

Expansion of Green Waste Collection Services

Strategic Alignment - Our Environment

Public

Tuesday, 18 February 2025
Infrastructure and Public Works Committee

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EXECUTIVE SUMMARY

The report responds to a Council decision on 9 July 2024 ([Link 1](#)) that requested the Administration report back on opportunities to expand the three-bin waste collection services to other places where people gather, noting the green organics waste trial in Rundle Mall, as follows:

'That Council, noting the successful green waste trial that was implemented in Rundle Mall and the pending further restrictions on single use plastics, asks the Administration to report back on opportunities to expand the three bin waste collection services to other places where people aggregate across the City including key sites in the CBD, main streets and select locations in the Park Lands.'

The options presented draw on Council Member feedback provided during a workshop of the City Planning, Development and Business Affairs Committee (the Committee) on 6 June 2023 to discuss resource recovery and waste policy options ([Link 2](#)).

The options presented are:

- Option A: Expanded Community Groups Kerbside Collection Service
- Option B: Expanded Business Kerbside Collection Service
- Option C: Additional Public Place Waste Collection Services.

The options address key actions in the Council's Strategic Plan 2024-28 to:

- 'provide progressive waste management and resource recovery services', and to,
- 'partner with the community to divert more waste from landfill'.

Council's strategic target is to 'Increase diversion from landfill for residential kerbside waste from 50% (2020) to 80% by 2030', our current focus is on residential kerbside diversion rather than public place recycling.

CoA considered amendments to its Kerbside Waste Management Services Operating Guidelines (Operating Guidelines) on 12 March 2024 ([Link 3](#)), which was deferred back to the Committee for further discussion.

The Council subsequently noted the updated Operating Guidelines at its meeting on 14 May 2024 without changing service levels or operating budget ([Link 4](#)).

The Administration is undertaking a feasibility study in 2024/25 of CoA's existing kerbside waste and recycling service which does not assess options for expanding waste services or identifying potential or future trial projects.

The current kerbside waste collection contractor is Cleanaway Pty Ltd. Further discussions with our existing collection contractor to assess their service capabilities and determine the financial implications associated with the options presented in this report would be part of next steps.

The options proposed within this report are unfunded. They are subject to budget deliberations and a future decision(s) by the Council.

RECOMMENDATION

The following recommendation will be presented to Council on 25 February 2025 for consideration

THAT THE INFRASTRUCTURE AND PUBLIC WORKS COMMITTEE RECOMMENDS TO COUNCIL
THAT COUNCIL

1. Notes the options presented to expand the three-bin waste collection service as contained in Item 7.5 on the Agenda of the Infrastructure and Public Works Committee held on 18 February 2025, and currently unfunded within the operating budget.
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IMPLICATIONS AND FINANCIALS

City of Adelaide 2024-2028 Strategic Plan	Alignment – Our Environment Action: Provide progressive waste management and resource recovery services Action: Partner with the community to divert more waste from landfill
Policy	The City of Adelaide's (CoA's) Strategic Plan 2024-2028 and Integrated Climate Strategy 2030 provide the policy framework and targets for waste and resource recovery. CoA's Operating Guidelines for Kerbside Waste Management Services were noted by the Council on 14 May 2024 (Link 4) and would require amending in the event of any future service level change to expand waste services.
Consultation	Not as a result of this report
Resource	Implementation of any service changes are unfunded and subject to future budget deliberations.
Risk / Legal / Legislative	Not as a result of this report
Opportunities	To provide progressive waste management and resource recovery services, and to partner with the community to divert more waste from landfill.
24/25 Budget Allocation	CoA allocates approximately 2% of its 2024/25 budget to waste management services. The 2024/25 Annual Business Plan and Budget includes \$100,000 for feasibility studies for existing kerbside waste and recycling collection. Any expansion of waste services or trial projects is beyond the scope of this study.
Proposed 25/26 Budget Allocation	The item that is the subject of this report is currently unfunded. Any required funding for this item is subject to, and needs to be considered in the context of, the prioritisation of projects, initiatives and service enhancements for the development of the 2025/26 budget, and within the parameters of the Long Term Financial Plan to ensure long-term financial sustainability.
Life of Project, Service, Initiative or (Expectancy of) Asset	Not as a result of this report
24/25 Budget Reconsideration (if applicable)	Not as a result of this report
Ongoing Costs (eg maintenance cost)	If waste service levels are changed, there will be ongoing operating and administrative costs to be determined.
Other Funding Sources	Not as a result of this report

