

His Worship the Mayor
Councillors
City of Marion

Notice of Infrastructure and Environment Committee

Council Chamber, Council Administration Centre
245 Sturt Road, Sturt

Tuesday, 6 August 2024 at 6.30 pm

The CEO hereby gives Notice pursuant to the provisions under Section 83 of the *Local Government Act 1999* that an Infrastructure and Environment Committee will be held.

A copy of the Agenda for this meeting is attached in accordance with Section 83 of the Act.

Meetings of the Council are open to the public and interested members of this community are welcome to attend. Access to the Council Chamber is via the main entrance to the Administration Centre on Sturt Road, Sturt.



Tony Harrison
Chief Executive Officer

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1 Open Meeting

2 Kurna Acknowledgement

We acknowledge the Kurna people, the traditional custodians of this land and pay our respects to their elders past and present.

3 Elected Member Declaration of Interest (if any)

4 Confirmation of Minutes

4.1 Confirmation of Minutes of the Environment Committee Meeting held on 9 July 2024

Report Reference	IEC240806R4.1
Originating Officer	Business Support Officer – Governance and Council Support – Cassidy Mitchell
Corporate Manager	Manager Office of the Chief Executive – Kate McKenzie
General Manager	Chief Executive Officer – Tony Harrison

RECOMMENDATION

That the minutes of the Environment Committee Meeting held on 9 July 2024 be taken as read and confirmed.

ATTACHMENTS

1. IE C 240709 - Minutes [4.1.1 - 7 pages]



**Minutes of the Infrastructure and Environment Committee
held on Tuesday, 9 July 2024 at 6.30 pm
Council Chamber, Council Administration Centre
245 Sturt Road, Sturt**

**PRESENT**

Councillor Sarah Luscombe (Chair)
Councillor Jason Veliskou
Councillor Nathan Prior
Councillor Raelene Telfer

Councillor Luke Naismith
Councillor Jayne Hoffmann
Councillor Matt Taylor
Councillor Renuka Lama (6:37pm)

In Attendance

Chief Executive Officer - Tony Harrison
Acting General Manager City Services - Brian Green
Executive Officer to the General Manager City Services - Colleen Madsen
Unit Manager Environmental Sustainability – Rebecca Neumann
Water Resources Coordinator – Glynn Ricketts
Acting Manager Operations - Renee Pitcher
Manager City Property - Mark Hubbard
Flinders University Principal Sustainability Strategist – William Van Ausdal

1 Open Meeting

The Chair opened the meeting at 6.33pm.

2 Kaurna Acknowledgement

We acknowledge the Kaurna people, the traditional custodians of this land and pay our respects to their elders past and present.

3 Elected Member Declaration of Interest (if any)

The Chair asked if any member wished to disclose an interest in relation to any item being considered at the meeting.

The following interests were disclosed:

- Nil

6:37pm Councillor Lama entered the meeting.

4 Confirmation of Minutes**4.1 Confirmation of Minutes of the Environment Committee Meeting held on 11 June 2024**

Report Reference IEC24709R4.1



Moved Councillor Telfer

Seconded Councillor Hoffman

That the minutes of the Environment Committee Meeting held on 6 June 2024 be taken as read and confirmed.

carried unanimously

5 Business Arising

5.1 Business Arising Statement - Action Items

Report Reference	IEC240709R5.1
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Moved Councillor Hoffman

Seconded Councillor Taylor

That the Infrastructure and Environment Committee:

1. Notes the business arising statement, meeting schedule and upcoming items.

carried unanimously

6 Confidential Items – Nil

7 Reports for Discussion

7.1 Flinders University Sustainability Strategy

Report Reference	IEC240709R7.1
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The Chair welcomed the Flinders University Principal Sustainability Strategist, William Van Ausdal to present on Flinders University's 2030 Sustainability Strategy.

The presentation covered Flinders University's journey from their initial Sustainability Plan in 2018 to their current 2030 Sustainability Strategy in 2024, highlighting their achievements along the way. Flinders University is currently ranked 42nd globally for environmental sustainability among over 1,500 universities.

The Sustainability Strategy is based on 3 basic principles; 1. Contributing to a sustainable society, 2. Taking climate action, 3. Whole-of-Flinders approach.

Discussion with the Committee included:

- Collaboration between the City of Marion (CoM) and Flinders could include advocating for public policies such as active public transport, renewable energy, community batteries and improving wetlands ecosystems. Flinders would be happy to participate in joint submissions.
- Flinders has a good relationship with CoM through the Oaklands education centre and the Industry Advisory Board.
- Flinders most impactful role lies in teaching.
- Opportunities for council include a grant application for micro-credentials focussing on upskilling councils in sustainability. If successful, that may allow us to co-develop what this means for council staff.



- The number 1 opportunity for CoM sustainability would be to focus on active transport. It brings communities together and has cost, safety and health benefits.
- Social equality and sustainability were discussed. This is covered under the 17 Sustainable Development Goals. Flinders have policies to encourage low-income students.
- Flinders spend approximately 3 weeks per year collecting data on measuring carbon, with the assistance of consultants. May be possible to obtain a carbon footprint for between \$20k - \$40k. This would not include the modelling on how to reduce emissions.
- Community emissions are difficult to quantify.
- Formal requests for partnership opportunities can be made through the Vice Chancellor.
- Flinders is developing design guidelines to ensure every new building incorporates principles of water reuse and efficiency, including smart landscaping and a masterplan addressing this for a 50-year horizon.
- There is a methodology to greenhouse protocol. A lot of Scope 3 emissions are based on expenditure data. Once that data is downloaded it will assist on where to prioritise and focus attention.

Moved Councillor Naismith

Seconded Councillor Taylor

That the Infrastructure and Environment Committee:

1. Notes the presentation from Flinders University Principal Sustainability Strategist William Van Ausdal on the Flinders University 2030 Sustainability Strategy.

carried unanimously

7.2 262 Sturt Road Precinct - Landscaping

Report Reference IEC240709R7.2

The Chair welcomed the Manager City Property and Acting Manager Operations to present the Committee with options on how to landscape the 262 Sturt Road sporting precinct and surrounding parks, utilising a portion of funding allocated towards the Marion Sports and Community Club car park budget from the City of Marion Building Asset Strategy.

A high-level handout was provided to the Committee on some options of greening the site with the proposed funding.

Discussion with the Committee included:

- The Committee requested clarification on the purpose of this report. Staff explained that the report outlines potential landscaping options for the site with the proposed funding.
- Growing trees in large carparks – strata cells to maximise growth in hard landscaping treatments draws moisture down to the roots. Another option is rain gardens and swales and WSUD can be combined.
- The committee questioned the difference in the carbon offset for the new landscaping treatments versus the 2 trees that are being removed.



- Administration advised that it would take approximately 20 years to replace the carbon offset by the removal of the 2 trees.
- The carbon offset will be quantified when the report is presented to Council.
- Expectations of the community for the carbon offset and stakeholder management was discussed.
- Administration advised that Council has recently adopted the Tree Asset Management Plan and a significant amount of consultation was undertaken with the community on greening, street trees, and biodiversity. There is a large focus on greening the City of Marion and the benefits and community expectations are known.
- The Community Engagement team should assess community expectations regarding the removal of the 2 trees and ensure communication on how council will offset the value of the trees beyond their BAU.
- The Committee decided that it would be more prudent to wait until there is a precinct plan before presenting any recommendations to Council.
- Community consultation should focus on the entire precinct plan rather than a stage-by-stage approach.

Moved Councillor Naismith

Seconded Councillor Hoffman

That the Infrastructure and Environment Committee:

1. Recommends that relevant Council divisions ensure that improving landscaping and biodiversity outcomes is embedded as an objective to achieve where possible for projects at the 262 Sturt Road Sports Precinct.
2. Notes consideration of a number of options, including allocation of \$78,200 were discussed.

carried unanimously

7.3 Marion Water Business Update

Report Reference IEC240709R7.3

The Chair welcomed the Water Resources Coordinator to provide an update of the Marion Water's recent \$5.6M expansion and to discuss a potential grant opportunity to help fund capital costs for expanding the water distribution network to Majors Road soccer pitches.

The presentation included:

- The 4-year strategic plan.
- A potential grant opportunity from the Department of Environment and Water (DEW) with a funding agreement under the Resilient River Water Infrastructure Program.

Discussion with the Committee included:

- Discussion on our energy consumption occurring at night and the necessary infrastructure size to generate and store that power at night. Staff advised that the new pumps require half



the energy of the old ones installed in 2012. As we replace those pumps, they become more energy efficient.

QoN – What is the energy budget for the Water Business and can the energy usage be totally offset using a battery and renewable source.

- The Water Business has focused on the use of treated stormwater fit for irrigation. If we are approving new sub-divisions, it is critical to explore using additionally treated water for those facilities. While ongoing Investment in infrastructure is necessary, it will benefit what we are doing in the future.
- With the increase in community demand for irrigation of sites, staff advised that we first look to using native groundwater as this is the most cost efficient and environmentally sustainable option. The second option is based on cost and is Marion Water. Lastly, we use potable water, with grants assisting with this. These are normally small areas away from our pipes. If pocket parks are in close proximity, they could be connected efficiently; otherwise, SA Water, which is more expensive, would need to be used.
- Demand for toilets not yet there.
- Extending the network up the hills opens other opportunities.
- Savings of approximately \$50k per quarter can be made by using Marion Water in lieu of SA Water at Majors Road. (graph showed saving over 2 years)
- Majors Road soccer could be serviced by another small extension that would include a small booster pump. Staff are in discussions with DEW for a federally funded grant. An application would need to be submitted pending a Council resolution.
- The Grant would significantly fund a 1.8 km network extension from the Marion Golf Course to the new soccer pitches on Majors Road. A new booster pump will also be required. Current cost of pipeline is estimated at circa \$440k.
- To make the grant bid attractive to the funding agencies, the City of Marion will be a party to a tripartite funding arrangement with the City of Onkaparinga and the Eastern Regional Authority.
- Each party will have a separate funding agreement and will only be responsible for its own displacement of potable water with treated stormwater supply for the sites in each respective council area.
- Current demand at that facility (soccer) is 3 pitches; volume is 25 megalitres per year. Grant is per megalitre. If we apply for 3 pitches, the grant would be for \$320k, if we can justify 4 pitches the grant would go up to \$390k.
- Consideration of the long-term benefits of expanding the network into a larger infrastructure, establishing a foundation for future of branching off and extending our above-ground watering of open spaces.
- Cove Soccer made an application of up to \$500k funding to increase from 3 to 4 soccer pitches (and has been received). Council also has a resolution to support up to \$500k.
- The committee and staff discussed future possibilities of expanding further south.



Moved Councillor Taylor

Seconded Councillor Prior

That the Infrastructure and Environment Committee:

1. Receives a presentation from the Water Resource Coordinator on Marion Water and the potential grant opportunity to expand the Business Unit.
2. Supports staff to present a report to General Council in August 2024 regarding the grant opportunity for Marion Water.

carried unanimously

8 Reports for Noting - Nil

9 Workshop / Presentation Items - Nil

10 Other Business

11 Meeting Closure

The meeting shall conclude on or before 9.30pm unless there is a specific motion adopted at the meeting to continue beyond that time.

The meeting was declared closed at 8.25pm.

CONFIRMED THIS 6 DAY OF AUGUST 2024

CHAIRPERSON

5 Business Arising

5.1 Business Arising Statement - Action Items

Report Reference	IEC240806R5.1
Originating Officer	Executive Officer to the General Manager City Services – Colleen Madsen
Corporate Manager	N/A
General Manager	General Manager City Services – Ben Keen

REPORT OBJECTIVE

The purpose of this report is to review the business arising from previous meetings of the Environment Committee meetings, the meeting schedule and upcoming items.

RECOMMENDATION

That the Infrastructure and Environment Committee:

- 1. Notes the business arising statement, meeting schedule and upcoming items.**

ATTACHMENTS

1. IE C 240806 - Business Arising as at 31 July 2024 [**5.1.1** - 1 page]
2. IE C 240806 - Schedule of Upcoming Items 2024 [**5.1.2** - 3 pages]

**CITY OF MARION
BUSINESS ARISING INFRASTRUCTURE AND ENVIRONMENT COMMITTEE MEETINGS**

AS AT 6 AUGUST 2024



Meeting Date	Document	Item	Action Required	Assignee/s	Action Taken / Response	Status
11 June 2024	IEC240611R7.1	Environmental Sustainability Plan	The committee would like to see figures on how much we spend on each environmental sustainability area included in the Draft Environmental Sustainability Plan that comes back to IEC later in 2024.	R Neumann	Report scheduled for 12 November IEC meeting.	In progress
11 June 2024	IEC240611R7.2	Carbon Inventory and Reporting	The committee suggested revising the Carbon Neutral Plan and bring it back to Council in the next 12 months for review.	R Neumann	Included in the GC schedule of upcoming items for June 2025.	In progress
9 July 2024	IEC240709R7.3	Marion Water Business Update	QoN What is the energy budget for the Water Business and can the energy usage be totally offset using a battery and renewable source.	G Ricketts	Committee emailed response 31 July 2024	Complete

* Completed items to be removed are shaded

Infrastructure and Environment Committee – 2024 Schedule of upcoming items

Infrastructure and Environment Committee Date: Tuesday, 13 February Time: 6.30pm – 9.30pm Venue: Chamber				
Topic	Type of Report	Description	External Attendees	Staff Responsible
Digitised Tree Asset Management Plan				I Seccafien
Community Renewables and VPP and EVs		Includes an update on EV transition plan and charging stations		M Allen
Workshop agenda for 2024				

Infrastructure and Environment Committee Date: Tuesday, 9 April Time: 6.30pm – 9.30pm Venue: Chamber				
Topic	Type of Report	Description	External Attendees	Staff Responsible
Business Arising		Business arising from previous meetings, the meeting schedule, and upcoming items		C Madsen
Walking and Cycling Action Plan				M Allen
Footpaths		Refer GC231212		C Lundborg
Streetscape program		10-year program		M Allen

Infrastructure and Environment Committee Date: Tuesday, 11 June Time: 6.30pm – 9.30pm Venue: Chamber				
Topic	Type of Report	Description	External Attendees	Staff Responsible
Business Arising		Business arising from previous meetings, the meeting schedule, and upcoming items		C Madsen
Environmental Engagement and Comms		Info update and help inform program over the rest of calendar year. Feedback on focus areas for Common thread Question about sustainability rebates program		R Neumann

Infrastructure and Environment Committee – 2024 Schedule of upcoming items

Environment Plan		Engagement on scope and directions for the CoM Environmental Sustainability Plan (and CoM Strategic Plan if time permits)		R Neumann
Carbon Inventory and Reporting				R Neumann

Infrastructure and Environment Committee		Date: Tuesday, 9 July	Time: 6.30pm – 9.30pm	Venue: Chamber	
Topic	Type of Report	Description	External Attendees	Staff Responsible	
Business Arising		Business arising from previous meetings, the meeting schedule, and upcoming items		C Madsen	
Flinders University Sustainability Strategy			William Van Ausdal	M Allen	
Marion Water Business Update				G Ricketts	
262 Sturt Road Precinct Landscaping		Review of scope		B Jaggard M Hubbard	

Infrastructure and Environment Committee		Date: Tuesday, 6 August	Time: 6.30pm – 9.30pm	Venue: Chamber	
Topic	Type of Report	Description	External Attendees	Staff Responsible	
Business Arising		Business arising from previous meetings, the meeting schedule, and upcoming items		C Madsen	
EV Charging Station trial (SAPN)		Update on SA Power Networks Electric Vehicle (EV) Charging Station trial and the joint EV charging stations request for proposal tender.		C Lundborg	
Sustainable Solar Savings Scheme		Brief Update	ShineHub	M Allen	
FOGO (Food Organics, Green Organics)	Conf.			A Byrne	

Infrastructure and Environment Committee – 2024 Schedule of upcoming items

Infrastructure and Environment Committee Date: Tuesday, 10 September Time: 6.30pm – 9.30pm Venue: Chamber				
Topic	Type of Report	Description	External Attendees	Staff Responsible
Business Arising		Business arising from previous meetings, the meeting schedule, and upcoming items		C Madsen
Green Adelaide Update			Chris Daniels	R Neumann
Field River Dunes				R Neumann
Tonsley Car Park (TBC)				C Lundborg
Streetscape Matrix				C Lundborg

Infrastructure and Environment Committee Date: Tuesday, 8 October Time: 6.30pm – 9.30pm Venue: Chamber				
Topic	Type of Report	Description	External Attendees	Staff Responsible
Business Arising		Business arising from previous meetings, the meeting schedule, and upcoming items		C Madsen

Infrastructure and Environment Committee Date: Tuesday, 12 November Time: 6.30pm – 9.30pm Venue: Chamber				
Topic	Type of Report	Description	External Attendees	Staff Responsible
Business Arising		Business arising from previous meetings, the meeting schedule, and upcoming items		C Madsen
Draft Environmental Sustainability Plan				R Neumann

6 Reports for Discussion

6.1 EV Charging Station Trial (SAPN)

Report Reference	IEC240806R6.1
Originating Officer	Manager Engineering, Assets and Environment – Mathew Allen
Corporate Manager	Manager Engineering, Assets and Environment - Mathew Allen
General Manager	General Manager City Services - Angela Allison

REPORT HISTORY

Report Reference	Report Title
GC231212M14.2	Community Renewables Program
ICE240213R7.2	Community Renewables Program

REPORT OBJECTIVE

The purpose of this report is to provide the Infrastructure and Environment Committee with an update on the Public EV Charging Station trial undertaken by SA Power Networks (SAPN) and the City of Mitcham.

