

CITY OF ARMADALE

A G E N D A

OF TECHNICAL SERVICES COMMITTEE TO BE HELD IN THE COMMITTEE ROOM, ADMINISTRATION CENTRE, 7 ORCHARD AVENUE, ARMADALE ON MONDAY, 8 DECEMBER 2003, AT 5.30PM.

A meal will be served at 6.30pm.

PRESENT:

APOLOGIES:

OBSERVERS:

IN ATTENDANCE:

PUBLIC:

DISCLAIMER

The Disclaimer for protecting Councillors and staff from liability of information and advice given at Committee meetings to be read by the Chairman.

DECLARATION OF MEMBER'S INTERESTS

DEPUTATION

QUESTION TIME

CONFIRMATION OF MINUTES

RESOLVED

Minutes of the Technical Services Committee Meeting held on 24 November 2003, be confirmed.

ITEMS REFERRED FROM INFORMATION BULLETIN – ISSUE NO. 23

The following items were included for information in the “Technical Services” section:

▪ **Outstanding Matters**

Report on Outstanding Matters – Technical Services Committee T-1

▪ **General**

Cleanaway Recycling Bins – Reduction in Repeat Contamination..... T-2

Media Release - Cleanaway Recycling Bins – Reduction in Repeat Contamination..... T-3

▪ **Minutes of Advisory Committees**

Local Government Working Group T-4

Bungendore Park Management Committee – October 2003 T-8

Armadale Settlers Common – October 2003 T-14

If any of the items listed above requires clarification or a report for a decision of Council, this item to be raised for discussion at this juncture.

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TECHNICAL SERVICES COMMITTEE

8 DECEMBER 2003

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GREENWASTE PICK-UP

The matter of matter of the green waste pick-up programme was referred to the Technical Services Committee by Councillor Hart.

Councillor Hart has provided the following further information:

“Issues needing discussion:

No publicity given to community prior to Green Waste Pick-Up Programme of the requirement not to place green waste on verge prior to receiving notification. (Residents see green waste on verges in other areas and presume they can put theirs out to).

Notices to householders requesting removal of green waste from verge to those properties who have done this a few weeks before receiving Greenwaste notices. This request has a threat of up to \$1,000 fine if not undertaken in 7 days. This letter has created anxiety and anger in the community. Vast majority of residents want to do the right thing and will do so if they are aware of what is required. Instead of this letter in my opinion it would have been more appropriate to have delivered a letter requesting removal and asking for cooperation due to fire hazard etc. Working proactively with community is more appropriate and acceptable.

Greenwaste Pickup notices distributed in Roleystone despite 2 – 3 weeks old Greenwaste not yet collected in Kelmscott.

Greenwaste collection notices distributed in Roleystone on the Sunday only giving one weeks notice prior to designated pickup date (credibility). Concerns with the short notice given. Many residents unaware that it probably won't be picked up at the stated date as per above.

Need to collect Greenwaste in hills put out at the requested dates as early as possible due to extreme fire hazard being created – concern expressed by local fire brigade officer.

REVIEW OF RECYCLING LEVY

WARD	All
FILE REF	CTE/10
DATE	25 November 2003
REF	WAB
RESPONSIBLE MANAGER	CEO

In Brief:

- Department of Environment is seeking comments on the future directions of waste management in Western Australia.
- **Recommend**
 - That Council endorse the attached response to the State Government's Strategic Directions in Waste Management and Statutory Review of the Waste Levy.

Tabled Items

Nil.

Officer Interest Declaration

Nil.

Strategic Implications

Long Term Strategic Planning
Promote Waste Minimisation

Legislation Implications

General assessment of relevant legislation (eg Local Government Act) has not revealed any restrictions.

Council Policy/Local Law Implications

General assessment has not revealed any applicable Policies/Local Laws.

Budget/Financial Implications

Nil.

Consultation

South East Metropolitan Regional Council.

BACKGROUND

The Department of Environment is seeking comments on the future directions of waste management in Western Australia and has released the following two documents:

- Strategic Direction For Waste Management In Western Australia; and
- Western Australia's Waste Management And Recycling Fund - recommendations for the statutory review of the fund.

The executive summaries, outcomes and recommendations of these two documents are at Attachment "A1" and "A2" of the Agenda for Council's information (see Summary of Attachments – Green Page).

The complete documents are available from the Internet on

- http://www.environ.wa.gov.au/downloads/1862_Strategic_Waste_0308.pdf
- http://www.environ.wa.gov.au/downloads/1867_WMRF_Review_0309.pdf

The South East Metropolitan Regional Council conducted a workshop on the 6 November 2003 inviting all Councillors from the Cities of South Perth, Gosnells and Armadale: and the Technical Advisory Committee. A briefing on the two documents was provided and feedback and comments were sought to prepare a response to the proposed waste strategy directions.

A copy of the draft submission to be considered by the Regional Council at its meeting on the Thursday 11th December 2003 is at Attachment “A3” of the Agenda (see Summary of Attachments – Green Page).

In addition to the Regional Council’s submission there are several initiatives that should be considered by the City of Armadale. These are as follows:

CITY OF ARMADALE – SUBMISSION TO THE DEPARTMENT OF ENVIRONMENT ON THE RECYCLING LEVY

The successful reduction of waste in Western Australia requires a comprehensive integrated set of policies and strategies to ensure all stakeholders contribute their appropriate share of effort. It should be noted that Municipal waste is less than one third of the total waste stream, yet waste collection, disposal and management is a core business of Local Government which operates the vast majority of waste management sites. It is entirely appropriate that Local Government, as the tier of government that is in closest contact with consumers and communities, should take this role. But Local Government cannot do the entire task by itself. State, National and International bodies – including private sector groups – also have a significant role to play.

