



ABN 76 149388126

Level 4
81-95 Waymouth Street
Adelaide SA 5001

GPO Box 1047
Adelaide SA 5001

Tel +61 8 8204 2051
Fax +61 8 204 1911

www.greenindustries.sa.gov.au

Expert Panel
Planning System Implementation Review
GPO Box 1815
ADELAIDE SA 5001

Via email: DTI.PlanningReview@sa.gov.au

Dear Expert Panel

RE: PLANNING SYSTEM IMPLEMENTATION REVIEW 2022

Green Industries SA (GISA) is a statutory corporation under the *Green Industries SA Act 2004* (GISA Act) supporting the development of the circular economy and building on South Australia's achievements in waste management and resource efficiency.

Its objectives under the GISA Act are to:

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

The Government of South Australia (through Zero Waste SA and GISA) has invested more than \$139 million over the past 10 years into grant funding and education programs, strategy and policy development and data management and reporting to develop South Australia's waste management and resource recovery industry. This has contributed to increased collection and reprocessing capacity, improved markets, and assisted the development of new products and skills. It has leveraged considerable investment in the state by industry and local government and progressed the State's transition to a circular economy.

The waste management and resource recovery industry is not only an essential service, but a significant part of the South Australian economy. The state diverts more than 83% of the waste it generates from landfill and the industry has an annual turnover of around \$1 billion, contributing more than \$500 million to Gross State Product and employing about 4,800 people (directly and indirectly). The market value of the resources recovered each year is also considerable: in 2020-21 it was estimated to be \$478 million.

Source separation of waste and recyclable materials at residential and commercial premises is the foundation of local, state and national policy objectives, and the Planning and Design Code has significant influence over whether millions invested in waste and recycling infrastructure and public education campaigns is effective.

There are some key issues that GISA consider remain unaddressed in the Planning and Design Code 24 November 2022 - Version 2022.22 (Planning and Design Code) which present as a barrier to achieving objectives in *South Australia's Waste Strategy 2020-2025*. The recommendations provided

in this submission are consistent with GISA's formal submissions to the Planning and Design Code Phase 3 in February 2020 and December 2020.

GISA has reviewed the October 2022 Planning and Design Code Reform Options Discussion Paper and noted the Summary Papers developed for the Planning System Implementation Review and provides the following information and recommendations.

SOUTH AUSTRALIAN POLICY & REGULATORY CONTEXT

South Australia's Waste Strategy

The *Green Industries SA Act 2004* requires GISA to develop a waste strategy for the State at least every five years.

*South Australia's Waste Strategy 2020-2025*¹ was released in December 2020. It has the objective of supporting South Australia's transition to a circular economy and making the state a national centre for reuse, remanufacturing, recycling and composting, achieving positive environmental outcomes while building local industry and creating business opportunities locally and overseas.

The impetus in the current strategy to move towards a circular economy reflects policy shifts occurring in other jurisdictions in Australia and globally, particularly in the European Union (EU), and also the ethos of the Sustainable Development Goals, in particular Goal 12: Sustainable Production and Consumption, but also Goal 13: Climate Action.

Green Industries SA is currently partnering with the Green Building Council of Australia, dsquared and the Adelaide Sustainable Building Network to explore circular economy opportunities for South Australia's built environment. Improved design, procurement, construction, reuse and resource recovery, long-term economic and community benefits can be achieved.

SA Solid Waste Levy

Under the *Environment Protection Act 1993*, a fee is charged for every tonne of waste disposed in landfill. This creates an incentive to reduce the amount of waste generated and sent to landfill and encourages better resource recovery. Every tonne of waste that is not source separated and disposed to landfill cost local authorities \$149/tonne in the metropolitan Adelaide area, and half that in regional SA.

Australian Waste Export Ban

The Australian Government's *Recycling and Waste Reduction Act 2020*¹ includes staged bans restricting the export of unprocessed plastic, paper, glass and tyres by July 2024, with initial bans commencing from 1 January 2021. These bans require materials to be processed locally to create resources for remanufacturing, develop local jobs, and manage the waste produced in Australia instead of exporting responsibility.

To address critical gaps in processing, the State Government has entered into a bilateral National Partnership on Recycling Infrastructure agreement, jointly investing \$36.3 million into new and expanded infrastructure recycling infrastructure in South Australia. The provision and protection of appropriate land for recycling, commercial composting and material recovery facilities including adequate separation distances (buffers) from sensitive receptors (e.g. housing) is an absolute priority.

