

<b>Environment Committee</b>	
Mtg Date: 12.03.19	OAR: YES
<b>Authorisation:</b> Bryce Hines	

kac: kac

h:\Departmental\Committee Reports\1903kac Review of Domestic Waste Collection & Temporary Cancellation Policies CR

4 March 2019

## **MEMORANDUM**

TO: CHIEF OPERATING OFFICER (WORKS, PARKS AND RECREATION)

FROM: ACTING IPSWICH WASTE SERVICES MANAGER

RE: REVIEW OF THE DOMESTIC WASTE COLLECTION AND THE TEMPORARY CANCELLATION OF THE DOMESTIC REFUSE AND RECYCLING COLLECTION SERVICES POLICIES

---

### **INTRODUCTION**

This is a report by the Acting Ipswich Waste Services Manager dated 4 March 2019 concerning a review of the Domestic Waste Collection and the Temporary Cancellation of the Domestic Refuse and Recycling Collection Services policies.

### **RELATED PARTIES**

There are no related party matters associated with this report.

### **ADVANCE IPSWICH THEME LINKAGE**

Caring for Our Environment

### **PURPOSE OF REPORT/BACKGROUND**

Under the provisions of the Queensland Public Health Act 2005, local government has been given the responsibility for managing public health risks associated with waste. In order to manage this risk, Council has a legal duty to ensure appropriate waste collection, waste disposal and regulatory controls are available in their jurisdiction to manage waste. Council, therefore, provides regular kerbside waste, recycling and green waste services, litter collection, street sweeping, dead animal collection, park and street bin collection services, removal of illegal dumping and public waste disposal facilities. The number of private landfills available in Ipswich means that Council does not need to provide landfill facilities in its jurisdiction.

Funding of Council's waste management services is provided from general rates revenue and the rated waste services utility charges. General rates revenue funds litter collection, street sweeping, park and street bin collection services and the removal of illegal dumping. Waste services utility charges fund the domestic kerbside waste, recycling and green waste collection services, roadside dead animal removal and public waste disposal site operations.

Council has previously determined that the provision of a mandatory weekly kerbside refuse collection service and a fortnightly recycling collection service is currently the best way to manage day-to-day household waste in a cost effective manner. The scale of the operation, with all households in the serviced areas contributing to operational expenses, provides Council with the ability to offer the service at a very low charge – less than \$7.00 per week. The current system charges households the same charge whether the household places a full bin out for service every week or if the household limits waste generation. The same charge is also applied if a household chooses not to use the service. Therefore the rated waste service charge should be viewed as an availability charge rather than a direct fee for service.

The primary purpose of Council's Domestic Waste Collection policy is to define the area where domestic waste collection services will be provided by Council. Under section 7 of the *Waste Reduction and Recycling Regulation 2011*, if a local government wishes to provide waste collection services to its residents, it needs to nominate which premises will receive the service by designating a defined waste collection area. Premises within this defined area are known as serviced premises under this legislation.

There are households within Ipswich that cannot be provided with a waste collection service by Council. Some roads do not have suitable turnaround areas or are not maintained to a standard suitable for waste collection vehicle operation. This constraint is recognised in the current Domestic Waste Collection Policy and is an important operational consideration.

The legislation also provides requirements on the appropriate management of waste in unserved areas. Section 81ZK of the *Environmental Protection Regulation 2008* requires waste to be disposed at an approved waste disposal facility or under a special written approval by Council that imposes conditions on the place and disposal method. With the exception of compostable waste, the only practical legal means of disposing of household waste, other than by means of a domestic waste collection service, is at an approved waste disposal facility such as the Riverview or Rosewood Recycling and Refuse Centre.

Properties are also exempt from rated waste charges if there is no occupiable dwelling on site. These exemptions are provided if a house has been demolished, removed, is uninhabitable or has burnt down.

## **DISCUSSION**

There are elements of the current Domestic Waste Collection and the Temporary Cancellation of the Domestic Refuse and Recycling Collection Services policies that are inconsistent with Councils aim to provide a cost effective and equitable service to its households:

- **Eight hectare exemption:** The current Domestic Waste Collection policy allows residents with properties that are greater than eight hectares in area to have the right to abstain from a waste collection service. This exemption effectively removes the particular property from the designated waste collection area. According to the current policy, these residents are required to dispose of their waste at an approved waste disposal facility.
- **Temporary cancellation policy:** The current Temporary Cancellation of the Domestic Refuse and Recycling Collection Services policy allows property owners to temporarily suspend their rated waste services charges if their house will be vacant for an extended period. A cumbersome administration process accompanies this process to ensure that the house continues to be vacant. There are currently three temporary cancellation approvals in place.

It is more equitable to require all serviceable and occupiable households to be rated for a waste collection service. Every household that is provided with an exemption from the designated waste collection area results in an increased cost burden on the remaining households that are funding the service. As previously mentioned, the charging mechanism isn't volume or user based – it is an availability charge – therefore it make no sense to allow some households to abstain from the service.