The strategic actions to be taken fall into four categories:

1. Policies
2. Pricing / Taxation
3. Behavioural Change
4. Resourcing

Policy actions include:

- Setting Realistic Achievable Targets in small time increments – for example, 5 year periods, and ensuring each step increment is met or appropriately readjusted to adapt to changing patterns of consumption.
- A long term generational view of policy making which delivers consistency and persistence and which acknowledges that there is no quick fix or simple solution to a very complex matter which is at the heart of the sustainability approach taken by the current Western Australian Government.
- Targeting which attacks waste stream components by impact on waste disposal and treatment infrastructure. For example, Construction and Demolition (C&D) waste accounts for 50% of the total waste stream, yet is largely recyclable. The capacity of the short to medium term putrescible waste sites – which provide a crucial public health service – is being eroded by not diverting C&D waste to a recycling resource.
- A global and national approach to production chain management is required if waste is to be functionally reduced at the end of product lives. Packaging is one component of the production chain which can be reduced, but component materials are also a crucial element requiring careful management. This will not happen by focusing policy at the local or state level.

Pricing / Taxation actions include:

- Taxation measures, such as the Levy, must be hypothecated and targeted to both change consumer behaviour through pricing options – waste is not a free good - and to provide resources to increase recycling and/or specialised treatment capability.
- Taxation / Levy measures are best applied at the point of purchase decision and should therefore be part of the price paid at either wholesale or retail point of sale. This will enable consumers to purchase less wasteful products through the pricing mechanism.

Behaviour Change Management actions include:

- Active marketing and promotion practices similar to Road Safety Council and TravelSmart programmes.
- A change from a “free once it’s in the bin” consumer view to one of responsibility and stewardship throughout the product life cycle.
- Pricing and Taxation policies that reinforce consumer waste reduction behaviours.

Resourcing actions include:

- Ensuring regulatory and policy making bodies are adequately resourced to carry out all the activities needed by bringing about near zero waste.
- Ensuring good site operators are rewarded and poor site operators are penalised to increase the quality, at industry level, of waste management.

While the Strategy Direction for Waste Management addresses many of these issues, the number of outcomes and attendant strategies may lead to diversion of effort to more easily accomplished activities which have a more marginal impact on the only real outcome which is a reduction to about 10% of the current per capita waste rate in a generation’s time.

RECOMMEND

That Council commends the South East Metropolitan Regional Council for their submission and comments on the Strategic Directions for Waste Management and the Review of the Recycling Levy.

That the Minister of Minister For The Environment And Heritage; Water Resources be provided a copy of this report that outlines Council’s comments on strategic actions that should taken that fall into the following four categories:

**Policies
Pricing / Taxation
Behavioural Change
Resourcing**

*MOVED Cr
MOTION CARRIED/LOST*

KARGOTICH ROAD, FORRESTDALE (UNMADE SECTION) – CONSTRUCTION OF EMERGENCY EXIT

WARD	Forrest
FILE REF	RDK/2
DATE	26 November 2003
REF	LP/JG
RESPONSIBLE MANAGER	EDTS

In Brief:

- Request received from residents for the clearing of Kargotich Road, Forrestdale for use as a emergency exit.
- **Recommend**
 - That Council carry out slashing, grading and minor filling of Kargotich Road between Oxley Road and Rowley Road, Forrestdale with gates being fitted to stop inappropriate use of the road, at an approximate cost of \$15,000.

Tabled Items

Nil.

Officer Interest Declaration

Nil.

Strategic Implications

Physical Infrastructure

Develop an integrated transport system including safety aspects.

Legislation Implications

General assessment of relevant legislation (eg Local Government Act) has not revealed any restrictions.

Council Policy/Local Law Implications

General assessment has not revealed any applicable Policies/Local Laws.

Budget/Financial Implications

It is estimated that \$15,000 will be required which can be funded as follows:

Road Maintenance (GL1550220)	\$5,000
Community Safety (GL1356920)	\$7,000
Waste Services (GL1425020)	\$3,000

Consultation

Ranger / Fire Services, Intra-Directorate Liaison.

BACKGROUND

Over the last twenty years a number of requests have been received for the construction of Kargotich Road between Oxley Road and Rowley Road. Property owners living in the vicinity of Kargotich Road / Stirling Road and Oxley Road are concerned that once the Tonkin Highway is constructed that in the event of an emergency there is no safe exit from their properties.

COMMENT

To ensure that properties in the vicinity of Kargotich Road / Stirling Road and Oxley Road have appropriate emergency exit once the construction of the Tonkin Highway is complete it is proposed that Council carry out slashing, grading and minor filling of Kargotich Road between Oxley Road and Rowley Road, Forrestdale. Gates will be installed along with keys provided to appropriate personnel to ensure that the road is used for its intended purpose, as an emergency exit, and not for the illegal dumping of rubbish.

The cost to slash, grade, perform minor filling and install gates is approximately \$15,000 which can be funded from:

Road Maintenance (GL1550220)	\$5,000
Community Safety (GL1356920)	\$7,000
Waste Services (GL1425020)	\$3,000

Ranger / Fire Services Comments

Whilst the un-made road reserve may appear to be a hazard it doesn't constitute a risk to adjoining properties. Each property is required by the 1 December of each year to install firebreaks to width of 3 metres and maintain throughout the fire season. In addition the adjoining properties graze stock on those properties that also reduce the amount of fuel in the paddocks that would normally add to the risk on their properties. Bush Fire Brigades have access to the rural properties unless the properties are secured with padlocks preventing access, then the need to cut fences to gain access is necessary. It is not considered that the area concerned is a hazard to stock as the amount of fuel in the paddocks is minimal due to the extent of grazing on these properties during the fire season and toward February very sparse.

CONCLUSION

It is recommended that Council carry out slashing, grading and minor filling of Kargotich Road between Oxley Road and Rowley Road, Forrestdale with gates being fitted to stop inappropriate use of the road at an approximate cost of \$15,000.

RECOMMEND

That Council carry out slashing, grading and minor filling of Kargotich Road between Oxley Road and Rowley Road, Forrestdale with gates being fitted to stop inappropriate use of the road, at an approximate cost of \$15,000, funded from:

Road Maintenance (GL1550220)	\$5,000
Community Safety (GL1356920)	\$7,000
Waste Services (GL1425020)	\$3,000

*MOVED Cr
MOTION CARRIED/LOST*

BEDFORDALE HALL - PARKING

WARD	Armadale
FILE REF	A177897
DATE	1 December 2003
REF	LP / JG
RESPONSIBLE MANAGER	EDTS

In Brief:

- Details works to be carried out at the Bedfordale Hall in preparation for the '100 Years in Bedfordale Festival' in 2005.
- **Recommend**
 - That Council acknowledge the works to be carried out at the Bedfordale Hall site in preparation for the '100 Years in Bedfordale Festival' in 2005.

