



Adelaide Hills Council

Waste Management Strategy 2011-2015

JUNE 2011

EXECUTIVE SUMMARY

The Adelaide Hills Council is a diverse region containing rural and residential areas and is located to the east of central Adelaide.

Growth within the Adelaide Hills Council has remained reasonably steady. However in recent years, parts of the district have become increasingly urbanised due to better access to Adelaide City via the South Eastern Freeway, combined with people's desire to enjoy the quality of life offered by a country location in close proximity to the city, giving impetus to development centred around the towns of Stirling, Bridgewater, Aldgate, Balhannah and Woodside. Improved transportation routes have also influenced population growth in the towns in the north of the area, such as Birdwood, Gumeracha and to lesser extent Kersbrook.

Council strives to provide and maintain adequate services and this strategy sets the direction for waste management services into the future. Along with implementing the actions within this strategy Council is committed to continuous improvement and will continue to survey residents and analyse options to provide a cost effective and adequate waste management service that focuses on reducing waste disposed of to landfill.

Waste management is one of the single largest items of Council's annual expenditure and it is one of the most tangible services Council offers, therefore it is essential that the entire suite of waste services be well planned, justified and executed.

This strategy seeks to support the objectives of Council's strategic plan and those within Zero Waste SA's State Waste Strategy. Local government is obliged to support state waste management objectives and by adopting this strategy, Council will confirm its commitment to these environmentally sustainable principles and will implement another mechanism whereby to support its own objectives.

This strategy identifies a suite of waste management services that should be offered to the community. However, these services are the tangible outcomes resulting from the implementation of a large number of strategic recommendations.

The recommendations range from being involved in the development of education packages in order to manage contamination in the kerbside recycling stream, to releasing an expression of interest for outsourcing the Heathfield Waste Transfer Station.

Council's position will be further enhanced by strengthening its relationship and involvement with the Adelaide Hills Region Waste Management Authority (AHRWMA) and with regional initiatives. Regional kerbside collection services and bulk transportation services will also be considered.

Summary of Key Directions within this Strategy

Strategy	Timeline
Implement kerbside Green Organics Collection by July 2012	July 2012
Evaluate all kerbside service provision options within the region	July 2012
Implement free green organics drop off days	2011/2012 financial year
Implement an education campaign – focusing on contamination reduction and increasing diversion	2011/2012 financial year
Continue to finalise the Heathfield Transfer Station Upgrade	2010/2011
Outsource Heathfield Transfer Station Operations	2011/2012 financial year
Rationalise the provision of free tip passes to all properties	July 2012

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1.0 Background

Council's Vision

To value our diversity, our landscape and our people

Council's Mission

To improve services and protect our landscape for the people who live and visit our area by providing quality and appropriate infrastructure, planning, community services and good governance

Council has traditionally addressed waste management services and facilities through Council's Public and Environmental Health Strategic Plan and through successive Council Strategic Plans.

Council's vision and mission statements support the development of the Adelaide Hills Council Waste Management Plan 2010-2015 and are the guiding principles used in the development of this plan.

The discipline of waste management is constantly evolving with an emergence of new waste streams, the development of alternative processing/disposal technologies, an environment of increasing regulation and environmental/sustainability awareness and the need to address increasing resident demands.

In 2002 Council adopted its first district wide Waste Management Strategy, which is now out dated due to changed circumstances and this Waste Management Strategy will now evaluate and determine Council's waste management options into the future.

New challenges in waste management are now gaining momentum, such as the increasing state government direction and the need to consider waste in the sense of it being a resource, which this Strategy aims to address.

In order to prepare Council for the future state of waste management, this new dedicated waste management strategy has been developed to provide Council with clear direction for the next 5 years.

The overall aim of this Strategy is to achieve a **“sustainable waste collection, recycling and disposal service, which meets community expectations, is efficient, and focuses on waste minimisation.”**

Council is a member of the Adelaide Hills Region Waste Management Authority (AHRWMA). This membership brings the benefits of a regional approach to Council's waste management endeavours. The most obvious is the operation of a regional landfill where the waste disposal needs of member Councils are met, but through the increased economies of scale, cost savings are also achieved. The AHRWMA is undergoing a strategic planning process in order to identify additional regional opportunities which will also benefit Council into the future.

2.0 Demographics

The Adelaide Hills Council is located to the east of metropolitan Adelaide (refer to figure 1). It encompasses an area of 795 square kilometres and extends from Mount Bold Reservoir in the South, the South Para Reservoir in the north and from the Hills Face escarpment in the west to the eastern boundary of the Onkaparinga watershed.

The Council district is substantially within the traditional lands of the Peramangk Aboriginal people. The traditional land of the Kurna people is also represented within the district at the foothills suburbs of Teringie and Rostrevor and down onto the Adelaide Plains.

The district holds special significance as a major environmental and recreational asset. The majority of Adelaide Hills Council lies within the Mt Lofty ranges Watershed which supplies around 60% of metropolitan Adelaide's water supply. The area has a wide range of land uses including agriculture, residential, retail, industrial, conservation and tourism.

The Council is predominantly rural with substantial rural residential and township areas. The Council encompasses a total land area of 795 square kilometres, including significant water catchments. Residential development varies from the more urban areas of the foothills and the main settlement of Stirling to the numerous smaller townships and villages. Rural land is used mainly for water catchments, conservation, forestry, farming, market gardening, grazing, quarrying and fruit growing.

The eastern parts of the Council area have become more urbanised, due to improved access to the Adelaide CBD. Improved transportation routes have also influenced population growth in the towns in the north of the Council area. The enumerated population has increased very marginally over the last 15 years, rising from nearly 36,000 in 1991 to nearly 37,000 in 2006. The total residential population in 2008/2009 was 39,852.



Figure 1. The Adelaide Hills Council Area Map

3.0 Policy Context

3.1 Introduction

Council provides a wide range of services to the community and waste management services is one component. Waste collection for example it is one of the most obvious as it is used on a weekly basis by the majority of residents and represents one of the largest budget items of Council.

It is therefore of great importance to ensure Council is equipped to manage the future challenges of waste and to ensure the adequate delivery of services in an equitable, cost effective and responsible manner to the community.

Council's waste management strategy is guided and influenced by a number of internal and external drivers. With the heightened community understanding of environmental matters and with an increased focus on sustainability, community expectations are becoming stronger and more co-ordinated. Essentially, ratepayers are demanding that Council provide new and additional services in order to better manage their waste.

It is well recognised that waste management services are core services that local government is responsible for. However, whether they are delivered by Council through a contract, regional association or in-house is the question facing local government. This plan sets out Council's direction in regards to the mix of services provided and their method of delivery for the next five years.

3.2 Internal Drivers

3.2.1 Strategic Management Plan

Council's principle internal driver is its Strategic Management Plan 2007/8 – 2010/11. Amongst a large number of strategic priorities and goals, waste management is featured under Council's first goal which relates to "Well managed and maintained community infrastructure."

Key strategic focus areas of Council

1. Well managed and maintained community infrastructure
2. A healthy, safe and connected community
3. Sustainable environment
4. A prosperous, growing and vibrant economy
5. Effective & efficient governance

Council seeks to achieve a "sustainable waste collection, recycling and disposal service which meets community expectations, is efficient, and focuses on waste minimisation."

This direction is also consistent with South Australia's Strategic Plan by supporting its objective to attain sustainability and to minimise the ecological footprint.

In order to meet these objectives Council is committed to developing and managing its waste services in accordance with this waste management strategy, which has a strong waste minimisation focus and is consistent with State Government waste management direction.

Council's Strategic Plan also refers to Council's waste management infrastructure, being its waste and recycling facilities. To this effect, Council will develop its waste transfer and recycling facilities in order to service community needs. Evidence of this can be seen by Council's commitments already made in relation to the formal closure of its landfill sites and the re-development of the Heathfield Waste Transfer Station to an industry best practice site.

Council's most obvious waste management service, being kerbside waste and recycling collection is strategically relevant, as it furthers Council's intention to ensure a healthy community and a sustainable environment. Significant expenditure is incurred by providing this service and Council continues to endeavour to reduce waste collection, recycling and disposal costs. Additionally, to improve efficiencies and reduce waste to landfill, Council's suite of waste management services are continuously being reviewed and educational options are being evaluated.

Council's Key Performance Indicators (KPI's) are provided in appendix one.

3.2.2 Council's Public and Environmental Health Strategic Plan

Administered by Council's Environmental Health Section, this specific Public and Environmental health Strategic Plan identifies the need to ensure the correct disposal of refuse by an efficient waste collection service. Its performance indicator is an effective waste service.

The Waste Management Strategy supports this goal as it evaluates Council's entire suite of current and possible waste management services and provides future directions for continuous improvement.

3.3 External Drivers

External drivers are those which can be considered as a force from outside Council which have an impact or influence upon Council. This includes the community, as Council must ensure through service provision that its needs are met and that Council is flexible enough to respond to changing demands and needs.

Additionally Council is a member of the Adelaide Hills Region Waste Management Authority (AHRWMA). The activities of the AHRWMA influence Council's waste management directions from a regional and shared services perspective.

Clear drivers for Council are also its obligations to support the South Australian Strategic Management Plan, the State Waste Strategy and to meet all relevant legislative requirements including those administered by the Environment Protection Authority (EPA).

