



# Best Value Report

# WASTE MANAGEMENT

June 2003





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## Executive Summary

The Waste Management services consist of one program that deliver a range of services to manage household waste in an environmentally friendly and sustainable manner. Waste management represents one of the traditional “3 R’s” of local government – rubbish.

As it is a traditional Council role, community understanding and awareness of these services is high, and any variation in delivery of the service, or changes to service standards, result in significant queries and complaints from the public.

Each year Council expends in excess of \$1.5 million to collect, recycle, and dispose of household waste in an environmentally sustainable manner. Of this, over \$1.2 million is funded by users, or by way of government grants.

The Waste Management services have undertaken a significant process of developing a waste management plan that sets out Council’s direction in relation to this important function. The plan was developed after significant community consultation, and has resulted in major changes in collection of waste and recyclable material, the manner in which landfill sites are operated, and the operation of the Swan Hill Recycling Centre. Overall, these changes have been well received by the community.

As part of these changes, a public tendering process was undertaken for the operation of household waste and recyclables collection, collection of litter bins, operation of the landfill sites, and operation of the Swan Hill Recycling Centre. These operations are undertaken by a number of different contractors, who deliver the services in accordance with Council’s requirements.

The Best Value review has identified that Waste Management services have achieved many of the requirements of ‘Best Value’. Specifically, the services have:

- Assessed, in various ways with the community, the level of services to be provided.
- Determined that the services are responsive to community needs.
- Ensured accessibility by the intended target groups.
- Developed standards to measure the quality and cost of the service delivered.
- Continuously improve the services being provided.
- Regularly consult with appropriate sections of the community in developing and delivering the services.

The report demonstrates that the Waste Management services have substantially achieved the principles of Best Value.

## Introduction

The Waste Management Best Value Report has been developed in response to the Best Value requirements in the Local Government Act (1989). The Waste Management services, itemised below, are grouped together because they share a common service objective, that is, the provision of services that support and promote a safe and healthy, independent community through the appropriate management of waste products.

It is the view of Council that Best Value relates to good management practice. Accordingly, grouping these services together is an appropriate way to review how they meet the greater objectives of Council, as set out in the Corporate Plan. Completing individual service reviews may not necessarily achieve this greater goal.

The programs included that make up Waste Management services for Swan Hill Rural City Council are:

<b>Program No</b>	<b>Service Name</b>
2188	Swan Hill Landfill Landfills - Other Garbage Service Recycling Service

Waste Management forms part of the 'traditional' services provided by Local Government that are often referred to as 'Roads, Rates and Rubbish'. Waste Management is a statutory requirement of local government, set out in schedule 1 of the Local Government Act 1989, as follows:

*Item 1, General Services:*

- (6) Tip establishment and operation
- (7) Litter control
- (8) Collection and disposal of refuse

*Item 7, Any other functions relating to the peace, order and good government of the municipal district, which includes:*

- (8) Environmental control, protection and conservation

## Corporate Plan Direction

The corporate plan has been developed by Council to provide direction and guidance to the organisation in developing and providing services to the community. The Waste Management group of services perform a dual function, that of allowing for a healthy community, and providing for a sustainable environment.

The Community Wellbeing goal provides direction for this group of services. Specifically:

***“To enhance community well-being by facilitating community participation, and the provision of support networks and services that maintain the dignity, health, safety and well-being of our diverse community.”***

The Environmental Management goal also provides direction for this group of services, as follows:

***“To live in a sustainable environment which is a protected and nurtured asset, of which the community can be proud.”***

The corporate plan goals are supported by strategies to achieve the desired outcomes. The Waste Management group of services specifically address the following strategies:

- Facilitate or provide appropriate services necessary to support the wellbeing of the community.
- Develop and implement strategies to minimise and manage household and industrial waste.

The outcomes to be achieved through these strategies are:

- Healthy and independent community.
- Reduction of waste and pollution, and minimised reliance on landfill.

Within this context, the broad service objective for Waste Management is to:

***“Provide the residents of Swan Hill Rural City Council with a waste management disposal system that is effective, equitable, and achieves waste minimisation by means of Council’s residential household garbage collection, residential recycling collection, landfill operations and recycling processing together with street and park litter control.”***

## Community Focus

Community understanding and awareness of Council's role in litter and household waste collection is very high, particularly in the urban areas of the municipality. Council's role in operating landfill sites is generally well understood by both the urban and rural community. In fact, there is a very high expectation of the household waste collection role, with any variation to routines being the subject of significant queries and often complaints from the community.

Council's role in ensuring environmentally friendly disposal of household and other waste is less well understood by the community, with awareness varying with the communities interest in recycling and the environment generally.

In summary, it is our belief that the community focus for this group may be expressed as the expectation of:

- An efficient removal/disposal service.
- Effective means of disposal.
- Handling and disposal of material in an environmentally responsible manner.
- That Council provide the opportunity to recycle.

## **Services Provided**

### **Introduction**

The Swan Hill municipality is currently well covered by a network of landfills sited across the municipality. Nearly every township has access to its own operation, the largest of these landfills being situated at Swan Hill and Robinvale. Some of the sites are at, or near, the end of their useful life. In addition there is a Recycling Centre at Swan Hill that services the municipality and other areas in North West Victoria and South East New South Wales within approximately a 200 km radius.

The Swan Hill Rural City Council Waste Management Strategy examines the existing waste management network of the municipality with a view to streamlining the present operations. The Waste Management Strategy provides the Swan Hill Rural City Council with a long-term waste management direction in regard to level of service, legislative/regulative requirements and environmental responsibility whilst providing an efficient and economic municipality-wide operation. The Waste Management Strategy provides both a short-term (5 year) and long-term (20 year) directive in relation to the waste management services.

The Victorian State Government has established a statewide body called EcoRecycle Victoria, whose role is to promote waste minimisation. To fund this body a landfill levy has been imposed on all licensed, non-metropolitan landfill sites in the State. The levy is calculated per tonne of waste material entering the landfill. The Swan Hill landfill is the Swan Hill Rural City Council's only licensed landfill.

### **Service Description**

A brief description of the services currently provided under the heading of Waste Management is as follows:

## **Landfill Services**

Landfill sites (Tips) provide disposal facilities to the community at a reasonable cost, and encourage waste minimisation to meet the objectives of the Council's Waste Management Plan.

The works carried out at all Landfill sites includes some or all of the following:

- Placement and compaction of refuse material, and cover material.
- Control of access (including collection of fees as specified by the Contract Supervisor) and directing people where to tip.
- Maintaining a Tip face.
- Excavating/preparing tipping cells.
- Open deposited waste layers when required, and extinguish smouldering or combustible material.
- Stockpiling tree branches in the areas provided, and disposal as approved.
- Disposal of proscribed waste, including contaminated waste and asbestos.
- Stockpile metals (old car bodies etc) for recycling.
- Provision of free recycling drop off.

All Waste Disposal Sites are operated in accordance with the EPA Code of Practice and Licences.

