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**Minutes of an ordinary meeting of the Central Coast Council held in the Council Chamber at the Administration Centre, 19 King Edward Street, Ulverstone on Monday, 18 September 2017 commencing at 6.00pm.**

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**Councillors attendance**

Cr Jan Bonde (Mayor)  
Cr Garry Carpenter  
Cr Gerry Howard  
Cr Tony van Rooyen

Cr Kathleen Downie (Deputy Mayor)  
Cr Amanda Diprose  
Cr Rowen Tongs  
Cr Philip Viney

**Councillors apologies**

Cr John Bloomfield

**Employees attendance**

General Manager (Ms Sandra Ayton)  
Director Community Services (Mr Cor Vander Vlist)  
Director Infrastructure Services (Mr John Kersnovski)  
Director Organisational Services (Mr Bill Hutcheson)  
Executive Services Officer (Mrs Lou Brooke)

**Guest of the Council**

Ms Gillian Mangan from the Heart Foundation in Tasmania.

**Media attendance**

The Advocate newspaper.

**Public attendance**

Four members of the public attended during the course of the meeting.

**Prayer**

The meeting opened in prayer.

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## CONFIRMATION OF MINUTES OF THE COUNCIL

### 254/2017 Confirmation of minutes

The Executive Services Officer reported as follows:

“The minutes of the previous ordinary meeting of the Council held on 21 August 2017 have already been circulated. The minutes are required to be confirmed for their accuracy.

The *Local Government (Meeting Procedures) Regulations 2015* provide that in confirming the minutes of a meeting, debate is allowed only in respect of the accuracy of the minutes.”

■ Cr Viney moved and Cr Downie seconded, “That the minutes of the previous ordinary meeting of the Council held on 21 August 2017 be confirmed.”

Carried unanimously

## COUNCIL WORKSHOPS

### 255/2017 Council workshops

The Executive Services Officer reported as follows:

“The following council workshops have been held since the last ordinary meeting of the Council.

- . 28.08.2017 – Coastal Pathway Coalition; Statewide Planning Scheme timeframes
- . 04.09.2017 – Commercial/Industrial Land supply / Aged Persons Home Units review
- . 11.09.2017 – Civic Centre upgrade concept plan; Cradle Coast Waste Management Group Governance; Bass Highway (Leith/Forth Intersections).

This information is provided for the purpose of record only.”

■ Cr moved and Cr Tongs seconded, “That the Officer’s report be received.”

Carried unanimously

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## **MAYOR'S COMMUNICATIONS**

### **256/2017 Mayor's communications**

The Mayor reported as follows:

"A Certificate and a cheque for \$2,000 will be presented at the meeting by Ms Gillian Mangan from the Heart Foundation in Tasmania, to recognise the Central Coast Council being awarded the Tasmanian State Winner in the Heart Foundation's Local Government Awards for Councils with populations between 10,000 and 50,000 people.

Shortly after the opening formalities I propose to adjourn the meeting for 10–15 minutes to hear Ms Mangan's address and presentation."

The meeting adjourned at 6.01pm and resumed at 6.06pm.

### **257/2017 Mayor's diary**

The Mayor reported as follows:

"I have attended the following events and functions on behalf of the Council:

- . Switch Tasmania (Cradle Coast Innovation) – meeting
- . North West Christian School – Grades 4,5,6 class talk on civic governance
- . Radio community reports
- . Cradle Coast Authority – Coastal Shared Pathway meeting (Burnie)
- . Cradle Coast Authority – Representatives Group meeting (Burnie)
- . University of Tasmania – University Symposium Networking Luncheon and Panel Discussion (Burnie)
- . Community Safety Partnership Committee – meeting
- . Cradle Coast Authority – National Skills Week event with Minister Jeremy Rockliff (Burnie)
- . Cradle Coast Authority – Shared Services Project meeting (Burnie)
- . XV1 Australian Masters Games – North-West Tasmania 2017 Games meeting
- . Arts Health Agency – Carnival of the Here & Now (promoting the arts to the elderly event)
- . Central Coast Chamber of Commerce and Industry – Business Breakfast
- . Cradle Coast Authority – Board workshop (Burnie)
- . Council Roundtable Working Group: Developing Dementia-Friendly Communities in Central Coast

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- . University of Tasmania and Institute for the Study of Social Change – Panel Discussion: The Future of Work in North West Tasmania (Burnie)
  - . Council–community morning tea – Ulverstone
  - . RAAF Association, North–West – Battle of Britain luncheon
  - . Child Health Association Tasmania – centenary celebration
  - . North West Football League – Grand Final luncheon (Latrobe)
  - . Community consultation, with State Member for Braddon, Roger Jaensch MP – Safety concerns re intersections at Bass Highway, Leith
  - . Harcourts – Ulverstone & Penguin offices grand opening.”

The Deputy Mayor reported as follows:

“I have attended the following events and functions on behalf of the Council:

- . Mersey Valley Devonport Cycling Club and Cycling Tasmania – Australian Junior Cycling National Road Championships medal presentations.”

Cr Carpenter reported as follows:

“I have attended the following events and functions on behalf of the Council:

- . Darwin Football Association – annual dinner.”

■ Cr Carpenter moved and Cr Tongs seconded, “That the Mayor’s, Deputy Mayor’s and Cr Carpenter’s reports be received.”

Carried unanimously

## **258/2017     Declarations of interest**

The Mayor reported as follows:

“Councillors are requested to indicate whether they have, or are likely to have, a pecuniary (or conflict of) interest in any item on the agenda.”

The Executive Services Officer reported as follows:

“The *Local Government Act 1993* provides that a councillor must not participate at any meeting of a council in any discussion, nor vote on any matter, in respect of which the councillor has an interest or is aware or ought to be aware that a close associate has an interest.

Councillors are invited at this time to declare any interest they have on matters to be discussed at this meeting. If a declaration is impractical at this time, it is to be noted



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that a councillor must declare any interest in a matter before any discussion on that matter commences.

All interests declared will be recorded in the minutes at the commencement of the matter to which they relate."

No interests were declared at this time.

#### **259/2017     Public question time**

The Mayor reported as follows:

"At 6.40pm or as soon as practicable thereafter, a period of not more than 30 minutes is to be set aside for public question time during which any member of the public may ask questions relating to the activities of the Council.

Public question time will be conducted as provided by the *Local Government (Meeting Procedures) Regulations 2015* and the supporting procedures adopted by the Council on 20 June 2005 (Minute No. 166/2005)."

### **COUNCILLOR REPORTS**

#### **260/2017     Councillor reports**

The Executive Services Officer reported as follows:

"Councillors who have been appointed by the Council to community and other organisations are invited at this time to report on actions or provide information arising out of meetings of those organisations.

Any matters for decision by the Council which might arise out of these reports should be placed on a subsequent agenda and made the subject of a considered resolution."

Cr Downie reported on the upcoming event being presented by the Slipstream Circus.

### **APPLICATIONS FOR LEAVE OF ABSENCE**

#### **261/2017     Leave of absence**

The Executive Services Officer reported as follows:

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“The *Local Government Act 1993* provides that the office of a councillor becomes vacant if the councillor is absent without leave from three consecutive ordinary meetings of the council.

The Act also provides that applications by councillors for leave of absence may be discussed in a meeting or part of a meeting that is closed to the public.

There are no applications for consideration at this meeting.”

### **DEPUTATIONS**

#### **262/2017     Deputations**

The Executive Services Officer reported as follows:

“No requests for deputations to address the meeting or to make statements or deliver reports have been made.”

### **PETITIONS**

#### **263/2017     Petitions**

The Executive Services Officer reported as follows:

“No petitions under the provisions of the *Local Government Act 1993* have been presented.”

### **COUNCILLORS' QUESTIONS**

#### **264/2017     Councillors' questions without notice**

The Executive Services Officer reported as follows:

“The *Local Government (Meeting Procedures) Regulations 2015* provide as follows:

'29 (1) A councillor at a meeting may ask a question without notice –

(a) of the chairperson; or

(b) through the chairperson, of –

- 
- (i) another councillor; or
    - (ii) the general manager.
  - (2) In putting a question without notice at a meeting, a councillor must not –
    - (a) offer an argument or opinion; or
    - (b) draw any inferences or make any imputations –except so far as may be necessary to explain the question.
  - (3) The chairperson of a meeting must not permit any debate of a question without notice or its answer.
  - (4) The chairperson, councillor or general manager who is asked a question without notice at a meeting may decline to answer the question.
  - (5) The chairperson of a meeting may refuse to accept a question without notice if it does not relate to the activities of the council.
  - (6) Questions without notice, and any answers to those questions, are not required to be recorded in the minutes of the meeting.
  - (7) The chairperson may require a councillor to put a question without notice in writing.'

If a question gives rise to a proposed matter for discussion and that matter is not listed on the agenda, Councillors are reminded of the following requirements of the Regulations:

- '8 (5) Subject to subregulation (6), a matter may only be discussed at a meeting if it is specifically listed on the agenda of that meeting.
- (6) A council by absolute majority at an ordinary council meeting, ..., may decide to deal with a matter that is not on the agenda if –
  - (a) the general manager has reported the reason it was not possible to include the matter on the agenda; and
  - (b) the general manager has reported that the matter is urgent; and

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- (c) in a case where the matter requires the advice of a qualified person, the general manager has certified under section 65 of the Act that the advice has been obtained and taken into account in providing general advice to the council.'

Councillors who have questions without notice are requested at this time to give an indication of what their questions are about so that the questions can be allocated to their appropriate Departmental Business section of the agenda."

The allocation of topics ensued.

#### **265/2017 Councillors' questions on notice**

The Executive Services Officer reported as follows:

"The *Local Government (Meeting Procedures) Regulations 2015* provide as follows:

- '30 (1) A councillor, at least 7 days before an ordinary council meeting or a council committee meeting, may give written notice to the general manager of a question in respect of which the councillor seeks an answer at that meeting.
- (2) An answer to a question on notice must be in writing.'

It is to be noted that any question on notice and the written answer to the question will be recorded in the minutes of the meeting as provided by the Regulations.

Any questions on notice are to be allocated to their appropriate Departmental Business section of the agenda.

No questions on notice have been received."

**DEPARTMENTAL BUSINESS**

**GENERAL MANAGEMENT**

**266/2017 Minutes and notes of committees of the Council and other organisations**

The General Manager reported as follows:

“The following (non-confidential) minutes and notes of committees of the Council and other organisations on which the Council has representation have been received:

- . Central Coast Council Audit Panel – meeting held 7 August 2017
- . Devonport City Council and Central Coast Council Shared Audit Panel – meeting held 7 August 2017
- . East Ulverstone Swimming Pool Management Committee – meeting held 10 August 2017
- . Cradle Coast Waste Management group – meeting held 14 August 2017
- . Turners Beach Community Representatives Committee – meeting held 24 August 2017
- . Central Coast Safety Partnership Committee – meeting held 30 August 2017
- . Central Coast Youth Engaged Steering Committee – meeting held 31 August 2017
- . Development Support Special Committee – meeting held 11 September 2017.

Copies of the minutes and notes have been circulated to all Councillors.”

■ Cr Viney moved and Cr Diprose seconded, “That the (non-confidential) minutes and notes of committees of the Council be received.”

Carried unanimously

**267/2017 Cradle Coast Waste Management Group Governance Report**

The General Manager reported as follows:

*“PURPOSE*

This report seeks to determine the Council's position in relation to creating a Regional Governance Structure to coordinate the management of all waste infrastructure and services in the region.

### *BACKGROUND*

The Cradle Coast Waste Management Group (CCWMG) is a Local Government skills based group, hosted by the Cradle Coast Authority (CCA) and was created in 2007 to provide an integrated regional approach to waste management. The current Cradle Coast Regional Waste Management Strategy 2017–2022 was prepared by the group and guides the development and implementation of actions for the Annual Plan and Budget each year. The Strategy and Annual Plan is endorsed by the seven (7) participating North West Councils (West Coast and King Island are not part of the CCWMG).

The Strategy has an overarching objective of diverting 50% of all municipal solid waste from landfill by 2022.

The CCWMG is an advisory group empowered to manage the funds that are received from a voluntary levy paid by councils of \$5/tonne of waste disposed at the Port Latta and Dulverton Landfills and relies heavily on voluntary collaboration and co-ordination across the Region.

The CCWMG entered into a Memorandum of Understanding in July 2013 between the CCA, CCWMG and Dulverton Waste Management (DWM) in which:

- . CCA provided executive, administrative, financial and communication support to the group; and
- . DWM project manage actions arising from the Strategy allocated by the CCWMG within agreed budget and timeframes.

### *DISCUSSION*

Each year levy funds of approximately \$380,000 are expended on programs to achieve the initiatives outlined in the CCWMG annual plan, derived from the five (5) year Strategy.

In April 2013, the Group commissioned a three (3) part study into the governance and management arrangements of waste management services in the Cradle Coast Region with clear program objectives to:

- . Achieve the goals and objects of the Cradle Coast Regional Waste Management Strategy 2017–2022; and
- . Provide best practice in both governance, management and cost effectiveness; and

- . Position the region to participate strongly in a future statewide waste management framework.

MRA Consulting Group undertook a three (3) part study (a copy is appended to this report).

- . Report Part 1 Scope which included a review of the current CCWMG structure and functioning, waste infrastructure service delivery arrangements; identify where achievement of the Strategy objectives are constrained by existing arrangements of ownership and operation of waste assets; and investigate the drivers for change to the CCWMG structure.
- . Report Parts 2 and 3 undertook an examination of alternative governance and management modes (Part 2) and a Business Case Analysis (Part 3) evaluating cost benefit and risks of a preferred governance model including a transition to a new proposed model.

*MRA Consulting Group report conclusions*

Part 1

Table 1 of the Executive Summary outlines the case for review of alternative governance arrangements.

The report finds a priority for reform in many areas of the Group's role and function, in particular policy development, administration and accountability of the voluntary levy expenditure, and procurement, economies of scale including capital expenditure of \$8.5m required over the next 5 years to meet the Strategy goals.

Parts 2 and 3

A number of alternative models of Governance were identified for discussion and further exploration. As a result of further workshopping the models determined of further assessment included:

- . the current status quo;
- . a self-standing joint authority of seven (7) member councils established under Section 30-39 of the Local Government Act 1993;
- . a self-standing joint authority of nine (9) member councils established under Section 30-39 of the Local Government Act 1993; and

- . a committee of the Cradle Coast Authority established in accordance with CCA's Partnership Agreement with the State Government.

The MRA reports concluded a self-standing joint authority governance model is most suited to the objectives of the CCWMG and recommended a thorough Assets Valuation Study be undertaken to understand the financial, commercial, staffing, service and liability risks prior to forming a joint authority and that to mitigate those potential risks, transitional arrangements should be staged, first by transferring primary programs and secondly assets be transferred once a joint authority is fully operational and success in delivery of goals has been demonstrated.

### *Cradle Coast Waste Management Group recommendation*

The CCWMG members have considered the reports and the recommendation that a self-standing joint authority is the most appropriate governance model for the management of waste management infrastructure and service delivery for the Cradle Coast region.

The CCWMG broadly endorses the reports and recommendation, but notes there are a number of issues to highlight that need to be considered further prior to committing to the establishment of a joint authority.

The CCWMG has a concern that many of the arguments or drivers for change identified in the Part 1 report are not examined in sufficient detail to support the information contained in Part 2 and 3 reports that provide a recommendation for a joint authority, particularly in relation to the current CCWMG decision making function and implementation arrangements.

### *Recommendation*

While there are concerns with how the new joint authority could work, it is noted the success of the Dulverton Waste Management Authority as a joint authority demonstrates that it can work, as long as, the governance arrangements are successfully put in place at the outset.

It is recommended that the Council approves in principle the establishment of a self-standing joint authority subject to a more detailed report on the staging of the implementation; i.e. transferring of primary programs and decision making, and then secondly the transfer of assets once a joint authority is fully operational and successful in delivery of the goals of the Cradle Coast Regional Waste Management Strategy.



*CONSULTATION*

Some considerable time ago there was consultation undertaken by CCWMG through two (2) workshops delivered by Mike Ritchie (from MRA).

*RESOURCE, FINANCIAL AND RISK IMPACTS*

If the recommendation receives in principle support from Councils then an implementation plan, including establishment of governance arrangements would be required and would be funded through the CCWMG annual budget.

*CORPORATE COMPLIANCE*

The Central Coast Strategic Plan 2014–2024 includes the following strategies and key actions:

The Environment and Sustainable Infrastructure

- . Develop and manage sustainable built infrastructure
- . Contribute to the preservation of the natural environment

Council Sustainability and Governance

- . Improve corporate governance
- . Improve service provision
- . Effective communication and engagement
- . Strengthen local–regional connections.

*CONCLUSION*

It is recommended that the Council provides in principle support for the establishment of a self–standing joint authority subject to a more detailed report on the staging of the implementation i.e. transferring of primary programs and decision making; and

secondly, once a joint authority is fully operational and proven to be successful in delivery of the goals of the Cradle Coast Regional Waste Management Strategy that consideration by Councils be given to the transfer of assets to that authority.”

The Executive Services Officer reported as follows:

“A copy of the MRA Consulting Groups Study has been circulated to all Councillors.”

■ Cr Carpenter moved and Cr Diprose seconded, “That the Council provides in principle support for the establishment of a self–standing joint authority subject to a more detailed

## GENERAL MANAGEMENT

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report on the staging of the implementation i.e. transferring of primary programs and decision making; and

secondly, once a joint authority is fully operational and proven to be successful in delivery of the goals of the Cradle Coast Regional Waste Management Strategy that consideration by Councils be given to the transfer of assets to that authority."

Carried unanimously

COMMUNITY SERVICES

**268/2017 Statutory determinations**

The Director Community Services reported as follows:

“A Schedule of Statutory Determinations made during the month of August 2017 is submitted to the Council for information. The information is reported in accordance with approved delegations and responsibilities.”

The Executive Services Officer reported as follows:

“A copy of the Schedule has been circulated to all Councillors.”

■ Cr Downie moved and Cr Carpenter seconded, “That the Schedule of Statutory Determinations (a copy being appended to and forming part of the minutes) be received.”

Carried unanimously

**269/2017 Council acting as a planning authority**

The Mayor reported as follows:

“The *Local Government (Meeting Procedures) Regulations 2015* provide that if a council intends to act at a meeting as a planning authority under the *Land Use Planning and Approvals Act 1993*, the chairperson is to advise the meeting accordingly.

The Director Community Services has submitted the following report:

‘If any such actions arise out of Minute No. 270/2017, they are to be dealt with by the Council acting as a planning authority under the *Land Use Planning and Approvals Act 1993*.’”

The Executive Services Officer reported as follows:

“Councillors are reminded that the *Local Government (Meeting Procedures) Regulations 2015* provide that the general manager is to ensure that the reasons for a decision by a council acting as a planning authority are recorded in the minutes.”

■ Cr Howard moved and Cr Viney seconded, “That the Mayor’s report be received.”

Carried unanimously

**270/2017      Utilities (Telecommunications tower with ancillary shed and equipment) – discretionary development in a Rural Resource zone and in a Proclaimed Irrigation District and on a ridgeline at 39 Creamery Road, Sulphur Creek – Application No. DA217022**

The Director Community Services reported as follows:

“The Town Planner has prepared the following report:

<i>‘DEVELOPMENT APPLICATION No.:</i>	DA217022
<i>PROPOSAL:</i>	Utilities (Telecommunications tower with ancillary shed and equipment) – discretionary development in a Rural Resource zone and in a Proclaimed Irrigation District and on a ridgeline
<i>APPLICANT:</i>	Visionstream Pty Ltd (on behalf of Telstra)
<i>LOCATION:</i>	39 Creamery Road, Sulphur Creek
<i>ZONE:</i>	Rural Resource
<i>PLANNING INSTRUMENT:</i>	<i>Central Coast Interim Planning Scheme 2013</i> (the Scheme)
<i>ADVERTISED:</i>	19 August 2017
<i>REPRESENTATIONS EXPIRY DATE:</i>	2 September 2017
<i>REPRESENTATIONS RECEIVED:</i>	Four
<i>42-DAY EXPIRY DATE:</i>	25 September 2017
<i>DECISION DUE:</i>	18 September 2017
<i>PURPOSE</i>	

The purpose of this report is to consider an application to erect a mobile phone telecommunications tower with ancillary shed and equipment at 39 Creamery Road, Sulphur Creek.

Accompanying the report are the following documents:

- . Annexure 1 – location plan;
- . Annexure 2 – application documentation;
- . Annexure 3 – representations; and
- . Annexure 4 – photographs.

*BACKGROUND*

*Development description –*

Application is made to construct a mobile phone telecommunications tower on rural land at 39 Creamery Road, Sulphur Creek. The tower would be funded under the Federal Government Black Spot Program to provide mobile telecommunication services within and around Sulphur Creek.

The proposed development would encompass a 100m<sup>2</sup> lease area surrounded by 2.4m high security fencing and include the following infrastructure:

- . a 30m high telecommunication mono pole tower. The tower would be 31.3m high when antenna attachments are included;
- . six panel antennas;
- . six twin-mounted amplifiers (TMA's);
- . three remote radio units (Reruns);
- . a "Colorbond" 3m x 2.5m x 2.4m high (7.5m<sup>2</sup>) equipment shelter; and
- . ancillary equipment.

The tower site would be accessed via an existing crossover off Creamery Road.

*Site description and surrounding area –*

The development site is located on a 4ha elevated rural parcel of land that is cleared of native vegetation and currently supports a single dwelling with outbuildings. The property is just south of the seaside residential settlement of Sulphur Creek.

The land primarily comprises Class 2, 3 and 4 and falls within the Dial Blythe Proclaimed Irrigation District. Approximately half the land area is identified as being subject to Low-Medium landslide risk.

Land to the immediate north is zoned Environmental Management due to the identified landslide risk. Land to the south, east and west is zoned Rural Resource.

The property is located approximately 25m east of the Bass Highway Utility zone boundary and is visible from the Bass Highway, when travelling west to east.

*History -*

No history relevant to this application.

*DISCUSSION*

The following table is an assessment of the relevant Scheme provisions:

## 26.0 Rural Resource Zone

CLAUSE	COMMENT
<b>26.1.2 Local Area Objectives</b>	
<p>(a) The priority purpose for rural land is primary industry dependent upon access to a naturally occurring resource;</p> <p>(b) Air, land and water resources are of importance for current and potential primary industry and other permitted use;</p> <p>(c) Air, land and water resources are protected against –</p> <p style="padding-left: 40px;">(i) permanent loss to a use or development that has no need or reason to locate on land containing such a resource; and</p> <p style="padding-left: 40px;">(ii) use or development that has potential to exclude or unduly conflict, constraint, or interfere with the practice of primary industry or any other use dependent on access to a naturally occurring resource;</p> <p>(d) Primary industry is diverse, dynamic, and innovative; and may occur on a range of lot sizes and at different levels of intensity;</p>	<p>(a) Proposal does not satisfy the Objective. The proposed use is not a primary industry use of the site, would not be dependent upon access to a primary industry that is dependent upon a naturally occurring resource and would not augment ongoing farm operations.</p> <p>(b) Proposal does not satisfy the Objective. The proposed development is not a Permitted use and is not reliant on air, land or water resources for primary industry production.</p> <p>(c)(i) Proposal does not satisfy the Objective. The proposal would result in the permanent loss of land for the development of Utility infrastructure and has no reason to locate on the subject site for access to land, air or water resources.</p> <p>(c)(ii) Proposal satisfies the Objective. The proposed telecommunications tower would not unduly</p>

<p>(e) All agricultural land is a valuable resource to be protected for sustainable agricultural production;</p> <p>(f) Rural land may be used and developed for economic, community, and utility activity that cannot reasonably be accommodated on land within a settlement or nature conservation area;</p> <p>(g) Rural land may be used and developed for tourism and recreation use dependent upon a rural location or undertaken in association with primary industry;</p> <p>(h) Residential use and development on rural land is appropriate only if –</p> <p>(i) required by a primary industry or a resource based activity; or</p> <p>(ii) without permanent loss of land significant for primary industry use and without constraint or interference to existing and potential use of land for primary industry purposes.</p>	<p>conflict, constrain or otherwise interfere with the practice of primary industry on the site.</p> <p>(d) Proposal does not satisfy the Objective. The proposed use of the land is not a primary industry use.</p> <p>(e) Proposal satisfies the Objective. The proposed telecommunications tower would not unduly restrict sustainable agricultural production.</p> <p>(f) Proposal satisfies the Objective. Proposed development site is identified as an area most reasonably able to accommodate utility infrastructure (telecommunications tower).</p> <p>(g) Proposal does not satisfy the Objective. The proposal is not tourism or recreation use.</p> <p>(h)(i) Not applicable. Not Residential use.</p> <p>(h)(ii) Not applicable. Not Residential use.</p>
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### 26.1.3 Desired Future Character Statements

<p>Use or development on rural land –</p> <p>(a) may create a dynamic, extensively cultivated, highly modified, and relatively sparsely settled working landscape featuring –</p> <ul style="list-style-type: none"> <li>(i) expansive areas for agriculture and forestry;</li> <li>(ii) mining and extraction sites;</li> <li>(iii) utility and transport sites and extended corridors; and</li> <li>(iv) service and support buildings and work areas of substantial size, utilitarian character, and visual prominence that are sited and managed with priority for operational efficiency</li> </ul> <p>(b) may be interspersed with –</p> <ul style="list-style-type: none"> <li>(i) small-scale residential settlement nodes;</li> <li>(ii) places of ecological, scientific, cultural, or aesthetic value; and</li> <li>(iii) pockets of remnant native vegetation</li> </ul>	<p>(a)(i) Proposal is not consistent with Desired Future Character. Proposed development is not associated with a working landscape featuring agriculture or forestry.</p> <p>(a)(ii) Proposal is not consistent with Desired Future Character. Proposed development is not associated with mining and extraction.</p> <p>(a)(iii) Proposal is consistent with Desired Future Character. Proposed development is for utility infrastructure.</p> <p>(a)(iv) Proposal is consistent with Desired Future Character. Proposed 7.5m<sup>2</sup> shed would be a utility service building.</p> <p>(b)(i) Proposal is consistent with Desired Future Character. Proposal is located so as to be interspersed between existing residential settlement nodes.</p> <p>(b)(ii) Proposal is not consistent with Desired Future Character. Proposed development would not</p>
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<p>(c) will seek to minimise disturbance to –</p> <ul style="list-style-type: none"> <li>(i) physical terrain;</li> <li>(ii) natural biodiversity and ecological systems;</li> <li>(iii) scenic attributes; and</li> <li>(iv) rural residential and visitor amenity;</li> </ul> <p>(d) may involve sites of varying size –</p> <ul style="list-style-type: none"> <li>(i) in accordance with the type, scale and intensity of primary industry; and</li> <li>(ii) to reduce loss and constraint on use of land important for sustainable commercial production based on naturally occurring resources;</li> </ul> <p>(e) is significantly influenced in temporal nature, character, scale, frequency, and intensity by external factors, including changes in technology, production techniques, and in economic, management, and marketing systems.</p>	<p>impact on a place of ecological, scientific or cultural value, but may impact on the aesthetic values of the area.</p> <p>(b)(iii) Not applicable. The site is cleared of native vegetation.</p> <p>(c)(i) Proposal is consistent with Desired Future Character. The proposal would require development of vehicle parking and manoeuvring areas, the construction of a small service building and the construction of a tower within a 100m<sup>2</sup> lease area. It is considered this level of development would create minimal disturbance to the physical terrain.</p> <p>(c)(ii) Proposal is consistent with Desired Future Character. The site exhibits highly compromised natural biodiversity and ecological systems. The proposal would not disturb biodiversity or ecological systems on the site.</p> <p>(c)(iii) Proposal is not consistent with Desired Future Character. Proposed development would disturb existing scenic attributes of the site and</p>
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	<p>surrounding land and for those persons travelling along South Riana Road and Barrens Road.</p> <p>(c)(iv) Proposal is not consistent with Desired Future Character. Development would impact on visual rural residential amenity in this area.</p> <p>(d)(i) Proposal is not consistent with Desired Future Character. Development would not be associated with primary industry.</p> <p>(d)(ii) Proposal is not consistent with Desired Future Character. Development would not be associated with sustainable commercial production based on a naturally occurring resource.</p> <p>(e) Proposal is consistent with Desired Future Character. Proposal is significantly influenced by current and future changes in technology, with the use of the mobile phone expected to expand and offer wider applications, now and into the future.</p>
<b>26.3.1 Requirement for discretionary non-residential use to locate on rural resource land</b>	
26.3.1-(P1) Other than for residential use, discretionary permit use must:	<p>(a) Non-compliant. Proposal does not meet five out of ten of the Local Area Objectives of the Rural</p>

## COMMUNITY SERVICES

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<p>(a) be consistent with local area objectives;</p> <p>(b) be consistent with any applicable desired future character statement; and</p> <p>(c) be required to locate on rural resource land for operational efficiency:</p> <p>(i) to access a specific naturally occurring resource on the site or on adjacent land in the zone;</p> <p>(ii) to access infrastructure only available on the site or on adjacent land in the zone;</p> <p>(iii) to access a product of primary industry from a use on the site or on adjacent land in the zone;</p> <p>(iv) to service or support a primary industry or other permitted use on the site or on adjacent land in the zone;</p> <p>(v) if required</p> <p>a. to acquire access to a mandatory site area not otherwise available in a zone intended for that purpose;</p>	<p>Resource zone. Two of the ten Objectives refer to residential development and are not applicable to this application.</p> <p>(b) Non-compliant. Proposal does not meet seven of the Future Desired Character Statements of the Rural Resource zone. Six of the Statements are satisfied and one is not applicable to this application.</p> <p>(c)(i) Not applicable. Satisfied by (c)(vii).</p> <p>(c)(ii) Not applicable. Satisfied by (c)(vii).</p> <p>(c)(iii) Not applicable. Satisfied by (c)(vii).</p> <p>(c)(iv) Not applicable. Satisfied by (c)(vii).</p> <p>(c)(v)(a)Not applicable. Satisfied by (c)(vii).</p> <p>(c)(v)(b)Not applicable. Satisfied by (c)(vii).</p> <p>(c)(v)(c)Not applicable. Satisfied by (c)(vii).</p> <p>(c)(vi) Not applicable. Satisfied by (c)(vii).</p>
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<p>b. for security;</p> <p>c. for public health or safety if all measures to minimise impact could create an unacceptable level of risk to human health, life or property if located on land in a zone intended for that purpose;</p> <p>(vi) to provide opportunity for diversification, innovation, and value-adding to secure existing or potential primary industry use of the site or of adjacent land;</p> <p>(vii) to provide an essential utility or community service infrastructure for the municipal or regional community or that is of significance for Tasmania; or</p> <p>(viii) if a cost-benefit analysis in economic, environmental, and social terms indicates significant benefits to the region; and</p> <p>(d) minimise likelihood for:</p> <p>(i) permanent loss of land for existing and potential primary industry use;</p> <p>(ii) constraint or interference to existing and potential</p>	<p>(c)(vii) Compliant. Proposal would provide essential utility infrastructure.</p> <p>(c)(viii) Not applicable. Satisfied by (c)(vii).</p> <p>(d)(i) Compliant. The proposal would result in the loss of a small area of agricultural land (100m<sup>2</sup>). This is considered to be a minimal loss of land for primary industry use.</p> <p>(d)(ii) Compliant. There is minimal likelihood the proposal would constrain, fetter or otherwise interfere with existing and potential primary industry use on the site and on adjacent land.</p> <p>(d)(iii) Non-compliant. The site is located in the Dial Blythe Proclaimed Irrigation District.</p> <p>Refer to "Issues" section of this report.</p>
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<p>primary industry use on the site and on adjacent land; and</p> <p>(iii) loss of land within a proclaimed irrigation district under Part 9 <i>Water Management Act 1999</i> or land that may benefit from the application of broad-scale irrigation development.</p>	
<p><b>26.3.2 Required Residential Use</b></p>	
<p>26.3.2-(A1) Residential use required as part of a use must:</p> <p>(a) be an alteration or addition to an existing lawful and structurally sound residential building;</p> <p>(b) be an ancillary dwelling to an existing lawful and structurally sound single dwelling;</p> <p>(c) not intensify an existing lawful residential use;</p> <p>(d) replace a lawful existing residential use;</p> <p>(e) not create a new residential use through conversion of an existing building; or</p> <p>(f) be home based business in association with occupation of an existing lawful and structurally sound residential building; and</p>	<p>Not applicable.</p> <p>The development is not a required residential use.</p>