3.3.1 Community Expectations

The community is Council's largest stakeholder. As community sentiment changes, Council must be in a position to respond and show leadership in these areas. For example, a combination of community demand and corporate responsibility saw Council implement kerbside recycling district wide.

However, the suite of services provided by Council must be balanced with community need, demand, fiscal responsibility and Council's ability to provide the services. Council conducts annual resident survey's using professional market research techniques and views on waste management received are fed back into the strategic planning process.

3.3.2 Adelaide Hills Region Waste Management Authority (AHRWMA)

By virtue of being a member of the AHRWMA, Council is supporting sustainable waste management through the provision of shared services made available to the Adelaide Hills, Alexandrina, Mount Barker and Murray Bridge Councils.

The charter of the Authority establishes the regional subsidiary as the coordinating waste management body on behalf of its member Councils. It is independently resourced and working to evaluate all waste services throughout the region and is identifying areas where value can be added by applying a resource sharing model.

Broadly this includes the operation of a shared landfill facility at Hartley where waste from member Council's is disposed of at a competitive member's price. By gaining economies of scale through a regional service the landfill is operating efficiently and costs can be minimised in order to benefit member Councils.

The AHRWMA's vision, mission and corporate objectives

Vision

"Sustainable Waste Management through shared services for the communities of Adelaide Hills, Alexandrina, Mt Barker and Murray Bridge"

Mission

- To meet the Zero Waste SA Resource Recovery Targets across the region where economically and environmentally justified;
- To continue to develop and manage the Hartley landfill as an EPA compliance model regional landfill that provides the most cost effective disposal option for Member Council and commercial customers.

Objectives

1. To take a leadership role in resource recovery and community education.
2. Responsibly develop and manage the Hartley landfill to be a model regional landfill meeting all legislative requirements and operating benchmarks.
3. Financial sustainability in waste services for Member Councils by pursuing a shared services model.
4. Advocate, research and promote best practice waste management and actively represent Member Councils in all forums.
5. A fully compliant Regional Subsidiary that meets the highest standards in governance, financial and human resource management.

3.3.3 Waste Management Regionalisation

Regionalisation as it relates to waste management is not a new concept for the Adelaide Hills region. The AHRWMA was established as a regional subsidiary in order to realise these benefits.

The AHRWMA champions regionalisation and has assisted in the formal closure of Council's former landfill facilities. It is also providing advice and resources through a shared Waste Strategy Coordinator, the Hartley landfill, the operation of Brinkley Transfer Station and is showing interest in the operation of other existing waste stations across the region.

3.3.4 Zero Waste South Australia (ZWSA)

Zero Waste SA's establishment in 2003 was the result of the South Australian government realising that a new strategy was needed to increase waste avoidance and recycling. This commitment arose from a recognition that waste management in South Australia was still fundamentally reliant on landfill and that despite our efforts to date we had not substantially succeeded in alleviating this reliance (Zero Waste SA, 2009).

Zero Waste SA's state-wide waste strategy – which was also the first for South Australia – was developed jointly by state and local government agencies, the waste management industry, business and the community, to ensure a healthy environment for South Australians, now and into the future (Zero Waste SA, 2009).

The strategy is focussed around five key objectives and the following targets:

1. Fostering sustainable behaviour
2. Reduce waste
3. Implement effective systems
4. Implement effective policy instruments
5. Cooperate successfully

State Waste Strategy 2003 targets:

Waste Stream	By 2006	By 2008	By 2010	By 2014
MSW	At least 25% of all material presented at the kerbside is recycled	50% of all material presented at the kerbside is recycled	75% of all material presented at the kerbside is recycled (if food waste is included)	Reduce waste to landfill by 25% (as required by South Australia's Strategic Plan)

ZWSA has released the *Draft South Australia's Waste Strategy 2010 – 2015*. The draft Strategy guides South Australia's recycling and waste avoidance efforts for the next five years. The focus of the Strategy is on reducing the amount of waste going to landfill and an emphasis on sustainability and community engagement.

The Strategy builds on the work achieved to date, reflects an improved national focus on waste, and recognises sustainability as a key principle for prosperity. The Strategy has two objectives. Firstly, it seeks to maximise the value of our resources, and secondly, it seeks to avoid and reduce waste. These two objectives are inter-related, and some actions apply to both objectives. The Strategy proposes new targets for municipal, commercial and industrial and construction and demolition waste streams.

State Waste Strategy 2010-2015 adjusted targets

Municipal solid waste target: 60% Diversion by 2012 and 65% diversion by 2015

The widely adopted “Waste Hierarchy” is shown below and is a cornerstone of the State Waste Management Strategy. The direction of Council’s Waste Strategy is also based heavily on the principles of the Waste Hierarchy.



Zero Waste SA provides grants to local councils, the waste industry and business for a range of waste management projects including infrastructure, technology, systems and resource efficiency. It assists industry with the development of markets for recovered resources and recycled materials. It also supports research into waste management practices and issues, raises community and industry awareness about waste management and funds programs for preventing litter and illegal dumping.

Therefore, Zero Waste SA and its Waste Strategy are a powerful external influence upon Council. Although Council has been successful in obtaining kerbside performance grants when recycling was implemented, further funding applications to improve Council’s Heathfield Waste Transfer Station were unsuccessful in 2009 and 2010.

3.3.5 Environment Protection Act 1993

Council has environmental responsibilities pursuant to the Environment Protection Act 1993 to take all reasonable and practicable measures as to minimise or prevent environmental harm (section 25). This is a general obligation, but ensuring through the act of providing waste management services environmental harm is minimised or prevented determines Council’s compliance with this section.

Council is also bound by the licencing provisions within the Act which requires Council to hold Environment Protection Authority licences for its former landfills and the current waste transfer station.

- These licences contain conditions and requirements which must be complied with.
- In addition, for each tonne of waste disposed to landfill a differential waste levy is payable to the EPA depending on whether the waste was derived in either metropolitan or rural locations.

Although not legislative in their own right, the EPA also administers guidelines that relate to composting and landfilling. Essentially the EPA will not give approval for certain works to occur unless these guidelines are followed. For example, the guidelines for landfilling, “Environmental Management of Landfill Facilities” were complied with by Council in order to gain approval to undertake closure works at Council’s three former landfill sites.

The EPA also administers a number of Environment Protection Policies which are legislative in nature and have direct penalties for non-compliance.

- Of relevance is the “Environment Protection (Waste to Resources) Policy”.
- Of note are a number of landfill prohibitions which will ban certain wastes from landfill.
- Once banned from landfill, alternative disposal or recycling means must be provided which are yet to be developed.

Waste management is also impacted upon by the Commonwealth’s proposed Carbon Pollution Reduction Scheme.

- Previously landfilled waste and waste that continues to be landfilled gives rise to carbon equivalent emissions for which carbon permits will be required.
- Council is implicated as its residual waste is landfilled and it is a member of the AHRWMA who operate a shared regional landfill.

Although the logistics of how this may happen is yet to be determined, ultimately the costs of the carbon permits will be passed to Council who in turn will pass them onto ratepayers. This will mean the cost of waste management will increase upon the introduction of the proposed Carbon Pollution Reduction Scheme.

4.0 History of Waste Services

Upon the amalgamation of the former District Councils of Stirling, Onkaparinga, Gumeracha and East Torrens, the Adelaide Hills Council became responsible for managing the waste services provided in each of these areas.

Kerbside waste collection was managed under four separate waste contracts and the nature of these services varied across the district. Following the expiration of each of the contracts Council became a shareholder in East Waste and implemented uniform kerbside collections across the entire Adelaide Hills Council area.

Council is a member of the Adelaide Hills Region Waste Management Authority (AHRWMA). The Authority operates a regional landfill at Hartley and the majority of Council's kerbside collected waste is landfilled in this location. However, that which is not landfilled at Hartley is deposited at the Wastecare facility at Wingfield.

The former District Council of Gumeracha was the only Council in the amalgamation that did not operate a landfill depot. The Heathfield, Mt Charles (Woodside) and Ashton landfills are in states of closure and post closure. Council therefore no longer has any operational landfills within its district, although the Heathfield site now operates solely as a waste transfer station.

5.0 The Changing Face of Waste Management

Councils waste management services were initially provided to remove residents rubbish and in doing so protect public health. This service provision is changing with increasing community expectation and legislative requirements. Council is now addressing environmental concerns via its waste management services and is placing an increasing emphasis on the sustainability of these services. The waste emphasis has moved from disposal to landfill to reducing, reusing and recycling waste.

Legislative requirements are increasing with a focus on recycling and waste diversion. The Environment Protection (Waste to Resources) Policy encourages waste diversion and includes landfill bans that will be progressively introduced. This Strategy takes into consideration these changes and ensures Council will be in a position to respond to and address these changes as they occur.

6.0 AHC Existing Waste Management Contracts, Services and Facilities

Local Government assumes responsibility for planning and management of municipal waste including residual waste, recyclables, green organics and solid waste, with an increasing emphasis being placed on e-waste, fluorescent lights, oil, batteries, etc. Local Government also delivers waste collection and recycling services and provides facilities, such as rubbish trucks, transfer stations and landfills.

Adelaide Hills Council has numerous waste collection and handling contracts and agreements in order to manage Council's waste services.

