



Ref. 79/2224

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Dear Ms Girolamo

I refer to your application (receipt number 15597107) pursuant to the *Freedom of Information Act 1991* (the FOI Act) to the Department for Environment and Water (DEW) on 28 June 2022 requesting access to:

A copy of all documents held by Green Industries SA (including but not limited to hard copy or electronic briefings, minutes, reports, emails, letters, meeting agendas, diary entries, event attendance records and any other correspondence) relating to consultancy into a pay-as-you-throw model for disposal of municipal solid waste, between 19 March 2022 and 28 June 2022

Your application was transferred to Green Industries SA (GISA) on 29 June 2022 and I am providing this determination as GISA's Accredited Freedom of Information Officer.

As discussed with your office, the scope of the application was refined to the following, for the same time period:

The specification issued for the consultancy regarding waste management approaches, including consideration of 'pay as you throw'

I have located one document within the revised scope of your application. I have considered the document under the provisions of the FOI Act and determined to release the document in full. Please find a copy enclosed with this determination.

In accordance with the FOI Act and *Freedom of Information (Fees and Charges) Regulations 2018* in relation to applications from Members of Parliament, no amount is payable for the costs associated with this determination.

Pursuant to the FOI Act, if you are dissatisfied with this determination you have a right to apply for an internal review. An application for internal review must be made in accordance with section 29(2) of the FOI Act.

Should you have any queries in relation to this determination, please contact me on telephone (08) 8204 2586 or email josh.wheeler@sa.gov.au.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Josh Wheeler'.

Josh Wheeler
Accredited Freedom of Information Officer
GREEN INDUSTRIES SA

26 September 2022



Government
of South Australia

Part D

Specification – Goods and/or Services

Kerbside Reform Future Directions Report

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1 INTRODUCTION

1.1 PURPOSE

Green Industries SA (GISA) is an enabler and driver of change, supporting the development of a more circular economy through diverse collaborations which improve productivity, resilience, resource efficiency and the environment.

It aims to transform how South Australians use and value resources. Its objectives under the *Green Industries SA Act 2004* include:

- promoting waste management practices that, as far as possible, eliminate waste or its consignment to landfill
- promoting innovation and business activity in the waste management, resource recovery and green industry sectors, recognising these areas present valuable opportunities to contribute to the state's economic growth.

Diversion from landfill of waste generated at the household has plateaued in South Australia and a continuation of current efforts at addressing this trend may not realise a significant step change from the status-quo. With increased consistency in kerbside systems now well underway, a re-examination of household waste management is therefore considered necessary to enable GISA to adjust its approach for the next stage, continue to meet its statutory obligations under the *Green Industries SA Act 2004*, achieve diversion targets in South Australia's Waste Strategy 2020-2025 and maintain South Australia's leadership position in waste management nationally.

In order to underpin a suitable approach for the State into the future, GISA is commissioning a kerbside reform future directions report to examine leading edge developments in household waste management both in Australia and globally, and to fully understand the strategies, policies and plans that impact on their development, design and delivery.

1.2 BACKGROUND

South Australia's Waste Strategy 2020-2025 (the Waste Strategy) forms a framework of policies, strategies and plans meeting South Australia's priorities for economic growth. The Waste Strategy provides targets that aim to stimulate action towards a circular economy, including a target of zero avoidable waste to landfill by 2030 and a landfill diversion target for metropolitan municipal solid waste household bin systems of 60% by 2023 and 70% by 2025. For regional areas, Regional Waste Management Plans with regionally appropriate and progressive waste diversion targets are to be set by 2023.

The Waste Strategy is the fourth since 2005 and over a period of successive strategies, Green Industries SA has provided considerable support to improve the diversion of waste from landfill toward higher beneficial uses. Backed by strong policy, strategy and regulatory settings and with financial support from the government, kerbside bin-based systems have progressively transitioned during this period from variable bin infrastructure (including bags, crates, split 240L bins) to a consistent 3-bin system, across 19 metropolitan councils and in some regional areas, albeit with some variation in service delivery.