(g) there is no change in the title description of the site on which the residential use is located.	
<b>26.3.3 Residential use</b>	
<p>26.3.3–(A1) Residential use that is not required as part of an other use must:</p> <ul style="list-style-type: none"> <li>(a) be an alteration or addition to an existing lawful and structurally sound residential building;</li> <li>(b) be an ancillary dwelling to an existing lawful and structurally sound single dwelling;</li> <li>(c) not intensify an existing lawful residential use;</li> <li>(d) not replace an existing residential use;</li> <li>(e) not create a new residential use through conversion of an existing building;</li> <li>(f) be an outbuilding with a floor area of not more than 100m<sup>2</sup> appurtenant to an existing lawful and structurally sound residential building; or</li> <li>(g) be home based business in association with occupation of an</li> </ul>	<p>Not applicable.</p> <p>The development is not a non–required residential use.</p>

<p>existing lawful and structurally sound residential building; and</p> <p>(h) there is no change in the title description of the site on which the residential use is located.</p>	
<p><b>26.4 Development Standards</b></p>	
<p><b>26.4.1 Suitability of a site or lot on a plan of subdivision for use or development</b></p>	
<p>26.4.1–(A1) A site or each lot on a plan of subdivision must:</p> <p>(a) unless for agricultural use, have an area of not less than 1.0 hectare not including any access strip; and</p> <p>(b) if intended for a building, contain a building area</p> <p>(i) of not more than 2,000m<sup>2</sup> or 20% of the area of the site, whichever is the greater unless a crop protection structure for an agricultural use;</p> <p>(ii) clear of any applicable setback from a frontage, side or rear boundary;</p> <p>(iii) clear of any applicable setback from a zone boundary;</p> <p>(iv) clear of any registered easement;</p>	<p>(a) Compliant. The site area is 4ha.</p> <p>(b)(i) Compliant. The telecommunications tower lease area would be 100m<sup>2</sup> in land area.</p> <p>(b)(ii) Compliant. The 100m<sup>2</sup> telecommunications tower lease area would be setback approximately 320m from the western front boundary, 60m from the southern side boundary, approximately 27m from the northern side boundary and approximately 30m from the eastern rear boundary.</p> <p>(b)(iii) Compliant. There is no zone boundary setback applicable to the site.</p> <p>(b)(iv) Not applicable. There is no registered easement.</p> <p>(b)(v) Not applicable. There is no registered right of way.</p>



<ul style="list-style-type: none"> <li>(v) clear of any registered right of way benefiting other land;</li> <li>(vi) clear of any restriction imposed by a utility;</li> <li>(vii) not including an access strip;</li> <li>(viii) accessible from a frontage or access strip.</li> </ul>	<ul style="list-style-type: none"> <li>(b)(vi) Compliant. There is no restriction imposed by a utility.</li> <li>(b)(vii) Compliant. There is no access strip.</li> <li>(b)(viii) Compliant. The site has frontage to Creamery Road.</li> </ul>
<p>26.4.1–(A2) A site or each lot on a subdivision plan must have a separate access from a road:</p> <ul style="list-style-type: none"> <li>(a) across a frontage over which no other land has a right of access; and</li> <li>(b) if an internal lot, by an access strip connecting to a frontage over land not required as the means of access to any other land; or</li> <li>(c) by a right of way connecting to a road <ul style="list-style-type: none"> <li>(i) over land not required as the means of access to any other land; and</li> <li>(ii) not required to give the lot of which it is a part the minimum properties of a lot in accordance with the acceptable solution in any applicable standard; and</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>(a) Compliant. Frontage and access to Creamery Road.</li> <li>(b) Not applicable. Satisfied by (a).</li> <li>(c) Not applicable. Satisfied by (a).</li> <li>(d) Compliant. Frontage to Creamery Road is approximately 99m wide.</li> <li>(e) Compliant. Existing vehicular access is to the satisfaction of the Road Authority.</li> </ul>

<p>(d) with a width of frontage and any access strip or right of way of not less than 6.0m; and</p> <p>(e) the relevant road authority in accordance with the <i>Local Government (Highways) Act 1982</i> or the <i>Roads and Jetties Act 1935</i> must have advised it is satisfied adequate arrangements can be made to provide vehicular access between the carriageway of a road and the frontage, access strip or right of way to the site or each lot on a proposed subdivision plan.</p>	
<p>26.4.1–(A3) Unless for agricultural use other than controlled environment agriculture which permanently precludes the land for an agricultural use dependent on the soil as a growth medium, a site or each lot on a plan of subdivision must be capable of connecting to a water supply:</p> <p>(a) provided in accordance with the <i>Water and Sewerage Industry Act 2008</i>; or</p> <p>(b) from a rechargeable drinking water system <sup>R31</sup> with a storage capacity of not less than 10,000 litres if:</p> <p>(i) there is not a reticulated water supply; and</p> <p>(ii) development is for:</p>	<p>Not applicable.</p> <p>The development does not require a water connection.</p>

<ul style="list-style-type: none"> <li>a. a single dwelling; or</li> <li>b. a use with an equivalent population of not more than 10 people per day.</li> </ul>	
<p>26.4.1–(A4) Unless for agricultural use other than controlled environment agriculture which permanently precludes the land for an agricultural use dependent on the soil as a growth medium, a site or each lot on a plan of subdivision must be capable of draining and disposing of sewage and liquid trade waste:</p> <ul style="list-style-type: none"> <li>(a) to a sewerage system provided in accordance with the <i>Water and Sewerage Industry Act 2008</i>; or</li> <li>(b) by on-site disposal if: <ul style="list-style-type: none"> <li>(i) sewage or liquid trade waste cannot be drained to a reticulated sewer system; and</li> <li>(ii) the development: <ul style="list-style-type: none"> <li>a. is for a single dwelling; or</li> <li>b. provides for an equivalent population of not more than 10 people per day; or</li> </ul> </li> </ul> </li> </ul>	<p>Not applicable.</p> <p>The development does not require a sewer connection.</p>

<p>(iii) the site has capacity for on-site disposal of domestic waste water in accordance with AS/NZS 1547:2012 On-site domestic-wastewater management clear of any defined building area or access strip.</p>	
<p>26.4.1–(A5) Unless for agricultural use other than controlled environment agriculture which permanently precludes the land for an agricultural use dependent on the soil as a growth medium, a site or each lot on a plan of subdivision must be capable of draining and disposing of stormwater:</p> <p>(a) to a stormwater system provided in accordance with the <i>Urban Drainage Act 2013</i>; or</p> <p>(b) if stormwater cannot be drained to a stormwater system:</p> <p>(i) for discharge to a natural drainage line, water body or watercourse; or</p> <p>(ii) for disposal within the site if:</p> <p>a. the site has an area of not less than 5,000m<sup>2</sup>;</p> <p>b. the disposal area is not within any defined building area;</p>	<p>Compliant.</p> <p>The site is able to dispose of stormwater.</p>

<ul style="list-style-type: none"> <li>c. the disposal area is not within any area required for the disposal of sewage;</li> <li>d. the disposal area is not within any access strip; and</li> <li>e. not more than 50% of the site is impervious surface.</li> </ul>	
<b>26.4.2 Location and configuration of development</b>	
<p>26.4.2–(A1) A building or a utility structure, other than a crop protection structure for an agriculture use, must be setback:</p> <ul style="list-style-type: none"> <li>(a) not less than 20.0m from the frontage; or</li> <li>(b) not less than 50.0m if the development is for sensitive use on land that adjoins the Bass Highway;</li> <li>(c) not less than 10.0m from each side boundary; and</li> <li>(d) not less than 10.0m from the rear boundary; or;</li> <li>(e) in accordance with any applicable building area shown on a sealed plan.</li> </ul>	<ul style="list-style-type: none"> <li>(a) Compliant. Development is setback over 320m from Creamery Road frontage.</li> <li>(b) Not applicable. The development is not for sensitive use on land that adjoins the Bass Highway.</li> <li>(c) Compliant. The 100m<sup>2</sup> telecommunications tower lease area would be setback approximately 60m from southern side boundary and 27m from northern side boundary.</li> <li>(d) Compliant. The development will be setback approximately 30m from the eastern rear boundary.</li> </ul>

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	(e) Not applicable. There is no building area shown on a sealed plan.
26.4.2–(A2) Building height must be not more than 8.5m.	Non-compliant. The tower would be 30m high.  Refer “Issues” section of this report.
<p>26.4.2–(A3.1) A building or utility structure, other than a crop protection structure for an agricultural use or wind power turbines or wind power pumps, must –</p> <p>(a) not project above an elevation 15m below the closest ridgeline;</p> <p>(b) be not less than 30m from any shoreline to a marine or aquatic water body, water course, or wetland;</p> <p>(c) be below the canopy level of any adjacent forest or woodland vegetation; and</p> <p>(d) clad and roofed with materials with a light reflectance value of less than 40%.</p>	<p>(a) Non-compliant. The proposed development is located on a ridgeline.</p> <p>(b) Compliant. The proposed development is setback approximately 534m from a watercourse.</p> <p>(c) Non-compliant. The proposed development would not sit below the canopy of the nearest forest.</p> <p>(d) Compliant by a Condition to any Permit issued.  Refer to “Issues” section of this report.</p>
26.4.2–(A3.2) Wind power turbines and wind power pumps must not exceed 20m in height.	A3.2 Not applicable. The proposed development is not wind power turbines.

**26.4.3 Location of development for sensitive uses**

26.4.3–(A1) New development, except for extensions to existing sensitive use where the extension is no greater than 30% of the existing gross floor area of the sensitive use, must –

(a) be located not less than:

- (i) 200m from any agricultural land;
- (ii) 200m from aquaculture, or controlled environment agriculture;
- (iii) 500m from the operational area boundary established by a mining lease issued in accordance with the *Mineral Resources Development Act 1995* if blasting does not occur; or
- (iv) 1,000m from the operational area boundary established by a mining lease issued in accordance with the *Mineral Resources Development Act 1995* if blasting does occur; or
- (v) 500m from intensive animal husbandry;

Not applicable.

Not a sensitive use.

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<ul style="list-style-type: none"><li>(vi) 100m from land under a reserve management plan;</li><li>(vii) 100m from land designated for production forestry;</li><li>(viii) 50.0m from a boundary of the land to the Bass Highway, or to a railway line; and</li><li>(ix) clear of any restriction imposed by a utility; and</li></ul> <p>(b) not be on land within a proclaimed irrigation district under Part 9 <i>Water Management Act 1999</i> or land that may benefit from the application of broad-scale irrigation development.</p>	
<b>26.4.4 Subdivision</b>	
<p>26.4.4-(A1) Each new lot on a plan of subdivision must be –</p> <p>(a) to create a lot required for public use either State government, a Council, a Statutory authority or a corporation all the shares of which are held by or on behalf of the State, a Council or by a statutory authority.</p>	<p>Not applicable.</p> <p>Not a subdivision.</p>
<b>26.4.5 Buildings for Controlled Environment Agriculture</b>	



26.4.5–(A1) A building for controlled environment agriculture use must be a crop protection structure and the agricultural use inside the building must satisfy one of the following:	Not applicable.
(a) rely on the soil as a growth medium into which plants are directly sown;  (b) not alter, disturb or damage the existing soil profile if conducted in a manner which does not rely on the soil as a growth medium.	No controlled environment agriculture use.
CODES	
<b>E1 Bushfire-Prone Areas Code</b>	Not applicable. Development is not a subdivision, vulnerable or hazardous use.
<b>E2 Airport Impact Management Code</b>	Not applicable. Not in this Scheme.
<b>E3 Clearing and Conversion of Vegetation Code</b>	Not applicable. No land clearance proposed.
<b>E4 Change in Ground Level Code</b>	Not applicable. No cut and fill > 1 m.
<b>E5 Local Heritage Code</b>	Not applicable. No places of local heritage listed in this Scheme.

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<b>E6 Hazard Management Code</b>	Not applicable. Area has Low and Medium landslide hazard, however development satisfies exemption from the Code under E6.4.4(c).
<b>E7 Sign Code</b>	Not applicable. No signage proposed.
<b>E8 Telecommunication Code</b>	
<b>E8.2 Application of this Code</b>	Code applies to telecommunications tower.
<b>E8.4 Use or development exempt from this Code</b>	Not exempt. Not a low impact facility.
<b>E8.6 Development Standards</b>	
<b>E8.6.1 Shared use and co-location</b>	
E8.6.1–(A1) A new freestanding aerial, tower, or mast must be structurally and technically designed to accommodate comparable additional users, including by the subsequent rearrangement of existing antenna and the mounting of antenna at different heights.	Compliant. The applicant advises the proposed tower would be able to accommodate additional infrastructure upgrades and carriers.
E8.6.1–(A2) New antenna must be located on an existing freestanding aerial, tower, or mast.	Non-compliant. A new tower is proposed.  Refer to “Issues” section of this report.
<b>E8.6.2 Health, safety and visual impact</b>	

<p>E8.6.2–(A1) Telecommunication infrastructure must;</p> <p>(a) be located within an existing utility corridor or site; or</p> <p>(b) only erect and operate aerial telecommunication lines or additional supporting structures in residential and commercial areas if overhead cables are operated by other existing utilities;</p> <p>(c) only clear vegetation if required for functional and safety requirements;</p> <p>(d) locate telecommunication infrastructure to:</p> <p>(i) avoid skyline positions and potential to be seen in silhouette;</p> <p>(ii) cross hills diagonal to the principal slope;</p> <p>(iii) cross at the low point of a saddle between hills; or</p> <p>(iv) be located around the base of hills or along the edge of existing clearings; and</p> <p>(e) screen equipment housing and other visually intrusive telecommunication infrastructure to view from public areas.</p>	<p>(a) Non-compliant. No existing utility corridor. A new tower is proposed for a “black spot” area.</p> <p>(b) Not applicable. No aerial lines proposed.</p> <p>(c) Compliant. Land already cleared of vegetation for grazing and cropping purposes.</p> <p>(d)(i) Non-compliant. Tower would be located on a ridgeline and would be visible from the Bass Highway.</p> <p>Refer to “Issues” section of this report.</p> <p>(d)(ii) Not applicable. Applies to cable and line construction.</p> <p>(d)(iii) Not applicable. Applies to cable and line construction.</p> <p>(d)(iv) Non-compliant. Tower and shed located on a ridgeline.</p> <p>(e) Compliant by a condition to be applied to the Permit.</p>
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	Refer to “Issues” section of this report.
<p>E8.6.2–(A2) The height of a freestanding aerial, tower, or mast must not be more than:</p> <p>(a) 60.0m on land within the Rural Resource or Rural Living zones;</p> <p>(b) 45.0m on land within the Light Industrial, General Industrial, Commercial, Utility, or Port and Marine zone;</p> <p>(c) 40.0m on land within the Local Business, General Business, or Central Business zone; and</p> <p>(d) 20.0m on land within the General Residential, Low Density Residential, Urban Mixed Use, Village, Environmental Living, Environmental Management, Major Tourism, Open Space, Community Purpose or Recreation zones.</p>	<p>(a) Compliant. Tower with attached panels would be 31.3m high.</p> <p>(b) Not applicable. Rural Resource zone.</p> <p>(c) Not applicable. Rural Resource zone.</p> <p>(d) Not applicable. Rural Resource zone.</p>
<p>E8.6.2–(A3) A freestanding aerial, tower, or mast must be setback from the base of the tower to the exterior boundary of the site by:</p> <p>(a) not less than 60.0m or 300% of the height of the tower, whichever is the greater, in any residential zone; and</p> <p>(b) not less than 30.0m or 100% of the height of the tower, whichever is the greater, in any other zone.</p>	<p>(a) Not applicable. Not a residential zone.</p> <p>(b) Compliant. Tower would be setback 320m from Creamery Road in the Rural Resource zone and 57m to the nearest General Residential zone boundary.</p>

<p>E8.6.2–(A4) Telecommunication infrastructure servicing a network (facilities not requiring installation on an individual street basis) must not be located on land in a residential zone.</p>	<p>Compliant.</p> <p>Tower would be located in a Rural Resource zone.</p>
<p>E8.6.2–(A5) A freestanding aerial, tower, or mast must:</p> <ul style="list-style-type: none"> <li>(a) be finished and maintained with a galvanised steel surface or painted a neutral colour so as to reduce visual obtrusiveness;</li> <li>(b) not affix or mount a sign other than necessary warning or equipment information;</li> <li>(c) not be artificially lit or illuminated unless required for air navigation safety or for security;</li> <li>(d) if security fencing is required, such fencing must be of a design, material, and colour that reflect the character of the location; and</li> <li>(e) provide a buffer not less than 2.0m wide outside the perimeter of the compound of plant material to effectively screen the tower compound from public view and from adjacent land.</li> </ul>	<ul style="list-style-type: none"> <li>(a) Compliant by Condition. Galvanised slim line tower and proposed muted “Colorbond” shed colours. Condition to be applied to any Permit.</li> <li>(b) Compliant. No fixed signs.</li> <li>(c) Compliant. No illumination proposed.</li> <li>(d) Compliant. Transparent wire security fencing proposed.</li> <li>(e) Compliant by condition. Screen planting to be required by a condition to any Permit.</li> </ul>
<p>E8.6.2–(A6) If an antenna is installed on a structure other than a tower, the antenna and the support equipment must be painted a neutral colour that is identical to or closely comparable with the colour</p>	<p>Compliant.</p> <p>Fixed antennas would be of a neutral colour.</p>

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of the supporting structure so as to make the antenna and equipment as visually unobtrusive as possible.	
<p>E8.6.2–(A7) If an aerial, tower or mast is modified or replaced to facilitate collocation of additional antenna:</p> <ul style="list-style-type: none"> <li>(a) the modified or reconstructed tower must be of the same type as the existing tower unless reconstructed as a monopole tower;</li> <li>(b) the reconstructed tower must satisfy the applicable setback and separation distances; and</li> <li>(c) if there is more than one tower on a site, reconstruction must not occur unless the outcome is that only one tower is to remain on the site.</li> </ul>	<p>Not applicable.</p> <p>Not replacement or modification of an existing tower, mast or aerial.</p>
<p>E8.6.2–(A8) The location of aerial telecommunication infrastructure must:</p> <ul style="list-style-type: none"> <li>(a) provide clearance for vehicular traffic; and</li> <li>(b) not pose a danger or encumbrance to other users or aircraft.</li> </ul>	<ul style="list-style-type: none"> <li>(a) Compliant. Aerial infrastructure would be placed on a 30m high tower, clear of vehicular traffic.</li> <li>(b) Compliant. Applicant states that the tower would not pose a danger to other users or aircraft.</li> </ul>
<b>E9 Traffic Generating Use and Parking Code</b>	

<b>E9.2 Application of this Code</b>	Code applies to all development.
<b>E9.4 Use or development exempt from this Code</b>	Not exempt.  No Local Area Parking Scheme applies to the site.
<b>E9.5 Use Standards</b>	
<b>E9.5.1 Provision for parking</b>	
E9.5.1–(A1) Provision for parking must be:  (a) the minimum number of on-site vehicle parking spaces must be in accordance with the applicable standard for the use class as shown in the Table to this Code.	(a) Compliant. The site must provide for the number of workers on site. Number of workers would be a single vehicle intermittently for maintenance purposes.
<b>E9.5.2 Provision for loading and unloading of vehicles</b>	
E9.5.2–(A1) There must be provision within a site for:  (a) on-site loading area in accordance with the requirement in the Table to this Code; and  (b) passenger vehicle pick-up and set-down facilities for business, commercial, educational and retail use at the rate of one space	(a) Compliant. Site has ample area for the loading and unloading of equipment.  (b) Not applicable. Not for business, commercial, educational and retail use.

for every 50 parking spaces.	
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<b>E9.6 Development Standards</b>	
<b>E9.6.2 Design of vehicle parking and loading areas</b>	
E9.6.2 A1.1 All development must provide for the collection, drainage and disposal of stormwater; and	Compliant by a condition to be placed on the Permit.
<p>E9.6.2 A1.2 Other than for development for a single dwelling in the General Residential, Low Density Residential, Urban Mixed Use and Village zones, the layout of vehicle parking area, loading area, circulation aisle and manoeuvring area must –</p> <ul style="list-style-type: none"> <li>(a) Be in accordance with AS/NZS 2890.1 (2004) – Parking Facilities – Off-Street Car Parking;</li> <li>(b) Be in accordance with AS/NZS 2890.2 (2002) Parking Facilities – Off-Street Commercial Vehicles;</li> <li>(c) Be in accordance with AS/NZS 2890.3 (1993) Parking Facilities – Bicycle Parking Facilities;</li> <li>(d) Be in accordance with AS/NZS 2890.6 Parking Facilities – Off-Street Parking for People with Disabilities;</li> </ul>	Compliant. Land has ample area for on-site manoeuvring.



<p>(e) Each parking space must be separately accessed from the internal circulation aisle within the site;</p> <p>(f) Provide for the forward movement and passing of all vehicles within the site other than if entering or leaving a loading or parking space; and</p> <p>(g) Be formed and constructed with compacted sub-base and an all-weather surface.</p>	
E9.6.2-(A2) Design and construction of an access strip and vehicle circulation, movement and standing areas for use or development on land within the Rural Living, Environmental Living, Open Space, Rural Resource, or Environmental Management zones must be in accordance with the principles and requirements for in the current edition of Unsealed Roads Manual – Guideline for Good Practice ARRB.	Compliant by a condition to a Permit.
<b>E10 Water and Waterways Code</b>	Not applicable. Site is not within 30m of a waterway.
<b>Specific Area Plans</b>	No Specific Area Plans apply to this location.

### *Issues –*

#### *1 Local Area Objectives and Desired Future Character Statements –*

The purpose of the Rural Resource zone is to provide for the sustainable use and development of resources for agriculture, aquaculture, forestry, mining and other primary industries, including opportunity for resource production. The Rural Resource zone's Local Area Objectives and Desired Future Character Statements together seek to promote use and development that is for primary industry purpose, referencing the requirement of use and development to be reliant upon, be associated with, or have an intention to use a naturally occurring resource (air, land and/or water) that is located on the subject site or adjoining land.

The zone may provide for other use and development that does not constrain or conflict with resource development uses and allows for the development of utility infrastructure that cannot reasonably be accommodated on land within a settlement or nature conservation area.

The subject proposal is for the development of utility infrastructure on rural land that adjoins the coastal residential settlement of Sulphur Creek, an area that is recognised as a "black spot" for mobile phone coverage. In this regard, the proposed utility use of the land satisfies Local Area Objective 26.1.2(f) and is considered to be appropriate development for the zone.

Similarly, the proposal satisfies Desired Future Character Statement 26.1.3(a)(iii) that allows for highly modified and relatively sparsely settled landscapes featuring utility sites and utility corridors.

#### *2 Development within the Dial Blythe Proclaimed Irrigation District –*

The Central Coast municipal area accommodates two irrigation districts, proclaimed under Part 9 of the *Water Management Act 1999*. The Kindred North Motton Irrigation District, proclaimed in August 2012, and the Dial Blythe Irrigation District, proclaimed in February 2014. The proposed development would be on land that is located within the Dial Blythe Irrigation District. All surrounding land is also within the Dial Blythe Irrigation District.

The Dial Blythe Irrigation District comprises 12,568ha and is expected to have the capacity to supply 2,855ML of water over the summer

irrigation period, giving water security to affected lands. The Scheme is intended to service pasture and cropping land around the settlements of South Riana, Riana, Penguin, West Pine, Cuprona and Howth. Currently, the production of potatoes, other vegetables, poppies, pyrethrum, berries, beef and dairy produce are the primary activities in these areas.

The subject site is not currently irrigated. The proposed development would exclude the 100m<sup>2</sup> telecommunication tower lease area from primary industry activity. However, there is a trade-off to be considered when balancing the loss of agricultural land and the essential benefits mobile telecommunications can bring to the Sulphur Creek area.

### 3 *Ridgeline development –*

Acceptable Solution 26.4.2–(A3.1) requires that development not be on a ridgeline and be below the canopy of any adjacent forest or woodland vegetation.

The subject and surrounding land is of a relative high elevation and undulating. The proposed tower would be located on top of a ridgeline, rising above vegetation in this area, although some trees at the top of the property would provide a level of screening to the tower when viewed from the Sulphur Creek settlement. The proposed tower would be visible from the Bass Highway, when approaching the site from west to east, and would be visible from West Ridge Road that is aligned with a plateau in this area.

The Scheme's Performance Criteria 26.4.2–(P3.1) requires that the location, height and visual appearance of a structure have regard to the visual impact on the skyline, minimise height above adjoining vegetation, minimise impact on a shoreline, watercourse or wetland and minimise reflection of light from external surfaces.

The nature of a Utility such as a mobile phone telecommunications tower is that it seeks to be located in an area of high elevation, so as to achieve maximum coverage for the greatest distance. This is the reason so many telecommunication towers seek to locate on or near a ridgeline.

The proposed development would encompass a 100m<sup>2</sup> lease footprint over the 4ha rural site. The telecommunications tower, whilst it would be clearly visible when viewed from the Bass Highway, West Ridge Road

and from private property to the south east; would not impose an unreasonable or dramatically negative impact on the amenity of the Sulphur Creek residential area in general. The tower would be located over 400m from the nearest dwelling to the south, in the Rural Resource zone, and the proposed construction site has some existing tree screening that would offset a “full exposure” of the tower to the skyline.

The Scheme’s E8 – Telecommunications Code Acceptable Solution E8.6.2–(A1)(e) and E8.6.2–(A5)(e) requires that towers are screened from public view by a minimum 2m wide vegetation buffer around the lease area. This is considered to be an acceptable requirement for the development of high impact infrastructure in the Tasmanian landscape.

The tower would not impact on a waterbody or shoreline.

Mobile telecommunication services are necessary and relied upon, not only for emergency services, but also for many economic and social activities that are part of modern life. The construction of the telecommunications tower as proposed is a trade-off between skyline development and the loss of visual amenity, in exchange for improved telecommunication services in the Sulphur Creek area.

### *Referral advice –*

Referral advice from the various Departments of the Council and other service providers is as follows:

SERVICE	COMMENTS/CONDITIONS
Environmental Health	No conditions.
Infrastructure Services	No conditions.
TasWater	Referral was not required.
Department of State Growth	Referral was not required.
Environment Protection Authority	Referral was not required.
TasRail	Referral was not required.
Heritage Tasmania	Referral was not required.

Crown Land Services	Referral was not required.
Other	Referral was not required.

*CONSULTATION*

In accordance with s.57(3) of the *Land Use Planning and Approvals Act 1993*:

- . a site notice was posted;
- . letters to adjoining owners were sent; and
- . an advertisement was placed in the Public Notices section of The Advocate.

*Representations –*

Four representations were received within the prescribed time, copies of which are provided at Annexure 3.

The representations are summarised and responded to as follows:

REPRESENTATION 1	
MATTER RAISED	RESPONSE
1 The representors live approximately 400m south of the tower site. There is concern the tower will have negative short-term and long-term impacts on the health of surrounding residents due to the pulse electromagnetic radiation emitted from the mobile tower.	<p>This is not a matter for consideration by the Planning Authority. The development must be assessed and determined against the relevant Performance Criteria of the Scheme.</p> <p>Note: Telstra has undertaken a compliance report that predicts the levels of Electromagnetic Emissions (EME) from the proposed tower. The maximum environmental EME level predicted is substantially within the allowable limit under the Australian Radiation Protection and Nuclear Safety Agency (ARPANSA).</p>

<p>2 The 30m high tower would be in direct line of sight from the dwelling on adjoining land to the south. The tower would result in a negative impact on the visual amenity of the area and would ruin the enjoyment of a 180° view currently enjoyed by the residents of adjoining land.</p>	<p>The subject dwelling is approximately 400m south of the proposed tower site, located several metres lower than the land that is subject to the development proposal. The same dwelling is also located 110m from another utility; the Bass Highway. The proposed tower would be located on a ridgeline and would be visible from the existing dwelling and from surrounding land. For comment on visual impact of ridgeline development when viewed from other land, refer to the “Issues” section of this report.</p> <p>The Scheme’s E8 “Telecommunication Code” allows for the Council to apply a Condition requiring a minimum 2m wide vegetation buffer to the proposed facility. It is considered to be reasonable that the development be somewhat screened. Additional vegetation would not fully reduce the impact of the 30m high telecommunication tower, but would provide some visual relief from the utility tower in the landscape.</p>
<p>3 The tower would result in a negative financial impact on the value of the adjoining property.</p>	<p>This is not a matter for consideration by the Planning Authority.</p>
<p>REPRESENTATION 2</p>	
MATTER RAISED	RESPONSE
<p>1 The representors are developing a tourist accommodation facility and the proposed tower would</p>	<p>The representor’s land is located approximately 900m south-east of the proposed tower site.</p>

<p>significantly reduce the “site value” if guests must look directly at a tower whilst viewing a sunset.</p>	<p>A Planning Permit for DA214206 was issued in July 2015 for a Visitor Accommodation facility comprising a manager’s residence, two cabins and a shed with a part office area. On 7 December 2015, a Building Permit was issued for a shed and on 29 November 2016, a Building Permit was issued for a dwelling, visitor accommodation and office facilities.</p> <p>For comment on the visual impact of ridgeline development when viewed from other land, refer to the “Issues” section of this report.</p> <p>The Scheme’s E8 “Telecommunication Code” allows for the Council to apply a condition requiring a minimum 2m wide vegetation buffer to the proposed facility. It is considered to be reasonable that the development be somewhat screened. Additional vegetation around the base of the tower will not fully reduce the impact of the 30m high telecommunication tower, but would provide some visual relief from the utility tower in the landscape when viewed from a distance.</p>
<p>2 It is inconsistent that the area is subject to landslip, yet no geotechnical investigations are required.</p>	<p>The land is identified as Low to Medium landslide risk. The development is exempt from a planning assessment against the “Hazard Management Code” under E6.4.4(c) of the Scheme. The exemption relates to structures or buildings that are not habitable buildings and are not within an area required for hazard management.</p>

		The proposed tower would require design and certification from a suitably qualified engineer for construction purposes.
REPRESENTATION 3		
	MATTER RAISED	RESPONSE
1	The representors are concerned the tower will have negative short-term and long-term impacts on the health of surrounding residents, due to pulse electromagnetic radiation emitted from the mobile tower, and state that the precautionary principle must apply in this situation.	<p>This is not a matter for consideration by the Planning Authority. The development must be assessed and determined against the relevant Performance Criteria of the Scheme.</p> <p>Note: Telstra has undertaken a compliance report that predicts the levels of Electromagnetic Emissions (EME) from the proposed tower. The maximum environmental EME level predicted is substantially within the allowable limit under the Australian Radiation Protection and Nuclear Safety Agency (ARPANSA).</p>
2	The 30m high tower would result in a detrimental impact on the visual amenity of the area and would be a visual intrusion whilst viewing the ocean and landscape from homes and surrounding roads. The application only considered the negative impact of the tower from the northern aspect.	<p>The representor's land is located approximately 1.2km south-east of the proposed tower site.</p> <p>The tower would be located on a ridgeline and would be visible from the representors property, and from surrounding land.</p> <p>For comment on visual impact of ridgeline development when viewed from other land, refer to the "Issues" section of this report.</p> <p>The Scheme's E8 "Telecommunication Code" allows for the Council to apply a condition requiring a minimum 2m wide vegetation buffer to the</p>



	<p>proposed facility. It is considered to be reasonable that the development be somewhat screened. This would not fully reduce the impact of the 30m high telecommunication tower, but would provide some visual relief from the utility tower in the landscape.</p>
<p>3 Future tourism developments could be greatly impeded.</p>	<p>The subject and surrounding land is zoned Rural Resource under the Scheme.</p> <p>The zone is intended primarily to provide for the sustainable use and development of resources for agriculture, aquaculture, forestry, mining and other primary industries. The protection of air, water and land resources for primary industry is the overriding consideration when assessing development and use in the Rural Resource zone.</p> <p>Any proposed use of the land for tourism activity or utility development, such as a telecommunications tower, are deemed to be “discretionary” use and development and must demonstrate that future primary industry would not be fettered or constrained by any such proposal.</p> <p>In the Rural Resource zone, the development of a tourism facility would undergo similar assessment as Utility development and would need to demonstrate that land was not impeded or compromised for future primary industry use and development. Similar to the development of utility infrastructure,</p>

		matters such as resulting and potential views from any such facility would be a secondary and discretionary consideration.
4	The tower would result in a negative financial impact on the value of the adjoining property. Properties would be devalued.	This is not a matter for consideration by the Planning Authority.
5	Tower location, Candidate D, at 401 Preservation Drive, Sulphur Creek would be a better location for the tower.	The property at 401 Preservation Drive, Sulphur Creek currently accommodates a Telstra exchange building on a 445m <sup>2</sup> parcel of land. The site is highly visible from the Bass Highway. This location was discounted by the applicant due to visual impacts and a reduction in potential coverage of the Sulphur Creek settlement.
REPRESENTATION 4		
MATTER RAISED		RESPONSE
1	The proposed tower is too close to the representors property and the small buffer of trees between the tower site and their home is inadequate to ensure no ill health risk. The tower will result in exposure to EME 24/7 and increased residential development over time will ensure increased output from the tower.	<p>This is not a matter for consideration by the Planning Authority. The development must be assessed and determined against the relevant Performance Criteria of the Scheme.</p> <p>Note: Telstra has undertaken a compliance report that predicts the levels of Electromagnetic Emissions (EME) from the proposed tower. The maximum environmental EME level predicted is substantially within the allowable limit under the Australian Radiation Protection and Nuclear Safety Agency (ARPANSA).</p>

<p>2 The 30m high tower would result in continual noise implications.</p>	<p>Noise nuisance is regulated under the Environmental Management and Pollution Control Act 1994.</p> <p>The Planning Scheme's E8 "Telecommunication Code" requires that the base of a telecommunications tower be setback a minimum of 30m from the boundary of the subject site. The objective of this standard may be to help mitigate nuisance such as noise.</p> <p>The proposal would be setback approximate 50m from the northern property boundary and satisfies the setback required from the base of a tower to the exterior boundary of the Rural Resource zone site – Standard E8.6.2–(A3)(b) of the Scheme's "E8 Telecommunication Code".</p>
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*RESOURCE, FINANCIAL AND RISK IMPACTS*

The proposal has no likely impact on Council resources outside those usually required for assessment and reporting, and possibly costs associated with an appeal against the Council's determination should one be instituted.