## **Domestic Garbage and Recycling Collection Service**

Domestic Garbage collection services are provided to urban areas of Swan Hill, Robinvale, Nyah, Nyah West, Lake Boga, Ultima, Boundary Bend, Wood Wood, Chinkapook, Manangatang, and Piangil in the Municipality. These services are also provided in southwest New South Wales in the Shire of Balranald urban area of Euston and within Wakool Shire urban areas of Murray Downs, Tooleybuc and Koraleigh.

Waste collection services are also provided to Wakool Shire Council and Balranald Shire Council, with Wakool Shire also receiving a recycling collection service, on a full cost recovery basis.

The objectives of these services are to:

- Provide Council with a safe, efficient and effective domestic garbage and recycling collection service
- Collect garbage from any approved residential premises or place located in the 'garbage collection' district on a weekly basis.
- Collect recyclable material from approved residential premises or place located in the 'garbage collection' district on a fortnightly basis.

Council does not provide garbage or recycling collection service for commercial or industrial premises, only a domestic collection service. There are a number of businesses that collect commercial and industrial waste within the municipality, and the Council does not perceive that it has a role in this area.

### *Recycling Centre*

The recycling centre is operated under contract on Council's behalf. The Contractor is required to provide an ongoing sustainable facility that must continually strive to improve itself by:

- Improvements to the efficiency and productivity of the services
- Safer work practices
- Reasonable measures that may be taken to reduce the recyclable material losses in the services
- Technological developments in the industry
- Methods of increasing customer satisfaction and reducing complaints
- Performance targets for the services
- Any other improvements that could be made to the operation of the services

The contract is structured to encourage the contractor to seek markets and introduce innovative measures to increase and enhance the ranges of materials that can be reused and recycled.

### *Education Services*

An education centre has been established at the recycling centre in Swan Hill, which includes a viewing area of the recycling operations. The Contractor (operating the recycling facility) provides brochures, display boards and educational material at the education centre and makes a financial contribution towards community education.

The Contractor also works closely with the Central Murray Regional Waste Management Group Education Officer. This officer provides expertise and advice in developing education programs and has reasonable access to the education centre. The group education officer undertakes community education of household and farm waste, best methods to dispose of certain types of waste, and encourages recycling.

### **Litter Collection Service**

The litter collection service provides the public with an adequate litter disposal service so as to achieve the overall service objectives, while providing visual amenity, with all streets and parklands free of litter.

The objectives of this service are to:

- Supply, install bins, stands, and enclosures at specified locations, and on specified road and park reserves.
- Maintain, clean, and replace damaged or missing litterbins, enclosures and stands.
- Clean all litterbins with a high-pressure water cleaner and disinfectant at least once every 6 months.
- Dispose of rubbish collected.

Litterbins are installed in various main roads, streets, commercial, parkland and recreational areas. There are a variety of types of litterbins in service, which includes 240 litre MGB (Mobile Garbage Bin), and 120 litre MGB.

Litterbins are provided in all townships in the municipality and throughout the “central business district”. Large MGB’s are provided at all sporting facility grounds and along all public parkland area i.e. the Lake Boga foreshore, and Riverside Park, Swan Hill.

## Community Need For These Services

The population of the Swan Hill municipality, at the 2001 census, is 20,710. There are 11,050 rateable properties (assessments), of which 7,442 are in the defined garbage collection area. There are also 2,250 businesses, of which 1,300 are classified as farm businesses, and 950 are non-farm, or other, businesses.

The waste services needs of the community were determined by a survey completed in February 1999. The following townships, and surrounding areas in the municipality were surveyed: Robinvale, Wemen, Boundary Bend, Ultima, Manangatang, Chinkapook, Nyah, Nyah West, Wood Wood, Piangil, Vinifera, Lake Boga, Tresco, Woorinen, and Swan Hill.

The survey was conducted by means of public meetings and a reply paid questionnaire to all residents. From the results it was identified that a weekly domestic waste service, a fortnightly recycling collection service, and a network of landfills were what the community needed of a waste management service.

## Need Recognised by Other Government Departments and Agencies

### *General*

Local Government has always had a role in facilitating waste management services. The Local Government Act (enacted by the Victorian Government) states that the function of Local Government include (schedule 1):

- Tip establishment and operation
- Litter control
- Collection and disposal of refuse

The EPA littering requirements address litter control by Part V11A Division 2, littering.

The removal of household garbage is required under nuisance provisions of the Health Act (1958), which could require removal every 7 days to prevent fly breeding, and offensive smells if nuisance occurs.

Other Government agencies that impact on waste management services are Eco Recycle Victoria, and Central Murray Regional Waste Management Group.

With monies raised from the landfill levy, Eco Recycle Victoria and the Central Murray Waste Management Group have provided partial funding for the following projects:

- Upgrade of the Swan Hill Recycling Service.
- Educational Centre at the Recycling Service.
- Educational Mobile Display Unit.
- Recycling Drop-off points at the Robinvale Landfill.

- Hydraulic Press for plastic container compaction at the Swan Hill Recycling Centre.
- Gross Pollutant traps for litter control to stormwater system at Swan Hill, Robinvale and Nyah.
- Drum Muster collection points at Swan Hill, Manangatang and Robinvale.
- EPA household chemical collections.

### Need Recognised by Council

Council acknowledges its role in waste management in the municipality, and the region, as evidenced by the corporate plan goal and strategies. Annually, Council allocates funds to these programs to enable their continued operation. Waste services cost in excess of \$1.5 million. Of this, over \$1.2 million is funded by user charges, or grants. The balance of some \$250,000 is funded from general Council sources.

### WASTE MANAGEMENT FINANCIAL OPERATIONS (Actual) 2002/2003

	Swan Hill Landfill	Robinvale Landfill	Rural Landfills	Recycling Centre	Garbage, Recycling & Litter Bin Collection	Garbage Charge	CMRW/MG EPA/ERV	Total
Garbage Charge					3,885	1,136,680		1,140,565
User Fees					20,000			20,000
Grants				82,215				82,215
<b>Total Income</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>82,215</b>	<b>23,885</b>	<b>1,136,680</b>	<b>0</b>	<b>1,242,780</b>
Lump Sum Contracts	360,000	72,000	43,110	145,300	670,000			1,290,410
Licensing fees	2,000	1,000	3,000					6,000
Advertising & Education					7,500			7,500
Subscriptions & Memberships							6,500	0
Plant Hire				52,470				52,470
Wages & related	9,000	9,000	9,000	9,000	9,000		9,000	45,000
Major projects								0
Lake Boga Landfill Closure			40,000					40,000
Nyah West Landfill closure			60,000					60,000
								0
<b>Total Expenditure</b>	<b>371,000</b>	<b>82,000</b>	<b>155,110</b>	<b>206,770</b>	<b>686,500</b>	<b>0</b>	<b>15,500</b>	<b>1,501,380</b>
<b>Total Council Contribution</b>	<b>371,000</b>	<b>82,000</b>	<b>155,110</b>	<b>124,555</b>	<b>662,615</b>	<b>(1,136,680)</b>	<b>15,500</b>	<b>258,600</b>

Council recognises it has a role in minimising waste to landfills and is at the forefront of leading the region by not only providing collection and tipping facilities, but by also enhancing these operations with the Materials Recovery Facility (MRF)/ Recycling Processing Plant (Swan Hill Recycling Centre).

