



FLEURIEU REGIONAL
WASTE AUTHORITY



**NEW KERBSIDE WASTE COLLECTION
SERVICE FOR
KANGAROO ISLAND COUNCIL**



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1 INTRODUCTION

The Fleurieu Regional Waste Authority (FRWA) has undertaken a considerable body of work to improve the services offered to Member Councils. In June 2012, FRWA undertook a major waste audit of materials collected at the kerb to better understand the behaviour of residents in the region and what they were putting in their kerbside bins.

In late 2014, FRWA managed a kerbside collection trial involving 630 dwellings on the mainland with an improved kerbside collection service that comprised a 140L fortnightly waste collection and fortnightly 240L recycling and green waste collections.

The outcomes of this trial resulted in a comprehensive report titled '*Fortnightly Kerbside Collection – Implementation Program and Operating Budget, September 2014*'. This report set out the options to improve the kerbside collection service for the Member Councils on the mainland and identify what is required to implement a new waste collection service.

This body of work was used in recommending to the Kangaroo Island (KI) Council the best kerbside collection system to improve environmental outcomes and still be cost effective.

A workshop was held with KI Elected Members on 15 July 2015 and then again on 28 February 2016 to evaluate the preferred kerbside collection service with an outcome from the workshops being the preparation of a final report for discussion and decision of Council.

This report summarises the workshop discussions and identifies how the preferred waste collection service would be introduced across the island subject to final approval by KI Council.

2 SUMMARY OF WORKSHOP DISCUSSION

2.1 Existing Service

Council provide a 140L waste and 140L recycling service across the island with a single-pass truck. Council supplies the Mobile Garbage Bins (MGBs) for ratepayers and the service covers rural and township properties. Public litter bins are collected as part of the kerbside service with additional collections over the peak holiday periods.

Four bulky waste stations at Penneshaw, American River, Parndana and Vivonne Bay are open one Sunday each month. The Kangaroo Island Resource Recovery Centre (KIRRC) at Kingscote is open seven days per week.

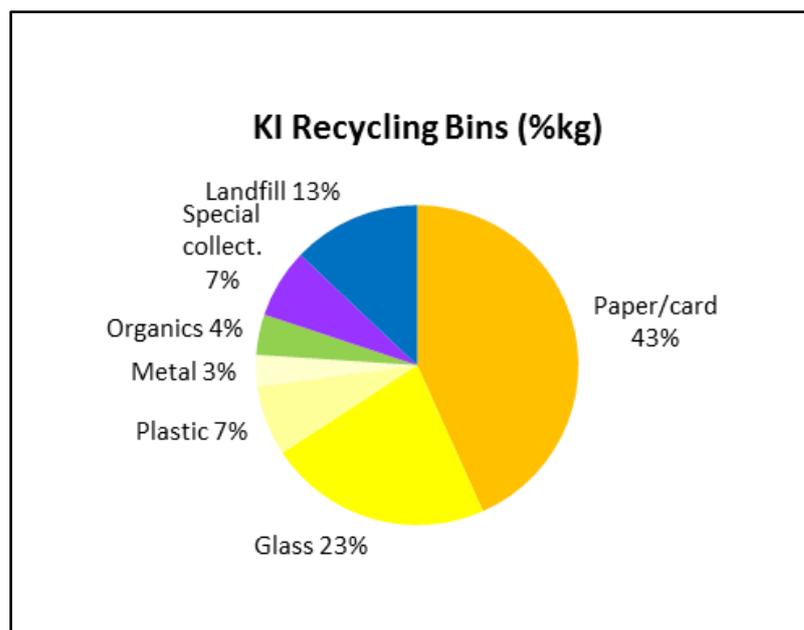
2.2 Performance of the Existing Service and Identified Issues

2.2.1 Recycling Yield

The average yield of a 240L fortnightly recycling collection in a township is 4 kgs per household per week. The existing weekly 140L recycling collection on the island yields 1 kg per household per week. The 4 weekly recycling collection on the mainland yields 2.81 kgs per household per week. The small yield on KI is a combination of the existing service and the way the material is handled from the collection vehicle to the Adelaide materials recovery facility where it is sorted.

