

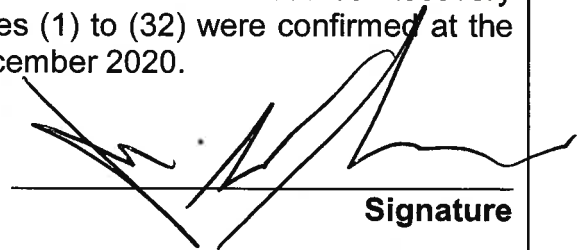


MINUTES

CERTIFICATION OF CONFIRMATION OF RESOURCE RECOVERY COMMITTEE MINUTES

7 MARCH 2019

I, Cr Jai Wilson hereby certify that the minutes from the Resource Recovery Committee Meeting held on 7 March pages (1) to (32) were confirmed at the Ordinary meeting of Council held on 3 December 2020.


Signature

Cr Jai Wilson
Person presiding at Meeting

RESOURCE RECOVERY COMMITTEE

MINUTES

7 March 2019

(REF: D2019/03060)

A meeting of the Resource Recovery Committee was held at the EMRC Administration Office, 1st Floor, 226 Great Eastern Highway, BELMONT WA 6104 on **Thursday, 7 March 2019** The meeting commenced at **5:04pm**

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1 DECLARATION OF OPENING AND ANNOUNCEMENT OF VISITORS

The Deputy Chairman opened the meeting at 5:04pm, welcomed those in attendance and acknowledged the traditional custodians of the land on which the meeting was held and paid respects to the elders past, present and future.

2 ATTENDANCE, APOLOGIES AND LEAVE OF ABSENCE (PREVIOUSLY APPROVED)

Committee Members

Cr Melissa Mykytiuk (Deputy Chairman)	EMRC Member	Town of Bassendean
Cr Barry McKenna	EMRC Member	City of Bayswater
Cr Dylan O'Connor	EMRC Member	City of Kalamunda
Cr David Lavell	EMRC Member	Shire of Mundaring
Cr David McDonnell (Deputising for Cr Kovalevs)	EMRC Deputy Member	City of Swan
Mr Simon Stewert-Dawkins	Director Operational Services	Town of Bassendean
Mr Michael Worthington (Deputising for Mr Pearson)	Manager Environmental Health	City of Bayswater
Mr Brett Jackson	Director Asset Services	City of Kalamunda
Mr Shane Purdy	Director Infrastructure Services	Shire of Mundaring
Mr Jim Coten	Executive Manager Operations	City of Swan
Mrs Wendy Harris	Acting Chief Executive Officer	EMRC

Apologies

Cr Steve Wolff (Chairman)	EMRC Member	City of Belmont
Cr Adam Kovalevs	EMRC Member	City of Swan
Mr Doug Pearson	Director Technical Services	City of Bayswater

EMRC Officers

Mr Stephen Fitzpatrick	Director Waste Services
Mr Hua Jer Liew	Director Corporate Services
Mr Stephen Conway	Manager Engineering & Waste Services
Mr Dave Beresford	Manager Resource Recovery
Ms Annette Rakich	Administration Support Officer (Minutes)

Observer(s)

Mr Chris Thompson	Manager Asset & Waste Operations	City of Kalamunda
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3 DISCLOSURE OF INTERESTS

Nil

4 ANNOUNCEMENTS BY THE CHAIRMAN OR PRESIDING MEMBER WITHOUT DISCUSSION

Nil

5 PETITIONS, DEPUTATIONS AND PRESENTATIONS

Nil



6 CONFIRMATION OF MINUTES OF PREVIOUS MEETINGS

6.1 MINUTES OF THE RESOURCE RECOVERY COMMITTEE MEETING HELD ON 7 FEBRUARY 2019

That the Minutes of the Resource Recovery Committee meeting held on 7 February 2019 which have been distributed, be confirmed.

RRC RESOLUTION(S)

MOVED CR LAVELL

SECONDED CR MCDONNELL

THAT THE MINUTES OF THE RESOURCE RECOVERY COMMITTEE MEETING HELD ON 7 FEBRUARY 2019 WHICH HAVE BEEN DISTRIBUTED, BE CONFIRMED.

CARRIED UNANIMOUSLY

7 QUESTIONS BY MEMBERS OF WHICH DUE NOTICE HAS BEEN GIVEN

Nil

8 QUESTIONS BY MEMBERS WITHOUT NOTICE

Cr McKenna inquired if the EMRC still had approval to build an anaerobic digester at Red Hill. The Director Waste Services advised that the EMRC has Ministerial approval to establish an anaerobic digestion plant or a gasification plant at Red Hill which was valid until July 2019 and the EMRC had applied to the Environmental Protection Authority (EPA) for an extension for another five (5) years.

9 ANNOUNCEMENT OF CONFIDENTIAL MATTERS FOR WHICH MEETINGS MAY BE CLOSED TO THE PUBLIC

Nil

10 BUSINESS NOT DEALT WITH FROM A PREVIOUS MEETING

Nil



11 REPORTS OF EMPLOYEES

11.1 PROCESSING OF FOOD ORGANICS AND GARDEN ORGANICS (FOGO) WASTE, RED HILL WASTE MANAGEMENT FACILITY

REFERENCE: D2019/02984

PURPOSE OF REPORT

The purpose of this report is to provide an update on the proposed options for the processing of food organics and garden organics (FOGO) waste at the Red Hill Waste Management Facility.

KEY POINTS AND RECOMMENDATION(S)

- The options for the processing of FOGO waste at the Red Hill Waste Management Facility (Red Hill) have been investigated further since the December 2018 Council meeting.
- The Mobile Aerator Floor (MAF) composting system is one of the proven technologies for FOGO waste processing and is the most easily accessible option for the trial processing of FOGO waste at Red Hill.
- A MAF system could be installed and operational at Red Hill between July and November 2019 depending on the procurement process.
- A site visit of MAF processing facilities at Bunbury Harvey Regional Council (BHRC) and C-Wise has been organised for 13 March 2019.
- Preliminary costing is provided for the various processing options.
- A regional marketing campaign will be investigated to assist with community messaging.

Recommendation(s)

That Council:

1. Proceeds with the procurement process and licence approval for the addition of a trial Mobile Aerator Floor (MAF) composting system for the processing of up to 10,000 tonnes per annum of food organics and garden organics (FOGO) waste at the Red Hill Waste Management Facility.
2. By absolute majority approves the expenditure of up to \$400,000 ex GST for the purchase and installation of a suitable MAF system and/or on-site processing services and that the funds be allocated from the Secondary Waste Reserve.
3. Notes that interim arrangements are available with several third party processors of FOGO waste if the installation of a processing facility at the Red Hill Waste Management Facility is delayed for whatever reason beyond planned start dates for FOGO collections by member Councils.
4. Advise the Town of Bassendean and the City of Bayswater of the Council resolution and authorise the CEO to enter into negotiations with these member Councils for a suitable processing arrangement.
5. Seek funding support from the Waste Authority for the FOGO trial at the Red Hill Waste Management Facility.

SOURCE OF REPORT

Director Waste Services

Item 11.1 continued

BACKGROUND

In February 2018 the Town of Bassendean advised the EMRC that, inter alia “the Town would like to work with the EMRC to explore alternative options to the incineration of the Town’s residual waste, including a trial/scalable anaerobic digester facility at the EMRC’s Red Hill Facility for the Town’s residual waste”. The EMRC acknowledged this advice at their March 2018 Council meeting.

In October 2018, the City of Bayswater advised of their intention to introduce FOGO and requested that the EMRC undertake investigations in relation to best practice FOGO processing for the City of Bayswater and other interested parties collaboratively with the City of Bayswater to enable the implementation of FOGO in a timely manner. A meeting was held with the City of Bayswater on 6 November 2018 to gather a fuller understanding of their proposal and future requirements.