Tabled Items

Nil.

Officer Interest Declaration

Nil.

Strategic Implications

Physical Infrastructure

Progress new facilities.

Legislation Implications

General assessment of relevant legislation (eg Local Government Act) has not revealed any restrictions.

Council Policy/Local Law Implications

General assessment has not revealed any applicable Policies/Local Laws.

Budget/Financial Implications

It is estimated that \$3,000 will be required which can be funded as follows:

Car Park Maintenance (GL1550420)	\$1,000
Parks and Reserves Maintenance (GL1580120)	\$1,000
Property Maintenance – Pavilions (GL 1420220)	\$1,000

Consultation

Intra-directorate liaison

BACKGROUND

At its Ordinary Meeting on 7th April 2003, Council resolved (T19/3/03) as follows:

"That a report be provided to the May Technical Services Committee which considers the need for alternative ways of providing improved parking and access to the Bedfordale Hall."

COMMENT

The following maintenance works will be carried out at the Bedfordale Hall in readiness for the '100 Years in Bedfordale Festival' in 2005:

- Remove vegetation from the Basketball Court, including large tree roots.

- Prune away overhanging branches from the Basketball Court gates. (If the Basketball court is kept in a good condition until 2005 this area could be used as a VIP carpark for approximately 40 vehicles.)
- The area around the Basketball Court and Hall will be sprayed twice a year.
- Some minor patching on the Asphalt surface.
- The area around the Building will be given general maintenance, eg sweeping, raking and minor painting.
- Some gravel replacement near to the Hall (replace and compact). Other areas will closed off by the use of boulders / rocks or large fallen trees to keep these areas free from parking and assist with the natural new vegetation.
- On the Festival day Council will provide temporary parking signs as well as directional signs for visitors and friends.
- Temporary Waste / Recycle bins will be provided for the Festival.

CONCLUSION

That Council acknowledge the works to be carried out at the Bedfordale Hall site in preparation for the ‘100 Years in Bedfordale Festival’ in 2005.

RECOMMEND

That Council acknowledge the works to be carried out at the Bedfordale Hall site in preparation for the ‘100 Years in Bedfordale Festival’ in 2005.

MOVED Cr

MOTION CARRIED/LOST

ARMADALE ROAD – SERVICE ROAD BETWEEN ANSTEY ROAD AND ALLEN ROAD

WARD	ARMADALE
FILE REF:	CRS/1
DATE	3 December 2003
REF	SA
RESPONSIBLE MANAGER	A/MTS

In Brief:

- A request was recently received to investigate the likelihood of a service road being constructed on the northern side of Armadale Road between Anstey Road and Allen Road.
- **Recommend**
 - That MRWA proposal to upgrade Armadale Road between Wungong Brook and Nicholson Road to a dual carriageway be acknowledged.
 - That Council approaches MRWA requesting a proposed timeframe for the dualing of Armadale Road between Wungong Brook and Nicholson Road.

Tabled Items

MRWA – Concept plans for the upgrade of Armadale Road between the Wungong Brook and Nicholson Road.

Officer Interest Declaration

Nil

Strategic Implications

Physical Infrastructure

Develop an integrated transport system including safety aspects

Legislation Implications

Assessment of legislation (eg local Government Act) has not revealed any restrictions.

Council Policy/Local Law Implications

General assessment has not revealed any applicable Policies/Local Laws.

Budget/Financial Implications

Nil.

Consultation

Main Roads Western Australia

BACKGROUND

At its Ordinary Meeting on 3rd June 2003, Council resolved (T44/5/03) as follows:

“That the issue of drivers exiting their properties directly onto Armadale Road between Anstey Road and Allen Road be investigated.”

There is an existing service lane on Armadale Road between Anstey Road and Wirin Road, however the remaining length to Allen Road is without one. Residents are required to enter and exit this relatively high speed road directly from their properties, presenting obvious risks associated with these movements (the current speed limit on Armadale Road through Forrestdale is 70 km/hr).

Upon viewing the Main Roads Western Australia (MRWA) conceptual plans for the duplication of the carriageway between the Wungong Brook and Nicholson Road, provision for a service road over the length in question has been provided. It is also noted with interest that based on these conceptual plans there was no requirement to resume private land as part of this proposal. The dual carriageway and service road can be accommodated within the existing Road reservation.

COMMENT

Technical Services are currently reviewing the MRWA plans for the upgrade of Armadale Road between Allen Road and the end of the existing dual carriageway near Twelfth Road. It is expected that funds will be available this current financial year to upgrade this section of road. The service road does not fall within this length however.

At this stage it is unclear as to whether the remaining length of Armadale Road, between Allen Road and Nicholson Road will be upgraded. As the service road in question falls within this section, it seems likely that the residents will need to continue with the current driving arrangements until such time as MRWA can carry out the upgrade.

CONCLUSION

Armadale Road falls under the jurisdiction of MRWA. Subsequently it would be expected that they be responsible for major upgrades, such as the provision of a service road. To this end it is recommended that MRWA be requested to provide comments in relation to the need for a service road on this length of Armadale Road. Anticipated time frames for the upgrade of Armadale Road between Allen Road and Nicholson Road also be requested.

Once these details are known a further report should be presented to Council outlining anticipated timeframes for the upgrade of this section of Armadale Road (including the service road).

RECOMMEND

- 1. That MRWA proposal to upgrade Armadale Road between the Wungong Brook and Nicholson Road be acknowledged.**
- 2. That Council approaches MRWA requesting a proposed timeframe for the dualing of Armadale Road between the Wungong Brook and Nicholson Road.**

*MOVED Cr
MOTION CARRIED / LOST*

*****ECKO ROAD ADVERTISING OF CLOSURE***

WARD	Kelmscott
FILE REF	RDE/4
DATE	26 th November 2003
REF	SS
RESPONSIBLE MANAGER	A/MTS

In Brief:

- 11 local and 9 district submissions were received from the 245 letters sent to the local community and the public advertising for the closure of Ecko Road between Billabong Way and Brookton Hwy.
- Of the local submissions received 10 supported the closure with 1 objecting to the closure.
- **Recommend**
 - That Council acknowledge the community submissions received as a result of the advertising of the closure of Ecko Road between Billabong Way and Brookton Highway.
 - That Council proceed with the closure to the passage of vehicles in Ecko Road at the intersection with Brookton Highway under Section 3.50(1) of the Local Government Act 1995.

