

Under Separate Cover

ORDINARY COUNCIL MEETING

21 JULY 2020

Item 10.3.3: FOGO Waste Service



10.3 NEW BUSINESS OF AN URGENT NATURE**10.3.3 FOGO Waste Service**

Responsible Branch:	Engineering Services	
Responsible Directorate:	Works and Infrastructure	
Authority/Discretion:	<input type="checkbox"/> Advocacy <input checked="" type="checkbox"/> Executive/Strategic <input type="checkbox"/> Legislative	<input type="checkbox"/> Review <input type="checkbox"/> Quasi-Judicial <input type="checkbox"/> Information Purposes
Voting Requirement:	Simple Majority Required	
Refer:	Item 10.2 COVID-19 AC 16.04.20 Item 10.3.4 OCM 25.02.20	

SUMMARY

Council has previously considered the introduction of a Food Organics and Garden Organics (FOGO) waste collection service, however, subsequently resolved to defer the introduction of the service (originally proposed for late July 2020) due to implications associated with the COVID-19 pandemic.

Council also resolved to review the deferment on or before 31 July 2020 and this report discusses options in relation to a revised start date for the introduction of a FOGO waste collection service.

OFFICER'S RECOMMENDATION

That Council commences a Food Organics and Garden Organics (FOGO) collection for single residential and grouped dwellings (villas) and potentially commercial properties in late June/July 2021.

BACKGROUND

At the Ordinary Council meeting of 25 February 2020, Council considered a report in relation to the proposed introduction of a FOGO waste collection service and resolved as follows:

"That Council:

1. *Adopts a Food Organics and Garden Organics (FOGO) system using the current bin sizes with the provision of caddies and liners with the following collection frequencies:*
 - a) *FOGO (green lid) weekly;*
 - b) *Residual waste (red lid) fortnightly; and*
 - c) *Recyclables (yellow lid) fortnightly.*
2. *Continues to liaise with the Eastern Metropolitan Regional Council (EMRC) in relation to the development and implementation of education programs for the rollout of FOGO.*
3. *Commences FOGO collections for single houses and grouped dwellings (villas) (and potentially commercial properties) in late July 2020."*

The onset of the COVID-19 Pandemic complicated the introduction of a FOGO collection service for a number of reasons including:

- Inability to undertake effective community education programs for the new service. The proposed education via shopping centre stalls and attendance at City events cannot occur under the current restrictions.

- Potential service disruptions to the City's waste collection, should the service provider experience staffing issues.
- Potential community concern in relation to introducing a new service during a state of emergency as residents may think that the City's resources should be focussed on other priorities.
- Issues associated with the delivery of caddies and liners (sanitizing and availability).

In consideration of the above, the matter was referred to the COVID-19 Advisory Committee Meeting of 16 April 2020 where the Committee resolved as follows:

"That Council defer the implementation of a FOGO waste collection system and review this decision on or before 31 July 2020."

EXTERNAL CONSULTATION

No community consultation has been undertaken in relation to a FOGO commencement date. Discussions have been held with the EMRC in relation to potential start dates.

OFFICER'S COMMENTS

In considering a revised start date for FOGO, a number of factors need to be considered as detailed below.

Community Education

Effective and comprehensive community education is the cornerstone of a successful FOGO collection service. Without effective education, there is the potential for a lack of understanding in relation to the appropriate separation of the various waste streams and increased contamination rates.

The lack of opportunity to appropriately engage with the community due to the COVID-19 pandemic was one of the key drivers to deferring the start date for the service.

Whilst WA is faring well in relation to COVID-19, a second wave such as that currently being experienced in Victoria, would once again limit the City's ability to undertake an appropriate level of community education.

Better Bins Plus




In order to promote and help facilitate the adoption of consistent three bin collection systems, incorporating FOGO, the State Government have introduced the Better Bins Plus funding program.

It should be noted that the City received funding (\$713,760) under the original Better Bins Program for changeover of the City's bin lid colours to red, yellow and lime green in accordance with the appropriate standards and to promote a consistent approach. The City's current bin system entails a general waste (red lidded) weekly service and fortnightly recycling (yellow lidded) and greenwaste (lime green lidded) 240L bins.

Better Bins Plus is focussed on FOGO and can be used for items such as kitchen caddies and liners or complimentary measures such as education, monitoring and evaluation.