Council is currently involved in the following contracts/agreements;

- Council became a member of the Eastern Waste Management Authority (East Waste) in April 2004
 - East Waste completes Council's kerbside waste and recycling collection and provides bulk haulage of waste and recycling from Heathfield Transfer Station.
- Council is a member of the Adelaide Hills Region Waste Management Authority (AHRWMA)
 - AHRWMA is a Subsidiary of Adelaide Hills, Alexandrina, Mount Barker and Murray Bridge Councils and operates the Hartley Landfill on behalf of its member Councils.
- Council contracts All-Bulk Waste to provide bulk haulage of green organics from Heathfield Transfer Station and collect waste and recycling skip bins from speciality shops
- Council provides the following services in house;
 - Waste collection to Council's public place bins and Council owned premises
 - Replacement kerbside bins (in house, bins sourced via MASTEC)
 - Council operates the Heathfield Waste Transfer Station

Council currently provides the following waste services:

- 2 bin district wide kerbside collection (general waste & recyclables)
- Green organics collection (Rostrevor & Teringie only)
- Skip bin service for some speciality shops
- Street litter bin & event bin collection
- Free green organic drop off days
- Annual free dump pass (1 per property)
- Manage replacement bins
- Services via the Heathfield Waste Transfer Station
 - General waste disposal, Drum Muster program, dedicated E-waste drop off (dependent on State funding), Chemical drop off (dependent on State funding), general recycling.

In 2009 Council resolved to discontinue providing a hard waste service. This matter will be the subject of a future report to Council.

Council is also involved in the management of household hazardous waste, e-waste, compact fluorescent lighting, construction and demolition waste, commercial and industrial waste and waste fill.

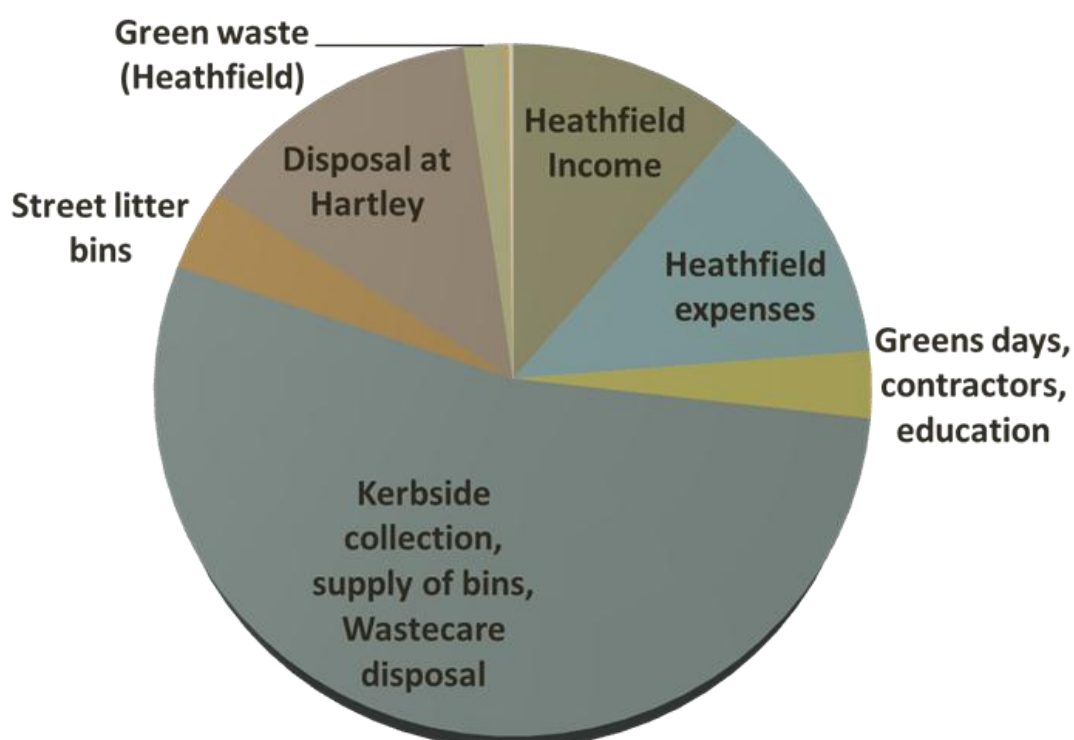
7.0 Current Waste Management Financials

The costs incurred by Council in relation to waste management are significant. Across local government in general it represents one of the largest single expenditure items.

In 2010/2011 the waste budget is predicted to total approximately \$3.4 million, however these costs are offset by some income, such as gate fees at the Heathfield Transfer Station.

Estimated 2010/2011 waste management expenses

Kerbside Waste, recycling & green organics collection	
Kerbside collection (incl bins)	\$1.97m
Disposal charges	\$0.60m
Transfer station costs	
Rubbish & recycling services	\$0.17m
Green Organics	\$0.07m
Operational costs – staff/equipment etc.	\$0.34m
Tip passes (utilised at other sites)	\$0.059m
Litter bins, consultants, greens days, other	
	\$0.28m
Total 2010/11 Budget	\$3.4m
Expected Income (eg. Heathfield gate fees etc.)	\$0.4m
Total	\$3m



7.1 Waste Disposal Levy

The majority of AHC's waste is disposed of at the Hartley Landfill, which is managed by AHRWMA. It is important to minimise the amount of waste being disposed of to landfill for a number of reasons, with the most obvious being environmental. However along with the environmental benefits of waste minimisation cost benefits will also be realised.

The Waste Disposal Levy payable to the EPA is set to increase, with the 2010 State Budget Papers indicating the following increases for the 2011/2012 financial year;

- Current rate of \$26 set to increase to \$35 for metropolitan waste
- Current rate of \$13 set to increase to \$17.50 for non- metropolitan waste

Along with this initial increase the Waste Disposal levy is predicted to continue to increase as follows;

Year	Metropolitan Rate	Non-Metro (assuming the same % increase as metro)
2012/13	\$45/tonne	\$22.5/tonne
2013/14	\$55/tonne	\$27.5/tonne

As the Waste Disposal Levy increases and additional bans are placed on items to landfill the principles of reduce, reuse and recycle become a cost effective alternative to landfill.

8.0 Waste Management Services

8.1 Waste and Recycling Statistics

Table 1: Kerbside waste and recycling information

	Total Waste to Landfill	Kerbside Waste to Landfill (Excl Heathfield)	Recyclables	Green Organics	Hartley Landfill	Wastecare Landfill
2009/10 Tonnes	9,811	7,920	4,229	174	8,508	1,303
2010/11 Est. Tonnes	10,174	8,271			8,773	1,401
Waste Diversion Rates						
Current AHC Diversion Rate			36%			
ZWSA Diversion Target			60%			
Contamination Rate			20%			
<i>Approx. 10,000 metro properties & 6,000 rural properties</i>						

Below are the kerbside statistics in relation to the recycling types and volumes which are collected by East Waste:

Table 2: Recycling information 1 July 2009 – 30 June 2010

Material Types collected at kerbside	Tonnes
Cardboard / Paper	2957.5
Total glass	214.6
Total Plastics	122.7
Total aluminium / Steel (Cans,tins etc)	85.1
TOTAL INTAKE	4229
TOTAL CONTAMINANTS	849
TOTAL RECYCLED	3380

Residents within the Adelaide Hills Council district recycled a total of 4,229 tonnes in the 2009/2010 financial year. However of this 849 tonnes was contaminated and disposed of to landfill.

Contamination within the recycling stream costs council for disposal and sorting. Based on a metropolitan disposal rate, contamination is estimated to have cost Council in excess of \$60,000 in the 09/10 financial year.

Contamination management is a strategy Council intends to tackle involving its waste collection contractor and the Adelaide Hills Region Waste Management Authority (AHRWMA). Contamination is an important issue, not only because it reduces the amount that can be recycled, it also creates OHS&W issues for staff, it makes processing more difficult and therefore increases the overall cost of recycling.

This is not an issue unique to the Adelaide Hills Council and through the AHRWMA it has been determined that a regional approach is warranted. Such an approach will deliver a uniform management strategy with enough flexibility to be applied to each Member Council. Council will also utilise ZWSA resources as and when they become available.

A key component of this strategy is education. A community education campaign is to be developed, with emphasis on the items suitable for placement into the recycling bin. This will assist in increasing the volume of waste placed at the kerbside for recycling and is intended to reduce the level of contamination.

Recommendation

Council will participate in a regional education program focusing on contamination management and increasing waste diversion rates

8.2 Kerbside Waste and Recycling Collection Service

Council is a shareholder in East Waste along with the Cities of Burnside, Campbelltown, Norwood Payneham & St Peter's, Mitcham and Walkerville. As a shareholder, Council utilises East Waste as Council's domestic kerbside waste collection contractor.

Of the members of the Adelaide Hills Region Waste Management Authority, the Adelaide Hills Council is the only Council using the services of East Waste. This is due to Adelaide Hills Council being a shareholder of East Waste and is therefore receiving the benefits of cost savings achieved through a local government owned subsidiary. Table 3 identifies the waste contracts that are in place throughout the Adelaide Hills Region and their expiry dates.