Generally regarded as a high-performing landfill diversion system, the kerbside 3-bin system relies on source separation of waste streams by householders into three streams categorized as comingled recyclables, organics and residual waste. Subsequent processing of the comingled recyclables and organics is undertaken at material recovery facilities and composting operations respectively and residual waste is generally consigned to landfill, where some further diversion may be undertaken.

Source separation at kerbside is regarded as an important initial step that supports the potential for downstream processes to maximize the commercial value derived from the recovered materials. Kerbside systems are further enhanced in South Australia through the state's container deposit scheme, which is currently being reviewed including in relation to opportunities to expand the scope of containers in the scheme.

Despite widespread adoption of the kerbside 3-bin household collection system and consistent education and awareness efforts, waste diversion across councils varies from as low as 36 percent and has plateaued at the top diversion end to around 60 percent and has consistently not met state Waste Strategy landfill diversion targets.

Multi-unit dwellings and high-rise apartments are problematic and include both Council and private sector servicing, contamination across the 3-bins remains an issue, and the increasing complexity of waste materials to be responsibly dealt with by households leads to confusion and in some cases indifference.

In addition, factors such as changing economic, social and environmental settings, global disruptors, higher densification of urban living, consumer consumption patterns, shifting societal attitudes and behaviors coupled with significant changes in waste management policies, fluctuating commodity market conditions and limitations in some processing technologies suggests a more innovative and transformative approach may be required to effect step changes that lift household landfill diversion rates and progress toward a more circular economy.

Findings from this project will be used by GISA and other relevant agencies to inform policy (including legislation), strategy and program development with a view to improve our State's approach to managing household waste over the next decade within the context of a circular economy.

2 SCOPE AND CONTEXT

2.1 SCOPE

South Australia's Waste Strategy aspires to achieve zero avoidable waste to landfill by 2030. Achieving the best available recycling or recovery outcomes from households consistent with the waste hierarchy and the principles of a circular economy will be important to help realise this aspiration.

Having regard to South Australia's circumstances and settings and national and international policies and/or regulations where applicable, the project will examine contemporary and emerging national and international policy, financial and regulatory options, systems, services and other initiatives that could be adopted in South Australia to realise high diversion outcomes at the household level.

The project scope is limited to waste materials arising at the household level that are

collected by council or council contractors in kerbside bins, but includes analysis of potential systems or arrangements that could be used to enable householders to responsibly dispose of waste arising at the household level not currently able to be collected via the 3-bin system (e.g. soft plastics, textiles, e-waste, batteries, toys, books, household chemicals, scrap metal (e.g. pots, pans, utensils), pharmaceutical, health and beauty packaging/products). Improved and sustained diversion of food and organic waste from the residual waste bin to the organics bin is a key objective. The scope does not include building, renovation or demolition waste or other forms of municipal solid waste.

For clarity household includes tenement, residence, dwelling, and apartment, including low, medium and high density living.

Having regard to household waste diversion from landfill in metropolitan and regional South Australia that is achieved under current policy, regulatory, financial, and other related interventions and influences, the Supplier will undertake a detailed review and analysis and utilise relevant data to quantify the likely improved diversion rates that could be achieved through modification and/or adoption of different approaches to management of waste arising from households. The analysis will examine economic, social and environmental impacts and risks and apply a methodology that evaluates and presents options in a report and include, but not be limited to, consideration of:

- Kerbside bin systems including flexibility of servicing
- Collection systems
- Cost structures, logistics and other commercial aspects
- Pay as you throw and/or other billing systems or financial incentives
- The potential emergence of energy from waste and other waste processing technologies
- Digitisation, Artificial Intelligence, and technological innovations
- The role of education and awareness at the tenement and community level
- Reduction of GHG emissions.