## **Need Recognised by the Local Community**

In order to identify community perception, the Swan Hill Rural City Council commenced regular surveys of the community in May 2000, covering a range of services that Council provides, including Waste Management.

The results of the surveys conducted to date, reveal that the community consistently rates the importance of the waste management services, in providing a healthy and clean environment in which to live, as essential.

The State Government also conducts an annual Community Satisfaction Survey covering nine service areas provided by Council, including Waste Management.

Results of the survey show a high level of importance being placed on the service by the community, and a high level of satisfaction with the Waste Management services provided.

The high expectations of some of the community have not been met due to a rationalisation of the waste management services. This includes the Lake Boga and Nyah West Landfill sites, which have been closed because they were at the end of their capacity. These issues are addressed in the Waste Management Strategy, and in the Central Murray Regional Waste Management Group's strategy. Whilst there is some dumping of waste on the roadsides, it is monitored and regularly cleaned up. The closure of the two Landfills is not believed to have impacted on the level of roadside dumping.

Two services that the community have indicated that are required are hard waste collection in urban areas, which is currently not available, and green waste collection in urban areas, which is provided privately by Council's kerbside waste collection contractor.

The Waste Management program continues to enjoy a high level of satisfaction in the community, despite the fact that Council has instituted controls over the landfill sites, charged fees at them, and has increased the garbage rate in recent years. It appears that the community is accepting such controls over the waste system, even though numbers of people expressed concern at the level of the fees, and the length of the opening hours at the landfill sites.

## Consultation

Council works closely with a number of government, business and community bodies and is in close contact with businesses and the general public in relation to its waste management services. Accordingly regular feedback is received on the activities of the programs incorporated in the Waste Management services and the directions taken by Council in fulfilling the community need of these services.

Consultation with Government departments and authorities, (EPA, Eco Recycle Victoria (ERV)), and environmental groups, i.e. Gould League, Planet Ark, etc., enables Council to keep up to date with latest waste management initiatives, policies and programs and to keep abreast of best practice in the profession.

Council Officers have regular meetings with Community Action Groups where day-to-day concerns of the community are discussed.

The wider community is consulted on waste management services through Council's regular Community Satisfaction Survey, which first commenced in Many 2000 on a quarterly basis, and performed every six months since November 2001.

The Community Satisfaction Survey consists of a telephone survey of one hundred respondents randomly selected from a database of the municipality. Respondents are asked how well they think Council provides services, e.g. collection of garbage, collection of materials for recycling, and maintenance of tips or landfill sites. Survey respondents are also encouraged to provide comments (see attachment). Overall, the surveys consistently identify high community satisfaction with the waste services provided by Council.

## Service Responsiveness To Community Needs

Service responsiveness to community needs can be gauged in a number of ways:

- Community Satisfaction Survey Results.
- Trends from Customer Request System.
- Consultation with Waste collection contractors.
- Consultation with Landfill operation contractors.
- Formal meetings with the Central Murray Waste Management Group.
- Provision of waste management guideline booklets through Council and Central Murray Waste Management Group.
- Regular information columns in the local papers.
- Educational facility at the Swan Hill Recycling Facility for school and industry groups.
- Improved vermin proof bins for Street and Park litter collection.

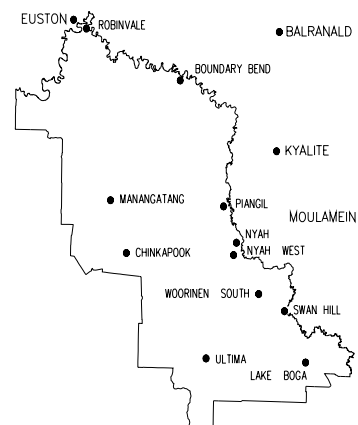
The community satisfaction survey results show a high level of importance for waste management at the inception of the service in June 2000, with the importance reducing in the surveys since then. This indicates that Council is providing a satisfactory service to the community, which is meeting their stated needs.

Consultation with Waste Management Contractors and the community have initiated minor operational changes to the landfills, hours of operation and staffing of all landfills.

## Accessibility Of Services To Target Groups

The Swan Hill municipality covers an area of 6,132 square kilometres. Approximately 70% of the municipal population resides in Swan Hill, or within 30 km of it, with a further 20% residing in Robinvale. The remainder of the population resides throughout the municipality.

Waste Management services are available within the Swan Hill Rural City municipality as follows:



### *Domestic Collection Services*

Council has a fortnightly recycling collection service, and a weekly domestic garbage collection service to all major townships and on major routes between towns. The cost of this service to the community is nil for a 240 ltr MGB co-mingled recycling bin and \$180 for a 240 ltr MGB and \$140 for a 120 ltr MGB garbage bin. The collection area was determined by consultation with rate payers, collection contractors and Council addressing the issues of truck routes, OH & S, cost, and community needs.

### *Landfill Sites*

Landfill sites are provided throughout the municipality at the following locations:

(It should be note that the EPA regulates the types of waste disposed at these landfills.)

- Swan Hill EPA Licensed Landfill
- Robinvale Landfill
- Manangatang Landfill
- Ultima Landfill
- Chinkapook Landfill
- Boundary Bend Landfill
- Piangil Landfill

Opening hours vary in accordance with community demands, as identified during the community consultation undertaken in 1999.

The following tables identify the operating hours of each of the landfill sites, and fees charged to dispose of additional waste.

### Landfill Location and Operating Hours

LANDFILL	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Swan Hill	9am-4pm	9am-4pm	9am-4pm	9am-4pm	9am-4pm	9am-2pm	9am-4pm
Piangil			12pm-4pm				11am-4pm
Manangatang		1pm-4pm		9am-1pm			1pm-4pm
Chinkapook				2pm-4pm			10am-12pm
Boundary Bend		1pm-4pm		1pm-4pm			1pm-5pm
Ultima			12pm-4pm				12pm-4pm
Robinvale	9am-3pm	9am-3pm	9am-3pm		9am-3pm	9am-3pm	9am-3pm

### Charges

Description	Cost \$
Car Boot	\$3.00
Utility/Station Wagon	\$7.00
Small Trailer	\$7.00
Small Trailer with Crate	\$11.00
Tandem Trailer	\$14.00
Tandem Trailer with Crate	\$20.00
Commercial Industrial	\$32.10
Soil – Low Level Contamination	\$44.00
Asbestos	\$89.10
Tyres – Car & Motorcycle	\$3.30
Tyres – Light Commercial	\$5.50
Tyres – Truck Standard	\$11.00
Tyres – Truck Wide Band Super Single	\$22.00
Tyres - Forklift	\$11.00
Tyres – Tractor	\$49.50
Scrap Metal	Free
Small Rubble (bricks etc.)	Free
Clean Fill	Free

The charges that have been determined were the result of a statewide survey of rural and urban landfills and a balanced fee structure was then adopted.