*CORPORATE COMPLIANCE*

The Central Coast Strategic Plan 2014–2024 includes the following strategies and key actions:

The Environment and Sustainable Infrastructure

- Develop and manage sustainable built infrastructure.

*CONCLUSION*

A mobile phone telecommunications tower will seek to be located in an area of high elevation, so as to achieve maximum service coverage for the greatest distance. The construction of the proposed telecommunications tower is a trade-off between the loss of visual amenity in the Sulphur Creek area in exchange for improved telecommunications services that are considered to be

so necessary and relied upon, not only for emergency services, but for many activities that are part of modern life. It is considered the erection of a telecommunications tower in the proposed location is justified, provided vegetation screening of the facility is undertaken in association with the proposed development.

*Recommendation –*

It is recommended that the application for Utilities (Telecommunications tower with ancillary shed and equipment) – discretionary development in a Rural Resource zone and in a Proclaimed Irrigation District and on a ridgeline at 39 Creamery Road, Sulphur Creek be approved subject to the following conditions and notes:

- 1 The development must be substantially in accordance with the application for this Permit, unless modified by a condition of this Permit.
- 2 The tower must be finished and maintained with a galvanised steel surface or painted in a neutral colour to reduce visual obtrusiveness.
- 3 The development is to provide a buffer not less than 2m wide outside the perimeter of the compound of plant material that would effectively aid in screening the tower and compound.
- 4 Vehicle access, parking and manoeuvring areas must be designed and constructed in accordance with the Unsealed Roads Manual – Guideline for Good Practice ARRB.

Please note:

- 1 A Planning Permit remains valid for two years. If the use or development has not substantially commenced within this period, an extension of time may be granted if a request is made before this period expires. If the Permit lapses, a new application must be made.
- 2 “Substantial commencement” is the submission and approval of a Building Permit or engineering drawings and the physical commencement of infrastructure works on the site or bank guarantee to undertake such works.
- 3 Prior to the commencement of work, the applicant is to ensure that the category of work of the proposed building and/or plumbing work is defined using the Determinations issued under the *Building Act 2016*

by the Director of Building Control. Any notifications or permits required in accordance with the defined category of work must be attained prior to the commencement of work.'

The report is supported."

The Executive Services Officer reported as follows:

"A copy of the Annexures referred to in the Town Planner's report have been circulated to all Councillors."

■ Cr van Rooyen moved and Cr Downie seconded, "That the application for Utilities (Telecommunications tower with ancillary shed and equipment) – discretionary development in a Rural Resource zone and in a Proclaimed Irrigation District and on a ridgeline at 39 Creamery Road, Sulphur Creek be approved subject to the following conditions and notes:

- 1 The development must be substantially in accordance with the application for this Permit, unless modified by a condition of this Permit.
- 2 The tower must be finished and maintained with a galvanised steel surface or painted in a neutral colour to reduce visual obtrusiveness.
- 3 The development is to provide a buffer not less than 2m wide outside the perimeter of the compound of plant material that would effectively aid in screening the tower and compound.
- 4 Vehicle access, parking and manoeuvring areas must be designed and constructed in accordance with the Unsealed Roads Manual – Guideline for Good Practice ARRB.

Please note:

- 1 A Planning Permit remains valid for two years. If the use or development has not substantially commenced within this period, an extension of time may be granted if a request is made before this period expires. If the Permit lapses, a new application must be made.
- 2 'Substantial commencement' is the submission and approval of a Building Permit or engineering drawings and the physical commencement of infrastructure works on the site or bank guarantee to undertake such works.
- 3 Prior to the commencement of work, the applicant is to ensure that the category of work of the proposed building and/or plumbing work is defined using the Determinations issued under the *Building Act 2016* by the Director of Building Control. Any notifications or permits required in accordance with the defined category of work must be attained prior to the commencement of work."

Carried unanimously

## INFRASTRUCTURE SERVICES

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### INFRASTRUCTURE SERVICES

#### **271/2017     Infrastructure Services determinations**

The Director Infrastructure Services reported as follows:

“There are no matters from the Infrastructure Services Department for decision at this meeting.”

ORGANISATIONAL SERVICES

**272/2017     Contracts and agreements**

The Director Organisational Services reported as follows:

“A Schedule of Contracts and Agreements (other than those approved under the common seal) entered into during the month of August 2017 has been submitted by the General Manager to the Council for information. The information is reported in accordance with approved delegations and responsibilities.”

The Executive Services Officer reported as follows:

“A copy of the Schedule has been circulated to all Councillors.”

■ Cr Tongs moved and Cr Howard seconded, “That the Schedule of Contracts and Agreements (a copy being appended to and forming part of the minutes) be received.”

Carried unanimously

**273/2017     Correspondence addressed to the Mayor and Councillors**

The Director Organisational Services reported as follows:

*“PURPOSE*

This report is to inform the meeting of any correspondence received during the month of August 2017 and which was addressed to the ‘Mayor and Councillors’. Reporting of this correspondence is required in accordance with Council policy.

*CORRESPONDENCE RECEIVED*

The following correspondence has been received and circulated to all Councillors:

- . Letter outlining guidelines when responding to family violence matters
- . Letter regarding vandalism at the Ulverstone cemetery.

Where a matter requires a Council decision based on a professionally developed report the matter will be referred to the Council. Matters other than those requiring a report will be administered on the same basis as other correspondence received by the Council and managed as part of the day-to-day operations.”

The Executive Services Officer reported as follows:

- Cr Diprose moved and Cr Viney seconded, “That the Director’s report be received.”

Carried unanimously

### **274/2017 Common seal**

The Director Organisational Services reported as follows:

“A Schedule of Documents for Affixing of the Common Seal for the period 22 August 2017 to 18 September 2017 is submitted for the authority of the Council to be given. Use of the common seal must first be authorised by a resolution of the Council.

The Schedule also includes for information advice of final plans of subdivision sealed in accordance with approved delegation and responsibilities.”

The Executive Services Officer reported as follows:

“A copy of the Schedule has been circulated to all Councillors.”

- Cr Downie moved and Cr Tongs seconded, “That the common seal (a copy of the Schedule of Documents for Affixing of the Common Seal being appended to and forming part of the minutes) be affixed subject to compliance with all conditions of approval in respect of each document, and that the advice of final plans of subdivision sealed in accordance with approved delegation and responsibilities be received.”

Carried unanimously

### **275/2017 Financial statement**

The Director Organisational Services reported as follows:

“The following Summary of Rates and Fire Levies of the Council for the period ended 31 August 2017 is submitted for consideration:

. Summary of Rates and Fire Service Levies.”

The Executive Services Officer reported as follows:

“A copy of the Summary of Rates and Fire Levies of the Council has been circulated to all Councillors.”



- Cr Viney moved and Cr Carpenter seconded, "That the Summary of Rates and Fire Levies (a copy being appended to and forming part of the minutes) be received."

Carried unanimously

## **276/2017      Public question time**

The time being 6.30pm the Mayor introduced public question time.

Mr Philip Reeve, Ulverstone –

Question 1:

"Does the Council have plans to offer charging facilities for electric vehicles (EV's) visiting Ulverstone?"

Response:

The Mayor referred the matter to the Director Infrastructure Services who responded that the Council have been monitoring and assessing the need for charging stations. The Council is aware that the Electric Vehicles Association branch in Tasmania (EVA) is looking at options for fast charging stations. The Council will continue to work with the EVA, as the current options may change as vehicles roll out onto the road system.

Question 2:

"Is the Council aware that EV driving tourists consult a site such as 'plugshare.com' to plan their trip? All charge points are listed. Towns without facilities are least likely to be included in an itinerary. Would the Council consider installing a charger if it were provided free of charge by Tesla?"

Response:

The Mayor referred the matter to the Director Infrastructure Services who responded that he was not aware of the site, but has been working with the RACT, who have an affiliation with EVA. There are very few sites throughout Tasmania, and from attending a recent seminar, agrees with the recommendation of waiting until electric vehicles can go greater distances and then review options again. This matter is being monitored in conjunction with other bodies.

### Question 3:

“Would Council consider it, if it was provided free of charge? Telsa provide batteries internationally, but do not offer installation works. This offer has been put to other Councils, but not taken up.”

### Response:

The Mayor referred the matter to the Director Infrastructure Services who advised that the Council would consider such an option, however has not been offered such a facility. The Director advised Mr Reeve that he would follow up on the matter, outside of the Council meeting.

Mr Lionel Bonde, Ulverstone –

### Question 1:

“Following on from the Ulverstone Community Morning Tea and my concerns that we received some slightly negative comments in the running of the Information Centre From senior Council, I pose the following question; How is putting two flagging operations together (Information Centre and History Museum) going to help salvage them financially. Two negatives together don’t make a positive.”

### The Mayor responded:

“I absolutely refute that someone was denigrating or negative about the Ulverstone Visitor Information Centre. I haven’t heard any negative feedback or that volunteers and employees weren’t doing a fabulous job. The Council is proud of it volunteers, who continue to remain enthusiastic. Feedback received from the Visitor Information Centre (VIC) survey indicated that there was preference for the VIC to form part of another precinct.

By combining the VIC and Ulverstone History Museum, the Council will be creating a ‘cultural precinct’ that will provide a space to bring people together, this will allow for the creation of a Working Artists area and a central location for volunteers to work together, with our local artists and contributors, to promote the space.

I hope you have been involved with the consultation process, which has seen good community engagement and feedback on what has been planned for the area. Those involved at the VIC are keen on moving forward and have had considerable input on what happens going forward.”

Question 2:

“What has the Council and Councillors done, or doing to bring the problem (66 Main Street, Ulverstone) to a satisfactory conclusion, that will give the people in Wilson Place some relief and peace?”

The Mayor responded:

“The Council has commenced working on the introduction of a By-law, which would enable the Council to act in similar situations. The Mayor referred to the Director Community Services, who further advised that action has been taken in relation to 66 Main Street and in conjunction with the RSPCA, progress has been made towards removing the pig from the premises.”

Questions and replies concluded at 6.45pm.

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## CLOSURE OF MEETING TO THE PUBLIC

### 277/2017 Meeting closed to the public

The Executive Services Officer reported as follows:

“The *Local Government (Meeting Procedures) Regulations 2015* provide that a meeting of a council is to be open to the public unless the council, by absolute majority, decides to close part of the meeting because one or more of the following matters are being, or are to be, discussed at the meeting.

Moving into a closed meeting is to be by procedural motion. Once a meeting is closed, meeting procedures are not relaxed unless the council so decides.

It is considered desirable that the following matters be discussed in a closed meeting:

- . Confirmation of Closed session minutes; and
- . Minutes and notes of other organisations and committees of the Council.

These are matters relating to:

- . information of a personal and confidential nature or information provided to the council on the condition it is kept confidential.”

■ Cr Carpenter moved and Cr Tongs seconded, “That the Council close the meeting to the public to consider the following matters, they being matters relating to:

- . information of a personal and confidential nature or information provided to the council on the condition it is kept confidential; and

and the Council being of the opinion that it is lawful and proper to close the meeting to the public:

- . Confirmation of Closed session minutes; and
- . Minutes and notes of other organisations and committees of the Council.”

Carried unanimously and by absolute majority

The Executive Services Officer further reported as follows:

- “1 The *Local Government (Meeting Procedures) Regulations 2015* provide in respect of any matter discussed at a closed meeting that the general manager is to record in the minutes of the open meeting, in a manner that protects

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confidentiality, the fact that the matter was discussed and a brief description of the matter so discussed, and is not to record in the minutes of the open meeting the details of the outcome unless the council determines otherwise.

- 2 While in a closed meeting, the council is to consider whether any discussions, decisions, reports or documents relating to that closed meeting are to be kept confidential or released to the public, taking into account privacy and confidentiality issues.

- 3 The *Local Government Act 1993* provides that a councillor must not disclose information seen or heard at a meeting or part of a meeting that is closed to the public that is not authorised by the council to be disclosed.

Similarly, an employee of a council must not disclose information acquired as such an employee on the condition that it be kept confidential.

- 4 In the event that additional business is required to be conducted by a council after the matter(s) for which the meeting has been closed to the public have been conducted, the Regulations provide that a council may, by simple majority, re-open a closed meeting to the public."

The meeting moved into Closed session at 6.47pm.

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## 278/2017 Confirmation of Closed session minutes

The Executive Services Officer reported (reproduced in part) as follows:

“The Closed session minutes of the previous ordinary meeting of the Council held on 21 August 2017 have already been circulated. The minutes are required to be confirmed for their accuracy.

...

The *Local Government (Meeting Procedures) Regulations 2015* provide in respect of a matter discussed at a closed meeting –

‘34(1)(b) in relation to a matter discussed at the closed meeting –

(i) the fact that the matter was discussed at the closed meeting; and

(ii) a brief description of the matter so discussed –

are to be recorded in the minutes of that part of the meeting that is open to the public, but are to be recorded in a manner that does not disclose any confidential information and protects confidentiality; and

(c) in relation to a matter discussed at the closed meeting, the details of the discussion of the matter, and the outcome of the discussion, are not to be recorded in the minutes of that part of the meeting that is open to the public unless the council, or council committee, determines otherwise.’

The details of this matter are accordingly to be recorded in the minutes of the closed part of the meeting.”

**279/2017 Minutes and notes of other organisations and committees of the Council**

The General Manager reported as follows:

“The following minutes and notes of committees of the Council and other organisations on which the Council has representation have been received:

...

The *Local Government (Meeting Procedures) Regulations 2015* provide in respect of a matter discussed at a closed meeting –

‘34(1)(b) in relation to a matter discussed at the closed meeting –

(i) the fact that the matter was discussed at the closed meeting; and

(ii) a brief description of the matter so discussed –

are to be recorded in the minutes of that part of the meeting that is open to the public, but are to be recorded in a manner that does not disclose any confidential information and protects confidentiality; and

(c) in relation to a matter discussed at the closed meeting, the details of the discussion of the matter, and the outcome of the discussion, are not to be recorded in the minutes of that part of the meeting that is open to the public unless the council, or council committee, determines otherwise.’

The details of this matter are accordingly to be recorded in the minutes of the closed part of the meeting.”

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### **Closure**

There being no further business, the Mayor declared the meeting closed at 6.53pm.

CONFIRMED THIS 16TH DAY OF OCTOBER, 2017.

### **Chairperson**

(Imm:lb)

### **Appendices**

- Minute No. 267/2017 – Cradle Coast Waste Management Group Governance Report
- Minute No. 268/2017 – Schedule of Statutory Determinations
- Minute No. 272/2017 – Schedule of Contracts & Agreements
- Minute No. 274/2017 – Schedule of Documents for Affixing of the Common Seal
- Minute No. 275/2017 – Summary of Rates and Fire Levies



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#### QUALIFIED PERSON'S ADVICE

The *Local Government Act 1993* provides (in part) as follows:

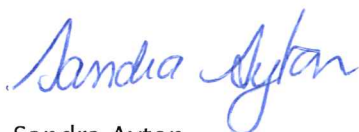
. A general manager must ensure that any advice, information or recommendation given to the council is given by a person who has the qualifications or experience necessary to give such advice, information or recommendation.

. A council is not to decide on any matter which requires the advice of a qualified person without considering such advice unless the general manager certifies in writing that such advice was obtained and taken into account in providing general advice to the council.

I therefore certify that with respect to all advice, information or recommendation provided to the Council within these minutes:

(i) the advice, information or recommendation was given by a person who has the qualifications or experience necessary to give such advice, information or recommendation; and

(ii) where any advice was directly given by a person who did not have the required qualifications or experience that person has obtained and taken into account in that person's general advice the advice from an appropriately qualified or experienced person.



Sandra Ayton  
GENERAL MANAGER

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# Associated Reports And Documents

# Coordinated Governance and Management of Waste Infrastructure and Services in the Cradle Coast Region

## Part 1 Report – A review.



### Document History:

Title	Date
CCWMG Coordinated Governance and Management of Waste Infrastructure and Services in the Cradle Coast Region – Interim Report	24.10.2013
Revision of Draft Interim Report	13.01.2014
Update of final data input on contracts	25.01.2014
Incorporation of comments/feedback from CCWMG	31.03.2014
Incorporation of final comments/feedback from CCWMG – FINAL VERSION	24.10.2014

This report has been prepared by MRA Consulting Group for **Cradle Coast Authority** in accordance with the terms and conditions of appointment. MRA Consulting Group (ABN: 58 428 736 838) cannot accept any responsibility for any use of or reliance on the contents of this report by any third party.

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# Glossary

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Abbreviation	Definition
<b>BAU</b>	Business as Usual
<b>BWMC</b>	Burnie Waste Management Centre
<b>CCA</b>	Cradle Coast Authority
<b>CCWMG</b>	Cradle Coast Waste Management Group
<b>CCRRC</b>	Cradle Coast Resource Recovery Centre
<b>C&amp;D</b>	Construction and Demolition (waste)
<b>C&amp;I</b>	Commercial and Industrial (waste)
<b>DORF</b>	Dulverton Organics Recycling Facility
<b>DWM</b>	Dulverton Waste Management
<b>GHG</b>	Greenhouse gas
<b>LGA</b>	Local Government Area
<b>LF</b>	Landfill
<b>MGB</b>	Mobile Garbage Bin
<b>MRF</b>	Materials Recovery Facility
<b>MSW</b>	Municipal Solid Waste
<b>pa</b>	per annum
<b>Residuals/residual waste</b>	Garbage/residuals subsequent to recycling, i.e. waste disposed of in the red-lidded bin
<b>tpa</b>	Tonnes per annum
<b>TS</b>	Transfer Station

# 1 Executive Summary

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MRA Consulting Group (MRA) was engaged by the Cradle Coast Authority (CCA) to provide consultancy services for the coordinated governance and management of waste infrastructure and services in the Cradle Coast Region (CCR) in Tasmania.

The Cradle Coast Waste Management Group (CCWMG) was established by participating councils in 2004 to assist and coordinate waste and resource recovery activities across the region, arising from the Cradle Coast Waste Management (CCWM) Strategy.

Currently, the CCWMG consists of the following seven member councils:

- Burnie City Council;
- Central Coast Council;
- Circular Head Council;
- Devonport City Council;
- Kentish Council;
- Latrobe Council; and
- Waratah Wynyard Council.

CCA requested that MRA undertake research and stakeholder consultation as outlined in the following project scope for Part 1 of the project:

1. Review the current CCWMG structure and functioning, waste management infrastructure and operations throughout the CCR and compare these to future waste management requirements.
2. Identify areas where achievement of Strategy objectives may be **constrained by existing arrangements** for ownership and operation of waste management assets, facilities and services in the region.
3. Investigate the **drivers** for change to the CCWMG governance structure.

The CCWMG is a voluntary association of member councils and has no statutory basis. Implementation of the work plan relies heavily on voluntary collaboration across 9 organisations (seven councils, Dulverton Waste Management (DWM) and CCWMG).

The CCWMG members are drawn from Executive Management and Waste Officer roles in each of the participating councils. Each of these personnel has a council specific role and membership is voluntary. The CCWMG draws upon DWM as a de-facto consultant because it has resident and full time waste skills and resources. The CCWMG meets bi-monthly.

The report acknowledges that councils are under increasing pressure to create savings and efficiencies in all areas of their operations and to respond to calls for reform in traditional areas of local government activity.

This Part 1 report:

- Reviewed the range of existing services;
- Identified gaps in infrastructure and service provision;
- Identified likely future infrastructure costs;
- Determined future demand for infrastructure and services;
- Predicted likely operating costs and potential savings;
- Explored current attitudes towards the CCWMG service delivery via three stakeholder workshops; and

- Identified the key drivers for change in governance arrangements.

The findings of the report are summarised in Table 1.

**Table 1 The case for a review of governance arrangements**

Role and function	Observations on CCWMG	Priority for reform
<b>Policy</b>	There is a need to divert materials such as organics, to extend the life of the region's landfills and increase resource recovery rates.	✓
	There is a demonstrable lack of policy and project completion by the CCWMG.	
<b>Levy</b>	Introduction of a state-wide waste management levy may increase CCWMG expenditure to over \$1m per year requiring improved oversight and accountability.	✓
<b>Planning</b>	Waste generation will increase by at least an estimated additional 60% (58,000 t) over the next 20 years, based primarily on per capita consumption growth.	✓
	3 landfills and 7 Transfer Stations may not have capacity by 2030 based on current demand and future growth.	✓
	Infrastructure and service provision are not consistent across the region with key services, including drop off facilities, green waste shredding, composting, organics bins, C+I/C+D sorting not available.	✓
	Regional landfill void space will likely be consumed by 2028-2041.	✓
	Service delivery is patchy and inconsistent across the region particularly in respect of bins and education.	✓
<b>Procurement</b>	Significant economies of scale benefits are being missed. Only one contract (kerbside recycling) can be referenced as delivering economies of scale in purchasing.	✓
	Normal capital investment of \$15-20 million is expected in the next 16 years to meet growth requirements.	✓
	To meet the 5-year CCWMG goals approximately \$8.5 m is required in new capex over the next 5 years.	✓
	Operating expenditure is approximately \$10 million per year. A 10% saving through economies of scale equates to approximately \$1 m per year.	✓
<b>Market Development</b>	There is no consistent approach to market development across the region including for recyclables, organics, compost and household materials.	✓
<b>Education</b>	Education effort is sporadic and made overly complex by the variety of services and inconsistency of systems (such as bin and lid colours).	✓
<b>Reporting &amp; accountability</b>	There are no consistent rules of data capture or reporting.	✓
	There are no formalised accountabilities for CCWMG members for the delivery of projects.	✓
	In early 2013, CCWMG members and stakeholders judged the current form of the CCWMG as delivering 50% of the needs identified in the regional Strategy, however it is noted that improvement has occurred since that time.	✓

For these reasons the report finds there is a strong, if not compelling, case to be made for examination of alternative governance arrangements.



## 2 Introduction

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MRA Consulting Group (MRA) was engaged by the Cradle Coast Authority (CCA) to provide consultancy services for the coordinated governance and management of waste infrastructure and services in the Cradle Coast Region (CCR) in Tasmania.

The Cradle Coast Waste Management Group (CCWMG) was established by participating councils in 2004 to assist and coordinate waste and resource recovery activities across the region, arising from the Cradle Coast Waste Management (CCWM) Strategy.

Currently, the CCWMG consists of the following seven member councils:

- Burnie City Council;
- Central Coast Council;
- Circular Head Council;
- Devonport City Council;
- Kentish Council;
- Latrobe Council; and
- Waratah Wynyard Council.

West Coast and King Island Councils, though part of the CCR, do not participate in the CCWMG but are welcome to attend some of the CCWMG's meetings.

Dulverton Waste Management (DWM) is a joint authority that manages the Dulverton landfill and has four equity shareholder member councils that are also voting members of the CCWMG:

- Central Coast Council;
- Devonport City Council;
- Kentish Council; and
- Latrobe Council.

The DWM CEO is an invited participant in the group while DWM also act as a de-facto consultant to the group due to their experiences skills and resources. Representatives are also invited to some of the CCWMG's meetings.

### 2.1 Project Scope

In creating a regional, coordinated approach to the management of waste infrastructure and services in the CCR, CCA requested MRA undertake research and stakeholder consultation as outlined in the following project scope:

1. Review the current CCWMG structure and functioning, waste management infrastructure and operations throughout the CCR and compare these to future waste management requirements.
2. Identify areas where achievement of Strategy objectives may be **constrained by existing arrangements** for ownership and operation of waste management assets, facilities and services in the region.
3. Investigate the **drivers** for change to the CCWMG governance structure.
4. Investigate options for **alternative models** for ownership, management and governance of waste management assets, facilities and services that address these constraints.
5. Assess the **financial, legal and governance aspects of transition** to any new structures, their implications for councils, and propose strategies for staged transition.

## 3 Existing infrastructure and operations

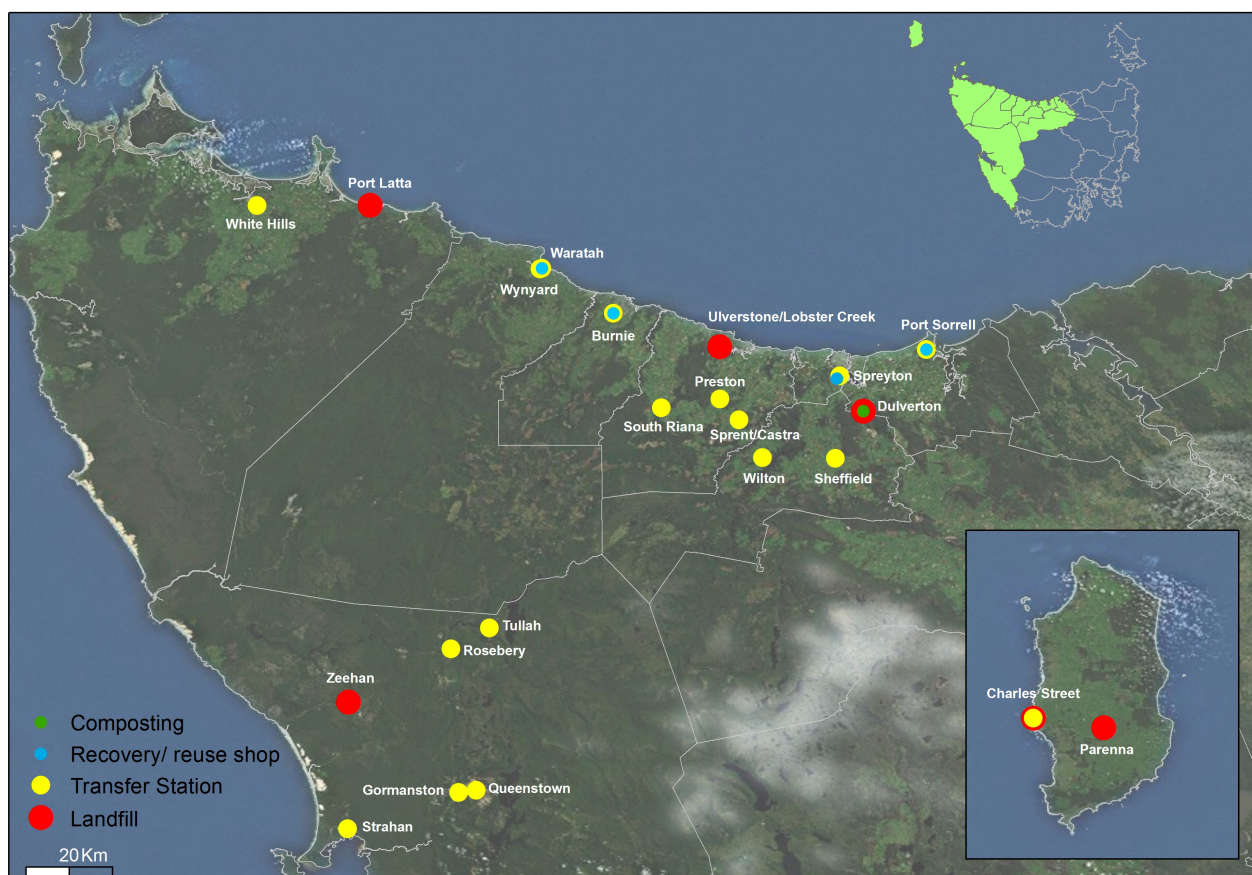
The first stage of the project involves a stock-take or audit of existing waste management operations in the region, including waste management services, delivery models, contracts, governance and management structures, infrastructure and assets, as well as consulting with relevant stakeholders.

This section is separated into an examination of the infrastructure and operations of the region, followed by a depiction of network arrangements between councils and waste management facilities, focusing on the movement of waste. The existing infrastructure is then compared against the CCWMG 5 Year Strategy 2012-2017 'Needs for the Future' to establish the key areas that will require further development in order to achieve the relevant strategy objectives. Finally, a gap analysis is undertaken to identify the facilities that will require further development to meet the CCR's waste management needs in future.

### 3.1 Infrastructure and operations

MRA contacted each of the CCWMG member councils to review the existing infrastructure ownership, contract of supply, capital and operational budgets, contracts for disposal and sale of commodities. The following section provides an overview of the details provided, separated out by council. The councils' responses differed with regard to detail provided, however, all information provided by councils is understood to be as accurate as possible at the time of writing this report, and has been documented. Figure 1 below charts the location of all council waste facilities in the region and Table 2 (end of section) gives a summary of waste services and infrastructure ownership, for each council.

Figure 1 Cradle Coast Infrastructure Map



### 3.1.1 Burnie

The Burnie LGA generates 13,506t of MSW, 2,073t of garden organics and 1,626t of recyclables. Burnie Council owns and operates the Burnie Waste Management Centre (BWMC), which is located in the outskirts of Burnie. Since the closure of the Burnie Landfill in late 2012, the site has continued as a transfer station for sorting and consolidation of materials for redistribution. The annual Council waste capital budget has been variable over the last few years due to the closure of the landfill and the redevelopment of the facility.