The funding available is dependent on when FOGO is adopted and starts at \$15 per household in 2020-21 and reduces by \$1 per annum to \$10 per household in 2025-26, noting that this is the target date for the introduction of FOGO in the State Waste Strategy.

It should also be noted that the amount of funding that will be allocated is also dependent on the type of FOGO service being introduced (collection frequencies, bin sizes etc.). The preferred system is as follows:

			
	Mobile Garbage Bins		
	Residual / General waste Red lid	Co-mingled recycling Yellow lid	FOGO Lime Green lid
Preferred bin volume	80, 120 or 140 litres	240 or 360 litres	240 litres
Preferred collection frequency	Fortnightly	Fortnightly	Weekly
Equivalent collection volume per week	Maximum 70 litres	Minimum 120 litres	Minimum 240 litres
	Kitchen asset and consumables		
Kitchen caddies	5 to 8 litres		
Kitchen caddy liners	AS4736-2006 for compostable and biodegradable plastics		

As can be seen from the above table, the preferred service model incorporates a smaller red lidded bin for general waste. As Councillors may recall, the Council resolution in relation to FOGO, retains the City's current bin sizes due to a number of factors (costs associated with bin changeover, bin ownership etc.) and this may result in a lower amount being made available to the City. The City has approximately 31,600 applicable households, meaning that the maximum funding available would be in the order of \$474,000. The City is also required to confirm its attempt to transition to smaller bins by 30 June 2026 as part of the funding application.

As the funding under Better Bins Plus cannot be used retrospectively, caddies and liners should not be purchased prior to the signing of a funding agreement, should the City's submission for funding be successful.

The guidelines indicate that the funding submissions will be considered by 31 July each year. A funding agreement then needs to be progressed and completed and the proposed date for this is September/October. Caddies and bin liners could then be purchased after the agreement has been signed. The Eastern Metropolitan Regional Council (EMRC) is currently arranging a tender for caddies/liners on behalf of Member Councils, however, if they cannot be ordered until September/October it is unlikely that the City will be in a position to start FOGO in the current calendar year if we await the outcome of the funding submission.

Applications for Better Bins Plus were due by 10 July 2020 and the City has submitted an application.

Seasonal Considerations

Community support is an integral component of a FOGO services. Elements of the community will be concerned with the introduction of a FOGO system as it will result in the red lidded bin going to a fortnightly collection cycle, and the green lidded bin going to a weekly collection cycle. The concerns will generally relate to smells emanating from items that will not go into the weekly FOGO collection, such as nappies. Considering these concerns, the commencement of a FOGO system during warmer months is not recommended as concerns in relation to odour may be exacerbated. In addition to this, introduction in warmer months may also result in capacity concerns in relation to the FOGO bin, as typically, more greenwaste is produced during these periods, meaning less capacity for food waste. This issue is resolved over time as residents become more accustomed to the FOGO process.

Organisational Capacity

Consideration also needs to be given to the capacity of the organisation to deliver a successful FOGO service. At the present time, the City has been and continues to be impacted by the COVID-19 pandemic. Besides stimulus projects and other response and recovery activities, the Council has adopted a budget with significant expenditure well over normal levels and the organisation is focussed on delivering the vast array of associated projects and services. Further to this, there is an unprecedented level of major State Government projects (Metronet, Tonkin Highway Gap etc.) occurring within the City and considerable staff resources will need to be allocated to ensuring that the best outcomes are achieved for the City in relation to these projects. City officers are involved in planning meetings, approvals, design review, community responses, site visits and negotiations in relation to interface issues to name but a few of the associated activities.

Notwithstanding the above, the City could recruit additional resources to aid in the introduction of FOGO, however, given the Citywide impacts of the service, there will still be substantial impacts across the organisation.

Community Sentiment

Many sections of the community have been severely impacted by the COVID-19 pandemic. There have been significant levels of financial (loss of jobs, closure of businesses) and mental health (isolation, uncertainty) hardship experienced by many. In this regard, there is potential that sections of the community will not see the introduction of a FOGO service or any other significant change to services in the current environment as appropriate. This would be exacerbated by a second wave or any other complications that may eventuate as a result of the pandemic. Community concern in this regard could also lead to disinterest in the FOGO system and potentially higher contamination rates.

In addition to the above it should also be noted that the introduction of the Container Deposit Scheme has been rescheduled to commence in October 2020. As this scheme will require a change in waste separation habits by the community, bringing FOGO in at the same time will create a greater degree of complexity for residents.