EXECUTIVE SUMMARY

The Public EV Charging Station trial, completed by SAPN and the City of Mitcham, showed potential but faced regulatory challenges, specifically requiring an Australian Energy Regulator (AER) waiver and a rule change for metering use. Despite these issues, the trial helped establish a process for using stobie pole infrastructure for EV charging stations through a Facilities Access Agreement (FAA).

One of the key insights from the trial was the significant cost difference between integrated meters and separate meters. Unfortunately, due to the need for an AER waiver and a rule change regarding the proposed metering use, SAPN has decided not to continue with the public EV charging station trial.

The City of Marion has expressed interest in future SAPN trials if regulatory changes occur.

The City of Port Adelaide Enfield (PAE) invited the City of Marion to participate in a joint request for proposal (RFP) process for installing public EV charging stations on council land. The proposal asked for providers to supply, install, and maintain the stations at no cost to the Councils, operating under a consumer-charge model. This process has advanced to selecting preferred proponents. The City of Marion will proceed with finalising the tender with the preferred proponent, aiming to have a contract in place by September 2024.

RECOMMENDATION

That the Infrastructure and Environment Committee:

- Notes that the Public EV Charging Station trial undertaken by SA Power Networks and the City of Mitcham will not continue.**

DISCUSSION

At the Infrastructure and Environment Committee meeting held on 13 February 2024 (IEC240213R7.2) the committee noted that a further report will be presented to the Committee detailing the findings from the Public Electric Vehicle trial being undertaken by SAPN and the City of Mitcham.

Background

Following the Community Renewables Program, SA Power Networks (SAPN) extended an invitation to the City of Mitcham to participate in a 3-month trial. This trial aimed to assess the feasibility of utilising stobie poles for the installation of public EV charging stations. The objective was to test a proof of concept using 10 new public EV charging stations that could potentially be expanded to other Council areas.

Trial Outcome

SAPN has completed the trial, and despite its potential, SAPN could not continue with the public EV charging station trial due to the necessity of an Australian Energy Regulator (AER) waiver and a rule change regarding the proposed metering use. The trial included the integration of the meter into the EV charging unit. AER approval is required in accordance with legislation for the power meter, however it does not allow for the meter to be inbuilt. Current legislation only supports the use of a separate meter from the charging unit. The trial, however, enabled progress in establishing a SAPN internal process for using stobie pole infrastructure for EV chargers through a Facilities Access Agreement (FAA).

In addition, the trial highlighted the high-cost difference (approx. \$50k) between integrated meters and separate meters. The current requirement of the AER is for a separate power meter which comes at a significantly higher cost. The City of Marion requested SAPN's consideration for future trials and programs should the rule change occur. The option of using FAAs will be discussed with public EV charging providers to explore alternative solutions. Staff will continue to monitor any changes in regulations and AER approvals that could allow the resumption of the trial.

Request for Proposal (RFP)

The City of Port Adelaide Enfield (PAE) invited the City of Marion to join them in a collaborative request for proposal tender (RFP) process for public EV Charging Stations on Council land in the respective Council areas. The intent of the RFP would be for providers to supply, install and maintain EV charging stations at no cost to Council with the EV charging stations operating under a consumer-charge model. The RFP process has progressed to a stage where preferred proponents have been selected. The City of Marion finalise the tender process with the preferred proponent with an aim to have a contract in place by September 2024.

6.2 Sustainable Solar Savings Scheme Update

Report Reference	IEC240806R6.2
Originating Officer	Manager Engineering, Assets and Environment – Mathew Allen
Corporate Manager	Manager Engineering, Assets and Environment - Mathew Allen
General Manager	General Manager City Services - Angela Allison

REPORT HISTORY

Report Reference	Report Title
EC231107R9.1	ShineHub VPP Presentation
GC231212M14.2	Community Renewables Program
IEC240213R7.2	Community Renewables Program
GC240514R11.7	Community Renewables Program

REPORT OBJECTIVE

To provide an update on the steps taken towards implementing the Sustainable Solar Savings Scheme in partnership with ShineHub.

EXECUTIVE SUMMARY

The Sustainable Solar Savings Scheme (the scheme) aims to help residents save energy during peak times, lowering costs and supporting the transition to renewable energy. Since May, staff have collaborated with the ShineHub team on communications, marketing, and event planning for the scheme.

A formal agreement with ShineHub has also been established.

RECOMMENDATION

That the Infrastructure and Environment Committee:

- 1. Notes the update on the Sustainable Solar Savings Scheme.**
- 2. Notes that a further report will be provided to the 8 November 2024 Infrastructure and Environment Committee meeting.**

BACKGROUND

At the General Council meeting held on 14 May 2024 (GC240514R11.7), Council resolved to undertake a Sustainable Solar Savings Scheme for City of Marion residents.

This scheme will enable Council to advance its commitment to renewable energy and sustainability, building on the success of the City of Mitcham's Community Renewables Framework and partnership with ShineHub. This resident focused initiative would provide access for City of Marion residents to install affordable solar panels and batteries, reducing greenhouse gas emissions and lowering electricity bills. Increasing the uptake of solar panels and battery systems is an important step in transitioning to renewable energy and reducing carbon emissions.

The procurement option endorsed by Council was a single source tender exemption with ShineHub, subject to procurement/legal review of the City of Mitcham's due diligence and assessment processes.

DISCUSSION

A Sustainable Solar Savings Scheme will enable residents to save energy for use during peak demand periods during the day, reducing the cost of energy supply, especially when electricity tariffs can be significantly higher compared to off-peak tariffs.

Since Council's decision in May, several key steps have been taken to advance the Solar Savings Scheme. Meetings have been held with ShineHub to plan the communications, marketing, event coordination and program rollout.

Following a review of the City of Mitcham's due diligence, Council have entered into a formal Deed Agreement with ShineHub for the delivery of the program in accordance with Council's procurement policy and procedure.

Proposed Timeline

The proposed timeline comprises two phases. The key milestones for Phase 1 (to promote the scheme and encourage registrations of interest) and Phase 2 (continuing or "always on" promotions) are set out below:

Phase 1 Activities	Timeframe (TBC)
Website launch	1 August
Social media promotions	1 August
Registration banner featured within the City Limits magazine	August edition 2024
Feature and link to website within the City Limits magazine	October edition 2024
Placement of vinyl banners at Admin and City Services (following bridges event w/c 5 th August)	August / September 2024
On hold phone messages	August / September 2024
Digital screen displays	August and September
Engagements at Library and NHC	August / September 2024
EM and Mayor FAQs and educational material	August / September 2024
Mayor Video + community testimonials – shared across digital platforms	
Public meeting event (facility TBA)	Late September 2024
Bulk-buy program	September/October 2024
Phase 2 Activities	
Continued promotions across CoM platforms (City Limits, e-news, digital channels)	October 2024 onwards

Typically, the time from sign-up to installation for solar panels and batteries is around 4-6 weeks, operating on a first-come, first-serve basis. ShineHub always prioritise those who attend the events. For example, from the first meeting held at Mitcham, they installed 500 batteries in 6 weeks.

Next Steps

The marketing and communications plan is currently being finalised. It will include implementation of the activities identified above for Phase 1, along with further proposed activities for Phase 2.

The Marketing and Communications team will provide monthly insights report and share engagement and registration rates.

A further progress report will be provided at the 8 November 2024 Infrastructure and Environment Committee meeting.

6.3 Reducing Food Waste to Landfill

Report Reference	IEC240806R6.3
Originating Officer	Waste Education Officer – Allison Byrne
Corporate Manager	Manager Engineering, Assets and Environment - Mathew Allen
General Manager	General Manager City Services - Angela Allison

REPORT HISTORY

Report Reference	Report Title
EC230404R7.1	Waste and recycling

REPORT OBJECTIVE

The purpose of this report is to provide the Infrastructure and Environment Committee with options for further reducing food waste to landfill. Feedback is sought from the committee on the preferred options and recommendations to General Council.

EXECUTIVE SUMMARY

The strategic environmental objectives of reducing food waste to landfill are to increase diversion of resources to the circular economy and reduce greenhouse gas emissions.

This report presents the costs and environmental benefits of four possible options for food waste diversion:

- Advocating for regulation change
- Education campaigns
- 'Pay as You Throw' service model
- Weekly food and garden organics (FOGO) service models:
 - Holdfast Model
 - Prospect Model
 - Cost Recovery Model

Following the Mayor's letter of May 2024 to the Deputy Premier (Attachment 3), there is an opportunity to continue advocating for legislation change to the State Government to allow greater flexibility for councils to deliver a cost-effective and high-performing waste and recycling service.

Continued investment in the kitchen caddy program and education campaigns will help maintain current food waste diversion rates. The funding for current food waste recycling education resources ends its initial five-year funding period at the end of the 2024-25 financial year.

Given the early trial stages and pending legislation review of the Environment Protection (Waste to Resources) Policy 2010 (EPP) under the Environment Protection Act 1993, it is recommended to defer consideration of a weekly FOGO service transition until the legislation review provides more certainty on financial and legal constraints. This will allow time to monitor outcomes and trends from other councils' trials.

The commercial in confidence elements of the Reducing Food Waste to Landfill business case have

been separately provided under the Confidential section of this Council meeting to enable a public discussion on this initiative.

Allison Byrne, Waste Education Officer and Angela Allison, General Manager City Services will deliver a presentation summarising the business case to inform discussion and feedback from the Committee (Attachment 4).

RECOMMENDATION

That the Infrastructure and Environment Committee:

- 1. Recommends to Council to defer consideration of a weekly FOGO service until after the review of the *Environment Protection (Waste to Resources) Policy 2010 (EPP)* under the *Environment Protection Act 1993*.**
- 2. Recommends to Council the extension of funding for food waste recycling education campaigns on an ongoing basis as per the business case option 2.**

DISCUSSION

Background

Council has a strategic objective of reducing food waste to landfill to increase the diversion of waste to the circular economy and reduce greenhouse gas emissions. A circular economy is enhanced by recycling materials into marketable products and maintaining materials at their highest value. Kerbside organic waste forms an important part of the circular economy by producing nutrient-rich compost for local primary production industries and home gardens. As food waste makes up 32.6% of the general waste stream from City of Marion households, it is the largest recoverable resource from landfill.

The Southern Regional Waste Resource Authority (SRWRA) currently recovers up to 40% of organic material from general waste, turning it into a low-grade product that can only be used for landfill capping by IWS Waste Services at the Dublin landfill site. The capping material cannot be recycled further in the circular economy and some food waste still ends up in landfill causing methane to be released into the atmosphere.

In April 2023, the Environment Committee (EC230404R7.1) requested a business case to be presented to Council to investigate the feasibility of a weekly organics and fortnightly waste bin collection system. As a result, the 2023-2027 4-year Business plan incorporated the following project “Investigate the feasibility to deliver a weekly organics waste collection”.

Council has undertaken a rollout of kitchen caddies to all households to reduce food waste to landfill and associated greenhouse gas emissions. This initiative has shifted an additional 16% of food waste (from 5% to 21%) to the green bin since the program was rolled out city-wide in 2021 and helps to maintain the current level of food waste diversion. This percentage increase equates to greenhouse gas emission reduction of 2,174 tonnes Co₂-e. National reports highlight that effective FOGO programs need ongoing promotion and carefully planned systems, including the distribution of kitchen caddies and compostable bags.

This financial year is the last year of the initial five-year funding period for the current food waste recycling program and a Council decision regarding allocation of budget beyond this financial year will be required. Expenditure on the program in 2023/24 was \$102,000, predominantly for providing compostable bags (\$95,000), as well as kitchen caddies and printed education materials.

Questions for the Committee

1. Does the Committee support budget allocation of \$102,000 per annum beyond 2024/25 for the kitchen caddy program to retain food waste diversion at 21%?
2. Does the Committee support a goal to increase food waste diversion from landfill higher than 21%?

Improving food waste diversion from landfill at no cost

If there a desire to increase food waste diversion and there is no appetite for additional budget, advocacy on changes to the legislation is recommended. For example, see the Mayor's letter to the Deputy Premier (Attachment 3).

A review of the *Environment Protection (Waste to Resources) Policy 2010* (EPP) under the *Environment Protection Act 1993*, is expected to be complete in 2026 and as part of this review Council could advocate to State Government for changes to regulations that require a fortnightly red bin collection service and/or retention of the current ability to charge an additional fee for weekly red bin collection.

One regulation change could be banning food waste from all red bin collections. This option is mentioned in the attached business case. This option is not recommended as enforcement and inspection is likely to fall to councils. The cost is not able to be quantified.

Options for reducing food waste to landfill with funding requirements

If there is a desire to increase food waste diversion and there is appetite for additional budget to achieve higher levels of food waste diversion there are several options available including expanded education campaigns, 'Pay as You Throw' and weekly FOGO. These options are outlined below in summary form and in detail in the attached business case. The costs and expected outcomes are outlined in Table 1.

1. Education campaigns

The costs outlined in Table 1 would enable Council to do another city-wide delivery of compostable bags in 2025/26 accompanied by flyers promoting the availability of free kitchen caddy liners that will soon be available free at all supermarkets, at a one-off cost of \$209,380. This would help direct residents to supermarkets for their caddy liners and gradually scale back Council's provision of compostable bags over time and substantially reduce ongoing costs associated with this program. After the initial first-year cost of providing bags to all households, the annual budget requirement for program maintenance would be substantially lower than it currently is. The estimated ongoing budget to support the program is \$48,000 per annum. If this option was recommended the funding outlined in question 1 above would not be required. If no further funding is allocated to education campaigns beyond 30 June 2025 food waste diversion is expected to decline.

2. 'Pay as You Throw'

'Pay as You Throw' is the least feasible option in the South Australian political landscape as it requires separating waste management costs from rates. Significant technology developments would be required by our waste contractor to enable volume-based waste disposal fees. The cost of this option is not able to be quantified at this time. Whilst this option cannot be pursued in the medium term with our current provider, a future approach to market could seek costs on this option in addition to the current service delivery method.

3. Weekly FOGO

Three options for providing a weekly FOGO service are outlined in detail in Attachment 2.

- Option 1: Holdfast Model (promotion of opt-out option)

- Option 2: Prospect Model (promotion of upsize fortnightly collection rather than opt-out)
- Option 3: Cost Recovery Model (additional service charge *subject to exemption)

The three weekly FOGO options all assume a variation to the existing bin collection service contract with Cleanaway. An option to retest the market for all waste management services has not been included given the long lead time to transition all services, uncertainty around the opt out rate and the limited suppliers in the Adelaide metropolitan market. The commercial proposal from Cleanaway would require taking up the 3-year extension already provided for in the contract. The current contract expires 30 April 2027, and the extension would take the end date to 30 April 2030.

