

## Strategy and Assets Committee

**Meeting Date:** Tuesday, 15 August, 2017  
**Location:** Council Chambers, City Administrative Centre, Bridge Road, Nowra  
**Time:** 5.00pm

**Membership** (Quorum - 5)  
Clr Andrew Guile - Chairperson  
All Councillors  
General Manager or nominee

## Addendum Agenda

### Mayoral Minute

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## MMS17.4 Mayoral Minute - Burrill Lake

HPERM Ref: D17/263506

### Recommendation (Item to be determined under delegated authority)

That Council:

1. Write to the RMS outlining the outcomes of the community engagement process for the Burrill Lake bridge and include all submissions received by Council.
2. Within the Letter to RMS clearly outline that it is Council's position that the bridge retains the name Burrill Lake Bridge.
3. Thank the community members and The Hon Shelly Hancock, Member for South Coast for their participation in the consultation process and for providing Council with a clear indication of the wishes of the community in relation to the name of the bridge.

### Details

In 2013 Council received correspondence from the RMS advising that the name the 'Roy McDaniel Bridge' had been nominated by a member of the community, for the Burrill Lake Bridge. In accordance with the policy on naming of conventions, Council was asked, at that time, to seek feedback from the community about the proposal. Council staff acted in good faith, in accordance with the advice from the RMS, to undertake the community consultation exercise.

There has been significant interest in the consultation process with several social media groups formed such as The Keep Burrill Lake Bridge as historically named page, numerous media articles and community comment in relation to the proposed name. I have personally been contacted by several community members, as I am sure have other Councillors.

Council has already received a significant number of submissions on this issue. The results are as follows:

- 480 people did not agree with the name of the bridge to be Roy McDaniel
- 41 people did agree with the name of the bridge to be Roy McDaniel
- 462 people provided a written submission suggesting alternative names or asking for the name to remain Burrill Lake Bridge

Council is also aware through social media that a number of petitions and submissions will also be provided to Council shortly seeking the name to remain Burrill Lake Bridge.

The purpose of community engagement is to understand what the community wants within their local area. Consultation is undertaken to ask the communities opinion about matters that effect their lives. In this case the community's voice has been heard loud and clear.

Although the consultation process officially ends on the 17<sup>th</sup> August I believe that it is already evident from the consultation that the community wish to retain the name of the bridge as Burrill Lake Bridge. I am supportive of the community wishes and therefore wish to seek Council to provide a clear position resulting from the consultation undertaken so far.

I would like to assure everyone who provided names of love ones to be considered as part of this process, that each of those names will be kept by Council and forwarded to the RMS to ensure that a creative alternative will be found for the use of these names for other purposes.

I would also like to personally thank all community members who participated in this process and who have made their voices heard. Submissions can still be provided to Council before the 17<sup>th</sup>.

## MMS17.5 Mayoral Minute - Waste Management & Cost to Residents & Business

HPERM Ref: D17/263536

Attachments: 1. Attachment to Mayoral Minute - Waste inquiry Submission [↓](#)

### Recommendation (Item to be determined under delegated authority)

That Council continue to make representations to the NSW State Government to:

1. Return more of the Waste Levy funds collected back to regions it was collected from; and
2. Have Shoalhaven City Council excluded from the levy collection or at the very least reduce the levy applicable in Shoalhaven to the same level as other regional areas such as the Blue Mountains.

### Details

Firstly thank you to Tony Fraser and David Hojem for presenting Council's submission to the NSW Upper House "Energy from Waste" Technology Inquiry on Monday, 7 August 2017.

The full submission is attached for Councillor's information however, I wish to highlight some particular issues relating to the impact of waste levies and the equity and fairness.

The following extract from the submission really brings home the reality of how much the State Government is extracting from residents and the businesses of the Shoalhaven (over \$33 million in the last four years) and how much the State Government has returned (\$1.735 million in the last four years i.e. 5.2%).

And, can anyone explain why Shoalhaven residents pay a levy of \$138.20 per tonne (the metropolitan rate) while residents of Wollondilly Shire (Picton, Appin etc) and Blue Mountains City (Blaxland, Katoomba etc) pay only \$79.60 per tonne and Eurobodalla Shire residents (Batemans Bay etc) pay nil?