At the December 2018 meeting of Council it was resolved:

“THAT COUNCIL:

- 1. ACKNOWLEDGE THE REQUESTS FROM THE TOWN OF BASSENDEAN AND THE CITY OF BAYSWATER FOR THE INVESTIGATION OF THE PROCESSING OF FOOD AND GARDEN ORGANIC WASTE (FOGO) AT THE RED HILL WASTE MANAGEMENT FACILITY.*
- 2. NOTES THE OPTIONS BEING CONSIDERED FOR THE PROCESSING OF FOGO WASTE AT THE RED HILL WASTE MANAGEMENT FACILITY.*
- 3. AS PART OF THE VARIOUS OPTIONS BEING CONSIDERED, THAT INVESTIGATIONS AND COST MODELLING BE UNDERTAKEN ON OPTIONS TO ESTABLISH AN INTERIM FINANCIAL ARRANGEMENT ON BEHALF OF MEMBER COUNCILS, WITH SOUTHERN METROPOLITAN REGIONAL COUNCIL OR OTHER APPROPRIATE THIRD PARTIES FOR THE PROCESSING OF FOGO COMMENCING 1 JULY 2019 UNTIL THE RED HILL WASTE MANAGEMENT FACILITY IS ABLE TO RECEIVE AND PROCESS FOGO WASTE.*
- 4. REQUEST THE OUTCOME FROM THE REVIEW OF THE VARIOUS OPTIONS INCLUDING COST MODELLING BE PRESENTED TO THE MARCH 2019 ORDINARY COUNCIL MEETING.”*

REPORT

The options, both short term (interim) and long term, identified for the processing of FOGO waste at the Red Hill Waste Management Facility include the following:

1. Modification of the existing greenwaste windrow composting system to add forced aeration.
2. Tunnel composting system with forced aeration and odour management.
3. Anaerobic Digestion facility which is modular and scalable to match the growth of FOGO input.
4. Fully enclosed aerobic composting, e.g. Hot Rot composter.
5. Other combinations or processing initiatives that might be identified through further investigations or through a tender process.

Option 1 - Forced Aeration

The mobile aerator floor (MAF) forced aeration system is one example of forced aeration which is being deployed in an open windrow composting operation several sites in WA including:

- Bunbury Harvey Regional Council’s (BHRC) Banksia Road Waste Management Facility;
- C-Wise (WA Composts Pty Ltd) Nambeelup Facility; and
- Suez’s Waste Disposal facility at North Bannister.

Other systems include the aerated floor/composting plants at the Southern Metropolitan Regional Council (SMRC) in Canning Vale and the Suez facility in Neerabup which are designed for a mixed solid waste (MSW) but are now being trialled or adapted by the SMRC’s for FOGO processing. The EMRC officers have

Item 11.1 continued

recently visited the GO Organics forced aeration and windrow composting facility at North Gingin and previously visited the BHRC facility in October 2018. A further visit of the BHRC and C-Wise facilities has been organised for member Council councillors and officers for Wednesday 13 March 2019.

The BHRC's Banksia Road Waste Management Facility currently processes organic waste from a FOGO collection by four (4) of their member Councils – the City of Bunbury and the Shires of Capel, Donnybrook-Balingup and will be extended to include the Shires of Collie and Harvey in July 2019. The BHRC facility processes approximately 12,000 tonnes per annum of FOGO material and another 5,500 tonnes of green waste from verge collections and waste transfer stations and produces a compost to Australian Standard AS4454 and Australian Certified Organic status.

The major processor in the south-west is C-Wise, an established, industry leading Australian composter. Their Nambelup facility also uses a MAF system which they researched, developed and utilised for over nine (9) years to process various organic waste feedstocks including GO, FOGO, manure, sludges and liquid wastes. They offer a complete composting service which the EMRC could avail themselves of, or alternatively the EMRC could purchase a MAF system from C-Wise and undertake all the processing operations in house with appropriate training and oversight by C-Wise and an arrangement with the sale of the product.

For the purpose of the 12 month FOGO trial, C-Wise propose to provide on-site processing services, this would include the following:

- The EMRC staff would receive and decontaminate the kerbside collected FOGO material to ensure no non-compatible materials are included in the compost process each day (Monday to Friday) and place the decontaminated material onto a MAF accumulation stage ready for composting. The material must be decontaminated to less than 0.5% by weight and specifically:
 - Light film plastic less than 0.05% dry weight.
 - Glass, metal and rigid plastic less than 0.5% dry weight basis.

These minimum decontamination requirements are necessary in order to produce merchantable product to AS 4454. As an option C-Wise can provide this decontamination service for a fee.

- To have a decontaminated product would require the EMRC to allocate approximately four (4) pickers for 2-3 hours per day and provide a loader and operator to break up the material for the pickers and then load the decontaminated material onto the MAF accumulation stage. Once this has been completed to decontamination standards the processing and ownership of the material would be passed onto C-Wise who would provide all the necessary processing equipment e.g. the MAF, carry out all further works including applying a daily compost bio cover, monitor and graduate the piles, provide the technical support, deal with the sampling and take ownership of the finished product.

At the conclusion of the 12 month trial, the EMRC could purchase the equipment, upskill staff and run the facility and own the product at the end of the process which would be marketed along with the EMRC's other mulch and compost products or returned to member Councils for use on their parks and gardens. Alternatively the EMRC and C-Wise could enter into an arrangement for on-going processing and technical support and marketing of the product.

A proposal has also been obtained from Spartel Pty Ltd who supply Fabcom MAF systems which is the same system deployed at BHRC. Spartel have offered to supply a MAF system scalable to handle up to 10,000 tpa of FOGO waste for purchase or lease of the equipment for purchase at the end of the trial and to provide consulting services to optimise the processing and product quality.

So for a trial project, the MAF system would be the simplest and most economical to implement to process FOGO waste from the Town of Bassendean and the City of Bayswater. This would involve processing between about 2,600 tonnes per annum and 10,300 tonnes per annum of FOGO waste.



Item 11.1 continued

This could be established in the existing greenwaste processing area where Bayswater's MGB greenwaste is currently processed. If other member Councils decided to proceed with a FOGO system, this could involve processing up to 60,000 tonnes per annum and would require the FOGO processing area to be relocated to Lots 8, 9 and 10 at Red Hill to provide adequate space for processing and to minimise odour issues with neighbours. For this scale of operation, the MAF system can be upscaled or alternatives could be used including a tunnel composting system, hot rot system, an anaerobic digestion system or some other combination.

The external costs for a one (1) year trial of a MAF system for FOGO waste at Red Hill will be in the order of \$150,000 which requires a tender process.

The EMRC will need to seek a licence amendment from Department of Water and Environmental Regulation (DWER) for this change. A preliminary odour assessment has been completed for FOGO processing at Red Hill showing that the expected emissions are within the odour guidelines. A licence amendment could take three months. A tender process for the MAF system would take approximately three (3) months and these two (2) processes can be run concurrently.

External funding will be sought through the Waste Authority for the FOGO trial although the timeframe and likelihood of securing the funding is unknown at this stage.

In terms of considering a short term solution for a trial project whilst we investigate the ultimate long term options, we could start with a MAF and then progress to a different technology. The investment in a MAF system will not be a wasted as it can be relocated to speed up the greenwaste mulching operations thereafter.

The following options are proposed as a longer term solution to include all member Councils wanting to deploy a FOGO waste collection system and to enable the EMRC to become a FOGO processor for other Councils, North of the River, if the opportunity presents.

Option 2 - Tunnel Composting

Tunnel composting systems are more sophisticated and involve concrete tunnels with odour management system and possibly a pre-sort facility to remove contamination. There is a facility like this at Port Macquarie, NSW, which processes around 100,000 tonnes per annum. Such a system is worthy of further exploration for the longer term (permanent) FOGO processing solution.