Table 3: Waste contracts throughout the region and expiry dates

Council	Contractor/Authority	Contract end date
Adelaide Hills Council	East Waste	Ongoing - 2 years notice required prior to exit – in accordance with the East Waste Charter
Rural City of Murray Bridge	Sita – Waste	30 th September 2011 – currently in negotiations to extend until the SOLO expiry (April 2015)
	SOLO – Recycling	Services commenced 6 April 2008 – 6 year contract. Expires 1 April 2015 3 year extension option
District Council of Mount Barker	Sita	Commencement March 2008 7 year contract. Expiry March 2015 3 year extension option
Alexandrina Council	Fleurieu Regional Waste Authority (FRWA)	Council Subsidiary

Council accepted a competitive tender response for kerbside waste and recycling service provision from East Waste in December 2003 which was implemented on 1 April 2004. This tender response was the most competitive received at that time. Council is an ongoing shareholder of East Waste and two years notice is required prior to exiting this arrangement.

East Waste currently provides:

- Weekly kerbside waste and fortnightly recycling services to 10,000 township premises and 6,500 rural premises.
- A fortnightly kerbside green organics collection is available to 714 premises in the Rostrevor/Teringie area of Council on an on-going trial basis.
- East Waste also transports bulk waste from the Heathfield Waste Transfer Station.

Commercial and industrial premises are provided with the same services as the residential properties, being:

- A single weekly waste collection and fortnightly recycling collection.
- The exception is where condensed shopping precincts exist and it is not practical to provide kerbside services.
- Council instead currently provides 3 cubic metre skips for waste and recycling to the traders at the Stirling Tiers and the Foodland complex at Balhannah. Five skip bins are provided to the specialty shops within these shopping complexes.

8.2.1 Kerbside Waste Collection Services into the Future

Council's existing kerbside waste and recycling service will not be altered and the weekly waste collection and fortnightly recycling collection will continue. Council is also committed to implementing a green organics fortnightly collection service within townships and urban areas.

Council does not currently have data available to determine the quantity of green organics being disposed of via the blue lidded residual waste bin. Data such as this is valuable in order to assess services and to set future KPI's and strategic direction, including the implementation of new services or targeted education campaigns involving the contractor. Therefore prior to implementing a kerbside green organics collection service it is proposed that a kerbside audit is completed to gather this data. Council will also focus on education and improving waste diversion via the kerbside service.

Recommendation

Council will complete a kerbside audit in 2011/2012 financial year

8.3 Kerbside Green Organics Collection

The EPA's Waste to Resources Environment Protection Policy requires that Council provides a kerbside green organics bin to properties within the metropolitan area by September 2012, or the waste collected from these properties will have to be subjected to sorting through a commercial material recovery facility (MRF). Direct disposal to landfill at Hartley would have to cease for this waste, with extensive financial and logistical implications for Council and its contractors. This requirement has been implemented in order to ensure all possible green organics and recyclables are removed from the general waste stream prior to it being landfilled. Without a green organics bin, it cannot be demonstrated that all reasonable and practicable measures have been provided by Council to residents to ensure green organics are not landfilled.

There is an increasing call from residents for Council to implement a fortnightly kerbside green organics collection service, similar to that provided by most suburban councils.

Council is committed to providing a green organics collection service to townships and urban areas by July 2012.

The Adelaide Hills Council is faced with a fragmented community, whereby some areas of council, predominantly the rural locations, are unlikely to have a justified need for a kerbside green organics service. However, there is demand from township residents as demonstrated in the implementation of the service on a 'trial' basis to 714 Teringie and Rostrevor residents at Council's cost. Council will be extending this service to provide a green organics collection to townships and urban areas that are yet to be defined.

The definition of metropolitan within the Environment Protection Policy also includes some rural locations. Therefore Council is working with the EPA to determine exemptions under this policy so Council is not required to provide a kerbside green organics service to properties within rural locations that do not have a need for this service.

The provision of this service will assist Council to achieve its responsibilities under the SA Waste Strategy to increase the diversion of waste from landfill.

By implementing a kerbside green organics service it is predicted that the volume of kerbside collected waste diverted from landfill can be increased to approximately 46%, from the current rate of 36% without green organics recycling.

8.3.1 Kerbside Green Organics Collection Implementation

Council proposes to implement a kerbside service to Townships and Urban areas and will implement a separate service charge to cover the cost of this service. Therefore residents who receive this service will be required to pay an annual fee to cover the cost of this service provision.

The service will be provided on a mandatory basis, where those residents within the areas defined to receive the service will be required to pay an annual service fee and there will be no opt out option. A detailed policy will be developed outlining the serviceable areas.

The Adelaide Hills Council does not currently have a separate service charge for kerbside waste provision and these costs are recovered within the rates. A question on whether Council should separate out the waste management charges was presented to the community as part of Council's 2009/10 budget and business plan consultation. The results are contained within the "Adelaide Hills Council Budget and Rates Survey 2009 Report." A total of 1,049 responses were received and of those, 67.5% agreed with the concept and 32.5% disagreed, which demonstrates over two thirds support for the concept.

Recommendation

- Council will implement a kerbside green organics collection service to townships and urban areas by July 2012.
- A separate service charge will be implemented to cover the cost of the service, with no opt out option.
- A detailed service policy will be developed outlining the service and serviceable areas.

8.3.2 Kerbside Green Organics Performance Targets

The introduction of kerbside green organics bins will assist with diverting waste from landfill and provide residents with a means of minimising fuel loads and fire risk to their properties. If a reduction from the waste bins of 2kg of green organics can be achieved, based on approximately 9,286 bins, it may be possible to reduce total waste volumes by 966 tonnes annually. While total greens recycled through this service is estimated to equate to 2,000 tonnes annually.

The cost of processing green organics is cheaper at an estimated \$33.42 per tonne than the cost for disposing of waste to landfill.

Approximately 9.46kg/bin/week is currently collected via the waste bins (8,271 tonnes annually). Taking into consideration the expected increase in the EPA waste levy the total cost for kerbside waste disposal is predicted to be approximately \$660,500 in the 2012/2013 financial year.

By removing 966 tonnes from the waste stream, it is estimated that more than \$70,000 could be saved in waste disposal costs by introducing the kerbside green organics service.

However it is expected that an additional 1,034 tonne of green waste will be disposed of via the green bin if it were made available, that would have been disposed of via other means, such as home composting, burning, drop off at the transfer station etc.

Taking into account the annual cost, which is predicted to be in excess of \$550,000 to provide a green organics service, at this stage it is cheaper to dispose of material to landfill than it is to provide separate services for collecting and processing green organics. However the State has set legislation to ensure Councils provide a three bin service and the EPA levy is set to increase in future years. The Adelaide Hills Council is committed to providing an environmentally responsible service and over time this will become more cost effective.

8.4 Kerbside Food Waste Collection Service

When organic material is disposed of to landfill it creates methane gas, a greenhouse gas linked to climate change. In addition, disposal of food to landfill represents the loss of a potentially valuable resource. When food organics are blended with kerbside green organic material, it improves the quality and nutrient value of the processed compost. Composts applied to soils improve plant growth, increase plant vigour, improve soil conditions and reduce soil moisture loss. When applied in horticultural or viticultural enterprises research suggests that the application of compost contributes to food production and food security.

Food organics occupies about 3.3 kilograms of a typical household waste bin presented for weekly pickup in metropolitan Adelaide kerbside collection. If 70% of metropolitan Adelaide councils took up food organics recycling and approximately 70% of the households in those councils participated, there is potential to remove an estimated 30,000 tonnes of food organics from landfill (equivalent to 3,000 truckloads) each year. Every Council that implements a food organics recycling program is helping to achieve this diversion.

Zero Waste SA audit information indicates that the typical metropolitan domestic waste bin is composed of;

- 3.3kg food waste
 - 2.3kg of recyclables
 - 1.6kg of residual waste
 - 0.3kg garden organics
-
- Total 7.5kg (AHC Council currently 9.64kg)

Therefore food waste makes up approximately 44% of the waste within the residual waste bin. Food organics recycling is the obvious next step to increasing waste diversion from landfill. A typical food organics recycling program involves distributing kitchen food scrap containers to each household, along with corn starch bags. All kitchen food waste can be placed in these containers and then deposited in the green organics bin for fortnightly collection and composting.

Research suggests that the aerated kitchen container combined with corn starch bags is the most successful system. Along with providing the receptacles and bags education is also required. It is expected that the following education material would be developed with the introduction of a food scraps composting program;

- brochures
- translated brochures
- professional images (including food wastes)
- stickers (educational prompts).

By introducing the above system it may be possible to divert 3kg of food waste per bin/fortnight or 780 tonnes annually from the kerbside waste stream.

The bio-basket costs approximately \$4.50 per household delivered and has a useful life of approximately 7 years. The provision of corn starch bags represents the main portion of the cost of supplying a food waste collection program. The compostable corn starch bags cost approximately \$10.50 per 150 roll, and effectively allows for 3 bags to be used per week. The additional processing charge is assumed to be \$10 per tonne when food waste is combined with green organics.

Promotion and advertising is a very important part of introducing such a program, and may cost up to \$10,000 in the first year.

It is assumed that 90% of the cost of the waste diverted from landfill by a food organics collection program will be realised by Council, with 10% being negated by additional waste being placed in the waste bin.