Tabled Items

Written submissions received in response to advertisements placed and letters sent.
Comment News article (12/08/03).

Officer Interest Declaration

Nil.

Strategic Implications

Physical Infrastructure

Develop an integrated transport system including safety aspects.

Legislation Implications

Assessment of legislation indicates that the following regulations apply:

Local Government Act 1995 s3.50.

Council Policy/Local Law Implications

General assessment has not revealed any applicable Policies/Local Laws.

Budget/Financial Implications

The funding for the closure will be by an over expenditure of up to \$30,000 on Schedule M81 Civil Construction in GL1790240, Job Number J0197. As resolved by Council at its Ordinary Meeting on 2nd November 2003.

Consultation

With community, emergency services and statutory authorities in accordance with Section 3.50 of the Local Government Act 1995.

BACKGROUND

At its Ordinary Meeting of 2nd November 2003, Council resolved (T105/10/03) as follows:

1. *That Council revoke that part of prior resolution T37/5/03 of 3rd June 2003 referring to the location of the Ecko Road closure, namely, “between Wahroonga Road and the Armadale/Kelmscott Hospital driveway”.*
2. *That Council approve the closure of Ecko Road, Mount Nasura between Billabong Way and Brookton Highway in accordance with the Local Government Act s3.50.*
3. *That Council in accordance with s3.50 of the Local Government Act approve the installation of a temporary closure of Ecko Road, Mount Nasura between Billabong Way and Brookton Highway whilst formal closure processes are completed.*

Note: Council has resolved to permanently close Ecko Road and will progress this through an advertisement period of 14 days inviting public comment. Whilst this process is taking place, a temporary closure of Ecko Road has been approved.

The above process is being undertaken in accordance with s3.50 of the Local Government Act.

4. *That Council approve an over expenditure of \$30,000 in Schedule M81 Civil Construction in GL1790240, Job Number J0197 Ecko Road.*

Consultation

The closure of Ecko Road between Billabong Way and Brookton Highway was advertised in the local newspapers on the 6th and 11th of November 2003, allowing for a period of 14 days for written submissions to be received. In addition to the advertisements, letters to locally affected residents and property owners, State Emergency Services and Statutory Authorities providing notification and information were also sent. Of the 245 letters sent out only 5% replied.

The general results of the written submissions received are as follows:

<u>ECKO ROAD</u>	<u>TOTAL</u>	<u>SERVICE</u>		
		<u>LOCAL</u>	<u>DISTRICT</u>	<u>AUTHORITY</u>
LETTERS RECEIVED	21			
AGREE (Closure at B'bong)	7	7	-	1
OBJECT (to any closure)	10	1	9	-
OBJECT (Closure at B'bong)	1	1	-	-
YES BUT	2	2	-	-
	21	12	9	1

It is considered that the submissions received from the community at the district level, relate to the closure rather than the location of the closure. There is sufficient connectivity provided by the signalised intersection of Albany/Brookton Highways.

CONCLUSION

It is recommended that Council acknowledge the submissions received during the advertising period from 6th November – 26th November 2003

Effect of the closure on surrounding roads is currently being monitored. Further funding may be required to implement a left turn ban from Lefroy Road into Albany Highway, and any modifications required to Salter Road and Billabong Way if traffic volumes increase significantly.

RECOMMEND

- 1. That Council acknowledge the community submissions received as a result of the advertising of the closure of Ecko Road between Billabong Way and Brookton Highway.**

- 2. That Council proceed with the closure to the passage of vehicles in Ecko Road at the intersection with Brookton Highway under Section 3.50(1) of the Local Government Act 1995.**

MOVED Cr
MOTION CARRIED / LOST

LATE ITEMS

COUNCILLORS' ITEMS

MEETING CLOSED _____ PM.

TECHNICAL SERVICES COMMITTEE

SUMMARY OF “A” ATTACHMENTS

8 DECEMBER 2003

Attachment No.	Subject	Page
A-1	Executive Summary / Outcomes – <i>Department of Environment – Strategic Direction for Waste Management in Western Australia</i>	
A-2	Executive Summary / List of Recommendations - <i>Department of Environment – Recommendations for the Statutory Review of the Fund</i>	
A-3	Strategic Directions For Waste Management and Review Of The Recycling Levy – <i>South East Metropolitan Regional Council</i>	

Executive summary

Over the past 10 years, a number of reports and studies have contributed towards understanding and solving waste issues in Western Australia. Each of these reports have tried to address waste issues, with documents released in the early 1990s predominantly focusing on improving rates of recycling. The reports developed during 2000-2002 have shifted their focus and taken on a much more holistic approach for managing waste.

This focus draws on the waste management hierarchy to maximise the use of resources and products while generating the minimum amount of waste. The hierarchy establishes several waste management strategies, according to their importance and preference in descending order. These strategies are; avoid, minimise, recycle, treat and dispose. The hierarchy has been very successful in supporting programs aimed at recycling, however has been less successful on the top order actions of avoiding and minimising to address unsustainable consumption habits of our society.