#### Impact of waste levies

*At \$138.20/tonne the waste levy currently makes up 40% of the Shoalhaven's landfill gate fee and adding GST into the mix the tax on the landfill gate fee is 50% of the fee.*

*The intent of the levy "to encourage recycling and divert waste away from landfill" should be applauded. However, the practical application has resulted in some perverse outcomes, as outlined below:*

#### 1. Applicability and fairness –

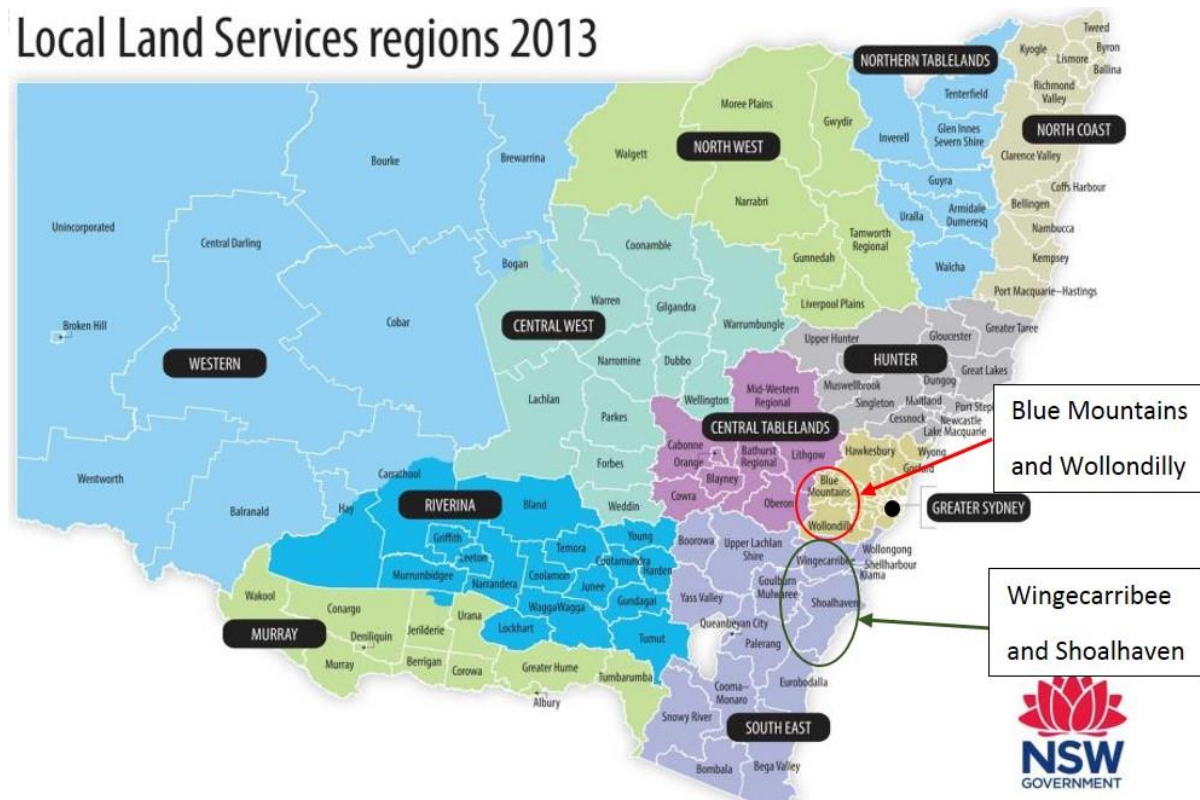
*As a regional area with low socio economic indicators (see Table 1) and high unemployment, the Shoalhaven is regulated together with the Sydney Metropolitan levy area and charged a levy of \$138.20/t. In comparison, the Blue Mountains and Wollondilly, both clearly closer in distance to Sydney (see Map 1) and more economically empowered (Table 1), are classified as being in the Regional Levy area and charged a levy of only \$79.60/tonne. Eurobodalla, the Shoalhaven's immediate southern neighbour, on the other hand, is considered to be outside of the levy regulated areas and does not get charged any waste levy.*

We believe that the list of Local Government Areas being charged the waste levy needs to be reassessed. The assessment needs to consider factors such as distance to recycling processors, quantum of waste produced in the LGA and affordability (level of socio economic disadvantage in the community).

