



Bayside Council

Serving Our Community

Waste Avoidance and Resource Recovery Policy

11 July 2018

The Journey to a Circular Economy





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Waste Avoidance and Resource Recovery Policy
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1 Introduction

1.1 Background

Bayside Council provides an efficient and effective waste collection service to residents and a competitive user pays service for commercial users. This Policy provides a framework to encourage waste minimisation and ensure that the resources contained in waste products are recovered, which in turn will minimise waste being disposed of at landfill.

The provision of effective waste services is essential to protect the health and amenity of all our residents. The service makes a significant contribution to ensuring Bayside is a desirable and attractive place to visit and live.

Waste services provided by Council include:

- ▶ Collection and processing of materials from kerbside bins (domestic premises and selected commercial premises) including processing of organics and recycling.
- ▶ Collection and processing/disposal of kerbside clean up ('bulky' materials) from domestic premises.
- ▶ Drop-off arrangements for specific wastes, including e-waste, metals, mattresses and garden waste.
- ▶ Provision of public place street and park litter bins, including collection and disposal of waste.
- ▶ Collection and disposal of litter and illegally dumped waste.
- ▶ Sharps collection and disposal from selected pharmacies.
- ▶ Education and regulation of correct waste behaviour and resource recovery.

Councils are under increasing pressure to minimise the disposal of waste to landfill whilst also providing value for money services to their residents. This provides a major challenge to councils to ensure the material is collected and the applicable resources contained in the waste are recovered.

Council's Waste Avoidance and Resource Recovery (WARR) Strategy 2030 provides actions to minimise waste production and increase resource recovery. The strategy includes the concept of the waste hierarchy to address interventions relating to waste and resource recovery.

Council's 2030 vision moves completely away from a traditional linear economy model to a **circular economy model** whereby waste is diverted from landfill and optimised as a resource that returns to nature or the economy through numerous waste avoidance and resource recovery solutions. The concept of linear and circular economies is illustrated in the images below and discussed below.

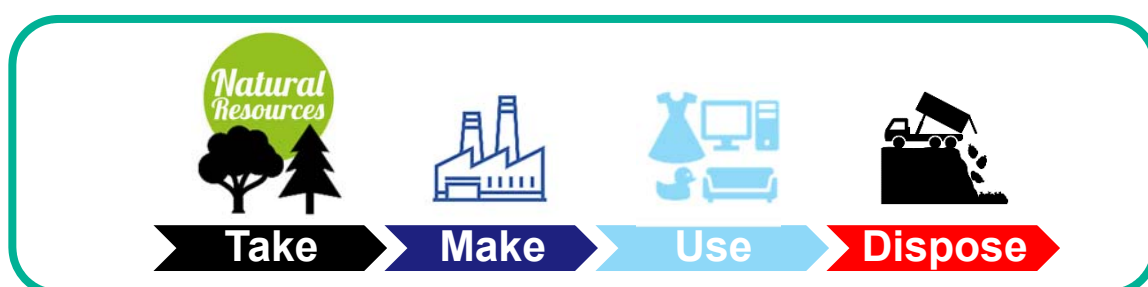


IMAGE: An example of a Linear Economy Model.