Collaborations between different service providers with particular areas of expertise or global experience and progressive perspectives is encouraged.

2.2 CONTEXT

South Australia has a well established reputation as a leader nationally in waste management reform.

Since 2005 Green Industries SA – formerly Zero Waste SA – has funded metropolitan and regional councils to implement improved kerbside collection systems for residents. In particular, there has been an increased emphasis on diversion from landfill using better performing kerbside bin systems.

All 19 metropolitan Adelaide councils have offered a three-bin service for a number of years, and in low-density residential areas most councils provide a 140L bin for general waste and 240L bins for both co-mingled recyclables and organics, although some only provide a green organics bin on an opt-in basis. In the regions, approximately half of the councils offer a three-bin system, however these services are often limited to townships only. There are also some differences between councils in terms of bin ownership, full versus optional adoption, and collection frequency.

For the most part, councils provide a weekly residual waste collection service and a fortnightly collection of comingled recyclables and organics.

The average landfill recovery rate from the three-bin system across the 19 metropolitan councils was 48.7% in 2018-19. The top performing councils – some achieving nearly 60% – were those that provide a weekly residual waste collection, fortnightly recyclables collection and fortnightly organics collection including food waste. Regionally, the recovery rate varies from zero (single bin service for residual waste only) to rates that are on par with metropolitan Adelaide (three-bin systems).

With the three-bin kerbside collection system rolled out to households throughout metropolitan Adelaide, South Australia continues to implement programs and activities in conjunction with participating councils to increase food waste diversion from households. The residential residual waste stream typically contains up to 50% compostable material, with food waste representing around 40%, providing significant scope to further divert putrescible material from landfill. In metropolitan Adelaide, food waste makes up about 3.3 kilograms of a household general waste bin presented for kerbside pick-up each week.

Flexibility in service delivery is currently being explored by some councils such as providing a weekly collection of food organics/green organics (FOGO) bins, and a fortnightly collection of landfill bins and comingled recycling. Early indications are that this flexibility does lead to diversion rates around 70%, however, widespread adoption by council's requires extensive community consultation and in metropolitan areas is constrained by current legislation which requires that households are provided an option for weekly collection of general waste.

Twenty five regional councils provide various collection arrangements for all three kerbside bins, with some of these provided in townships only. Combined with education measures, these systems have been shown to increase landfill diversion rates of up to 20%. There has been increased uptake in recent years of fortnightly residual waste collections occurring in conjunction with the introduction of kerbside FOGO.

The Environment Protection Authority (EPA) and GISA work collaboratively to achieve innovative waste management regulation and policy. The EPA regulates the environmental impacts of waste in South Australia to avoid or minimise adverse effects on human health and the environment and promote resource recovery.

The *Environment Protection (Waste to Resources) Policy 2010* administered by the EPA is a key legislative instrument that among other things mandates the weekly collection of residual (general) waste in metropolitan Adelaide and prohibits the disposal to landfill of a range of materials aggregated for the purpose of recovery.

The community expects local government to provide kerbside waste collection as a service covered by their rates and this presents a significant cost to councils. Councils, including local government regional subsidiary organisations plan, own and manage:

- household waste and recycling services
- municipal systems for solid waste, recyclables and green organics
- material recovery facilities and transfer stations.

From 1 July 2003 to 30 June 2020, about \$23.3 million had been provided to 67 councils and 9 of their subsidiaries through a range of GISA grants programs. On-going investment in the sector to support South Australia's Waste Strategy diversion targets needs to be informed by a detailed analysis of contemporary and emerging options that

could be adopted and implemented if considered suitable.

3 REQUIREMENTS – GOODS AND/OR SERVICES

3.1 Requirements

Suppliers are to provide a written response outlining their interest, experience, methodology, fees and capacity to deliver a written report(s) and supporting analysis based on the project scope and context (above) to Green Industries SA.

Suppliers may elect to present this project in separate reports for metropolitan and regional areas.