As well as the direct loss of revenue from rated waste services charges, there are costs involved in providing a subsidised waste disposal facility for unserved premises. It is more cost effective to collect as much household waste as possible via the kerbside collection service rather than collecting the material at a public waste disposal facility. Every domestic waste disposal transaction at the Recycling & Refuse Centres costs Council \$26.80 per transaction. Current gate fees are \$12 per transaction. Households that do not pay for rated waste services charges are not contributing to the subsidised funding of the public Recycling & Refuse Centres and are therefore placing an unfair cost burden on households that are rated for waste services charges.

It is therefore recommended that the eight hectare exemption be removed from the Domestic Waste Collection policy and the Temporary Cancellation of the Domestic Refuse and Recycling Collection Services policy be repealed. According to a Pathways extract of rateable properties without rated waste services, there are about 230 properties without a rated waste service that may be impacted by this proposal with the Local Government Code "Dwellings >0.4047 ha." There are also a further 280 properties that are listed as a Farming or Cattle breeding Local Government code that may have a residence on the property. All these properties would need to be audited, and contact made with the property owners, to confirm the existence of an occupiable premises, whether adequate turnarounds exist and if the quality of the road is adequate for the collection vehicles before any consideration could be made on potentially commencing a waste service on the property.

## **Amended Domestic Waste Collection policy**

The following attachments detail the suggested amendments to the Domestic Waste Collection policy:

- Attachment A is the current adopted Domestic Waste Collection Policy;
- Attachment B contains the suggested amendments of the policy statement in tracked changes;
- Attachment C is the proposed policy in the updated corporate policy format; and
- Attachment D is the current Temporary Cancellation of the Domestic Refuse and Recycling Collection Services policy

The following amendments are proposed including updates to current legal requirements and terminology as follows:

### Domestic Waste Collection policy

- Formally designate the waste collection area in the policy.
- Remove the eight hectare exemption.
- Change the term "Certificate of Occupancy" to "Final Inspection".

### Temporary Cancellation policy

- Repeal the Temporary Cancellation of the Domestic Refuse and Recycling Collection Services policy.

## **RESOURCE IMPLICATIONS**

The proposed changes to the Domestic Waste Collection policy will not provide any significant burden on administrative processes undertaken by Ipswich Waste Services and can be undertaken within existing roles and staffing levels. The above mentioned audit process is already undertaken to ensure that the commencement of new service also results in the commencement of charging on the rates system. There will be a slight increase in rated revenue if there is an increase in the number of serviced premises throughout Ipswich established as rated waste services.

## **RISK MANAGEMENT IMPLICATIONS**

The key risk to Council from the proposed changes to the Domestic Waste Collection policy is negative community feedback from ratepayers that do not wish to pay for a waste collection service. It will be important to clearly communicate the reasoning behind the proposed changes and its community benefits.

## **LEGAL\POLICY BASIS:**

*This report and its recommendations are consistent with the following legislative provisions:*

- *Environmental Protection Regulation 2008*
- *Waste Reduction and Recycling Regulation 2011*





## COMMUNITY AND OTHER CONSULTATION:

Due to the number of households that could potentially be effected by the proposal to remove the eight hectare exemption for the provision of a domestic waste collection service, it is suggested that a community engagement process be undertaken to seek feedback from the community.

## CONCLUSION:

A review has been undertaken of Council's Domestic Waste Collection and Temporary Cancellation of the Domestic Refuse and Recycling Collection Services policies. Proposed amendments to these policies recognise that the rated waste services charge should be viewed as an availability charge and that Council should offer waste collection services to all serviceable and occupiable households within Ipswich. Residents with properties that are greater than eight hectares in area should not have the right to abstain from a waste collection service and areas outside the current collection area that can be serviced should be included in the designated waste collection area. It should be Council's decision if a service is not provided to an occupiable dwelling based on road quality (maintained or not) and turnaround availability. It is suggested that a community engagement process be undertaken to seek feedback from the community to complete the review process.

## ATTACHMENTS:

Name of Attachment	Attachment
Domestic Waste Collection Policy – current version	 Attachment A
Suggested amendments of current Domestic Waste Collection Policy	 Attachment B
Proposed Domestic Waste Collection Policy	 Attachment C
Temporary Cancellation of the Domestic Refuse and Recycling Collection Services policy	 Attachment D

**RECOMMENDATION:**

That the Interim Administrator of Ipswich City Council resolve:

That a community consultation process be undertaken to seek community feedback on the proposed changes to the Domestic Waste Collection Policy as detailed in Attachment C to the report by the Acting Ipswich Waste Services Manager dated 4 March 2019.

Kay Clarke

**ACTING IPSWICH WASTE SERVICES MANAGER**

I concur with the recommendation/s contained in this report.

Bryce Hines

**CHIEF OPERATING OFFICER (WORKS, PARKS AND RECREATION)**