DISCUSSION

Background

1. The purpose of this report is to present opportunities to expand the three-bin waste collection service, considering key locations in the city, including main streets and select locations in the Adelaide Park Lands to meet Council's strategic objectives.
2. The report responds to a Council decision on 9 July 2024 ([Link 1](#)) that requested the Administration report back on opportunities to expand the three-bin waste collection services to other places where people gather, noting the success of the green organics waste trial in Rundle Mall, as follows:
 - 2.1. *'That Council, noting the successful green waste trial that was implemented in Rundle Mall and the pending further restrictions on single use plastics, asks the Administration to report back on opportunities to expand the three bin waste collection services to other places where people aggregate across the City including key sites in the CBD, main streets and select locations in the Park Lands.'*
3. Through a collaboration between CoA, the Adelaide Economic Development Agency (AEDA), and Green Industries SA, a 12-month public place organics recycling pilot was delivered in Rundle Mall commencing in the 2022/23 financial year and operationalised in 2023/24. The pilot introduced six bin stations with three collection streams (waste, recycling, and green organics).
4. The pilot was delivered through a systems approach that considered all users, including public and retailer interactions, bin placement locations, collections and cleansing, end processing of material, asset management, education and incentives.
5. The Rundle Mall pilot demonstrated effective practice for waste, recycling and green organics recovery, where the system was supported through comprehensive on-site educational support. Without ongoing educational initiatives to support the system improvements, a reduction in the diversion of green organics has occurred under standard operation.
6. Despite recent legislative changes to reduce single-use plastics associated with food and beverage packaging in September 2024, contamination levels in the Rundle Mall organics stream remain higher than other kerbside organics collections within the city.
7. The Rundle Mall waste system is a bespoke model and was not expanded to other public locations noting the existing resource requirements associated with managing contamination levels, servicing and education for users.

Current Waste Services

8. CoA considered amendments to its Kerbside Waste Management Services Operating Guidelines (Operating Guidelines) on 12 March 2024 ([Link 3](#)), which was deferred back to the Committee for further discussion.
9. The Council subsequently noted the updated Operating Guidelines at its meeting on 14 May 2024 without changing service levels or operating budget ([Link 4](#)).
10. CoA currently offers the following waste service levels:
 - 10.1. Residential Kerbside Collection Service – three waste stream collection comprising: weekly general waste, fortnightly co-mingled recycling, fortnightly food and green organics.
 - 10.2. Businesses and Commercial Kerbside Collection Service – two waste stream collection comprising: weekly general waste, and fortnightly co-mingled recycling to eligible businesses
 - 10.3. Multi-unit Dwellings Residential Kerbside Collection Service – three waste stream collection comprising: weekly general waste, weekly co-mingled recycling, and weekly food and green organics to eligible multi-unit dwellings.
 - 10.4. Community Groups Kerbside Collection Service – single waste stream collection comprising weekly general waste collection to eligible groups.
 - 10.5. Public general waste bins across the city and the Adelaide Park Lands.
11. CoA's strategic waste target is to *'Increase diversion from landfill for residential kerbside waste from 50% (2020) to 80% by 2030'*.
12. Public place recycling may contribute to the Council's strategic key actions however, the greatest improvements toward the strategic target in the short term may be realised through a change in existing service levels for residential kerbside waste collection.

13. This will become increasingly important as the population grows to ensure ongoing amenity for city residents, including assessing the suitability and financial sustainability of a three-bin kerbside collection and bin presentation to the street.

Options to expand the three-bin waste collection services

14. In response to Council's decision on 9 July 2024 ([Link 1](#)), three options to expand the three-bin waste collection services, including to public places across the city are presented, as follows:
 - 14.1. **Option A:** Expanded Community Groups Kerbside Collection Service - expand the current waste service to include yellow recycling and green organics services to existing community user groups serviced by CoA.
 - 14.2. **Option B:** Expanded Business and Commercial Kerbside Collection Service - expand the current waste service to include green organics services to existing businesses serviced by CoA.
 - 14.3. **Option C:** Additional Public Place Waste Collection Services - expand the Rundle Mall organics approach to other city locations with a focus on high pedestrian areas such as main streets.
15. The options presented draw on Council Member feedback provided during a workshop of the City Planning, Development and Business Affairs Committee (the Committee) on 6 June 2023 to discuss resource recovery and waste policy options ([Link 2](#)).
16. Changes to all service levels and related programming have not been costed, and the implementation of any future service changes decided by the Council will be subject to the Annual Business Plan and Budget process.
17. Preliminary assessment of the Council's current service provision against forecast growth and strategic targets support further consideration being given to Option A and Option B.
18. Education programming is needed to support the successful outcome of all three options to manage change and support the correct use of the collection systems.

Option A: Expanded Community Groups Kerbside Collection Service

19. CoA currently provides a waste collection service (red bin) for eligible Community Groups in accordance with the Kerbside Waste Management Services Operating Guideline.
20. The current cost of this service is approximately \$23,000 per annum for collection only from 11 sporting clubs.
21. Expansion of this service to a three-bin collection would capture locations where people gather across the city including key sites in the CBD, main streets and select locations in the Adelaide Park Lands within a managed setting.
22. This option could be further refined to apply to Adelaide Park Lands sites only, or, expanded to include all eligible community groups within the city.
23. To be eligible for CoA servicing, a Community Group must provide space to store one week's worth of waste, allow for proper access and egress for safe waste collection by CoA or its provider, and accommodate the ability to transition to private waste management services if waste volumes exceed the city's service capacity.
24. Eligible Community Groups may include:
 - 24.1. Sporting and recreational clubs
 - 24.2. Child-care centres
 - 24.3. Churches
 - 24.4. Adelaide Park Lands Lessees (non-commercial).
25. A preliminary forecast was prepared by Aurecon. This was based on a three-bin kerbside service with new weekly green organics, new fortnightly recycling, and existing weekly waste services provided to *all* eligible Community Groups.
 - 25.1. This service change would result in an additional 80-90 bins for each stream (160-180 additional bins above the current service offering).
26. Assuming that 80% of contamination in all three streams is recovered, the following outcomes are estimated (noting a transitional period would be required to meet full service delivery):