2.2.2 Contamination

Notwithstanding the poor yield of the recycling service, the contamination is extremely high. The chart below, which summarises the latest audit, indicates a contamination rate in excess of 20%. The mainland contamination in the recycling collection is 13%.



2.2.3 Recoverable Resources in the Waste Bin

The 2014 Audit on KI identified over 50% of the waste bin contains organic matter that could be recovered and reused on the island (see chart below).

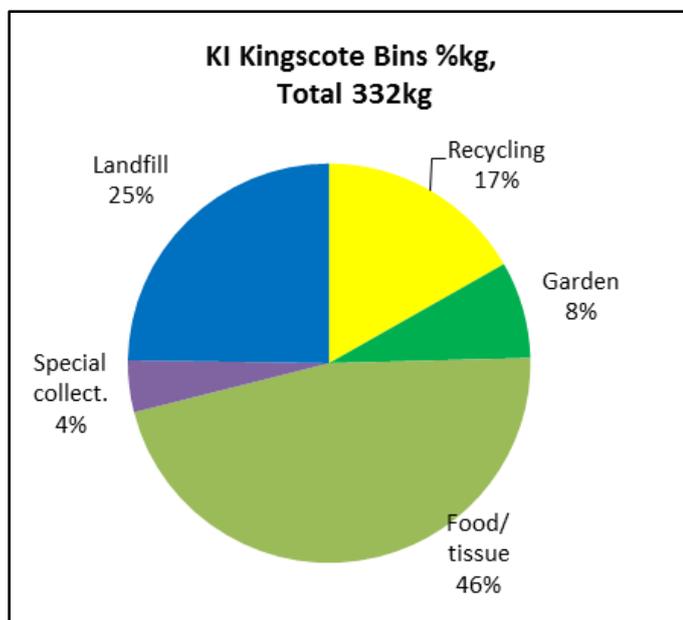


Chart from FRWA Kerbside Waste and Recycling Services Audit 2014

2.2.4 Diversion Rate

The diversion rate is calculated by taking the weight of recovered resources divided by the total weight of kerbside collected material for a kerbside collection service expressed as a percentage. The KI service has a diversion of 9% where the benchmark diversion for a weekly 140L waste collection and a 240L recycling collection is 35%. The mainland councils diversion rate is 48% for a weekly waste collection and 4 weekly recycling and green waste collection.

2.2.5 Maintenance and Reliability of Single-Pass Truck

There are only 5 single-pass trucks operating in Australia. The maintenance and downtime on this truck has been much greater than the standard collection vehicles used on the mainland. Maintenance costs on this truck are \$20,000 more per year than the average cost of compactors on the mainland and the utilisation rate is 10-15% less than the standard for the remainder of the FRWA fleet.

2.2.6 Logistics

The current service presents difficulties at the transfer station with handling the waste streams to efficiently transport the waste and recyclables off the island. This has resulted in

increased contamination and difficulty achieving the maximum capacity and axle weight allowable on the trailers at the transfer station.

2.2.7 Inefficient Collection Rounds

The existing collection rounds on the island are historical and are not designed for collection efficiency. The collection rounds need to be changed to improve the service.

2.2.8 Bulky Waste Stations

The operation of the bulky waste stations has compliance issues with Work Health & Safety Act. There is also the potential for breach of the permit with the Environment Protection Authority should waste collected on the given day not be removed on the same day from each site. The Environment Protection Authority (EPA) can impose fines up to \$60,000 or 15 years imprisonment for breaches of the Environment Protection Act 1993. A further complication is illegal dumping around the bulky waste stations and a limited opportunity to recover green organics for processing and reuse.

2.3 The Cost of Current Kerbside Services

2.3.1 Cost of Kerbside Collection Service

FRWA operate one single-pass truck and a spare truck to undertake the existing service. There is one full-time driver and a casual back-up driver. The waste and recyclables collected are returned to the Kingscote Transfer Station and loaded on to trailers to be taken to the Southern Region Waste Authority's Peddler Creek landfill and SKM Recycling Materials Recovery Facility at Lonsdale.

The cost for the collection service is \$353,000 per year or \$162 per tonne collected.