Zero Waste SA has committed funding over the next four years to help interested councils implement sustainable and efficient food organics recycling systems. The first round of this funding closed on 12 November 2010.

The total cost of providing a food organics service, delivered to every household is estimated in the table below (based on current kerbside costs).

Table 4: Kerbside Food Scraps Program Costs

Item	Information	Estimated Cost	Approximate Total Cost
Delivery of basket	If delivered to 10,000 households	\$6.50 per household	\$65,000 (Once off)
Ongoing maintenance and bin repair	Estimated at 50 bins a month. Alternatively residents could purchase replacement bins direct		\$3,900
Organics processing	3kg per household	\$43.42 per tonne	\$33,868
Provision of compostable bags	The first round of bags could be delivered with the bins, while additional bags could be purchased by the resident at the Council office. However this is likely to reduce participation rates and encourage contamination.	\$10.50 per household	\$105,000
Advertising			\$10,000 in the first year & \$5,000 in additional years
Savings via reduction in waste disposal	702 tonnes expected to be diverted from landfill		-\$50,000 to -\$69,000
Total	If Council purchases bins up front – first year		\$217,768
	With ZWSA contribution of 50% up to \$10 per service		-\$100,000
	Savings made due to waste diversion		-\$50,000 (estimate)
Start-up costs in first year	Including savings made via waste diversion and ZWSA funding		\$68,000
Total ongoing Cost of Service	Including savings made via waste diversion		\$100,000

If bags were not provided on an ongoing basis, but were made available at cost to residents this service would be cost neutral. However participation rates and diversion results would be lower and by providing bags the program would be more likely to gain ZWSA support and funding.

If a food organics recycling program was implemented this would assist AHC to move progressively towards achieving South Australia’s Strategic Plan targets and targets in South Australia’s Waste Strategy 2005-2010.

However at this stage Council is not in the financial position to be able to implement such a service. The information provided here is also based on a typical metropolitan kerbside service and therefore the savings and diversion possible may not necessarily reflect what occurs within the Adelaide Hills Council District, as it may be more likely that people within the Adelaide Hills would home compost and have chickens etc.

However such a service will be investigated at a later stage and will be assessed based on the financial position of Council at the time, the funding available via Zero Waste SA and the expected benefits of such a service within the Adelaide Hills District.

Recommendation

- At this stage Council will not be implementing a kerbside food scraps collection program.
- However the benefits of such a program to Adelaide Hills Council will continue to be assessed.

Green Organics and Kerbside Food Waste Collection Service

By implementing a green organics and food scraps recycling service to 10,000 properties within townships and urban areas it may be possible to divert an additional 1,668 tonne from landfill annually. Overall diversion rates would also increase as it is estimated that an additional 1,034 tonnes of green organics would be collected by this service annually.

Waste tonnes would reduce by 23.7% from 8,271 to 6,604. Green organics would total approximately 2,702 tonnes and recycling would remain the same at 4,229 tonne. This would increase Council's overall diversion rate to 51.2%, which is above the 2008 ZWSA target, but still below the 2010 target of 60%.

8.5 East Waste and Kerbside Service Collection

As East Waste is a Subsidiary of Council their services are not completed under any specific contract. East Waste operates in accordance with its Charter, which is currently undergoing review. East Waste's service is provided on an 'at cost' basis and therefore the costs of providing the service is distributed amongst the member Councils.

A quarterly fee is paid for the service, which does not directly relate to a per service rate and is not invoiced monthly, as commercial services would be. This arrangement makes it difficult to complete comparisons and determine if services are being completed adequately and if value for money is being achieved.

East Waste is in the process of implementing efficiencies, such as GPS systems within trucks to improve collection routes. Cost savings via efficiencies such as these will be passed onto Council.

Adelaide Hills, Murray Bridge and Mount Barker Councils utilise the Hartley Landfill to dispose of their waste and therefore Council may benefit from implementing a regional kerbside collection service in conjunction with these Councils. The Hartley Landfill is centrally located and therefore transportation costs may be able to be reduced and a central depot for storing trucks will ensure that all waste from Council is disposed of at Hartley and trips into the city are minimised.

8.6 Provision of replacement waste bins

Council currently replaces damaged, lost and stolen 240Litre recycling bins and 140Litre waste bins. The provision of these bins is expected to cost Council approximately \$17,500 for 2010/2011 financial year and will increase in future years.

The cost of bin provision is currently covered via Council rates. In future years the ownership and therefore costs of all waste and recycling bin provision will be directly passed onto the resident upon ordering a bin. This service provision will be defined via Councils kerbside collection service policy.

8.7 Skip Bin Provision for Speciality Stores

Skip bins are currently provided for speciality stores in place of individual bin provision. It is predicted that this service will cost approximately \$20,000 in the 2011/2012 financial year and the cost of this service will continue to increase due to the solid waste disposal levy.

This service provision will be evaluated and assessed to ensure the service is suitable and efficient. If an alternative service provision proves to be more cost effective the current skip bin provision will be altered. Ideally this service will be included in a regional kerbside waste collection service contract.

9.0 Kerbside Waste and Recycling Service Objectives and Strategies

Objectives

1. Provide cost effective and efficient services to the community.
2. Provide services that meet the needs of the community.
3. Maintain an educated community with an awareness of how and what to recycle.
4. Minimise the amount of material sent to landfill via the kerbside collection service.
5. Minimise contamination of the recycling with non-recyclable materials.

Strategies

1. Provide a weekly district wide kerbside waste & fortnightly recycling service
2. Implement a kerbside green organics service by July 2012 to townships and urban areas.
3. Develop a Service Level Agreement with East Waste to ensure services can be evaluated and improved where necessary.
4. Monitor and evaluate East Waste's services and costs.
5. By June 2012 evaluate all kerbside service provision options within the region. This timeline for evaluation will enable a decision regarding service provision to be made on a regional basis in line with all contracts expiring by 2015. Based on the results of this evaluation Council may enter into an open tender process.
6. Maintain database of landfill tonnages and recycling statistics reported on an annual basis.
7. Undertake an audit of the kerbside waste and recycling material to validate recycling figures and ascertain areas for improvement.
8. Develop and review kerbside service collection policy as required.
9. Undertake an ongoing education campaign throughout the district emphasising waste avoidance

10.0 Waste Services and Facilities

10.1 Servicing of Council Owned and Public Place Bins

In December 2003, Council resolved to award a tender for 3 years with a 2 year extension option for the provision of this service to Council's own in house bid. It was a competitive tender process, although the private sector bids were conditional on them receiving the kerbside waste and recycling contract. The private sector was not successful in obtaining those contracts, therefore the in-house bid was the only viable tender for this service.

Therefore, Council services its own public place bins in-house using a small compactor truck and:

- Collects approximately 10-14 tonnes of waste per week.
- This is placed into a 30 cubic metre skip at the Heathfield Transfer Station and bulk hauled to landfill.

Approximately \$148,158 per year is spent on providing this service.
Based on approximately 35,672 collections a year this equates to \$4.15 per collection.

There will be no changes to this service at this stage. However it will continue to be evaluated.

10.2 Free Dump Passes

Council currently provides one free dump pass to each property, being approximately 16,500 properties on an annual basis. The pass is supplied with Council's rates notice and it entitles residents to deliver one level 6x4 trailer load of waste or one full cage of green waste at the Heathfield, Newton, Onkaparinga or Windmill Hill Waste Transfer Stations at no charge to the resident. As Council does not currently have a district wide kerbside green organics collection, some residents are using the free pass in lieu of that service.

As of 2007/08 approximately 18% of all free dump passes are redeemed and the remainder are unused. Prior to the closure of Council's Ashton and Mt Charles landfills, dump passes were redeemed at these sites, therefore the costs associated with use of the passes was largely internalised, with the wastes being disposed of at minimal cost to Council (transport from Heathfield to Mt Charles and EPA levies).

With the decision to discontinue the hard waste service in May 2009, it was expected that the numbers of free passes redeemed would increase. Between 08/09 and 09/10 the number of tip passes redeemed increased by a total of 200 (Table 5). If free dump passes were continued into future years the annual redemption of the tip passes cannot be accurately determined. With increased usage, waste volumes received will also increase and therefore so too will the cost of waste disposal.

Transfer Stations have recently implemented additional costs for disposal of certain items, such as mattresses and gas bottles. At this stage residents have been able to include these items within their normal load covered by their free tip pass and therefore these costs are being passed on to Council.

Table 5: Tip passes redeemed and total cost

Site	08/09 Passes	08/09 Cost	09/10 Passes	09/10 Cost
Windmill Hill -Mt Barker	212	\$5,481.00	220	\$5,940.00
Onkaparinga - Woodside	987	\$33,282.71	1043	\$39,245.00
Newton Waste & Recycling – Newton	255	\$8,933.72	334	\$15,151.87
Heathfield (internalised costs)	2511	\$64,090.50	2568	\$66,912.00
Total	3965	\$111,787.93	4165	\$127,248.87

10.2.1 Future of free tip passes

Adelaide Hills Council is the only Council in the region that provides a free tip pass to all residents annually. Historically it was common practice for Councils to provide free tip passes, but with the introduction of new services Councils have phased this out. The notion of a 'tip pass' can encourage waste, rather than diversion and give the wrong message to residents. Therefore this provision does not fit within the direction of the waste hierarchy and this Strategy. The costs to Council of providing free tip passes is also set to increase, with the increasing waste disposal levy and the banning of items from landfill.

