

ITEM 2. WASTE STRATEGY ADOPTION**FILE NO: S104891.004****SUMMARY**

This report recommends that the final version of the *Leave nothing to waste – Managing resources in the City of Sydney area – Waste strategy and action plan 2017–2030* (the Strategy and Action Plan) be adopted by Council.

On 26 June 2017, Council approved placing the draft Strategy and Action Plan on public exhibition. Public exhibition was held from 27 June to 22 August 2017.

Key stakeholders were consulted as part of the public exhibition process, including a stakeholder briefing, newspaper advertisements and presentations.

In response to the public exhibition, 65 people gave feedback via the online survey, and two organisations and 11 individuals emailed more detailed or personal submissions. Feedback was received from the Disability (Inclusion) Advisory Panel. A report on the feedback received is included at Attachment A.

During the development of the draft Strategy and Action Plan, two community workshops were undertaken. Feedback from these workshops is summarised at Attachment B.

The submissions have been reviewed and, where appropriate, the Strategy and Action Plan has been amended in response to the issues raised as outlined at Attachment A. The final Strategy and Action Plan is included at Attachment B.

Strong community and stakeholder support for the draft Strategy and Action Plan was received. Submissions and feedback endorsed the City's approach to waste management and its vision for a sustainable future. Only minor amendments were made between the draft and final versions of the Strategy and Action Plan. These changes included the addition of two actions for the City to investigate a community soft plastic recycling facility and to investigate the use of low and/or no zero emissions vehicles for waste collection. Additional amendments included the need to acknowledge and promote the City's contribution to achieve a 'circular economy', and minor alterations to graphics.

The document has also been developed with significant internal consultation and informal external feedback.

RECOMMENDATION

It is resolved that Council:

- (A) note the Engagement Report that summarises outputs from public exhibition of the draft Waste Strategy and Action Plan 2017-2030, as shown at Attachment A to the subject report; and
- (B) adopt the final Waste Strategy and Action Plan 2017-2030, as shown at Attachment B to the subject report.

ATTACHMENTS

Attachment A: Engagement Report – Leave nothing to waste – our strategy for managing Sydney’s resources to 2030 – August 2017

Attachment B: Leave nothing to waste – Managing resources in the City of Sydney area – Waste strategy and action plan 2017-2030

BACKGROUND

1. In 2008, the City of Sydney launched *Sustainable Sydney 2030* and committed Sydney to becoming a green, global and connected city. *Sustainable Sydney 2030* set targets or thresholds for resource recovery and greenhouse gas emissions, within the City's own operations and also across the City of Sydney local government area (LGA).
2. Since 2008, there have been significant improvements in environmental performance in City operations and across the LGA.
3. The City has many programs and policies underway to facilitate the meeting of the targets and aspirations of *Sustainable Sydney 2030*. These are designed and delivered through a control, influence and concern framework, as outlined in the City's Community Strategic Plan 2017.
4. The Strategy and Action Plan sets targets, priorities and actions for waste management within the City of Sydney to 2030. The Strategy and Action Plan focuses on waste management in four key areas: City buildings, public spaces, residents and businesses. The strategy also includes the City's advocacy position on broader-reaching initiatives required beyond the boundaries of our LGA.
5. The Strategy and Action Plan combines the insights, data and actions from the City's existing waste management practices, experiences in program delivery, and feedback from stakeholder engagement, to set interim targets for the City's own operations and for the LGA, and outlines the actions the City will take to work towards those targets.
6. The vision for the City of Sydney area is to be "Zero Waste" by 2030. The Strategy and Action Plan aims to achieve this by encouraging waste avoidance and recycling, promoting innovation in the way waste and materials are managed, and demonstrating leadership in sustainable waste management.
7. Residential and other municipal wastes from the City's parks and public spaces is about 76,000 tonnes per year and represents approximately 10 per cent of the total waste produced in the LGA (excluding construction and demolition waste). The City's businesses and other institutions produce an estimated 700,000 tonnes of waste per year. Construction and demolition waste is estimated at 1.3 million tonnes.
8. The Strategy and Action Plan adopts the State Government 2021 resource recovery targets for the City's buildings, residential and business waste streams. The City is not responsible for collection and management of business waste, but will encourage and support changes through sustainability programs, grants and advocacy initiatives.
9. The City has also introduced a separate recycling target of 35 per cent by 2021 for residential waste. This demonstrates the City's commitment to achieving better environmental outcomes by separating out as many recyclable materials as possible before the remaining waste is sent to a facility for further treatment and energy recovery.