Table 1: Costs and benefits of weekly FOGO and education campaign options

	Education campaigns	Weekly FOGO Holdfast Model	Weekly FOGO Prospect Model	Weekly FOGO Cost Recovery Model
Year 1 2025/26	\$209,380	\$55,728	\$55,728	\$55,728
Year 2 2026/27	\$48,000	\$679,135	\$739,518	\$739,518
Year 3 2027/28	\$48,000	\$565,375	\$470,304	\$457,881
Year 4 2028/29	\$48,000	\$1.11m	\$707,139	\$412,694
Year 5 2029/30	\$48,000	\$1.07m	\$907,884	\$412,754
5-year total cost	\$401,380	\$3.48m	\$2.88m	\$2.08m
Annual cost from 2030	\$48,000	\$1.07m	\$1.07m	\$412,754
Expected food waste diversion	21% (no change)	49%	62%	62%
Expected tonnes Co₂-e reduction*	N/A	2,063	2,602	2,602

*The emission reductions are based on diversion of a proportion of food waste from landfill.

The two additional trucks required to deliver a weekly FOGO service are expected to generate 156 tonnes Co₂-e per year (based on 2023-24 figures provided by Cleanaway). Emissions from additional trucks on the road are not included in the above table as these are offset by Cleanaway through certified carbon credits generated by a landfill gas flaring project in Brazil.

Weekly FOGO is still in the early stages with councils testing what strategies work to maintain effective participation rates at a sustainable service cost. The City of Holdfast Bay has achieved a food waste diversion rate increase from 17% to 37%. Other Adelaide-based councils trialling a weekly FOGO service have placed rollout plans on hold until the outcomes of the EPP legislation review are finalised, which is likely to be 2026. The EPA SA has recently indicated a discussion paper will be released for consultation.

Due to the high level of uncertainty regarding legislation change and environmental outcomes of weekly FOGO beyond early trials, it is recommended to defer consideration of FOGO service models until after the legislation review. This would enable a better understanding of financial and legal constraints to deliver a weekly FOGO service and allow learning from ongoing trials at other Adelaide councils.

ATTACHMENTS

1. Cover Report- Reducing Food Waste to Landfill summary [**6.3.1** - 1 page]
2. Reducing Food Waste to Landfill Business Case FOR IEC - Part A - Public [**6.3.2** - 52 pages]
3. Correspondence from Mayor Kris Hanna to Minister Close Re. Weekly FOGO [**6.3.3** - 2 pages]
4. Presentation Reducing Food Waste to Landfill [**6.3.4** - 8 pages]

Cover Report for Sustainable Kerbside Service Business Case

Date: 6 August 2024

Written by: Waste Education Officer – Allison Byrne

Current waste volumes

32.6% of the red bin is food waste



In 2023/24 around 16,500 tonnes of waste was collected in red bin. That would be enough to fill Mitchell Park Oval waist deep in rubbish.

Around 5,500 tonnes would be organic food waste. This would be Mitchell Park Oval knee-deep in waste.

(Assumptions: 1 tonne is about 1 cubic meter. Mitchell Park Oval is about 15,000sqm)

Food waste from the red bin is partially extracted and converted to 'compost-like output' for landfill capping (contains plastic and glass). 40% of all general waste is turned into CLO, with the remaining 60% of non-organic waste going to landfill.

13.2% of this food waste is in plastic packaging and cannot be extracted. This food waste equates to around 2,300 tonnes buried in landfill.

The buried organics emit methane; a potent greenhouse gas which has 28 times more global warming potential than carbon dioxide.



Food and other waste disposal to kerbside red bin



Waste collection



Mechanical biological treatment



Landfill 60%

Red bin = linear economy

Food waste from the green bin is aerobically composted along with garden waste and supplied to agriculture and horticulture industries. CO₂ is recycled back into food and plants.

Kitchen caddies and community education help encourage use of the green bin. Sector-wide experience of waste educators suggests that further investment in education alone is unlikely to result in significant improvements in food waste recycling.



Green bin = Circular economy

Sustainable waste management objectives

1. Increase diversion of resources to circular economy
2. Reduce waste to landfill and greenhouse gas emissions
3. Align collection services to waste generation and resource recovery goals

Options for further food waste diversion

1. Regulation – advocate for regulation to ban food waste from landfill. Risk of inadequate resourcing for enforcement.
2. Education (including kitchen caddies) – continue funding community education and kitchen caddies. Limited impact on environmental outcomes.
3. Change bin collection frequencies to weekly FOGO/ fortnightly landfill – risk of inability to retain household participation.
4. Service charge for general waste (weekly FOGO cost recovery or pay as you throw) – public perception risk

Influences on future costs and benefits

Research tells us that the green bin collection frequency is the main reason that more people don't put food waste in the green bin.

Legislation in South Australia mandates that a weekly red bin (landfill) collection is provided by councils. The State Government may be looking to change this legislation. Some councils are advocating for big changes – including cost recovery option and removing the weekly collection mandate.

Weekly FOGO trials in other councils show increasing bin collection significantly improves organics recycling rates. These trials are all still in early stages

Proposed next steps

- Exercise caution before launching a new service with so many variables
- Continue community education campaigns
- Monitor existing trials by other councils
- Contribute to legislation review

Questions for discussion

- Is the current volume of food waste in the red bin something we should accept? (is CLO extraction enough?)
- Are we doing enough in community education?
- Do you feel confident that a weekly FOGO collection model would be cost-effective?
- Do we need to advocate for changes in legislation?

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Reducing Food Waste to Landfill

Business case



Enterprise Project
Management Office



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1 Project Information

Project/Work Title	Work Area Plan ID	Project ID	Financial Year
FOGO Project	WAP-268	NA	2023-24
Strategic Theme	Valuing Nature		
Strategic Goal	Reduce food waste to landfill and associated emissions by increasing food waste diversion		
Nature of Alignment	City of Marion Business Plan 2023 - 2027		
Project Manager	Allison Byrne		
ELT Executive Sponsor	Angela Allison		
SLT Project Sponsor	Mathew Allen		

2 Acronyms, Terms and Definitions

Acronym / Term	Definition
CLO	Compost-like output
CoM	City of Marion
EPP	Environment Protection (Waste to Resources) Policy
FOGO	Food organics garden organics
FY	Financial year
GHG	Greenhouse gas emissions
GISA	Green Industries SA
IWS	Integrated Waste Services
MUDs	Multi-unit dwellings
ROI	Return on Investment
SEPs	Service- entitled properties
SMRF	Southern Materials Recovery Facility
SRWRA	Southern Region Waste Resource Authority
SRC	Southern Recycling Centre operated by IWS
SUDs	Single-unit dwellings
Weekly FOGO	Bin collection service model consisting of weekly green FOGO bin collection and fortnightly red waste bin collection

3 Executive Summary

3.1 Strategic Context

This project aligns to the following CoM strategic themes:

Strategic Theme	Valuing Nature
Strategic Goal	Reduce food waste to landfill and associated emissions by increasing food waste diversion
Nature of Alignment	City of Marion Business Plan 2023-2027

3.2 Strategic Objective

This business case evaluates the risks, benefits, and costs of options for reducing food waste to landfill. The key objectives are to:

- Increase circular economy outcomes from encouraging more food waste recycling,
- Enhance environmental sustainability by reducing landfill and greenhouse gas emissions.

3.3 Current State Analysis

The City of Marion (CoM) has a 58% waste diversion rate, above the state average of 51%. Whilst use of the yellow recycling bin is high, only 21% of food waste goes into the green FOGO bin.

In 2022/2023 there were 5,492 tonnes of food waste collected through the City of Marion kerbside red bin (general waste) collection. Food waste makes up 32.6 % of the total weight of waste in this waste stream (total general waste in 2022/2023 was 16,846 tonnes).

Diverting clean organics to the green bin supports a circular economy whereby the commercial compost product made from FOGO is put back into soils for growing more food. Application of certified compost to farms and gardens also provides the added environmental benefits of reduced pesticide and water use from commercial compost applications, and lower greenhouse gas emissions from these reduced inputs.

To reduce costs of organics material in buried landfill (both environmentally and through the solid waste levy), SRWRA currently extracts up to 40 % of organics from general waste into compost-like output (CLO), a low-grade product used for landfill capping. Whilst this is a better outcome than buried landfill, the capping material has no further potential for recycling (i.e. does not contribute to a circular economy) and is a lower value product than compost. SRWRA supports the State's strategy for organic waste diverted from landfill and views CLO processing as last resort management of organic material in the general waste stream.

Kitchen caddies have been offered to residents since 2013 to encourage food waste diversion from landfill. Initially as an opt-in program, it had a 20% uptake. In 2021, kitchen caddies and compostable liners were delivered to all households, and this increased household uptake to 42%. The city-wide kitchen caddy rollout improved food waste separation efficiency from 5% to 21%, but this still falls short of state and national targets.

Studies indicate that a system change is needed to shift more food waste from the red bin to the green bin, aligning with the State Government's 70% diversion target by 2025 and CoM's strategic recycling goals.

Community feedback highlights concerns with fortnightly FOGO bin collections, mainly due to odours and pests. Issues such as lack of shade for green bins and no garden waste to cover food scraps persist in the community, and these barriers have led to regular resident queries about swapping red and green bin collection frequencies. Current education efforts have not sufficiently reduced organic waste to meet national targets, and food waste remains prevalent in both red and green bins.

National reports emphasize that successful FOGO programs require strong promotion and well-designed systems, including the provision of kitchen caddies and compostable bags. Expanding FOGO services is essential to reducing food waste in landfill.

A 2023 survey of CoM residents indicated 62% of householders would support fortnightly red bin collection if green bins were collected weekly. The Marion 100 forum also prioritised weekly food organics collection.

Council's waste collection activities are governed by the *Environment Protection (Waste to Resources) Policy 2010 (EPP)*, which mandates weekly general waste collection for metropolitan councils. The LGA SA has been advocating for the removal of this mandate to allow councils more flexibility in providing recycling services that enhance resource recovery without increasing costs.

The challenges to further diversion of food waste include:

- Current legislation requires a weekly general waste collection within metropolitan Adelaide
- Stagnant waste diversion rates
- Pest and odour issues hindering food waste recycling with fortnightly FOGO collection
- Environmental impacts of unaddressed food waste, conflicting with government circular economy goals.
- Failure to meet community expectations for effective recycling and resource recovery
- Uncertainty around EPP legislation, potentially leading to increased council rates, inability to meet waste diversion targets, limited job growth, and reduced GHG emissions.

From a global perspective, strategies to drive more food waste diversion can be summarised in four main approaches:

1. **Regulation:** banning food waste from disposal to landfill by the State Government. The effect in diversion is highly dependent on how the regulation is enforced. Council control over implementation is limited to advocacy, however could be responsible for enforcement
2. **Increased education:** more education to the community about how and why to dispose of food waste in the green bin for environmental and economic benefits. This is anticipated to have limited effect on food waste diversion.
3. **'Pay as you throw':** involves decoupling waste management fees from rates and separately charging waste disposal fees by the kilograms. This model is within council control to implement, but it would require a significant overhaul of systems for collection, household payment and council administration to deliver weight -based service charges.
4. **Weekly FOGO:** switching bin collection frequencies to collect the green bin weekly and the red bin fortnightly. A simpler approach than pay-as-you-throw, this option is within council control and has a proven track record of delivering effective food waste diversion in South Australia and other states. The LGA SA is advocating for flexibility to allow councils to adopt weekly food and garden organics (FOGO) collections without increasing costs.

3.4 Options

Option	Title	Outline
1.	Regulation to ban food waste from landfill	Advocate to State Government for food waste to be banned from landfill.
		Benefit: Another arm of government managing the regulation of food waste disposal.
		Risk: Unlikely option in the current political landscape and resourcing of ban enforcement may fall to councils.
		Time frame: Subject to legislation change.
		Cost: potentially the same cost as education ie \$237,080 in the first year followed by \$48,000 in subsequent years for program maintenance, dependent on State Government resourcing. Costs should Council be required to enforce this regulation is not quantifiable.
2.	Education campaigns	Maintain the current bin collection service and sizes and extend Council budget allocation for community education and incentives (including kitchen caddies) beyond 2024/25. Changes to the education campaign will result in a reduction in the supply of kitchen caddy bags and ongoing cost due to supermarket fruit/veg bags required to be compostable post 1 September 2024.
		Benefit: maintain 58% overall waste diversion.
		Risk: Limited impact on environmental outcomes for waste diversion, emission reductions, resource recovery and circular economy.
		Time frame: 2025/26 FY
		Cost: \$209,380 in the first year followed by \$48,000 in subsequent years for program maintenance. 5-year cost 2025/26 – 2029/30 \$401,380
3.	Pay as you Throw	Separate out waste management costs from rates and charge all ratepayers a weight-based waste management fee for general waste to landfill.
		Benefit: strong cost-based incentive to minimize waste to landfill.
		Risk: technology unlikely to be immediately available to support this approach and EPP legislation may not support this if charging fees for general disposal is prohibited in the pending legislation review. The current contract with Cleanaway does not provide for this type of innovation and a new market approach would be required following end of current contract in 2027.
		Time frame: 2027 - 2029
		Cost: new waste management contract costs, technology and administrative costs unable to be quantified.
4.	Weekly FOGO	Convenient to opt-out of weekly waste and fortnightly FOGO by phone or online request. Free bin upsizes to 240L general waste and 360L recycling bins are available. An opt-out rate of 35% is expected within the first year,

Option	Title	Outline
	Holdfast Model	<p>rising to 40% in subsequent years. Extending the Cleanaway contract is required.</p> <p>Benefit: Overall waste diversion rate increase to 65% (from 58%) and reduction of 2,063 tonnes CO₂-e from improved food waste recovery.</p> <p>Risk: High opt-out rate resulting in high service costs.</p> <p>Time frame: planning and delivery January 2025 – October 2027</p> <p>Cost in addition to current waste contract</p> <p>5-year cost 2025/26 to 2029/30 \$3.479m</p> <p>From 2029/30 \$1.072m indexed thereafter</p>
5.	Weekly FOGO Prospect Model	<p>Residents concerned about fortnightly waste collection are first offered bin upsize (240L general waste and/or 360L recycling). Opting out is available as a final option. An 18% opt-out rate is expected within the first year. Cleanaway contract extension is required.</p> <p>Benefit: Reduction of 2,602 tonnes CO₂-e from improved food waste recovery and overall waste diversion rate increase to 66% (from 58%).</p> <p>Risk: Decreasing environmental benefits and increasing service costs as more households opt out over time.</p> <p>Time frame: planning and delivery January 2025 – October 2027</p> <p>Cost in addition to current waste contract</p> <p>5-year cost 2025/26 to 2029/30 \$2.881m</p> <p>From 2029/30 \$0.902m indexed thereafter</p>
6.	Weekly FOGO Cost Recovery Model	<p>An avoidable annual service charge for opting out applies if they do not have a genuine need for weekly waste collection (eg. Large household of 6+ people, nappies, or medical waste). An 18% opt-out rate is expected, with 14% exempt from service charge and 4% (1,754 households) expected to choose a service charge. Free bin upsizes to 240L general waste and/or 360L recycling bins are available. Extending the Cleanaway contract is required.</p> <p>Benefit: Greater council control over opt-out rates, ongoing service costs and retention of environmental benefits (reduction of 2,602 tonnes CO₂-e from improved food waste recovery and overall waste diversion rate increase to 66%).</p> <p>Risk: Potential changes to EPP legislation could prevent this as an option as the Environment Minister has announced an intention to restrict waste collection fees.</p> <p>Time frame: planning and delivery January 2025 – October 2027</p> <p>Cost in addition to current waste contract</p> <p>5-year cost 2025/26 to 2029/30 \$2.078m</p> <p>From 2029/30 \$0.412m indexed thereafter</p>

Further details on options are provided in sections 8. Options and 12.2 Costs of Options

The two additional trucks required to deliver a weekly FOGO service are expected to generate 156 tonnes Co₂-e per year (based on 2023-24 figures provided by Cleanaway). Emissions from additional trucks on the road are not included in the above table as these are offset by Cleanaway.