2.3.2 Cost of Transport off the Island and Disposal at Landfill

FRWA employs a contractor with a walking floor trailer to transport the waste streams off the island via the ferry. The approximate cost of each trailer is in excess of \$3,000 and results in a total cost for the year of \$492,000.

This cost is made up of \$136 per tonne transport cost and \$65.76 per tonne for landfill disposal at Peddler Creek.

2.3.3 Cost of Bulky Waste Stations

The four bulky waste stations costs for the year are approximately \$20,000. This is approximately \$757 per tonne collected.

The total cost of waste collection, transport, disposal and processing, together with the bulky waste stations is \$865,000 per year or \$397 per tonne collected and processed.

3 THE WAY FORWARD

As a result of the poor environmental performance of the existing collection service on Kangaroo Island, FRWA has undertaken extensive work with a trial and waste audit on behalf of its Member Councils to find the preferred option for kerbside collection on the island that will improve service standards, produce better environmental outcomes and still remain cost competitive.

3.1 The Preferred Kerbside Collection Service

FRWA recommends the introduction of a new kerbside collection service that is a fortnightly 140L waste collection service across all properties on the island, a fortnightly 240L recycling collection service to all properties and a 240L fortnightly green waste collection service to the townships only.

New 240L yellow-lid recycling bins would be delivered to replace the existing 140L recycling bins. The old recycling bins would be collected and progressively sold across the Fleurieu Region to assist in reducing the overall cost of new bins. New 240L lime green-lid green waste bins would be delivered to all properties in townships on the island.

Subject to Council approval, the new service target date start would be March 2017.

With the introduction of a fortnightly green waste service, it is proposed to close the bulky waste stations. The area used to process green waste at the Kangaroo Island Resource Recovery Centre (KIRRC) will need to be upgraded and extra resources employed to process the increased green waste collected at the kerb.

To ensure efficient transport and recovery of collected recyclables a new baler would be installed at the KIRRC at Kingscote. This will allow 20 tonne loads of recyclables to be shipped to Adelaide to be sorted and recycled. It will also allow for a tidy and compact operation at the transfer station and avoid the cross-contamination between waste and recyclables. There is an additional advantage that other recovered material (e.g. cardboard, plastics, etc.) can be baled and transported off the site at a competitive cartage rate to be sold and recycled.

3.2 Cost Comparison of Existing to Preferred Collection Service & the Advantages

Table 1. Cost Comparison

	Existing Service	Preferred Service
Collection Costs:		
Kangaroo Island Council		
Overhead		
Direct operating costs	243,000.00	263,000.00
Labour costs	109,899.00	124,899.00
Baler Operation Waste Transfer Station		20,000.00
Total	352,899.00	407,899.00
Households	3,808.00	3,808.00
Domestic waste per annum tonnes	1,980.16	891.07
Kg/hh/week	10.00	4.50
Transport off Island	269,301.76	121,185.79
Landfill SWRA	130,215.32	58,596.89
Cost to transport and dispose	399,517.08	179,782.69
Recyclables per annum tonnes	197.00	712.86
Kg/hh/week	0.99	3.60
Cost/(Revenue) for processing	-2,364.00	-8,554.29
Transport off the Island	26,792.00	96,948.63
Total	24,428.00	88,394.34
Green Waste per annum tonnes	0.00	990.08
Kg/hh/week	0.00	5.00
Cost/(Revenue) for processing	0.00	49,504.00
Total Costs	776,844.08	725,580.03
(saving)/additional cost over existing	0.00	-51,264.05
Total collected tonnes	2,177.16	2,594.01

Table 1 shows the costs and waste collected for the existing service compared to the preferred service. The advantages of the preferred service are summarised below:

- ◇ There is a projected cost saving of \$51,000 per annum
- ◇ Approximately 990 tonnes of green waste will be collected to be processed on the island and reused by the community. There is an ongoing demand on the island for this material.
- ◇ The diversion rate will improve from 9% to 66%. In other words, the new service is recovering 66% of waste collected from the kerb to be reused or recycled
- ◇ The waste disposed to landfill that needs to be carted off the island has been reduced by over 50%
- ◇ Contamination of the different waste streams will be greatly reduced with the improved handling and baler operation at the transfer station.
- ◇ The green waste service to the townships avoids the need for bulky waste stations as ratepayers in the townships now have a fortnightly collection service for green waste.
- ◇ It encourages residents to remove recyclables and green waste that is being placed in the waste bin to be recovered and recycled as a result of the additional green waste service.