**Table 1 – ABS Index of Relative Socio economic disadvantage (SEIFA)**

LGA	SEIFA Index of Disadvantage (Higher score is better)	Position out of 153 NSW Councils
<b>Blue Mountains</b>	<b>1038.6</b>	<b>26</b>
<b>Wollondilly</b>	<b>1033.6</b>	<b>28</b>
<b>Sydney</b>	<b>1019.9</b>	<b>35</b>
<b>Shoalhaven</b>	<b>954.6</b>	<b>92</b>

**Map 1: - Location of Shoalhaven, Blue Mountains and Wollondilly with respect to Sydney**



- Location of downstream processing for recyclable materials – Regional areas are challenged further by the relatively higher cost of hauling recyclable materials to the downstream processors. Downstream processors generally require high volumes of materials for cost effective processing of recyclables. Processing factories logically select a location for their operation that is close to the largest source of material, generally within in the Sydney Metropolitan Area. So a regional area such as the Shoalhaven faces the high cost of recycling, the high cost of transport and the highest available levy on landfill.
- Use of levy income by the State Government – Table 2 below sets out the total of levy funds paid by the Shoalhaven City Council to the EPA over the four years of their

first Waste Less Recycle More (WLRM) funding program. This is contrasted with the amount of WLRM funding received by the Shoalhaven over the 4 years. Council received 5.2% of our total contribution over the 4 year program. Council has not been able to ascertain what has been done with the remaining 95% of the levy payments, except to say that the funds are considered to be consolidated revenue for the NSW government and allocated to programs or projects as needed.

**Table 2 – Levy funds paid by Shoalhaven to EPA over the last 4 years**

Year	Levy paid to EPA	Waste Less Recycle More (WLRM) Funding		%
		Non-contestable grant funding received	Contestable grant funding received	
2013/14	\$7,180,315	\$246,500	\$215,088	6.4%
2014/15	\$7,954,973	\$246,500	\$341,169	7.4%
2015/16	\$10,021,983	\$231,355	\$112,800	4.2%
2016/17	\$8,194,997	\$231,000	\$111,540	4.2%
<b>Total</b>	<b>\$33,352,268</b>	<b>\$955,355</b>	<b>\$780,597</b>	<b>5.2%</b>

The EPA will make \$337million available over the next 4 years as funding for the WLRM program. While on the surface of it this appears to be a lot, the levy payments to the EPA over these 4 years will be about \$2,520 million with only 13% of this being returned to the sector.

There are barriers to actively pursuing the funds that are available. The criteria for funding are very tight, including the requirement to complete a project within the WLRM program timeframe) and the need to provide co-contributions. This requires shovel ready projects and sufficient financial reserves. However, infrastructure projects require long term planning, design, development approvals, tendering and contracting. The DA process on its own can take a year or more of preparation and up to a year for a decision.

To access funds Council needs to be convinced that the application for funding will be successful, and the application itself requires a specialist, to draft the business plans, concept designs and myriad of justifications as to why the grant is necessary. With resource poor Councils this function needs to be contracted to a Consultant, with the applicable consulting fees. Then the EPA may reject the funding application because someone else has a better application, or the funds allocated to that type of activity are exhausted.

As a result, easy to start projects such as funding consultants to do a report, or funding a litter or illegal dumping program, are popular. However, these don't address the issue of improving recycling. Projects are also confined to those that meet EPA set criteria.

Council has raised this matter on numerous occasions with the Government and recently again with the Deputy Premier, John Bailiaro at a recent visit.

**Portfolio Committee No. 6 – Planning and Environment****Energy from Waste Technology****Shoalhaven City Council Submission****Introduction**

The Shoalhaven may be considered to be a small player in the waste industry. However, with our mix of rural and urban areas, and a dispersed community over a large area, we believe that we are able to speak on behalf of regional communities who don't fit the dynamics of a typical Sydney Metropolitan waste service.

The Shoalhaven is a coastal Council occupying 4,660km<sup>2</sup> of land area with a population of 100,000 in 49 towns and villages. The travel distance from the North of the Shoalhaven to Sydney is 140km and from the South of the Shoalhaven to Sydney is 270km. The tyranny of this distance has a significant effect on the economic viability of many recycling options.

This submission primarily focusses on part a) *the provision of waste disposal and recycling, the impact of the waste levy and capacity to address ongoing needs.*

- a) *the current provision of waste disposal and recycling, the impact of waste levies and the capacity (considering issues of location, scale, technology and environmental health) to address the ongoing disposal needs for commercial, industrial, household and hazardous waste***

*Current provision of waste disposal and recycling*

The Shoalhaven provides waste and recycling kerbside collection services in all the urban areas, with an optional collection service in the rural areas. In order to provide equitable opportunities to residents for recycling and waste drop offs, Council operate ten recycling and waste transfer facilities across the LGA, including one large licenced putrescible landfill, a small inert waste landfill with transfer of putrescibles, and eight other recycling and waste transfer facilities of varying sizes and operating hours and days.