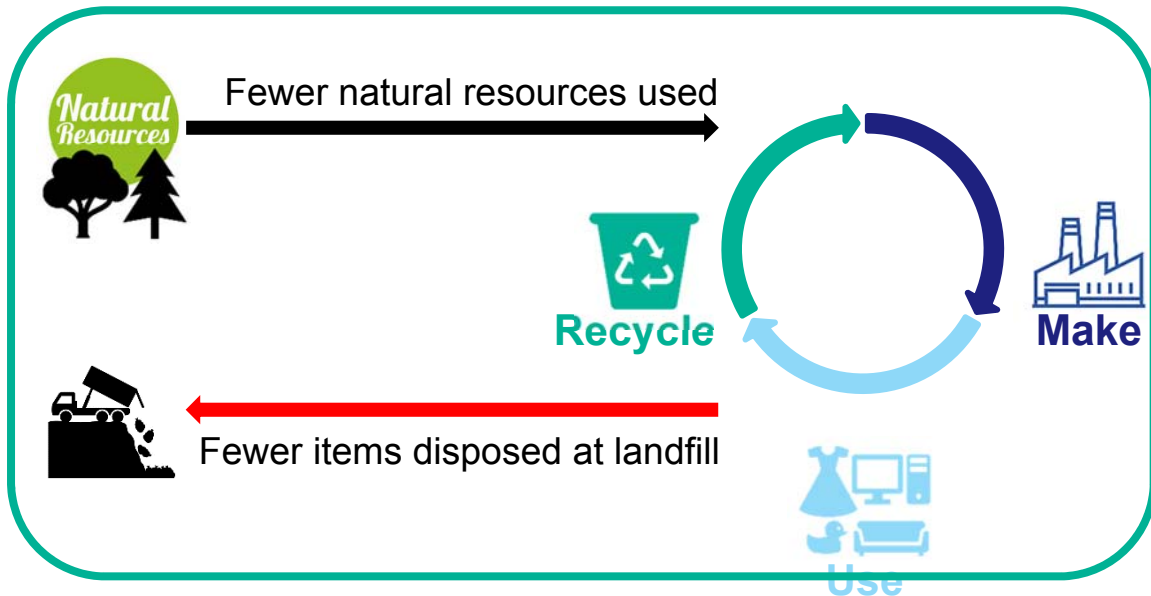


IMAGE: An example of a Circular Economy Model.

In 2016-17 some of Council's material in the red-lidded bin was processed through an Alternate Waste Treatment (AWT) facility, recovering materials including organics. At the time, the low availability of such technologies meant that some of the material in the red-lidded bin was sent directly to landfill.

Bayside Council is projecting a significant increase of the domestic landfill diversion rate, from the kerbside bin service, in 2018/19. This increase will be achieved by sending all the material in all red-lidded bins to a mechanical biological treatment facility starting from 1 July 2017.

Council supports technologies for recycling waste by ensuring that the materials in the red-lidded kerbside bins are sent to a Mechanical and Biological Treatment (MBT) facility. At this facility, recyclable materials (including organics) are extracted from the waste and only the non-recyclable residual is sent to landfill.

Bayside Council offer residents and participating local business a co-mingled recycling bin and utilises material recycling facilities (MRF) to sort and recycle materials into different streams.

In 2016/17, the Council offered different solutions to the community to recover organic waste via the kerbside bin system. Both systems currently remain in Bayside Council.

The challenges, as a newly amalgamated Council, are to make service adjustments and improvements that align service delivery, by implementing leading economic, social, environmental, sustainable and customer-focused solutions across the LGA. This challenge will involve restructuring and managing internal and external resources that were previously managed differently prior amalgamation, and consolidating contracts that expire at different time periods.

This Policy provides the framework for Council to provide effective waste services in accordance with enabling legislation and associated Policies. The Policy is supported by the Council WARR Strategy 2030, WARR Action Plan, policy statements and operational procedures.

1.2 Definitions

The definitions of certain terms are:

Circular Economy – is a model that anticipates and designs for resources to be either safely returned to nature or back into systems where they can be reused or renewed.

Commercial waste – Waste produced in the course of a commercial activity.

Domestic waste – Waste produced in the course of a residential activity.

Illegally dumped waste – The NSW EPA’s *Waste Avoidance and Resource Recovery Strategy 2014-21* defines illegally dumped materials as waste materials that are disposed of on private or public land where no planning approval or environment protection license has been granted for the activity. Illegally dumped waste can range from small bags of rubbish or household waste dumped in an urban environment to larger materials, such as construction and demolition waste, dumped in more isolated areas. This waste may also include dangerous materials like asbestos.

In this strategy, illegally dumped waste is limited to materials disposed of on public land, as Council has no jurisdiction to manage illegally dumped waste on private land.”