WASTE MANAGEMENT, RECYCLING AND THE PLANNING AND DESIGN CODE

The planning system can support and strengthen the ability of South Australians to achieve national, State and local waste and recycling targets by incorporating, to the extent allowed by the planning framework, principles and provisions that require all development to:

- ensure adequate space and accessibility for managing segregated waste and recycling streams at residential and commercial sites

¹ <https://www.greenindustries.sa.gov.au/resources/sa-waste-strategy-2020-2025>

- ensure higher density design enables tenants/residents to safely and conveniently move materials from dwellings to collection point
- ensure adequate and safe bin collection vehicle access, particularly overhead clearance for trucks to lift bins where applicable
- provide sufficient and appropriate space to accommodate all outdoor waste management and recycling infrastructure, including general waste bins, and recycling bins for dry recyclables and organics (garden and food waste) and ensuring collection vehicles have sufficient access for safe collection
- protect existing waste sorting and receiving facilities from encroachment by sensitive uses, particularly in response to changes in waste export policy and the need for on-shore recycling facilities
- securing industrial land for materials recovery and processing and quarantining it from encroachment by sensitive uses

Waste management needs to be primarily considered from a functional perspective, along with a visual and amenity perspective. Infrastructure SA's *20-Year State Infrastructure Strategy* reports: "Like energy and water utilities, waste and resource recovery services are essential for the health of the community and the environment."

Residential and commercial developments need to ensure that the design allows for adequate space for segregated waste and recycling streams to be safely and conveniently stored, and accessible for easy collection – including waste collection vehicles turning and overhead clearance room - in line with systems provided by local government and to support objectives in *South Australia's Waste Strategy 2020-2025*.

All 19 metropolitan Adelaide councils provide a standard three-bin system to low and medium density residential dwellings. This typically comprises a 140-litre residual waste bin, a 240-litre combined recyclables bin and a 240-litre organics bin. Bin configurations for high-density or multi-unit dwellings may vary from standard offerings. The roll out of consistent three-bin systems through local government, is a key contributor to South Australia's success in achieving a nation leading waste diversion rate of 83.3%².

Alignment with *South Australia's Waste Strategy 2020-2025*

During 2020, *South Australia's Waste Strategy 2020-2025* and *Valuing our Food Waste: South Australia's strategy to reduce and divert household and business food waste* underwent a public consultation process prior to being finalised.

Key themes and feedback received from local government, industry and community stakeholders included limitations in the previous planning and development system to require allocation of sufficient space for the storage and safe collection of segregated waste and recycling systems.

Improved design for waste and recycling across infill and medium to high density developments were predominantly raised as an issue in relation to need for adequate storage, access and collection day bin presentation.

Where infill and medium to high density developments did not give adequate consideration to the provision of waste management services, responsibility to rectify waste management issues transferred to residents and local government, creating long-term cost impacts and challenges for collection vehicles, parking, source-separation practices, safety and amenity.

South Australia's Waste Strategy 2020-2025, includes three actions specifically related to enhancing the requirements for suitable waste and recycling services for all developments. The Planning and Design Code should ensure that these State priority actions are reflected.

² <https://www.greenindustries.sa.gov.au/resources/circular-economy-resource-recovery-report-2020-21>

- *Require new or significant developments (including medium and high-density) to allocate sufficient area to store and access three-bin segregated waste and recycling services and/or vacuum technologies to be provided by council or private contractors.*
- *Review best-practice waste management guidance for residential and mixed-use developments.*
- *Investigate legislative and policy reform that would support the implementation of the 'Better Practice Guide Waste Management in Residential and Mixed Use Development'³ as part of the planning and design process.*

To align the language used in the Planning and Design code with state government priorities and the standard three-bin system rolled out by all Adelaide metropolitan councils, 'Waste Storage' is updated to 'Waste and Recycling Storage'. There is inconsistency in language throughout the Planning and Design Code with some sections including 'waste and recycling' and others limited to 'waste'.

Waste and recycling bin storage

The reduction in the required storage area for waste and recycling bins from 3m² to 2m² in residential development in the Revised Draft Planning and Design Code necessitates the design of this space to be well considered to not only enable three waste and recycling bins to be accommodated, but to provide ease of access to each bin by anyone, regardless of their level of physical ability.

If appropriately designed, a 2m² area (with a minimum dimension of 900mm) is just able to accommodate the standard three bin-system provided across all metropolitan Adelaide Councils, however the Code should include wording to **require that the space allocated needs to allow for placement of three mobile bins, with comparable access to each.**

Incorporating requirements for access is important to support waste diversion and ensure **convenient and safe movement of segregated material from the building to collection bins.**

If the space is not able to accommodate the three bins easily, in practice, bins will be stored in alternative locations, conflicting with Planning and Design Code amenity objectives for bins to be screened from public view.