Notwithstanding this, it is acknowledged that sections of the community would welcome the introduction of a FOGO system as soon as possible.

Commencement Options

There are three principal options to be considered in relation to commencement of FOGO collection services within the City.

- **Prior to December 2020**

Given the need to purchase caddies/liners and undertake education, it is envisaged that the earliest this could occur would be October/November 2020.

This would mean that the service would be starting as we move into our warmer months and this has issues as detailed above. The effectiveness of the education process and community acceptance would also be questionable with this timeframe.

- **Early 2021**

This would mean a February/March 2021 commencement (following school holidays and prior to Easter). Once again, there would be issues associated with warmer weather, however, there would be more time for an effective education program.

- Mid 2021**

A June/July 2021 introduction when seasonal waste volumes are lower reduces weather related issues and ensures adequate time for a comprehensive and effective community education program.

LEGISLATIVE COMPLIANCE

The State Waste Strategy advocates that local governments should provide a three bin FOGO collection system by 2025. Deferral of the proposed implementation to July 2021 will still mean that the City will be well ahead of the State's target date.

OPTIONS

In accordance with the City's Risk Management Framework, the following options have been assessed against the City's adopted risk tolerance. Comments are provided against each of the risk categories.

Option 1	That Council commences a Food Organics and Garden Organics (FOGO) collection for single residential and grouped dwellings (villas) and potentially commercial properties in late June/July 2021.	
Risk Category	Adopted Risk Appetite	Risk Assessment Outcome
Strategic Direction	Moderate	Moderate
Reputation	Low	Moderate
Governance	Low	Low
Community and Stakeholder	Moderate	Low
Financial Management	Low	Low
Environmental Responsibility	Low	Low
Service Delivery	Low	Moderate
Organisational Health and Safety	Low	Low
Conclusion	This option would reduce weather related issues and ensures adequate time for a comprehensive and effective community education program.	

Option 2	That Council commences a Food Organics and Garden Organics (FOGO) collection for single residential and grouped dwellings (villas) and potentially commercial properties February/March 2021.	
Risk Category	Adopted Risk Appetite	Risk Assessment Outcome
Strategic Direction	Moderate	Moderate
Reputation	Low	Moderate
Governance	Low	Low
Community and Stakeholder	Moderate	Moderate
Financial Management	Low	Low
Environmental Responsibility	Low	Low
Service Delivery	Low	Moderate
Organisational Health and Safety	Low	Low
Conclusion	Potential issues associated with warmer weather.	

Option 3	That Council commences a Food Organics and Garden Organics (FOGO) collection for single residential and grouped dwellings (villas) and potentially commercial properties October/November 2020.	
Risk Category	Adopted Risk Appetite	Risk Assessment Outcome
Strategic Direction	Moderate	Moderate
Reputation	Low	High
Governance	Low	Low
Community and Stakeholder	Moderate	High
Financial Management	Low	High
Environmental Responsibility	Low	Low
Service Delivery	Low	High
Organisational Health and Safety	Low	Low
Conclusion	This option could jeopardise the Better Bins Plus funding application. This would also mean the service commences as we move into the warmer months with potential issues associated with odour and a less than ideal community education program.	

FINANCIAL IMPLICATIONS

As detailed in the report to Council on 25 February 2020, the introduction of a FOGO collection service is likely to increase the cost for each residential waste service by approximately \$10 per annum. The cost implications for the Current financial year are dependent on the start date adopted and the success of the recent Better Bins Plus submission. It is proposed to present a separate budget amendment report to Council once these matters have been determined with the intention of accessing the FOGO funds received from the EMRC to accommodate any expenditure over current budget levels.

STRATEGIC IMPLICATIONS

In accordance with the City of Bayswater Strategic Community Plan 2017-2027 (as amended), the following applies:

Theme: Our Natural Environment
Aspiration: A green and sustainable environment.
Outcome N2: A resilient community that responds to sustainability challenges.

CONCLUSION

The Council is committed to delivering a FOGO waste collection service, however, an effective community education program is paramount to ensuring contamination levels are low and the highest level of diversion from landfill. In addition, a funding application has been submitted under Better Bins Plus and lead up items to the introduction of the service should not occur until the application has been determined. In view of these factors, a June/July 2021 introduction reduces weather related issues and ensures adequate time for a comprehensive and effective community education program, thus providing the best chance of the service being implemented effectively.