



COUNCIL POLICY

WASTE AND RECYCLING SERVICES

Approved: By Council on 22 July 2014
(revised by Council on 15 December 2015)

Owner: Program Manager, City Sustainability and Park Lands

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1 Introduction

- 1.1. Council is committed to the protection of public health and minimising waste disposal to landfill by encouraging waste avoidance and maximising resource recovery for recycling.
- 1.2. This policy defines Council's:
 - 1.2.1. role as a waste and recycling service provider;
 - 1.2.2. service mix that will be offered to protect public health and assist the community to waste less and recycle more;
 - 1.2.3. criteria for cost recovery; and
 - 1.2.4. eligibility criteria to ensure fair, just and financially sustainable access to services.

2 Strategic Context

- 2.1. *South Australia's Strategic Plan* has the following targets and milestones:
 - Reduce waste to landfill by 35% by 2020; and
 - 5% reduction in waste generation per capita by 2015.
- 2.2. *South Australia's Waste Strategy 2011-2015* establishes the following target for Metropolitan Adelaide:
 - 70% diversion of Municipal Solid Waste (MSW) from landfill by 2015.
- 2.3. Council's vision for the City is enacted through the *City of Adelaide Strategic Plan 2012-2016*. Central to Council's vision are six desired outcomes:
 - Outcome 1: City of Great Places
 - Outcome 2: Accessible City
 - Outcome 3: Creative City
 - Outcome 4: Liveable City
 - Outcome 5: Prosperous City
 - Outcome 6: Environmentally Sustainable City
- 2.4. The *Smart Move Transport and Movement Strategy 2012-22* includes 'Efficient Services' as one of eight outcomes, and includes the following strategy and target:

Strategy

- Creating a City where waste management practices are efficient and support the State Government zero waste objectives and targets.

Target

- Reduce the number of kerbside bins by 10% by 2020.
- 2.5. *One City, One Team* the Corporation Plan 2012-2016 outlines how the Administration will assist Council in its policy governance role and to achieve its vision for the City.

3 Legislative Requirements

- 3.1. Changing community expectations has led to the development of a legislative framework that extends the focus and objectives of waste management beyond public health to include environmental protection outcomes.
- 3.2. Council has no legal responsibility to provide scheduled waste or recycling services to business premises.

- 3.3. The progressive definition of roles and responsibilities has materially changed the obligations imposed upon waste generators and service providers.
- 3.4. The following legislation and related documents are considered most relevant to waste management in the City of Adelaide:
- *Local Government Act 1999*
 - *South Australian Public Health Act 2011*
 - *South Australian Public Health (General) Regulations 2013*
 - *Environment Protection Act 1993*
 - *Environmental Protection (Waste to Resources) Policy 2010*
 - *South Australia's Waste Strategy*
 - *Development Act 1993*
 - *Adelaide (City) Development Plan*
 - *Building Code of Australia*
 - *30-year Plan for Greater Adelaide, A volume of the Planning Strategy*
 - *Real Property Act 1886*
 - *Community Titles Act 1996*
 - *Strata Titles Act 1988*
 - *Disability Discrimination Act 1992*
 - *Work Health and Safety Act 2012*
 - *Climate Change and Greenhouse Emissions Reduction Act 2007*
- 3.5. This Policy is to be read and implemented in conjunction with Council's other relevant Policies, Strategies, By-Laws and documents including:
- 3.5.1. Waste and Recycling Services Operating Guideline
- 3.5.2. By-Law No. 5 - Waste Management
- 3.5.3. Design Guide for Residential Recycling

4 Roles and Responsibilities

- 4.1. To achieve legislative compliance and attainment of Strategic outcomes, Council's role as a waste and recycling service provider is to:
- 4.1.1. protect public health;
 - 4.1.2. enhance public amenity and movement;
 - 4.1.3. support city living;
 - 4.1.4. assist micro and small business;
 - 4.1.5. capture economic benefits of resource recovery; and
 - 4.1.6. support attainment of an environmentally sustainable City.
- 4.2. Residential Waste Management Service (RWMS) and Business Waste Management Service (BWMS) recipients must comply with their legislative obligations and minimise risks and financial costs to Council and the community through the correct, safe and responsible use of services.