Therefore a plan on how to address the management gaps of previous strategies is required. This requires a vision for the Western Australian community that embraces the following principles:

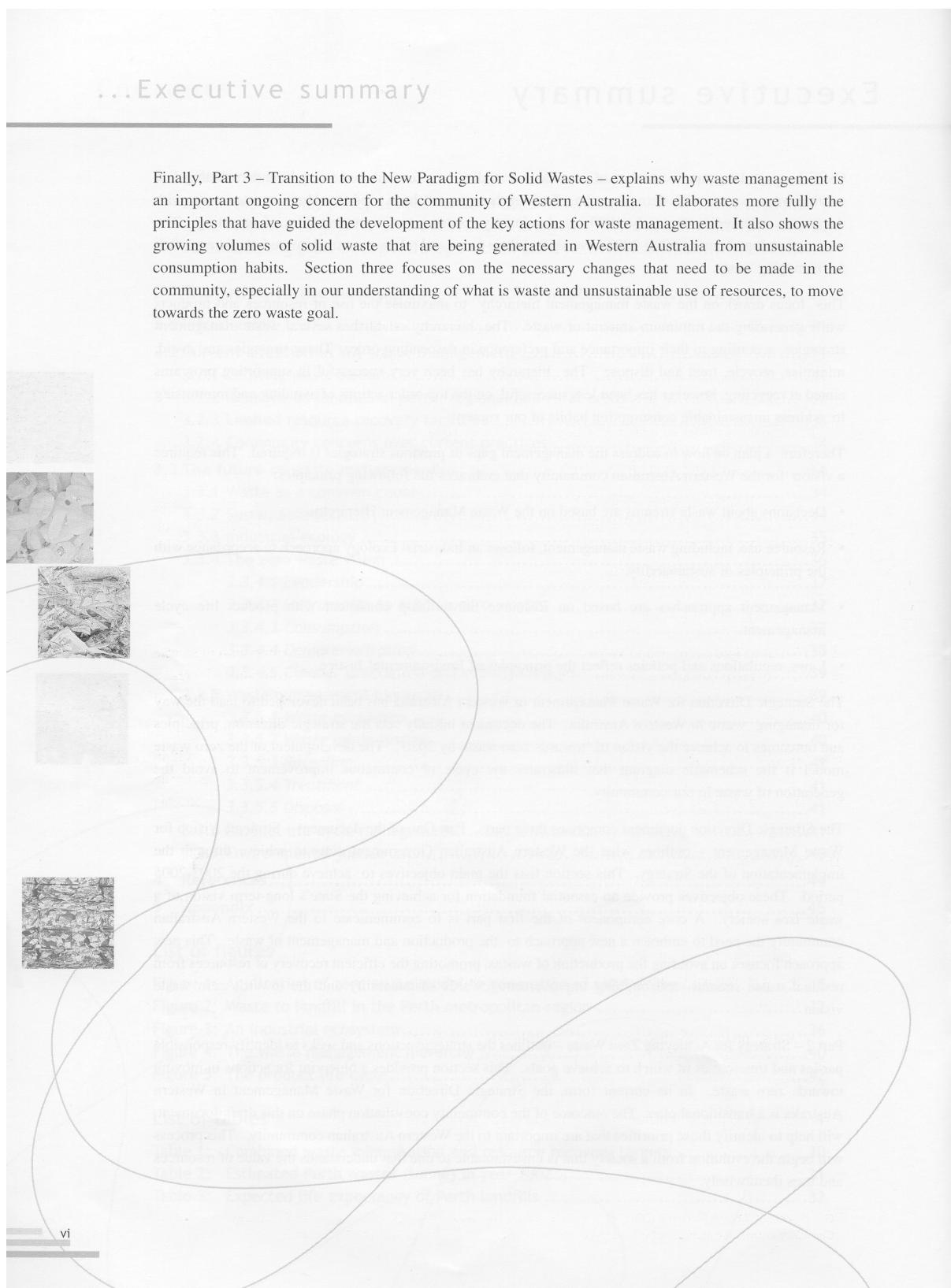
- Decisions about waste streams are based on the Waste Management Hierarchy.
- Resource use, including waste management, follows an Industrial Ecology approach in accordance with the principles of sustainability.
- Management approaches are based on Resource Stewardship consistent with product life cycle management.
- Laws, regulations and policies reflect the principles of Environmental Justice.

The Strategic Direction for Waste Management in Western Australia has been developed to lead the way for managing waste in Western Australia. The document initially sets the strategic direction, principles and outcomes to achieve the vision of 'towards zero waste by 2020'. The development of the zero waste model is the schematic diagram that illustrates the cycle of continuous improvement to avoid the generation of waste in our community.

The Strategic Direction document comprises three parts. Part One of the document – Strategic Vision for Waste Management – outlines what the Western Australian Government aims to achieve through the implementation of the Strategy. This section lists the main objectives to achieve during the 2003-2005 period. These objectives provide an essential foundation for achieving the State's long-term vision of a waste free society. A core component of the first part is to communicate to the Western Australian community the need to embrace a new approach to the production and management of waste. This new approach focuses on avoiding the production of wastes, promoting the efficient recovery of resources from residual waste streams, and ongoing improvement towards sustainability and the towards zero waste vision.

Part 2 – Strategy for Achieving Zero Waste – outlines the strategic actions and seeks to identify responsible parties and timeframes in which to achieve goals. This section provides a blueprint for actions in moving towards zero waste. In its current form, the Strategic Direction for Waste Management in Western Australia is a transitional plan. The outcome of the community consultation phase on this draft document, will help to identify those priorities that are important to the Western Australian community. This process will begin the evolution from a society that is unsustainable to one that understands the value of resources and uses them wisely.





...Strategic vision for waste management

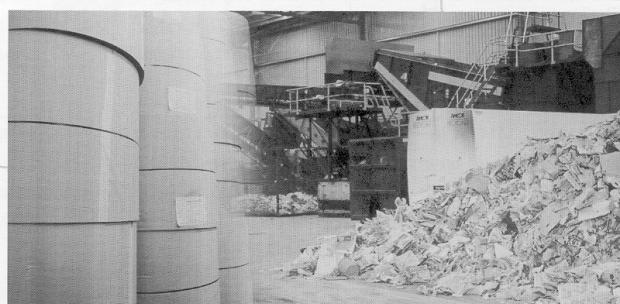
1.4 Outcomes

In order to achieve a waste-free Western Australia, a number of key outcomes are proposed:

- Outcome 1** Manufacturing and other industrial processes are operated in a sustainable manner that minimises the quantity of wastes produced.
- Outcome 2** Products and services sold in Western Australia are designed and/or packaged to minimise waste production and facilitate recovery and re-use of secondary resources.
- Outcome 3** All wastes are segregated and sorted close to source in a way that optimises resource recovery for higher end uses.
- Outcome 4** Hazardous components in goods and services are substituted to increase resource recovery options.
- Outcome 5** A comprehensive and diverse range of sustainable treatment facilities exist to treat and recover resources from all waste streams and manage residuals in an environmentally acceptable manner.
- Outcome 6** Information and data related to waste generation, minimisation and life cycle assessment are continuously collected, analysed and reported.
- Outcome 7** Residual waste streams are continuously assessed and analysed and actions are taken to achieve enhanced recovery.
- Outcome 8** The community is well informed and, as a result, each individual assists in the effective management of wastes that are by-products of our lifestyle.
- Outcome 9** A comprehensive regulatory framework that is transparent and effective in ensuring the environment and community's health, is safeguarded.