- 26.1. Cost for collection and disposal services: \$17,600 per annum (plus an additional, one-off initial cost for new green organics and yellow recycling bins \$9,000)
- 26.2. Diversion from landfill rate estimated up to 70%
- 26.3. Tonnes collected: approximately 30 tonnes per annum
- 26.4. Carbon Emissions reductions for all three streams: 11 tCO₂e per annum (approximately half of current operations).

Option B: Expanded Business and Commercial Collection Service

- 27. The current Business and Commercial Kerbside Collection Service for eligible businesses in accordance with the Kerbside Waste Management Services Operating Guidelines comprises:
 - 27.1. 1 x 240 litre recycling (yellow lid) bin, collected fortnightly
 - 27.2. 1 x 140 litre waste (red lid) bin, collected weekly
 - 27.3. A cardboard collection service may be provided and is reviewed periodically by CoA.
- 28. Eligible businesses or commercial premises that pay one Council rate may presently receive one kerbside collection service and a maximum of two if they pay two Council rates or more.
- 29. The cost of this service is approximately \$490,209 per annum for collection and disposal only.
- 30. This service could be expanded to provide a weekly organics recycling service as part of the overall business offering on the basis the site must have sufficient approved space for storing one week's worth of waste, recycling and green organics, along with adequate access and egress for safe collection by CoA or its provider.
- 31. If the business's waste volumes exceed the capacity of the City's service, the premises must transition to private waste management services
- 32. A preliminary forecast was prepared by Aurecon. This was based on a three-bin kerbside service with new weekly green organics, and existing fortnightly recycling and existing weekly waste services provided to *all* eligible businesses.
 - 32.1. This service change would result in an additional 2,000 bins above the current service offerings.
- 33. Assuming that 80% of contamination in all three streams was recovered, the following outcomes are estimated (noting a transitional period would be required to meet full service delivery):
 - 33.1. Cost for collection and disposal services: \$492,137 (plus an additional, lump cost for new green organics bins only \$118,721)
 - 33.2. Diversion from landfill rate: up to 75%
 - 33.3. Tonnes collected: approximately 950 tonnes
 - 33.4. Carbon Emissions for all three streams: 303 tCO₂e in 25/26 (down from 589 CO₂e in 2023/24).

Option C: Additional Public Place Waste Collection Services

- 34. Excepting Rundle Mall, there are no public place three-bin waste collection services offered by CoA.
- 35. In 2022/23, CoA committed \$143,000 with additional funding of \$72,000 from Green Industries SA to implement the Rundle Mall pilot.
- 36. The cost of this service is approximately \$68,810.00 per annum assuming the recovery of all organics bins.
- 37. CoA offers bespoke waste collection solutions in a limited number of locations, including 10-cent container collection trays on public waste bins, and recycling and reuse hubs for hard-to-recycle materials located at the customer centre in Pirie Street, North Adelaide Community Centre, City Library and the Minor Works Building Community Centre.
- 38. Additional locations could be evaluated for feasibility, with a focus on high-pedestrian areas such as main streets.
- 39. Contamination rates in public places are expected to be higher than in Option A and Option B. This is because public spaces have more variables, such as different collection systems within them, varied materials collected, and visitors who are accustomed to different systems.

Next Steps

40. Implementation of any of the options presented within this report are unfunded and would be subject to budget deliberations and a future decision(s) by the Council.
41. The Administration is undertaking a feasibility study in 2024/25 of CoA's existing kerbside waste and recycling service. The scope of that study does not assess options for expanding waste services or identifying potential or future trial projects.
42. The current kerbside waste collection contractor is Cleanaway Pty Ltd. Further discussions with our existing collection contractor will be required to assess their service capabilities and determine the financial implications associated with the option supported from this report.

DATA AND SUPPORTING INFORMATION

Link 1 – [Agenda – Council – Tuesday, 9 July 2024](#)

Link 2 – [Agenda – City Planning, Development and Business Affairs Committee – Tuesday, 6 June 2023](#)

Link 3 – [Agenda – City Planning, Development and Business Affairs Committee – Tuesday, 5 March 2024](#)

Link 4 – [Agenda – City Planning, Development and Business Affairs Committee – Tuesday 7 May 2024](#)

ATTACHMENTS

Nil

- END OF REPORT -