5 Policy Objectives

- 5.1. The objectives of the Policy and Operating Guideline are:
- 5.1.1. to achieve compliance with the requirements of all relevant legislation;
 - 5.1.2. to deliver robust and transparent governance in line with Council's principle roles and functions pursuant Sections 6, 7 and 8 of the *Local Government Act 1999* by:
 - 5.1.2.1. informing decision-making across the Corporation of the City of Adelaide;
 - 5.1.2.2. providing waste and recycling services that are appropriate to the City's high density operating environment and protect public health;
 - 5.1.2.3. supporting the attainment of an environmentally sustainable City by encouraging waste avoidance and minimising waste to landfill;
 - 5.1.2.4. providing services on a fair, just, equitable and financially sustainable basis; and
 - 5.1.2.5. manage Council's risks associated with waste management service provision.
 - 5.1.3. to provide clear and concise information about eligibility and service design to enable early consideration in the design of future developments to minimise waste disposal to landfill;
 - 5.1.4. to ensure the community have clearly defined roles and responsibilities when using Council's waste and recycling services; and
 - 5.1.5. to ensure education and compliance are an integral component to service design.

6 Policy Principles

Waste Less and Recycle More

- 6.1. Council will progressively increase the service emphasis upon waste avoidance and recycling to minimise waste disposal to landfill.
- 6.2. The Waste and Recycling Service Operating Guideline will support achievement of Council's vision for the City while allowing flexibility and creativity in how this Policy is implemented.
- 6.3. In using Council's waste management services residential premises, community or strata corporations and eligible businesses commit to minimising waste to landfill through the correct and preferential use of recycling services.
- 6.4. Educational support will be provided to:
 - 6.4.1. improve awareness of eligibility;
 - 6.4.2. support uptake of smaller sized bins;
 - 6.4.3. promote sharing of bins;
 - 6.4.4. reduce illegal dumping;
 - 6.4.5. optimise correct use of waste and recycling services; and
 - 6.4.6. capture the benefits of resource recovery from an environmentally sustainable City.

Financial Sustainability

- 6.5. Council will provide waste and recycling services to residential premises on a fair, just and equitable basis.
- 6.6. Services to residential premises will be targeted to encourage City living and the removal of barriers for recycling in medium and high density and mixed use buildings.
- 6.7. Whilst not legally obliged, Council will provide waste and recycling services to eligible business premises on a fair, just and equitable basis.
- 6.8. Services to eligible business premises will be targeted to:
 - 6.8.1. enable the adoption of environmentally sustainable waste management practices by micro and small businesses in premises that generate waste volumes that are similar to a residential premise and compatible with the Objectives of this Policy;
 - 6.8.2. support transition from Council services to private waste management services as a business grows; and
 - 6.8.3. overcome barriers to servicing residential premises in high density mixed use buildings.
- 6.9. Where applicable, fees and charges will reflect the actual cost of service delivery including collection, disposal or processing, account administration and educational support.

Service Design

- 6.10. Service design, including bin types, presentation zones, collection timing, collection frequency, education and compliance will:
 - 6.10.1. reduce the total number of bins on streets;
 - 6.10.2. remove loose cardboard from footpaths;
 - 6.10.3. be appropriate to the type and scale of development;
 - 6.10.4. give consideration to local environmental and traffic conditions;
 - 6.10.5. support access by persons with a disability without special or separate design (universal design);
 - 6.10.6. have regard for the nature of materials deposited for collection;
 - 6.10.7. support greater utilisation of co-mingled and organics recycling services; and
 - 6.10.8. provide enhanced service options on a fee-for-service basis.

7 Policy Statements

Service Design

- 7.1. The Residential Waste Management Service (RWMS) may comprise:
 - 7.1.1. general (red lid) waste, co-mingled dry (yellow lid) recycling, organics (lime green lid) recycling and hard waste collections; and
 - 7.1.2. provision of bins and supporting materials;as prescribed by the Waste and Recycling Services Operating Guideline.

- 7.2. The Business Waste Management Service (BWMS) may comprise:
 - 7.2.1. general (red lid) waste, co-mingled (yellow lid) recycling and organics (lime green lid) recycling collections; and
 - 7.2.2. provision of bins and supporting materials;
 - as prescribed by the Waste and Recycling Services Operating Guideline.
- 7.3. In conjunction with the RWMS and BWMS, Council will offer enhanced service options as prescribed by the Waste and Recycling Services Operating Guideline.
- 7.4. Council will provide bins in a safe working order and a maintenance service for repair and replacement when damaged.
- 7.5. Service recipients are responsible for washing or sanitizing bins if they become soiled or odorous.
- 7.6. A comprehensive and ongoing education and compliance program will be delivered to support correct and effective use of Council's waste and recycling services.