These outcomes reflect the new paradigm and, together with the principles described above, form the basis for action planning.



EXECUTIVE SUMMARY

In 1998 the Government of Western Australia introduced a levy on waste disposed to landfill. This was an environmental measure to discourage the disposal of waste and to create a pool of funds to support a rebate scheme and grants program. These initiatives were outlined in the *State Waste Reduction and Recycling Policy (1997)*.

The operations of the landfill levy and the Waste Management and Recycling Fund are outlined in the Environmental Protection Act and there is a statutory requirement for a review into the effectiveness of the Fund after three years of operation. A review process approved by the Minister for the Environment in 2001 split this task into two parts. A review of the grants program commenced early in 2002 and of the rebate scheme and the landfill levy later that year. The Waste Management Board received the grants review report in December 2002, and the rebate scheme and landfill levy report in February 2003.

What does the data tell us?

Waste disposal data shows that the implementation of the landfill levy and the operation of the rebate schemes and grant program have had little impact on reducing quantities of waste disposed to landfill. In the two years following the introduction of the levy and these programs, waste disposal levels continued to rise. Then followed a slight decline, but now rates are rising again.

Problems with monitoring compliance with the levy payment by landfill operators will be resolved by changing the regulations to require regular volume surveys of sites.

Levy as a tax or tool

Waste to putrescible landfill, which generally reflects household consumption, has remained largely static on a per capita basis. Waste disposed to inert landfill, generated by business and construction, has generally followed the economic cycle.

The level of the landfill levy is currently too low to provide either an economic incentive for waste diversion, or sufficient resources to drive a strategic policy direction. Actions under the recently released Strategic Direction for Waste Management in Western Australia will replace the current grants program. The level of funding needed to meet the strategic framework is estimated to be about \$13 million/year for at least three years.

In order to fund the strategy, the levy will increase to \$6/tonne for putrescible waste and \$3/cubic metre for inert waste, and there will be regular reviews to maintain total resources and spending as waste to landfill declines.

Despite these increases, the level of the levy remains the lowest rate of any State.

The rate of the levy should continue to be monitored and increased from time to time to pick up materials that are harder to recycle, in line with the vision of 'towards zero waste'.

Grants

The findings of the grants review were, overall, that the program has been administered in a manner that is consistent with Fund objectives and approved procedures. Administration and evaluation procedures have been upgraded to a level where they are satisfactory. However, it was found that information about funded projects was not adequately disseminated to stakeholders; there should be some post-completion monitoring of projects; and there could be better feedback to applicants throughout the assessment process.

While funded projects have contributed to some increased diversion of waste, the absence of a strategic plan for waste management in the State has reduced the overall effectiveness of the program. Extending the grants program is not considered to be an efficient use of the Fund. It would be more effectively used to support the State's Strategic Direction for Waste Management, and a limited amount of funding made available for community-based projects with simpler assessment processes and funding conditions.

Rebates

The review found that the assessment procedures for the rebate scheme were rigorous, but this has lead to delays in the payments of grants. A particular examination of the rebate paid to City of Stirling found that the assessment methodology adequately accounts for material flows, inputs and demonstrated re-use of recovered resources.

The monies allocated to the rebate scheme for local government recycling were increased from a quarter of all monies received to the current level of half of the levy monies received. However, the quantity of waste diverted under the scheme hardly changed. At the same time, wastes recycled by industry are not eligible for any rebate. This may contravene national competition policy. It is therefore recommended that the local government rebate scheme remains pegged to current levels of funding, and that the rebate scheme be eventually replaced with an incentive scheme where new Secondary Resource Recovery projects that are consistent with the Strategic Direction receive a high level of support early in their life, which then reduces as projects attain viability.

are consistent with the Strategic Direction. These projects should receive a high level of support early in their life, and then the rate of support should diminish over a three-year period, so that by year three of the levy, only 10% of the original levy will be given to projects that are not consistent with the Strategic Direction.

Recommendation 16

A rebate scheme for local government recycling projects should initially be \$3.4 million per annum (plus adjustments for CPI), or 20% of the assessment received, whichever is the lower amount.

Recommendation 17

A rebate scheme similar to the Resource Recovery Rebate Scheme should not be considered for recycling undertaken by private industry.

List of Recommendations

Recommendation 1

The landfill levy should be increased to a level sufficient to enable expanded programs consistent with the Strategic Direction to be undertaken.

Recommendation 2

The apparatus for supporting the Waste Management Board in the implementation of the Strategic Direction should be enhanced.

Recommendation 3

In addition to using the money from the Waste Management and Recycling Fund, the government needs to maintain its commitment to waste management in the context of the broad range of environmental issues by continuing to provide resources from Consolidated Fund.

Recommendation 4

The Landfill Levy Regulations should be structured to allow adjustments to be made in order to encourage the diversion of materials that cannot be recycled at lower rates of levy.

Recommendation 5

Any changes made to the level of the levy should be consistent with providing resources for sustainable practices rather than meeting funding or diversion targets.

Recommendation 6

The rate of the landfill levy should be increased to \$6/tonne for waste to putrescible landfill, and to \$3/cubic metre for waste to inert landfill. Variations to these rates should be determined in future years.

Recommendation 7

The levy should be raised over time so that it provides an increasing disincentive to dispose of waste to landfill and gives industry time to adjust to the costs.

Recommendation 8

A differential levy rate between putrescible and inert materials needs to be maintained.

Recommendation 9

The application of the levy should remain based on landfill type as at present.