3.3 The Preferred Collection Service Increases the Service Level

The graphic below illustrates the total volume collected over a 4 week cycle of the existing service compared to the preferred service.



It is important to stress that the preferred service does not reduce service levels but delivers an additional 120L capacity over a 4 week cycle when compared to the existing service. The waste audit conducted in 2014 also clearly shows that there is ample space in the waste bin to easily accommodate waste that should go in this bin.

4 IMPLEMENTING THE PREFERRED SERVICE

4.1 Lessons Learnt from the Mainland Council Fortnightly Waste Collection Trial

Some of the island population may be adversely affected by fortnightly waste collections. Large families, families with small children (with disposable nappies) and holiday property owners require particular attention. A well planned communication strategy needs to be developed and rolled out prior to the introduction of the new service.

4.1.1 Hardship Policy

The Hardship Policy provides for large families (5 or more), households that produce nappies and households with special medical needs to make an application to receive a free additional waste collection bin each fortnight. If the application meets the criteria then a new bin with an exemption sticker will be delivered to the resident and two 140L waste bins will then be collected each fortnight. In extreme cases (for large families that also have disposable nappies), it will be possible for a third bin to be provided free, subject to FRWA Executive Officer approval.

Given that there are a substantial number of holiday homes on the island that will be occupied by owners or holidaymakers, it is intended to collect the waste bin weekly for the six week school holiday period. This will meet the needs of most holiday home owners; however, for holiday home owners who wish additional services there will be an option to purchase additional services at \$5.50 per service with the resident to supply their own complying bin.

The option for additional services at cost is available to all ratepayers and ensures that the small minority that resist change will be able to choose the service level over the standard service at a reasonable cost.

The detailed changes required to the *Kerbside Waste Collection Policy* are at *Appendix I* and the proforma application forms for the Hardship Policy are at *Appendix II*.

4.2 New MGB Roll Out and Collection of Second-hand 140L Recycling Bins

FRWA will purchase, on behalf of KI Council, new 240L recycling bins and 240L green waste bins for the townships. These bins will be delivered as close as possible to the start date of the preferred service and the second-hand recycling bins will also be collected for resale. FRWA intends to offer these second-hand bins across the region at a price of \$20 per bin that will offset some of the capital cost of the new bins and ensure these bins are reused.

An information pack will be developed as part of the Communication Strategy that will include a new calendar reflecting the redesigned collection routes that maximise the efficiency of the collection vehicle. The introduction of the preferred service provides the ideal opportunity to amend collection rounds.

4.3 Education/ Communication Strategy

The education/communication strategy will be designed by FRWA in conjunction with KI Council and will be based on the materials used in the trial. The education/communication strategy will include the following elements:

- A formal announcement of the decision to introduce fortnightly collections and the date of commencement, in council newsletters and websites and FRWA’s newspaper column and website (as early as possible before commencement of fortnightly collections).
- Regular updates and detailed information in council newsletters and websites and FRWA’s newspaper column and website.
- Media advertising including newspaper and radio.
- A written information pack will be delivered with the roll out of the new bins. The information pack will detail the date of introduction of fortnightly collections, what can go in each bin, tips on wrapping or bagging waste to reduce smells, advice on waste reduction, education sessions, telephone number, website address and additional bin policy.
- Training of KI call centre prior to the introduction of the service

4.4 Equipment and Upgrades

The preferred service will require a new dedicated Robotic Arm Collection Vehicle (RACV) and a spare vehicle. The preferred service will require slightly more utilisation of the spare vehicle than the existing service as the collection routes will be re-designed for maximum efficiency.

A new baler at the KIRRC will be installed so that recyclables can be baled, stored and delivered to the mainland in 20 tonne trailer loads to reduce the cost of transport and maximise resource recovery.