BHRC are in the process of obtaining a Works Approval for a tunnel composting system at their Stanley Road Waste Facility (Bunbury) because of space limitations at their Banksia Road Waste Management Facility. This will have an initial capacity to process up to 35,000 tpa of FOGO waste and F4 organics and be capable of expansion up to 50,000 tpa. It will incorporate best practice including a pre-sorting facility to remove the 2 to 5% contamination prior to mulching and then feeding into the tunnel composting system.

The estimated capital cost for such a system is \$4 million to \$5 million. This facility will accommodate the FOGO waste from the South West region. Operating costs for such a facility are estimated to be in the range of \$80 per tonne.

Option 3 – Scalable Anaerobic Digester

Small scale anaerobic digesters are available which can be built in modules and upscaled by adding more modules. Preliminary enquiries have been made with suppliers for such a system to be located on the approved location on Lot 8, Red Hill Waste Management Facility.

A plant capable of processing up to 10,000 tonnes per annum would cost approximately \$5 million and comprise of four (4) batch digesters and could be upscaled by adding more digesters.

Item 11.1 continued

Operating costs would include one (1) operator, some administration and consumable costs. The biogas produced could be supplied to the existing power station on site. The operating cost for this solution is likely to be in the vicinity of \$40 per tonne to which would be added the cost of secondary composting and screening of the product.

Option 4 – Enclosed Hot Rot System

Global Composting Systems market the Hot Rot Composting System which is scalable with each unit capable of processing 900 tonnes per annum. To process 2,600 tpa of FOGO waste for example would require four (4) Hot Rot 1811 units at a total estimated capital cost of \$1.5 million whereas it would require up to 12 units to process 10,000 tpa of FOGO waste at a cost of approximately \$5.1 million. Operating costs are expected to be in the vicinity of \$30 per tonne.

Option 5 – Other options and interim arrangements with existing processors

Another option would be to develop a bio-reacting landfill which is a purpose built landfill cell designed to breakdown the waste material quickly and generate biogas and residual organic matter which can be processed into compost. Test versions of these cells have been developed in the past by Queensland University of Technology.

If the installation of a processing facility at the Red Hill Waste Management Facility is delayed for whatever reason, a suitable interim arrangement is available with the Southern Metropolitan Regional Council (SMRC), BHRC, GO Organics at Gingin or Suez at North Bannister. Member Councils would have to organise transport to these facilities with their waste collection contractors.

It should be noted that until such time as a detailed analysis of each option is undertaken, the costs provided are purely estimates. Further costing information will be provided at the meeting.

Other Issues

Community education will be an important part of the success of a FOGO system to keep contamination levels consistently low. The Town of Bassendean and the City of Bayswater will need to factor this in to their waste management budgets and with their collection contractors if they proceed with a FOGO waste collection system as the contamination level of the FOGO waste will impact on the decontamination cost final product quality. The EMRC could support this through the Waste Education team and the Regional Waste Education Steering Group and would look at a large scale regional marketing campaign with smaller more localised campaigns being undertaken by each Council.

Next steps (not necessarily in sequential order)

1. Undertake more detailed cost analysis of the various options.
2. Establish the preferred interim and long term solutions for Red Hill and seek Council and DWER approval to proceed.
3. Negotiate an agreement with the Town of Bassendean and the City of Bayswater for the processing of FOGO waste at Red Hill.
4. Call for expressions of interest and/or tenders for the preferred solution(s) and confirm marketing options.
5. Establish a market/buyer for the compost and commence community awareness campaigns.
6. Select preferred tenderer, confirm the costings and gate fees and seek Council approval to proceed.
7. Install plant and prepare operation to receive FOGO waste from the participating Councils.

STRATEGIC/POLICY IMPLICATIONS

Key Result Area 1 – Environmental Sustainability

- 1.1 To provide sustainable waste disposal operations



Item 11.1 continued

FINANCIAL IMPLICATIONS

There is no provision in the adopted 2018/2019 Annual Budget nor in the ten (10) year financial plan for capital expenditure on food organics and garden organics (FOGO) processing. Capital would have to be allocated to this project for 2018/2019 from reserves.

SUSTAINABILITY IMPLICATIONS

Nil

MEMBER COUNCIL IMPLICATIONS

Member Council	Implication Details
Town of Bassendean	Provide a service for the processing of FOGO waste } Nil
City of Bayswater	
City of Belmont	
City of Kalamunda	
Shire of Mundaring	
City of Swan	

ATTACHMENT(S)

Nil

VOTING REQUIREMENT

Absolute Majority

RECOMMENDATION(S)

That Council:

1. Proceeds with the procurement process and licence approval for the addition of a trial Mobile Aerator Floor (MAF) composting system for the processing of up to 10,000 tonnes per annum of food organics and garden organics (FOGO) waste at the Red Hill Waste Management Facility.
2. By absolute majority approves the expenditure of up to \$400,000 ex GST for the purchase and installation of a suitable MAF system and/or on-site processing services and that the funds be allocated from the Secondary Waste Reserve.
3. Notes that interim arrangements are available with several third party processors of FOGO waste if the installation of a processing facility at the Red Hill Waste Management Facility is delayed for whatever reason beyond planned start dates for FOGO collections by member Councils.
4. Advise the Town of Bassendean and the City of Bayswater of the Council resolution and authorise the CEO to enter into negotiations with these member Councils for a suitable processing arrangement.
5. Seek funding support from the Waste Authority for the FOGO trial at the Red Hill Waste Management Facility.



Item 11.1 continued

Mr Coten moved the following alternative motion and was seconded by Cr McDonnell

That Council immediately commence planning work for a FOGO treatment system at Redhill Waste Management Facility with adequate to accept FOGO material for all members Councils to be operational by 2025.

Cr McKenna foreshadowed a motion to defer the item.

Both Mr Coten and Cr McDonnell agreed to withdraw their substantive motion.

Cr McKenna moved the following motion to withdraw the report to provide more detailed costings to be put before the committee when the item is next presented.

That:

1. The item be deferred.
2. Expressions of Interest (EOI) be sought for the appropriate technology to implement long-term food organics and garden organics (FOGO) processing solutions to cater for all member Councils future FOGO waste streams.
3. The EMRC begin the process of developing a long-term FOGO strategy to cater for all member Councils future FOGO waste streams.

Cr Lavell seconded the motion.

Cr McDonnell moved a procedural motion to suspend standing orders to have an open discussion on this matter.

RRC RESOLUTION(S)

MOVED CR MCDONNELL

SECONDED MR COTEN

THAT STANDING ORDERS BE SUSPENDED.

CARRIED UNANIMOUSLY

Discussion ensued

Discussion ensued around various options both short term and long term for future FOGO processing solutions resulting in the following recommendations.

Cr McDonnell moved to reinstate standing orders.

RRC RESOLUTION(S)

MOVED CR MCDONNELL

SECONDED MR COTEN

THAT STANDING ORDERS BE REINSTATED.

CARRIED UNANIMOUSLY



Item 11.1 continued

Mr Stewart-Dawkins wish to add the following amendments to the substantive motion.

4. Council advises the Town of Bassendean and the City of Bayswater that interim arrangements will be made available through the EMRC with several third parties to process their FOGO waste.
5. The EMRC pricing are made available to Town of Bassendean and City of Bayswater and to seek funding from the Waste Authority for the FOGO trial at the Red Hill Waste Management Facility.

Cr McKenna agreed to the first amendment but not the second. Cr Lavell concurred.