Eligibility

- 7.7. The Residential Waste Management Service (RWMS) will be provided to residential premises at a maximum rate of one RWMS per residential premise.
- 7.8. To receive a RWMS a community corporation, strata corporation or equivalent, the Council in its discretion may require that it:
 - 7.8.1. submit a Waste Management Plan that, to the satisfaction of Council, interfaces correctly with Council services and demonstrates better practice in facilitating occupant access and correct use of recycling services;
 - 7.8.2. enter into a Waste Management Service Agreement to ensure service alignment with the Waste Management Plan and clear definition of the roles and responsibilities for both parties; and
 - 7.8.3. resolve that RWMS and/or BWMS be provided by Council in accordance with the Waste Management Plan and Waste Management Service Agreement.
- 7.9. A maximum of one Business Waste Management Service (BWMS) may be provided to an eligible business premise, upon request where there is an appropriately sized bin storage area within the site record where the bins will be registered.
- 7.10. A related business premise is not eligible to receive an additional BWMS above the allowance of the eligible business premise.
- 7.11. A maximum of two BWMS's and one rate exempt or rebated BWMS may be assigned to a single unique site record, where there is an appropriately sized bin storage area within that site record.

Waste Less and Recycle More

- 7.12. Co-mingled (yellow lid) recycling bins will be issued to eligible business premises on a 1:1 ratio to general waste (red lid) bins.
- 7.13. RWMS provision to community or strata corporations will preference equal or greater provision of co-mingled and organics recycling bin capacity over general waste bin capacity.
- 7.14. Business cardboard will be collected using an enhanced co-mingled recycling service in designated main streets and predominately business areas.

- 7.15. Business organics recycling will be collected using an enhanced organics recycling service in designated main streets and predominately business areas.
- 7.16. Council will pilot weekly organics recycling service options to continuously improve the kerbside RWMS to minimise waste to landfill.

Service Charges

- 7.17. Residential premises and eligible business premises, excluding rate exempt and rate rebated premises, will not be charged for basic services.
- 7.18. Council may require co-payment or fee-for-service, pursuant to Section 146 of the *Local Government Act 1999*, for provision of:
 - 7.18.1. enhanced waste and recycling services;
 - 7.18.2. waste and recycling services to rate exempt or rebated premises;
 - 7.18.3. waste and recycling services to serviced apartments in mixed use buildings;
 - 7.18.4. replacement bins; and
 - 7.18.5. temporary services to business premises that become ineligible as they exceed the capacity of the Business Waste Management service and need to transition off the BWMS to private commercial services.
- 7.19. Service charges will be set by Council through the Fees and Charges Schedule.
- 7.20. Service charges will be levied quarterly as a separate fee-for-service on Council rates notice.

Bin Identification

- 7.21. Bin identification measures, including address labelling and radio frequency identification devices (RFID), will be adopted to minimise misuse of the service, support bin recovery, enable enhanced reporting and educational support and facilitate cost effective alternative service delivery options.

Refusal, Decline, Cessation and Reinstatement of Service

- 7.22. A temporary refusal of service may be issued to a residential premise or eligible business premise where:
 - 7.22.1. there is a failure to place approved waste or recycling in the correct bin;
 - 7.22.2. insanitary or prohibited waste is placed out for collection;
 - 7.22.3. a bin presented for collection exceeds the maximum safe weight for a collection;
 - 7.22.4. the bin is presented in a location where it would be un-safe for the collection vehicle to empty due to local environmental conditions;
 - 7.22.5. the bin is presented in a location that is unrelated to the site record where the bin is registered;
 - 7.22.6. bin identification measures have been removed or modified without the consent of Council;
 - 7.22.7. the bin is not accessible from a public road way; or
 - 7.22.8. the correct bin is not presented for collection by the required time on the Council nominated collection day.
- 7.23. Council reserves the right to decline a request for a general waste service where an eligible premise does not take-up recycling service/s that are appropriate to the type, volume and nature of recyclable materials in that premises waste stream.

- 7.24. Council reserves the right to:
- 7.24.1. recover stolen or misappropriated bins;
 - 7.24.2. remove bins where there are repeated instances of bins not being stored between collection days on the site record where they are registered;
 - 7.24.3. withdraw or cease a collection service where there is repeated misuse of waste and recycling services;
 - 7.24.4. withdraw or cease a collection service where there is repeated instances of the recycling bin not being used to minimise waste being sent to landfill;
 - 7.24.5. withdraw or cease collection when deliberate and wilful damage of a bin provided by Council occurs or repeated failure to be responsible for washing or sanitizing bins if they become soiled or odorous;
 - 7.24.6. withdraw services for non-payment of fee-for-service or replacement bin charges; and
 - 7.24.7. charge bin replacement fees to re-deliver bins.