### Other Services

- Swan Hill Recycling Facility, which is open to the public as a drop off point for recycling.
- Farm Chemicals collection also offered at Swan Hill, Robinvale, and Manangatang Landfills where registered, trained personnel may accept these waste chemicals.

- Household chemical collection points are presently run every 2 years in conjunction with the EPA.
- Businesses are offered waste minimisation strategies through consultation with Council and the Central Murray Waste Management Group.

## Best On Offer (Benchmarking)

The Waste Management Services were market tested as part of the tendering of waste management operations in 1999, subject to the (then) Compulsory Competitive Tendering legislation. As a result of this tendering process, separate contracts were awarded for the landfill operations, kerbside collection of waste and recyclables, and the recycling centre operations. The contractors appointed by Council represented 'Best on Offer' at that time.

To further monitor "best on offer", Swan Hill Rural City Council is a member of the "Super 11" group of Councils, which undertake benchmarking projects to compare their performance in specific areas. The eleven member Councils have common characteristics (large rural municipalities with a number of urban centres and diverse industries).

The benchmarking projects being undertaken by the "Super 11" group are cost of collection services, cost of tip operations, and frequency and standard of services. This data is currently being collated; a final report is not yet available.

## Regular Reporting To Community On Service Standards And Levels Achieved

Current reporting to the community consists of the following:

- Press articles by the Central Murray Regional Waste Management Group officer in local newspapers.
- Education through the schools system.
- Education room at the Swan Hill Recycling Centre.
- Waste Management booklet distributed to all households.
- EcoRecycle Victoria targets special groups with waste wise programs.
- TV, radio, and newspaper releases by EcoRecycle Victoria on waste programs.
- As part of the Corporate Plan and Annual Report process, a summary of what Council tends to achieve is distributed to over 450 community groups. Similarly, a summary of what Council did achieve is distributed at the end of the year. Many of these issues relate to waste management services.

However, beyond these initiatives, no formal reporting to the community on service standards and levels achieved by Waste Management Services is undertaken.

## How Continuous Improvement Is Being Achieved

Councils waste management program has undertaken the following improvements over the last 5 years.

- Waste Handbooks distributed by the Central Murray Regional Waste Management Group and Council.
- Community surveys and response to surveys.
- Regular recycling audits.
- Introducing a new recycling collection service.
- Complete upgrade of the Swan Hill Recycling Centre plant operations.
- Waste data information is now better collated with improved tip operations by the use of weigh bridge and electronic processing.
- Investigation of future transfer stations in the municipality.
- Street litter bins are designed to prevent spread of litter.
- The manning of all landfills has prevented illegal dumping at landfills.
- Recycling encouraged by charging fees at landfills.

## Local Employment Growth/Retention

The services grouped under waste management were outsourced in July 2000. However, local employment has been retained on all current waste services, as all services are undertaken by people living within the municipality.

It should be noted that the Recycling Centre offers employment for supported workers as part of their operations.

## Partnerships With Third Parties To Achieve Service Objectives

Partnerships with third parties are a crucial facet of Council's waste management program. The core functions of the waste management program are kerbside collection, recycling processing, landfill operations, and street litter control. All of these core functions are contracted to private industry.

Swan Hill Rural City Council also provides a kerbside collection service to the adjoining Councils of Wakool and Balranald. In the Shire of Wakool, Swan Hill Rural City Council currently provides a waste and recycling kerbside collection service. In the Shire of Balranald, a kerbside waste collection service is provided.

'Special Events' are held within the municipality from time to time. Examples are: Australia Day Breakfast, Red Cross Murray River Marathon, and Big Note Festival etc. The Council, through the kerbside waste contractor, provides waste collection services to these events. Also, the kerbside waste contractor and the landfill operators provide some free services to Community groups for Clean Up Australia Day, Service Groups Highway Litter Control Programs, and other like clean ups throughout the year.

Council also has links with state government agencies notably the EPA, EcoRecycle Victoria, Central Murray Regional Waste Management Group, Drum Muster, and Super 11 group of Councils. With these links there is an exchange of information, with the main focus being waste reduction and a cleaner environment.

## Competitive Neutrality

The National Competition Policy (NCP) was first applied to Local Government by the Victorian State Government in 1996/1997. The application of the policy was reviewed by the State Government in 2000, and further refined in 2001.

The Swan Hill Rural City Council first reviewed the application of NCP on Waste Management services as part of the implementation of Compulsory Competitive Tendering (CCT). With the demise of CCT, and the implementation of Best Value, as well as the amended application of NCP to Local Government, it was determined to review the National Competition Policy implications on Council's Waste Management group of services.

The National Competition Policy Review - Waste Management report identifies that most of the Waste Management services are provided free of charge to facilitate and encourage the safe disposal of waste in an environmentally responsible manner. Other services in this group charge a fee. In all cases the services provided by Council address a specific need: the reduction of household waste and the safe disposal of waste.

The provision of these services is conducted by private industry under contract to Council. The contracts were awarded after a public tendering process, conducted in accordance with the (then) Compulsory Competitive Tendering legislation.

The National Competition Policy issues, as they apply to these services, have been reviewed in detail in the report, and conclude that the services comply with the spirit of the policy.

## Future Improvement Options

Options to further improve the waste management services in the future include:

- Expansion of the defined areas of waste collection declared district.
- Movable transfer stations throughout the municipality to assist in the removal of hard waste.
- Proposed new landfill sites.
- Rehabilitation of old landfill sites that have been closed.
- A wider education program to educate the public on recycling and other waste programs. For example, increased recycling at the landfill sites as well as from the home.
- A review of the Swan Hill Rural City Council Waste Management Strategy, and the Central Murray Regional Waste Management Strategy.
- Increased reporting to the community so the community are more aware of waste management programs and initiatives.
- The supply of information in multi-lingual format so as to reach the entire cross section of the community.
- Regular review of the waste management contracts to ensure they reflect current practices in waste management.

## Quality And Cost Standards

Quality and cost standards are required under Best Value for all Council operations. The quality of the services is defined by Council in the contract documentation. The contracts are measured against the performance criteria of the quality expected.

The tables below outline the performance criteria for the different components of the kerbside waste contractor.