The following motion was put to the vote:

That:

1. The item be deferred.
2. Expressions of Interest (EOI) be sought for the appropriate technology to implement long-term food organics and garden organics (FOGO) processing solutions to cater for all member Councils future FOGO waste streams.
3. The EMRC begin the process of developing a long term FOGO strategy.
4. Council advises the Town of Bassendean and the City of Bayswater that interim arrangements will be made available through the EMRC with several third parties to process their FOGO waste.

RRC RECOMMENDATION(S)

MOVED CR MCKENNA

SECONDED CR LAVELL

That:

1. The item be deferred.
2. Expressions of Interest (EOI) be sought for the appropriate technology to implement long-term food organics and garden organics (FOGO) processing solutions to cater for all member Councils future FOGO waste streams.
3. The EMRC begin the process of developing a long term FOGO strategy.
4. Council advises the Town of Bassendean and the City of Bayswater that interim arrangements will be made available through the EMRC with several third parties to process their FOGO waste.

CARRIED UNANIMOUSLY



11.2 CONTAINER DEPOSIT SCHEME (CDS)

REFERENCE: D2019/03267

PURPOSE OF REPORT

The purpose of this report is to update Council on the proposed Western Australian Container Deposit Scheme (CDS) and the potential opportunities for the EMRC and its member Councils.

KEY POINTS AND RECOMMENDATION(S)

WALGA have prepared a Draft Paper on Sharing the Benefits from the CDS between Material Recovery Facility (MRF) Operators and Local Government for comment.

Recommendation(s)

That the information is received.

SOURCE OF REPORT

Director Waste Services

BACKGROUND

As part of the State Government's commitment to implement a Container Deposit Scheme (CDS), the Department of Water and Environmental Regulation (DWER) sought feedback on the CDS with submissions to be analysed and recommendations made to the Minister for Environment.

The Consultation Paper was issued in August 2017 and closed on Monday 23 October 2017. The paper was an opportunity for the community and other stakeholders to provide input on options and a possible conceptual model. The EMRC prepared and submitted a submission on the implementation of a container deposit scheme. (Refer Attachment 1).

REPORT

The introduction of the Container Deposit Scheme (CDS) in early 2020 will bring a range of benefits to Western Australia. The main objects of the CDS, as outlined in the legislation, are to:

- Increase the recovery and recycling of empty beverage containers;
- Reduce the number of empty beverage containers that are littered or are disposed of to landfill;
- Ensure that manufacturers or importers of beverage products meet their product stewardship; responsibility in relation to their beverage products;
- Provide opportunities for social enterprise, and benefits for community organisations through participation in the scheme
- Create opportunities for employment (including for people with a disability and long term unemployed people); and
- Complement existing collection and recycling activities for recyclable waste.

Item 11.2 continued

The scheme targets beverage containers most commonly seen as litter and provides a 10 cent refund for eligible drink containers returned to refund points. The types of beverage containers covered in the scheme include plastic and glass bottles, paper-board cartons, and steel and aluminium cans between 150 millilitres and three (3) litres. Examples of eligible beverage containers in the scheme include:

- soft drink cans and bottles;
- bottled waters – both plastic and glass;
- small flavoured milk drinks;
- beer and cider cans and bottles; and
- sports drinks and spirit-based mixed drinks.

The Community will be able to participate in the Scheme by either returning eligible containers (as outlined above) to refund/donation points, or placing containers in their kerbside recycling bin (where provided).

The Department of Water and Environmental Regulation (DWER) has previously advertised a Request for Proposal for the CDS Coordinator. The response period for offers for the CDS Coordinator has now closed and offers are currently being assessed and a decision on the preferred respondent will be made shortly. It is likely an announcement will be made April 2019.

Opportunities for Local Government

Material Recovery Facility (MRF) operators that process the material from the kerbside recycling bin will be able to claim a refund on eligible containers from the Scheme Coordinator. It is likely that to continue to receive funds (after a certain time period), the MRF operator will need to enter into an agreement with the Local Government that the material originated from. This agreement will identify how the benefits from the Scheme are to be shared between the Local Government and MRF operator. The Regulations will outline how payments under this agreement are to be calculated, including the means for estimating the number of containers processed by a MRF operator.

In New South Wales and Queensland, there have been challenges in reaching agreement as to how the benefits from the Scheme should be shared between Local Governments and MRF operators. The negotiations have been complicated by the impact of China's National Sword Program on traditional end markets for recyclable material.

In WA, there is the opportunity for Local Governments and MRF operators to agree how the benefits of the Scheme will be shared prior to its implementation, by considering likely costs and revenue. The Regulations will outline the period in which an agreement must be reached, the consequences of failing to reach an agreement and how payments are to be shared in the absence of any agreement.

To ensure Local Government receives the benefits from the Scheme in a timely manner, WALGA has been working with the CDS Policy Forum and MRF operators to develop a proposal for consideration by the sector.

A Draft Paper on Sharing the Benefits from the CDS between Material Recovery Facility Operators and Local Government has been circulated to Local Government Officers for comment by COB Monday 11 March 2019.

The proposed approach to sharing benefits from the CDS is:

- **Separate Agreement:** Local Government and MRF operators come to a separate agreement to the current contract, as to how the benefits of the Scheme will be shared.
- **Benefits are shared 50/50 – net MRF costs:** Both parties commence negotiations on the basis that benefits are shared 50/50 – net MRF costs. Agreement on what these costs are will form an essential element of these negotiations.
- **Transparency:** Material Recovery Facilities agree to provide sufficient information on MRF costs.
- **Agreement Timeframe:** The Agreement runs for a three (3) year period, or the length of the current contract.
- **Future negotiations** can then occur when the actual Scheme costs are known in more detail.

Item 11.2 continued

Collection Network

A draft document setting out potential customer service standards for the container deposit scheme collection network was released by the DWER for a six-week comment period from 25 October to 6 December 2018.

The scheme requires a network of collection points to refund ten (10) cents for containers returned by the public.

A key part of designing the container deposit scheme and its collection network is balancing the convenience and cost of the collection network, with consideration also given to the size, remoteness and population density of Western Australia. The draft document set out proposed customer service standards for the collection network, and modelled the resultant network.

Using the 2016 Census population for Western Australia (2,567,788), these standards would be expected to provide an average population per refund point of 13,100 and 11,262 for the recommended and alternative minimum service standards respectively. Modelling resulted in 94 recommended minimum, and 125 alternative service standards for the Metropolitan area.

DWER is analysing submissions. The final CDS customer service standards will outline the State Government's expectations for minimum access and coverage requirements as part of the establishment of the collection network by the scheme coordinator.

The Department of Planning, Lands and Heritage (DPLH) has a key role in determining how container deposit scheme infrastructure should be considered and assessed in the Western Australian planning system and has developed a draft Position Statement that outlines this. The draft Position Statement was released for public comment and submissions closed at 5:00pm on 19 February 2019. (Attachment 2)

Opportunities for EMRC and Member Councils

It is the task of the Scheme Coordinator to establish and maintain a network of refund points by entering into arrangements with refund points and material recovery facility operators, while minimising handling fees. Handling costs (yet to be determined) will be paid for all eligible returned containers to refund point operators.

Although the exact structure of the refund point's network is yet to be determined it is likely that it will include drop-off points at established waste management facilities, reverse vending machines in approved locations, Charitable Organisations, shop front drop-offs, and sporting club collection points.

A request for proposal (RFP) for establishing refund points will be released by the Scheme Coordinator mid-2019 to establish the minimum requirement set down in the DWER customer service standards.

It is likely, as seen in other States that established complementary facilities will receive a favourable response from the Scheme Coordinators selection panel.

The Red Hill Waste Management Facility or any of the member Council's community resource centres (CRC) will be able to establish refund points within the existing facility as these are seen as complementary activities in support of the collection network.