Waste and recycling bin collection

GISA notes that the Planning and Design Code specifies that the path to place bins for collection needs to be direct and doesn't include moveable objects such as roller doors, vehicles or gates.

While the path of travel for placement of bins at the kerbside for collection is clarified, there is a need to include consideration to bin presentation on collection day for in-fill, medium and high-density developments. This is critical to ensure effective collection of household waste and recycling bins presented and to avoid adverse amenity and safety impacts.

Waste and recycling in multi-unit dwellings

Where reference is made to sites 'where 10 or more bins are to be collected at any one time', the size of these bins should be clarified to avoid ambiguity. It is recommended that this be amended to 'where 10 or more **mobile** bins are to be collected at any one time' (to cover all bin sizes up to 1100L) or 'where 10 or more bins **up to 240L** are to be collected at any one time'.

Sites 'where 10 or more bins are to be collected at any one time' have reached the level of waste generation for a site where larger communal mobile bin services (660L to 1100L) collected either through local government or private waste contracting services may be appropriate, and consideration should be made in regard to this. Alternative servicing arrangements are particularly relevant for multi-unit dwellings where the standard Local Government residential three-bin offerings systems are not well suited to either the volumes of waste generated by the occupants or the allocated space in the development. Any requirement for private waste and recycling contractor servicing of residential

³ <https://www.greenindustries.sa.gov.au/resources/better-practice-guide-for-waste-management-in-residential-mixed-use-developments-2014->

properties requires particular consideration given the ongoing need for services and determining long-term contracting responsibilities.

GISA has commenced planning the process to update the 2014 Zero Waste SA published *Better Practice Guide for Waste Management in Residential & Mixed Use Developments* (MUDs Guide). The MUDs Guide was developed with Renewal SA and the Property Council of Australia and jointly released by, the Minister for Sustainability, Environment and Conservation, and the Minister for Planning in 2014.

GISA would welcome a meeting with relevant contacts within Planning and Land Use Services to discuss and participate in this planned update.

A number of local governments have expressed interest in participating in the process to update the MUDs Guide when it commences, noting it is used when considering and providing feedback on development applications in relation to waste management plans. GISA recommends reference is incorporated in the Planning and Design Code to provide guidance and consistency for developments across the State.

Referencing the MUDs Guide, or its new version, would be consistent with the approach taken interstate. Amendment VC160 to the Victorian Planning Provisions states that waste and recycling facilities in apartment developments should be designed and managed to meet better practice as specified in the Victorian *Guide to Better Practice for Waste Management and Recycling in Multi-unit Developments*⁴.

Incorporate a Waste and Recycling overlay

As proposed in GISA's February 2020 submission, Green Industries SA suggests consideration be given to the development of a specific Waste and Recycling overlay. Through this, recycling and waste management systems can be specified depending on type of development to ensure that the design allows for adequate space for segregated waste and recycling streams in line with systems provided by local government and to support objectives in *South Australia's Waste Strategy 2020-2025*.

In the absence of an overlay, specific suggestions for amendments to Performance Outcomes is provided in **Attachment 1** to aid in addressing the key barriers summarised in this submission.

GISA welcomes an opportunity to meet with relevant representatives of Planning and Land Use Services and State Planning Commission to discuss this submission and to facilitate changes to support effective waste management systems in South Australia.

For further information and to set up a meeting, please contact Ian Harvey, Director Strategy and Policy, Green Industries SA on [REDACTED] or at [REDACTED].

Yours sincerely

[REDACTED]

Professor Ian Overton
Chief Executive
GREEN INDUSTRIES SA

13 December 2022

Attachment 1 – Suggested amendments to the Planning and Design Code

⁴ <https://www.sustainability.vic.gov.au/recycling-and-reducing-waste/for-developers-of-residential-commercial-and-industrial-buildings/multi-unit-developments>

Part 4 - General Development Policies

Design

Waste and recycling storage	
PO 20.1	DTS/DPF 20.1
Provision is made for the adequate and convenient storage of three mobile waste bins in a location screened from public view.	None are applicable.

Group dwelling, residential flat buildings and battle-axe development

Site Facilities / Waste and Recycling Storage	
PO 26.5	DTS/DPF 26.5
Where waste and recycling bins cannot be conveniently collected from the street, provision is made for on-site waste collection, designed to accommodate the safe and convenient access, egress and movement of waste collection vehicles, including overhead clearance to lift bins.	None are applicable.