The scale of the operation varies from Bendalong which is open 2 mornings per weekend and averages 27 tonnes per month through 111 transactions, to West Nowra which is open 7 days per week and averages 5,857 tonnes per month through 4,342 transactions.

Nine of the facilities operate at a financial loss and rely on West Nowra (the largest facility) to subsidise their operating costs. This is typically a problem for regional areas. The total cost of operating facilities is similar to metropolitan facilities but the throughput of waste or recycling is so small that facilities are not financially viable unless the gate price is increased three, four or even tenfold.

The recycling achieved at each of Council's 9 transfer facilities varies between 47% and 67%, and the recycling achieved at West Nowra is 14.1%.

Metro cities with a population of about 100,000 such as Rockdale (land area of 28km<sup>2</sup>) or Holroyd (land area of 40km<sup>2</sup>) would require a very different form of domestic waste and recycling service, so the blanket approach taken by EPA on recommending solutions to waste collection and disposal needs to be tempered for the different characteristics of each unique Council.

Most regional areas rely on their local Council to provide waste disposal facilities because there is simply no commercial attraction for the private sector to be involved in small scale facilities. In the Shoalhaven the only commercial waste recycling facilities are the concrete and brick recyclers and the Materials Recovery Facility that sorts our commingled bins. Otherwise, Council facilities provide the only disposal option for commercial and building waste. The alternative could be a very long haul to a disposal facility. In Metropolitan areas, Councils manage the domestic waste for their residents while commercial and building waste is managed by the private sector.

#### Impact of waste levies

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The intent of the levy "to encourage recycling and divert waste away from landfill" should be applauded. However, the practical application has resulted in some perverse outcomes, as outlined below:

#### 1. Applicability and fairness –

As a regional area with low socio economic indicators (see Table 1) and high unemployment, the Shoalhaven is regulated together with the Sydney Metropolitan levy area and charged a levy of \$138.20/t. In comparison, the Blue Mountains and Wollondilly, both clearly closer in distance to Sydney (see Map 1) and more economically empowered (Table 1), are classified as being in the Regional Levy area and charged a levy of only \$79.60/tonne. Eurobodalla, the Shoalhaven's immediate southern neighbour, on the other hand, is considered to be outside of the levy regulated areas and does not get charged any waste levy.

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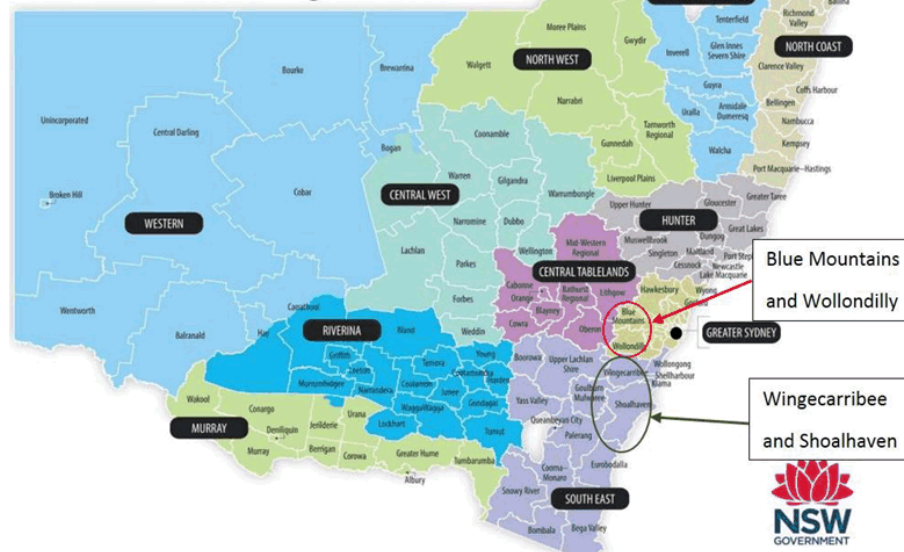
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### Local Land Services regions 2013