The Hazelmere Resource Recovery Park is also in a key strategic location for a refund point to be included in the future CRC and also if bulk consolidation opportunities arise from the collection network RFP. It is also a strategic location to establish a Materials Recovery Facility (MRF) which is part of the concept planning for the Hazelmere Resource Recovery Park.

For Local Governments planning approval may not be required due to the exemption of the Regulations for Local Governments under taking public works on public lands. The DPLH is assessing this as part of their Position Statement.



Item 11.2 continued

Implementation Timeline

- *Waste Avoidance and Resource Recovery Amendment (Container Deposit) Bill 2018* introduced into Parliament – **November 2018**
- Scheme Coordinator tender - closed **5 December 2018**
- Legislation passed / appointment of Scheme Coordinator – anticipate **March/April 2019**
- Procurement of refund Network - **May/June 2019**
- Branding for the Scheme – **June 2019**
- Appointment of refund Network – **September/October 2019**
- Community engagement by Scheme Coordinator – **November/December 2019**
- Scheme commences – **March 2020**

STRATEGIC/POLICY IMPLICATIONS

Key Result Area 1 – Environmental Sustainability

- 1.1 To provide sustainable waste disposal operations
- 1.2 To improve regional waste management

Key Result Area 3 - Good Governance

- 3.1 To provide advice and advocacy on issues affecting Perth's Eastern Region

FINANCIAL IMPLICATIONS

Nil

SUSTAINABILITY IMPLICATIONS

The State Container Deposit Scheme is a long term strategy for continuous improvement in resource recovery and minimising litter.

MEMBER COUNCIL IMPLICATIONS

Member Council	Implication Details
Town of Bassendean	} Nil
City of Bayswater	
City of Belmont	
City of Kalamunda	
Shire of Mundaring	
City of Swan	

ATTACHMENT(S)

1. Submission on Western Australian Container Deposit Scheme Discussion Paper (Ref: D2019/03298)
2. Draft Position Statement: Container Deposit Scheme Infrastructure December 2018 (Ref: D2019/03298)



Item 11.2 continued

VOTING REQUIREMENT

Simple Majority

RECOMMENDATION(S)

That the information is received.

RRC RECOMMENDATION(S)

MOVED CR LAVELL

SECONDED CR MCDONNELL

That the information is received.

CARRIED UNANIMOUSLY



Eastern Metropolitan Regional Council
 1st Floor Ascot Place, 226 Great Eastern Hwy,
 Belmont, Western Australia 6104
 PO Box 234 Belmont Western Australia 6984

Submission: Western Australia Container Deposit Scheme Discussion Paper

Submission type: Email

Submission due date: Monday 23 October 2017

Submission Prepared by: Eastern Metropolitan Regional Council (EMRC)

The EMRC is a progressive and innovative regional local government working on behalf of six member councils located in Perth's eastern suburbs - Town of Bassendean, City of Bayswater, City of Belmont, City of Kalamunda, Shire of Mundaring and City of Swan.

Providing services in waste management, environmental management and regional development, EMRC is a model of successful collaboration that has initiated projects delivering real benefits to the region.

Executive Summary

The EMRC welcomes the opportunity from the Department of Water and Environmental Regulation (DWER) to provide written responses to the consultation points within the **Container Deposit Scheme (CDS) discussion paper**. A well designed Scheme must have input from the community and the EMRC supports the inclusion of the community participation through the online survey.

It is also important that the proposed CDS is aligned with other jurisdictions as this will provide a level of consistency for the community, thereby meeting the CDS objective of community participation. Consistency will also ensure the CDS is able to inform the community through media and education to achieve the objective of recovering resources (recycling).

To ensure accessibility to the CDS, refund points must be delivered throughout a variety of locations and data capture must be included at the collection point for auditing and reporting to the Coordinator so the CDS can have a performance measure. The EMRC supports the inclusion of refund points at existing collection facilities as this will support the willingness of the community to travel and assist in the success of the CDS. To qualify, a refund point should offer at least one refund method where the full 10 cent refund value is provided to consumers. Handling fees should be reflective of all containers entering the market as this compliments the premise of Extended Producer Responsibility that places a greater onus of responsibility for end-of-life management on the producer, importer and retailer of products.

The EMRC considers further consultation will be required during the design phase and supports the notion of Technical Working Parties to consult on issues that may relate directly to certain areas of the CDS. This additional consultation will, for example, determine how the number of eligible containers within the kerbside collection is validated and the considerations for Materials Recovery Facility (MRF) operators and Local Government contracts, setting of handling fees and regulations for siting and compliance with Local Government planning and DWER regulations. The EMRC would be pleased to be part of the Technical Working Party and contribute our knowledge of waste management.

Introduction

The Premier and Minister for Environment released the Container Deposit Scheme Discussion Paper on Monday 28 August, for an 8 week consultation period. The implementation of a CDS in New South Wales and Queensland provides useful information that can inform the development of a Western Australian Scheme. It is therefore important that the Western Australian CDS maintains a level of consistency with the other schemes in place to guarantee a measure of success in line with the CDS objectives:-

1. Reduce litter
2. Improve recycling rates
3. Protect the environment
4. Encourage community participation

The EMRC is committed to providing sustainable waste management services and to be a responsive and innovative leader in assisting Perth's Eastern Region to be a great place to live, work, play and do business. A well designed and successful CDS will assist the EMRC in meeting its objectives and will provide economic and environmental benefits to the Eastern Region and the State as a whole.

Discussion Paper Questions

Accessibility and operation of the network

1. *What would be reasonable access for metropolitan, regional and remote areas of the State to balance convenience and cost? Are there any considerations you believe should be included in deciding this?*

Recommendation: To ensure community access to the scheme, collection points need to be in a range of locations that complement existing travel patterns.

Recommendation: To promote access, collection sites should not be discouraged due to another in the vicinity.

The key to success of the CDS is the accessibility for return of the recovered containers. The collection / refund points need to reflect the willingness of the community to travel, balanced with the cost associated with establishing in the geographic location. Suitable locations may be facilities that have existing collection schemes in place. For example, Local Government resource recovery sites and transfer stations, supermarkets and service stations. This will allow aggregation of travel requirements that will facilitate a greater desire to participate. Community groups, charity organisations and local schools may also have a desire to be a refund / collection point. For accessibility to the scheme there should be no restriction on the proximity to another collection point.

The EMRC operates a Waste Management Facility at Red Hill which includes a transfer station for recyclables and we operate waste transfer sites for member Councils. The EMRC also has a Resource Recovery Park at Hazelmere that will, in the next one to two years, include a community centre for drop-off of recyclable and reusable items and a re-use store. This facility is strategically placed to support Perth's Eastern Region.

The EMRC supports the inclusion of refund points at existing collection facilities as these facilities will be able to provide reasonable access for the community with existing defined opening times and also cater for the volume of recovered material. These facilities also have data collection systems currently in place to provide accurate reporting to the fund co-ordinator. It is important that the handling fees attributed to the CDS are sufficient to provide operators of these facilities incentives to become a refund point.

Similarly for regional areas of the State, Local Governments are able to provide access to existing facilities during opening times desired by the local community. Existing waste / recycling collection schemes are administered by the local council and these services may complement the collection sites. If additional refund points are desired by local community groups (church / charity groups, schools etc.) then these should be encouraged. Collected containers can be aggregated and efficiencies in transportation to Metropolitan collection / refund centres may also be required.

2. What full cash value refund options should be considered?

Recommendation: All collection points must offer a cash refund or EFT transaction for large volumes.

The discussion paper identifies that a 10 cent refund will be available upon redemption.

The EMRC supports the Government's approach of consulting with the community as to the options for refunds of returned containers. It is likely that cash will be preferred and may require collection facilities to carry large sums of cash.

Commercial volumes of redeemed containers may require an alternative means of refund, as outlined in the discussion paper. This will require further discussion during the design phase of the CDS.