The provision of annual free tip passes in its current form will be discontinued. It is evident that utilising Heathfield to redeem free tip passes is the most cost effective option (table 6). Therefore tip passes for **green organics only** will be provided to residents that don't receive a kerbside green organics service **upon request** to Council. The use of free tip passes at sites other than Heathfield will be discontinued.

This change in service provision will assist Council to achieve the overall aim of this Strategy, to achieve a sustainable waste collection, recycling and disposal service, which meets community expectations, is efficient, and focuses on waste minimisation.

Table 6: Tip passes redeemed and costs per site

Site	Monthly Average	Est. Total redeemed	Predicted Total	Cost per pass
Windmill Hill -Mt Barker	\$642	302	\$7,708	\$25.52
Onkaparinga - Woodside	\$3,161	1,152	\$37,927	\$32.92
Newton Waste & Recycling – Newton	\$1,116	312	\$13,391	\$42.92
Heathfield (internalised costs)	\$7,820	2,681	\$54,740	\$20.42
Total			\$113,767	

Recommendation

- Tip passes only be provided for green organics disposal to residents outside of townships and urban areas (that don't receive a kerbside green organics service) upon request to Council
- Only Heathfield Transfer Station is utilised for redeeming green organics tip passes
- The provision of tip passes will be assessed on an annual basis

10.3 Hard Waste Collection Service

This matter will be the subject of a future report to Council.

10.4 Free Green Organics Drop off Days

To assist residents reduce their bushfire risk Council provided two free green organics drop off days in 2010. Designated free green organics drop off days increase the incentive for residents to clean up their homes prior to and after the fire danger season.

Four sites were made available for green organics disposal. The dates were set for the same days as Mount Barker Council to encourage a regional clean-up program. Generally Mount Barker holds three drop off days, two prior to and one after the fire danger season.

The total cost for both days to Adelaide Hills Council was approximately \$14,600.

Costs	
Labour -	\$3,712.80
Corflutes x 7 -	\$431.20
Advertising in Courier -	\$516.51
Toilet -	\$400.00
Bins - inc gst	\$9,195.58
Kartaway approx	\$300.00
	\$14,556

Recommendation

- Designated free green organics drop off days will be continued
- \$8,000 is budgeted for each day
- Total annual cost \$24,000

10.5 Heathfield Waste Transfer Station

The Heathfield waste transfer station is Council's only waste transfer and recycling centre following the closure of Ashton and Mt Charles waste depots. However, within the region other facilities are available including the Windmill Hill Waste Transfer Station at Hahndorf operated by The District Council of Mt Barker, the Newton Waste Transfer Station owned by City of Campbelltown and the Hop Skip and Dump transfer station at Woodside.

The Heathfield facility has grown from a rudimentary landfill site to become a multi-stream recycling facility handling:

- general waste,
- paper & cardboard,
- plastics,
- green organics,
- metal,
- whitegoods,
- paints & oils,
- tyres,
- e-waste,
- gas cylinders,
- chemical containers & wrapped asbestos
- fluorescent light globes
- mattresses

The site is open 7 Days a week from 8.00am to 2.00pm but is closed on Christmas Day, New Years Day and Good Friday.

Inclusive of all waste streams the site currently receives on average 4,604 tonnes per year, of which 1,902 tonnes is mixed waste that is landfilled. An estimated 2,110 tonne is recycled annually.

Future tonnages based upon 20% increase and site upgrade works have been designed to cater for growth in waste volumes at the site.

To assist with increasing the volume of waste diverted from landfill, the recycling facility is currently being upgraded, which is nearing completion. The upgrade includes:

- Improved layout, access roads, hardstand and drainage works – to improve traffic flows, reduce safety risks and to retain contaminated surface water on-site
- Pre-sorting facility – to allow loads to be sorted & segregated enabling higher recycling rates, less contamination of recycling streams and reduce landfill disposal
- Upgrading & additional bin bays - including covered unloading areas to improve operational efficiency, address OHS issues and reduce contamination of surface water
- New entry gate house to improve collection of fees and reduce staff exposure to weather
- Finding Workable Solutions Salvage and Save Facility
- Landfill gas management

The site currently operates at an annual loss, which is predicted to be in excess of \$200,000 in the 2010/2011 financial year.

Income	Value
Gate Fees	-\$213,929
Sale of Recyclables (majority from SIMS Metal)	-\$134,781
Green Organics Gate Fees	-\$77,205
TOTAL INCOME	-\$425,915
Expenditure	Value
Waste Management (bin provision, transport, disposal)	\$79,068
Green organics transport and processing	\$73,447
Waste disposal at Heathfield	\$93,614
Salaries	\$307,985
Plant	\$16,695
Tip passes (external sites)	\$59,027
Groundwater monitoring	\$19,600
TOTAL EXPENDITURE	\$649,436
NET LOSS	\$223,521
Cost per household	\$13.55

10.5.1 Heathfield Transfer Station Outsourcing

Waste management and transfer operations are becoming complex with increased legislation and community expectation. Council does not necessarily have the internal skills to continue to operate the increasingly complex Transfer Station as efficiently as possible. Outsourcing the Heathfield Transfer Station operations to a skilled operator will enable Council to provide an efficient and effective service with an overall aim to reduce operating costs and net operating deficit.

When considering an outsourcing option it is important to note that the Transfer Station is situated over a landfill where capping works are being finalised, and ongoing monitoring of the landfill is required. Transfer Station activities can impact the surrounding environment and it is important that Council has an element of control over any operator of the site.

It is anticipated that outsourcing would realise the following benefits;

- Potential increased operational hours
- Ability to service residents but also commercial and industrial customers
- Waste fill would be accepted and processed
- Best practice operation will be achieved
- Increased waste diversion from landfill
- Additional employment for local residents with disabilities through Finding Workable Solutions (FWS)

Council will therefore release an expression of interest to the market place with the view to outsource the transfer station operations.

The financial benefits to Council are a critical consideration and Council will view all proposals in the context of market based economics. A strategy will have to be developed to demonstrate the timeframes and actions required in order to transform the operation reduce the net operating deficit.

Recommendation

- Council will Release an EOI to the market place for the operation of Heathfield Transfer Station
- A Council report will be prepared and direction will be taken through resolution

10.5.2 Salvage and Save

Salvage and Save Facilities operate at;

- Goolwa Transfer Station
- Windmill Hill Transfer Station (Hahndorf- Mount Barker Council)
- Brinkley Transfer Station - (Murray Bridge Council)

At these location, Finding Workable Solutions is an independently resourced organisation that employs disadvantage people and salvages material for resale that would otherwise be disposed of at the Transfer Station. The salvage yard sells a variety of reclaimed electrical, household, furniture, tools, bric a brac, books and building materials.

A Salvage and Save operation such as this will assist Adelaide Hills Council to reduce waste to landfill by removing it from the waste stream prior to being deposited at the Transfer Station. It will also assist residents to reduce the cost of disposing waste at the Transfer Station, as the operator will take items of use free of charge.

The Transfer Station upgrade undertaken in 2010/2011 will enable maximum benefits to be achieved from the establishment of a Salvage and Save Facility, as the site layout has been improved to enable all customers to drive through the Salvage and Save Facility facility prior to entering the Transfer Station.

Recommendation

Council will seek expressions of interest for the lease of a portion of Heathfield Transfer Station to establish a Salvage and Save facility in 2011/2012 financial year.

10.5.3 Bulk Haulage of Waste from Heathfield

Until December 2008, Council deposited all waste received at the Heathfield Waste Transfer Station at Council's Mt Charles landfill. The Mt Charles site is now closed to waste deposition and Council was forced to find an alternative disposal source for this waste.

Council's preferred waste disposal facility is the Adelaide Hills Region Waste Management Authority's landfill at Hartley.

- The Council negotiated a discounted gate fee that AHRWMA apply and
- Financial analysis determined that it was most cost effective to dispose of this waste at Hartley as compared to alternative sites in metropolitan Adelaide

East Waste who is responsible for the bulk haulage has implemented this option at Council's direction.

Adelaide Hills Council initially entered into an agreement with AHRWMA to receive a discount for every tonne of waste received at Hartley Landfill from Heathfield Transfer Station. The basis for this discount was that at the time it would cost East Waste more to travel to the Hartley Landfill, than it would to continue to dispose of the waste in the city. This concept appears to have since become obsolete, as East Waste now charges a flat rate for transporting waste independent of its disposal location.

Recommendation

- All Councils within the Adelaide Hills Region transport waste from the transfer stations to Hartley Landfill and at this stage each Council has a separate contract for this service.
- An alternative option for regional bulk transport of waste will be investigated to take advantage of economies of scale.

10.5.4 Processing of green organics received at Heathfield

A proposal to outsource the processing and disposal of green organics received at the Heathfield Waste Transfer Station was first brought to Council on 2 September 2008. A further report was prepared for Council and presented as agenda item 10.3 at Council's 21 October 2008 meeting. It was at this meeting that a resolution was passed to outsource the processing and disposal of all green organics received at the site.