10. New recycling initiatives proposed in the Strategy and Action Plan include the introduction of separate e-waste, textiles and food waste collections for city residents over the next two to three years. A new community recycling drop-off facility in Alexandria will also provide residents with the opportunity to take problem waste to a Council facility year-round.
11. To achieve a zero waste target by 2030, and in line with international best practice, a waste-to-energy facility in NSW is required to manage the non-recyclable part of the city's waste streams that would otherwise go to landfill. The City is still investigating the most appropriate and available solutions to managing this residual waste stream in the long term.
12. The City has also developed a suite of plans and strategies to inform stakeholders and guide action on a range of waste management issues, including the:
 - (a) Draft Waste Management Local Approvals Policy 2017;
 - (b) Advanced Waste Treatment Master Plan 2013 – 2030;
 - (c) Environmental Action 2016-2021 Strategy and Action Plan; and
 - (d) Policy for Waste Minimisation in New Developments 2005.

UPDATES TO THE STRATEGY AND ACTION PLAN

13. Only minor amendments were made between the draft and final versions of the Strategy and Action Plan in response to the submissions and feedback received (refer to Attachment A), and additional internal feedback (refer to point c below). Changes between the draft and final Strategy and Action Plan are summarised below:
 - (a) **Section 4 – Towards zero waste targets**
 - (i) Text revised with reference to circular economy (page 14).
 - (b) **Section 6 – Priority 2 Improve recycling outcomes**
 - (i) Inclusion of reference to investigating opportunities for soft plastic collection at Alexandra Canal depot (pages 26 and 51).
 - (c) **Section 6 – Priority 4 Clean and clear streets**
 - (i) Inclusion of reference to investigating the use of low and/or no zero emissions vehicles that are fit for purpose (pages 37 and 52).

IMPLEMENTATION

Implementation of Action Plan

14. The Strategy and Action Plan contains 33 actions that the City will implement to improve waste management and resource recovery performance in its own operations, and to influence improved waste management and resource recovery performance across the LGA, working with businesses and residents.

15. The priority actions the City will deliver over the next four years for residents, businesses and organisations include the following:
- (a) Residential community actions:
 - (i) We will introduce free, weekly separate e-waste, metals and white goods collections for all City of Sydney residents.
 - (ii) We will create a community waste drop-off point for problem waste.
 - (iii) We will investigate providing all City of Sydney residents with regular clothing and textiles collections for recycling.
 - (iv) We will develop and implement a subsidised trial food waste collection scheme for residents.
 - (b) City buildings and public spaces actions:
 - (i) We will introduce separate food waste collection infrastructure, where appropriate, to City properties.
 - (ii) We will investigate ways to improve public place recycling.
 - (iii) We will prepare the City's operations depot to collect and store illegally dumped waste separately from other public waste to improve recycling outcomes.
 - (iv) We will address illegal dumping and litter with targeted education and patrols by City Rangers.
 - (c) Business community actions:
 - (i) We will encourage and support building owners and tenants within business sectors to improve their waste avoidance, re-use, recycling and recovery performance.
 - (ii) We will provide and promote funding opportunities for innovative technologies and ideas to address problem waste streams not currently managed in a sustainable way.
 - (iii) We will provide improved planning guidance for managing waste in new developments.