Litter – The NSW EPA’s *Waste Avoidance and Resource Recovery Strategy 2014-21* refers to litter as material that ranges in size from very small to very large items, a characterisation which allows a broad application of littering offences to be applied if required. Common types of litter include cigarette butts, small pieces of paper, chip and confectionery wrappers, fast-food packaging, bottle caps, plastic straws, broken glass, drink containers and plastic bags.

Municipal Solid Waste (MSW) – In this Policy and the associated Strategy, Action Plan and Procedures, MSW includes materials collected by Council from domestic dwellings and dropped off by residents at drop off events. It excludes waste collected from parks, reserves, litter bins and street sweeping.

Recycling – This a set of processes (including biological) for converting materials that would otherwise be disposed of as wastes, into useful materials or products. In this Policy, ‘recycling’ also refers to the material placed in the yellow-lidded kerbside bins.

1.3 Policy summary

Council is committed to providing an effective waste service through the collection and processing of waste material within the local area for our residents, businesses and guests in accordance with relevant legislation, Council values and strategies.

1.4 Scope of policy

This Policy applies to the Council waste services listed in Section 1.1.

The waste services are essential to maintain the amenity of the Local Government Area (LGA) and to promote environmental sustainability by encouraging waste avoidance and maximising resource recovery.

2 Framework

Council provides the service in accordance with current legislation and Council's objectives.

2.1 Legislation

Council provides the service in accordance with current general and specific legislation applying to waste services and resource recovery. Current legislation includes but is not limited to:

- ▶ Local Government Act 1993
- ▶ Protection of the Environment Operations Act 1997
- ▶ Waste Avoidance and Resource Recovery Act 2001
- ▶ Protection of the Environment Operations (Waste) Regulation 2014
- ▶ Protection of the Environment Operations (Illegal Waste Disposal) Act 2013
- ▶ Environmental Planning and Assessment Act 1979
- ▶ Work Health and Safety Act 2011.

2.2 Council Objectives

This Policy addresses the relevant objectives of Council's integrated planning framework.

2.3 Policy Objective

The Objective is as follows:

- ▶ To provide an effective waste collection service to residents;
- ▶ To provide a competitive user pays service for commercial users;
- ▶ To encourage waste minimisation, and;
- ▶ To ensure that the resources contained in waste products are recovered and recycled, to minimise waste disposal at landfill.

3 Policy implementation

3.1 Policy responsibilities

General Manager / Director

The Executive Committee evaluates the provisions of the service and make decisions to ensure the effective provision of the service are in accordance with the enabling legislation and Council's values and policies.

Manager Waste and Cleansing Services

The Manager Waste and Cleansing Services' four major functions are to plan, organise, lead and control in accordance with the enabling legislation and Council's values and policies, as well as arrange appropriate resourcing, within budgetary constraints, for the effective implementation of this Policy.

Coordinator Waste Avoidance and Resource Recovery

The Coordinator Waste Avoidance and Resource Recovery interprets the legislation and Council policies and coordinates the implementation of this Policy in accordance with the enabling legislation and Council values and policies.

Coordinator Operations Waste and Cleansing Services

Ensure the effective implementation of the procedures in accordance with the enabling legislation and Council values and policies that deal with issues arising from the day to day operational provision of the services in relation to the Strategy.

3.2 Supporting Policy Statements

Customer focused supporting policy statements are available to provide the community with relevant and specific information on the implementation of this policy.

These statements will guide the development of internal operational procedures.

The supporting policy statements will be reviewed and endorsed by Council's Executive Committee.

3.3 Operational Procedures

Internal documents and procedures that support this Policy are separated to ensure that they are “live, adaptive and continuously improving”, so that they can be amended and updated as required to mitigate risk and adapt to changes in:

- ▶ Legislation,
- ▶ Community expectations,
- ▶ Development and population growth,
- ▶ Internal and external resources,
- ▶ Emerging technologies,
- ▶ Contractual obligations, and,
- ▶ Economic or budgetary constraints.