At the BWMC, TPI operate the waste transfer and resource recovery facility and a private operator manages the tip shop. Green waste is stockpiled and mulched, then supplied to the horticultural industry.

All residual waste is sent to Dulverton landfill on a daily basis. Agreements are in place for the recovery of valuable materials such as steel and cardboard. The recovered value of these materials is factored into the TPI contract.

Programs are also in place for the separation and processing of e-waste, gas bottles, waste oil (engine and commercial/industrial), batteries, glass, cans (aluminium and steel), hard plastic, liquid paperboard, plastic bags, concrete and timber.

Finally, Burnie's Kerbside Recycling Service (along with all of the other CCWMG member Councils) is contracted to Veolia, which operates a fortnightly collection and delivers the material to their Spreyton MRF.

### 3.1.2 Central Coast

The Central Coast LGA generates 13,093t of MSW, 990t of green waste or garden organics, and 2,801t of recyclables.

The Central Coast Council operates a landfill and three transfer stations. The Ulverstone Resource Recovery Centre (RCC) receives all waste streams but only inert waste is landfilled onsite. The site includes a transfer station and also operates a Tip Shop.

The other transfer stations within the LGA are Castra, Preston and South Riana Transfer Stations, which collected 237t, 203t and 256t of waste respectively in 2012/2013. Council is also a part owner of the DWM landfill and Dulverton Organic Recycling Facility (DORF). Programs are in place at the transfer stations for the separation and collection of e-waste, gas bottles, fluorescent tubes, waste oil (engine and cooking oil), vehicle batteries, paint, glass, cans (aluminium and steel), plastics, cardboard, tyres and green waste.

MSW from kerbside collection is transported directly to the DWM landfill. The Council's kerbside recycling service is contracted to Veolia, which operates a fortnightly service and delivers the material to their Spreyton MRF. As per Burnie, this is undertaken via the CCWMG regional recycling tender.

### 3.1.3 Circular Head

The Circular Head LGA generates 1,027t of MSW, 702t of garden organics and 750t of recyclables. Circular Head Council operates the Port Latta Landfill and White Hills Transfer Stations. A kerbside recycling service is contracted to Veolia, which operates a fortnightly service and delivers material to the Spreyton MRF.

### 3.1.4 Devonport

The Devonport LGA generates 13,640t of MSW and 3,480t of garden organics. Devonport City Council owns and operates the Spreyton Transfer Station facility as well as the trucks for general waste collection.

The Spreyton Transfer Station receives all general household, C&I and C&D waste from the LGA. Following an initial sort to remove recyclables, the materials are transported to DWM Landfill.

Organics that have been collected are mulched and transported to the DORF.

Devonport's Kerbside Recycling Service is contracted to Veolia, which operates a fortnightly collection and delivers material to their Spreyton MRF.

A Tip Shop is operated by a private contractor at the Spreyton Transfer Station. The Spreyton Transfer Station is located on the site of the closed landfill.

Programs are in place for the separation and storage of e-waste, gas bottles, waste oil (engine and C&I), batteries, glass, cans (aluminium and steel), hard plastic, liquid paperboard and plastic.

### 3.1.5 Kentish

The Kentish LGA generates 769t of MSW, 232t of garden organics and 273t of recyclables. Kentish Council operates the three transfer stations of Sheffield, Wilmont and Railton. Council is also a part owner of the DWM Landfill and DORF. Historic landfills are located at Sheffield and Railton, both these facilities were closed more than fifteen years ago. The Sheffield site has monitoring linked with the neighbouring sewage treatment facility but Railton does not have any monitoring in place.

### 3.1.6 King Island

Figures for waste generation throughout the King Island LGA were unobtainable. King Island Council operates two facilities, the Parenna Landfill and the Charles Street Transfer Station and Landfill. During 2012-2014 Council did not budget any funds to waste capital activities. Council's waste operational budget is approximately \$580,000 annually. No contracts are in place for the collection or disposal of materials and no materials are recovered for sale.

### 3.1.7 Latrobe

The Latrobe LGA generates 2,562t of MSW and 645t of garden organics. The predicted annual volume of kerbside recycling is 864t.

The only local waste facility owned by Latrobe Council is the Port Sorell Transfer Station. However, as Latrobe Council has an agreement with Devonport Council all properties south of the Frankford Highway use the Spreyton Transfer Station. Council also owns a share of the DWM landfill and DORF.

Latrobe's kerbside recycling service is contracted to Veolia, which operates a fortnightly collection and delivers materials to their Spreyton MRF. Sale of recyclables is included in this contract.

### 3.1.8 Waratah-Wynyard

The Waratah-Wynyard LGA generates 3,193t of MSW and 1,914t of garden organics.

Waratah-Wynyard Council operates two transfer stations, the Goldie Street and Waratah facilities. The Waratah facility is an unmanned site with skip bins. The Goldie Street Transfer Station is the main Council facility for waste management. Council also stockpiles small quantities of C&D materials, which are then recycled for road construction.

All Council MSW is directed to Port Latta Landfill.

A kerbside recycling service is contracted to Veolia, which operates a fortnightly collection and delivers the collected materials to their Spreyton MRF.

### 3.1.9 West Coast

Figures for waste generation throughout the West Coast LGA were unobtainable. West Coast Council operates a total of six waste management facilities across the LGA. The Transfer Station facilities include Tullah, Rosebery, Queenstown, Gromanston and Strahan. These transfer stations comprise unmanned sites with skip bins for general and commingled waste streams. The skips are transported to Zeehan Landfill, which is Council's main waste facility. Veolia collects commingled recycling on a monthly basis.

### 3.1.10 Summary of Services and Infrastructure

**Table 2 Summary of waste services and infrastructure ownership**

	Circular Head Council	Waratah-Wynyard Council	Burnie City Council	Central Coast Council	Devonport City Council	Latrobe Council	Kentish Council	King Island Council	West Coast Council
<b>Kerbside residual waste collection</b>	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No
<b>Kerbside recycling collection</b>	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	No
<b>Green waste drop off</b>	No	Yes	Yes	Yes	Yes	Yes	Yes	No	No
<b>Landfill Assets</b>	Port Latta Landfill	Closed landfill sited in Wynyard	Closed stage1, 2A	Ulverstone RRC Landfill and share of DWM	Share of DWM	Share of DWM	Share of DWM	Pareenna landfill and Charles St TS&LF	Zeehan Landfill
<b>Transfer Station Assets</b>	White Hills	Goldie St and Waratah	Burnie WMC	Ulverstone, Castra, Preston and South Riana	Spreyton	Port Sorell	Sheffield, Wilmont and Railton	NA	Tullah, Rosebery, Queenstown Gromanston and Strahan
<b>Other assets</b>	NA	Gravel pit (hills region) and closed landfill (Wynyard)	Reuse shop, Waste collection compound and closed landfill (Burnie WMC)	Reuse shop	Tip Shop Closed landfill (Spreyton)	NA	Several historic landfills, closed over 14 years ago (during 1980/90).	NA	Undisclosed



## 3.2 Network flows

MRA conducted a review of waste materials flow through the CCWMG region to identify network arrangements between various LGAs and council facilities in 2012-13.

Figure 2 illustrates the geographical flow of waste streams and

Figure 3 represents contractual flows between commercial entities in 2012-13.

**Figure 2 Waste flows between facilities; geographical flows**

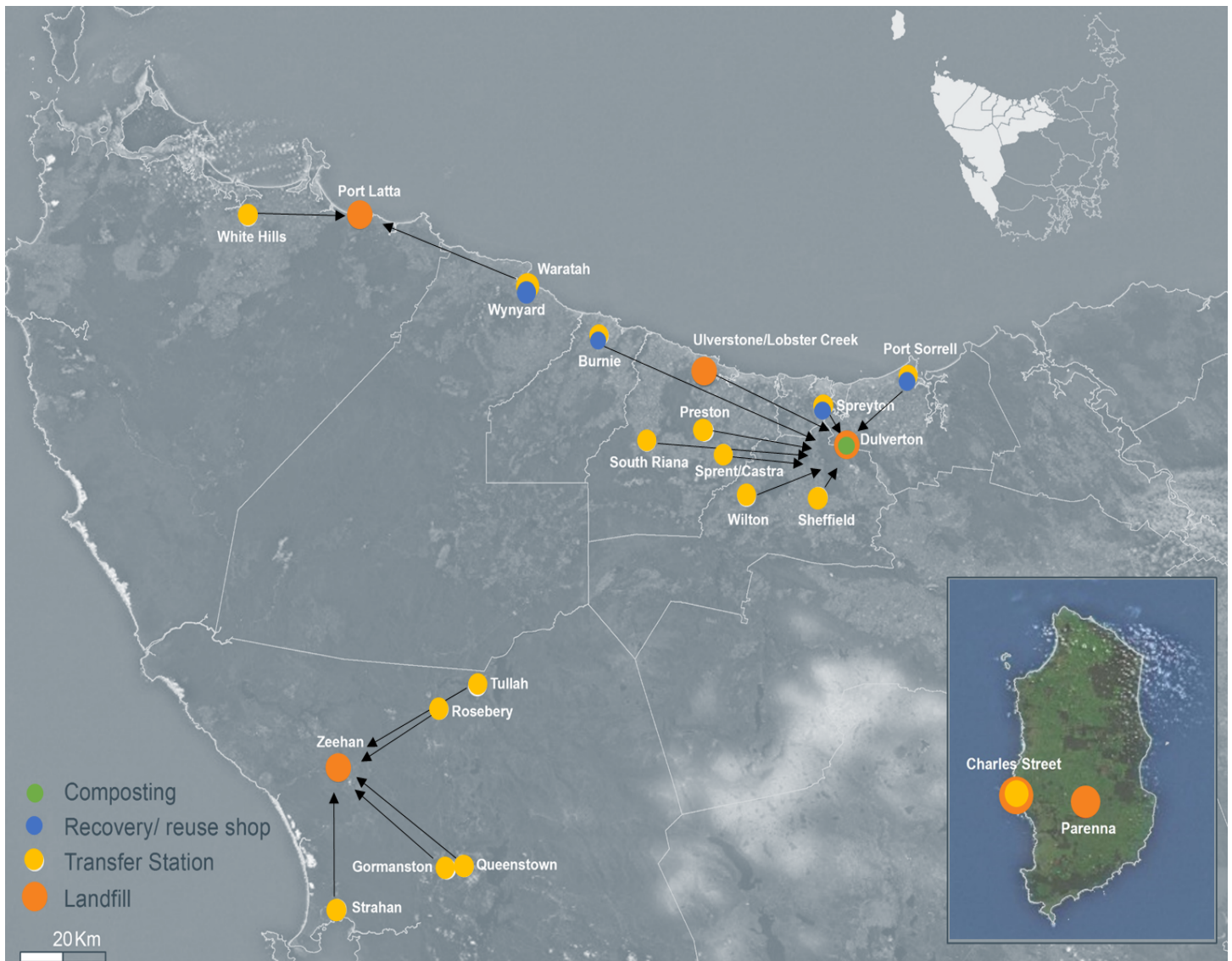
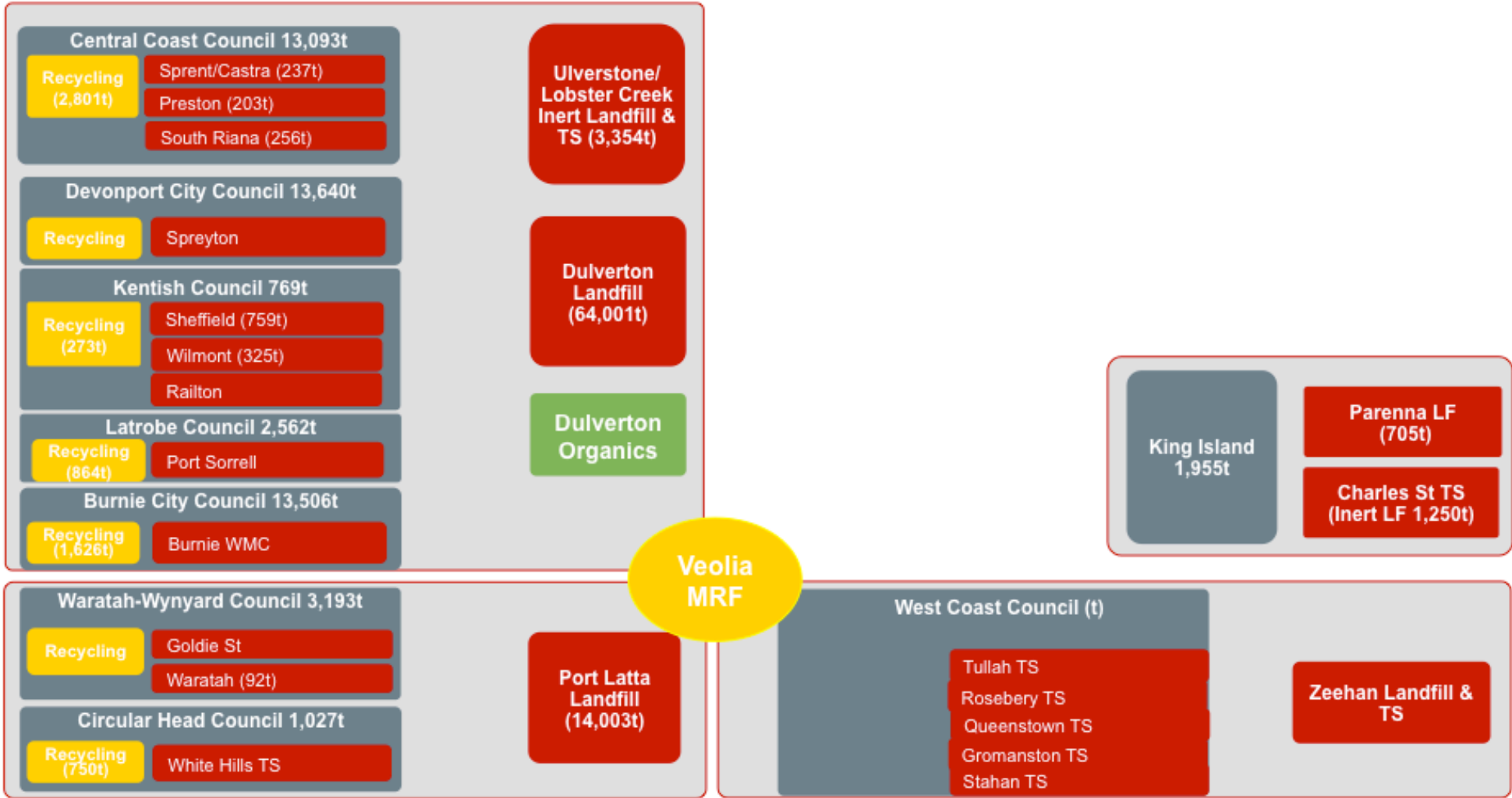


Figure 3 Waste contractual flows between councils and facilities



### 3.2.1 Landfilled material

MSW, C&I and C&D waste within the CCR is directed to one of the three main landfills, with the exception of King Island Council and West Coast Council that manage materials independently. Dulverton, Port Latta and Ulverstone RCC (closed for most filling) landfills are located on the Tasmanian North West coast.

#### 3.2.1.1 Port Latta landfill

Port Latta is owned by Circular Head Council and is situated to the North West of Cradle Coast Council. The landfill received 14,000 tonnes in 2011-2012 from Circular Head and Waratah-Wynyard Council. The two councils have a combined population of 22,589 residents (0.62t/person which is lower than the national average of 1.0 t/person).

#### 3.2.1.2 DWM landfill

DWM is a Joint Authority under the Local Government Act of Tasmania. It was established, and is owned by Central Coast, Devonport, Kentish and Latrobe Councils. It owns and operates the Dulverton landfill and Dulverton Organics facility.

The DWM Landfill is located in the Latrobe Council area and receives waste from the member councils (Central Coast, Devonport, Kentish, Latrobe), and Burnie Council. In 2012-2013, the landfill received 64,001 tonnes of waste from these councils, which have a combined population of 85,131 (0.75t/person which is lower than the national average of 1.0 t/person.)

The facility is also licenced to receive up to 'category two controlled waste'.

#### 3.2.1.3 Ulverstone RRC Landfill

Ulverstone RCC Landfill is owned and operated by Central Coast Council and includes an Inert Landfill, Transfer Station and Tip Shop. The facility receives waste from Central Coast, which is either landfilled, processed on site or consolidated for transport to DWM Landfill.

Only inert waste (C&D and C&I) is landfilled on site.

During 2012-2013, the site landfilled 3,354 tonnes of waste.

### 3.2.2 Resource recovery and Recycling

The core recycling systems in the region are:

- Fully-commingled recycling;
- Garden waste recycling;
- Bulky wastes; and
- Other minor streams including e-waste, timber, concrete and steel.

#### 3.2.2.1 Kerbside recycling

Commingled recycling across all councils within the region (with the exception of King Island) is processed by Veolia Environmental Services at their MRF in Spreyton. This contract was established by the CCWMG and has resulted in significant financial savings to the councils. It is an example of the benefits of joint approaches to waste management.

Veolia operates a fortnightly kerbside recycling collection service for the councils of Circular Head, Waratah-Wynyard, Burnie, Central Coast, Devonport, Latrobe and Kentish. The facility also receives recyclables from West Coast Council on a monthly basis and waste that has been separated at waste transfer stations throughout the region.



### 3.2.2.2 Garden waste

Many of the councils divert garden waste from landfill. The DORF organics processing facility has been established as part of the DWM facility, and is the main receiver of the region's garden waste and other organic material. The Kentish and Devonport Transfer stations mulch organics and consolidate their volumes before transporting the material to Dulverton. The Port Sorell transfer station and Burnie WMC mulch garden waste on site and sell it for re-use.

### 3.2.2.3 Minor streams and tip shops

The larger waste facilities, which include Burnie Waste Management Centre, Spreyton, Port Latta and Ulverstone, operate a combination of resource recovery centres and tip shops that support the diversion of materials from landfill. The Port Sorell transfer station also operates a Tip Shop.

Steel, paper/cardboard, e-waste, gas bottles, waste oil, batteries and tyres are separated and recovered. Items such as household goods and building materials are also separated and available for purchase from the Tip Shops.

## 3.3 Infrastructure needs assessment

In order to better understand future infrastructure requirements, MRA undertook an infrastructure assessment of major waste facilities.

Seven key transfer stations (TS) and landfills (LF) were evaluated across the Cradle Coast region:

- Goldie St TS;
- Spreyton TS;
- Burnie TS;
- Dulverton LF;
- Port Latta LF;
- Ulverstone Inert LF and TS; and
- Zeehan LF.

To evaluate the needs of the future, current services were compared to those required in order to meet the requirements of the CCWGMG 5 year goals. The goals that involve physical infrastructure provision are summarised in Table 3.

**Table 3 CCWMG 5 year goals and infrastructure required**

Goals	Physical Infrastructure need
Reduce greenhouse gas emissions	LFG gas capture and flare at all landfills (not a statutory requirement) Energy from Waste systems
Reduce organics at waste facilities	3 bin collection system Garden waste shredding C+I/C+D sorting capacity
Recover C&D waste materials	C+D separation excavators or C+D dirty MRF
Implement a regional pricing policy	Weighbridges at all sites for differential pricing
Increase waste facility resource recovery	3 bin collection system Garden waste shredding C&D separation excavators or C+D dirty MRF C&I sorting capacity Tip Shops and reuse centres
Rationalise waste infrastructure and services	Consolidation of TS and landfill assets
Improve waste data capture and reporting	Weighbridges at all LF and TS Truck scales -weight based charging for all C&I streams via Front Lift Trucks
Support extended producer responsibility	Drop Off Centre - E-waste, tyre, battery recovery stations at all sites
Improve household kerbside recycling	360 litre recycling bins

Table 4 indicates infrastructure availability and the gaps to meet the regional goals.

**Table 4 Infrastructure gaps to meet CCWMG 5 year goals**

Sites	Transfer Stations				Landfills		
Infrastructure required	Goldie St TS	Spreyton TS	Burnie TS	Dulverton LF	Port Latta LF	Ulverstone Inert LF & TS	Zeehan LF
Landfill gas flares (Not a statutory requirement)	-	-	-	X	X	X	X
3 bin collection system	X	X	X	X	X	X	X
Garden waste shredding	✓	✓	✓	✓	X	✓	✓
C&I /C&D sorting capacity via excavators	X	✓	✓	✓	X	✓	✓
C&I /C&D sorting capacity via dirty MRF	X	X	X	X	X	X	X
Weighbridge - differential pricing and data	X	✓	✓	✓	✓	X	X
Truck scales -Weight based charging for C&I streams via Front Lift Trucks	X	X	X	X	X	X	X
Drop Off Centre – e-waste, paints, batteries, oil, mattresses and other household wastes	✓	✓	✓	X	X	✓	✓
Tip shop/reuse centre	✓	✓	✓	X	X	✓	X
360 litre recycling bins	X	X	X	X	X	X	X

Table 4 indicates that all facilities (except for Port Latta) divert and recover garden waste with established green waste processing facilities, such as the DORF. Several councils separate and mulch material before sending to the DORF or other organics processing.

None of the Councils have introduced a 3-bin system for collection of food/garden waste (although trials have been conducted and further exploration is ongoing).

Four of the seven facilities assessed have weighbridges; Goldie St., Ulverstone RRC and Zeehan landfills do not. Weighbridges are integral to ensuring accurate and up to date data.

All facilities except for DWM provide services for the drop-off of other household hazardous or bulky wastes, such as paints, batteries, oils and mattresses. Spreyton and Burnie have drop off points for television and computer e-waste, under the National Television and Computer Recycling Scheme.

Four of the facilities have a tip shop/reuse centre in place (Goldie St, Spreyton, Burnie and Ulverstone), which is another effective way of engaging the community in resource recovery and improving their knowledge of waste.

The assessment indicates that the main infrastructure needs to meet the 5-year goals of the CCWMG are:

- 3 bin collection systems for food and garden organics to divert organics from landfill;
- C&I and C&D sorting systems utilising either excavators or simple dirty MRF technology;
- Weighbridges to record information and allow for targeted landfill pricing;
- Truck scales for weight-based charging to achieve differential pricing in the Commercial sector;
- Landfill flares if greenhouse gas reduction is a high priority; and
- Drop Off Centres for e-waste and household materials.

Note: Over a 5-year period Energy from Waste systems are unlikely to be sufficiently developed to be a viable option. Therefore, they are not considered further in this report.

Taking a conservative approach, a preliminary estimate of the approximate capital costs of the above infrastructure additions is set out in Table 5.

**Table 5 Estimated capital costs (\$million) to achieve the CCWMG 5 year plan**

Infrastructure cost \$millions	Circular Head	Waratah Wynyard	Burnie City	Central Coast	Devonport City	Latrobe	Kentish	King Island	West Coast
Landfills	Port Latta		Burnie	Ulverstone DWM	DWM	DWM	DWM	Pareenna	Zeehan
Landfill gas flares @ \$0.5m small \$0.8m moderate (not a statutory requirement)	\$0.5	-	-	\$0.2 DWM	\$0.2 DWM	\$0.2 DWM	\$0.2 DWM		\$0.5
Transfer stations	White Hills	Goldie St Waratah	Burnie	Castra Preston Sth Riana	Spreyton	Port Sorell	Sheffield Wilmont Railton	Charles St	Tullah Rosebury Queenst' n Groman' n Strahan
3 bin collection system Assuming \$45/bin/hh Not incl servicing	\$0.1	\$0.3	\$0.2	\$0.2	\$0.3	\$0.1	\$0.1	\$0.02	\$0.05
Garden waste shredding	\$0.1	✓	✓	✓	✓	✓	✓	✓	✓
C&I /C&D sorting capacity via excavators	\$0.3	\$0.3	✓	✓	✓	✓	✓	\$0.3	✓
Weighbridge - differential pricing and data	\$0.1	\$0.2	✓	\$0.1	✓	✓	✓	\$0.1	\$0.1
Truck scales -Weight based charging for C&I streams via Front Lift Trucks	-	\$0.1	-	-	\$0.1	\$0.1	\$0.1	\$0.1	\$0.1
Drop Off Centre – e- waste, paints, batteries, oil, mattresses and other household wastes	\$0.2	✓	✓	\$0.2	\$0.2	\$0.2	\$0.2	\$0.2	✓
Tip shop/reuse centre	\$0.1	✓	✓	✓	✓ \$0.025	\$0.025	\$0.025	\$0.1	\$0.1
360 litre recycling bins Not including servicing Assuming \$90/bin for 25% of hh.	\$0.08	\$0.15	\$0.21	\$0.23	\$0.26	\$0.11	\$0.07	\$0.02	\$0.05
<b>TOTAL capital (Best estimate) (\$million)</b>	<b>\$1.48</b>	<b>\$1.05</b>	<b>\$0.41</b>	<b>\$0.93</b>	<b>\$1.09</b>	<b>\$0.74</b>	<b>\$0.70</b>	<b>\$0.84</b>	<b>\$0.90</b>
<b>TOTAL (best estimate) (\$ million)</b>	<b>\$8.13</b>								
<b>Uncertainty range (+/- 5%)</b>	<b>\$7.7-\$8.5</b>								

These figures must be regarded as preliminary only. They have only included the major infrastructure at the primary landfills and transfer stations. Upgrades for drop-off centres include the provision of additional safety, signage, earthworks and additional bins, as required. The figures do not include the operating costs of the new or additional services, which could be several multiples greater than the \$8.5 million capital expenditure when estimated over 5 operating years.

In order to obtain a more accurate estimate of capital costs, MRA suggests that a more thorough capital costs exercise be carried out in the near future.

## 3.4 Infrastructure gap analysis

The purpose of the gap analysis is to analyse infrastructure capacities against current and future waste generation, in order to determine whether there will be any shortfalls in the expected future facility capacity.

### 3.4.1 Current generation

The region currently generates 91,000 tonnes of waste (from a population of 114,111 people).

Existing waste facilities are able to accept all waste generated during 2013 throughout the region. All waste is either landfilled or processed at the DORF or Veolia MRF. The market for waste processing outputs is operating efficiently. That is, there is a market-clearing price, which sees all wastes either landfilled or recycled (albeit with significant subsidies from councils).

An efficient market with a market-clearing price does not imply that the service is free or should be free, to councils. The market-clearing price for recyclables in Tasmania is higher than most mainland states due to lower tonnages, fewer economies of scale and greater distances to markets. This is demonstrated by the higher gate fee subsidies payable to MRFs in Tasmania, than the mainland.

In respect of landfilling, the market-clearing price is generally lower than that of landfills in the mainland states due to lower landfill levies, cheaper land prices and lower labour costs. The same is true of organics composting facilities. Both are demonstrated by the lower gate fees payable in Tasmania.

An inefficient market with no market-clearing price would be signified by large scale stockpiling of waste and significant illegal dumping. Neither case exists.

### 3.4.2 Future waste generation

Waste generation rates rise over time as a function of population growth and increasing per capita consumption.

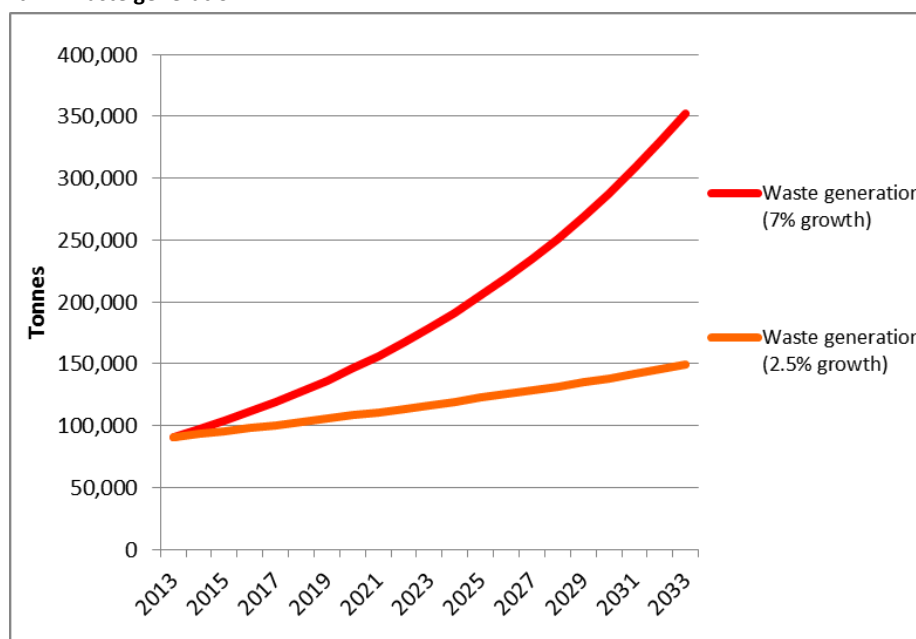
National waste generation has been between 2.5% per annum growth (over 30 years), and 7% in the last decade (National Waste Policy). Using these two factors provides a range of possible future tonnages of waste generation.

Given that the region's population growth rate has averaged 0.5% pa (while the Australian population growth rate averaged 1.5%), and the region's CPI averaged 1.8% pa (while the Australian rate averaged 2.4%), it is likely that the regional waste generation rates will be at the lower end of the 2.5-7% range of the National Waste Policy, and may even be as low as around 1-2%. However, in order to be consistent with the National Waste Policy, for the purposes of this study a waste generation growth rate of 2.5% has been assumed.

The total population of the CCR is likely to increase by approximately 11,000 people from 2013 to 2033.

The results of the waste generation assessment are presented in Figure 4.

Figure 4 - Forecast growth in waste generation



The amount of waste disposed of throughout the CCR is currently 91,000 tonnes (APC, 2012). At a 2.5% pa growth in waste generation, the total amount of waste requiring disposal would be approximately 149,000 tonnes in 2033. (At a 7% pa growth in waste generation, the total amount of waste requiring disposal in 2033 is approximately 350,000 tonnes.)

Table 6 depicts the current and future population and respective waste generation for each LGA (using 2.5% per annum growth to reflect the most likely future waste generation rate).

Table 6 Current and future population and waste generation, by LGA

Council	Population (current)	Waste generation (t)	Population (2033)	Waste generation 2033 (t, 2.5%pa,)
<b>Burnie</b>	20,148	16,067	22,193	<b>26,328</b>
<b>Central Coast</b>	22,365	17,835	24,509	<b>29,225</b>
<b>Circular Head</b>	8,291	6,612	8,602	10,834
<b>Devonport</b>	25,727	20,516	28,066	<b>33,619</b>
<b>Kentish</b>	6,367	5,077	7,917	8,320
<b>King Island</b>	1,599	1,275	1,328	2,089
<b>Latrobe</b>	10,524	8,393	14,724	13,752
<b>Waratah/Wynyard</b>	14,298	11,402	15,316	18,684
<b>West Coast</b>	4,792	3,821	3,303	6,262
<b>Total</b>	<b>114,111</b>	<b>91,000</b>	<b>125,957</b>	<b>149,114</b>

This suggests that the LGAs of Burnie, Central Coast and Devonport will have the highest rates of waste generation to 2033. They will require transfer station or local landfill capacities of approximately 26,000, 29,000 and 34,000 tonnes, respectively. The relationship between population, waste generation and facilities demand is illustrated in Figure 5 and Figure 6.