KEY IMPLICATIONS

Strategic Alignment - Sustainable Sydney 2030 Vision

16. *Sustainable Sydney 2030* is a vision for the sustainable development of the City to 2030 and beyond. It includes 10 strategic directions to guide the future of the City, as well as 10 targets against which to measure progress. The Strategy and Action Plan is aligned with the following *Sustainable Sydney 2030* strategic directions and objectives:

- (a) Direction 1 - A Globally Competitive and Innovative City - managing resources in a more responsible way creates social and economic opportunities by moving away from traditional disposal to re-use and recycling of materials and adopting a more circular economy approach. The Strategy and Action Plan promotes opportunities for community members to apply for City grants to support innovation for problem wastes.
- (b) Direction 2 provides a road map for the City to become A Leading Environmental Performer - emissions from waste account for 8 per cent of the total emissions from our local government area. Achieving the targets in the Strategy and Action Plan will divert waste away from landfill, reducing methane emissions and providing opportunities to re-use, recycle and recover resources displacing the demand for virgin materials.
- (c) Direction 6 – Resilient and Inclusive Local Communities – waste and recycling is a core service provided by the City to residents and represents an opportunity to have a tangible impact on achieving environmental targets. Initiatives such as the sharing economy and collaborative consumption promote social inclusion as well as reducing waste.
- (d) Direction 9 - Sustainable Development, Renewal and Design – the impact of increased growth and development in our city has a direct impact on the amount of waste produced. Actions to ensure adequate consideration is given to the waste and resource implications of new developments will reduce the impact waste management services have on the amenity of our streets.
- (e) Direction 10 - Implementation through Effective Governance and Partnerships – waste management transcends local and state government boundaries. The Strategy and Action Plan includes a number of advocacy actions to progress broader planning, regulation and policies on waste and recycling to assist with achieving the City’s long-term objectives.

Organisational Impact

- 17. In developing the Strategy and Action Plan, extensive consultation was undertaken with all relevant City staff. Actions to commence in the 2017/18 financial year have been adopted by the responsible business units and addressed in their business plans.
- 18. Achievement of the 2021 City target will require changes in organisational practices and procedures, changes to some service contracts, staff education and behaviour change.
- 19. City business units that will have responsibility for delivery of the waste actions include: the City Projects and Property team, City Planning, Development and Transport and Sustainability Programs. Actions for the City’s Operational Division will be resourced using existing staff. Implementation of the actions will largely be undertaken with existing human resources.
- 20. The upcoming market engagement for residential waste collection services in the City of Sydney provides a strong opportunity to deliver on targets outlined in the Strategy and Action Plan. This will be complemented by changes in practices, processes and/or equipment and resources in areas where collection services are provided by City staff.

Risks

21. The Strategy and Action Plan includes targets and actions for City operations, as well as residents and businesses. The City's level of control to achieve the draft targets will be impacted by external factors such as availability of recycling and waste treatment capacity.
22. The City provides collection services to all residents and can facilitate positive outcomes through provision of greater opportunities to recycle (more services), targeted education programs and support through our community networks. The risks are that not all residents will be engaged enough to change behaviour, or – because of a high turnover of residents in rental accommodation – that not all messages are effectively communicated. The Strategy and Action Plan seeks to mitigate these risks by providing targeted education programs to those residential buildings or areas identified as having low participation levels or high instances of contamination of recycling. The City will also run a program to engage more with building caretakers and management companies to assist with educating tenants.
23. Waste produced by the commercial sector is more than 10 times the volume produced by residents. Businesses are responsible for arranging collection of their waste and therefore the City's ability to control and influence change is reduced.
24. Risks are that:
 - (a) the cost of managing waste for small businesses is not great enough to stimulate demand for change;
 - (b) business premises are not optimised to accommodate changes in storage and collection; and
 - (c) the recycling industry has insufficient recycling capacity to respond to demand.
25. The Strategy and Action Plan seeks to mitigate these risks by:
 - (a) creating actions to engage with businesses highlighting waste improvement opportunities;
 - (b) making grant funding available for innovative waste avoidance and recycling initiatives; and
 - (c) creating strong advocacy positions with state government agencies to increase recycling capacity in the region.