### *Domestic Garbage and Recyclable Collection Services*

<b>Quality Standard/s</b>	<b>Year 03/04</b>	<b>Year 04/05</b>	<b>Year 05/06</b>
<ul style="list-style-type: none"> <li>Collection bins within 4 hours of the scheduled collection day and time.</li> </ul>	Yes	Yes	Yes
<ul style="list-style-type: none"> <li>Empty all bins put out for collection. (Less than 1 in 1,000 bins missed)</li> </ul>	Yes	Yes	Yes
<ul style="list-style-type: none"> <li>Delivery of new bins and replacement of damaged bin within 2 working days of request being received.</li> </ul>	Yes	Yes	Yes

<b>Cost Standard/s</b>	<b>Year 03/04</b>	<b>Year 04/05</b>	<b>Year 05/06</b>
<ul style="list-style-type: none"> <li>Cost per bin collection per household</li> </ul>	\$0.98	\$1.02	\$1.05

### *Litter and Special Events Collection Services*

<b>Quality Standard/s</b>	<b>Year 03/04</b>	<b>Year 04/05</b>	<b>Year 05/06</b>
<ul style="list-style-type: none"> <li>All bins to be emptied once a week, or immediately after a special event.</li> </ul>	Yes	Yes	Yes
<ul style="list-style-type: none"> <li>All litter within 3 meters of the bin to be picked up upon collection of the bin.</li> </ul>	Yes	Yes	Yes
<ul style="list-style-type: none"> <li>Replace all bins into position (on stand or within enclosure) and covers/locks secured post collection.</li> </ul>	99%	99%	99%

<b>Cost Standard/s</b>	<b>Year 03/04</b>	<b>Year 04/05</b>	<b>Year 05/06</b>
<ul style="list-style-type: none"> <li>Average annual cost to collect each litterbin.</li> </ul>	\$167.26	\$172.28	\$177.45

### Landfill

<b>Quality Standard/s</b>	<b>Year 03/04</b>	<b>Year 04/05</b>	<b>Year 05/06</b>
• All landfill sites to be open and manned as per advertised hours.	Yes	Yes	Yes
• All waste to be retained within the landfill site. (Number of complaints of litter near landfill site.)	10	9	8
• All landfill sites operated in accordance with EPA requirements. (Number of EPA infringement notices.)	0	0	0

<b>Cost Standard/s</b>	<b>Year 03/04</b>	<b>Year 04/05</b>	<b>Year 05/06</b>
• Net cost per capita of waste deposited at Swan Hill landfill sites.	\$25.62	\$26.38	\$27.18
• Net cost per capita of waste deposited at Robinvale landfill site.	\$20.44	\$21.06	\$21.69
• Net cost per capita to maintain rural landfill sites.	\$17.87	\$18.41	\$18.96

### Recycling Centre

<b>Quality Standard/s</b>	<b>Year 03/04</b>	<b>Year 04/05</b>	<b>Year 05/06</b>
• Maximise the recycling of materials collected from households. (% of recyclable materials delivered to the Recycling Centre that is disposed of at the landfill.)	23.4%	23.4%	23.4%
• Participation of households in recycling. (Proportion of households in declared districts that put out recycling bins.)	92%	92%	92%
• Proportion of recycling bins that are contaminated with non recyclable materials	6%	5%	5%

<b>Cost Standard/s</b>	<b>Year 03/04</b>	<b>Year 04/05</b>	<b>Year 05/06</b>
• Net cost per capita to process recyclable materials.	\$11.70	\$12.05	\$12.41



# Attachment 1

## Reference Documents



The following documents have been referred to in the compilation of the Best Value Report for Waste Management:

- **2001/02 Annual Report**, (2002), EcoRecycle Victoria, Melbourne. Records File No: 460606.
- **Central Murray Waste Wise Guide**, (2002), Central Murray Regional Waste Strategy Group. Records File No: 461303.
- **Ellwaste Contract (Kerbside Collection)**, (2000), Swan Hill Rural City Council. Records File No: 460102.
- **Health and Safety at Work: The Waste Management and Recycling Industry**, (February 2000), WorkCover NSW and Victorian Work Cover Authority. Records File No: 721300.
- **National Competition Policy Review – Waste Management**, (June 2003), Swan Hill Rural City Council. Records File No: 423904.
- **National Packaging Covenant And National Environmental Protection Measure for Used Packaging Material**, (July 1999), (Beverage Industry Environmental Council, Sydney. Records File No: 460600.
- **Robinvale Waste Contract (Landfill Operations)**, (2000), Swan Hill Rural City Council. Records File No: 460809.
- **Siting, Design, Operation and Rehabilitation of Landfills**, (2001), EPA Victoria, Melbourne. Records File No: 460300.
- **Swan Hill Rural City Council Waste Management Booklet**, (2000), Swan Hill Rural City Council. Records File No: 461302.
- **Swan Hill Waste Management Strategy**, (1999), Swan Hill Rural City Council. Records File No: 461302.
- **Twigg Contract (Landfill Operations)**, (2000), Swan Hill Rural City Council. Records File No: 460801.
- **Visy Contract (Materials Recovery Facility)**, (2002), Swan Hill Rural City Council. Records File No: 460605.



# Attachment 2

## Analysis of Community Satisfaction With Waste Management





***SWAN HILL***  
*Rural City Council*

**EXTRACTS FROM REGULAR COMMUNITY SURVEYS  
CONDUCTED BY  
SWAN HILL RURAL CITY COUNCIL  
FOR THE PURPOSES OF INCLUSION IN THE  
BEST VALUE REPORT FOR WASTE MANAGEMENT**

## SWAN HILL RURAL CITY COUNCIL COMMUNITY SURVEY ANALYSIS OF WASTE MANAGEMENT

### Community Survey

The Swan Hill Rural City Council commenced quarterly surveys of the community in May 2000, covering a range of services that Council provides, including Waste Management services.

In May 2001 an analysis of the five surveys conducted to that date, revealed that the data remained consistent, other than items affected by seasonal changes, for example, the condition of unsealed roads. Therefore, Council determined to reduce the number of surveys conducted to twice yearly.

Surveys of the community have been conducted in May 2000, August 2000, November 2000, February 2001, May 2001, November 2001, May 2002 and November 2002.

### Methodology

The survey is conducted by telephone with 100 respondents, using telephone numbers randomly selected from a database. Respondents are asked to rate Council's performance on a scale of 1 to 5, as follows:

1. Needs a lot of improvement
  2. Needs some improvement
  3. Satisfactory
  4. Very good
  5. Excellent
- Or alternatively, "Can't say".

Three questions are asked about the standard of services provided under Waste Management:

1. "How well does Council collect your garbage?"
2. "How well does Council collect material for recycling?"
3. "How well does Council maintain the tips?"

Respondents are then asked if any particular issue has influenced their view, and if they would like to comment. Respondents are also asked to rate the importance of the seven groups of services Council provides.