Recommendation 10

The Landfill Levy Regulations should be changed to allow putrescible landfill operators to claim an 8% exemption on all materials received to allow for material used as daily cover.

Recommendation 11

The landfill levy should not be extended beyond the metropolitan area at this stage.

Recommendation 12

The Waste Management and Recycling Fund is a State resource and the funds should be used wherever necessary throughout the State to meet strategic waste management objectives.

Recommendation 13

A strategic program should be developed to address the illegal dumping issue.

Recommendation 14

Assessment of the levy payable at putrescible landfills should remain on the basis of weight as recorded by weighbridge.

Assessment of the levy payable at inert landfills should be on the basis of volumetric information provided from quarterly survey by licensed surveyors.

An amount of up to \$2,000 per quarter should be allowed as a deduction from the amount of levy payable, towards the cost of the volumetric survey.

Recommendation 15

It is recommended that the Resource Recovery Rebate Scheme should be replaced, or changed to provide an incentive for new Secondary Resource Recovery projects that are consistent with the Strategic Direction. These projects should receive a high level of support early in their life, and then the rate of support should diminish over a prescribed period as projects attain viability.

Recommendation 16

The level of support for the Resource Recovery Rebate Scheme should be capped at \$2.4 million per annum (plus adjustments for CPI), or 20% of the landfill levy received, whichever is the lower amount.

Recommendation 17

A rebate scheme similar to the Resource Recovery Rebate Scheme should not be considered for recycling undertaken by private industry.

Recommendation 18

The current grants scheme should be discontinued and replaced with support for strategic projects outlined in the Strategic Directions document. A limited grants program should remain for small, community-based projects, and cleaner production grants for small businesses. These grants should operate with a streamlined assessment, delegated approval and simpler funding contract process.



STRATEGIC DIRECTIONS FOR WASTE MANAGEMENT

AND

REVIEW OF THE RECYCLING LEVY

RESPONSE TO GOVERNMENT

NOVEMBER 2003

BACKGROUND

The State Government, through the Waste Management Board has recently released its *Strategic Directions for Waste Management* and the *Waste Management & Recycling Fund* for public comment.

The South East Metropolitan Regional Council, comprising the Cities of Armadale, Gosnells and South Perth believes that these documents are of potentially enormous importance to the region and to the future of waste management in Western Australia.

This response combines both documents and identifies the elements that the region believes are of significant importance in the development of an overarching waste management framework.

PRINCIPLES

The document outlines four key principles:

- Decisions about waste streams are based on the Waste Management Hierarchy.
- Resource use, including waste management, follows an Industrial Ecology approach in accordance with the principles of sustainability.
- Management approaches are based on Resource Stewardship consistent with product life cycle management.
- Laws, regulations and policies reflect the principles of Environmental Justice.

The principles outlined in the Strategic Direction document are fundamentally sound. There is, however, concern that a further key principle should be developed relating to the involvement of key stakeholders in the decision-making process. Key stakeholders in this context are identified as community, local government and the private sector involved in waste management.

It is considered that the principle of community consultation should be incorporated in the document.

OUTCOMES

The nine outcomes identified in the *Strategic Directions* document can be loosely grouped in the following categories:

- Sustainable industry;
- Waste management and treatment;
- Information collection & dissemination; and
- A regulatory framework;

The outcomes are, in general, heavily reliant on the development of a strong policy and regulatory framework.

It is the view of the South East Metropolitan Regional Council, that neither the outcomes, nor the waste management principles, will be achieved without a

significant shift in government policy and processes. Specifically, in order to achieve the intended outcomes, the following is required:

- 1. A strong, independent statutory waste management agency which is effectively and sufficiently resourced to enable the timely development of policies.**

The current Waste Management Board has been a step in the right direction towards effective waste management in Western Australia. However, in the two years since the Board's creation, the following has significantly hampered it:

Lack of resources

It is understood that a component of the waste levy was to have been utilised to resource the waste management board. The lack of resources which have been made available to the Board has hindered progress and has proven to be a frustration, particularly to local government, which raises the levy revenue. .

Changes to the Department of Environment

The significant changes undergone by the Department of Environment, including a period of serial reviews has been a further hindrance in that projects and proposals have been put on hold pending outcomes of the review. Further, under the current structure, waste management does not have a specific section or branch, or have a senior presence within the department's structure.

Lack of Decision-Making Capacity

A further impediment to success for the Board has been its lack of decision-making capacity. As an advisory board it has very little control over achievements.

It is the view of the SEMRC that an independent waste management agency should be established under the auspices of the Board and reporting direct to the Minister for Environment.

It is further considered that the agency should be a separate entity to the Department of Environment, which has a much broader role to play in sustainability issues. Is recognised that there should be links between the two Continued support for this agency through consolidated revenue is an essential part of demonstrating government commitment to effective waste management.

2. Resource recovery legislation which recognises the roles and responsibilities of state, regional and local governments and is based on the key principles outlined within the *Strategic Directions* document;

It is pleasing to note that the *Strategic Directions* document recognises the importance of a comprehensive regulatory framework. However, it is the view of the SEMRC that the overarching legislation must be brought forward as a matter of urgency. It is also the view of the SEMRC that the legislation should enshrine the establishment of the waste management agency and the provision to implement head powers for Extender Producer Responsibility.

It has been of substantial frustration that numerous attempts have been made to commence the preparation of a comprehensive waste management act but there appears to have been no substantial progress for at least twelve months.

It is our view that the legislation(a new Waste Management & Resource Recovery Act) should be developed and passed by the end of 2004 at the latest.

3. Roles and responsibilities of the State

Clarification on roles and responsibilities of the levels of government involved in waste management as well as those sectors involved in waste generation is considered to be extremely important.

It is the view of the SEMRC that the state must play a lead role in the following:-

- ***Provision of leadership in actions, research and decision-making relevant to waste management. It is considered that a strong and independent waste agency will be a step towards achieving this.***
- ***Establishing a suite of measures to reduce waste production, including a program of disincentives to produce waste;***
- ***Providing seed funding for investigation, research and development in appropriate waste management technologies;***
- ***Undertaking primary and secondary research in secondary waste treatment technologies;***
- ***Supporting the development of new markets for recycled material; and***
- ***Establishing a legislative framework to enable the introduction of an Extended Producer Responsibly approach to waste minimisation.***

SPECIFIC ISSUES

There are a number of specific issues which the SEMRC believes require support and attention as a matter of some urgency to local communities.