3.5 Future State

To achieve the objective of increasing circular economy inputs and reducing GHG emissions from greater food waste diversion, weekly FOGO provides the best outcome when opt-outs are contained below 30%, albeit it will come at a higher cost. Within the various weekly FOGO models, different outcomes can be sustained.

Switching to a weekly FOGO collection service offers several benefits:

- Encouraging a circular economy for food waste.
- Higher waste diversion rates due to improved recycling support.
- Environmental benefits, including reduced GHG emissions from using compost products.
- Broad community support for the service model.

A circular economy is enhanced by recycling materials into marketable products, and higher diversion rates are linked to better recycling of materials at their highest value. Food waste significantly impacts diversion rates due to its weight and volume, and greater diversion is hindered by fortnightly collections. The City of Holdfast Bay's successful implementation of a weekly FOGO service shows potential for significant diversion improvements, with food waste diversion rates reaching up to 74%. Please note that overall kerbside red bin may have increased with a higher number of households contributing to higher volumes of waste overall.

Implementing weekly FOGO collection can increase recycling rates, produce high-quality compost, and support a circular economy. Effective waste separation, minimal contamination, and robust community engagement are crucial for maximizing organic waste recycling benefits.

Even with weekly FOGO, it is anticipated that 25% of food waste and organics will remain in residual waste. The future of organics extraction and processing at SRWRA is uncertain as regulatory principles are shifting towards supporting the highest-value use of materials. The NSW EPA has banned the use of organic material sourced from mixed waste on rehabilitated land due to limited agricultural benefits, contamination issues, and potential environmental risks.

Three options for a weekly FOGO and fortnightly general waste collection have been identified:

1. Holdfast Model: convenient to opt-out of weekly waste and fortnightly FOGO by phone or online request. Estimated 5-year cost: \$3.479 million.
2. Prospect model: Residents concerned about fortnightly waste collection are first offered bin upsize (240L general waste and/or 360L recycling). Opting out is available as a final option. Estimated 5-year cost: \$2.881 million.
3. Cost recovery Model: An avoidable annual service charge for opting out applies if they do not have a genuine need for weekly waste collection (eg. Large household of 6+ people, nappies or medical waste). Estimated 5-year cost: \$2.078m million.

3.6 Change Impacts

Internal impacts of a weekly FOGO collection service include:

- Resourcing demand from various teams within CoM including Customer Service, Marketing and Communications, Environmental Sustainability, Procurement and Finance (option 6 only).
- Financial, social, and environmental implications of a weekly FOGO service and servicing households which opt out.

Changing Council's bin collection service model will have far-reaching impacts on a range of stakeholder groups, from internal and external service delivery partners to indirect service supporters. Key external stakeholders that will be impacted include:

- Cleanaway: Responsible for delivering new service arrangements.
- GISA: Potential funding support and other assistance as needed.
- EPA SA: Authorizes proposed service changes, ensures compliance with legislation.
- Community/Residents: Service recipients, to be informed and provide feedback.
- Local Businesses: Receive waste collection services.
- Strata Managers: Manage waste services for multiple dwellings.
- Housing SA and Junction Australia: Manage government housing properties.
- SRWRA: receives and processes general waste.
- Peats Soils: Receives and processes FOGO.

3.7 Recommendation

Due to the high level of uncertainty regarding legislation change, it is recommended to defer a service transition until after the EPP legislation review is complete to give Council a clearer picture of financial and legal constraints to deliver a weekly FOGO kerbside bin collection service.

It is further recommended that Council approve an expansion to the education campaigns (Option 2) which is currently funded until the end of 2024/25 FY.

3.8 Project Timeline

Planning for a weekly FOGO service transition would commence with Cleanaway contract extension negotiations.

All FOGO options assume that there is a variation to the existing contract with Cleanaway. The current proposal from Cleanaway would require taking up the 3-year extension already provided for in the contract. The current contract expires 30 April 2027, and the extension would take the end date to 30 April 2030. If Weekly FOGO were to be supported by the Council the timeframe would be dependent on the ability of Cleanaway to resource equipment and staffing.

4 Introduction

4.1 Purpose

This business case evaluates the risks, benefits, and costs of options for reducing food waste to landfill.

The key objectives are to:

- increase circular economy outcomes from encouraging more food waste recycling,
- enhance environmental sustainability by reducing landfill and greenhouse gas emissions
- improve community satisfaction by aligning services with residents' expectations and fostering a positive council-community relationship.

4.2 Background

The food waste problem

Food waste feeds climate change when it is disposed to landfill. Methane gas is the second largest contributor to greenhouse gas (GHG) emissions, and food waste in landfill is one of the biggest sources of human-caused methane emissions. Food waste contributes to approximately 3 per cent of Australia's GHG emissions.¹

Food waste in landfill also represents a significant loss of recyclable resources for the commercial composting sector, which is the highest value pathway for managing food waste resources after disposal.

Food waste in South Australia makes up around 40% of material by weight in household general waste bins. State-wide, only 11% of food waste is currently being composted through the kerbside green bin, despite the availability of fortnightly FOGO bin collections and kitchen caddy offerings in metropolitan Adelaide and some regional areas. Food waste is the biggest recoverable resource from the general waste bin and therefore represents the largest area for increasing resource recovery from the kerbside bin collection system.




In the City of Marion (CoM), food waste makes up 32.6% of general waste bin contents (refer 7.1 Current state).

Policy Context

Several goals at international, national, and state levels have been developed to address the food waste problem, summarised in Table 1.

¹ FIAL, 2021. *The National Food Waste Strategy Feasibility Study – Final Report*

Table 1: Relevant state, national and international policies, targets and obligations

State	National	International
 <ul style="list-style-type: none"> SA Solid Waste Levy to incentivise resource recovery Bans on single-use plastic barrier bags from Sep 2024 (expected shops will move to compostable bags that residents can reuse as caddy liners for food recycling) Declaration of Climate Emergency in SA <p>Targets:</p> <ul style="list-style-type: none"> 70% kerbside landfill diversion (currently 51%) for metro Adelaide] by 2025 Zero avoidable waste to landfill by 2030 Reduce greenhouse gas emissions by more than 50% below 2005 levels by 2030 Achieve net zero emissions by 2050 	 <ul style="list-style-type: none"> Australia's climate targets to reduce greenhouse gas emissions by 43% below 2005 levels by 2030. Australian Carbon Credit Units (ACCUs) source separated organic waste method, providing ACCUs for sending organics to composting and other eligible methods. <p>Targets for 2030:</p> <ul style="list-style-type: none"> 80% average recovery rate of all streams Halve organic waste to landfill National bin harmonisation Achieve a fully circular economy 	 <p>Sustainable Development Goals</p> <ul style="list-style-type: none"> Goal 11: Sustainable cities and communities Goal 12: Responsible consumption & production Goal 13: Climate action Goal 15: Life on land <p>Global climate targets to reduce emissions to stay below a warming of 2 °C and preferably below 1.5 °C.</p>

Source: Green Industries SA Waste Strategy 2020 – 2025

City of Marion Goals and Policy

- **CoM Strategic Plan 2019 - 2029:** We will encourage our community to minimise waste going to landfill, and we will adopt best technologies and methods for recycling of green-waste and other waste
- **CoM 4-year Business Plan 2023 - 2027:** Reduce waste to landfill through investigation of a new weekly organics waste service.
- **CoM Waste Management Policy:** Work within the waste management hierarchy and circular economy principles to emphasise the importance of waste avoidance, reduction, and reuse, which underpins Council's waste minimisation and recycling services.

4.3 Food waste diversion methods

Four main strategies are being implemented around the world to respond to the food waste problem and to divert municipal food waste from landfill into the circular economy:

- **Regulation against food waste:** in the US, six states (California, Connecticut, Massachusetts, Rhode Island, New York, and Vermont) and the city of Seattle have laws which prohibit the sending of food waste to landfill. South Korea introduced this legislation in 2005.
- **Community education** has been a vital strategy for increasing recycling rates in Australia and helps maintain current resource recovery rates. It is a complement to the waste management systems and commodity markets which underpin resource recovery.
- **'Pay as you throw'** is a usage-pricing model for disposing of municipal solid waste. In 2013 South Korea made residents responsible for disposing of their food waste properly and paying for it by weight to incentivize waste reduction. This model has been introduced in Taiwan, Germany, and Costa Rica. Some jurisdictions in New Zealand have also adopted this approach.
- **FOGO bin collection:** The City of Penrith in NSW was the first council in 2009 to accept food along with garden organics in the green bin for recycling into commercial compost and this led the way for many councils around the country to follow suit, including the City of Marion. A weekly FOGO collection system (refer Figure 1) evolved interstate to further improve food waste diversion outcomes, led by local governments in the absence of willingness at State level to ban food waste or introduce 'pay as you throw'.

Among these four methods, weekly FOGO has been adopted around Australia as the preferred approach to further increasing food waste diversion and is within local government control to implement, unlike a regulation approach which is outside of Council's control to implement.

The 'pay-as-you-throw' system is technically within local government control to implement but is intrinsically more complex to introduce than a simple switch of red and green bin collection frequencies and would require a new approach to market for a provider who can provide the technology and likely require political support at state or federal level.

While community education has been a strong focus for many years and will continue to play an important role, it is not enough in itself to shift significantly more volumes of waste from landfill.

The key objectives of implementing a weekly FOGO and fortnightly waste bin collection service model are:

- **Increased recycling rates:** A weekly FOGO collection will encourage more residents to actively participate in recycling food waste, resulting in higher diversion of valuable resources from landfill.
- **Environmental sustainability:** Diverting more organic waste from landfill reduces greenhouse gas emissions, supports compost production for farms and gardens, and encourages the adoption of sustainable practices within the community.
- **Enhanced community satisfaction:** Offering a more frequent collection service aligns with residents' expectations, demonstrates responsiveness to their needs, and fosters a positive relationship between the council and the community.



Figure 1: Comparison between current service in CoM and a weekly FOGO service arrangement

4.4 Weekly FOGO Collection Model

National Trends

Weekly FOGO is now the standard bin collection service for numerous interstate councils who started introducing this service model around six years ago. In WA, Vic, NSW and Qld, increasing numbers of councils are swapping their FOGO and waste bin collection frequencies due to the clear evidence that weekly FOGO and fortnightly landfill collection significantly lift recycling rates and divert most food waste from landfill. Ten councils in Perth, for instance, have shown an increase in diversion from 50% to around 65%.² Interstate councils have introduced a simple swap of red and green bin collection frequencies, without offering residents the ability to opt out, as they have no legal requirement to do so. Some interstate councils offer various bin upsize options for a fee, which is added to the household’s rates notice.

The uptake of a weekly FOGO service model in South Australia has been hindered by legislation which mandates metropolitan Adelaide councils to provide a weekly waste bin collection. This legislation is unique to South Australia.

SA Trends

To support ways of further lifting South Australia’s waste diversion rates, GISA started funding trials of various weekly FOGO service models in 2020, based on their findings that most waste bins in metropolitan Adelaide are no more than 40% full each week.

An opt-in weekly FOGO bin collection system was initially trialled by three councils (Cities of Unley, Holdfast Bay, and West Torrens), but found the uptake was very low at only 25% and the resulting effect on waste diversion was minimal.

An opt-out weekly FOGO bin collection system was then trialled initially in the City of Holdfast Bay in 2022, followed by Charles Sturt, Adelaide Hills, and Prospect in 2023. These trials have shown that this collection system substantially increases food waste diversion and better aligns with the waste generation of the community.

The trial experiences of these other councils provide insights for transitioning to a weekly FOGO service. These trials had varied approaches to:

- Length of grace period after a fortnightly waste bin collection is introduced,
- Promoting ‘opt-up’ (from 140L to 240L waste bin) before ‘opt-out’ to households seeking to opt out of a weekly FOGO system,
- Availability of landfill bin upsize to 240L,
- Availability of recycling bin upsize to 360L,
- Length and size of trial before city-wide rollout,
- Use of bin stickers to identify households which have opted out.

Table 2 summarises the varied approaches and the resulting opt-out rate and waste diversion in the Cities of Holdfast Bay, Charles Sturt, and Prospect.

² Waste Authority, Government of Western Australia, 2020.

Table 2: Weekly FOGO approaches and results from other councils

Council Approach	Prior waste diversion rate	Waste diversion rate after weekly FOGO	food waste efficiency		Opt-out rate
			weekly FOGO/ fortnightly waste	fortnightly FOGO/ weekly waste	
City of Holdfast Bay³ Information pack delivered to all participating households about: <ul style="list-style-type: none"> - Weekly FOGO as new default service, rationale, and benefits - New bin collection schedule - Ability to opt out of weekly FOGO if preferred (via phone or website) - Upsized bin options – 240L waste and 360L recycling. Grace period of 4 weeks provided for residents to get used to new collection system. Use of weekly FOGO community champions to promote new system. Weekly collection of FOGO green bins has been trialled in the City of Holdfast Bay (COHB) since July 2021 and then delivered city-wide since September 2022. COHB is the only metropolitan council in South Australia to have implemented a weekly green FOGO bin collection service to all single-use dwellings (SUDs) and smaller multi-use dwellings (MUDs) in their LGA (approximately 11,300 properties in total). Businesses and larger MUDs are yet to fully transition to weekly FOGO.	58%	69%	62%	13%	27%
City of Charles Sturt⁴ Like City of Holdfast Bay in communication approach, bin upsize options and grace period. Main difference to COHB is larger variation of demographics and housing types (including MUDs & Housing SA properties). Their initial 12-month trial with 1200 households commenced May 2023 and in May 2024 was extended for another 12 months with the same households.	54%	68%	63%	11%	37%

³ City of Holdfast Bay, 2023, Reports by Officers: 15.5 Proposed Changes to Weekly FOGO Model

⁴ City of Charles Sturt, 2023, Business: 6.125 Presentation – Weekly FOGO Trial – Mid-term Review

Council Approach	Prior waste diversion rate	Waste diversion rate after weekly FOGO	food waste efficiency		Opt-out rate
			weekly FOGO/ fortnightly waste	fortnightly FOGO/ weekly waste	
City of Prospect⁵ Different communication and service approach to Cities of Holdfast Bay and Charles Sturt. The City of Prospect trialled a different approach in September 2023 which involved providing additional individualised household support to help retain them on the weekly FOGO service in two key ways: They encouraged residents to contact council and discuss their options if weekly FOGO raised queries or concerns for them. Staff would have a conversation with the resident to address their concerns or questions. If the households genuinely had too much general waste to manage on a fortnightly collection, they were offered an 'opt-up' of their waste bin to 240L. Finally, if residents still wanted to opt out, they were able to do so. The grace period was removed and instead, staff visited households where waste bins were incorrectly presented within the first fortnight, offered reminder information about the new collection schedule and made themselves available to answer questions from residents.	59%	71%	41%	14%	4%

Customer satisfaction surveys show similar results between the three councils, indicating that the Council's communication strategy, approach and resourcing can have a significant effect on the opt-out rate in the community.

The City of Prospect trial is only six months old, the longer-term trends of households opting out is unknown. However, behaviour change science suggests that once a new behaviour becomes an automatic habit, it is more likely to continue long-term.

All South Australian councils exploring the weekly FOGO service model are beginning with a trial or pilot before city-wide rollout to determine feasibility of city-wide service change based on resident participation, diversion outcomes, financial and operational impacts.

⁵ City of Prospect, 2024, Report for Decision: 10.2 Weekly Food Organics Green Organics Trial – Update & Next Steps

Cost recovery for opt-outs

The Cities of Holdfast Bay, Charles Sturt, Adelaide Hills, and Prospect have reached a shared conclusion following their experience to date with weekly FOGO that opt-outs above 25% are unsustainable and that under the current legal mandate to provide a weekly landfill collection, a service charge for opting out of weekly FOGO is the only other feasible recourse to help retain opt-outs and the associated social, economic and environmental benefits.