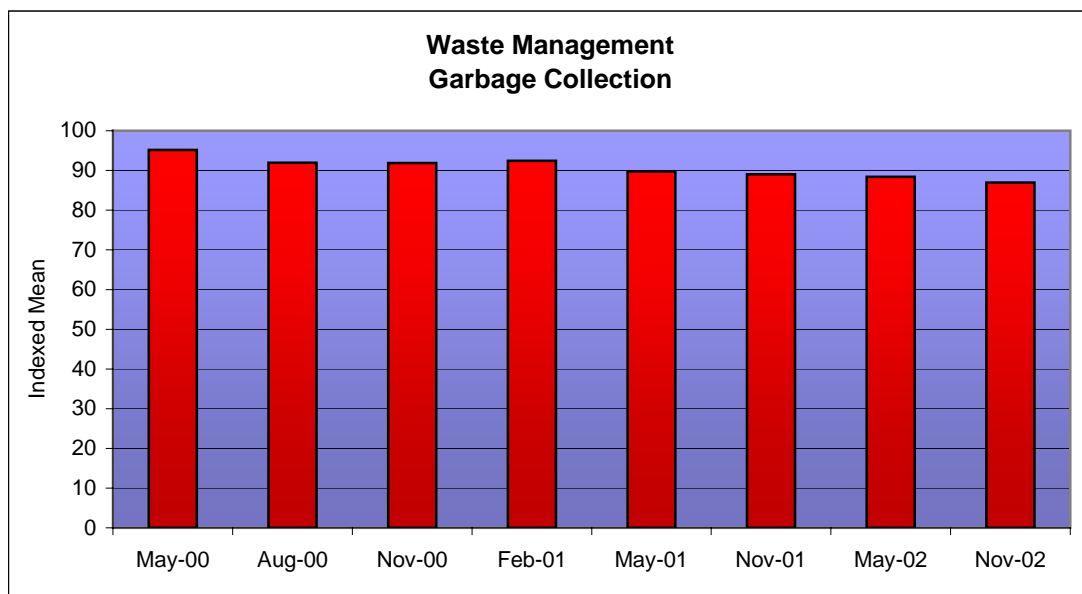
## Survey Results

In each of the surveys conducted to date, the community's ability to give an informed opinion ranged between 9% and 51%, depending on the question being asked. As such, the results in the graphs below represent the views of those who **are** able to form an opinion on services provided.

### Garbage Collection

The aggregation of results for the collection of garbage reveals that the overwhelming majority of responses, 99%, are in the "Satisfactory" or better categories, with 63% of responses in the "Excellent" category, and the "Very Good" and "Satisfactory" categories receiving 29% and 6% respectively.

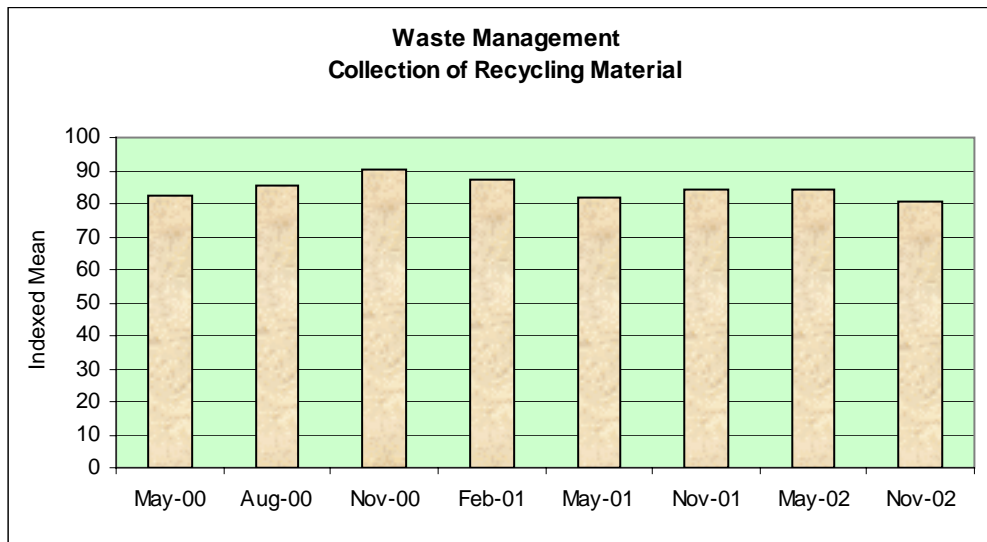
Very few respondents have chosen to comment on the garbage collection service. Of those who did provide comments, some are happy with the service, while others would like to see more frequent servicing of public litter bins i.e. in the CBD and parks, especially on busy weekends. Lack of a garbage collection service for rural areas was also commented on.



### Collection of Material for Recycling

The aggregation of results for the collection of recycling materials reveals that the majority of responses, 93%, are in the "Satisfactory" or better categories, with 52% of responses in the "Excellent" category, and the "Very Good" and "Satisfactory" categories receiving 32% and 8% respectively.

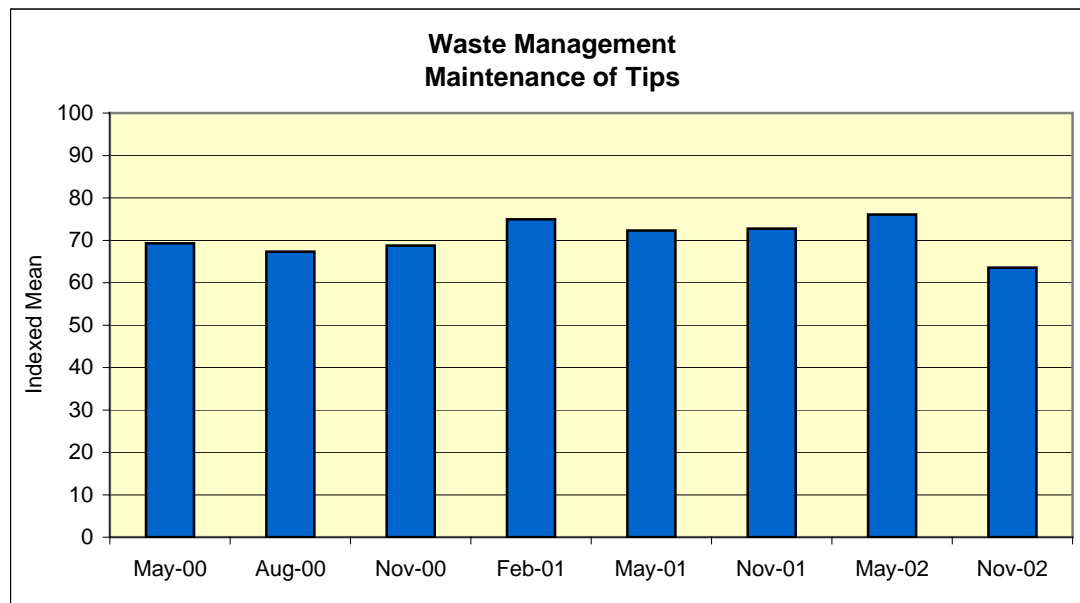
Comments provided reveal that respondents are generally pleased with the service. Some respondents would like to see a wider range of items able to be recycled, while others would like to have a more frequent collection service.



### Maintenance of Tips

The aggregated results for the maintenance of Tips, or Landfill Sites, reveals that the majority of responses, 82%, are in the "Satisfactory" or better categories, with 37% of responses in the "Very Good" category, and the "Satisfactory" and "Excellent" categories receiving 25% and 21% respectively.