Social / Cultural / Community

26. The Strategy and Action Plan does not propose interventions for specific cultural groups. However, the management of waste and recycling represents a core service provided by the City to residents and the community. The Strategy and Action Plan is expected to deliver the following social and community benefits:
 - (a) Residents can directly contribute to the City's improved environmental outcomes through actively participating in existing and new recycling services.
 - (b) New development applications will have an increased focus on securing increased space and access for enabling recycling and re-use opportunities for building residents and tenants.

- (c) Community groups can utilise available grant funding to combine innovative community-based waste avoidance and recycling initiatives and better social outcomes.
- (d) Actions targeting illegal dumping and litter management will assist with maintaining clean and accessible streets and public spaces for residents, workers and visitors.
- (e) Businesses can reduce waste and, in many instances, reduce cost by utilising assistance and advice provided by the City's Sustainability Programs team.

Environmental

- 27. Landfilled biodegradable or organic waste produces methane for many years after the waste is deposited. Methane is a powerful greenhouse gas with a global warming potential 25 to 28 times the effect of the same amount of carbon dioxide and contributes significantly to global atmospheric change.
- 28. Emissions from waste account for approximately eight per cent of the total emissions from our local government area.
- 29. Sending waste to landfill represents the least environmental benefit. While waste disposal costs continue to increase, re-using and recycling materials often has a market value and reduces the need to extract virgin materials.
- 30. Waste that is incorrectly placed or discarded on public footpaths and spaces can increase risks of pests and odour.
- 31. The Strategy and Action Plan provides a focused, realistic plan of action for the City to reduce the amount of waste sent to landfill, increasing re-use, recycling and recovery and minimising impacts of waste management in our footpaths and public spaces. Details of waste targets and proposed actions to achieve these targets by 2021 and 2030, are outlined within the Strategy and Action Plan.

Economic

- 32. The recycling industry in NSW is reported to be worth over \$3 billion per year (*Inside Waste Industry Report 2014 – 15*).
- 33. The ration of job creation is much higher for recycling than disposal. Nationally, it has been estimated that for every 10,000 tonnes of waste produced, 9.2 jobs are created for recycling and 2.8 jobs for landfill disposal (Access Economics, 2009, Australian Government: <http://www.environment.gov.au/protection/national-waste-policy/publications/employment-waste-management-and-recycling>).
- 34. Local community-based re-use and recycling solutions can provide direct economic benefits within our own local government area.
- 35. Disposal represents lost opportunities to re-use and recover valuable resources and a long-term liability for management of landfill facilities many years after they have closed.

BUDGET IMPLICATIONS

36. The cost and resource implications of actions in the Strategy and Action Plan for years one to two, that are additional to business as usual, have been included in the 2017/18 operational budget and forward estimates.
37. Actions for residential services will be cost recoverable under the Domestic Waste Management Charge. This is included annually in the City's fees and charges. City residents pay some of the lowest waste service charges in the wider Sydney metropolitan region.
38. New services such as separate organics and textiles collection may have an impact on the residential waste charges. These services are to be provided in the first instance on a trial/pilot basis, from which a business case for providing these services at scale for the long-term can be developed.
39. Resource and operational costs directly related to improvements within City Projects and Property have been included in the City's 2017/18 budget and are subject to the usual Council approval process.
40. The implementation of actions that require additional budget beyond the next financial year – for example, large scale roll-out of organics collection – will require approval from Council in accordance with existing financial delegation and budget approval processes.

RELEVANT LEGISLATION

41. The Strategy and Action Plan focuses on voluntary commitments and opportunities associated with improved waste management and recycling performance at the organisational and local government area level. In general, these matters are not the subject of legislation with which the City has to comply. City Operations are affected by numerous environmental regulatory requirements. The City ensures compliance with these regulatory requirements through the operation of its Environmental Management System.