The EMRC recommends that to ensure complete accessibility for the community to the CDS, all refund points need to offer a full cash refund as a primary means of delivery. Alternative refund options may also be offered. Electronic fund transfers (EFT) for small amounts may not be efficient due to bank fees and associated administration cost however, they may be required for commercial quantities.

3. What other refund options should refund points consider offering?

Recommendation: Providing that a full 10 cent monetary refund is offered alternative means of refunds may also be made available.

As stated in Question 2 a refund point should be required to offer a full 10 cent monetary refund as the primary means of delivery to the consumer.

EMRC supports offering other refund options to the community donation to a nominated charity of their choice, vouchers or flybuys (or other loyalty systems) for goods and services may be an attractive complimentary option to a cash refund. The latter option may be particularly beneficial when the refund point is located in a shopping complex or within a business precinct.

Options for EFT payments for significant refund values will reduce the need for the refund points to carry large sums of cash.

4. What options are there for the retail sector to participate in the scheme?

Recommendation: The retail sector should be encouraged to be participants of the Scheme on the premise of Extended Producer Responsibility.

Point of sale retail locations such as supermarkets, service stations and other retail outlets have an obligation as suppliers of the containers to promote CDS to consumers. They have the ability to provide refunds whether this is by direct refund mechanisms or reverse vending stations located within or in the vicinity of, and managed by, the retail outlet.

There may well be opportunities for economic development for the retail sector by providing this complementary service. As stated in Question 3, vouchers or loyalty systems may be on offer by the retail outlet.

5. What features are important for commercial container deposit points?

Recommendation: For accessibility to the CDS, bulk collection facilities need to also cater to community needs.

Recommendation: Complies with the requirements of local planning schemes and the Environmental Protection Act 1986.

For commercial quantities of material, a practical and auditable method of verification will be required at a bulk collection facility. These facilities will require significant investment and will also require planning approval from the local authority and other regulatory bodies. It may be beneficial to locate the bulk collection facilities in established commercial precincts, licenced resource recovery parks or MRF's as these sites are secure and will have the ability to store the volumes of collected material.

To further ensure accessibility to the CDS, the bulk collection facility would also need to cater for the community (smaller volumes) with the appropriate level of refund available.

Singular material collection points are not supported, as the commercial reality of this would add additional handling costs to the scheme and is not what is currently being offered as current practice within the industry.

The EMRC is supportive of bulk collection facilities to service business and community needs and would support the CDS by establishing a collection point at the Hazelmere Resource Recovery Park.

6. What advantages and concerns do you see for the verification approaches described above? Are there alternative approaches that should be considered?

Recommendation: Redeemed containers should immediately be suitably rendered to prevent circular refunds.

Recommendation: Average weight counts need to be established for remote collectors.

The EMRC is supportive of the suggestion that refund/collection points have the ability to direct sell the collected material to recyclers, or as mentioned in Question 5 to bulk collection facilities if the collection point is of the smaller variety (community group).

EMRC supports the proposal to crush the containers as soon as possible following verification for refund. For verification of material collected in rural or remote areas standardised weights will be required for comparisons and acceptance of pre-crushed material at bulk collection facilities. This is to avoid unnecessary transportation of uncompacted / loose material.

Due to the high volume of material, bulk collection facilities ought to have automated counting and crushing systems to provide accurate counting, sorting and reporting, and to reduce the risk of fraudulent behaviour.

7. Should containers be required to have a barcode to be approved for sale under the scheme?

Recommendation: Guidelines for refund points need establishing to ensure all eligible containers, regardless of condition, are recovered.

For efficiencies in data capture, the eligible containers all need to have a consistent method of identification. As most containers that currently enter the market have a bar code for scanning it is sensible to utilise this existing identification methodology within the CDS.

Suitable methodologies will need to be established to identify eligible containers that may no longer have legible bar codes otherwise the container will lose its intrinsic value and will not contribute to the desired outcomes of the scheme.

Scheme costs

Scheme costs include 3 elements:

- the refund (set by the State Government);
- the Scheme coordinators fee and;
- the handling fee for refund point operators.

8. *How should handling fees be determined?*

Recommendation: Handling fees reflect all containers entering the market.

Recommendation: The Scheme Coordinator is not associated with the beverage industry.

Without any definitive direction on some of the previous consultation points, the EMRC suggests the costs associated with the establishment and operation of the collection points are virtually unknown. Handling costs are going to vary due to the verification process and geographical location of the collection points to the recycling / end disposal locations.

As the Scheme coordinator is responsible for operating the CDS in an efficient and cost effective manner, managing the schemes finances, establishing, maintaining and making payments to the refund point operators, then it is most appropriate for the Scheme coordinator to set the handling fee. However for independence and impartiality it is important that the Scheme coordinator is not associated with the beverage industry.

The EMRC supports the handling fee to be applied to all containers that enter the market rather than simply those containers returned for refund under the CDS. The non-recovered portion of the handling fee can then be applied to the scheme administration costs and as a source of revenue for litter clean-up operations and the like.

9. *How should costs be allocated to beverage suppliers?*

Recommendation: Treat as Extended Producer Responsibility by market share entering the market.

The costs for the Scheme should be distributed amongst beverage suppliers based on sales data on a regional basis and on the market share of containers entering (sold) into the market, not simply returned.

The premise of Extended Producer Responsibility Schemes places a greater onus of responsibility for end-of-life management, on the producer, importer and retailer of products. Therefore the beverage industry that contributes more containers to the market, shares more of the burden for recovery and recycling costs.

Kerbside Recycling

10. *How should the number of eligible containers in kerbside recycling be determined? Who should be responsible for ensuring that periodic audits of any estimation methodologies are conducted?*

Recommendation: An independent auditor is appointed by the Scheme coordinator to undertake periodic audits.

Recommendation: Associated audit costs are treated as CDS administration costs.

The EMRC supports the principle of regular audits of MRF's and kerbside bins to establish the number and types of containers in kerbside recycling.

The number and associated costs for the audits will require further consideration from DWER during the design phase of the scheme. The EMRC does not support by the EMRC the cost of the audits falling to the MRF operator or the Local Government supplying the kerbside material.

The variability within the WA kerbside collection systems will also have a relevance to the sample size and methodology for auditing of the MRF's. Local Governments will be expressly interested in the approach and estimation methodology as many, if not all, will have agreements with MRF operators for profit sharing, or other arrangements, of the recovered material from the kerbside.

For verification of the recovered material from the MRF it is recommended that due to breakage of glass containers within the collection methodology, that audits of the kerbside bins occur pre-collection of the material and not at the point of receipt at the MRF.

As the Scheme coordinator is responsible for operating the scheme in an efficient and cost effective manner, managing the schemes finances, establishing, maintaining and making payments to the refund point operators, then it may well be appropriate for the Coordinator to appoint an independent auditor to conduct the verification process on its behalf.

Containers from other states and territories

11. Should Western Australia permit redemption of CDS containers from other participating states and territories?

Recommendation: The Department enters into agreements with other jurisdictions participating in CDS.

Of the CDS objectives, the reduction of litter and community participation are important factors.

Although cross border arbitrage is generally not seen as a significant issue for Western Australia both the closest neighbouring states, South Australia and the Northern Territory also have a CDS currently in place.

To maximise the objectives of the CDS the EMRC supports that, the Department enters into agreements with bordering jurisdictions participating in CDS, to accept containers eligible for refund under the WA CDS.

Conclusion

In preparing this submission, the EMRC recognises that through the introduction of this CDS the Western Australian Government will achieve greater environmental outcomes, create employment and economic development, and will foster community participation and awareness of the waste management issues.

The EMRC wishes to be part of a Technical Working Party to assist in finalising details of the CDS during the design stage.