Following their service transition in September 2022 and a continually increasing opt-out rate over time, in September 2023 the City of Holdfast Bay endorsed a formal recommendation to investigate alternative models for kerbside waste collections.⁶ The Cities of Charles Sturt and Prospect also desire to investigate cost recovery from the relatively small percentage of properties they expect to choose opting out and who do not meet the criteria for exemption (large households, children in nappies, medical waste).

Under the current legislation, weekly kerbside red bin collections are required in metropolitan Adelaide and charging for this weekly service is not prohibited. However, the Minister for Environment, Climate and Water has publicly stated the Malinauskas Government will prohibit councils from charging households in metropolitan Adelaide additional fees for weekly general waste collection.⁷ Several Councils, the LGA, and independent waste management specialists have met with the Minister to share their experiences with weekly FOGO and their concerns about the proposed changes to the EPP as part of the upcoming legislation review.

⁶ City of Holdfast Bay, 2023, Reports by Officers: 15.5 Proposed Changes to Weekly FOGO Model

⁷ <https://www.premier.sa.gov.au/media-releases/news-items/south-australias-kerbside-collection-rules-to-be-updated>

5 Current State

5.1 Current state (situation/environment before this project)

CoM has an existing contract with Cleanaway to provide ratepayers with a three-bin system composed of one 140L general waste (landfill) collected weekly, one 240L co-mingled recycling collected fortnightly and one 240L FOGO bin, collected on alternate fortnights. This contract currently expires in April 2027, with an option to extend for a further three-year period at council's discretion.

Any household or business can arrange one or more additional bins for any of these three waste streams as a direct service arrangement with Cleanaway, to whom they pay directly. As at May 2024, there are:

- 21 households with a second waste bin (at fees of \$240 per year per household)
- 26 households with a second recycling bin (at fees of \$120 per year per household)
- 191 households with a second FOGO bin (at fees of \$120 per year per household)

Once collected, each waste stream is delivered to one of our contractors to undergo processing and disposal:

- Material collected from the general waste bins is sent to the landfill at SRWRA.
- Co-mingled recycling is collected and taken to the Southern Materials Recovery Facility at SRWRA to be sorted, baled, and sent for reprocessing into new products.
- FOGO material is sent to Peats Soils and turned into compost for agriculture, horticulture, and home gardens.

The approximate annual cost of delivering the three-bin waste management services was \$8.3 million in 2022/23 FY.

CoM Waste Diversion

The City of Marion currently has an overall diversion rate of 58%.

While overall diversion achievements vary across Councils, the average diversion rate across the state is 51%, with top-performing councils achieving nearly 60% diversion.⁸

Historical data shows that bin system changes have demonstrated the biggest increase in diversion of waste from landfill. In 2006 the City of Marion introduced the 3-bin system which led to a 49% resource recovery rate and tonnes of recyclables almost doubling (Figure 2).

Since the advent of the three-bin system, overall waste diversion has plateaued (Figure 3).

The increased organics diversion in recent years which can be seen in Figure 3 is predominantly attributed to the additional garden waste generated by wetter than average weather conditions over the past couple of years (although the data for organics captures both food and garden waste combined).

⁸ Green Industries SA 2021, Valuing Our Food Waste: South Australia's Strategy to reduce and divert household and business food waste 2020 – 2025, Government of South Australia, p.23

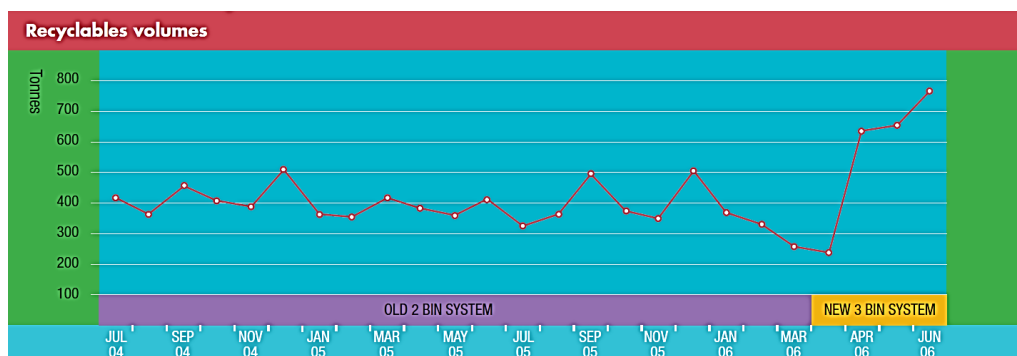


Figure 2: Advent of 3-bin system and effect on diversion rates (source: City of Marion Annual report, 2005-06)

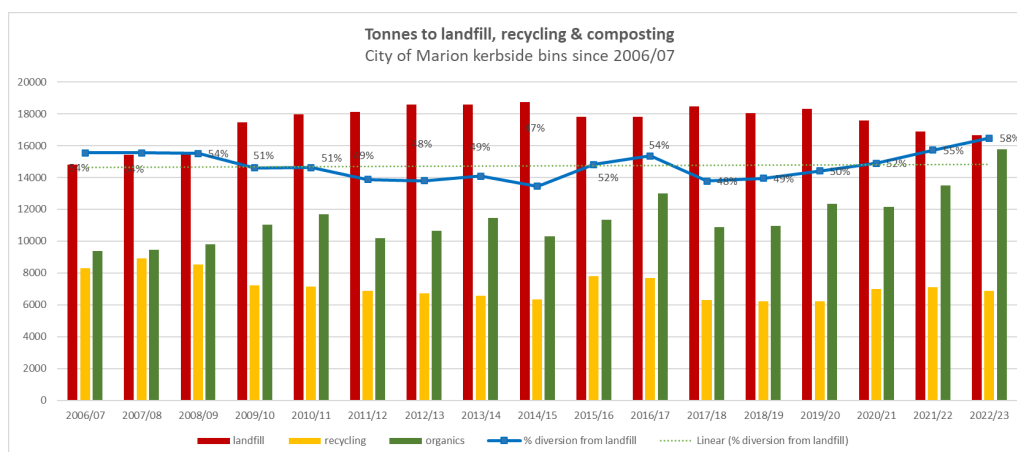


Figure 3: City of Marion diversion rates since 2006-07

Resource Recovery of Food Waste

Food organics

Currently, 5,492 tonnes of food waste are being disposed to landfill and are available for diversion to the FOGO bin.

Food waste makes up 32.6% of waste bin contents in the City of Marion (refer Figure 4).⁹ Other compostable materials in the red bin include paper towel/ tissue (5.7%) and garden waste (1.2%).

A second data measure which helps assess the performance of a food waste diversion program is the material separation efficiency, which depicts the proportion of food waste that is correctly presented to the green bin. The kitchen caddy program has helped achieve a material separation efficiency of 21% food waste, however 79% of food waste is still going in the general waste bin.

⁹ Rawtec, Kerbside Bin Audit 2022, prepared for City of Marion, July 2022.

These results are similar in other metropolitan councils under the collection frequencies of weekly garbage and fortnightly FOGO services, and total kerbside diversion rates are curtailed to 50%-60%. To achieve more significant food waste resource recovery, increased intervention such as weekly collection is required.

Garden organics

Waste audit data indicates the community has a good understanding about correct disposal of garden waste. 97% of garden waste is correctly disposed to the green bin and overall, the level of contamination in green bins in CoM is a very low 1.7%.

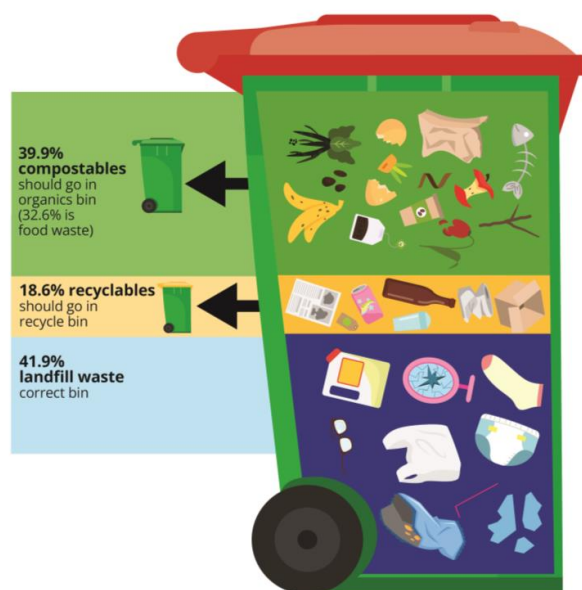


Figure 4: Contents of the general waste bin in CoM

Kitchen caddy program outcomes

To divert food waste from landfill, Council has offered free kitchen caddies since 2013 to all residential properties that had an existing green bin collection service to encourage the inclusion of food waste. Initially an opt-in program, the kitchen caddies and bags were available for residents to collect from the Administration Centre. Due to its opt-in nature, the program was taken up by around 20% of residents, which had a small impact on diverting food waste to the FOGO bin.

To further increase food waste recycling, in 2021 all CoM households were delivered kitchen caddies and free compostable liners to their doorstep at a cost to CoM of \$203,000 to roll out kitchen caddies council-wide, with annual program maintenance costs averaging \$96,000 per FY. CoM residents were responsive and kitchen caddy uptake increased from 20% to 42% of households (Figure 5).

City-wide delivery of kitchen caddies in 2021-22 shows an effect on decreasing general waste tonnages in 2021/22 and 2022/23 (Figure 3). This initiative has succeeded in achieving an increase in food waste material separation efficiency from 5% to 21% (which equates to

greenhouse gas emissions reduction of 2,174 tonnes Co₂-e). While this is a significant increase, it is still a relatively small amount of food waste going to the green bin.

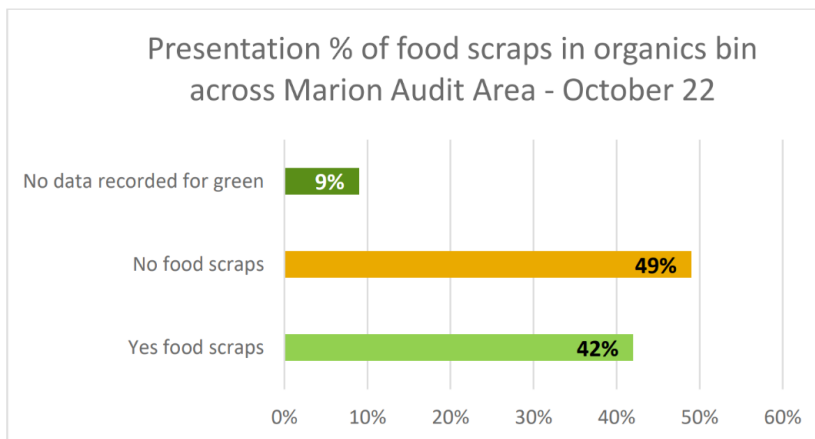


Figure 5: Presentation of food scraps observed in green bins one year after kitchen caddy rollout (n=1082)

Based on GISA's data from kitchen caddy programs in various councils over the last 15 years, the best results we could possibly hope to see from a kitchen caddy program and strong education program would be 30% food waste material separation efficiency and a waste diversion rate around 60%. However, this still falls short of state and national targets of 70% waste diversion from landfill and halving organic waste to landfill (refer 6.2.2 Policy context).

Provision of kitchen caddies and extensive waste education campaigns have endeavoured to increase food waste diversion rates and while they play a crucial part in maintaining current recycling and contamination rates, a system change is required to lift diversion rates closer to State and National targets.

It is logical to consider the need for collection system change when our current bin collection system prioritises convenient disposal of general waste to landfill, however most household waste going in the red bin is recyclable or compostable (refer figure 4).

Barriers to increasing food waste diversion

Studies on community perceptions and barriers to food waste diversion indicate that system change is required to shift more food waste from the red bin to the green bin. This will increase diversion rates closer to the State Government target of 70% diversion by 2025 and CoM's strategic goal to adopt best practice technologies and methods for recycling of green waste¹⁰.

Feedback from our community since the introduction of kitchen caddies indicates some concerns with the fortnightly FOGO bin collection. The fortnightly schedule has dissuaded a considerable number of residents from putting food waste in the FOGO bin, primarily due to concerns about odours and pests such as maggots from food waste sitting in the FOGO bin for

¹⁰ City of Marion Strategic Plan 2019 – 2029

two weeks. Anecdotally, several residents have even expressed that they would only consider recycling food waste if the FOGO bin were collected on a weekly basis.

During the ten years that CoM has been offering kitchen caddies, the Waste Education Officer has had direct conversations with thousands of residents at community group and school and community recycling information sessions, community event stalls, and phone/email resident queries.

Anecdotal evidence suggests:

- It is easily possible to recycle food scraps without odour or pest issues if you know how to troubleshoot these problems when they arise or have the time and motivation to find out.
- People are busy and when something becomes inconvenient or a barrier/ stumbling block comes up, will tend to stop doing it.
- Context factors commonly cited by residents experiencing odour or pest issues include:
 - o Not being able to keep their green bin in the shade.
 - o No garden waste to cover it with
- Since rolling out the kitchen caddies to all households in 2021, the question has been received on a regular basis (approximately once every 1-2 months): would council consider swapping the collection frequency of the red and green bin?

The kitchen caddy program falls short of bringing enough people along to halve organic waste to landfill (national target) when the education is complex and seeking to cover many knowledge and behaviour elements to different people at different levels of ability to adopt the behaviour change easily.

Previous bin inspections have shown food waste going in both the green and red bins, which points to the need for systems change to promote more determinate, automatic household behaviour of disposing food waste to the green bin.

Education maintains current trends with resource recovery and contamination rates. But the experience of waste educators across Adelaide (and more broadly) and from the surveying of residents indicates that the habit of disposing food waste to the red bin is still very entrenched for at least half of CoM residents. The evidence of the trials completed to date at other councils show that it takes a bigger incentive (system change or other financial incentive) to shift more food waste out of the landfill stream.

The fact remains that almost half of the red bin contents are compostable. Convenience is an important element of behaviour change which the kitchen caddy program has shown by bringing along 40-50% of CoM households.

The National Waste Report (2022) states:

- Successful FOGO collection is reliant on programs being strongly promoted and well-designed.
- The provision of kitchen caddies and compostable bags are associated with high levels of use.
- Many jurisdictional waste strategies have a commitment to expand FOGO services to help achieve the required reduction of organics in landfills.

SRC at SRWRA

The Southern Recycling Centre (SRC) operated by Integrated Waste Services (IWS) at SRWRA screens all of CoM's general waste and extracts organic material prior to disposal of the residual

waste to landfill. According to IWS, around 40% of residual waste from CoM bins is recovered for 'compost-like output' (CLO) that is applied to IWS landfills (not SRWRA) as site capping.¹¹

The SRC does not capture packaged or containerised food waste, and this is disposed to landfill. This food waste equates to around 2,300 tonnes buried in landfill. The CLO component of CoM's general waste is not included in our reported diversion figures as the City of Marion is charged for this material at landfill disposal rates.

IWS recycles the extracted organics into a low-grade organic product approved for their operational use as landfill capping at Dublin, which presents a limited, linear pathway for management of this material (refer Figure 6).

Commercial Composting

The diversion of organics via the green bin to a higher value organic compost product increases the circular economy of this resource (refer Figure 7). The certified compost produced by CoM's processing contractor, Peats Soils, is sold to both the agriculture sector and retailers for use on home gardens. Once placed into this higher value circulation, commercial compost products continue to have further environmental benefits in decreasing pesticide and water use and reducing the associated GHG emissions.



Figure 6: Linear economy of organics recovery from general waste at SRWRA

¹¹ IWS, Council Performance Reports for City of Marion, 2021/22 and 2022/23



Figure 7: Circular economy of food waste recovery from the FOGO bin

Community readiness for weekly FOGO

A community survey of residents conducted for CoM in May 2023 indicated that 62% of residents would be prepared to have their red bin collected fortnightly if their green bin was collected weekly. The survey and focus groups sought to learn from households about their experiences with the kitchen caddy and their opinions on potential solutions to food waste issues such as weekly FOGO. There were 600 survey responses and data were weighted to match CoM demographics. There was an even mix of both engaged and non-engaged recyclers among respondents. A general question regarding attitudes to bin collection frequencies was included (in principle, with no monetary references at that time).