8 Definitions

- 8.1. The following definitions are applicable to interpretation of this Policy:

Term	Definition
Bin	A mobile garbage bin (MGB) provided by Council as a container for the temporary storage of waste and recycling.
Business premise	A premise lawfully used for a commercial, light industrial, institutional or other non-residential purposes and includes short term accommodation such as tourist accommodation in a hotel, back packer hostel or serviced apartment.
Bulk waste collection service	Council's waste management services that typically utilise larger capacity bins and a collection truck with a front or rear hydraulic lifting arm assembly.
BWMS	Business Waste Management Service refer 7.2.
Comingled Recycling	Dry and clean newspapers, magazines, paper, cardboard, tins, cans, glass, milk and juice containers, plastic containers of a type specified by Council and other recyclable material for which permission has been given by Council.
Domestic waste	Waste produced in the course of a residential activity.
Eligible business premise	A rateable business premise, including any related business premise, as defined in this Policy, that has a weekly waste generation rate that is compatible by waste types and volumes with Council's Business Waste Management Service.
General waste	That part of the waste stream remaining after the separation of recyclable and hazardous or prohibited waste materials.
Hard waste	Selected solid waste items, as specified by Council, which arise from residential premises that cannot be collected by the general waste, co-mingled or organics recycling collection services.

Term	Definition
“Hazardous waste”	Listed waste having a characteristic described in schedule A list 2 of the <i>National Environment Protection (Movement of controlled waste between States and Territories) Measure</i> , as amended from time to time;
“Kerbside waste collection service”	Council’s waste management services that typically requires bin presentation on the footpath and utilises smaller capacity MGB’s and a collection truck with a hydraulic lifting arm on the kerb (starboard) side of the vehicle.
Organics recycling	Any clean organic matter consisting of lawn clippings, plants, vegetables, leaves, prunings, vegetables, fruit, manure or any other organic material for which permission has been granted by Council excluding any item larger than 15 centimetres in diameter, domestic waste, commercial or industrial waste (general), listed waste, hazardous or electronic waste.
Rate exempt or rebated premise	A premise which receives a partial or full Council rate reduction or exemption pursuant to Section 166 of the <i>Local Government Act 1999</i> .
Residential premise	A premise lawfully used as a dwelling or place of residence, including: <ul style="list-style-type: none"> a. a detached or semi dwelling, row house or townhouse; b. a home unit or apartment within a residential flat building or group dwelling; c. caretakers residence within a residential complex; and d. student accommodation, hostels, lodging and boarding houses (excluding tourist accommodation).
Related business premise	Two or more rateable business premises which are related by way of common ownership, management or effective control that are located on a single site record or contiguous site records.
RWMS	Residential Waste Management Service refer 7.1.
Site record	A unique base or grandparent site record in Council’s property and rating system, which may accommodate a single or multiple rateable premises, that aligns to the following certificate of titles issued under the <i>Real Property Act 1886</i> : <ul style="list-style-type: none"> a. Torrens Title b. Community Title in the ownership of the Primary Community Corporation c. Strata Title owned by the Strata Corporation d. Moiety Title e. Company Title
Waste Management Service Agreement	A periodic legal agreement between the Corporation of the City of Adelaide and a Community Corporation, Strata Corporation or equivalent for provision of waste and recycling services.
Waste Management Plan	A Plan that details the internal waste management system of a residential flat building to support service delivery and minimise waste disposal to landfill.

9 Policy Restrictions / Limitations

- 9.1. Council and Administration policy do not take precedence over statutory responsibilities assumed by Council and the Administration in its role as a Local Government authority and a Capital City Council.
- 9.2. This policy does not apply to commercial waste management services provided to public events, Council owned, leased or managed facilities and public waste or recycling bins.

10 Key Performance Indicators

- 10.1. Council is able to mitigate cost escalation risks.
- 10.2. Administration has mechanism to flexibly and fairly manage attainment of Council's Strategic Outcomes.

11 Monitoring and Implementation

- 11.1. Basic service options and allowances specified in the Operating Guideline will be applicable from:
 - 11.1.1. the date of adoption of the Policy for new or additional service requests; and
 - 11.1.2. 31 December 2016 for premises with existing kerbside waste and recycling services, following a transition period.
- 11.2. Enhanced service options and allowances will be introduced from 31 December 2016, except where specified by the Operating Guideline.
- 11.3. The Program Manager, City Sustainability and Park Lands will review the effectiveness and currency of this Policy before 1 January 2020. The outcome of the evaluation will make recommendations for amendment, alteration or substitution of a new Policy as necessary.

12 Review

- 12.1. The Policy will be reviewed every five years, or at the request of Council or Administration or in response to triggers, legislative and statutory requirements.

13 Revision History

Revision Summary	Approval Date	ELG Council or Committee	Decision #	TRIM Reference	Related policy documents
<i>TRIM Reference: COCO2016/68</i>	<i>15/12/2015</i>	<i>Council</i>	<i>Approved – Recommendation 10.2</i>	<i>Council Meeting Minutes: COCO2015/2305</i>	