12 October 2017



Department of Planning,
Lands and Heritage



Draft Position Statement: Container Deposit Scheme Infrastructure

December 2018

Disclaimer

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Communications Branch.

1. Purpose

This position statement outlines how container deposit scheme infrastructure should be considered and assessed in the Western Australian planning system.

2. Background

The Western Australian Government is implementing a Container Deposit Scheme (CDS) to complement existing kerbside recycling services. The CDS provides for a refund to be paid to any person who returns an eligible beverage container through the scheme. The CDS operates by the return of containers via various container return points. In the context of the position statement, the return points are referred to as CDS infrastructure. The scheme is not intended to collect normal household waste.

The role of planning in the implementation of the CDS is to ensure that the infrastructure required to facilitate the scheme is established in appropriate locations.

3. Application of this policy

This position statement applies across Western Australia to all CDS infrastructure.

4. Policy objectives

This position statement seeks to achieve the following objectives:

- ensure a coordinated approach to the provision of CDS infrastructure throughout WA
- ensure that appropriate locations are chosen for the installation of CDS infrastructure
- ensure the timely roll out of infrastructure in support of the scheme's establishment and ongoing operational needs
- establish minimum development requirements to exempt certain CDS infrastructure from requiring planning approval, for adoption by local governments.

5. Container Deposit Scheme infrastructure

There are broadly four types of CDS infrastructure to facilitate the return of containers in WA. These are:

Container collection cages: This infrastructure comprises a cage which containers are placed in and stored for collection. These cages will generally be donation points, rather than refund points. They may be located in association with schools, sporting or other clubs or not-for-profit organisations. Individuals will deposit the containers into the collection cages and the receiving organisation will arrange collection of the containers and receive the refund as a donation to their organisation.

In shop / over-the-counter / bag drop return points: This infrastructure incorporates the use of a new or existing retail outlet or shop where participants can deposit individual containers or bags of containers that are collected and returned to a retailer on behalf of the scheme, with a refund given to the participant. This infrastructure will typically be located within existing commercial areas.

Reverse vending machines: These are permanently-located, unattended facilities that accept the return of empty beverage containers in exchange for a refund.

Reverse vending machines come in various sizes. Small reverse vending machines are a similar size to 'traditional' food and drink vending machines, and can be located in shopping centres, train stations or other public places where people are likely to return one or two containers at a time.

Large reverse vending machines are generally mounted onto a storage structure similar to a sea container. The location of this form of infrastructure may vary, but they could be placed within existing commercial or industrial premises. These machines allow for greater volume of returns and it is likely that participants would travel to these sites with a variety of eligible containers.

Large-scale facilities: These include uses such as resource recovery centres, waste storage facilities and other industrial uses that are defined under the *Planning and Development (Local Planning Scheme) Regulations 2015* (the Regulations), as well as other definitions included in existing local planning schemes. Existing facilities may be expanded for uses associated with the CDS, or new large-scale facilities established.

6. Assessing CDS infrastructure

Whether a proposal comprises "development"

Generally, CDS infrastructure will be ancillary to an existing use of a lot. For example, a reverse vending machine in a supermarket would be ancillary to the use of the land as a shop, as would be an over the counter or bag drop return point.

Development approval may be required to install infrastructure outside an existing building, or where the conditions of an existing approval can no longer be met (e.g. number of car bays, hours of operation, changes to the location or size of storage facilities).

If approval is required for CDS infrastructure, it should be assessed in accordance with the provision of Parts 7 and 8 of the deemed provisions in Schedule 2 of the Regulations.

Pre-lodgement consultation

Proponents seeking to install CDS infrastructure should engage with the relevant local government(s) as part of the site selection process. This early engagement will allow local government to assess if the site being proposed is appropriate, and how it might relate to the CDS network more broadly as well as servicing considerations. The matters

outlined below should be considered when determining if a location is appropriate for CDS infrastructure.

Assessment considerations

Container collection cages

Where collection cages are located in association with a school, sporting or other club, and on land which is managed by State or local government, the collection cage will be ancillary to the main use of the site. As such, the collection cage is likely to fall under the public works exemptions which generally apply to local and State Government developments, under the *Planning and Development Act 2005*, the Metropolitan, Peel and Greater Bunbury Region Schemes and local planning schemes.

The management of these collection cages should be included in any leasing or other operational arrangements that are in place to manage the use of these buildings and land.

Where collection cages are sought to be located on private land they should be subject to the same requirements as reverse vending machines identified by this position statement.

In shop / over-the-counter / bag drop return points

The CDS is, in essence, the return of containers that were purchased from a shop. The transaction is the same as any other transaction that occurs in a shop except in reverse, with the customer bringing goods to the shop and leaving without goods.

The operations, including access, parking requirements and the need for service vehicles to access the return points, are identical to that of a shop. On this basis, return points should be assessed as a shop, in accordance with the requirements of the relevant local planning scheme.

For shops, the operations of the return point need to be contained within the building, including any manual sorting, low-scale crushing and storage. Approval would be required to extend outside the approved operational boundaries of an existing building used as a shop.

To clarify the WAPC's position on *in shop / over-the-counter / bag drop* CDS return points, the definition of shop in the Regulations is to be taken to mean:

.... premises other than a bulky goods showroom, a liquor store – large or a liquor store – small used to sell goods by retail, to hire goods, or to provide services of a personal nature, including hairdressing or beauty therapy services, and can include a container deposit scheme return point.

It is intended that the additional words, as underlined above, will be incorporated into the Regulations as a model provision as part of the State planning reform process.

Reverse vending machines

Due to the variety of sizes and potential locations for reverse vending machine infrastructure, development applications may be required to consider any impact on existing land uses and amenity. This position statement seeks to outline where exemptions to this form of infrastructure may apply, for local governments to adopt.

The key matters for consideration, for reverse vending machines are:

- Impact on the amenity of adjoining residential uses, visual appearance, including hours of operation and timing of service vehicles attending the collection point.
- Car parking – is additional parking required to service the collection point? Will it impact the existing car parking requirements of the site?
- Accessibility – is it universally accessible? Will its location have an impact on pedestrian or vehicular circulation?
- Waste and recycling bins – adequate provision needs to be provided to dispose of goods that are not accepted by the reverse vending machine in a tidy manner.

- Signage – the size and the scale of signage or screens, including any lighting.

Large-scale facilities

For large-scale facilities in industrial areas, the normal considerations under Parts 7 and 8 of the Regulations apply. It is possible that existing large scale facilities that will accept containers arising from the CDS would be operating consistent with existing approvals. However, a development application would be required for new or upgraded facilities.

7. Exemptions for collection cages and reverse vending machines

Where collection cages and reverse vending machines are located appropriately, particularly in supermarket and shopping centre car parks, an exemption from requiring development approval could be considered.

Local governments are encouraged to adopt a local planning policy under the provisions of Schedule 2, Part 7, Clause 61(1)(i) and (2)(e) of the Regulations, so that any development in accordance with a local planning policy adopted under this provision is exempt from the requirement to obtain development approval.

A model local planning policy outlining these locational criteria is contained in

Appendix 1. Reverse vending machine or collection cage proposals which vary the provisions outlined in an adopted local planning policy will remain subject to the requirement to obtain development approval.

8. Implementation

This position statement provides guidance to both proponents and decision-makers on the location and implementation of CDS infrastructure.

Proponents seeking to establish CDS infrastructure are encouraged to engage with the relevant local government early in the site identification process, to ensure that the site being considered is appropriate, as detailed in this position statement.

Decision-makers should assist proponents by providing guidance that a site is suitable for the development of CDS infrastructure, as part of the site selection process, before the return point network is finalised by the CDS Scheme Coordinator.

Local government should give consideration to exempt some CDS infrastructure from the need for development approval through the adoption of a local planning policy.