2. Location of downstream processing for recyclable materials – Regional areas are challenged further by the relatively higher cost of hauling recyclable materials to the downstream processors. Downstream processors generally require high volumes of materials for cost effective processing of recyclables. Processing factories logically select a location for their operation that is close to the largest source of material, generally within in the Sydney Metropolitan Area. So a regional area such as the Shoalhaven faces the high cost of recycling, the high cost of transport and the highest available levy on landfill.
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4. Potential recommendations for levy use – The State Government has access to more than \$630million in levy funds every year. Very little of that (13 to 14%) goes back as funding for the Waste Less Recycle More Program

Council recommendation for use of that money, is to provide research assistance to entrepreneurs who have innovative ideas about recycling certain materials. For example, a few years ago a local Shoalhaven entrepreneur tried to set up a cathode ray tube recycling facility based on his own backyard research and mortgaging his family home to fund the venture. After exceeding stockpile limits

at his facility he was ordered by the EPA to cease operating. As a result he could no longer fund the operation and was declared insolvent.

There were no other processors at the time who were able to process CRT screens and this could have been a cutting edge technology and solve many concerns about lead based CRT's being landfilled. It could be argued that the EPA should have been more proactive in this instance and utilised levy funds to invest in university research to prove or disprove the process. If the process can be proved to be viable, the levy funds should be put into the start up of the business to ensure that Australia has a viable CRT recycler. This would have provided a lot of kudos for the EPA, solved a recycling problem (not only for NSW but also for the rest of Australia) and secured employment for the 20 odd staff employed by the business.

Sorting out potentially recyclable materials is a costly exercise (using manpower or machines), and the transport of the recyclate to processors (usually based in the Sydney Metro Area) incurs a high cost, especially in the regional areas where the throughput of materials is low. Council therefore recommends that the EPA change the funding criteria and allow for operational funding for additional staff, plant or vehicles required to perform the recovery, sorting and recycling function.

5. Modification of the waste regulations that would improve recycling –

Regulations to manage waste in NSW are considered to be extreme. Certain components of the regulation have been introduced on the basis that rogue operators are doing the wrong thing and the legislation is required to close the loopholes.

For example, the definition of waste in the POEO Act is so broad that it deems construction materials that arrive at a landfill site (to construct a road for example) to be waste, and therefore subject to the levy. Council pays the levy on all construction materials, submits a deduction application to the EPA, waits until an EPA officer signs off that it can be exempted, and then claims the deduction. Apart from the fact that the deduction cannot be guaranteed, this puts all the control back in the hands of the EPA, and creates a bureaucratic quagmire for Council's who are typically resource starved.

The Regulation also limits the stockpiling of recyclable materials for more than 12 months. This is designed so that those same rogue operators cannot leave "waste" in a stockpile for years without paying the levy on it. However, regional areas with low populations may take three years to build up a stockpile of recyclable material in sufficient quantity to economically transport it to a downstream processor.

The regulations appear to be informed by Sydney Metropolitan waste issues, with very little consideration given to the different circumstances in the regional areas.

Capacity to address the ongoing disposal needs

***b) the role of 'energy from waste' technology in addressing waste disposal needs and the resulting impact on the future of the recycling industry***

Energy from Waste Technologies require a high throughput of waste (100,000 to 200,000 tpa) in order to operate economically. The Shoalhaven, as with most regional areas, does not have the required quantities required. The NSW Policy on Energy from Waste, which requires higher levels of recycling (waste hierarchy) prior to permitting energy technologies, would have the effect of further reducing the available waste quantities.

As a result, the Shoalhaven cannot formally comment on the role of Energy from Waste.

It is understood, however, that energy from waste facilities can consume those hard to recycle components of residual waste, and if the EPA is serious about its commitment to divert waste away from landfill, then energy from waste needs to be incorporated as a State priority.

***c) current regulatory standards, guidelines and policy statements oversighting 'energy from waste' technology, including reference to regulations covering:***  
***i. the European Union***  
***ii. United States of America***  
***iii. international best practice***

The Shoalhaven is not in a position to comment.

***d) additional factors which need to be taken into account within regulatory and other processes for approval and operation of 'energy from waste' plants***

The Shoalhaven is not in a position to comment.

***e) the responsibility given to state and local government authorities in the environmental monitoring of 'energy from waste' facilities***

The Shoalhaven is not in a position to comment.

***f) opportunities to incorporate future advances in technology into any operating 'energy from waste' facility***

The Shoalhaven is not in a position to comment.