The decision to outsource was based upon an assessment of options which included:

- To establish a compliant composting facility at the site and
- To cease semi-composting in favour of coarse mulching only
- From a cost and risk assessment, the outsourcing option was determined to be most viable and in Council's interests.

A tender for the provision of this service, specifically to include the provision of large skip bins at the Heathfield site, the lifting of these bins, the transport of the green organics and their disposal at a licenced composting facility was released in May 2009. It was subsequently awarded to All-Bulk Waste.

The outsourcing commenced on 30 June 2009. Consistent with Council's resolution, it also forms an agreement with The Environment Protection Authority because Council's operations were in breach of the Environment Protection Act 1993 and Council's EPA licence for the site.

In 2009/2010 a total of 1,655.39 tonnes were collected for composting off site and the total cost for green organics composting was approximately \$82,261.

Recommendation

- Composting of all green organics off site will continue.

10.5.5 E-waste

Council currently does not offer dedicated e-waste disposal facilities. Residents are directed to alternative facilities which specialise in e-waste recovery as a preference to accepting the waste for landfill disposal. However, much of the waste is landfilled. Council however leads by example by paying to recycle internally generated e-waste (eg surplus computers and monitors).

The recently released Waste to Resources Policy includes a ban on this waste stream from landfill from 2012 for metropolitan Adelaide and 2013 for all other areas. This may result in an industry response, combined with leadership from Zero Waste SA that may facilitate a product stewardship scheme or as a minimum a national recycling framework.

With the introduction of the digital switch over in regional areas occurring and planned for 2012 in metropolitan areas the requirement for analogue television disposal is increasing.

On 22 May 2009 an agreement reached between the Federal Environment Minister and all State and Territory Environment Ministers that a national framework would be developed for the recycling of e-waste, particularly televisions and computer monitors.

Council is awaiting the development of this national strategy, however will continue to evaluate local options.

Recommendation

- Apply for and utilise ZWSA funding if and when it becomes available and implement e-waste recycling at the Heathfield transfer station.
- Implement E-waste recycling programs at Heathfield as necessary, on a user pays basis.

10.5.6 Compact Fluorescent Lighting (CFLs)

Council currently has a drop off facility at the Heathfield Transfer Station for recycling CFLs, which Council funds.

CFL's can be recycled at Mitre 10 free of charge and therefore this service will be promoted.

This waste stream is also listed to be banned from landfill, which may result additional industry responses, combined with leadership from Zero Waste SA. Local government should not have to develop individual management solutions to resolve a situation that was not of its own making. There is strong support for a product stewardship scheme or a sponsored recycling scheme as Councils are generally unable to absorb the high cost of recovering and recycling these items.

Recommendation

Council will continue to provide a CFL recycling program on a cost for service basis at Heathfield and will evaluate this provision annually.

10.5.7 Construction and Demolition Waste

Construction and demolition waste above domestic quantities are currently not received at the Heathfield waste transfer facility. Commercial loads are referred to alternative sites, which includes the Adelaide Hills Recycling facility located at Strathalbyn. An options study was recently completed assessing the viability of implementing C&D recycling at Heathfield. Regionally there is only one facility capable of recycling locally derived C&D waste and the likely destination for C&D waste is either Strathalbyn or Adelaide. If C&D recycling was implemented at Heathfield this will assist with a regional approach to recycling this waste stream by providing an additional local recycling facility.

Recommendation

- Determine whether this activity fits within the AHC core services.
- If Council wishes to proceed, seek Development Approval for the site.
- Once Development Approval is received or co-currently, develop and cost the site establishment design required. Also obtain firm pricing for contract processing of the C&D waste.
- Undertake final review of costs and review model to confirm viability.
- Make the decision to proceed including undertaking site establishment and upgrading the EPA licence and EMP.

10.5.8 Commercial and Industrial Waste Recycling

The Heathfield Waste Transfer Station is not equipped or suitably sized to receive commercial and industrial waste streams. The majority of skip operators or producers of these waste streams have contracts with alternative disposal facilities which include landfills or large waste transfer stations.

With the upcoming Waste to Resources EPP, this waste stream will have to be subject to a resource recovery process prior to being landfilled. This will automatically place the onus on the waste generator to source separate their streams or incur increased charges from collection contractors who would facilitate a sorting and recovery process.

10.5.9 Waste Fill

Waste fill above domestic quantities are not received at the Heathfield waste transfer facility. Commercial loads are referred to alternative landfill sites, which includes the Adelaide Hills Recycling facility located at Strathalbyn.

10.5.10 Household Hazardous Waste Collection Days

Council participates in ZWSA hazardous household waste collection days when they are made available and offered by Zero Waste SA. During the collection which occurred on 6 and 13 October 2007, 21 tonnes of hazardous household waste was delivered by residents to Gumeracha and Heathfield works depots, comprising of waste oil, paint, batteries and pesticides. The most recent collection day was held in 2010, which also proved to be successful.

Council intends to continue participating in these collection days.

- Given these days are determined by Zero Waste and several years may pass between collections, Council refers residents to utilise the EPA's Household Hazardous Waste Depot at Dry Creek during its opening hours.
- However, Council accepts domestic quantities of waste motor vehicle oil and used lead acid batteries at its Heathfield Waste Transfer Station.

10.6 Landfills

Council no longer operates any landfill facilities. All landfilling ceased in November 2008. Three former landfills are undergoing closure and post closure works with all the relevant approvals from the EPA. Council's kerbside collected waste and that is received at the Heathfield Waste Transfer Station is now primarily transported to the AHRWMA Hartley landfill.

These former landfills sites are located at Ashton, Mount Charles (Woodside) and Heathfield and specific details are located in appendix two.

- Expenditure on these sites is expected to total \$3.3 million between 2007/8 and 2010/11.
- The costs involve the importation of suitable clay for use as compacted clay caps and side batter slopes;
- The purchase of geosynthetic material for capping at Heathfield, all earthworks, testing, exploratory works monitoring and management.

Council retains ownership of the Mount Charles and Heathfield sites, but has sold the Ashton site to a private purchaser. Ongoing monitoring and maintenance of the sites are occurring in accordance with their EPA licences and closure plans.

11.0 Summary of Key Priorities

By implementing the key recommendations discussed within the Strategy Council will be well placed to achieve an efficient and environmentally responsible waste management service. The recommendations within this Strategy will assist Council to achieve its aim, for a sustainable waste collection, recycling and disposal service, which meets community expectations, is efficient, and focuses on waste minimisation.

The implementation of this Strategy will also see that Council's waste management direction is in line with that of the State Government and the waste hierarchy.

To summarise the key priorities for Council into the future are as follows;

- Complete a kerbside audit
- Take part in a regional education program
- Implement the Green Organics Collection Service from July 1 2012 (budget for 2012/2013 financial year)
- Remove the provision of a free dump pass to all residents - Free green dump pass only available to residents that do not receive a kerbside green organics service upon request to Council
- Implement a kerbside service policy
- Release an expression of interest for the operation of the Heathfield Waste Transfer Station - Improve skill base, recovery, efficiency of transfer station operation
- Continue to evaluate services, such as the street litter bin collection service
- Assess East Waste as the kerbside collection service provider, consider initiating a regional kerbside service collection contract when all contracts expire
- Assess bulk transport costs and improving where possible (ie. utilising the same service provider for transporting waste from Transfer Stations (Heathfield and Windmill Hill))

Issue	Objective	Strategy	Target/Progress Measurement	Performance Indicator	Timeframe	Responsibility
Internal & External Drivers	Meet AHC Strategic Plan KPI's – Waste Management Services	Budget effectively for program	Program delivered within budget allocation	Satisfactory quarterly budget reviews	Quarterly	As per schedule
		Reasonable waste service cost per property	Cost service at industry best value	Satisfactory comparison to private sector service costs	Annual	
		Timely service delivery	Kerbside property service delivered to schedule	Satisfactory service delivery	Ongoing	
		Service to meet customer requirements	Customer satisfaction at industry best practice levels	Satisfactory service delivery	30 June Annually	
		Risks to public and environmental health are minimised as a result of waste	Public and Environmental Health Benefits	Satisfactory standards of public health are maintained	Ongoing	
		EPA Compliance	Service complies with EPA requirements	Regulatory requirements are met	Ongoing	
	Meet AHC Strategic Plan KPI's – Waste Management Facilities	Budget effectively for program	Program delivered within budget allocation	Satisfactory quarterly budget reviews	Quarterly	
		Acceptable waste disposal cost	Cost per tonne disposed below metro average	Cost continues to be below metro average	Ongoing	
		Continue to operate a compliance waste depot	Approved waste disposal facility retained in district for residential use	Facility available to meet resident needs	Ongoing	
		Environmental compliance	Facility operation to meet approved environmental requirements	100% compliance with environmental conditions	Ongoing	
		EPA compliance	EPA requirements met	Nil EPA audit notices	Ongoing	
	Meet AHC Public & Environmental	Continue to provide kerbside weekly	Continued provision of effective services	Execution of contractual/SLA	Ongoing	