Figure 5 Population and waste generation 2013

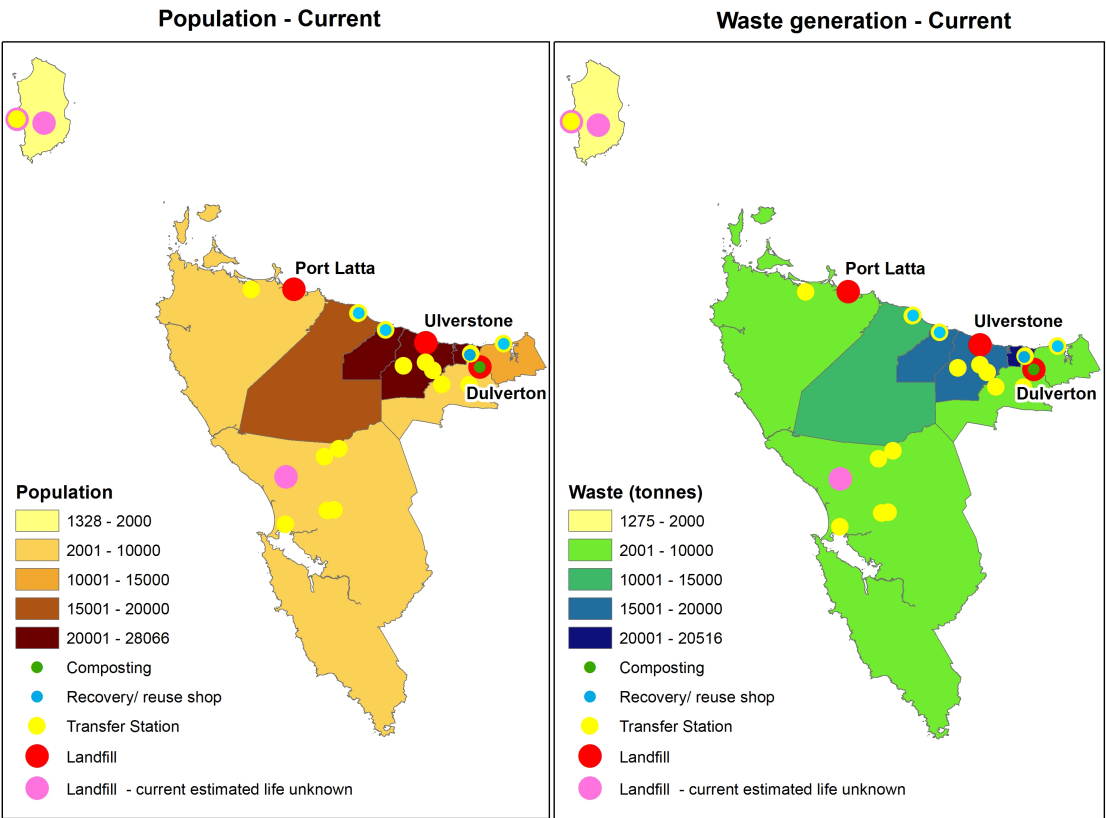
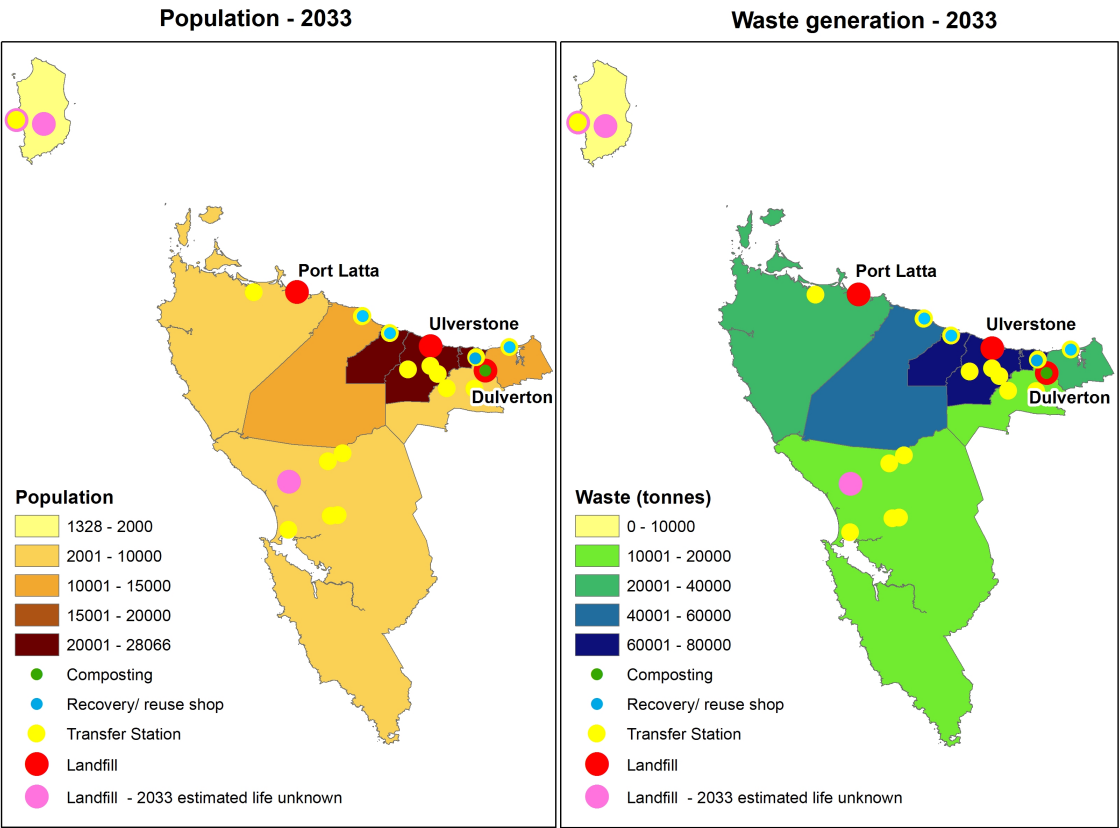


Figure 6 Population and waste generation 2033 (assuming 2.5% pa growth)



### 3.4.3 Waste processing facilities

#### 3.4.3.1 Landfill capacity

In summary, waste generation is expected to increase from 91,000t to 149,114t (60% total growth) at a minimum, by 2033 (assuming 2.5% cumulative growth).

Information on the expected<sup>1</sup> remaining life for the three landfills is detailed in Table 7. According to current estimates of remaining life, the Councils expect that each of these facilities will have available capacity to 2033 on current filling rates.

**Table 7 Landfill facilities and estimated remaining life for two growth rates**

Facility Name	Current estimated remaining life at current filling rates	Year that facility will be at capacity	Estimated remaining life at 2.5% pa generation growth	Year that facility will be at capacity	Estimated remaining life at 7% pa generation growth	Year that facility will be at capacity
<b>Ulverstone Landfill</b>	30 Years	2043	23 Years	2036	17 Years	2030
<b>Port Latta Landfill</b>	25 Years	2038	20 Years	2033	15 Years	2028
<b>Dulverton Landfill</b>	40 years	2053	28 Years	2041	20 Years	2033

Based on their current expected remaining life, Port Latta, Ulverstone and Dulverton landfills will continue to be in operation during the year 2033. At the high-end 7% pa growth rate, the facilities would be fully consumed by 2033 (or earlier).

[King Island's Parenna Landfill, Charles Street Landfill and West Coast's Zeehan landfills service low-density populations and are less critical to regional capacity. Despite this, costs of transport to distant landfills will be significant for these remote communities. Conserving their local landfill void space is therefore important.]

#### 3.4.3.2 Capacity of transfer stations and other facilities

Transfer station capacity needs to be provided to meet the expected growth in waste generation rates from 91,000t to 149,000t (60%) by 2033.

The local organics processing facility (DORF) and the Spreyton MRF for recyclables, have indicated they can accommodate the 50-60% increase in materials.

Table 8 summarises the capacity of each infrastructure element to absorb the growth demand to 2033, without upgrades to the facility.

<sup>1</sup> No information was made available to MRA to verify these estimates, or underlying assumptions. MRA has assumed that these numbers are based on historical data.



**Table 8 Facility capacity to accept increase in materials**

Facility	Owner	Capacity to absorb a 50%-60% materials increase
<b>Spreyton MRF</b>	Veolia	Yes
<b>Dulverton Organics Facility</b>	Dulverton Waste Management	Yes
<b>Burnie Waste Management Centre</b>	Burnie	Yes
<b>Sprent/Castra Transfer Station</b>	Central Coast Council	Yes
<b>Preston Transfer Station</b>	Central Coast Council	No
<b>South Riana Transfer Station</b>	Central Coast Council	Yes
<b>Ulverstone RRC Transfer Station</b>	Central Coast Council	Yes
<b>White Hills Transfer Station</b>	Circular Head Council	Yes
<b>Spreyton Transfer Station</b>	Devonport	Yes
<b>Sheffield Transfer Station</b>	Kentish	No
<b>Wilmont Transfer Station</b>	Kentish	No
<b>Railton (Depot)</b>	Kentish	No
<b>Charles Street Transfer Station</b>	King Island Council	Unknown
<b>Port Sorell Transfer Station</b>	Latrobe Council	Unknown
<b>Goldie Street Transfer Station</b>	Waratah-Wynyard	No
<b>Waratah Transfer Station</b>	Waratah-Wynyard	No
<b>Tullah Transfer Station</b>	West Coast	Unknown
<b>Rosebery Transfer Station</b>	West Coast	Unknown
<b>Queenstown Transfer Station</b>	West Coast	Unknown
<b>Gromanston Transfer Station</b>	West Coast	Unknown
<b>Strahan Transfer Station</b>	West Coast	Unknown

### 3.4.4 Summary

Demand for infrastructure transfer and processing capacity will grow by a minimum 60% by 2033 from 91,000 t to 149,000t/yr. This estimate is based on the lowest end of the National Waste policy range, i.e. 2.5% cumulative growth per annum over 20 years.

It is expected that the total existing regional landfill void space will be consumed by 2028-2041. Higher rates of filling will exhaust the available void space sooner. Port Latta landfill is predicted to reach capacity first, in 2028.

The Spreyton MRF can accommodate the predicted growth in kerbside recyclables. The DWM DORF also has capacity to accommodate the growth.

However, few, if any of the transfer stations can confirm that they are able to accept future growth in waste generation. The smaller transfer stations may, however, be able to increase capacity simply through

the addition of skip bins. Capacity and demand will depend on localised growth rates and diversion/recycling options adopted by each community.

Assuming landfill replacement costs of \$3 million per landfill (Port Latta and Ulverstone) and transfer station upgrades of around \$1m/station for the larger transfer stations, it can reasonably be expected that regional investment planning will reach \$10-15 million over the next 16-18 years

## 4 Performance compared to Best Practice

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The need for a regional, coordinated approach to the management of waste infrastructure and services is driven by both local and state-wide factors. The previous sections demonstrated that:

- A range of services are available in some communities but not in others;
- Significant infrastructure including landfills and transfer stations will need to be either expanded or duplicated in the next 20 years; and
- Achieving the CCWMG goals will require significant investment in new infrastructure.

### 4.1 Current situation - CCWMG

The CCWMG was established by participating councils in 2004 to assist and coordinate waste and resource recovery activities across the region, arising from the Cradle Coast Waste Management (CCWM) Strategy. It is a voluntary association of member councils and has no statutory basis. Implementation of the work plan relies heavily on voluntary collaboration across 9 organisations (seven councils, DWM and CCWMG).

The CCWMG members are drawn from Executive Officer roles in each of the participating councils. Each of these personnel has a council specific role and membership of the CCWMG is voluntary. The CCWMG draws upon DWM as a de-facto consultant because it has resident and full time waste skills and resources. The CCWMG meets bi-monthly.

### 4.2 A model of best practice

The recently published Victorian Waste Sector, Ministerial Advisory Committee Report (MAC) on Waste Governance sets out a Best Practice approach for the management and governance arrangements of regional waste management groups. The Best Practice learnings are a useful guide for the review of the governance arrangements of CCWMG.

The MAC report finds that the seven major roles or best practice functions of regional waste coordination bodies include:

1. Policy development and oversight;
2. Administration and expenditure of levy funds;
3. Planning for infrastructure and services;
4. Procurement of waste infrastructure and services;
5. Market development;
6. Education; and
7. Reporting, data and accountability (Wilson et al 2013).

The following discussion of the performance and governance of the CCWMG is clustered around these seven key themes.

## 4.3 Policy development and oversight

### 4.3.1 National Waste Policy framework

The National Waste Policy (NWP), agreed to by all Australian environment ministers in November 2009, sets Australia's waste management and resource recovery direction to 2020.

The aims of the National Waste Policy are to:

- Avoid the generation of waste;
- Reduce the amount of waste for disposal;
- Manage waste as a resource;
- Ensure that waste treatment, disposal, recovery and re-use is undertaken in a safe, scientific and environmentally sound manner; and
- Contribute to the reduction in greenhouse gas emissions, energy conservation and production, water efficiency and the productivity of the land.

Each of these aims is embodied in the work of the CCWMG. While not mandatory, the NWP sets the broad direction for waste management and consequently is of relevance to the CCWMG direction and mandate.

### 4.3.2 Direct Action for Carbon

The Federal Government's Direct Action policy on greenhouse gas emissions will have an impact on the three largest operating landfills in the region and on policies to divert organics from landfill generally.

Direct Action (once legislated) will:

- Allow eligible projects to generate "carbon credits" by reducing verifiable emissions below a baseline and sell these to the Federal Government via a reverse auction process. Projects which will generate saleable credits will likely include:
  - Capture and destruction of landfill gas; and
  - Diversion of organics from landfill via a 3 bin (organics) service by Councils.
- Require large scale polluters to pay a pollution price; and
- Require monitoring and reporting of emissions.

These actions are all consistent with the direction of the CCWMG, but will involve some investment in landfill gas flares and 3 bin (organics) collection services.

### 4.3.3 Tasmanian legal framework

Waste management activities by councils are generally empowered by three main pieces of legislation.

The *Local Government Act 1993* empowers councils to:

- Set a rate for garbage service; and
- Take action against a person that may be causing a 'nuisance'.

The '*Environmental Management and Pollution Control Act 1994*' (EMPC) deals with pollution issues and empowers councils to prevent or control pollution. It allows councils to issue Environmental Protection Notices and to ensure new businesses or activities do not cause environmental harm. The *EMPC Act* defines three levels of environmental harm:

- Nuisance - penalty up to \$30,000;
- Material environmental harm - penalty up to \$250,000 and 2 years prison; and
- Serious environmental harm - penalty up to \$1,000,000 and 4 years prison.

The *EMPC Act* also governs most of the State Government's activities in relation to waste management.

Finally, the *Litter Act 2007* authorises council officers to take action against persons found to be littering and describes actions that can be taken and penalties that may apply.

#### 4.3.1 Implications for CCWMG

The National Waste Policy sets direction for waste management and policies pertaining to carbon management and will determine the liability of landfills. Direct Action will require significant initiative by CCWMG if they are to take up the advantages offered, particularly in the areas of gas mitigation and diversion of organics.

The current CCWMG is neither resourced nor empowered to take up landfill gas capture nor the introduction of food and green collection services from households. Those roles currently rest with Councils.

The Tasmanian legislative framework and particularly the introduction of a State Waste Levy necessitate examination of transparency and governance arrangements in the CCWMG. The current structure of governance is not adequate for the management of new greater levy funds and projects.

The development of policy and programs at a regional level offers better coordination, economies of scale and consistency. Major issues requiring coordination in policy could include:

- Landfill void space management;
- Regional pricing policies for landfill and transfer stations;
- Household bin systems and colouring;
- Household Hazardous Waste treatment and collection;
- Illegal dumping;
- Regional education priorities;
- Commercial waste recovery and diversion from landfill;
- Construction waste recovery; and
- Regional procurement.

Many of these issues have been and remain on the CCWMG works program over the last five years. The review in the following section demonstrates that such policy development has not been effective for a number of reasons including resourcing and accountability.

### 4.4 Administering the proposed State waste levy

The State of Tasmania is currently considering the introduction of a state-wide waste levy. In July 2012, the Local Government Association of Tasmania passed a motion endorsing a \$10 per tonne statutory waste levy to be imposed at public and private landfills. The motion supported distribution of the funds via 20% to regional waste bodies, 10% to the EPA and 70% to the Waste Resource Funding Pool (LGAT 2012).

The introduction of a levy has several purposes:

- To encourage greater resource efficiency;
- Divert materials from landfill; and
- Serve as a source of funding for waste programs and infrastructure and/or service upgrades.

At \$10/t the levy will raise approximately \$5 million per year. With 20% to be distributed via regional waste bodies, over \$1m will be managed by the regional groups. Representing a fifth of the Tasmanian population, the CCWMG will likely receive \$0.2 m/year in funding. Funding will probably also be drawn directly from councils via the Waste Resource Funding Pool which will hold over \$3 million per year.

Introduction of a levy will require that the CCWMG operate at a new level of management and accountability.

According to Victoria's Ministerial Advisory Commission Report into Waste Governance, sound institutional arrangements are essential for transparent management of waste levy funds (Wilson et al 2013). The report suggests:

- Clear lines of accountability across agencies that deal with landfill levy funds management should be adopted;
- Potential conflicts of interest issues should be minimised; and
- Transparency is required in reporting levy revenue receipts and distributions.

Overall, the introduction of a statutory waste levy is likely to heighten the importance of the CCWMG, therefore, an appropriate and effective governance structure is required to meet this new responsibility.

CCWMG annual budgets are currently \$440,000 per year funded through the voluntary \$5/t landfill levy. This is likely to grow to over \$1m under the State levy arrangements, depending upon the scale of hypothecation.

#### 4.4.1 Accountability for levy expenditure

Current accountability for expenditure of the CCWMG monies is ad-hoc. No single individual is responsible for expenditure and management of funds. No single person can be held accountable for project delivery, expenditure or management of conflicts of interest.

As stated previously, the CCWMG is a voluntary association of member councils, each council is represented on the CCWMG by an Executive Officer and these officers have day-to-day management responsibilities within their councils. Their key accountabilities are to their employer council. There is no current formal accountability to the CCWMG for delivery, funds management or transparency. [The presence of DWM (as a surrogate consultant and advisor) on the CCWMG in an advisory capacity, further complicates the accountability arrangements.]

Expansion of revenues and levy funding via the State Government will necessitate examination of accountability and management arrangements within the CCWMG.

## 4.5 Planning for Infrastructure and Services

#### 4.5.1 Lack of project completion

As a voluntary association of member councils, the CCWMG has no statutory basis for making decisions that impose obligations upon the member councils. All such decisions must be ratified by each member council. For any individual decision to have a unified regional footprint, it needs to be ratified by each of the nine member councils separately.

The process for approval of strategy actions within member councils has the potential to hinder the ability of CCWMG to plan and deliver outcomes for waste management. Individual strategy actions and decisions are discussed in detail by CCWMG during its annual plan endorsement process. Each member council is also required to approve waste strategy actions when they endorse their own annual plans. This is quite inefficient both in terms of time and resources.

Feedback from CCWMG members has indicated frustration with the inefficiency of decision-making and strategy implementation. Decisions from councils generally take up to six months to obtain and often involve repeated briefings.

Assessment of CCWMG's Annual Plans confirms this problem. Since 2010 the same actions are repeated indicating either the process is still in-train or the action has not commenced (colours in Table 9 track each issue over 4 years). This is not a criticism of the CCWMG members, but an indication of the difficulty in driving projects to completion under the current structures.

Table 9 Repetition of actions - CCWMG strategies (2010, 2011, 2012, 2013)

2010	2011	2012	2013
<i>Trial of a kerbside organics (garden and food waste) collection service</i>	<i>Trial organics collection service</i>	<i>Review 2011/12 household organics trial</i>	<i>Review organics collection trial and regional roll out</i>
		<i>Consult/communicate outcomes of household organics trial review</i>	
<i>Continuation of the household hazardous waste collection program</i>	<i>Support HHW services</i>	<i>Controlled waste analysis for region</i>	<i>HHW</i>
	<i>Business case level 3 controlled waste cell</i>	<i>Household hazardous waste program investigation</i>	<i>Regional illegal dumping reporting</i>
<i>Illegal Dumping Minimisation Strategy</i>	<i>Produce an illegal dumping strategy</i>	<i>Implement household hazardous waste collection</i>	<i>Illegal dumping systems</i>
<i>State-wide collaboration and education to improve recycling participation and reduce contamination</i>	<i>Regional education plan and actions</i>	<i>Develop regional waste communications/education plan</i>	<i>Regional Education</i>
<i>Development of educational fact sheets</i>	<i>Review options for regionalisation of fees and services</i>	<i>Develop regional Pricing Policy and Implementation Plan</i>	<i>Regional Pricing Policy</i>
		<i>Business adoption of regional Pricing Policy</i>	<i>Community consultation on pricing policy</i>
			<i>Work with local waste companies on pricing policy</i>
<i>Investigation of the benefits and barriers - regionalisation of waste transfer station</i>		<i>Investigate potential regional waste governance and management structures</i>	<i>Regional waste governance review</i>
Support the State's Litter Reduction Program	Audit CC recycling contractor	Employment opportunity through reuse and recycling	Procurement policy
Landfill audit to determine the characteristics and source of waste	Review landfill audit especially concrete crushing actions	Implement development application conditions to support waste minimisation	Regional strategies for tyres, gas bottles, cooking oil
Development of an educational website	Grants program implementation		Waste Transfer Station guidelines
	E waste collection weekend	Standardise data collection and reporting from landfills and transfer stations	Training of staff for resource recovery
	Investigate silage wrap		Kerbside audits
	Inventory C+I services		Waste data
	Produce a biomass inventory for investors		Awards
	Update Hyder Carbon tax report		Trials to assist compost marketing
			Recycling at TS
			Grants program
			Feasibility study on C+D recycling



Clearly the structures and decision making within the CCWMG and with councils is problematic and requires reform. It is neither efficient nor effective at present.

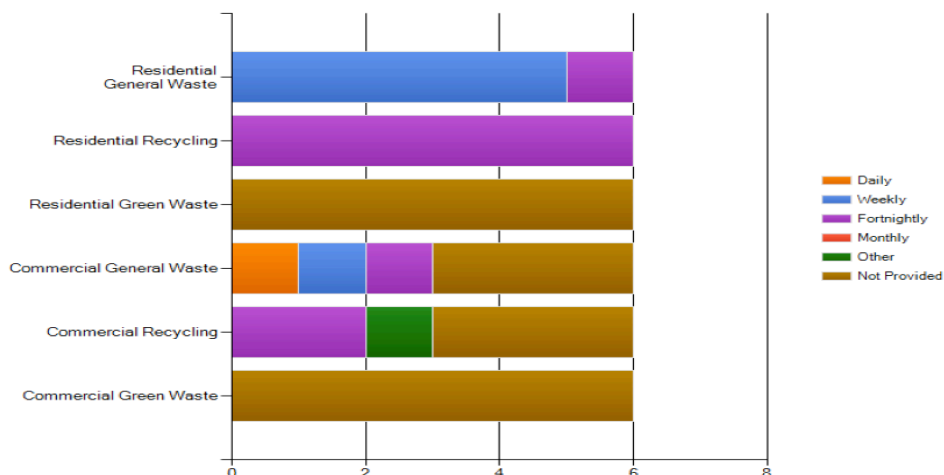
#### 4.5.2 Lack of service consistency

There is little consistency in the type and form of council waste services in the region. Inconsistencies between councils reduce the effectiveness of education and limit the ability to extract economies of scale in services procurement. The following sections outline some of the major inconsistencies.

##### 4.5.2.1 Household bin collection

Household kerbside residual waste collection services differ in frequency from weekly to fortnightly (Figure 7.)

**Figure 7 Council collection frequencies**



All councils provide a residential kerbside recycling service on a fortnightly basis as a result of the regional collection and MRF contract. This demonstrates the utility of cooperation and contract consolidation.

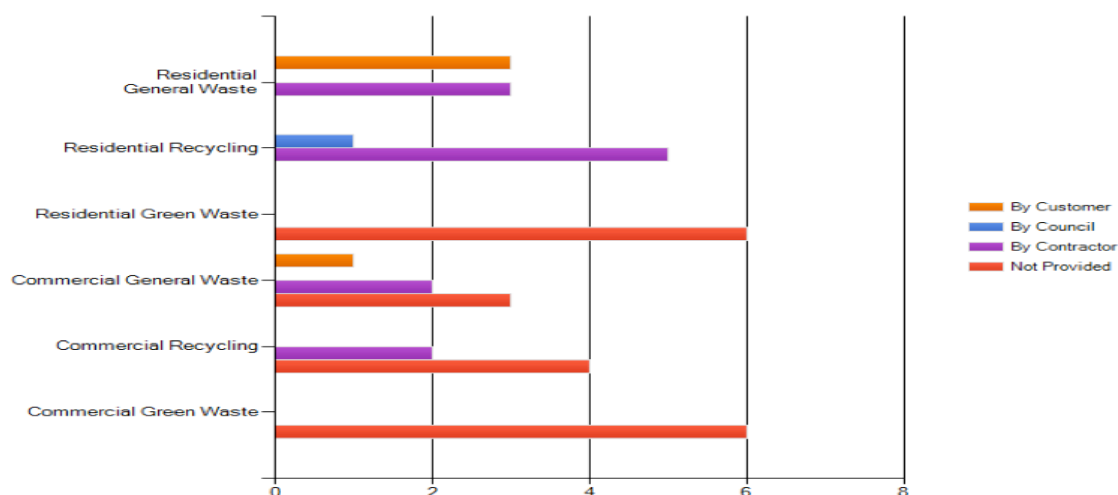
With regard to commercial waste services, there are four different service offerings by councils varying by frequency and type.

##### 4.5.2.2 Bin ownership

Figure 8 demonstrates that bins are mostly provided through contractors for the residential residual and recycling services. However, some councils either rely on the household to provide the bin, or provide the bin themselves. Bins are supplied by a contractor for commercial general waste in two LGAs and commercial recycling in two LGAs.

The economies of scale, realisable by regional purchasing of bins, are therefore not available.

**Figure 8 Bin provision**

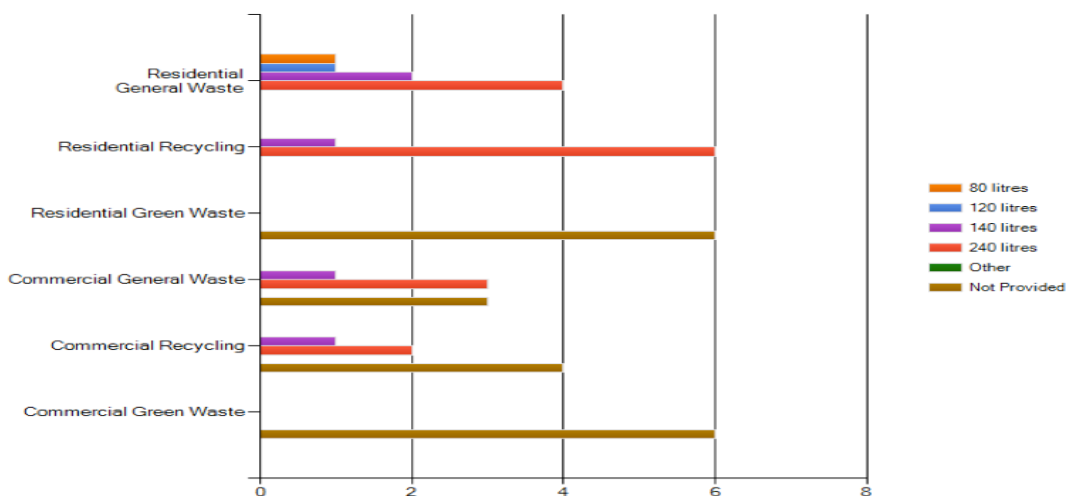


#### 4.5.2.3 Bin size and colour

There are considerable inconsistencies in terms of bin sizes and colours. Figure 9 demonstrates that bins offered for residential services range in size between 80L to 240L, with the majority of councils using 240L bins for both residual and recycling collection services.

The bins that are provided for the same commercial services are typically either 140L or 240L bins, with most councils using a 240L bin.

**Figure 9 Bin sizes**

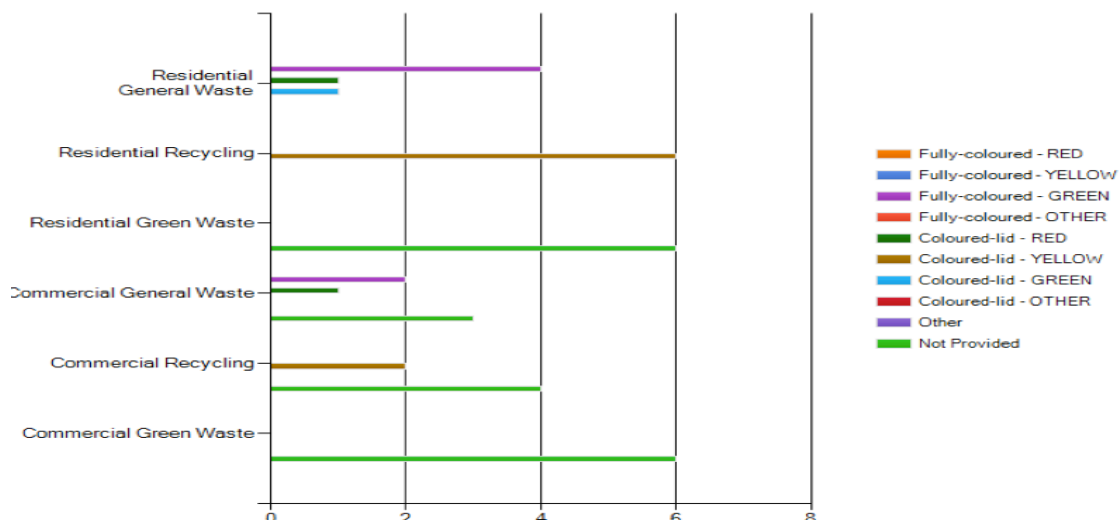


Bin lid colours are inconsistent across councils. This is problematic since bin colours should be universally representative of the same waste stream to facilitate education and reduction in contamination. Bin and lid colours have a material effect on costs with confusion driving up contamination and cross contamination between bins. Councils pay for such contamination in gate fees to MRF and organics processors. The MRF contamination rate for example in Northern Tasmania is estimated at 8-12% and is higher than the national average of 7%.

Bins should reflect the Australian Standards colours for bin lids. Currently, most councils use a bin that is entirely green in colour for the collection of residual waste, other councils use either a red or green-lidded bin (Figure 10).

All residential and commercial recycling bins have a yellow lid as per the relevant Australian Standard bin lid colour.

**Figure 10 Bin colours**



Waste services should be standardised between all councils. This will permit a consistent community education message and allow for the joint procurement of services and bins. It will reduce contamination processing costs and have a material benefit to ratepayers.

CCWVG is the obvious vehicle for regional coordination of tenders and procurement. The absence of consistency is testimony to the difficulties of obtaining council cooperation and “buy in”.

## 4.6 Procurement of infrastructure and services

Adopting a governance model that permits joint procurement would both reduce costs and assist in developing reuse and commodity markets. This is particularly important in securing a stable waste-processing climate throughout the CCR.

CCWVG has coordinated a limited number of regional contracts and in particular the kerbside recycling services contract. The tendering process took 18 months and each decision needed to be individually ratified by each council. The final contract is between the service provider and each council. Each council manages its contract and each has a contract supervisor.

There is little information available on the costs of services, by which to compare council versus regional contracts. However, assuming an average cost of waste management of \$100/t (+/- \$20/t) for collection and disposal, the estimated total waste management costs for the region amount of \$9.1m (+/-1.82m) per annum.

Table 10 below details the combined regional waste management budget (approximately \$9.4m per annum) using councils’ published cleansing rates.

**Table 10 Estimated waste management budget for the region**

Council	Number of households (Occupied private dwellings) 2012	Cleansing rate	Revenue
<b>Circular Head</b>	2,972	\$182	\$540,904
<b>Waratah-Wynyard</b>	5,375	\$215	\$1,155,625
<b>Burnie City Council</b>	8,700	\$312	\$2,376,504
<b>Central Coast Council</b>	8,286	\$176	\$1,458,336
<b>Devonport City Council</b>	10,083	\$217	\$2,188,011
<b>Latrobe Council</b>	4,581	\$161	\$733,751
<b>Kentish Council</b>	2,244	\$238	\$534,072
<b>West Coast Council</b>	1,931	\$207	\$399,476
<b>King Island Council</b>	676	\$154	\$104,104
<b>TOTAL</b>			<b>\$9,366,095</b>

A ten percent economy of scale through regional purchasing would result in a \$1 million saving to councils. Such a dividend from joint procurement is not uncommon in waste contracts across regional areas. A recent regional tender for MRF operations in Sydney delivered a 100% improvement in costs over the pre-existing local council contracts. Whilst partly due to changes in the market, the commercial gains also reflected the increased tonnages available in the regional contract.