The Policy is predominately supported by the Waste Avoidance and Resource Recovery Strategy (WARRS) Action Plan and numerous operational procedures that address the services and activities carried out by Council.

Internal procedures and documents that support this Policy may be amended and approved by the Manager Waste and Cleansing Services.

3.4 Breaches

3.4.1 Organisation

Consequences of breaches by the organisation include:

- ▶ **Financial risk:** negative impact on annual financial budget, financial waste reserves, and Council's financial sustainability;
- ▶ **Operational risk:** negative impact on productivity, levels of service, guarantees of services and service delivery;
- ▶ **Political risk:** loss of community confidence in elected representatives;
- ▶ **Environmental risk:** adverse effects on living organisms and the natural environment;
- ▶ **Reputational risk:** negative widespread and sustained damage to the Organisation and culture;
- ▶ **Knowledge risk:** adverse impact to the Organisation, associated with the loss of data, information and knowledge;
- ▶ **Regulatory/Legal risk:** punitive damage caused by regulatory or contractual breaches;

- ▶ **Governance risk:** non-compliance that can expose the Organisation to fraud, corruption, collusion or theft, and;
- ▶ **Safety risk:** compromises to the safety and wellbeing of Council staff, contractors, representatives and members of the community.

3.4.2 Customer

This Policy is supported by the following actions that may be taken:

- ▶ Council may withdraw a waste service if the provisions contained in the abovementioned procedures are not adhered to, and,
- ▶ Enforcement of breaches carried out by authorised Council officers in accordance with appropriate legislation and Council’s Enforcement Policy.

3.4.3 Staff/Contractor

Council mitigates risk by governing the performance, conduct and behaviour of staff and contractors via mechanisms which include:

- ▶ WARR Action Plan;
- ▶ Code of Conduct;
- ▶ Operational Plans;
- ▶ Operational Procedures;
- ▶ Job Descriptions;
- ▶ Work Performance Plans;
- ▶ Annual Performance Appraisals;
- ▶ Internal Audits;
- ▶ Enforcement Policy;
- ▶ Training and Development;
- ▶ Social Media Policy;
- ▶ Procurement Policy;
- ▶ Financial Delegations;
- ▶ Risk Management Policy;
- ▶ Work, Health & Safety Policy; and,
- ▶ Safe Work Method Statements.

4 Financials

Council’s Waste & Cleansing Services will provide sustainable and responsible financial management throughout the delivery of all operational services and programs inclusive of projects delivery. This includes specific programs to be delivered via Councils Waste Avoidance and Resource Recovery Strategy through to 2030.

Due diligence will always be undertaken in relation to “best practice initiatives”, ensuring “best value” services are being applied equitably across the Bayside community. All commercial business opportunities will be assessed and processed via “user pays” principles.

Due to the dynamic nature of waste management in Australia, alternate financial models may need to be explored to assist in the delivery of future waste processing opportunities or collection initiatives. Current financial procurement models which have been explored to date have been; Joint Ventures (JV) agreements, Public Private Partnerships (PPP), and Alternate Waste Technology (AWT) Partnerships. It is noted that some of these initiatives may enact the National Competition Policy.

5 Document control

5.1 Review

The maximum period for review of this policy is four (4) years.

The Manager Waste and Cleansing Services may approve non-significant and/or minor editorial amendments that do not change the policy substance.

This Policy will be reviewed as required to respond to changes in regional, NSW or Federal strategies and in responses to significant changes affecting waste management, waste avoidance and resource recovery.

5.2 Related documents

- ▶ Acts listed above;
- ▶ Waste Avoidance and Resource Recovery Strategy 2030;
- ▶ Council policies, plans, procedures and documents, associated with Waste and Cleansing Services.

5.3 Version history

Version	Release Date	Author	Reason for Change
1.0	11/07/2018	Manager Waste & Cleansing Services	New document