PUBLIC CONSULTATION

42. As part of the development of the Strategy and Action Plan, two community engagement sessions were organised with city residents in August and September 2016. The purpose of the sessions was to understand the waste and recycling issues that are important to our residents. The sessions also provided an opportunity to explain how we currently manage waste and recycling from the community, and to discuss the options for future management of waste and recyclables. The report from the sessions can be found at Attachment B.
43. The development of the Strategy and Action Plan included consultation with an informal external reference group, who provided advice and review of the draft content. Members of the group comprised: Mirvac, NSW EPA, LendLease, NSW Branch WMAA (Re.Group) and Total Environment Centre.
44. The draft Strategy and Action Plan was placed on public exhibition from 27 June to 22 August 2017.

45. The draft Strategy and Action Plan was exhibited at the City's One-Stop Shop and Neighbourhood Service Centres, and on the Sydney Your Say website, which also included a survey. The Sydney Your Say page received 1,200 page views, and 65 people gave feedback via the online survey.
46. A stakeholder briefing was held on 17 July 2017, at Town Hall House. Eighty-seven people attended the event. The panel consisted of:
 - (a) Chris Derksema, Sustainability Director, City of Sydney
 - (b) Jeff Angel, Executive Director, Total Environment Centre
 - (c) Garth Lamb, Business Development Manager, Re.Group
 - (d) Ronni Kahn, CEO and Founder, OzHarvest
 - (e) Lucy Sharman, Sustainability Education Manager, Lendlease
 - (f) Molly Tregoning, Head Waste Strategy, NSW Environment Protection Authority
47. The Strategy and Action Plan received the following media coverage:
 - (a) ABC radio (two segments)
 - (b) Sydney Morning Herald - <http://www.smh.com.au/nsw/city-of-sydneys-solution-to-the-big-problem-of-fast-fashion-20170613-gwg1gt.html>
 - (c) Central - <http://www.dailytelegraph.com.au/newslocal/central-sydney/city-of-sydney-unveils-plans-for-weekly-food-waste-ewaste-and-textile-collection-as-part-of-bin-day/news-story/b6c003985b9e09436e8c1b337ab30d42>
 - (d) Timeout - <https://www.timeout.com/sydney/blog/city-of-sydney-announces-new-plan-for-zero-household-waste-061917>
 - (e) The Fifth Estate - <http://www.thefifthestate.com.au/business/government/war-on-waste-sydney-ups-the-ante-on-its-way-to-zero-waste/92526>
 - (f) BusinessRecycling.com.au - <http://businessrecycling.com.au/news/display/1290>
48. The City presented to the Inclusion (Disability) Advisory Panel on 17 August 2017. Much of the feedback provided can be addressed within the existing actions outlined in the Strategy and Action Plan. The City will continue to engage with the Panel to ensure the detailed commentary provided is considered during the delivery of the Strategy and Action Plan over the coming years.
49. Where applicable, feedback from the Inclusion (Disability) Advisory Panel was also incorporated into the Draft Waste Management and Local Approvals Policy, which is the subject of another Council report.
50. Submissions were received from 11 individuals and two organisations. Submissions and other engagement activities are summarised at Attachment A.

51. Overall, the engagement showed enthusiastic support across the board for the vision that the draft Strategy and Action Plan presents and the City's direction with regard to waste management. There was strong overall support for the proposed waste targets and associated actions.
52. The main themes that were identified include: soft plastic recycling, banning the plastic bag, improving recycling in multi-unit dwellings (MUDs), seeking stronger collaboration with local businesses, food organic waste collection and improving local amenity.
53. Three out of the 11 individual responses raised their concern about the need to improve education programs for the community and residents.

KIM WOODBURY

Chief Operating Officer

Chris Derksema, Sustainability Director
Sophie Golding, Acting Manager Waste Strategy