Victoria's MAC report found that encouraging separate entities to use joint procurement processes is challenging, due to local councils' need to balance the requirements of local areas with collective objectives to reduce costs and improve environmental outcomes (Wilson et al 2013). The MAC recommended strengthened and resourced regional organisations of councils (in this case Statutory Authorities) to deliver waste programs.

Table 11 indicates that several Council contracts are entering renewal periods and that there are upcoming opportunities for joint or combined tendering. In particular this applies to household residual collections, household recycling and public place residual services, in the 2014-16 period.

**Table 11 Council contract renewal dates**

	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
Circular Head Council											
Waratah - Wynyard Council											
Burnie City Council											
Central Coast Council											
Devonport City Council											
Latrobe Council											
Kentish Council											
King Island											
West Coast Council											

<b>Legend</b>	
Household residual collection	
Household Recycling collection	
Household Recycling processing	
Household Green waste collection & processing	
Public area bin collection	
CBD street bin collection	
Buildings & facilities waste collection	
Waste transfer operation and disposal	
Minor collection contracts	
Cardboard Recycling	

It is important to note that the contract commencement dates do not need to align for such joint or combined contracts to work. Staggered starts are readily managed by waste services companies and often benefit both the Council and the service contractor. Staggered starts permit bulk purchasing of equipment (particularly trucks) but with staggered delivery and roll-out.

## 4.7 Market Development

Very little market development work has been completed by the CCWMG. Table 9 in the previous section lists a number of laudable attempts at achieving market development via joint programs including:

- Compost and organics market development; and
- Household Hazardous Waste coordination and market arrangements.

Priorities for market development as identified in the MAC report could include:

- Compost;
- Kerbside recyclables;
- Plastic;
- Tyres;
- Oil;
- Timber;
- Concrete and C&D streams; and
- Source segregated food waste.

## 4.8 Education

Table 9 indicates that education has been high on the CCWMG agenda for more than four years. However, there is not, nor has there been a regional approach to the delivery of education services. (The absence of a State or National approach does magnify the challenge). Areas where regional education could be beneficial include:

- Contamination of recycling;
- Loss or leakage of recyclables into the garbage bin;
- Introduction of food/green bins;
- Commercial recycling; and
- Separation and recovery of food waste.

Such coordinated education programming is a key benefit of regionalisation.

## 4.9 Reporting, data and accountability

Consistent procedures and requirements for reporting are essential for up-to-date and accurate data throughout the region. Currently, individual councils are primarily responsible for reporting and data management. There are significant inconsistencies in the data collected and reported by each council. These inconsistencies include the quantity and types of waste accepted at each facility, void space available at landfills and waste generation.

CCWMG can and should play a significant role in improving and standardising data and reporting requirements amongst member councils. The Victorian MAC regarded this as one of the key benefits of regional coordination (Wilson et al 2013).

The CCWMG should ensure that:

- Roles and responsibilities in data collection are clearly articulated, within and between member councils;
- A single agency is responsible for the development and implementation of a data management governance framework; and
- A central data repository is established to allow collation and easy dissemination of data (Wilson et al 2013).

More than eighteen council staff are currently employed in waste management policy and programs on mainly a part time basis across the CCR. This equates to approximately 8 full-time-equivalent positions. Few are dedicated solely to waste management. One common issue raised in the consultation workshops undertaken as part of this project (referred to later), was the absence of full time qualified staff able to work on regional projects and who remain accountable for their delivery.

In fact, there are no positions or staff dedicated to delivery of regional actions. No-one is personally nor solely, accountable for delivery of regional actions. This means that despite best intentions, there is no method by which people are held accountable for delivery or non-delivery, of outcomes.

Options for remedying this situation range from appointment of dedicated staff, consolidation of waste functions right through to the establishment of a new delivery body. This paper has not addressed these options.

## 4.10 Summary

The existing performance of the CCWMG falls somewhat short of the best practice framework established by the Victorian MAC into the operation and priorities of regional waste coordination bodies. This

conclusion is reinforced by the Stakeholder and CCWVG self-assessment review, which is summarised in the next section.

## 5 Stakeholder review

MRA undertook a survey of participant councils and held three stakeholder workshops as part of this governance project. Representatives were drawn from Councillors, representatives of the Cradle Coast Authority, officers of councils, waste managers, waste consultants and operators, as well as members of the CCWMG itself.

Attendees were asked to score their collective performance on the needs identified in the CCWM Strategy on a scale of 1 to 10 with a score of 10 signifying 'Excellent Performance'. Table 12 presents attendee perceptions of how effective the CCWMG model is at meeting the needs of the Strategy (average scores).

**Table 12 Stakeholder scores for the CCWMG model meeting the needs of the Strategy**

Needs	Score (out of 10)
Reduce greenhouse gas emissions	3
Reduce organics at waste facilities	5.5
Recover C&D waste materials	3.5
Implement a regional pricing policy	1
Increase waste facility resource recovery	5.5
Rationalise waste infrastructure and services	<5
Improve waste data capture and reporting	5
Improve partnerships, policies and planning	7 <sup>2</sup>
Support extended producer responsibility	6.5
Educate and engage the community	3.5
Improve household kerbside recycling	7.5
Increase local employment opportunities in the waste management sector	3
Improve value for money for customers/owners of the service	3.5
<b>Overall average</b>	<b>4.6</b>

In summary, the current self-assessment by stakeholders is slightly less than 5 out of 10 or average at best. Major areas of improvement include:

- Reducing greenhouse gas emissions;
- Recovering C&D waste materials;
- Developing regional pricing policies and principles;
- Education;
- Increasing local employment; and
- Improving value for money (e.g. through economies of scale).

The following points summarise additional feedback:

- Councils are performing reasonably well but need a coordinated approach to waste management and recycling education.
- CCA is collecting the voluntary levy amounts but needs direction on where these funds need to be spent, in order to provide high quality waste management services in the CCR.
- More proactive community engagement on behalf of CCWMG is required to get an understanding of waste management service expectations in the community. The following areas in particular, should be addressed:
  - Green waste collections;
  - Rural area collections;

<sup>2</sup> The feedback received by MRA is that this score does not apply to the implementation phase



- Fortnightly general waste collections to encourage recycling; and
- Special waste collections e.g. e-waste.
- There is no consistent approach to market development across the region including for recyclables, organics, compost and household materials.
- There is a small amount of cross-border movement of waste due to community members trying to take advantage of differences in gate fees.
- Monitoring of illegal dumping incidents needs to be centralised – a regional register should be developed and an organisation should be appointed to manage the register.

### 5.1.1 CCWVG Member Survey

MRA conducted an online service satisfaction survey with council staff from the CCWVG member councils.

Key findings of the CCWVG member councils relating directly to governance included:

- Councils would support different institutional/governance arrangements that can deliver more efficiently and effectively.
- Councils see the state-wide levy as a driver for reconsidering current CCWVG structure, as current structure and resources sometimes hinders achievement of objectives.
- More cost effective structures to deliver regional programs (e.g. diversion target) are required.
- DWM was praised for its skills based board and Councillor representation.
- CCWVG/regional waste direction is hampered by lack of state direction.
- Four out of the six responding member councils were unclear as to how regional strategies connected to the overall CCWM Strategy landfill diversion target for MSW of 50% by 2017.
- Understanding of how the Cradle Coast Region was responding to waste management issues is not uniform.
- Improving investment strategies was necessary
- Improving transparency regarding costs to the region was required
- Instigating a regular reporting process was necessary.
- Illegal dumping, education, data management and reporting should be regionally coordinated.

There was an overwhelming willingness to explore governance arrangements, especially in respect to barriers to strategy implementation. Comments provided by Council respondents are summarised in Table 13.

**Table 13 Summary of responses to Council survey**

Question	Summary of responses from councils
<b>Do current CCWVG strategies give you clarity about the target of MSW 50% by 2017?</b>	<ul style="list-style-type: none"> <li>• Four councils did not agree, due to lack of clarity re. implementation</li> <li>• Lack of individual councils being proactive</li> <li>• Member commitment was an issue</li> <li>• Only one council agreed</li> </ul>
<b>Is Council clear on the strategic direction of regional and local approaches?</b>	<ul style="list-style-type: none"> <li>• Some councils are not clear on the strategic direction.</li> <li>• Familiarity with strategic direction is closely linked to membership in DWM and CCWVG.</li> <li>• Councils generally endorse/support the strategic direction.</li> </ul>
<b>How satisfied is your Council with current institutional arrangements?</b>	<ul style="list-style-type: none"> <li>• Four councils are satisfied.</li> <li>• Two councils are vaguely satisfied.</li> </ul>
<b>How might institutional arrangements be improved?</b>	<ul style="list-style-type: none"> <li>• Develop CCWM Authority, which employs professional officers, admin support and reports to CCWM Board, which represents councils' interests and partners with state and private sector to deliver state wide programs.</li> <li>• Asset ownership could/initially should remain with councils, subject to agreement on pricing and revenue systems developed by CCWM Board to achieve regional unity and consistency.</li> </ul>

Question	Summary of responses from councils
	<ul style="list-style-type: none"> <li>• Skills based membership.</li> <li>• CCWM Authority should distribute levy revenue if state levy is introduced.</li> <li>• Tasmanian Waste Advisory Council gives councils opportunity to have input into state strategy.</li> <li>• Further investment required</li> <li>• True costs need to be regularly published</li> <li>• Programs such as Illegal Dumping should be run on regional or state-wide basis.</li> </ul>
<b>What jurisdictional barriers has your Council faced in terms of delivering waste management services and programs in your LGA?</b>	<ul style="list-style-type: none"> <li>• Looking at each council's facilities in isolation does not allow for economies of scale.</li> <li>• Geographical features such as rural versus urban areas make finding regional solutions more difficult.</li> <li>• Issues with available man-hours of council officers not dedicated to waste.</li> <li>• Variation in fee structures throughout the region.</li> </ul>
<b>What barriers, in terms of economies-of-scale, are faced by your Council?</b>	<ul style="list-style-type: none"> <li>• Collection and processing of recyclables is not cost effective</li> <li>• No 'appetite' for rural waste collection service.</li> <li>• Mix between urban and rural areas.</li> <li>• Issues with available man-hours of council officers not dedicated to waste.</li> <li>• Too many transfer stations run in close proximity to each other.</li> <li>• Disused landfill sites are a significant issue.</li> </ul>

## 6 Conclusions of Part 1 report

Using the MAC findings as a template, Table 14 summarises the key priorities for reform, necessitating a review of organisational arrangements in the Cradle Coast region.

**Table 14 The case for a review of governance arrangements**

Role and function	Observations on CCWMG	Priority for reform
<b>Policy</b>	There is a need to divert materials such as organics, to extend the life of the region's landfills and increase resource recovery rates.	✓
	There is a demonstrable lack of policy and project completion by the CCWMG due to slow or inadequate decision making and buy in by Councils	
<b>Levy</b>	Introduction of a state-wide waste management levy will increase CCWMG expenditure by over \$1m per year requiring improved oversight and accountability	✓
<b>Planning</b>	Waste generation will increase by at least an additional estimated 60% (58,000 t) over the next 20 years, based primarily on per capita consumption growth.	✓
	3 landfills and 7 Transfer Stations may not have capacity by 2030 based on current demand and future growth.	✓
	Infrastructure and service provision are not consistent across the region with key services, including drop off facilities, green waste shredding, composting, organics bins, C+I/C+D sorting not available	✓
	Regional landfill void space will likely be consumed by 2028-2041.	✓
	Service delivery is patchy and inconsistent across the region particularly in respect of bins and education	✓
<b>Procurement</b>	Significant economies of scale benefits are being missed. Only one contract (kerbside recycling) can be referenced as delivering economies of scale in purchasing.	✓
	Normal capital investment of \$15-20 million is expected in the next 16 years to meet growth requirements	✓
	To meet the 5 year CCWMG goals, approximately \$8.5 m is required in new capex over the next 5 years.	✓
	Operating expenditure is approximately \$10 million per year. A 10% saving through economies of scale equates to approximately \$1 m per year.	✓
<b>Market Development</b>	There is no consistent approach to market development across the region including for recyclables, organics, compost and household materials.	✓
<b>Education</b>	Education effort is sporadic and made overly complex by the variety of services and inconsistency of systems (such as bin and lid colours).	✓
<b>Reporting &amp; accountability</b>	There are no consistent rules of data capture or reporting	✓
	There are no formalised accountabilities for CCWMG members for the delivery of projects.	✓
	In early 2013, CCWMG members and stakeholders judged the current form of the CCWMG as delivering 50% of the needs identified in the regional Strategy, however it is noted that improvement has occurred since that time.	✓

For these reasons there is a strong, if not compelling, case to be made for examination of alternative governance arrangements.

# Coordinated Governance and Management of Waste Infrastructure and Services in the Cradle Coast Region

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## PART 2 & 3 REPORT – ALTERNATIVE MODELS & BUSINESS CASE ANALYSIS



### Document History:

Title	Date
Coordinated Governance and Management of Waste Infrastructure and Services in the Cradle Coast Region - Part 2 & 3 Report – Alternative Models & Detailed Business Case Analysis	28.05.2014
Updated with clients comments	24.10.2014

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# Executive Summary

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MRA Consulting Group Pty Ltd (MRA) was engaged by the Cradle Coast Authority (CCA) to provide consultancy services for the coordinated governance and management of waste infrastructure and services in the Cradle Coast Region in Tasmania.

The Cradle Coast Waste Management Group (CCWMG) was established by participating councils in 2004 to assist and coordinate waste and resource recovery activities across the region, arising from the Cradle Coast Waste Management (CCWM) Strategy. Currently, the CCWMG consists of Burnie City, Central Coast, Circular Head, Devonport City, Kentish, Latrobe and Waratah Wynyard Councils.

CCA requested that MRA undertake an analysis of alternative models and associated business cases for Part 2 and 3 of the project. The review of alternative models addresses governance and management issues, financial and workforce implications, a preliminary cost/benefit and risk management analysis and recommendations for further detailed analysis of the selected options, including recommendations for transition towards the proposed model.

The following seven models were identified, but the only the first four were 'pre-selected' by the councils (during a workshop held by MRA) for further assessment:

1. Voluntary Association of 7 member councils (Status Quo);
2. Voluntary Association of 9 member councils;
3. Joint Authority of 9 member councils; and
4. As a Committee of the existing CCA.
5. Proprietary Limited company representing 9 member councils
6. Voluntary Association of 6 member councils with Dulverton Waste Management as another member
7. Two joint authorities – Dulverton Waste Management and a joint authority of the 5 member councils that are not members of Dulverton Waste Management.

This report summarises the results of a matrix assessment of alternative models against governance, planning, legal, financial, environmental, social and political criteria.

The report's findings are:

- Joint Authority governance model options in general are best suited to the objectives of the CCWMG and the Regional Waste Management Strategy
- A Self-Standing Joint Authority appears to be the (marginally) preferred governance model for the region
- A thorough Assets Valuation study needs to be undertaken prior to any change in governance, to deal with commercial value and relative contributions.
- Assuming the parties agree to new governance arrangements, the report finds that a staged approach to implementation will reduce risk and assist transition. First, primary programs (policy development, procurement, planning, market development and education) would be transferred to the newly created Joint Authority. Assets would be transferred at a later date, once the Joint Authority is fully operational and has demonstrated successes and delivery of the goals of the Regional Waste Management Strategy.

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# Glossary

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Abbreviation	Definition
<b>BAU</b>	Business as Usual
<b>BWMC</b>	Burnie Waste Management Centre
<b>CCA</b>	Cradle Coast Authority
<b>CCWMC</b>	Cradle Coast Waste Management Group
<b>C&amp;D</b>	Construction and Demolition (waste)
<b>C&amp;I</b>	Commercial and Industrial (waste)
<b>DORF</b>	Dulverton Organics Recycling Facility
<b>DWM</b>	Dulverton Waste Management
<b>GHG</b>	Greenhouse gas
<b>LGA</b>	Local Government Area
<b>LF</b>	Landfill
<b>MGB</b>	Mobile Garbage Bin
<b>MRF</b>	Materials Recovery Facility
<b>MSW</b>	Municipal Solid Waste
<b>pa</b>	per annum
<b>Residuals/residual waste</b>	Garbage/residuals subsequent to recycling, i.e. waste disposed of in the red-lidded bin
<b>tpa</b>	Tonnes per annum
<b>TS</b>	Transfer Station



# 1 Introduction

---

Mike Ritchie and Associates Pty Ltd (MRA) was engaged by the Cradle Coast Authority (CCA) to provide consultancy services for the coordinated governance and management of waste infrastructure and services in the Cradle Coast Region in Tasmania.

The Cradle Coast Waste Management Group (CCWMG) was established by participating councils in 2004 to assist and coordinate waste and resource recovery activities across the region, arising from the Cradle Coast Waste Management (CCWM) Strategy.

Currently, the CCWMG consists of the following seven member councils:

- Burnie City Council;
- Central Coast Council;
- Circular Head Council;
- Devonport City Council;
- Kentish Council;
- Latrobe Council; and
- Waratah Wynyard Council.

West Coast and King Island Councils, though part of the Cradle Coast Region, do not participate in the CCWMG but are invited to attend the CCWMG's meetings.

Dulverton Waste Management (DWM) is a joint authority that manages the Dulverton landfill and has four equity shareholder member councils that are also voting members of the CCWMG:

- Central Coast Council;
- Devonport City Council;
- Kentish Council; and
- Latrobe Council.

The DWM CEO is an invited participant in the CCWMG, while DWM also act as a de-facto consultant to the group due to their experiences skills and resources.

## 1.1 Project Scope

Following research and stakeholder consultation (Part 1), CCA requested MRA undertake an analysis of alternative governance models and associated business cases (Parts 2 and 3) to assist in creating a regional, coordinated approach to the management of waste infrastructure and services in the Cradle Coast Region.

This review of alternative models addresses governance and management issues, financial and workforce implications, preliminary cost/benefit and risk management analysis, and makes recommendations for further detailed analysis of the selected options, including recommendations for transition towards the proposed (recommended) model.

## 1.2 Alternative Models of Governance

MRA has held stakeholders briefing workshops with representatives from the seven member Councils to discuss the research cases listed in Table 1 below

**Table 1 Research Cases**

Type of Governance Model	Voluntary Association	Proprietary Limited	Joint Authority (Tas)/Body Corporate under the Act (Vic)	Statutory Authority
<b>Definition &amp; attributes</b>	No legal obligations between parties unless incorporated	<ul style="list-style-type: none"> <li>- Can enter into contracts</li> <li>- Run as a business</li> <li>- Limited to 50 shareholders</li> <li>- Cannot fundraise where documentation is to be issued</li> <li>- Can own, sell, dispose of property</li> <li>- Can sue and be sued in its corporate name</li> </ul>	<ul style="list-style-type: none"> <li>- Can enter into contracts</li> <li>- Has perpetual succession and a common seal</li> <li>- Can acquire, hold, dispose of property</li> <li>- Can sue and be sued in its corporate name</li> <li>- Members have to be councils</li> </ul>	<ul style="list-style-type: none"> <li>- Provides strategic advice to the Minister on policy development</li> <li>- Tied to an enabling Act of law</li> <li>- Has the power to make law – Regulations</li> </ul>
<b>Organisations researched</b>	<ul style="list-style-type: none"> <li>- Northern Tasmanian Waste Management Group</li> <li>- Cradle Coast Waste Management Group</li> </ul>	<ul style="list-style-type: none"> <li>- Kimbriki Environmental Enterprises Pty Ltd</li> </ul>	<ul style="list-style-type: none"> <li>- Cradle Coast Authority</li> <li>- DWM Group</li> <li>- Southern Waste Solutions</li> <li>- Southern Waste Strategy Authority</li> <li>- Metropolitan Waste Management Group</li> <li>- Barwon Regional Waste Management Group</li> </ul>	<ul style="list-style-type: none"> <li>- Waste Authority WA</li> </ul>

Attendees agreed that a number of these models of governance should not be pursued as they did not appropriately serve the needs of the CCWMG 5 Year Strategy 2012-2017 'Needs for the Future'. These included: Proprietary Limited Company representing the 9 member councils; Voluntary Association of 6 member councils with Dulverton Waste Management as another member; and two joint authorities – Dulverton Waste Management and a Joint Authority of the 5 member councils that are not members of Dulverton Waste Management.

The governance structure of Tasmania's other two waste management groups were discussed. The Northern Tasmanian Waste Management Group (NTWMG) is a Voluntary Association like CCWMG while the Southern Waste Strategy Authority (SWSA) is a Joint Authority. The latter encompasses membership of the 4 individual Councils that are members of the Southern Waste Solutions Joint Authority, which owns the Copping Refuse Disposal Site.

Attendees agreed that the following proposed alternative models of governance should be examined in further detail during Stages 2 and 3 of the project:

1. Voluntary Association of 7 member councils (Status Quo);
2. Voluntary Association of 9 member councils;
3. Joint Authority of 9 member councils; and
4. As a Committee of the existing CCA which is itself a Joint Authority.

Details on the structures of these alternative models of governance are provided in section 2 below.

## Stage 2 – Alternative Models

---

## 2 Alternative Governance Models Assessment

The following provides details of the proposed alternative models of governance, agreed upon during the CCWMG Stakeholder Briefing Meeting held on 21<sup>st</sup> June 2013 in Burnie, Tasmania.

### 2.1 Voluntary Association of 7 member councils (BAU)

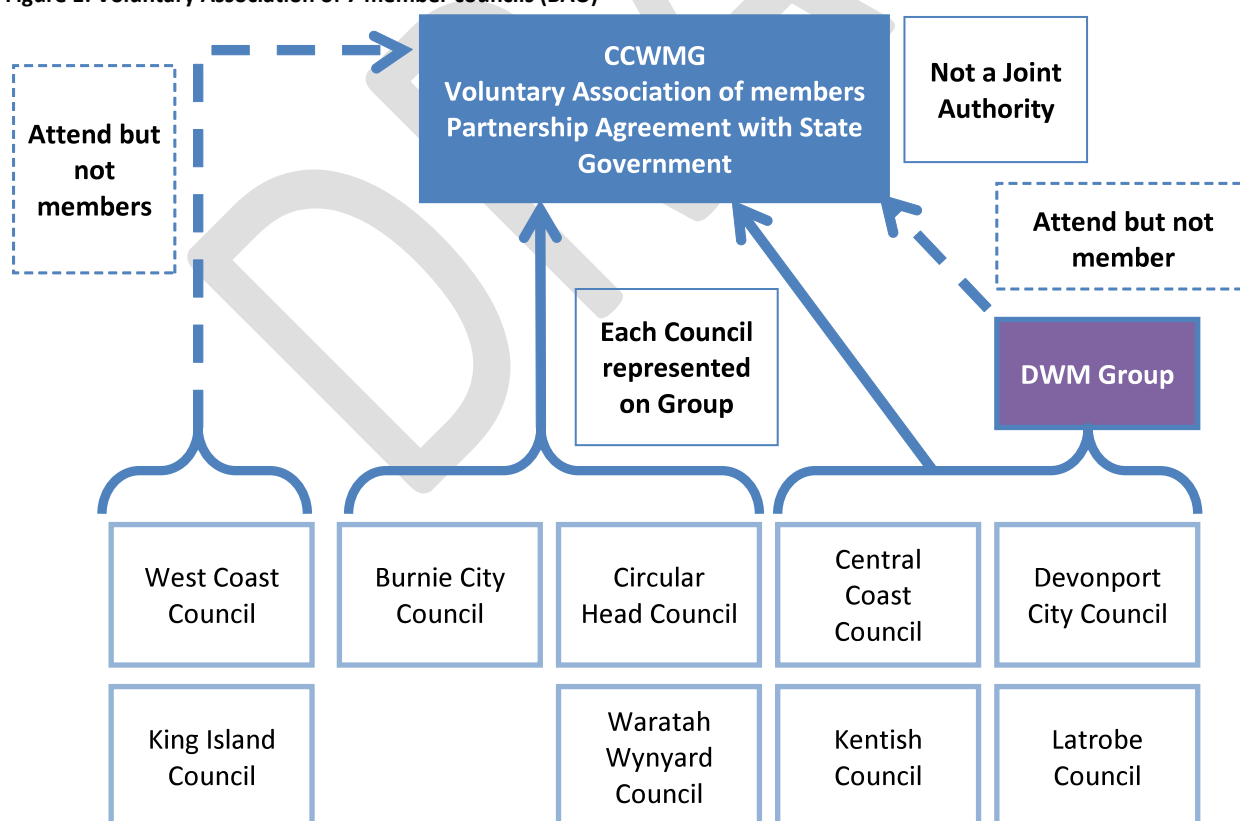
A voluntary association of seven member councils represents the current status quo with the CCWMG. There are no legal binding obligations between the members as the CCWMG is unincorporated.

West Coast and King Island Councils are invited to attend meetings but do not have voting rights as these Councils do not take part in the region's voluntary levy scheme.

Dulverton Waste Management also is represented at CCWMG meetings but does not have a vote, though the four member Councils of Central Coast Council, Devonport City Council, Kentish Council and Latrobe Council each have a vote.

Figure 1 presents the structure and interrelations of this governance option.

Figure 1: Voluntary Association of 7 member councils (BAU)



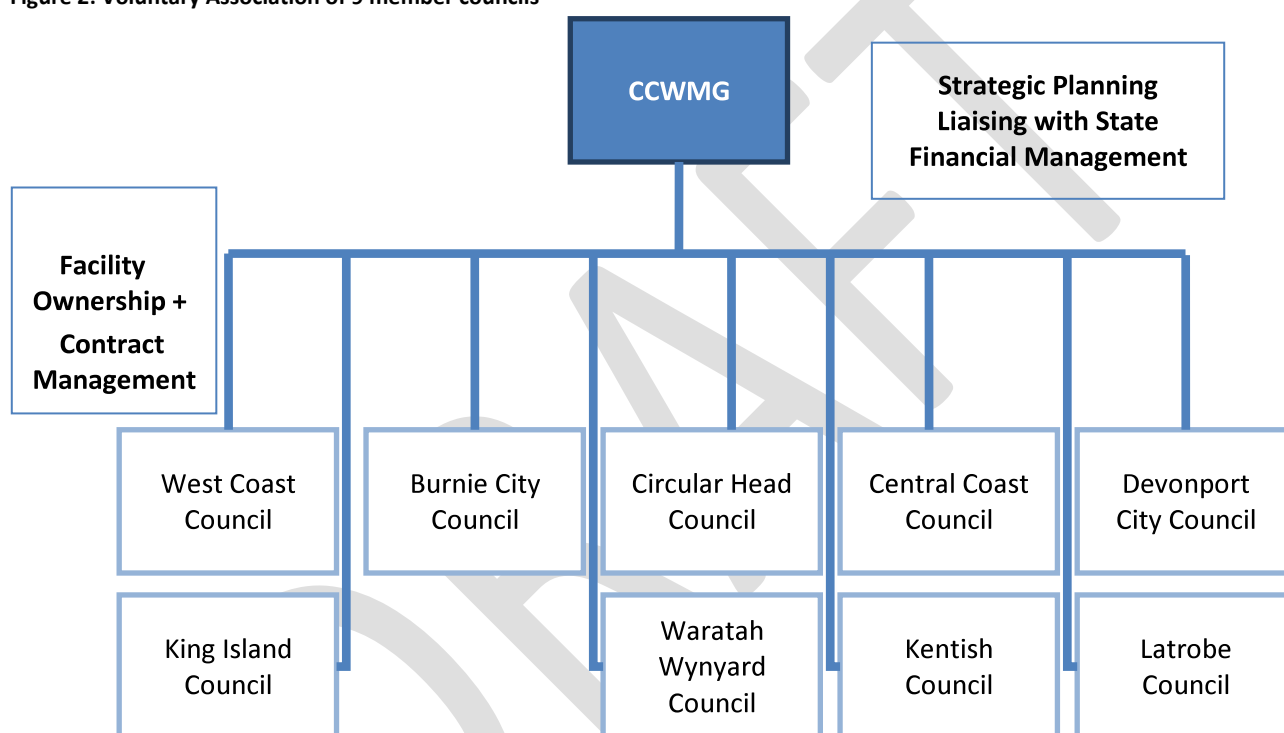
## 2.2 Voluntary Association of 9 member councils

This governance option would be very similar to the status quo of CCWMG, except for the provision of voting rights for West Coast Council and King Island Council.

In the interests of ensuring equity in CCWMG administration and operation, it is assumed Dulverton Waste Management would not be invited to future CCWMG meetings except in a technical advisory capacity.

Figure 2 presents the structure and interrelations of this governance option.

Figure 2: Voluntary Association of 9 member councils



## 2.3 Joint Authority of 9 member councils

CCWMG – with nine member councils - could also be set up as a Joint Authority under s30-39 of the Tasmanian *Local Government Act 1993*.

As a Joint Authority, CCWMG would be recognised as a legal entity, enabling it to undertake the following:

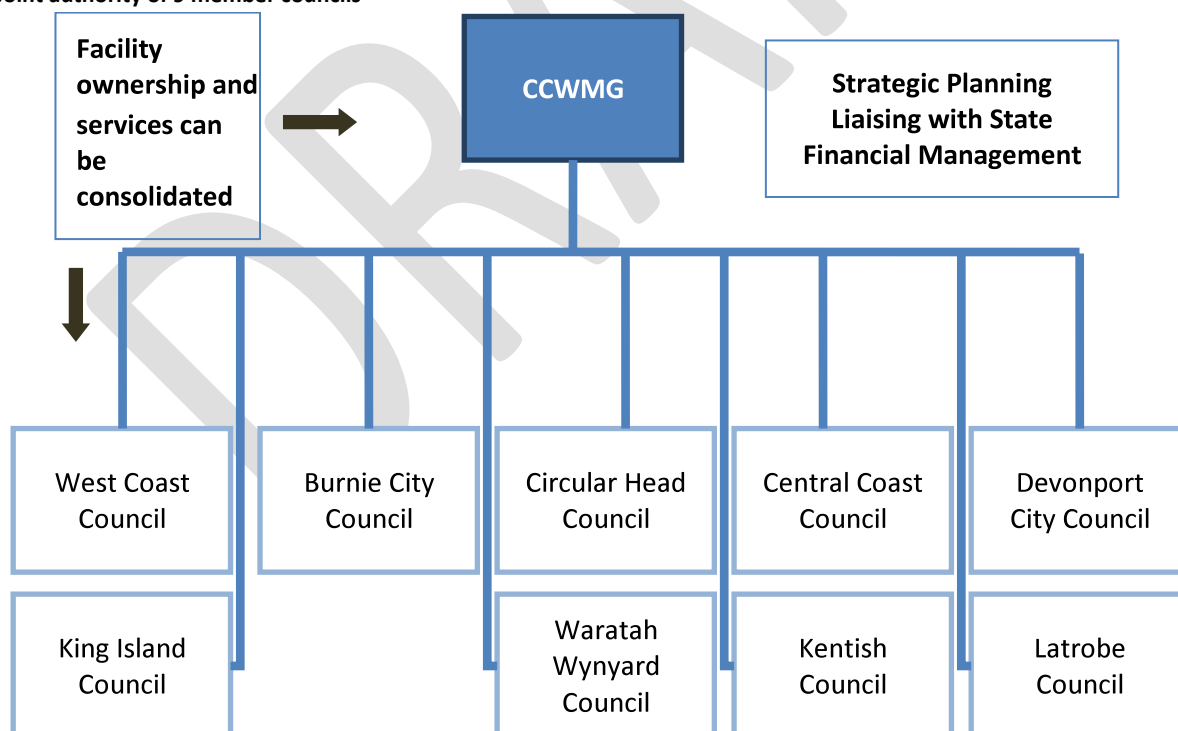
- Enter into contracts;
- Acquire, hold, and dispose of property;
- Sue and be sued in its corporate name; and
- Have perpetual succession and a common seal.