Appendix 1

Model Local Planning Policy

Purpose

To provide an exemption in accordance with Clause 61(1)(i) and (2)(e) of the *Planning and Development (Local Planning Schemes) Regulations 2015* from the requirement to obtain development approval for container deposit scheme infrastructure proposals which satisfy minimum development standards.

Objectives

- To ensure the location, design and siting of CDS infrastructure is complementary to the character, functionality and amenity of urban localities.
- To prevent negative impacts on local amenity from the operation of CDS infrastructure.

Definitions / abbreviations

the Regulations	means the <i>Planning and Development (Local Planning Schemes) Regulations 2015</i> prepared under the Planning and development Act 2005.
the Noise Regulations	means <i>Environmental Protection (Noise) Regulations 1997</i> (as amended) prepared under the <i>Environmental Protection Act 1986</i> .
the Scheme	means the City/Shire [DELETE AS APPLICABLE] of [INSERT NAME] Local Planning Scheme No. [INSERT NUMBER].
Container deposit scheme infrastructure	means a reverse vending machine or a container collection cage.
Reverse vending machine	means a permanently-located unattended device that accepts empty beverage containers.
Container collection cage	means a cage, or other structure, that is designed to store containers deposited at return points.

Statutory provisions

Development approval will not be required for container deposit scheme infrastructure proposals that comply with the provisions of this policy, in accordance with Clause 61(1)(i) and (2)(e) of the deemed provisions of the scheme provided for by the Regulations.

Container deposit scheme infrastructure proposed to be erected on a temporary basis of not more than 48 hours are typically exempt from approval, as per the requirements of 61(1)(f) and (2)(d) of the deemed provisions provided in the Regulations and contained within the Scheme. As such, the policy provisions would not apply.

Policy provisions

1. Specified exemption	
1.1	The development or operation of a reverse vending machine or a container collection cage is development for which development approval is not required where it complies with all the development standards outlined below, and takes place on land in: <ul style="list-style-type: none"> (a) a commercial, light industry, general industry or service commercial zone; or (b) a residential or rural zone where the land is lawfully used for the purposes of: <ul style="list-style-type: none"> (i) a community facility; and/or (ii) an educational establishment.
2. Development standards	
General	
2.1	Where the development of a reverse vending machine and/or container collection cage is proposed, the infrastructure must not alter the conditions or requirements of any development approval which applies to the land.
Location	
2.2	Where the development of a reverse vending machine and/or container collection cage is proposed, the infrastructure must not be erected within five (5) metres of an adjoining lot boundary that accommodates a residential use.

2.3	Where the development of a reverse vending machine and/or container collection cage is proposed, the infrastructure must not restrict any vehicular or pedestrian access to or from, or entry to any building on, the land on which the infrastructure is located.
2.4	Where the development of a reverse vending machine and/or container collection cage is proposed, the infrastructure must not obstruct the operation of, or access to, any utility services on the land on which the infrastructure is located or on adjacent land.
2.5	Where the development of a reverse vending machine and/or container collection cage is proposed, to preserve pedestrian and vehicular sightlines the infrastructure must not be erected within two (2) metres of any street or right of way.
2.6	Where the development of a container collection cage is proposed, the collection cage must be located in a car park or service area to be visually unobtrusive.
Visual amenity	
2.7	Where the development of a reverse vending machine and/or container collection cage is proposed outdoors, placement of the infrastructure must not result in the removal of any vegetation, landscaping or street tree.
2.8	Where the development of a reverse vending machine and/or container collection cage is proposed outdoors, the infrastructure must be constructed and clad with low-reflective, graffiti-resistant materials, which provide protection from the elements and are consistent in colour and finish to that of nearby existing buildings.
2.9	Where the development of a reverse vending machine and/or container collection cage is proposed outdoors, the infrastructure must not display any advertising signage other than promotional or brand signage approved under the operation of the container deposit scheme.
2.10	Where the development or operation of a reverse vending machine is proposed outdoors, and the infrastructure exceeds a development footprint of 10 square metres, bins for the removal of waste or recyclable materials not accepted by the infrastructure are to be provided at a rate of one (1) waste bin and 0.5 recycling bins per 10 square metres of development footprint.

Operational amenity	
2.11	Where the development or operation of a reverse vending machine is proposed in a residential or rural zone – the machine must operate only: (a) between 7.00 am and 11.00 pm on a Monday, Tuesday, Wednesday or Thursday, and (b) between 7.00 am and 12.00 am on a Friday or Saturday, and (c) between 8.00 am and 8.00 pm on a Sunday.
2.12	Where the development or operation of a reverse vending machine is proposed, the reverse vending machine when in operation must not emit noise at a level which exceeds any requirement(s) under the Noise Regulations.
2.13	Where the development or operation of a reverse vending machine and/or container collection cage is proposed, the infrastructure must be provided with lighting that complies with AS/NZS 1158.3.1: 2005 <i>Lighting for roads and public spaces, Part 3.1: Pedestrian area (Category P) lighting – Performance and design requirements</i> (as amended).
Development footprint	
2.14	Where the development of a container collection cage is proposed outdoors – the cage must not: (a) have a development footprint of more than 15 square metres, and (b) be more than three (3) metres in height.
2.15	Where the development of a reverse vending machine is proposed outside an existing building, on land not used for car parking – the machine must not: (a) have a development footprint of more than 60 square metres, and (b) be more than three (3) metres in height, or have dimensions greater than 10 metres by six (6) metres.
2.16	Where the development of a reverse vending machine is proposed within an existing car park, the area occupied by the reverse vending machine must not exceed the greater of the following areas: (a) the area comprising four (4) car parking spaces, or (b) 60 square metres.

2.17	<p>Notwithstanding 2.1, where the development of a reverse vending machine is proposed within an existing car park, a variation to the car parking requirements under an existing development approval shall be supported in the following circumstances:</p> <ul style="list-style-type: none">(a) the development approval provides more car parking bays than that which is required to service the existing land use(s) under the Scheme; and(b) the variation seeks to reduce the number of car parking bays by no more than 10 per cent, to a maximum of 16 bays.
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Building Advice

- (1) A Building Permit is required for any building or structure not listed by Schedule 4 of the Building Regulations 2012, which deals with building work for which a building permit is not required. Therefore, notwithstanding that Development Approval may not be required by the City/Shire [DELETE AS APPLICABLE] of [INSERT NAME], a building permit may be required to be sought and issued prior to container deposit scheme infrastructure being erected on site.



12 REPORTS OF DELEGATES

Nil

13 NEW BUSINESS OF AN URGENT NATURE APPROVED BY THE CHAIRMAN OR PRESIDING MEMBER OR BY DECISION OF MEETING

Nil

14 CONFIDENTIAL MATTERS FOR WHICH THE MEETING MAY BE CLOSED TO THE PUBLIC

Nil

15 FUTURE MEETINGS OF THE RESOURCE RECOVERY COMMITTEE

The next meeting of the Resource Recovery Committee will be held on **Thursday, 4 April 2019 (if required)** at the EMRC Administration Office, 1st Floor, Ascot Place, 226 Great Eastern Highway, Belmont WA 6104 commencing at 5:00pm.

Future Meetings 2019

Thursday	4	April	(if required)	at	EMRC Administration Office
Thursday	9	May	(if required)	at	EMRC Administration Office
Thursday	6	June	(if required)	at	EMRC Administration Office
Thursday	4	July	(if required)	at	EMRC Administration Office
Thursday	8	August	(if required)	at	EMRC Administration Office
Thursday	5	September	(if required)	at	EMRC Administration Office
Thursday	10	October	(if required)	at	EMRC Administration Office
Thursday	21	November	(if required)	at	EMRC Administration Office

16 DECLARATION OF CLOSURE OF MEETING

There being no further business the meeting was closed at 6:15pm.