The Marion 100 forum in February 2023 highlighted weekly food organics collection as the first preference among environmental initiatives. A cost estimate of \$2 million was quoted at this forum.

EPP legislation

Council's waste collection activities are governed by the Environment Protection Act 1993, and more specifically the Environment Protection (Waste to Resources) Policy 2010 under the Act.

This Policy currently mandates "a metropolitan council must provide a weekly general kerbside waste collection service (other than for recyclable waste or vegetative matter) in respect of residential premises within its area" - Part 3—General waste management obligations, Division 1—Unlawful disposal of waste, Section 10—Unlawful disposal of waste, clause 2.

With the increasing uptake of weekly FOGO interstate, the LGA SA has been advocating for several years on behalf of councils for this weekly mandate to be removed to give councils greater flexibility in delivering recycling services which achieve greater resource recovery while not adding pressure to rates or the cost of living.



5.2 Current State Risks

The current risks for CoM in continuing to offer the current waste collection system include:

- Continued stagnation of waste diversion rate
- Exponential waste levy increases and associated financial impacts
- Problems with pests and odours are significant barriers to increasing food waste recycling with a fortnightly FOGO bin collection
- Environmental impacts of food waste continuing to increase, contrary to Council, State and Federal Government goals for advancing a circular economy
- Failing to meet community expectation of Council to provide effective recycling services and to adopt waste management systems which improve resource recovery and circular economy outcomes.
- Uncertainty surrounding the EPP legislation and implications for future service options. If the EPP is implemented as outlined in the [Minister's last public announcement](#)¹², unintended consequences include:
 - a) Pressure on council rates and cost of living increases.
 - b) Inability to meet State Government waste diversion targets.
 - c) Constrained jobs growth.
 - d) Limited GHG emission reductions.

¹² <https://www.premier.sa.gov.au/media-releases/news-items/south-australias-kerbside-collection-rules-to-be-updated>



6 Options

Following the timeline laid out in CoM's 4-year Business Plan 2023 – 2027 for investigating the feasibility to deliver a weekly FOGO bin collection service, the risks, benefits, and costs of various options for increasing food waste diversion are outlined below.

The key difference between options 4 and 5 is the additional communications support provided throughout the transition in option 5. Households can essentially opt out of weekly FOGO in the three models presented as per legislative requirements.

For the weekly FOGO options, the two additional trucks required to deliver a weekly FOGO service are expected to generate 156 tonnes Co₂-e per year (based on 2023-24 figures provided by Cleanaway). Emissions from additional trucks on the road are not included in the above table as these are offset by Cleanaway through certified carbon credits generated by a landfill gas flaring project in Brazil.

6.1 Option 1 – Regulation

Description: Continue with current bin collection service arrangement (including bin sizes) but advocate to State Government for legislation change to ban food waste from landfill.	
Estimated timeline	2025/26 FY
Benefits <ol style="list-style-type: none"> 1. Another arm of government regulating food waste diversion. 2. Slightly increasing household participation in recycling food waste. 3. Flexibility with this option to reconsider a weekly FOGO service model later. 	Risks <ol style="list-style-type: none"> 1. Little impact on overall waste diversion without sufficient enforcement. 2. Enforcement of regulation is likely to fall to council. 3. Unlikely option in the current political landscape.
Complementary actions	Submission to EPP legislation review
Total estimated cost	Cost: potentially the same cost as education ie \$209,380 in the first year followed by \$48,000 in subsequent years for program maintenance, dependent on State Government resourcing. Costs should Council be required to enforce this regulation is not quantifiable.

*Refer to 12.1 Budget impact assessment for costing details.

6.2 Option 2 – Education Campaigns

Description: Continue with current bin collection service arrangement (including bin sizes) and extend Council budget allocation for community education and incentives (including kitchen caddies) beyond 2024/25, including a city-wide rollout of kitchen caddy liners to boost uptake, advertising availability of compostable bags for caddies at supermarkets, and creative messaging to increase household participation rates.



As part of the single use plastic legislation changes effective 1 September 2024 supermarkets must provide compostable bags in the fruit/vegetable section which can then be used in the kitchen caddies, reducing the demand for Council to supply free of charge.					
Estimated timeline			2025/26 – 2029/30		
Anticipated Benefits 1. Maintain overall waste diversion of 58% 2. Slightly increasing household participation in recycling food waste. 3. Flexibility with this option to reconsider a weekly FOGO service model later.			Risks 1. Little to no impact on overall waste diversion. 2. Limited impact on environmental outcomes for resource recovery and circular economy. 3. This approach does not address the fortnightly collection barrier to increasing food waste recycling rates.		
Complementary actions			Submission to EPP legislation review		
Total additional costs over 5 years					
Year 1 2025/26	Year 2 2026/27	Year 3 2027/28	Year 4 2028/29	Year 5 2029/30	5-year total cost
\$209,380	\$48,000	\$48,000	\$48,000	\$48,000	\$401,380

*Refer to 12.1 Budget impact assessment for costing details.

6.3 Option 3- Pay as You Throw Model

Description: Decouple waste management costs from rates and charge all ratepayers a weight-based waste management fee for general waste to landfill. This provides an incentive to reduce total waste volumes.	
Estimated timeline	2027- 2029 (ie after end of current waste contract)
Anticipated Benefits <ol style="list-style-type: none"> 1. Strong cost-based incentive for households to improve waste diversion. 2. Increasing household participation in recycling food waste. 	Risks <ol style="list-style-type: none"> 1. Likely to face many challenges from residents on validating the accuracy of weight-based charges (eg. Claims of neighbours using others' bins). 2. Feasibility of this option is not known given technology unlikely to be immediately available to support this approach. 3. May increase illegal dumping to avoid waste collection fees. 4. Unlikely option in the current political landscape. 5. The current contract with Cleanaway does not provide for this type of innovation and a new market approach would be required following end of current contract in 2027.
Complementary actions	Submission to EPP legislation review



Total estimated cost	<p>The service charge could be set by council to operate at a loss or as cost neutral. Operating at a profit would be unlikely to be acceptable.</p> <p>The cost of a new waste management contract is not able to be quantified at this time.</p>
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6.4 Option 4- Weekly FOGO Holdfast Model

<p>Description: Weekly FOGO and fortnightly general waste collection is the standard service offering but opt-out to weekly waste and fortnightly FOGO is also conveniently available by simply notifying council. Free bin upsizes available to 240L general waste bin and 360L recycling bin. This model is assumed to have an opt-out rate of 35% within 1 year after rollout. Extension of the Cleanaway contract is a necessary pre-requisite.</p>					
<p>Timeline</p> <p>Council decision November 2024, planning and delivery January 2025 – October 2027</p> <p>Inclusive of contract negotiation, Cleanaway's truck procurement, project initiation, planning and implementation of city-wide service transition. A detailed timeline of activities is provided below in 13.2.</p>					
<p>Anticipated Benefits</p> <ol style="list-style-type: none">1. Reduction of 2,063 tonnes CO₂-e (from 1,086 tonnes of food waste not recovered for CLO) *2. Overall waste diversion of 65% (from 58%).3. Diverts an additional 3,295 tonnes food waste to circular economy.4. 0.4 jobs created in the recycling industry¹³5. Model offers convenience of choice for residents.6. Weekly FOGO collection makes food waste recycling appealing to more residents.			<p>Risks</p> <ol style="list-style-type: none">1. Weak incentive for households to stay on a new weekly FOGO service, with opt out rates likely to reach 40%.2. Households don't understand why council is providing the new service while also promoting opting out of it. Lack of simplicity and clarity for customers contributes to high opt-out rates.3. Less environmental benefit over time as more households opt out.4. Service cost also continues to increase as more households opt out over time.5. With a 60%-40% split between 2 different services, administration and logistics would be twice as resource-intensive to manage.6. Council has no ability to contain the number of households opting out of the service in this model.		
<p>Complementary actions</p>			<p>Cleanaway contract review Submission to EPP legislation review Investigate potential GISA grant opportunities</p>		
<p>Total additional cost for service transition (one-off) and annual service costs</p>					
<p>Year 1 2025/26</p>	<p>Year 2 2026/27</p>	<p>Year 3 2027/28</p>	<p>Year 4 2028/29</p>	<p>Year 5 2029/30</p>	<p>5-year total cost</p>

¹³ Green Industries SA has established that for every 10,000 tonnes of waste sent to a recycler there are 9.2 full time jobs created compared to 2.8 jobs when sent to landfill. <https://www.greenindustries.sa.gov.au/innovative-resource-recovery>



\$55,728	\$679,135	\$565,375	\$1,106,666	\$1,071,666	\$3,478,570
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*Refer to Appendix D for emissions reduction calculations.

Refer to 12.1 Budget impact assessment for costing details.

6.5 Option 5- Weekly FOGO Prospect Model

<p>Description: Weekly FOGO and fortnightly general waste collection is the standard service offering. Residents concerned about fortnightly waste collection not meeting their needs can contact council and consult with staff on their options. Opting up to a larger bin is firstly promoted in these consultations. Opting out is then available as a final option. Free bin upsizes available to 240L general waste bin and/or 360L recycling bin.</p> <p>This model is assumed to have an opt-out rate in CoM of 18% within 1 year after rollout.</p> <p>Extension of Cleanaway contract is a necessary pre-requisite.</p>	
<p>Estimated timeline January 2025 – October 2027</p> <p>Inclusive of contract negotiation, Cleanaway's truck procurement, project initiation, planning and implementation of city-wide service transition. A detailed timeline of activities is provided below in 13.2.</p>	
<p>Anticipated Benefits</p> <ol style="list-style-type: none"> 1. Reduction of 2,602 tonnes CO₂-e (from 1,369 tonnes of food waste not recovered for CLO) * 2. Overall waste diversion of 66% (from 58%). 3. Diverts an additional 4,503 tonnes food waste to circular economy. 4. 2.7 jobs created in the recycling industry¹⁴ 5. Additional support for residents to consider upsizing their bin before pursuing opt-out. 6. Weekly FOGO collection makes food waste recycling appealing to more residents. 7. Council has some ability to contain opt-out rates initially and retain more households on weekly FOGO. 8. Greater recovery of recyclable and compostable resources than the Holdfast Model. 	<p>Risks</p> <ol style="list-style-type: none"> 1. This model may defer high opt-out rates initially, but the mid to long-term trends of this service model are unknown and there is a risk that opt-outs will still reach 40% over time. 2. Less environmental benefit over time as more households opt out. 3. Service cost also continues to increase as more households opt out over time. 4. Council continues to have limited ability to contain opt-out rates in this service model.
<p>Complementary actions</p>	<p>Cleanaway contract review Submission to EPP legislation review Investigate potential GISA grant opportunities</p>
<p>Total additional cost for service transition (one-off) and annual service costs</p>	

¹⁴ Green Industries SA has established that for every 10,000 tonnes of waste sent to a recycler there are 9.2 full time jobs created compared to 2.8 jobs when sent to landfill. <https://www.greenindustries.sa.gov.au/innovative-resource-recovery>



Year 1 2025/26	Year 2 2026/27	Year 3 2027/28	Year 4 2028/29	Year 5 2029/30	5-year total cost
\$55,728	\$739,518	\$470,304	\$707,139	\$907,884	\$2,880,573

*Refer to Appendix D for emissions reduction calculations.

Refer to 12.1 Budget impact assessment for costing details

6.6 Option 6 – Weekly FOGO Cost Recovery Model

Description: Weekly FOGO and fortnightly general waste collection is the standard service offering. Opting out is available for an annual service fee (eg. \$115) to disincentivise opting out. This fee is avoidable as residents with genuine need for weekly waste collection would be exempt from a service charge, such as Government housing tenants, large households with 6 or more people, household member/s in nappies, medical waste. As with the Prospect model, additional support would be available to any resident concerned that a weekly FOGO service does not meet their needs and would only be liable to pay a service charge if they do not have a genuine need for a weekly waste collection service.

This model is assumed to have a total opt-out rate in CoM of 18%, with 14% falling into the exemption categories above, and a service charge expected to be chosen by 4% or 1,754 households.

Free bin upsizes available to 240L general waste bin and/or 360L recycling bin.

Extension of Cleanaway contract is a necessary pre-requisite.

Estimated timeline

January 2025 – October 2027

Inclusive of contract negotiation, Cleanaway's truck procurement, project initiation, planning and implementation of city-wide service transition. A detailed timeline of activities is provided below in 13.2.

Anticipated Benefits

1. Same impact as Prospect model:
 - overall waste diversion of 66% (from 58%)
 - diverts 4,613 tonnes food waste to circular economy
 - reduction of 2,602 tonnes CO₂-e (from 1,369 tonnes of food waste not recovered for CLO)
2. Council has a lot more control over opt-out rates and ongoing service costs.
3. Maximum environmental benefits are retained over the long-term.
4. The service charge is avoidable by adopting a weekly FOGO service proven to meet most community needs.
5. Individuals are accountable for the costs associated with their choice to refuse fortnightly waste collection and avoids penalising the majority supporting weekly FOGO.
6. Most cost-effective approach to the service over time.

Risks

1. EPP legislation may be changed to prevent the possibility of a cost recovery mechanism.
2. With waste management costs currently hidden within overall rates figures from the customer perspective, decoupling additional fees for weekly waste collection is likely to be perceived as charging for a service which was previously free and likely upset some residents.
3. There is always a risk that communications are not received or understood by all. Good communications about how the cost recovery works would be essential to minimising community anxiety about the service cost.
4. Low-income households may worry about the amount they have to pay if they do not meet the exemption criteria.
5. The concept of a fee for waste collection service is politically contentious and could attract negative media before the EPP legislation review is complete.



Complementary actions			Cleanaway contract review Submission to EPP legislation review Investigate potential GISA grant opportunities		
Total additional cost for service transition (one-off) and annual service costs					
Year 1 2025/26	Year 2 2026/27	Year 3 2027/28	Year 4 2028/29	Year 5 2029/30	5-year total cost
\$55,728	\$739,518	\$457,881	\$412,694	\$412,754	\$2,078,575

The above 5-year costs incorporate a cost offset estimate of \$200,147 per year from 4% of opt-outs.

*Refer to 12.1 Budget impact assessment for costing details.

The flipside of a service charge disincentive applicable to a very small number of 1,754 households is a rebate incentive, which would apply to around 42,084 households. However, this would be intrinsically complex to track and manage, and the costs of administering the rebate would likely outweigh the cost savings.



7 Future State

7.1 Future State

Given the growing importance of waste reduction, recycling, environmental sustainability, and the increasing community expectation for Council action in this area, it is timely to evaluate the collection frequency of food organics given that Regulation and Pay as You Throw are less likely options

Changing to a weekly FOGO collection service brings many positive outcomes, including, but not limited to:

- A circular economy for our community's food waste
- Greater waste diversion rates from a collection system that better supports recycling
- Environmental benefits/ reduced GHG emissions from CO₂-e saved (from the increased diversion of food waste and application of the produced compost on farms and gardens)
- A service model supported by most of the community

State Government policy is an important driver for a sustainable service that is cost-effective and environmentally sustainable. For a weekly FOGO service to perform well, it requires a system that provides a strong incentive to retain household participation.

Recycling materials into products that are then re-entered into the market is a key benefit of the circular economy. A higher diversion rate is associated with greater recycling of materials at their highest value and best use, which are both core requirements of a circular economy. Food waste is considered to have a significant impact on diversion rates due to its heaviness as a material and the significant volumes which continue to be disposed to landfill, largely because of the fortnightly collection barrier.



Benefits of compost application

In South Australia, composted products are used to improve soils, plant growth and the environment. It has long been known that the use of such products can reduce the need for fertilisers, watering and herbicides; improve soil health and structure; reduce erosion; and improve plant growth. However, these benefits have been difficult to quantify or calculate.

A 2006 study commissioned by the NSW Department of Environment and Conservation³¹ provides a comprehensive Life Cycle Inventory (LCI) for commercial composting systems in Australia and uses rigorous Life Cycle Assessment (LCA) modelling to demonstrate the environmental impacts of commercial composting systems. It was the first time in the world that LCI data was developed for the post-application impacts of composting systems in any significant or comprehensive manner. The study has been extensively reviewed by relevant technical experts in LCA, and by relevant agricultural and environmental scientists in NSW Agriculture and the CSIRO.