A differentiating factor between CCWMG as a Joint Authority and CCWMG as a proprietary limited company is that in the case of a Joint Authority, current and future members can only be local councils in Tasmania.

In the case of a proprietary limited, members can be councils, companies, individuals, other Joint Authorities and/or other proprietary limited organisations.

Figure 3 presents the structure and interrelations of this governance option.

Figure 3: Joint authority of 9 member councils



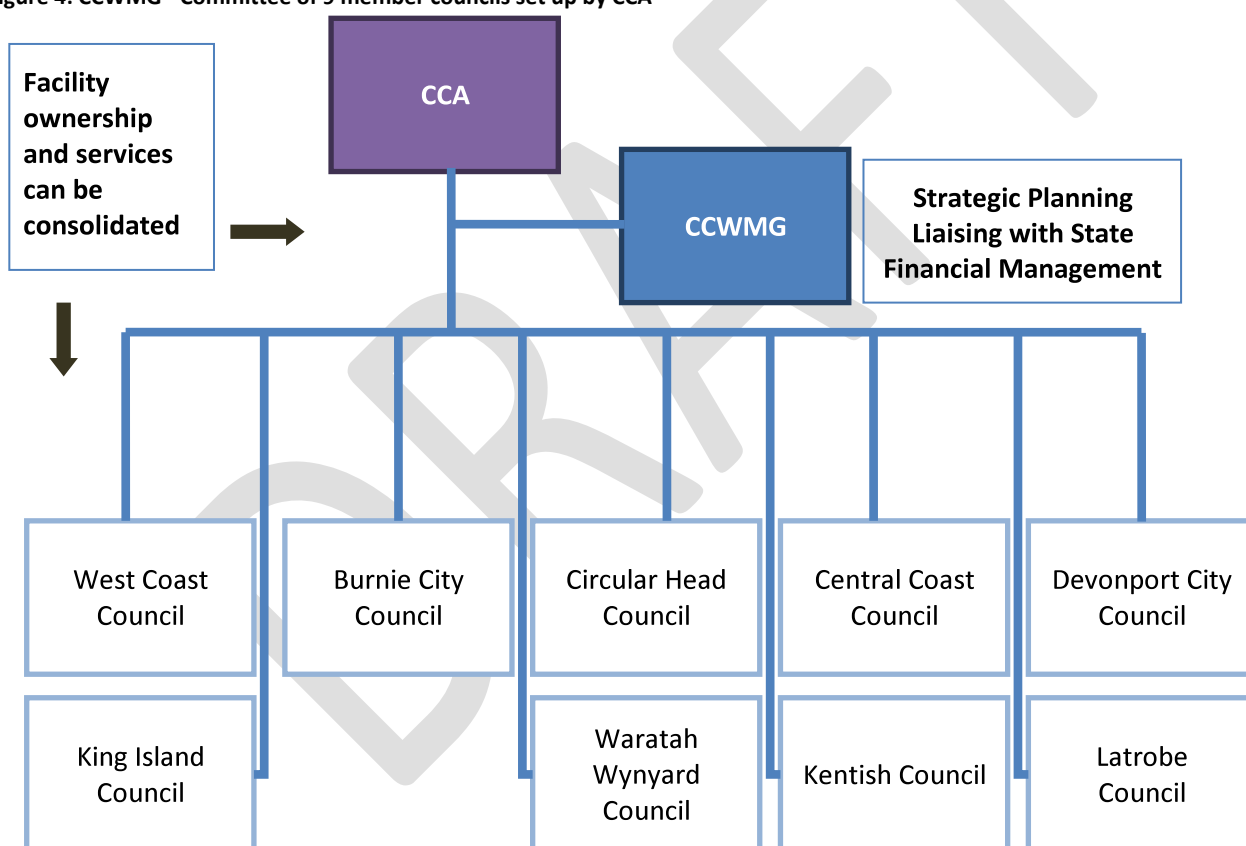
## 2.4 Committee of the Cradle Coast Authority

This governance option involves establishing the CCWMG as a committee of the existing Cradle Coast Authority, similar to the committees set up for the purposes of administering Natural Resource Management and Tourism functions across the Cradle Coast Region.

These committees were established as a result of the revised November 2003 Partnership Agreement between the Government of Tasmania and the Cradle Coast Authority which identifies Natural Resource Management and Waste Management as priorities for Environmental Planning and Land Management in the region (Schedule 5).

Figure 4 presents the structure and interrelations of this governance option.

Figure 4: CCWMG - Committee of 9 member councils set up by CCA



### 3 Structure & Function of Governance Models

This section provides details on the expected structure and function of the proposed alternative models of governance.

In providing these details, MRA has assessed each of the models on:

- Representation – the entities that are responsible for the governance and operation of the Group;
- Risk – whether risk lies with the legal entity created or the members;
- Required resources – the required number of staff and/or facilities for the operation of the Group under a particular governance model; and
- Scalability – whether the Group, once formed, will be able to take on new members.

Table 2 below summarises the Structure and Function of Voluntary Associations Governance Models.

**Table 2 Structure and Function of Voluntary Associations Governance Models**

Governance Structures	Voluntary Associations	
	Models	Voluntary association of 9
<b>Entities</b>	<b>7 entities:</b> Latrobe , Burnie City, Devonport City , Dulverton Waste Management Group, Cradle Coast Authority, Waratah Wynyard, Circular Head <b>2 visiting entities:</b> King Island, West Coast	<b>9 entities:</b> Burnie City , Central Coast, Circular Head, Devonport City , Kentish, King Island , Latrobe, Waratah Wynyard, West Coast
<b>Board Structure</b>	Skills-based	Skills-based
<b>Statutory Basis</b>	Developed through a Partnership Agreement with the State Government	Partnership Agreement with the State Government extended to include West Coast and King Island Councils
<b>Planning</b>	A conduit for planning discussions and decisions	A conduit for planning discussions and decisions
<b>Financial Management &amp; Implications</b>	CCA manages regional voluntary waste levy revenues on behalf of CCWMG	CCA manages regional voluntary waste levy revenues on behalf of CCWMG
	No change in efficiency of decision making, particularly relevant to prospective \$8.35M capex required to meet CCWMG Strategy goals (below).	No change in efficiency of decision making, particularly relevant to prospective \$8.35M capex required to meet CCWMG Strategy goals.
<b>Workforce Implications</b>	Minimal change in workforce as this is the status quo	Minimal change in workforce aside from additional Council representatives from King Island and West Coast Councils
<b>Procurement</b>	Delegated to Dulverton Waste Management	Delegated to Dulverton Waste Management
<b>Education</b>	Delegated to Dulverton Waste Management and individual Council members	Delegated to Dulverton Waste Management and individual Council members
<b>Special Projects</b>	Delegated to Dulverton Waste Management	Delegated to Dulverton Waste Management



Governance Structures		Voluntary Associations	
Models	Status Quo - Voluntary association of 7	Voluntary association of 9	
Market Development	Market development research to be undertaken. Sustainable procurement policies to be implemented by each Council to support market development.	Market development research to be undertaken. Sustainable procurement policies to be implemented by each Council to support market development.	

Table 3 summarises the Structure and Function of Joint Authority Governance Models.

**Table 3 Structure and Function of Joint Authorities Governance Models**

Governance Structures		Joint Authorities	
Models	Self-standing Joint Authority of 9 member councils	Committee of the Cradle Coast (Joint) Authority 9 Councils	
Entities	9 entities: Burnie City, Central Coast , Circular Head, Devonport City, Kentish, King Island, Latrobe, Waratah Wynyard, West Coast	9 entities: Burnie City , Central Coast , Circular Head, Devonport City, Kentish, King Island, Latrobe, Waratah Wynyard, West Coast	
Board Structure	Representative	Skills-based	
Statutory Basis	Joint Authority established under s30-39 of the Tasmanian Local Government Act 1993	Committee of Cradle Coast Authority (Joint Authority) established in accordance with CCA's Partnership Agreement with the Government of Tasmania	
Planning	<ul style="list-style-type: none"><li>- Responsible for strategic waste management and resource recovery infrastructure planning, and</li><li>- Ensuring that statutory and regional planning processes support the sector.</li></ul>	Provides advice to CCA on strategic waste management and resource recovery infrastructure planning, and ensuring that statutory and regional planning processes support the sector.	
Financial Management & Implications	<ul style="list-style-type: none"><li>- CCWMG manages and distributes revenue from regional voluntary waste levy as well as revenue from prospective state-wide levy.</li><li>- Greater efficiency in decision making regarding the \$8.35M capex expenditure.</li><li>- Greater efficiency in borrowing to cover costs of prospective capex, due to lower risk when Councils form one entity for a single loan.</li><li>- Dividends may be distributed to member Councils.</li><li>- In the case of insolvency, the Board may levy member Councils for contributions to meet obligations.</li></ul>	<ul style="list-style-type: none"><li>- CCA collects and distributes regional voluntary waste levy revenues on behalf of CCWMG.</li><li>- CCWMG is responsible for providing advice on how this revenue should be distributed.</li><li>- Greater efficiency in decision making regarding the \$8.35M capex expenditure.</li><li>- Greater efficiency in borrowing to cover costs of prospective capex, due to lower risk when Councils form one entity for a single loan.</li><li>- Dividends may be distributed to member Councils.</li><li>- In the case of insolvency, the Board may levy member Councils for contributions to meet obligations.</li></ul>	

Governance Structures		Joint Authorities	
Models	Self-standing Joint Authority of 9 member councils	Committee of the Cradle Coast (Joint) Authority 9 Councils	
Workforce Implications	<ul style="list-style-type: none"><li>- Requires appointment of a Board and CEO, as well as Council representatives</li><li>- Likely that roles of waste officers in Local Councils will be replaced to some extent by staff within Joint Authority</li></ul>	<ul style="list-style-type: none"><li>- Requires appointment of a Board and CEO, as well as Council representatives</li><li>- The roles of waste officers in Local Councils would be replaced to some extent by staff within Joint Authority</li><li>- JA as a committee of CCA may require less additional (admin) personnel to be hired.</li></ul>	
Procurement	Responsible for joint procurement of infrastructure and services for the Cradle Coast region.	Responsible for joint procurement of infrastructure and services for the Cradle Coast region under delegation from the CCA.	
Education	Responsible for development of regional educational materials and programs.	Responsible for development of regional educational materials and programs under delegation from the CCA.	
Special Projects	Support, direct and coordinate strategic regional projects and plans. A Special Projects staff person employed by CCWMG will carry out these functions.	Provides advice to CCA and CCA's Special Projects staff person on the direction and coordination of special regional projects and plans.	
Market Development	Market development research to be directed and supported by CCWMG. A regional sustainable procurement policy will be developed.	Provides advice to CCA on research that needs to be undertaken for market development. Sustainable procurement policies to be implemented by each council to support market development.	

### 3.1 Qualitative assessment of the alternative governance models

In order to assess the merits of each governance model, MRA conducted a strengths, weaknesses, opportunities and threats analysis (SWOT) of each of the four governance models.

Each model's attributes were identified and informed by a literature review of the major practice functions (and defined roles of regional waste management bodies) as developed by the Victorian Ministerial Advisory Committee analysis of Victorian Governance Arrangements, and discussed within the Stage 1 Report. The detailed results of the SWOT analysis for each model are set out in the sections below.

#### 3.1.1 Voluntary Association of member councils (BAU)

The primary strength of the Voluntary Association models is that they are currently established and further coordination functions can be developed and implemented.

However, their main weakness - when compared to a Joint Authority - is that they cannot undertake any infrastructure or ownership functions such as raising debt, transferring assets or purchasing equipment. As such this model is unable to meet some of the expectations of the Councils including:

- Common pricing
- Common operations and synergies between facilities

- Common purchasing of operating of infrastructure
- Speed of decision-making
- Single points of accountability
- Addressing the other limitations discussed in the Stage 1 report.

There is also a risk that implementing one of the Voluntary Association models would lead to minimal (or even no) changes in performance and function when compared to the current arrangement.

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**Table 4 SWOT Analysis of a Voluntary Association of 7 or 9 member councils**

Strengths	Weaknesses
<p>Ability to undertake the following program functions:</p> <ul style="list-style-type: none"> <li>• Policy development and oversight;</li> <li>• Planning for infrastructure and services;</li> <li>• Procurement;</li> <li>• Market development;</li> <li>• Education;</li> <li>• Comprehensive reporting;</li> <li>• Data management; and</li> <li>• Instil accountability.</li> </ul>	<p>Unable to undertake the following infrastructure and ownership functions:</p> <ul style="list-style-type: none"> <li>• Raise debt;</li> <li>• Transfer assets;</li> <li>• Transfer liabilities;</li> <li>• Employ staff;</li> <li>• Purchase Equipment;</li> <li>• Enter into contracts;</li> <li>• Acquire and dispose of property;</li> <li>• Sue and be sued; and</li> <li>• Become a recognised legal entity.</li> </ul>
Opportunities	Threats
<p>Formally include King Island and West Coast Councils in the CCWMG</p> <p>Ability to improve the performance of existing teams through management changes and a focus on joint operations and procurement</p>	<p>Continuation of (or minimal change from) BAU scenario, therefore, unlikely to improve on the shortfalls highlighted within Stage 1 report.</p>

### 3.1.2 Self-Standing Joint Authority

The Self-Standing Joint Authority model (7 or 9 councils) is the strongest governance model amongst those pre-selected by CCWMG. It allows for program, infrastructure and ownership functions to be carried out.

The main weakness and threat associated with the Joint Authority model are that councils could be expected to undertake an extensive asset valuation, before having to go through a rigorous merging process when joining the Joint Authority to ensure that risk and value is fairly distributed amongst Councils.

This could be mitigated however, by adopting a two-stage approach:

1. Phase 1 - Councils would only merge programs and activities (procurement, planning, education, market development, policy development); then
2. Phase 2 - Assets would be transferred once the Joint Authority is fully operational and recognised as an appropriate vehicle to achieve the goals of the CCWMG Regional Waste Management Strategy.

**Table 5 SWOT Analysis of a Self-Standing Joint Authority**

Strengths	Weaknesses
<p>Ability to undertake program functions including:</p> <ul style="list-style-type: none"> <li>• Policy development and oversight;</li> <li>• Planning for infrastructure and services;</li> <li>• Procurement;</li> <li>• Market development;</li> <li>• Education;</li> <li>• Comprehensive reporting;</li> <li>• Data management; and</li> <li>• Instil accountability.</li> </ul> <p>Ability to undertake the following infrastructure/ownership functions:</p> <ul style="list-style-type: none"> <li>• Raise debt;</li> <li>• Transfer assets;</li> <li>• Transfer liabilities;</li> <li>• Employ staff;</li> <li>• Purchase Equipment;</li> <li>• Enter into contracts;</li> <li>• Acquire and dispose of property;</li> <li>• Sue and be sued; and</li> <li>• Become a recognised legal entity.</li> </ul>	<p>Establishment of this governance model is likely to be a long-term process involving extensive consultation with CCWMG Councils.</p> <p>Extensive process required in valuing assets and infrastructure prior to merging ownership.</p> <p>Risks associated with existing infrastructure need to be accurately valued including:</p> <ul style="list-style-type: none"> <li>• Landfill void valuation</li> <li>• Engineering valuation</li> <li>• Pollution risk valuation</li> <li>• Landfill gas value and liability</li> <li>• Long term remediation and monitoring</li> </ul>
Opportunities	Threats
<p>Formally include King Island and West Coast Councils in the CCWMG.</p> <p>Establishes a proactive group to drive CCWMG policy objectives.</p> <p>Provides for two Phase implementation if selected by the Councils:</p> <p>Phase 1 – programs transfer</p> <p>Phase 2 – infrastructure and asset transfer</p>	<p>Limitations to valuation techniques for landfills.</p> <p>Uncertainty around pricing landfill gas with respect to Federal Government policies</p> <p>Requires significant valuation costs</p> <p>Possibility of unequal distribution of risk and value with regard to existing infrastructure and assets.</p>

### 3.1.3 Committee of the existing Cradle Coast (Joint) Authority

To set up the CCMWG as a committee of the existing CCA Joint Authority is attractive because it would overcome some of the limitations of a Voluntary Association, and can be established in a shorter timeframe than a self-standing Joint Authority.

However, this structure may lead to a lack of autonomy from the CCA, and could reduce the group's flexibility when implementing the CCWMG Waste Strategy.

There are two levels of intervention available to a JA model. Firstly changes to management systems such as policy development, procurement, education, marketing and purchasing. Secondly, intervention could include the transfer of assets and infrastructure to the JA. This would involve Councils ceding control, ownership and management of its waste management assets including landfills and transfer stations.

It would require an extensive assets and infrastructure valuation to ensure that Councils understand the relevant commercial puts and takes of transfer of ownership of their assets.

**Table 6 SWOT Analysis of a Committee of the existing Joint Authority (CCA)**

Strengths	Weaknesses
<p>Ability to undertake program functions including:</p> <ul style="list-style-type: none"> <li>• Ownership and management of landfills and transfer stations</li> <li>• Policy development and oversight;</li> <li>• Planning for infrastructure and services;</li> <li>• Common Procurement;</li> <li>• Market development;</li> <li>• Education;</li> <li>• Comprehensive reporting;</li> <li>• Data management; and</li> <li>• Instil accountability.</li> </ul>	<p>Potential lack of autonomy from the CCA in terms of both decision making and governance functions.</p> <p>Extensive process required in valuing assets and infrastructure prior to merging ownership.</p>
Strengths (cont.)	Weaknesses (cont.)
<p>Ability to undertake infrastructure and ownership functions including:</p> <ul style="list-style-type: none"> <li>• Raise debt;</li> <li>• Transfer assets;</li> <li>• Transfer liabilities;</li> <li>• Employ staff;</li> <li>• Purchase Equipment;</li> <li>• Enter into contracts;</li> <li>• Acquire and dispose of property;</li> <li>• Sue and be sued; and</li> <li>• Become a recognised legal entity.</li> </ul> <p>This governance model can be established over a short to medium term time horizon.</p>	<p>Requires an extensive process of negotiation with Councils to introduce either Phase 1 reform (programs and policy) or Phase 2 (transfer of assets and infrastructure).</p>
Opportunities	Threats

Formally include King Island and West Coast Councils in the CCWMG.	<p>Possibility of unequal distribution of risk with regard to existing infrastructure and assets.</p> <p>Establishment of rules for valuation of assets and ensuring that transfer of assets to a JA is managed.</p>
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### 3.1.4 Sustainability Index Modelling

In order to further analyse the efficacy of each governance model, a sustainability index modelling exercise was also undertaken. This process involves developing a set of criteria and objectives before ranking the ability of each option to achieve them.

The objectives against which the governance models were assessed were derived from the conclusions drawn from Table 14 of the Stage 1 report, which identified a number of factors as priorities for reform ((listed in the second column of Table 7 below).

When determining scores for this sustainability index modelling, MRA used a five point scale for which the ability of each governance model to achieve each reform was the main consideration. The scores ranged from 0 to 4, whereby 0 marks a very limited ability to achieve the objective and 4 marks a definite ability to achieve the objective.

The results of the assessment are summarised in Table 8 below.

**Table 7 Criteria for sustainability index scores**

CRITERIA	SCORE
Very limited ability	0
No improvement on existing ability	1
Possibility for improvement in ability	2
Significant improvement in ability	3
Definite ability	4

**Table 8 Qualitative sustainability index modelling of governance options**

		VA 7	VA 9	JA (self standing)	JA (committee)
<b>Policy</b>	Divert materials from landfill in order to extend the life of facilities	2	2	3	3
	Improve project completion rates	1	1	4	3
<b>Levy</b>	Improve oversight of levy funds	1	1	4	3
<b>Planning</b>	Coordinate development of infrastructure throughout region, to meet waste generation rates over next 20 years	1	2	4	4
	Implement key services such as drop off facilities, green waste shredding, C&I/C&D sorting	1	1	4	3
	Make infrastructure and service provision consistent throughout region	1	2	4	4
<b>Procurement</b>	Take advantage of economies of scale	1	2	4	4
	Manage expected capital investment of \$15-\$20M over next 16 years	0	0	4	3
	Further capital investment of \$8M to meet CCRWMG goals	1	2	4	4
	Reduce overlap in operating expenditure between Councils	1	1	4	4
<b>Market Development</b>	Adopt/implement consistent approach to market development (recyclables, organics, residual processing)	2	2	4	4
<b>Education</b>	Coordinated approach to education throughout region	1	2	4	4
<b>Reporting &amp; Accountability</b>	Instil consistent procedures for data capture and reporting	2	2	4	3
	Formalise accountability	0	0	4	4
<b>TOTAL SCORE</b>		<b>15</b>	<b>20</b>	<b>55</b>	<b>50</b>

Overall, the two Joint Authority governance models performed most strongly in terms of sustainability index modelling, achieving a score of 98% (55 out of 56) for the self-standing Joint Authority and 89% (50 out of 56) for the Joint Authority as a committee of CCA. The Voluntary Associations received comparatively low scores of 27% (15 out of 56) for the Voluntary Association of 7 Councils and 35% (20 out of 56) for the Voluntary Association of 9 Councils.

The main reason for the Voluntary Association governance models receiving a low score is that the lack of infrastructure and ownership functions combined with the cumbersome decision making process makes for difficult coordination and delivery of the objectives of the CCWMG strategy. These models are very close to the current business-as-usual situation which, as presented in Part 1, leads to a strong case for examination of alternative governance models. The Voluntary Association of 9 Councils score is marginally higher than the status quo as it offers some improvement in terms of coordinating infrastructure and services throughout the region and some economies of scale.

### 3.1.5 Preferred models

The preliminary recommendation of this Section 3.1 is that CCWMG should consider implementing either of the two Joint Authority governance models, as these models have performed more strongly than the Voluntary Associations models. Section 3.2 below provides further analysis of the two Joint Authority options, namely:

1. A Committee of the existing CCA Joint Authority, or
2. A Self-Standing Joint Authority.



## 3.2 Matrix Assessment of the two preferred models

The matrix assessment focused on key aspects of the two preferred models, including governance, accountability, planning and legal function, financial, environmental and social and political aspects. Specific criteria were again developed for each key aspect.

The two Joint Authority models (self-standing or committee of CCA) were ranked against each other using a 2 point scale. A score of 0 marks an inability to meet the criterion when compared to the other model, whilst a score of 1 marks an equivalent ability to meet the criterion. Weightings ranging from x1 (least significant) to x3 (most significant) were also allocated to both key aspects and criteria. The maximum possible score in this assessment framework is 181. Table 9 details the results of the matrix assessment.

**Table 9 Business case analysis matrix assessment**

Key Aspect	Aspect weighting	Criteria	Criterion weighting	JA self-standing	JA as committee
<b>Accountability</b>	3	Delegation of authority	3	1	0
		Risk management	3	1	1
		Existing binding contracts	3	0	0
		Data collection and reporting control	2	1	1
		Funding and grants management	2	1	1
		Relationship management	2	1	1
		Research and development	2	1	1
		Monitoring and evaluation	2	1	1
		Education and information assimilation	1	1	1
		Transition arrangements	1	0	0
<b>Financial</b>	3	Infrastructure cost	3	1	1
		Personnel cost	3	0	1
		Services cost	3	1	1
		Cost effectiveness of service delivery	3	1	0
		Governance costs	2	0	1
<b>Governance</b>	2	Clarity of goal setting, targets and reporting	3	1	1
		Transparency and accountability of decision making and budgeting	3	1	0
		Flexibility to accommodate changing systems and government legislation	2	1	1
		Synergies with existing systems and legislation	1	0	1
<b>Planning and</b>	2	Legal requirements	3	1	1

Key Aspect	Aspect weighting	Criteria	Criterion weighting	JA self-standing	JA as committee
legal		Implementation/planning	3	1	0
		Infrastructure planning	3	1	1
		Business planning and reporting	3	1	1
		Strategic infrastructure procurement	3	1	1
		Waste service procurement	3	1	1
		Waste policy planning	2	1	1
		Market development	2	1	1
Environmental	1	Resource recovery and diversion of waste materials from landfill	3	1	1
		Greenhouse gas emissions	3	1	1
		Vehicle movements (waste collection and transfer trucks)	2	1	1
Social and political	1	Social impacts upon the community	3	1	1
		Service delivery	3	1	1
Sub-total, non-weighted comparative score				27	26
TOTAL, WEIGHTED COMPARATIVE SCORE				152	139
(Total weighted comparative score, expressed in %)				84%	77%

### 3.3 Summary - the selected alternative governance model

While the non-weighted comparative scores are very close, the total comparative weighted scores show a preference for a self-standing Joint Authority model (84%) versus a committee of CCA of the existing CCA Joint Authority (77%).

However, both Joint Authority governance models received relatively similarly high scores, and it must be acknowledged that the minor differences between the two models could be considered as subjective, and more a reflection of the way weightings were set for the various key aspects and criteria.

In turn, the differences in scores were generally related to the risk of CCA interfering with the performance of the waste Joint Authority when set-up as a committee of CCA. In other circumstances the link between the Joint Authority committee and CCA was seen to be a positive, namely in relation to maintaining synergies with existing systems.

The business case for establishing a Self-Standing Joint Authority is discussed in the next section.

## Stage 3 – Business Case Analysis

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## 4 Cost Benefit Analysis of the selected model

### 4.1 The business case for a Self-Standing Joint Authority

The purpose of this business case analysis is to represent the incremental financial, environmental and social costs and benefits of transitioning to a self-standing Joint Authority governance arrangement. The analysis will draw from information obtained during Stage 1 and 2 of the project.

#### 4.1.1 Assumptions

The assumptions used include the following:

- The modelling horizon is 10 years. This timeframe is utilised as it is considered realistic for business planning models for infrastructure.
- Voluntary levy of \$10/t (currently supported by Tas LG assoc and is before the minister for consideration). Introduction of the levy has been assumed throughout, however it should be noted that whether or not the levy is introduced would make no incremental difference to the comparisons between governance structures in this business case.
- Joint Authority is operated as a self-standing entity;
- All 9 Councils become members of the Joint Authority;
- Most programs are run centrally; Council specific programs are managed by Council
- Infrastructure (landfills, transfer stations, Council MRFs and Council green waste processing sites) ownership is centralised
- It is assumed that under the status quo Councils would only manage to implement part of the Capex program within the modelling timeframe (10yrs).
- Moving to a Joint Authority would enable the region to implement the full CCWMG Regional Waste Management strategy; including the delivery of the required \$7.7-\$8.5m Capex program (refer to Table 5 of Part 1 report). The capex assumption are summarised in the table below:

Table 10 Comparative Capex Assumptions

\$ millions	Expected capital expenditure under the Status Quo	Expected capital expenditure under a Joint Authority	Net increase
Landfill gas flares	\$1.80	\$1.80	\$0.00
3 bin collection system	\$0.70 (only larger councils)	\$1.37	\$0.67
Garden waste shredding	\$0.10	\$0.10	\$0.00
C&I /C&D sorting	\$0.00 (not implemented within 10yrs)	\$0.90	\$0.90
Weighbridge	\$0.00 (not implemented within 10yrs)	\$0.60	\$0.60
Weight based charging	\$0.00 (not implemented within 10yrs)	\$0.60	\$0.60

Drop Off Centre	\$0.80 (only remote councils)	\$1.20	<b>\$0.40</b>
Tip shop/reuse centre	\$0.20 (only a few councils)	\$0.38	<b>\$0.18</b>
360 litre recycling bins	\$0.00 (not implemented within 10yrs)	\$1.18	<b>\$1.18</b>
<b>TOTAL capital</b>	<b>\$4.10</b>	<b>\$8.13</b>	<b>+\$4.53</b>

#### 4.1.2 Indicative incremental costs

##### *Additional Capex*

As discussed above, the establishment of a Joint Authority would lead to an increase in capital expenditure of around \$4.53m - amortised over the 10yrs modelling period (i.e. \$453,000 per annum).

It is also assumed that Capex projects would be structured in such a way that ensures the return on capital invested will cover both the operational costs related to that capital expenditure project (below) and the amortised costs of capital over the 10yrs modelling period.

No additional capex would be required for the establishment of the Joint Authority itself.

##### *Additional Opex*

It is anticipated that the additional operational expenditure (Opex) associated with the Joint Authority itself would be limited to a few additional administrative costs (office facilities, branding, general expenses, and other peripherals).

It is also expected that these additional costs would be offset by economies of scale realised in the process and the consolidation of existing resources, and that – in any case - would not amount to significantly more than the existing operational costs of running a voluntary association of seven councils.

Therefore the net incremental Opex associated with implementing the Joint Authority itself is negligible. Put simply the same costs as currently borne by Councils would be borne by the Joint Authority - with the level and timing of those cost transfers being only dependent upon Councils approach to consolidation.

The \$8.45m capital investment program would however lead to significant and ongoing operational costs that are - at this stage - unknown.

For the purposes of this business case, it is assumed that the return on capital invested will cover both these operational costs and the amortised costs of capital (above).

#### 4.1.3 Indicative incremental financial benefits

##### *Additional Levy revenue*

Preliminary discussions indicate that the introduction of the state-wide levy (\$10 per tonne of waste) will lead to an anticipated additional \$0.2M revenue for expenditure by CCWMG. This is because CCWMG annual budget is currently approximately \$440,000 per year, and funded through the voluntary \$5/t landfill levy. In total, levy generated revenue could grow to about \$1M with the introduction of the state-wide levy.

However, this revenue stream would not increase as a direct result of the establishment of the Joint Authority itself, and the **incremental** financial benefits are considered negligible.

#### *Additional revenue from sale of recyclables*

The establishment of a Joint Authority would strengthen the regional recycling markets and increase the regional resource recovery rates (and thus the quantity of recyclables sold by the Authority) beyond what would have otherwise happened under the status quo.

The quantum of the additional revenue for the sale of recyclables is unknown and hard to quantify at this stage. It is assumed however that they are not negligible and MRA recommends further detailed analysis to try and estimate these savings.

#### *Additional Membership revenue*

The group could also generate additional revenue through charging Councils a membership fee to join the Joint Authority. This membership fee could cover start-up, administration and financing costs, shortfalls between annual revenues and costs, contingency, long term site management and remediation etc.

The scope and value of the membership fee would need to be agreed collectively when setting up the Joint Authority.

For the purposes of this business case, it is assumed that the gate fees would cover direct costs, while the membership fees would fund education and other program works.

#### *Harmonisation of gate fees*

The establishment of a Joint Authority would enable the harmonisation of waste processing gate fees across the region towards the common goals of the Waste Management strategy. It is expected that this in turn would lead to added savings or revenue.

As mentioned in the Opex section above - and for the purposes of this preliminary business case only - it will be assumed that the gate fees will be set to ensure they cover both the operational costs and the amortised costs of capital.

#### *Economies of scale*

Financial benefits would also be generated through economies of scale.

First, savings could be generated from avoided duplication of staff. For the purposes of this preliminary business case only, it is assumed that the transfer of the procurement, policy development, planning, education and market development functions (aka "Phase 1" - Section 4.4 below) would lead to efficiencies of approximately 10%.

Following is an illustration of how the economies of scale can be calculated to provide an approximate value: The current cumulative budget for the region is estimated at around \$9.37m pa. Assuming that approximately 30% of that amount is used to deliver the 5 functions of Phase 1; the potential estimated economies of scale of 10% for Phase 1 could amount to approximately \$281,000pa.

In addition, during “Phase 2” (see section 4.4 below) assets would be transferred to the Joint Authority, and it is expected that the centralised planning capabilities of a Joint Authority and bargaining power would bring additional economies of scale for the region.