All data and information obtained by the Supplier and used in the analysis must be provided to Green Industries SA. Where this includes commercial-in-confidence information, the report containing that information will not be publicly disclosed. In the event that commercial-in-confidence information is provided, the Supplier must also provide a second report that excludes sensitive information and can be made publicly available.

Information to be provided within the response will need to describe and demonstrate the following:

- Evidence of proficiency
- A proposed methodology to supply the analysis and report(s)
- Knowledge of likely data sources relating to the provision of the report(s) including measures to deal with anticipated data gaps or uncertainty
- Project management capacity including quality control assurances
- A fee schedule (using Australian dollars and showing figures that exclude GST) including timeframes for delivery of milestones and final report(s)
- An outline of other relevant previous projects with similar scope
- Current job descriptions and curricula vitae of all personnel undertaking the work
- If collaborative application, the lead applicant must provide details on sub-contractors undertaking the work
- Evidence of insurances

The final report(s) should be provided in both Word and PDF format. This initial analysis may contain some uncertainties and in this case all assumptions should be clearly explained. Consideration of data accuracy and confidence levels are an important component of the work.

3.2 Timeframes

Timely delivery of the various components of this project is of importance to GISA. The proposed timetable is as follows:

Milestone	Date
Request for Proposal to be submitted electronically to Green Industries SA	29 April 2022 @ 5:00pm ACST
Evaluation completed and selected supplier(s) notified	11 May 2022
Contract commencement	16 May 2022

Inception meeting	To be confirmed with supplier
Delivery of draft report(s)	29 July 2022 (indicative)
Delivery of final report(s)	31 August 2022 (indicative)

3.3 Performance

Performance of the contracted services will be monitored by GISA particularly in the following areas:

- Demonstrated knowledge and understanding of the aims of the project
- Level of compliance with specification, including knowledge and appreciation of the aims of the project and proposed methodology for undertaking the work
- Proven ability to collect, manage and analyse data to a verifiable standard
- Project management approach, capability and capacity to meet timeframes

3.4 Contract Management

The selected Supplier(s) will be engaged through a Standard Good and Services Agreement to fulfil requirements of this work.

It is at the discretion of GISA as to whether one or more Tenderer(s) are recommended to be engaged to supply services. Negotiations on contract details will be entered into with the Tenderer(s) that have been provisionally recommended.

Key contacts for GISA and the supplier will be responsible for the management of the contract execution.

4 RELEVANT REFERENCES

GISA has established a considerable knowledge base to guide its policies, programs and activities. GISA's website at <https://www.greenindustries.sa.gov.au/knowledge-base> provides key background documents and other relevant publications under the following subject headings with key documents provided as a guide only:

- Waste Strategy
 - Key document(s): <https://www.greenindustries.sa.gov.au/resources/sa-waste-strategy-2020-2025>
- Reuse, recovery and recycling
 - Key document(s): <https://www.greenindustries.sa.gov.au/resources/recycling-activity-in-south-australia-2019-20>
- Compost and Organics
 - Key document(s): <https://www.greenindustries.sa.gov.au/resources/sa-organics-sector-analysis-summary-2021->
- Local government
 - Key document(s): <https://www.greenindustries.sa.gov.au/resources/sa-kerbside-waste-performance-report-2019>
- Food waste
 - Key document(s): <https://www.greenindustries.sa.gov.au/resources/valuing-our-food-waste>

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- Which Bin - <https://www.whichbin.sa.gov.au/>
 - Infrastructure - <https://www.greenindustries.sa.gov.au/resources/south-australias-waste-and-resource-recovery-infrastructure-plan-2018>
 - Waste Management Better Practice Guide for Residential and Mixed Use Developments - <https://www.greenindustries.sa.gov.au/tools-guides/mixed-use-developments> Potential Benefits of a Circular Economy in South Australia reports available at <https://www.greenindustries.sa.gov.au/circular-economy>