The study assessed the environmental benefits of source-separated collection, composting, and the application of the resulting recycled product to the environment, and clearly demonstrated that this approach offers substantial advantages – especially when high-quality composted products are applied to soils to enhance soil health, fertility and productivity.

The results indicate significant environmental gains, including net greenhouse benefits, emerge from the commercial composting system, even where composts are transported significant distances (in this study 600 km) for agricultural application.

A study by the European Compost Network found that '[t]he provision of "recycling" fertilisers from closed-loop waste management, like composts, becomes more and more important because the costs for commercial fertilisers were steadily increasing during the last years, and will increase further in future caused by increasing energy costs [e.g. for nitrogen production] and shortage of natural resources [primarily phosphate]'³².

Source: GISA Food Waste Strategy

7.2 Recommended Option

It is recommended that Council defer a weekly FOGO service until after the EPP legislation review is complete and takes more time to learn from trials in progress in other councils, due to the currently high levels of uncertainty about legal and financial constraints relating to the kerbside bin collection service, and community acceptance risks.

It is recommended that Council approve continued funding of food waste recycling education campaigns (Option 2) for an additional five years, as this currently funded until the end of 2024/25 FY. This option will enable the ongoing cost of supplying the kitchen caddy bags to be reduced over time.



8 Weekly FOGO Business Case Analysis

8.1 Cleanaway service cost for weekly FOGO

CoM has received for consideration a commercial proposal from Cleanaway to vary the current kerbside collection contract to allow for a weekly FOGO collection cycle.

The proposal has not been clarified or negotiated with Cleanaway. It is expected further negotiation would be undertaken post consideration of this business case at a General Council Meeting.

In the interim, proposed pricing from Cleanaway has informed the modelling of approximate service costs associated with various opt-out rates.

8.2 CLO Processing at SRWRA

It is expected that the residual waste bin will continue to present at least 25% of available food waste and other organic material for the SRC to capture.

The future of CLO processing is potentially unreliable as the EPA SA has indicated a desire to shift regulatory principles away from landfill avoidance and move towards circular economy principles of supporting highest-value use of materials and resources. The State Government's direction is supported by SRWRA.

Informal discussion with SRWRA management indicates that the volumes considered in this business case with any of the FOGO options would not materially effect the viability of the CLO processing

8.3 Opportunities

These significant environmental and social benefits can be created by a weekly FOGO service:

- Removal of real barriers for households to dispose of food waste to the FOGO bin.
- Encouraging residents to be more diligent with separating their waste by reducing the landfill collection service to fortnightly.
- Delivering a more sustainable kerbside bin collection service which prioritises convenience for resource recovery and increases recycling rates.
- Reducing GHG emissions associated with organics disposal to landfill.
- Delivering a service model supported by the community at the Marion 100 forum in February 2023 and in the food waste recycling survey of our community in May 2023.
- Increasing waste diversion from landfill and potential benefits for SRWRA in extending the lifespan of the landfill.
- Increasing employment in the commercial composting sector. For every 10,000 tonnes of waste recycled there are 9.2 full time jobs created compared to 2.8 jobs when sent to landfill.¹⁵
- More nutrient-rich compost product for the South Australian economy.

¹⁵ Green Industries SA website: <https://www.greenindustries.sa.gov.au/innovative-resource-recovery>



A weekly organics waste collection aligns with the strategic directions of the City of Marion in several ways and will yield numerous benefits, including:

Environmental Sustainability: The City of Marion is committed to promoting environmental sustainability and circular economy. Implementing a weekly organics waste collection allows for the diversion of organic waste from landfill to the circular economy and reducing GHG emissions. A weekly FOGO collection facilitates the diversion of organic waste to composting facilities, enabling the production of high-quality compost for local agriculture, farms, and gardens. This supports the council's commitment to sustainable resource management.

Community Engagement and Satisfaction: The City of Marion values community satisfaction and engagement. Providing a weekly organics waste collection service meets expectations of numerous residents, demonstrates responsiveness to their needs, and fosters positive community relations. It encourages residents to actively participate in waste reduction and recycling efforts, enhancing overall community satisfaction.

8.4 Threats

Potential threats that may arise because of the future state include:

- Households wishing to opt out of weekly FOGO will increase the number of opt-outs and lead to ongoing increased costs for Council. Rising numbers of households opting out have been experienced by Cities of Holdfast Bay, Charles Sturt and to a lesser extent, Prospect.
- Waste collection models can be subject to negative media attention and become easily politicised, which can derail a good communications campaign, affect opt-out rates and affect service costs.
- The absence of a cost recovery mechanism makes it difficult to retain households on a weekly FOGO service, maintain a reasonable service cost and curtail pressure on council rates.
- The proposed legislative changes to the EPP being considered would remove the ability for councils to contain weekly FOGO service costs via a fee for opt-out households who don't meet exemption criteria or have a genuine need for weekly waste collection.
 - Exemptions to a service cost would apply to residents with a genuine need for weekly waste collection (such as nappy waste, medical waste, large household of five or more people)
- Contamination in the FOGO bins may increase with a weekly FOGO service, requiring formal processes to engage and educate residents responsible for contaminating bins (which may need to include a process to remove green bins after repeated contamination incidents).
- Unforeseeable recycling crises which undermine community confidence in all recycling initiatives and impact diversion rates (eg. China Sword, REDcycle collapse).
- Cleanaway's service performance has stabilised in CoM, however there is a possibility that issues may arise again, and this would need to be managed closely. For this proposal to be successful Cleanaway would need to invest in more trucks and labour which is the basis for the proposals received.

8.5 Community Outcomes

- Increased recycling/ composting and decreased landfill saves waste management costs to the community, as general waste incurs much higher processing costs than FOGO.
- Weekly FOGO collection encourages active participation in food waste recycling, enhancing diversion rates from landfills.



- Recycling creates local employment opportunities. For every 10,000 tonnes of waste recycled there are 9.2 full time jobs created compared to 2.8 jobs when sent to landfill.¹⁶
- Weekly FOGO gives residents more bin capacity each week:
860L for weekly FOGO/ fortnightly waste vs 760L for weekly waste/ fortnightly FOGO.
- Enhanced community satisfaction: Responsive service aligns with resident expectations, fostering a positive council-community relationship.

Waste services are essential services that the Council provides to the community. Community participation throughout the stages of implementation will assist Council to provide the best value service to meet community needs. Introduction of weekly FOGO service can assist Council to optimise delivery costs for this service and divert more food waste from landfill, whilst supporting residents to use the service.

For communications to fit resident needs and be from their perspective, community champions would be recruited to provide input on and feature in communications about the new service and to encourage participation. GISA has a large suite of free resources available for councils to use as part of the statewide 'Which bin' campaign, which has undergone rigorous, regular market testing and evaluation to ensure it resonates with householders.

8.6 In Scope

The following activities would be completed as part of the transition to a weekly FOGO service:

- **Logistics Planning:** Detailed planning for the logistics of the bin collection service transition, including bin upsizing options and opt-out processes, collection route optimisation, scheduling, and resource allocation.
- **Needs analysis for MUDs** to determine where bins are shared, site-specific waste generation and bin capacity requirements.
- **Communication Strategy:** Development of a comprehensive communication strategy to inform households and businesses (approximately 1,330 in CoM) about the changes, including communication channels, key messages, and timing of communications.
- **Performance Metrics:** Establishing key performance indicators (KPIs) to measure the success of the project, such as increased resource recovery, reduced contamination, and improved resident satisfaction.
- **Training and Capacity Building:** Providing training and capacity building for council staff involved in implementing and managing the new service model, ensuring they have the necessary skills and knowledge.
- **Risk Management:** Identifying potential risks and developing strategies to mitigate them, such as contingency plans for service disruptions or community resistance.
- **Monitoring and Evaluation:** Implementing a monitoring and evaluation framework to track progress and identify areas for improvement throughout the project lifecycle.
- **Sustainability Initiatives:** Exploring opportunities for additional sustainability initiatives, such as composting programs or educational campaigns promoting waste reduction and resource conservation.
- **Partnerships and Collaborations:** Building partnerships with local organisations, schools, businesses, and community groups to support and promote the new service model, fostering a sense of ownership and participation among stakeholders.

¹⁶ Green Industries SA website: <https://www.greenindustries.sa.gov.au/innovative-resource-recovery>



8.7 Out of Scope

To ensure the project remains focused and manageable, exclusions from the project scope include:

- **Recycling collection frequency:** will remain on a fortnightly collection schedule.
- **Bin downsizing:** brings no environmental benefits and would add further to service cost. Cost-benefit analysis to this end would need to be considered separately to the scope of this project.
- **Services to Housing SA and Junction Australia properties** will initially remain on weekly waste, fortnightly recycling and fortnightly FOGO bin collections. Many of these properties do not currently have green bins due to significant issues with bin misuse and contamination. An opt-in arrangement could be considered at a later stage on a case-by-case basis with some properties once negotiations with Housing SA and Junction commence.
- **Infrastructure changes:** Excluding major infrastructure changes such as the construction of new waste or recycling facilities, or significant modifications to existing ones.
- **Commercial and Industrial Waste:** Excluding the management of waste generated by commercial and industrial entities, focusing solely on residential waste collection and management.
- **Legal and Regulatory Compliance:** This business case excludes detailed legal review or analysis regarding any potential legal risks associated with weekly FOGO.
- **Legislative Changes:** Excluding any efforts related to lobbying for changes in legislation or regulations governing waste management. This might involve advocating for policies that support recycling or waste reduction but would be beyond the immediate scope of this project.
- **Technology Development:** Excluding the development of new technology solutions beyond what is necessary to support the transition and measurement of diversion rates and contamination rates. Major technological advancements or software development would be beyond the scope of this project and are unlikely to be required.
- **Impact on SRWRA future distributions:** The impact on future distributions from SRWRA from reduced volumes of CLO processing has not been quantified in this business case.

8.8 Assumptions

The following assumptions have been made in developing the options for a city-wide transition to a weekly FOGO service in CoM:

- The commercial proposal from Cleanaway to vary the current kerbside collection contract to allow for a weekly FOGO collection cycle has not been clarified or negotiated with Cleanaway. It is expected further negotiation would be undertaken should the General Council meeting agree to move to weekly FOGO.
- It will take Cleanaway 12 – 18 months to procure additional fleet vehicles for CoM's service transition. The start date will be dependent on Cleanaway's ability to resource up this service.
- If opting out is made as easy as possible for residents (as per model adopted by Holdfast Bay and Charles Sturt), the opt out rate is assumed to be 35% at the end of the first year.
- If the Prospect model is adopted which provides additional staff support to help retain households on weekly FOGO throughout the service transition period, the opt-out rate is assumed to be 18% at the end of the first year in CoM.



- Based on the trial results to date in Cities of Holdfast Bay and Charles Sturt, it is possible that opt-outs could increase to a maximum of 40% and thereafter remain relatively steady. It is unknown how long it would take CoM to reach those levels if starting at a low opt-out rate of 18%.
- Social housing properties would remain on weekly waste and fortnightly FOGO bin collections in CoM (7% of SEPs) until otherwise negotiated with Housing SA and Junction.
- Use of bin stickers will enable Cleanaway to identify households which have opted out of weekly FOGO. These would be provided when a resident contacts Council to explore options other than the new weekly FOGO service.
- Few businesses in CoM have a FOGO bin due to low garden waste generation, therefore an increase in FOGO bin requests from businesses may arise and should be incorporated into planning.
- Contamination management will form an important part of the community education campaign to ensure contamination remains within the acceptable range.

8.9 Dependencies

There are three major dependencies in relation to delivering a weekly FOGO service.

Dependency	Nature of Dependency	Possible Impact
Cleanaway contract extension	Pre-requisite to delivering weekly FOGO service.	Impact on commonly worded contractual arrangements with Cities of Adelaide, Charles Sturt and Port Adelaide-Enfield, and some joint contract management activities which occur between the councils.
EPP legislation	Stipulates weekly waste collection requirement and is about to undergo review.	If a cost-recovery charge is prohibited, this will limit council's ability to recoup additional costs associated with the provision of a weekly FOGO service.
Opt-out rates	Increase in opt-outs leads to higher service costs.	The inability to contain opt-out rates poses a significant risk to long-term service cost.



9 Stakeholders

Stakeholder	Role	Internal/External	Nature of Interest
Council Members	Decisions on scoping and endorsement of project	Internal	Decision makers Advocacy and information to residents
MPs	Community liaison; politics	External	May either help or hinder community support of the service; influential with regards to media.
Cleanaway	Waste collection contractor	External	Delivery of new service arrangements
GISA	Potential funding support	External	Providing support as needed
EPA SA	Enforcement of waste collection legislation	External	Authorization of proposed service change
Community/ residents	Service recipients	External	To be kept informed of planned changes and to provide any necessary feedback
All community-facing Council staff	Assistance with resident queries, concerns and feedback	Internal	Advocacy and information to residents
Community Champions	Participation in promotion of new service	External	Active interest in promoting project benefits
CoM Marketing and Communications	Develop and deliver stakeholder and community engagement plan	Internal	Marketing and communications
CoM Media and Community Engagement	Develop and deliver stakeholder and community engagement plan	Internal	Media and community engagement
CoM Procurement/ Waste Administration	Administration of new service arrangements	Internal	Key project partner during project delivery; responsible for service maintenance following project completion
Local businesses	Waste collection service recipients	External	Availability of general waste collection services
Strata managers	MUD waste service managers	External	Representatives of waste collection service recipients
Real Estate Agents	Managers of rental properties	External	Providers of waste service information for rental tenants



Stakeholder	Role	Internal/External	Nature of Interest
Housing SA and Junction Australia	Managers of government housing properties	External	To be kept informed about the impact of the project on their tenancies.
SRWRA	Assists constituent councils in their waste management strategies; accepts and processes waste via methods that balance cost, environmental outcomes and community expectations. ¹⁷	External	To be kept informed of planned changes and any potential impact on their operations
Peats Soils	Receives and processes food and garden organics	External	To be kept informed of planned changes and to provide any necessary feedback

¹⁷ Southern Region Waste Resource Authority, Strategic Plan 2019 - 2026



10 Project Delivery

A city-wide service transition would entail:

- Development of a detailed project management plan in partnership with Cleanaway
- Comprehensive stakeholder and community engagement planning
- Well-defined governance structure to steer the project implementation
- Staged service rollout to manage the customer enquiries and operational service needs

10.1 Approach

Transitioning MUDs

There are approximately 12,500 MUDs in CoM, in about 3,000 complexes. In the pre-transition planning phase, the bin collection service needs of all MUDs will need to be determined as the bin arrangements can vary significantly in response to individual site needs.

Once the arrangements at all MUDs have been scoped, transitioning MUDs to weekly FOGO and fortnightly landfill should occur simultaneously with the service transitions for individual dwellings to ensure consistency across the Council.

- Small MUD complexes with individual kerbside bins should have the same choices available as individual dwellings.
- Small to medium MUD complexes with shared kerbside bins should also default to weekly FOGO and fortnightly landfill, but additional options may be necessary since individual residents cannot opt for a weekly landfill collection. There are two potential approaches:
 - Adopt a passive stance and, only upon contact from a resident of the building, offer larger landfill bins (as the first option) or provide weekly collection for both FOGO and landfill.
 - Actively engage with buildings to increase landfill bin sizes to 240L, reduce the number of bins to match the previous weekly volume, supply FOGO bins if they are not already available, and collect both landfill and FOGO weekly.
 - Large apartment buildings with a bulk bin service provided by Council should have all three waste streams collected weekly.

Transitioning business

There are approximately 1,330 commercial rate-paying businesses in CoM. According to the EPP, Council isn't obligated to offer businesses weekly landfill bin collection. However, many businesses in CoM receive a Council kerbside bin collection service and the proposed approach for businesses is as follows:

- For the standard weekly FOGO service, only allocate a FOGO bin to businesses that will make use of it, such as cafes, as retail businesses would benefit more than industrial services. This can be assessed on a case-by-case basis with businesses who contact Council to discuss their options if the default weekly FOGO/ fortnightly waste collection prompts them to contact Council with queries or concerns.
- Additional bins may be provided in line with Council policy.