The quantum of these economies of scale is unknown and hard to quantify at this stage, and these have therefore not been modelled in this study. It is assumed however that they are not negligible and MRA recommends further detailed analysis to try and estimate these savings.

#### 4.1.4 Incremental Profit & Loss Statement

Table 11 below summarises the business case for the first year of the establishment of the Joint Authority, using an incremental Profit and Loss statement analysis for year one (including one-off establishment costs).

It shows that moving the establishment of the Joint Authority can be undertaken in a cost/revenue neutral way, and could potentially generate some savings for the region, depending on the size of the economies of scale, and provided that the member councils agree to harmonise gate fees and pay membership fees.

The main additional costs would simply result from the capital expenditure that a Joint Authority would enable.

**Table 11 Incremental P&L for the Establishment of a self-standing Joint Authority (\$ in first year)**

Incremental P&L For the Establishment of a self-standing Joint Authority		
Incremental Costs	Start-up costs (est., one-off cost)	- \$60,000
	Infrastructure assets valuation (est. one-off cost)	-\$100,000
	Additional Program Expenditure	- \$0
	Additional Capex (amortised over 10 years)	- \$453,000pa
	Additional Opex, including:	+ \$0
	• Labour	+ \$0
	• Expense (fuel, electricity etc.)	+ \$0
	• Cost of processing	+ \$0
	• Cost of sales (marketing, communications etc.)	+ \$0
	• Cost of disposal of residuals	+ \$0
	• Admin/ Insurance / Licence & approval fees etc.	+ \$0
	• Opex contingency	+ \$0
Total incremental costs in first year		- \$613,000

Incremental P&L For the Establishment of a self-standing Joint Authority		
Incremental Revenues	Savings (Phase 1)	\$280,000pa
	Savings (Phase 2)	> \$0 (TBC)
	Additional revenue from gate fees (cover both additional operational costs and amortised costs of capital)	+\$495,000pa (TBC)
	Additional revenue from sale of recyclables	> \$0
	Additional revenue from regional (voluntary) levy	\$0
	Additional revenue from state levy	> \$0
	Membership fees (total in first year)	> +160,000pa (TBC)
	<b>Total incremental revenue in first year</b>	<b>+ \$935,000</b>
<b>Net Profit or Loss</b>	First Year "Profit/Loss" against baseline case	<b>&gt; \$322,000 <sup>+</sup></b>

## 4.2 Environmental & Social Costs and Benefits of a Self-Standing Joint Authority

As discussed in Section 3.1.3, moving to a Joint Authority would most likely impact both the environment and the community. This is because the ability to conduct planning, policy, market development and education on a regional level - with accountability integrated into the governance arrangement - is likely to stimulate waste management initiatives on a larger (regional) scale than under the current arrangements.

Table 12 and Table 13 summarise the expected environmental and social impacts of moving from the current status quo to a Self-Standing Joint Authority.

**Table 12 Environmental impacts of moving from the current status quo to a Self-Standing Joint Authority**

Environmental issues	Impacts of moving from the current status quo to a Self-Standing Joint Authority
<b>Waste avoidance and diversion from landfill<sup>1</sup></b>	"In 2010/11 annual waste generation in Tasmania increased by 14%". Moving to a Self-Standing Joint Authority would help reduce the growth in waste generation through a whole of community approach to coordinate market pricing, infrastructure design and education
<b>Resource recovery</b>	"In 2010/11, Tasmania had Australia's second lowest resource recovery rate at around 33%, which reflects Tasmania's significant difficulties to transport recyclables to markets, its relatively under-developed resource recovery infrastructure and a very low landfill levy (\$2 voluntary landfill levy)". Moving to a Self-Standing Joint Authority would help address the region's resource recovery infrastructure issues.
<b>Organic waste management</b>	Organic waste represents around 50-60% of all waste generated by the municipal sector. Moving to a Self-Standing Joint Authority would improve the region's capacity to develop an efficient and viable organic waste management collection and processing system, at a regional scale.
<b>Special/Hazardous waste management</b>	The potential value of lower volumes of minor waste streams does not mean that they should be ignored. Their toxicity, profile or other characteristics

<sup>1</sup> All figures and assumptions are based on the Department of Environment's Waste generation and resource recovery in Australia Reporting period 2010/11



Environmental issues	Impacts of moving from the current status quo to a Self-Standing Joint Authority
	<p>mean that the region needs to have a broad spectrum approach and not simply focus on the big volumes in the MSW or C&amp;I streams. These streams include Tyres, Confidential paper, Cardboard, Polystyrene, Mattresses, Lead acid batteries, Pallets, Fluorescent Tubes, Nappies, Bulk Waste (council clean-up), Carpet and Underlay, Commercial Food, Vegetation (self-haul, C&amp;I and C&amp;D), Clothing and Textiles (Charities) etc.</p> <p>Moving to a Self-Standing Joint Authority would allow implementing a structured program of minor waste stream recycling would offer the member council the opportunity to make extra savings and generate extra income.</p>
<b>Regional Greenhouse Gas emissions</b>	<p>The Federal Government's recently announced Direct Action policy on greenhouse gas emissions will have a direct impact on the three largest operating landfills in the region and on policies to divert organics from landfill generally. Direct Action (once legislated) will:</p> <ul style="list-style-type: none"> <li>• Allow eligible projects to generate "carbon credits" by reducing verifiable emissions below a baseline and sell these to the Federal Government via a reverse auction process. Projects which will generate saleable credits will likely include: <ul style="list-style-type: none"> <li>○ Capture and destruction of landfill gas</li> <li>○ Diversion of organics from landfill via a 3 bin (organics) service by Councils.</li> </ul> </li> <li>• Require large scale polluters to pay a pollution price; and</li> <li>• Require monitoring and reporting of emissions.</li> </ul> <p>These actions are all consistent with the direction of the CCWMG but will involve significant new investment in gas flares and 3 bin (organics) collection services. These investments would be best coordinated through a Self-Standing Joint Authority</p>
<b>Vehicle Movements</b>	<p>In 2010, MRA conducted a study for Dulverton Waste Management on Regionalisation Options and Strategy. The study included analysis and recommendations on vehicle kilometres travelled (vkt) for thirteen at a subregional options, and demonstrated how a comprehensive, regional approach to waste management could allow the identification options with the lowest impacts on road usage.</p> <p>Moving to a Self-Standing Joint Authority would allow the extension of such analyses and initiatives to the whole region.</p>
<b>Landfill operations, closure and post closure management</b>	<p>Moving to a Self-Standing Joint Authority would help driving best practice environmental standards for landfills in line with the Landfill Sustainability Guide 2004 for the siting, design, operation and rehabilitation of landfills. In addition to providing acceptable standards.</p>

**Table 13 Social impacts of moving from the current status quo to a Self-Standing Joint Authority**

Social issues	Impacts of moving from the current status quo to a Self-Standing Joint Authority
<b>Employment (councils)</b>	<p>Moving to a Self-Standing Joint Authority would deliver economies of scale, including savings from avoided duplication of staff and the centralised planning capabilities, thus reducing the need for dedicate waste management staff at the council level.</p>

Social issues	Impacts of moving from the current status quo to a Self-Standing Joint Authority
<b>Employment (rest of the economy)</b>	<p>According to the federal Department of Environment, the estimated direct full time equivalent employment per 10,000 tonnes of waste is 9.2 for recycling and 2.8 for landfill disposal.</p> <p>Moving to a Self-Standing Joint Authority would help most likely result in increased employment throughout the region, as the move would support resource recovery in the region through the facilitated implementation of the CCWVG Regional Waste management strategy.</p>
<b>Service delivery</b>	<p>The quality, frequency and reliability of service would likely remain mostly unaffected by a move to a Self-Standing Joint Authority.</p>
<b>Day-to-day waste issues, resident complaints and queries</b>	<p>Individual Councils are better placed to address the residents' day-to-day waste management issues, such as complaints and queries.</p> <p>Appropriate arrangements would need to be made to ensure that moving to a Self-Standing Joint Authority should not impact on this aspect of service delivery.</p>
<b>Commercial (C&amp;I and C&amp;D) waste services</b>	<p>C&amp;I and C&amp;D waste represent 51% and 7% of all waste generated in Tasmania.<sup>2</sup></p> <p>Individual Councils are usually not best placed to ensure that appropriate waste management options are offered to the C&amp;I and C&amp;D sectors.</p> <p>Moving to a regional Self-Standing Joint Authority would allow the development and implementation of regional policies to address the sectors' performance</p>

Overall, the move would most likely improve the environmental and social performance of waste management sector in the region.

<sup>2</sup> Based on the Department of Environment's Waste generation and resource recovery in Australia Reporting period 2010/11 – which noted that the definition of 'clean fill' and 'materials for road construction at a landfill' in Tasmania is broader than other jurisdictions and encompasses includes some C&D materials such as brick and concrete rubble. This may partially explain the very low C&D generation tonnages in Tasmania, since materials are being sent to clean fill sites and are not reported as 'waste'.

### 4.3 Risk assessment of Self-Standing Joint Authority

MRA has undertaken a detailed risk assessment of moving from the current status quo to a Self-Standing Joint Authority.

Table 14 and Table 15 below summarise the key risk identified and the proposed risk mitigation measures that could be implemented by councils when establishing the joint Authority.

The study finds that the most efficient risk mitigation measure would be to undertake a thorough Assets Valuation study prior to forming the Self-Standing Joint Authority.

**Table 14 Key for the risk assessment of moving from the current status quo to a Self-Standing Joint Authority**

<b>RISK MATRIX</b>			<b>CONSEQUENCES</b>			
			<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>
			<b>Insignificant</b>	<b>Minor</b>	<b>Moderate</b>	<b>Major</b>
			-No loss of autonomy -No increased financial liabilities -No change in distribution of risks between Councils - No change in existing Council structure	-Some loss of autonomy -Minor increase in financial liabilities -Minor change in distribution of risks between Councils -Minor change in existing Council structure	-Significant loss of autonomy -Significant increase in financial liabilities -Significant change in distribution of risks between Councils -Significant change in existing Council structure	-Major loss of autonomy -Major increase in financial liabilities -Major change in distribution of risks between Councils - Major change in existing Council structure.
<b>LIKELIHOOD</b>	<b>5</b>	<b>Almost Certain</b>	Moderate Risk (5)	High Risk (10)	High Risk (15)	Critical Risk (20)
	<b>4</b>	<b>Likely</b>	Moderate Risk (4)	Moderate Risk (8)	High Risk (12)	High Risk (16)
	<b>3</b>	<b>Possible</b>	Low Risk (3)	Moderate Risk (6)	Moderate Risk (9)	High Risk (12)
	<b>2</b>	<b>Unlikely</b>	Low Risk (2)	Moderate Risk (4)	Moderate Risk (6)	Moderate Risk (8)
	<b>1</b>	<b>Rarely</b>	Low Risk (1)	Low Risk (2)	Low Risk (3)	Moderate Risk (4)

**Table 15 Risk assessment summary of moving from the current status quo to a Self-Standing Joint Authority**

RISK		RANKING		MITIGATION STRATEGY	REVISED RANKING	
1	<b>Policy risk:</b> Policies developed by Joint Authority do not adequately take into account the nuances and unique contexts of each Council	9	Moderate	Individual Councils can adapt policies to their respective setting and continue to work to achieve waste management objectives through developing local waste management strategies.	2	Insignificant
		Possible	Moderate Risk		Unlikely	Low Risk
2	<b>Staffing risk:</b> Replacement of waste staff at individual Councils with waste staff at the Joint Authority, resulting loss of local knowledge	12	Major	Waste management staff in several member Councils currently works across more than one portfolio. In turn, replacing waste staff at individual local Councils may in fact be an opportunity for these staff to concentrate better on other portfolios. Staff hired through the Joint Authority will be skills-based staff. Councils will be able to continue to represent local issues/interests through membership representation.	4	Minor
		Possible	High Risk		Unlikely	Moderate Risk
3	<b>Infrastructure risk:</b> Extensive upgrades required for member Councils' facilities, requiring significant financial contributions from member Councils.	9	Moderate	Membership fees can be adjusted to a rate that compensates for this future possibility, in order to avoid a sudden requirement for an outlay in expenditure. A process of asset valuation will also be undertaken prior to forming the Joint Authority; this study will highlight the value and status of current infrastructure throughout waste management facilities.	2	Insignificant
		Possible	Moderate Risk		Unlikely	Low Risk
4	<b>Financial risk:</b> Joint Authority becomes insolvent, requiring member Councils to make financial contributions.	4	Major	Regular audits will be conducted on financial reporting, in order to ensure sound financial management.	3	Major
		Rarely	Moderate Risk		Rarely	Moderate Risk
5	<b>Financial risk:</b> Increased financial cost due to breach of environmental licensing controls at facilities/increase of GHGs etc.	6	Minor	Potential faults in facilities/infrastructure will be highlighted during initial valuation study, prior to forming the Joint Authority. Regular monitoring and reporting of the condition of facilities and emissions of GHGs will assist in preventing any environmental breaches.	2	Minor
		Possible	Moderate Risk		Rarely	Low Risk

RISK		RANKING		MITIGATION STRATEGY	REVISED RANKING	
6	<b>Financial risk:</b> Loss of revenue/profit currently generated by Council's assets	9	Moderate	Dividends may be paid out to member Councils in agreed proportion. However, this is unlikely to offset the loss faced by a small Council with a pre-existing highly profitable asset.	9	Moderate
		Possible	Moderate Risk		Possible	Moderate Risk
7	<b>Pricing risk:</b> Loss of control over gate fee pricing.	10	Minor	Changes to gate fee pricing can be agreed upon between Councils and implemented in a staged approach, in order to allow the respective communities/businesses to adjust to any price changes.	6	Minor
		Almost Certain	High Risk		Unlikely	Moderate Risk
8	<b>Service risk:</b> Services are standardised across the Cradle Coast region and are opposed by some local communities (e.g. reduction in residual waste bin capacity)	8	Minor	Community consultation and engagement will be undertaken prior to any major changes to services. Changes to services can be implemented over a longer timeframe and be implemented in a staged approach.  Member Councils implementing major changes to waste services will pair changes with an extensive education campaign.	6	Insignificant
		Likely	Moderate Risk		Possible	Low Risk
9	<b>Service risk:</b> Disruption to existing protocols for handling day-to-day waste issues, such as community complaints	8	Minor	Community complaints can still be received by member Councils using existing customer service systems. It is likely that staff within member Councils will need to continue to handle some day-to-day waste issues. Alternatively, arrangements could be made for all such issues to be fielded to the Joint Authority.	4	Insignificant
		Likely	Moderate Risk		Likely	Moderate Risk
10	<b>Liability risk:</b> Some member Councils take on increased liability due to the merging of assets and liabilities of all Councils.	12	Moderate	Liabilities (as well as dividends etc.) are distributed proportionally upon a pre-determined rationale, for example, according to the population of each LGA or according to the original financial position when joining the Authority. If this rationale does not adequately reflect the desired distribution of liabilities/risks, Councils can agree upon another rationale for distribution.	8	Minor
		Likely	High Risk		Likely	Moderate Risk
11	<b>Representation risk:</b> Councils will not have equal say in matters.	4	Minor	Each member Council will have the same (or otherwise agreed) number of representatives to the Joint Authority.	1	Insignificant
		Unlikely	Moderate		Rarely	Low Risk
12	<b>Withdrawal/asset risk:</b> Council withdraws from Joint Authority and key assets are	6	Moderate	Any assets within the municipality of the withdrawing Council will remain the property of the Joint Authority. If the Council wishes to regain ownership of the asset, it must purchase the asset from the Joint Authority.	2	Insignificant

12	<b>Withdrawal/asset risk:</b> Council withdraws from Joint Authority and key assets are located within that Council's municipality.	6	Moderate	Any assets within the municipality of the withdrawing Council will remain the property of the Joint Authority. If the Council wishes to regain ownership of the asset, it must purchase the asset from the Joint Authority.	2	Insignificant
		Unlikely	Moderate Risk		Unlikely	Low Risk

## 4.4 Transitional arrangements and other considerations

Part 1 and previous sections of this report have identified the move to a Self-Standing Joint Authority as the most desirable governance option to achieve the objectives of the CCWMG Regional Waste Management strategy. This option would nonetheless be a notable departure from the status quo and it is essential that member councils consider transitional arrangements and implementation issues

Section 4.3 identified some of the risks associated with moving to a Self-Standing Joint Authority and concluded that the most efficient risk mitigation measure would be to undertake an assets valuation study prior to forming the Self-Standing Joint Authority. This exercise would also be required as part of each council's due diligence review at the time of forming the Self-Standing Joint Authority.

However, the SWOT analysis of the Self-Standing Joint Authority (section 3.1.2) identified that the need for a comprehensive asset valuation and for thorough merging process as 'the main weakness and threat associated with the Joint Authority model', and proposed that Councils adopt a two-stage approach:

1. Phase 1 - Councils would only merge programs and activities (including procurement, policy development, planning, education and market development), then
2. Phase 2 - Assets would be transferred, once the Joint Authority is fully operational and demonstrated (to Councils) that it is able to achieve the goals of the CCWMG Regional Waste Management Strategy.

Table 16 below lists all the assets owned by Councils that would need to be transferred in Phase 2.

Table 16 Asset list

Facility	Owner
<b>Dulverton Organics Facility</b>	Dulverton Waste Management
<b>Burnie Waste Management Centre</b>	Burnie
<b>Sprent/Castra Transfer Station</b>	Central Coast Council
<b>Preston Transfer Station</b>	Central Coast Council
<b>South Riana Transfer Station</b>	Central Coast Council
<b>White Hills Transfer Station</b>	Circular Head Council
<b>Spreyton Transfer Station</b>	Devonport
<b>Sheffield Transfer Station</b>	Kentish
<b>Wilmont Transfer Station</b>	Kentish
<b>Railton (Depot)</b>	Kentish
<b>Charles Street Transfer Station</b>	King Island Council
<b>Port Sorrell Transfer Station</b>	Latrobe Council
<b>Goldie Street Transfer Station</b>	Waratah-Wynyard
<b>Waratah Transfer Station</b>	Waratah-Wynyard
<b>Tullah Transfer Station</b>	West Coast
<b>Rosebery Transfer Station</b>	West Coast
<b>Queenstown Transfer Station</b>	West Coast
<b>Gromanston Transfer Station</b>	West Coast
<b>Strahan Transfer Station</b>	West Coast

Councils would also need to allow sufficient time for the associated political process to run its course, and opportunities for the community to provide feedback on the proposal. In particular, the comparative analysis of governance models (Section 2) has shown that the difference between the two Joint Authority models is marginal, and that Joint Authority models in general are not entirely free of risks or threats.

Therefore MRA recommends that Councils follow the 6-step implementation plan below to ensure a successful transition to a Self-Standing Joint Authority:

1. Commence a comprehensive Assets Valuation study,
2. Develop the machinery of government for a new Self-Standing Joint Authority,
3. Progressively transfer responsibilities for programs (only) from Councils to the new Joint Authority; (including procurement, policy development, planning, education and market development),
4. Extensively consult stakeholders on the proposed plan to transfer infrastructure and ownership functions to the Joint Authority (including residents, businesses, community groups, councils and elected representatives)
5. Transfer assets to the Joint Authority (ensure that the transfer of assets is equitable and that all Councils either receive an appropriate share in the Joint Authority, or are compensated in line with the value of the assets they bring to the joint enterprise)
6. Dismantle the voluntary group once all programs and assets have been transferred to the Joint.



## Conclusion of Part 2 & 3 Report

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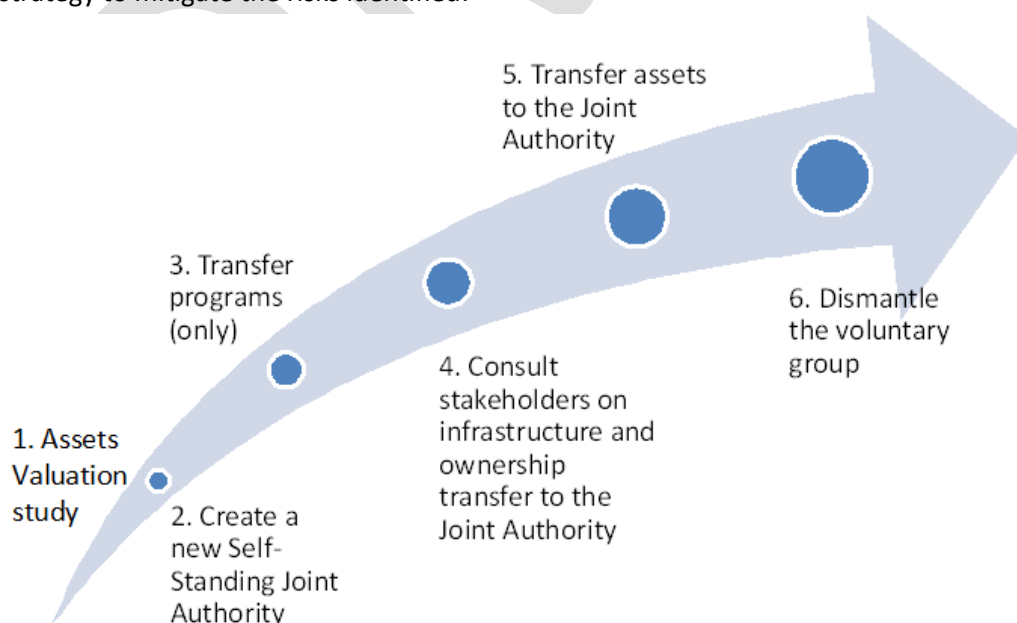
## 5 Conclusion

Part 1 of this report conducted a stocktake/audit of the performance of the existing waste management services and the stakeholders involved in ownership, delivery and management of these arrangements. It acknowledged that councils are under increasing pressure to create savings and efficiencies in all areas of their operations and to respond to calls for reform in traditional areas of local government activity.

In doing so, Part 1 identified 17 issues for improvement in 7 key areas (policy, management of the proposed waste levy, planning, procurement, market development, education, reporting & accountability), that together make a strong case for a review of governance arrangements.

Part 2 & 3 of the report investigated the various alternative models that exist to address governance and management issues, as pre-selected during a workshop with Councils. MRA examined the aptitude of various alternative governance models to address the major challenges identified in Part 1 using a comprehensive 'triple bottom line' framework and associated tools. The financial, environmental, social, workforce, cost/benefit, risk management and transitional implications of the models were considered when making recommendations on the preferred governance models.

The two preferred models are to set up the CCWMG as a Self-Standing Joint Authority OR a committee of the existing CCA Joint Authority - with the Self-Standing Joint Authority a marginally better choice, according to this study. MRA then developed a preliminary business case analysis of the transition to a Self-Standing Joint Authority, including a cost/benefit and risk assessment. The section shows that moving the establishment of the Joint Authority can be undertaken in a cost/revenue neutral way, provided that the members councils agree to harmonise gate fees and pay membership fees, and recommends the following transition strategy to mitigate the risks identified:



Whilst the process may take several months/years to be completed, MRA believes this roadmap will maximise the likelihood of achieving most if not all the goals of the CCWM Regional Waste Management Strategy.

DRAFT

# Central Coast Council

## List of Development Applications Determined

Period From: 01-Aug-2017 To 31-Aug-2017

Application Number	Property Address	Development Application Type	Description of Proposed Use	Application Date	Decision Date	Day Determined
DA216209	2 Susan Street Turners Beach 7315	Permitted Development Application	Subdivision (boundary adjustment)	02-May-2017	30-Aug-2017	13
DA216255	25 Forth Road Turners Beach 7315	Discretionary Development Application	Residential (outbuilding - shed and shipping container)	26-Jun-2017	01-Aug-2017	31
DA216253	1 Clerke Street Leith 7315	Discretionary Development Application	Residential (shed and carport)	28-Jun-2017	07-Aug-2017	29
DA216259	2 Bladen Lee Crescent Ulverstone 7315	Discretionary Development Application	Residential (outbuilding - shed)	29-Jun-2017	01-Aug-2017	29
DA216257	8 Penguin Road West Ulverstone 7315	Discretionary Development Application	Residential (dwelling addition)	04-Jul-2017	17-Aug-2017	21
DA216261	145 Penguin Road Ulverstone 7315	Discretionary Development Application	Residential (dwelling alteration) and outbuilding (carport)	10-Jul-2017	09-Aug-2017	29
DA215208-1	8 Clerke Street Leith 7315	Discretionary Development Application	Residential (dwelling)	12-Jul-2017	18-Aug-2017	6
DA217004	38 West Ridge Road Penguin 7316	Discretionary Development Application	Residential (dwelling extension)	14-Jul-2017	09-Aug-2017	26
DA217002	25 Esplanade Turners Beach 7315	Discretionary Development Application	Residential (deck)	17-Jul-2017	04-Aug-2017	14
DA217005	54 Main Road Penguin 7316	Permitted Development Application	Business and professional services - (deck)	18-Jul-2017	07-Aug-2017	13
DA216258	38 Mission Hill Road Penguin 7316	Discretionary Development Application	Subdivision (two lots)	18-Jul-2017	07-Aug-2017	20
DA216100	815 South Road Penguin 7316	Discretionary Development Application	Resource development (shed)	21-Jul-2017	17-Aug-2017	21
DA217012	729 South Road Penguin 7316	Discretionary Development Application	Resource development (machinery shed)	21-Jul-2017	11-Aug-2017	21
DA217008	63 Lovett Street Ulverstone 7315	Discretionary Development Application	Residential (outbuilding - shed)	24-Jul-2017	11-Aug-2017	18

Application Number	Property Address	Development Application Type	Description of Proposed Use	Application Date	Decision Date	Day Determined
DA216075-1	9 Ploverton Court Gawler 7315	Discretionary Development Application	Residential (dwelling, shed and ancillary dwelling)	25-Jul-2017	03-Aug-2017	8
DA217006	21 Alexandra Road Ulverstone 7315	P1 Use DA	Educational and occasional care (education and training)	26-Jul-2017	08-Aug-2017	12
DA217014	801 South Road Penguin 7316	Discretionary Development Application	Residential (required dwelling and carport extension and deck) and Resource development (shed)	27-Jul-2017	18-Aug-2017	18
DA217009	56 Chellis Road Riana 7316	Permitted Development Application	Resource development (shed)	28-Jul-2017	07-Aug-2017	7
DA217026	1-3 Forth Road Turners Beach 7315	Discretionary Development Application	Residential (outbuilding - garage)	31-Jul-2017	24-Aug-2017	23
DA217021	94 Beach Road Leith 7315	Discretionary Development Application	Residential (outbuilding - shed)	31-Jul-2017	30-Aug-2017	28
DA217016	104 Mannings Jetty Road North Motton 7315	Permitted Development Application	Resource development (shed)	01-Aug-2017	08-Aug-2017	6
DA217015	10 Hilltop Avenue Gawler 7315	Discretionary Development Application	Residential (outbuilding - garage) and home based business (personal training gym)	07-Aug-2017	30-Aug-2017	19
DA217020	11 King Edward Street Penguin 7316	Permitted Development Application	Visitor accommodation	08-Aug-2017	09-Aug-2017	0
DA217024	149 Pine Road Penguin 7316	Permitted Development Application	Subdivision - boundary adjustment	09-Aug-2017	18-Aug-2017	8

**SCHEDULE OF STATUTORY DETERMINATIONS  
MADE UNDER DELEGATION**

Period: 1 August 2017 to 31 August 2017

Building Permits – 9

• New dwellings	4	\$1,743,108
• Outbuildings	2	\$115,000
• Additions/Alterations	2	\$205,000
• Other	0	\$0.00
• Units	1	\$345,000

Demolition Permit 0 \$0.00

Permit of Substantial Compliance – Building – 2

Notifiable Work – Building – 16

• New dwellings	4	\$1,160,000
• Outbuildings	6	\$236,000
• Additions/Alterations	5	\$202,800
• Other	1	\$250,000

Building Low Risk Work – 9

Plumbing Permits – 3

Certificate of Likely Compliance – Plumbing – 11

Notifiable Work – Plumbing – 0

Plumbing Low Risk Work – 0

Food Business registrations (renewals) – 14

Food Business registrations – 2

Temporary Food Business registrations – 0

Temporary 12 month Statewide Food Business Registrations – 2

Public Health Risk Activity Premises Registration – 0

Public Health Risk Activity Operator Licences – 0

Temporary Place of Assembly licences – 0



Cor Vander Vlist  
DIRECTOR COMMUNITY SERVICES

## SCHEDULE OF CONTRACTS AND AGREEMENTS

(Other than those approved under the Common Seal)

Period: 1 to 31 August 2017

### *Contracts*

- Contract No. 1/2017-2018  
TasSpan Civil Contracting Pty Ltd  
Design and construction of Leven River bridge replacement –  
Taylors Flats Road, Loongana  
Net Price \$679,535.70 (incl. GST)

### *Agreements*

- Tenancy Agreement  
Unit 10 Annlyn  
25–29 Lovett Street, Ulverstone
- Licence Agreement  
Batten Park, Ulverstone  
Ulverstone Rodeo Committee
- Community Infrastructure Fund – Minor Grant Program 2017  
Grant Agreement – CIF-MN00019  
Crown and Central Coast Council  
Ulverstone Sports and Leisure Centre – Solar Panel Installation  
Grant amount \$50,000.00
- Community Infrastructure Fund – Minor Grant Program 2017  
Grant Agreement – CIF-MN00056  
Crown and Central Coast Council  
Top Preston Falls – Proposed Access Track and Viewing Platform  
Grant amount \$36,000.00

- . Property Management Authority  
Harcourts Ulverstone  
Unit 5 Banyanda  
19 Helen Street, West Ulverstone
- . Lease Agreement  
Penguin History Group Inc.  
Penguin Station
- . Licence for use of premises  
Penguin District Primary School Campus  
Outside School Hours School Care Service



Sandra Ayton  
GENERAL MANAGER



**SCHEDULE OF DOCUMENTS FOR AFFIXING OF  
THE COMMON SEAL**

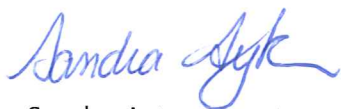
Period: 22 August 2017 to 18 Septmeber 2017

*Documents for affixing of the common seal*

- Nil

*Final plans of subdivision sealed under delegation*

- Final Plan of Survey  
Lot 12, Hales Street, Penguin  
Application No. SUB2003.20
- Amendments to Sealed Plans  
1A Main Road, Penguin – CT163889/1 & CT163889/2  
Application No. SPA21 7001
- Final Plan of Survey  
2A Dial Road, Penguin – subdivision and amalgamation of Titles.  
Application No. DA213101
- Amendment to a Sealed Plan  
3 Shaw Street, Ulverstone – CT61730/8  
Application No. SPA21 7002



Sandra Ayton  
GENERAL MANAGER

**A SUMMARY OF RATES & FIRE SERVICE LEVIES  
FOR THE PERIOD ENDED 31 AUGUST 2017**

	2016/2017		2017/2018	
	\$	%	\$	%
Rates paid in Advance	– 892,195.10	–6.21	– 989,341.98	–6.67
Rates Receivable	228,216.09	1.59	262,841.73	1.77
Rates Demanded	15,038,148.67	104.62	15,552,596.16	104.90
Supplementary Rates	–	0.00	–	0.00
	14,374,169.66	100.00	14,826,095.91	100.00
Collected	9,684,422.55	67.37	10,103,893.52	68.15
Add Pensioners – Government	825,518.49	5.74	855,248.04	5.77
Pensioners – Council	31,640.00	0.22	32,550.00	0.22
	10,541,581.04	73.34	10,991,691.56	74.14
Remitted	–	0.00	–	0.00
Discount Allowed	556,971.39	3.87	587,052.66	3.96
Paid in advance	255,227.69	–1.78	– 296,101.86	–2.00
Outstanding	3,530,844.92	24.57	3,543,453.55	23.90
	14,374,169.55	100.00	14,826,095.91	100.00



Rachel Morris  
ASSISTANT ACCOUNTANT

4-Sep-2017