***g) the risks of future monopolisation in markets for waste disposal and the potential to enable a 'circular economy' model for the waste disposal industry, and***

The Shoalhaven is not in a position to comment.

*h) any other related matter.*

## MMS17.6 Mayoral Minute - The 355 Management Committee Proposal for Nowra Showground

**HPERM Ref:** D17/263892

**Attachments:** 1. Attachment Management Letter Nowra Showground [↓](#)

### Recommendation (Item to be determined under delegated authority)

That Council rescind the motion made to impose a 355 Management Committee for Nowra Showground.

### Details

I have received a letter from the President of the Nowra Show Society, Wendy Woodward, on behalf of the users of Nowra Showground requesting that Council rescind the motion made from the floor at the Council Meeting held on 13 June 2017 *“for the Council to impose a 355 Management Committee for the Nowra Showground”*.

The users of the Showground feel the motion for a 355 Management Committee was made hastily and without consultation or consideration as to its impact on the user groups and general maintenance of the Showground.

I ask that Councillors rescind this motion and let the users continue with the current management structure.

The full letter outlining this request is attached for your information.



Phone: 0491 128 900  
Email: [info@nowrashow.org.au](mailto:info@nowrashow.org.au)  
ABN 36 200 908 752

**Address all mail to:**  
Secretary  
PO Box 494, Nowra NSW 2541

8<sup>th</sup> August 2017

Shoalhaven City Council,  
Mayor  
Councillor Amanda Findley,  
PO Box 42  
NOWRA NSW 2541

[findleya@shoalhaven.nsw.gov.au](mailto:findleya@shoalhaven.nsw.gov.au)

Dear Amanda,

Re: The 355 Management Committee proposal for the Nowra Show Ground.

On behalf of the users of the Nowra Showground precinct we write to ask you to rescind the motion made from the floor at the Council Meeting held on 13<sup>th</sup> June 2017 *for the council to impose a 355 Management Committee for the Nowra Showground.*

The users of the Showground precinct feel the motion for a 355 Management Committee was made hastily without consultation or consideration as to its impact on the user groups and general maintenance of the Showground.

A user group meeting was subsequently held on the 19<sup>th</sup> July attended by:

- The Nowra Show Society
- Shoalhaven Citizens Youth Club / Nowra Gymnastics Club
- Nowra Men's Shed
- Nowra Cricket Club
- Helping The Homeless in Nowra Soup Kitchen (Baptist Church)
- Nowra Bomaderry JETS Senior Rugby League Club
- Shoalhaven Dog Training Club.

All groups represented voted unanimously that they were not in favour of the formation of the 355 Management committee due to the following reasons:

- All groups wish to maintain the current management structure
- The implementation of a 355 Management Committee for the Nowra Showground was not requested by the user groups.
- Due to the diverse uses of the showground, the criteria set out in the proposed 355 Management committee is unrealistic for volunteers to achieve.
- The financial responsibilities and constraints would put more financial stress onto already struggling volunteer organisations.
- Presently all the user groups are working well together, as the council has ultimate control of any major decisions regarding the showground. It was expressed that if this changes, the stability of the relationships within the user groups may be at risk.
- All groups present agreed it would be beneficial as a combined group to meet with council on a regular basis, to discuss the need and potential developments for the precinct.

The Nowra Show Ground is a major asset of the Shoalhaven. The joint efforts of the Nowra Show Society and other community groups, council, state and federal bodies have ensured the showground has been developed to become the crown jewel of the region.

For over 140 years this facility has been the hub of the Shoalhaven during wars, drought, fires and floods providing space for the community to come together in times of hardship and celebration.

The Council has been Trustee of this facility for over 70 years and during this time all parties have worked well and productively together.

The Nowra Showground stands apart from other local showgrounds:

- The diversity of use.
- The cohesion of the user groups
- The role it plays as the focal hub of the whole community
- Its historical role
- Its incredible scenic beauty

This means it would be in the best interest of the Shoalhaven community for the management structure to remain as it currently stands.

Yours faithfully,



Wendy Woodward  
President of the Nowra Show Society

On Behalf of:

- The Nowra Show Society
- Shoalhaven Citizens Youth Club / Nowra Gymnastics Club
- Nowra Men's Shed
- Nowra Cricket Club
- Helping The Homeless in Nowra Soup Kitchen (Baptist Church)
- Nowra Bomaderry JETS Senior Rugby League Club
- Shoalhaven Dog Training Club.
- West Street Nowra Croquet Club
- Nowra Poultry Club