Supported accommodation and retirement facilities

Site Facilities / Waste and Recycling Storage	
PO 30.6	DTS/DPF 30.6
Provision is made for on-site waste and recycling collection where 10 or more bins are to be collected at any one time, including enabling collection vehicles to enter and leave the site with minimal reversing, and where applicable, to ensure enough overhead clearance to allow trucks to lift bins.	None are applicable.

Design In Urban Areas

All Development

Site Facilities / Waste and Recycling Storage (excluding low rise residential development)	
PO 11.1	DTS/DPF 11.1
Development provides a dedicated area for on-site collection and sorting of recyclable materials and refuse, green organic waste and any associated equipment (eg. balers, compactors, wash bay facilities) for the ongoing maintenance of bins that is adequate in size considering the number and nature of the activities they will serve and the frequency of collection.	None are applicable.
PO 11.4	DTS/DPF 11.4

ATTACHMENT 1

Communal waste and recycling storage and collection areas are designed to allow waste and recycling collection vehicles to enter and leave the site without reversing, and where applicable, to ensure enough overhead clearance to allow trucks to life bins.	None are applicable.
PO 11.5 For mixed use developments, non-residential waste and recycling storage areas and access provide opportunities for on-site management of segregated food and other organic waste through composting or other waste recovery as appropriate.	DTS/DPF 11.5 None are applicable.

Residential Development - Low Rise

Waste and Recycling Storage	
<p>PO 24.1</p> <p>Provision is made for the adequate and convenient storage of waste and recycling bins in a location screened from public view.</p>	<p>DTS/DPF 24.1</p> <p>Where dwellings abut both side boundaries a waste and recycling bin storage area is provided behind the building line of each dwelling that:</p> <ol style="list-style-type: none"> 1. has a minimum area of 2m² with a minimum dimension of 900mm (separate from any designated car parking spaces or private open space); and 2. can accommodate three mobile bins with ease of access to each bin, regardless of level of physical ability 3. has a continuous unobstructed path of travel (excluding moveable objects like gates, vehicles and roller doors) with a minimum width of 800mm between the waste and recycling bin storage area and the street.

Group dwelling, residential flat buildings and battle-axe development

Site Facilities / Waste and Recycling Storage	
<p>PO 35.5</p> <p>Where waste and recycling bins cannot be conveniently collected from the street, provision is made for on-site waste collection, designed to accommodate the safe and convenient access, egress and movement of waste collection vehicles, including overhead clearance to lift bins.</p> <p>Where waste and recycling services are to be privately contracted, conditions and service requirements may be placed on the development to ensure that waste and recycling collection does not remain an ongoing challenge for the site.</p>	DTS/DPF 35.5 None are applicable.

Supported accommodation and retirement facilities

ATTACHMENT 1

Site Facilities / Waste and Recycling Storage	
<p>PO 40.6</p> <p>Provision is made for on-site waste and recycling collection where 10 or more bins are to be collected at any one time, including enabling collection vehicles to enter and leave the site with minimal reversing, and where applicable, to ensure enough overhead clearance to allow trucks to lift bins.</p>	<p>DTS/DPF 40.6</p> <p>None are applicable.</p>

Housing Renewal

Waste and Recycling Storage	
<p>PO 16.1</p> <p>Provision is made for the adequate and convenient storage of waste and recycling bins in a location screened from public view.</p>	<p>DTS/DPF 16.1</p> <p>Where dwellings abut both side boundaries a waste and recycling bin storage area is provided behind the building line of each dwelling that:</p> <ol style="list-style-type: none"> has a minimum area of 2m² with a minimum dimension of 900mm (separate from any designated car parking spaces or private open space); and can accommodate three mobile bins with ease of access to each bin, regardless of level of physical ability has a continuous unobstructed path of travel (excluding moveable objects like gates, vehicles and roller doors) with a minimum width of 800mm between the waste and recycling bin storage area and the street.
<p>PO 16.2</p> <p>Residential flat buildings provide a dedicated area for the on-site storage of waste and recycling which is:</p> <ol style="list-style-type: none"> easily and safely accessible for residents and for collection vehicles screened from adjoining land and public roads Provides a dedicated area of sufficient dimensions to be able to accommodate the waste storage needs of the development for segregated recyclable materials, organic waste and refuse collections, considering the intensity and nature of the development and the frequency of collection 	<p>DTS/DPF 16.2</p> <p>None are applicable.</p>