1. Illegal Dumping

This is particularly relevant to outer metropolitan local governments where there are opportunities for illegal dumping in isolated locations. The relationship between tipping fees and illegal dumping is well understood although it has not been clearly documented. The concern regarding illegal dumping leads to local governments being reluctant to charge tipping fees which meet cost recovery and depreciation factors, including the establishment of capital reserve funds for the development of new technologies for waste treatment.

It is the view of the SEMRC that the proposed Waste Management Agency should work in partnership with either a local government or Regional Council to develop a range of strategies to address the illegal dumping issues. The SEMRC is prepared to work in partnership with the Waste Agency in undertaking a demonstration project on this matter, pending an agreed financial arrangement..

2. Construction and Demolition Waste

Construction & Demolition waste has been identified as creating over 50% of the total waste stream in Western Australia. It is recognised that this fluctuates with the national and state economy. It is the view of the SEMRC that a substantial proportion of this waste is recyclable, reusable or capable of being reprocessed into new products.

There is the potential for a significant role to be played by local government in the management of construction and demolition waste. Local Government is a producer of such waste through its own capital works programs in both road construction and reconstruction and public buildings. In addition all premises demolished within the metropolitan area are controlled by Demolition Permits issued through local government. There is an opportunity for the new Waste Agency to work with local government in developing a suite of responses to dealing with construction and demolition waste through this process. It is further recognised that there is a substantial need for the development of markets, particularly the acceptance in the market place, of products made from recycled materials.

The SEMRC is keen to explore these opportunities and has identified a key policy role for local government in the area of management and control of C & D waste.

3. Proposed targets and landfill life spans

The *Strategic Directions* document has proposed targets for resource recovery which sees the rate of resource recovery for all classes of waste increasing to between 75 -

100%. The document also takes some steps towards identifying the likely life span of existing landfill sites within the Perth Metropolitan area. The SEMRC is concerned that these targets, whilst admirable, are unlikely to be achieved. With no new landfills within the metropolitan area, there is likely to be significant additional cost for material which is ultimately diverted to landfill (inert waste, residual waste and organics.) which will also require transport over considerable distances, creating additional adverse environmental impacts through creation of greenhouse gases and requirements for additional transport infrastructure.

The SEMRC is of the view that there is room for additional land fill within the metropolitan area and is keen to explore the opportunities available within the SEMRC area for future landfill, which may be used for residual and inert waste.

4. Household Hazardous Waste

It is noted that the issue of Household Hazardous waste is dealt with under both outcomes 4 and 7. The SEMRC is of the view that while there is no metropolitan-wide campaign to manage household hazardous waste it will ultimately find its way to landfill, possibly contaminating both organic waste and recycling waste on its journey. While it is recognised that a household hazardous waste collection program may simply transfer the problem from thousands of households to a few specific sites, possibly changing the risk level, it is considered imperative that the funding for the household hazardous waste collection program be reinstated, particularly with the work currently under way to determine hazardous waste precinct/s for metropolitan Perth.

The SEMRC urges the proposed new Waste Agency to establish a Household Hazardous waste collection program, utilising the Regional Council networks, as matter of urgency.

DRAFT STRATEGIC PLAN AND LEVY REVIEW

The *Strategic Directions* document proposes a number of actions, while the levy document contains eighteen specific recommendations.

The SEMRC has determined that it will not respond to these recommendations on an item-by-item basis. Instead, it will focus its response on the interconnection between the two documents.

It is recognised that the *Strategic Directions* document outlines some funding parameters. The Levy review, in contrast, identifies a broad-brush approach to funding needs on the basis of the levy increasing and the rebate being removed. The SEMRC recognises the need for an injection of funds into strategic development of waste management initiatives in Western Australia and makes the following observations:

1. The continued hypothecation of the levy to waste management initiatives is absolutely essential;
2. The establishment of an independent statutory waste agency is, in the view of the SEMRC , the only viable mechanism through which to achieve the strategic initiatives and directions for waste management in Western Australia;
3. Such an agency should be in place by the end of 2004 at the latest, together with enabling legislation in the form of a new Waste Minimisation and resource recovery Act.

The Levy Review's Recommendation 6 suggests increasing the Landfill Levy from \$3.00 per tonne to \$6.00 per tonne. Further, it recommends (Recommendation 18) the discontinuation of the Rebate Scheme. It is the view of the South East Metropolitan Regional Council that the following adjustments should be made:

4. The rate of the levy increased by a maximum of \$2.00 per tonne;
5. The Rebate Scheme should continue at a capped level as per Recommendation 16;
6. In addition, the funds raised through the levy should be expended on the following:-
 - Strategic funding initiatives
 - Policy development
 - Waste Management Board activities

In line with the *Strategic Directions* document, following its completion and adoption by mid-2004.

7. In order to assist with the long term policy development relevant to local government, levy funds should be provided on an untied basis to support the policy development activities of the Municipal Waste Advisory Council;
8. The Strategic Plan should see the development of an implementation plan to progressively implement the landfill levy in regional centres.

Any further increases to the levy should only be implemented following the development of an appropriately costed and fully developed strategic plan, in consultation with the key stakeholders.

CONCLUSION

The Strategic Directions document takes an important step in refocusing government and community to the key issues relevant to waste management.

The proposed funding of the strategic directions is critical to its success.

The continuation of the waste levy scheme and a modest increase (\$1.50 - \$2.00 per tonne) is supported on the basis that a discrete waste management agency is established by the end of 2004;

- Continued financial support from the state government is provided;
- Funding is dedicated to specific strategic directions;
- Appropriate legislation is in place by the end of 2004;
- Untied funding is provided through the levy to support the policy development activities of the Municipal Waste Advisory Council; and
- The detailed strategic plan is completed by mid-2004.

The South East Metropolitan Regional Council also takes this opportunity to offer assistance to the Waste Management Board in furthering the objectives of *the Strategic Directions* document, particularly in the areas of illegal dumping and developing a local government position and policies relevant to construction and demolition waste.