- Council may wish to provide a 240L landfill to businesses by default as a measure to reduce contamination of the yellow and/or green bins used by businesses.

Key considerations for planning in the lead-up to a weekly FOGO service transition are described below in 13.2 Timeline.

10.2 Timeline

The 'SA Better Practice Guide: Sustainable Kerbside Services' produced by the Government of South Australia presents a roadmap for changing kerbside services.

The table below summarises key steps for a city-wide service transition to a weekly FOGO bin collection service.

The dates are indicative only and will be highly dependent on the ability of Cleanaway to secure equipment and resourcing. This will be confirmed as part of the contract negotiation processes.

Key Activities & Milestones	Responsibility	Estimated Start Date	Estimated End Date
Council decision on service model	Council members	August 2024 (IEC)	November 2024 (GCM)
EPP legislation review (Council to provide formal submission)	EPA SA	August 2024	unknown
Review of bin collection service contract	Procurement team	March 2025	December 2025
Needs analysis for MUDs and businesses	CoM Project steering group + project delivery team	July 2025	December 2026
Planning for city-wide rollout (including Cleanaway vehicle procurement)	CoM Project steering group + project delivery team, Cleanaway	January 2026	March 2027
Develop stakeholder and community engagement plan	CoM Project steering group + project delivery team	May 2026	July 2026
Early stakeholder engagement	CoM Project steering group, project delivery team	October 2026	January 2027
Pre-rollout communications	CoM project delivery team	November 2026	1 March 2027
Delivery of Welcome Packs communications	CoM project delivery team	1 March 2027	15 March 2027
Service implementation	CoM Project steering group + project delivery team	1 April 2027	October 2027
Support, monitoring, management of new service	Environmental Sustainability, Procurement (waste team), customer service staff, Cleanaway.	October 2027	ongoing
12-month review and report to Council	Environmental Sustainability, Procurement (waste team), Cleanaway.	October 2028	April 2029



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12 Appendix A – Budget Impact Summary

Please see Confidential agenda item

13 Appendix B – Detailed costing assumptions

Please see Confidential agenda item



14 Appendix C – Risk assessment for weekly FOGO

Risk Assessment & Treatment – weekly FOGO									
Objective:	Weekly FOGO and fortnightly landfill bin collection system			Date Assessed:	May 2024				
Area Description:	All service-entitled properties in City of Marion								
Risk Raised:	Necessity of retaining low opt-out rates to achieve sustainable kerbside collection service								
Risk <i>[What action will fail/ cause issue/impact...]</i>	Risk Cause/ Source	Comment likelihood and consequences <i>(quote references where possible)</i>	Current Risk Assessment			Potential risk treatment options	Residual Risk Assessment		
			L	C	RR		L	C	RR
Not delivering project on time and within budget	<ul style="list-style-type: none">Limited knowledge and experience in the design and delivery of large-scale bin collection system changes.Community / political dissatisfaction	The business case provides an indication about service design plus, cost and management of weekly FOGO. Further detail on design considerations and cost estimates is	Possible	Major	H	Engagement of skilled project manager. Engagement of independent cost estimators. Development of a comprehensive implementation plan.	Unlikely	Major	M



Risk [What action will fail/ cause issue/impact...]	Risk Cause/ Source	Comment likelihood and consequences (quote references where possible)	Current Risk Assessment			Potential risk treatment options	Residual Risk Assessment		
			L	C	RR		L	C	RR
	<ul style="list-style-type: none"> Delayed procurement of additional vehicle and staffing by Cleanaway 	needed early in the project.				Create a variation to contractual arrangements with Cleanaway to reflect agreed resourcing commitments for weekly FOGO.			
Community reluctance to participate	<ul style="list-style-type: none"> Large number of opt-outs. Community not satisfied that fortnightly landfill collection meets their needs. Absence of a trial or pilot removes the ability for residents to try it before trusting it will meet their needs long-term. 	A community survey conducted in May 2023 indicated 62% would be willing to have their red bin collected fortnightly if their green bin was collected weekly, leaving 38% who did not confirm their acceptance of weekly FOGO.	Possible	Major	H	Conduct a pilot with a limited number of households before proceeding to a city-wide service change. Development of community engagement plan that includes regular communication with all ratepayers. Recruitment of community champions to advocate for	Unlikely	Major	M



Risk [What action will fail/ cause issue/impact...]	Risk Cause/ Source	Comment likelihood and consequences (quote references where possible)	Current Risk Assessment			Potential risk treatment options	Residual Risk Assessment		
			L	C	RR		L	C	RR
						weekly FOGO benefits.			
Resident requests for other bin sizes	<ul style="list-style-type: none"> Offering upsized waste bins may also lead to requests for downsized waste, recycling, or organics bins 	There's no evidence to suggest downsizing bins from 140L to 80L or 240L to 140L leads to further environmental benefits but would add significantly more to estimated service costs.	Likely	Moderate	H	Council to exclude downsizing of bins from project scope. Council could consider whether upsized recycling bins would be included within project objective to increase waste diversion outcomes.	Unlikely	Moderate	M
Negative media attention undermining project success	<ul style="list-style-type: none"> Community dissatisfaction MP dissatisfaction Bin collection already politicised 	Bin collection system changes have been politicised to date and negative media has been generated by other councils' trials in SA. Negative media would increase the number of opt-outs.	Possible	Moderate	M	Seek support from MPs and other key political stakeholders for weekly FOGO.	Unlikely	Moderate	M



Risk <i>[What action will fail/ cause issue/impact...]</i>	Risk Cause/ Source	Comment likelihood and consequences <i>(quote references where possible)</i>	Current Risk Assessment			Potential risk treatment options	Residual Risk Assessment		
			L	C	RR		L	C	RR
Increased pressure on rates	Opt-out creep to high levels (over 30%). Once households have opted out it's difficult to get them back on board. Increased collection costs to comply with current legislation.	Council has no ability to contain opt-out creep, which a fee would resolve. Extensive audit research by GISA indicates that the average household waste bin is less than half full each week.	Possible	Major	H	Advocate to Environment Minister for flexibility in the EPP to charge a service fee. Deliver a pilot as evidence-based advocacy for legislation change. Community focus group research to understand community acceptance of a cost recovery model.	Unlikely	Major	M
Increase in contamination rates following system change	Community certainty about what can go in the green bin is limited and knowledge can still be increased.	Increased frequency of FOGO bin use is likely to lead to increased contamination.	Likely	Moderate	H	Timely provision of comprehensive community education with clear and simple messaging targeting the key causes of FOGO contamination.	Possible	Moderate	M



Risk <i>[What action will fail/ cause issue/impact...]</i>	Risk Cause/ Source	Comment likelihood and consequences <i>(quote references where possible)</i>	Current Risk Assessment			Potential risk treatment options	Residual Risk Assessment		
			L	C	RR		L	C	RR
Breach of EPP legislation	Failure to ensure legal requirements are met	While EPA SA and GISA have endorsed the current approaches to downplay opting out and proposals for future service fees to contain opt-out rates, legal rigour has not been tested.	Possible	Major	H	Council to seek legal advice to ensure that the proposed approach complies with the EPP. Deferring a service transition until after the EPP review is completed will offer further legal certainty.	Unlikely	Minor	L
Failure to deliver long-term service change	Environment Minister's announcement of intention to prevent councils from charging fees to households opting out of weekly FOGO may restrict long-term feasibility.		Possible	Major		Advocate to Environment Minister for flexibility in the EPP to charge a service fee. Deliver a pilot as evidence-based advocacy for legislation change.	Possible	Moderate	M
Service quality decline over time	Limited skills and experience in the design and delivery		Unlikely	Severe	H	Engagement of skilled project manager.	Unlikely	Minor	L



Risk [What action will fail/ cause issue/impact...]	Risk Cause/ Source	Comment likelihood and consequences (quote references where possible)	Current Risk Assessment			Potential risk treatment options	Residual Risk Assessment		
			L	C	RR		L	C	RR
	of large-scale bin collection changes. Lack of established processes to service and track opt-outs.					Development of a detailed project management plan. Ongoing community education.			
Increased carbon emissions	Additional truck collection run to service opt-out households	Methane emissions from unrecovered food waste going to landfill outweigh the CO ₂ -e emissions from the additional truck.	Possible	Moderate	M	Pursue Cleanaway's commitment to providing EVs for bin collections.	Unlikely	Moderate	M
Cleanaway service performance failure	Issues such as inability to recruit and retain drivers impacting Cleanaway's ability to fulfil contractual obligations.	This has occurred in the past and while service level to CoM has improved, service performance issues are currently being experienced by other partner councils.	Possible	Moderate	M	Continued monitoring of service performance. Good relationship management. Sound process for dealing with failure to meet contractual obligations.	Unlikely	Moderate	M

End document

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OFFICE OF THE MAYOR

20 May 2024

Dr Susan Close MP
Deputy Premier
Minister for Climate, Environment and Water
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Dear Minister Close

Susan,

I write to you regarding proposed reforms to waste legislation which, I am advised, will prohibit metropolitan Adelaide councils from recovering costs for weekly general waste collection. (Media release 21 February 2024).

Along with numerous other councils in Adelaide, City of Marion is investigating the feasibility of a weekly organics waste collection service. Weekly "Food Organics and Garden Organics - FOGO" services significantly divert waste from landfill and improve organics recycling, thus contributing to our circular economy and reducing greenhouse gas emissions.

In order to maximise the benefits of a weekly organics collection, the change of service would be accompanied by a change to a fortnightly landfill collection. This encourages residents to utilise the weekly organics waste collection for their food waste and reduces the costs of the landfill collection.

Under the current legislation, I am advised that councils can provide a weekly organics collection and fortnightly landfill collection only if residents are provided with the option to "opt-out" of the new service and retain their weekly landfill collection.

We have been closely monitoring the trials of weekly organics waste collection services being delivered by other councils so we can estimate the service cost for our Council. The final cost to our ratepayers will depend on three major variables:

1. The percentage of households opting out of the new service.
2. The service cost provided by our waste contractor.
3. The ability of council to recover costs for waste collection.

Our current modelling indicates that if 15-20% of households in Marion opt-out, a weekly organics collection service could cost our ratepayers around \$900,000 per year. This is a realistic opt-out estimate based on the experience in other council areas.

The City of Marion acknowledges it is part of Kaurna land and recognises the Kaurna people as the traditional and continuing custodians of the land.

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We estimate that around a quarter of the people that choose to opt-out of a fortnightly landfill collection service make this decision due to a genuine need (e.g. medical waste, nappies, large household occupancy). However, studies from other councils indicate that many people want to retain weekly landfill collections simply because they have no incentive to change their behaviour.

If councils could recover a fee for households wanting a weekly landfill collection, then only those who choose the more costly service would have to pay. This would provide a strong incentive for people to change their behaviour and utilise the new service. Those that are able to demonstrate a genuine need for the weekly landfill collection, could apply to council to have this fee waived.

If Marion Council proceeded to weekly organics and fortnightly landfill collection, with a service cost of potentially around \$1 million per year, we would need to consider either:

1. Increase rates (and place further cost of living pressure on all rate payers);
2. Reduce other council services; or
3. Choose not to pursue this positive environmental initiative.

I trust the legislative review will consider the question of whether the old model of weekly landfill collection truly aligns with the future needs of our community and environment.

Is it time to consider a fortnightly landfill collection as the new minimum service? If a fortnightly landfill collection does become the standard, would it be fair for councils to recover costs from just those residents (without genuine need) that request a higher level of service?

Yours faithfully,


Kris Hanna
Mayor

Approaches to Reducing Food Waste to Landfill - Risks, benefits and costs

Angella Allison, General Manager City Services
Allison Byrne, Waste and Recycling Education Officer
6 August 2024



Strategic Objectives of Food Waste Diversion

- Increase circular economy outcomes by putting material to highest value and best use
- Reducing landfill and greenhouse gas emissions



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Kitchen caddy program

- 2021 rollout to all households increased behaviour
- Food waste (kg) to the green bin increased from 5% to 21%
- greenhouse gas emission reduction of 2,174 tonnes Co₂-e
- Current annual maintenance cost = \$102,000 (funding ends 2024/25)

?? Question to the Committee – do we want the kitchen caddy program to continue?

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?? Questions to the Committee

1. Does the Committee have a goal to increase food waste diversion greater than that achieved by the kitchen caddy program – 21% ?
2. Does the Committee support budget allocation beyond 2024/25 to increase the reduction of food waste to landfill?

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Option 1: Regulation

Advocacy - providing councils with flexibility to choose bin collection frequency

- No cost to Council

Advocacy - ban food waste from landfill

- Landfill bans in parts of Europe & US
- Local government control is limited
- Financial cost to Council unquantifiable as enforcement likely to fall to Council.

A great place to live



Option 2: Education campaigns

Kitchen caddies, bags and effective communications

- Maintains current resource recovery to green bin and food waste diversion of 21%
- Current activities can be amended to leverage new single use plastic legislation
- Five-year cost 2025 – 2030 = \$401,380 (\$48,00 ongoing)

Option 3: Pay as You Throw

Volume-based fees for general waste disposal separated from Council rates

Options 4-6: Weekly FOGO Models

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Options 4-6: Costs & Benefits of Weekly FOGO Models

	Year 1 2025/26	Year 2 2026/27	Year 3 2027/28	Year 4 2028/29	Year 5 2029/30	5-year total cost	Expected food waste diversion	Expected tonnes Co ₂ -e reductions
Holdfast model	\$55,728	\$679,135	\$565,375	\$1.11m	\$1.07m	\$3.48m	49%	2,063
Prospect Model	\$55,728	\$739,518	\$470,304	\$707,139	\$907,884	\$2.88m	62%	2,602
Cost Recovery Model	\$55,728	\$739,518	\$457,881	\$412,694	\$412,754	\$2.08m	62%	2,602

A great place to *live*

Thank you.

A great place to *live*



7 Confidential Items

7.1 Cover Report - Reducing Food Waste to Landfill - Confidential Appendix

Report Reference	EC240806F7.1
Originating Officer	Business Support Officer - Governance and Council Support – Cassidy Mitchell
Corporate Manager	Manager Office of the Chief Executive - Kate McKenzie
General Manager	Chief Executive Officer - Tony Harrison

REASON FOR CONFIDENTIALITY

Local Government Act (SA) 1999 S 90 (2) 3

(d) commercial information of a confidential nature (not being a trade secret) the disclosure of which (i) could reasonably be expected to prejudice the commercial position of the person who supplied the information, or to confer a commercial advantage on a third party; and (ii) would, on balance, be contrary to the public interest

RECOMMENDATION

1. Pursuant to Section 90(2) and (3)(b) of the *Local Government Act 1999*, the Committee orders that the public be excluded from attendance at that part of this meeting relating to Agenda Item IEC240806F7.1 Reducing Food Waste to Landfill – Confidential Appendix, except the following persons: Chief Executive Officer, Manager Office of the CEO, General Manager City Services, General Manager City Development, General Manager Corporate Services, Chief Financial Officer, Manager Engineering, Assets and Environment, Unit Manager Environmental Sustainability, Waste Education Officer and Executive Officer to the General Manager, to enable the Council to consider the Item in confidence on the basis the Council considers it necessary and appropriate to act in a meeting closed to the public (excepting those persons listed above) in order to receive, discuss or consider in confidence the following information or matter relating to the Item:- information the disclosure of which could reasonably be expected to deliberate a commercial advantage on a person with whom Council is proposing to conduct business and could prejudice the commercial position of Council.
2. Notes the disclosure of this information would, on balance, be contrary to the public interest because obtaining the best value for the provision of a weekly FOGO service could be compromised by the disclosure of this information.
3. Determines, on this basis, the principle that meetings of the Council should be conducted in a place open to the public has been outweighed by the need to keep consideration of the information or matter confidential.

8 Reports for Noting - Nil**9 Workshop / Presentation Items - Nil****10 Other Business****11 Meeting Closure**

The meeting shall conclude on or before 9.30pm unless there is a specific motion adopted at the meeting to continue beyond that time.