January 2023, recommended improved waste management policy be included in the Planning and Design Code. Administration is continuing to monitor the State Government's release of the findings report.



24. In the interim, Administration has prepared a CoA Development Information Guide to assist applicants with waste management approaches ([Link 10](#)).
25. Administration is investigating opportunities for improved waste management policies through the Code Amendment program noted by Council on 8 August 2023.

#### **Next Steps**

26. Pending decision by Council on the draft guidelines for public consultation, targeted stakeholder and community consultation will commence from 1 April 2024 to 21 April 2024.
27. The updated guidelines are targeting presentation to the City Planning, Development and Business Affairs Committee for decision in July 2024, for Council decision on 9 July 2024.

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## **DATA AND SUPPORTING INFORMATION**

**Link 1** – [Integrated Climate Strategy](#)

**Link 2** – [Operating Guideline – Waste and Recycling](#)

**Link 3** – [Guideline – Design Guide for Residential Recycling](#)

**Link 4** – [City Planning, Development and Business Affairs Committee workshop – Tuesday, 6 June 2023](#)

**Link 5** – [SA Better Practice Guide: Sustainable Kerbside Services](#)

**Link 6** – [Council Policy – Waste and Recycling Services](#)

**Link 7** – [Resource Recovery Strategy and Action Plan \(Organics, Recycling and Waste\) 2020-2028](#)

**Link 8** – [City of Adelaide Community Consultation Policy dated 16 July 2019](#)

**Link 9** – [By-Law – Waste Management By-Law 2018 By-Law #5](#)

**Link 10** – [City of Adelaide Development Information Guide](#)

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## **ATTACHMENTS**

**Attachment A** – Draft Operating Guidelines – Kerbside Waste Management Services

**Attachment B** – Draft Community Guidelines – Kerbside Waste Management Services

**Attachment C** – Draft Engagement Plan – Guidelines for Kerbside and Waste Management Services

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- END OF REPORT -