Comments provided by respondents residing in areas where Tip closures have occurred i.e. Nyah West and Lake Boga, express dissatisfaction with the additional distance they now have to travel to dispose of waste. Dissatisfaction has also been expressed over the introduction of tip fees to deposit additional waste at Landfill Sites. Untidiness of areas outside tips, as a result of rubbish blowing about, has also drawn comment. However, complimentary comments have also been received on the improved organisation and management of the Tips, or Landfill Sites, now in place.



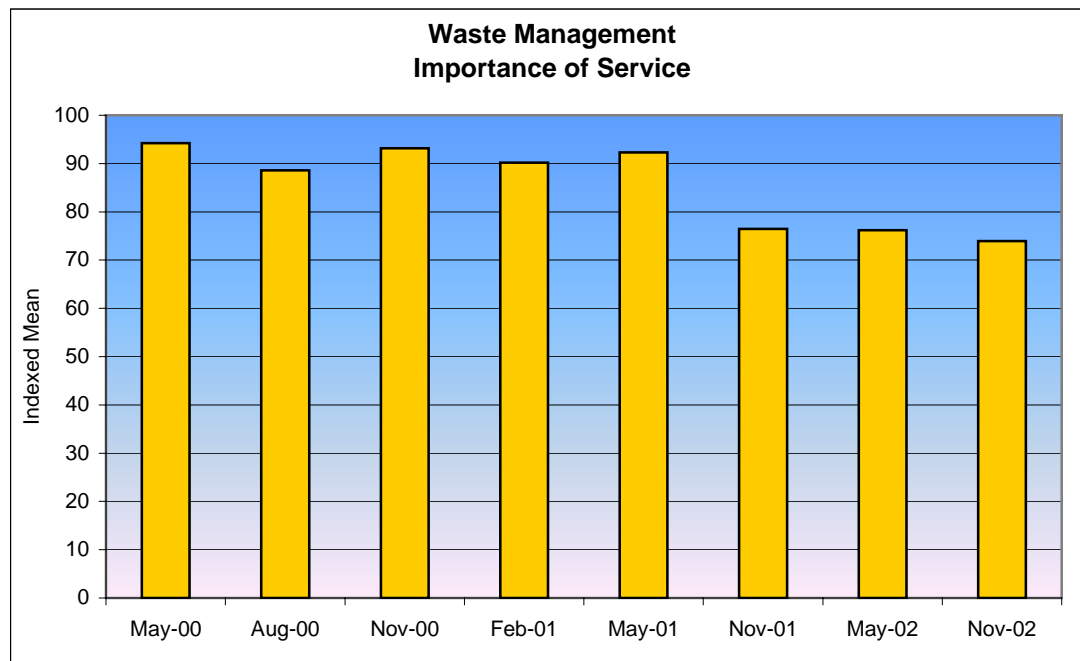
### Importance of the Waste Management Group of Services

As part of the community survey, all respondents are asked to rank the importance of the seven groups of services that Council provides.

Adjustment to the survey form, effective from November 2001, have impacted on the results of the importance of services provided under Waste Management in that respondents are now asked to rank the seven groups of services relative to each other. Prior to November 2001 respondents were only asked to rate the importance of particular services. The change in the format of the question resulted in an overall reduction in the indexed means of the level of importance.

As can be seen in the table and graph below, the services grouped under Waste Management are considered to be of high importance to the community, receiving a consistent rating since November 2001 of between 74-76, on a scale of 100.

Level of Importance	May 2000	Aug 2000	Nov 2000	Feb 2001	May 2001	Nov 2001	May 2002	Nov 2002
No Importance	1	1	0	2	1	8	8	5
Little Importance	1	1	0	3	0	9	9	11
Important	4	11	6	5	6	13	16	25
Very Important	14	28	22	22	23	34	28	26
Essential	81	59	72	68	71	37	39	32
Mean	4.71	4.43	4.66	4.51	4.61	3.82	3.81	3.70
<b>Indexed Mean</b>	<b>94</b>	<b>89</b>	<b>93</b>	<b>90</b>	<b>92</b>	<b>76</b>	<b>76</b>	<b>74</b>



## Summary

In summary, it can be seen that, overall, for the services provided under Waste Management, and for which those surveyed are able to provide an informed opinion, Waste Management services are considered to be very important by the community.

For households receiving the garbage collection service, satisfaction with the service is high, as it generally is for the recycling service, although some respondents would like to see a wider range of materials able to be recycled.

Maintenance of Tips or Landfill Sites reveals a lesser level of satisfaction, due primarily to the closure of two sites (part of the overall Waste Management Strategy), and the introduction of tip fees to deposit additional waste at Landfill Sites. However, acknowledgement has been given to the improved organisation and management of Landfill Sites now in place.

The change in level of importance for Waste Management, since adjustment to the form in November 2001, does not mean that the service has necessarily altered in absolute importance for respondents, but has simply found its now apparently stable position relative to the other groups of services measured in the survey.

Comments made by survey respondents on these services are reproduced on the following pages.

## Community Survey Comments May 2000 – November 2002

### Waste Management

#### May 2000

##### *Garbage Collection*

3 Comments

- Garbage - not happy.
- Robinvale - Rubbish bins too easily removed.
- Don't check town private rubbish bins, especially on busy weekends.

##### *Tips*

16 Comments

- Tip is untidy. Road out there is messy.
- Poor management of operations of tip (landfill).
- Hours of tips for contractor need to be changed (8 am to 5 pm - 6 days per week).
- Rubbish is bad around outside of tip.
- Lake Boga does not have a tip, desperately need this service.
- Rubbish on roads near tip.
- Local tips being closed. One being used now - have to travel further from Lake Boga.
- In recent months tip maintenance has improved.
- Weekends - tip used to be always shut - pay system will be much better.
- Access to the tip given wet conditions and times.
- Rubbish and tip area should be watched carefully.
- Tip at Boga should be opened.
- Problem with Ultima tip closing.
- Tip has a lot of litter around it.
- Towards the tip it is untidy - suggested that maybe the unemployed could be employed to clean up the area.
- Tip - concerned about the amount of plastic dumped. When they burn the waste, the fumes from the plastic is concerning for the family.

#### August 2000

##### *Garbage Collection*

2 Comments

- Garbage price for shops is disgusting, may as well go to the tip yourself.
- Problem with garbage collection at Memorial Park.

### *Recycling*

5 Comments

- Recycling - Wonderful idea, but timetable needs to be addressed - driver needs a map as not every street has recycling picked up. Larger households needs recycling collected every week and households given the option to have collection occur more often.
- Not enough recycling done there (at the Tip).
- Uses Nyah West Recycling Depot and concerned about closure.
- More info on recycling - not clear enough. Information distributed in Robinvale was not sufficient. Some people missed out.
- Manangatang High School recycling depot gets very messy. Gets too full.