Issue	Objective	Strategy	Target/Progress Measurement	Performance Indicator	Timeframe	Responsibility
	Health Strategic Plan	waste and fortnightly recycling collections		obligations		
		Correctly dispose of collected waste and recycling	Continued utilisation of EPA licenced disposal facilities	Public and environmental health is protected.	Ongoing	
	Effective Waste Contract Management	Contracts are actively managed, renewed and tendered as necessary	Review all contracts annually, assign contract managers and ensure contractors are aware of agreed KPI's,	Improved performance of all contractors against KPI's.	Ongoing	
		Tender for the provision of future waste management services, including kerbside to ensure competitive and value for money services are provided	Ensure that when contracts expire or new services are required, that an open tender process be adopted.	Council waste services to be commercially competitive.	Ongoing	
	Cater for increased population and waste & recycling volumes	Ensure infrastructure and service upgrades occur commensurate with growth	Kerbside services are provided to new properties in a timely manner; Traffic management is improved at Heathfield Waste Transfer Station	Nil complaints regarding new kerbside services; Site upgrade occurs at Heathfield Transfer Station	Ongoing	
	Respond to community expectations	Consult with the community regarding future waste management services	Develop survey or other mechanism to collect community feedback	Receive, analyse and act upon feedback.	Ongoing	
	Continue membership of AHRWMA and participate in regional activities	Identify regional initiatives which bring Council benefits of economy of scale & efficiency dividends	Pursue regional management opportunities including – Waste Management Officer	Waste Management Officer continues to operate between member Councils;	Ongoing	

Issue	Objective	Strategy	Target/Progress Measurement	Performance Indicator	Timeframe	Responsibility
		Develop waste education campaign with AHRWMA	Form working group between member Councils and contractors to develop a program	Implementation of package across region resulting in reducing contamination rates as determined by kerbside waste audits and by reporting from MRF's	2011/12	
		Align future waste contract expiration dates with those of neighbouring councils	Councils to consult with neighbouring councils prior to releasing new tenders/contracts	All waste management contracts have consistent dates of expiration	Ongoing	
		Continue to utilise regional waste management officer	Continued employment of regional waste management officer	Implementation of regional strategies within Council	Ongoing	
Landfills	Satisfactorily close and post closure all former landfills	Complete the development and implementation of closure and post-closure plans for each site	EPA approval gained in all instances	All sites closed and capped to EPA standards and closure & post closure plans implemented	Ongoing	
Hazardous Household Waste Collections	Provide opportunity for disposal of household hazardous wastes	Accept offers from ZWSA to hold future household hazardous waste collection days	ZWSA agree and provide advice to Council on upcoming days	Collection day occurs	Ongoing	
E-waste	Provide e-waste recycling opportunities consistent with state government policy	Implement drop off facilities for e-waste at Heathfield transfer station when state policy requires it	Await adoption of e-waste bans and product stewardship schemes and comply with direction & advice	Facilities are available to the public to deposit e-waste for recycling at Heathfield Waste Transfer Station	2011/12	

Issue	Objective	Strategy	Target/Progress Measurement	Performance Indicator	Timeframe	Responsibility
Compact Fluorescent Lamps (CFL's)	Provide or promote CFL recycling opportunities consistent with state government policy	Continue CFL recovery at Heathfield Transfer Station and continue to assess this service	Receive and analyse state direction and develop a Council policy	Implement Council policy	Ongoing	
Construction and Demolition Waste (C&D)	Ensure C&D waste is appropriately disposed of	Investigate the possibility of establishing a C&D processing facility at Heathfield	Prepare a Council report to move forward with establishment process	Final costings complete to determine if facility should be established	June 2012	
Commercial and Industrial Waste (C&I)	Reduce C&I waste to landfill	Encourage traders to recycle and minimise waste in conjunction with ZWSA guidance	Engage with ZWSA to promote commercial waste management techniques	Reduced C&I waste to landfill	Ongoing	
Waste Fill	Reduce illegal or inappropriate dumping of waste fill	Encourage the community manage waste fill legally	Provide advice to community on disposal options	Reduced environmental damage or illegal filling of land	Ongoing	
Cost Recovery	To provide a cost neutral kerbside waste and recycling service	Analyse costs of current service provision and ensure rates adequately reflect this. Implement a separate service charge when a kerbside green organics service is implemented	Service charge implemented	Cost of kerbside service recovered	Prior to 2012/2013 financial year	
Kerbside Waste Recycling	To provide an efficient, effective, competitive and value for money kerbside waste and recycling service	Conduct a kerbside waste audit to determine recyclable contamination rates & to determine green organics %	Select consultants to perform kerbside audits	Receive report from auditors and use results to develop/inform future education campaigns and service changes	2011/2012	

Issue	Objective	Strategy	Target/Progress Measurement	Performance Indicator	Timeframe	Responsibility
		Continue providing a weekly kerbside putrescible waste collection service	Continuation of weekly service	Complaints and public health risks minimised.	Ongoing	
		Develop education package regarding recycling in conjunction with collection contractor and AHRWMA to minimise contamination rates	Form working group between member Councils and contractors to develop a program	Reduction in contamination rates as determined by kerbside waste audits and by reporting from MRF's	2011/2012	
		Council develop a service level agreement regarding East Waste either independently or with other member Councils	Completion of SLA and implementation of minimum service standards, including KPI's.	Improved contract management of East Waste and commencement of continuous improvement.	2011/2012	
		Council provide East Waste with two years notice of intention to terminate membership and re-tender for waste and recycling services	Notice given to East Waste and fresh tender for services drafted	New contract awarded which is market competitive.	2013/2014	
Kerbside Green Organics Collection	To provide a kerbside green organics collection to townships and urban areas	Develop a tender for the provision of either a mandatory service for all township and urban properties	Council report developed recommending that a tender be drafted and released for proposed services	Implement desired service in 2012/13 based upon tender result and assessment	2012/2013	

Issue	Objective	Strategy	Target/Progress Measurement	Performance Indicator	Timeframe	Responsibility
Heathfield Waste Transfer Station	To implement a sustainable operations and management model	Release an EOI to the market place for the operation of the Heathfield Transfer Station	Transfer Station Outsourced	Outsource the transfer station operations	2011/2012	
	Provide services to improve green organics management	Continue to provide free green organics drop off days annually	Free drop off days provided annually	Residents utilising the drop off service	2010/2011 onwards	
	Implement required site upgrades	Comply with EPA requirements	Continue with upgrades	Work is completed	2010/2011	
Free Dump Passes	Rationalise the provision of Dump Passes to residents	Provide a free green organics dump pass for use at Heathfield to residents who do not have a kerbside green organics collection service upon request	Passes are issued upon request	Redemption of passes	Ongoing	
Hard Waste Collection		Further report to Council			October 2011	

APPENDIX ONE – KPI'S WASTE MANAGEMENT SERVICES

Indicator	Target	Date
Program budget management	Program delivered within budget allocation	Annually
Waste service cost per property	Cost of service at industry best value**	Ongoing
Social		
Timely service delivery	Kerbside property service delivered to schedule	Ongoing
New service meets customer requirements	Customer satisfaction at industry best practice levels**	30 June annually
Environmental		
Public and environmental health benefits	Service complies with EPA requirements	Ongoing
EPA requirements met	Resources recovered for recycling/reuse at highest metro quarter level	Ongoing

** refer to SLA and need for information & benchmarks

KPI's – Waste Management Facilities

Indicator	Target	Date
Program budget management	Program delivered within budget allocation	Annually
Waste disposal cost	Cost per tonne disposal below metro average	Annually
Social		
Approved waste disposal facility retained in district for residential use	Facility available to meet resident needs	Ongoing
Environmental		
Facility operation to approved environmental requirements	100% compliance with environmental conditions	Ongoing
EPA requirements met	Nil EPA audit notices	Ongoing

APPENDIX TWO – FORMER LANDFILLS

Mt Charles

- Harrison Rd, Woodside, Lot 105, Pt Sect 168 Hd Onkaparinga, CT 4234/636
- Site is 3ha
- Former quartzite quarry, landfilling commenced in 1970's
- Domestic putrescible waste was landfilled at the site until 1992 when AHRWMA opened Hartley landfill
- However, landfilling continued which did not include domestic putrescible waste. Transferred waste from Heathfield, contractors and commercial waste was deposited at the site
- 1991, recycling shed was established, resource recovery commenced.
- Nov 2008 saw the closure of the site to all landfilling activities.
- Formal closure is now occurring

Heathfield

- Scott Creek Road, Heathfield, Allotment 2, section 417 Hd Noarlunga (FP 8254), CT 4163/218.
- Entire site is 35ha
- Likely that landfilling commenced in the 1960's (DC Stirling)
- Domestic putrescible landfilling ceased in 1984
- Other wastes, mainly inerts, ceased in 2002.
- Since that time focus has been placed onto waste transfer activities
- Waste was burnt by bushfires in 1981 and 1983.
- Formal closure of waste deposition areas is occurring

Ashton

- Ridge Road, Ashton, allotments 1 & 2 FP 130941, Horsnell Gully, Hd Adelaide, CT 5261/431.
- Site, including former Council depot is 1.2 ha.
- Landfilling commenced in 1975 (DC East Torrens)
- Site was a former quarry
- Waste was burnt up until 1983 due to known fire risks & SAWMC interest.
- Mainly inert wastes were landfilled during the 1980's up until 2006 when the site closed to all landfilling activities.
- 140,000 – 170,000 cubic metres of waste has been disposed at the site.
- Closure is completed
- EPA is being consulted and C&PC plan is in final stages