### *Tips*

7 Comments

- Doesn't have a tip now - not happy having to go a distance to a tip. Now has to go to Koraleigh.
- Doesn't like paying to use the tip, but glad of Council being environmentally aware.
- Rates should pay for tip charges
- Tip (Swan Hill) is a disgrace which is self inflicted. Plastic bags flying around tip, disgraceful.
- Rubbish blowing out of tip at Manangatang.
- Local community, generally maintains the tip. Council does not service regularly.
- Nyah needs a tip.

## **November 2000**

### *Garbage Collection*

6 Comments

- Would like campsites to be monitored more, e.g. rubbish collection.
- Garbage collection - can't put what you want in the bin, e.g. lawn clippings.
- New collection of bins is excellent.
- New garbage bins great.
- Streets on weekends are very messy with rubbish. Bins have changed but may not be adequate. Worst around post office.
- Rubbish bins (new) are excellent.

### *Recycling*

3 Comments

- Like new recycling bins and regular collection.
- Recycle only certain items need to look at other products that definitely can be recycled.
- Recycling at Manangatang was disgraceful - gotten better.

### *Tips*

9 Comments

- We don't have a tip anymore.
- The weekend times at the tip is ridiculous, close too early.
- Charging at tips may cause future problems.
- Roadside litter becoming greater due to closure of local tips. Council does not attend to abandoned blocks. Create a lot of weeds and pests to adjoining fruit blocks.
- Does not go to tips due to fees now charged and time restrictions. (open/closed).
- Nyah area got short end of stick with the tip. Even restricted hrs wouldn't matter.
- Because they have to pay so much for the tip it encourages people to dump rubbish.
- Privatisation of tip should not have been done. Should not be privatised.
- Travelling from Nyah to Swan Hill tip is too far to go to tip.

## **February 2001**

### *Garbage Collection*

3 Comments

- Green waste is a concern. Why is council allowing some to be collected in with garbage when it is not permitted?
- Happy with garbage service.
- Garbage truck picks up rubbish too early.

### *Recycling*

4 Comments

- Recycling - improved since big bins.
- Recycling collected more often, maybe weekly.
- Recycling - same truck lifting rubbish as well as recycling.
- Nyah west recycling depot should be operational again.

### *Tips*

5 Comments

- 12 months ago the tip was the worst in Australia, now it's the best in Australia.
- Ultima tip is important, needs more maintenance.
- Not happy about Nyah West tip closing.
- Nature strips belong to Council therefore should not have to pay to use tip for clippings etc, to keep it nice. Other councils have little tip cards.
- There should be no tip fees, rates should cover this.

### **May 2001**

#### *Garbage Collection*

1 Comment

- Country should have access to garbage and recycling services. Took 2-3 months to clean up roadside after the painter dumped rubbish on roadside. Happens often due to tip closures. Garbage Contractor when travelling from Ultima to Lake Boga, rubbish is coming out of dumpster.

#### *Recycling*

3 Comments

- Recycling program is excellent.
- Problem exists with ratepayers putting inappropriate items in the recycling bins - a problem, but not Council's fault.
- Recycling service needs to accept bigger range of materials.

### *Tips*

8 Comments

- Litter on roadsides near tip needs attention.
- No tip facilities for outlying areas.
- Swan Hill tip improved. Ultima filling up quickly, something needs to be done to stop everybody from other places using theirs.
- Tip needs to be signed and supervised.
- Tip management needs improvement.
- Closed Lake Boga tip down. Long way to travel 1/2 drive to Swan Hill tip
- Charge trap for the tip. Great maintaining tip. Lower charge.
- Would like to see some way of disposing of garden waste without having to fill up car boot and take to tip. Would like to see junk mobile back for example, leaves and lawn clippings, etc.

## November 2001

### *Garbage Collection*

2 Comments

- Problems with collection of bigger items.
- Doesn't collect her garbage out in Manangatang.

### *Recycling*

2 Comments

- Recycling - factory - a lot of cardboard containers that could be collected to tip - could be recycled.
- As homeowner, very happy, as business owner very unhappy - regarding recycling.

### *Tips*

11 Comments

- Since having to pay for tip usage more rubbish is laying on roadsides. People bring rubbish out to the back tracks.
- The rubbish too untidy. At times the rubbish blows around - paper, bags etc.
- Having to pay to use tip and having to travel further.
- Should be no charge for tip.
- Tips - Pay and times are not convenient since change over. Good thing, need to get use to.
- Tip - previous irregular hours - now seems to be going well.
- Very clean town. Tips organised, well presented.
- Tips too expensive - won't go there.
- Tips need more signage.
- Roadsides are covered in rubbish. Recycle bins things blow everywhere.
- Tip at Swan Hill looks pretty ordinary.

## May 2002

### *Garbage Collection*

1 Comment

- Need large collection once a year.

### *Recycling*

4 Comments

- Recycling and garbage bin emptied at the same time into same truck. Better/safer system.
- Recycling is great.
- Recycling at bottom of school is always overflowing.
- Business cardboard and plastic could be recycled but recycle centre will not collect from Nyah. Could council provide skips for large recycle at Nyah.

### *Tips*

8 Comments

- Have to clean up tree mess, costs too much to go to the tip.
- Lake Boga - Green litter service-free information.
- The loss of the tip facility is a major concern.
- Bad that Lake Boga tip is closed.
- Cost of using tip too high.
- Keep own tip for swan hill and closed small tips so rural people have to travel and pay for rubbish disposal.
- Hours of tips are not flexible enough.
- Tip too expensive. Asked to separate green from other rubbish but if I'm going to pay I chuck it all in the trailer.

## **November 2002**

### *Garbage Collection*

2 Comments

- Rubbish collection too early at 5:30 am.
- Refuse to collect their garbage. Bad lack of activity in outer areas.

### *Recycling*

3 Comments

- Lost Beverford recycle bins and are disappointed, as they were never emptied.
- Recycle bins - stickers put on bins in the middle of the night - were loud (4 am in morning) - a lot of people in Nyah West were upset.
- Need better education programs run for ethnic population for recycling.

### *Tips*

20 Comments

- Closure of tip is disappointing at Lake Boga.
- Tip costs are a bit high.
- Tip in Swan Hill is excellent.
- Higher fences at Tip, as it looks untidy.
- The hours the tips are open are not working at all. Need recycling, and no wheelie bins means that Tip hours for people outside the Swan Hill township means cannot use the facilities provided.
- Wind factor, not kind to anyone, including tip.
- Tips are very untidy.
- Ultima-Sea Lake Road litter absolutely a disgrace near Swan Hill. Area outside tips absolute disgrace.
- Tip is excellent since privately run.
- Taken Lake Boga tip.
- Nyah should have a local Tip.
- Should be a Tip in each town, & reduced costs.
- Tips are too expensive.
- Tip has improved out of sight.
- Tip hours too short.
- Not good management of tips previously but unsure of new methods.
- Tip too expensive.
- Rubbish depends on volunteers. Do volunteer work at the Tip.
- New Tip contractor is great - should issue receipts.
- Tip has had a remarkable improvement. Green waste should be chipped, not burnt.