The green waste processing at the KIRRC at Kingscote will be upgraded so that the 990 tonnes of green waste can be processed and reused by the residents on the island.

4.5 One-off Start-up Costs for the Preferred Service

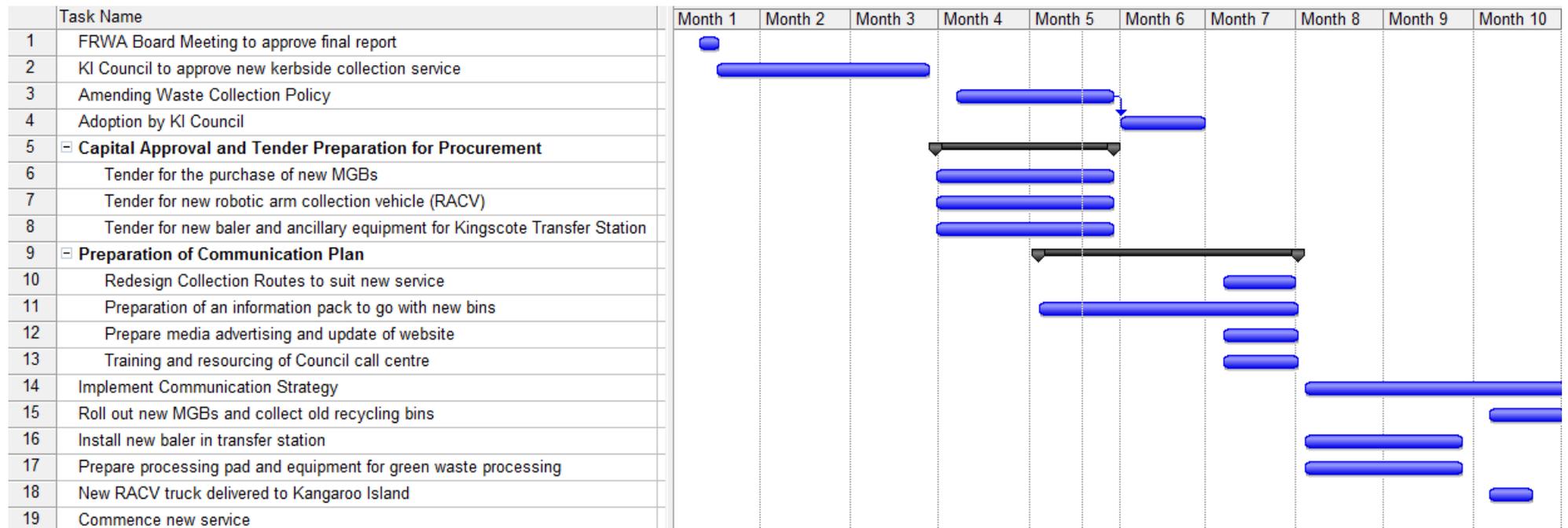
Table 2 sets out the estimated one-off costs to launch the preferred service.

Activity	Cost
Information Packs	\$8,000
Media Advertising and Promotional Material	\$5,000
Additional Resources in Council Call Centre	\$10,000
Total	\$23,000

Table 2.

5 CHANGEOVER PROCESS FOR FORTNIGHTLY COLLECTIONS

Based on the outcomes from the workshop held with KI Council and subject to final approval, the introduction will be approximately 9 months from Council approval. A timeline has been prepared that shows the various tasks to implement the fortnightly collections meeting all probity requirements with minimum disruption to the collection service on the island. This program is set out below.



6 CONCLUSION

The Board of FRWA have previously resolved that the preferred waste collection service for the region is fortnightly collections of waste, recycling and green waste. Alexandrina Council has resolved to introduce the service and Victor Harbor and Yankalilla are yet to decide.

Kangaroo Island Council has the opportunity to lead the way in introducing a fortnightly collection service that will provide the best environmental outcome for waste management on the island and save approximately \$70,000 per annum over the existing budgeted cost for kerbside collection services and bulky waste stations.

Closing the bulky waste stations will address the WHS issues associated with the operation and eliminate the non-compliance with the EPA permit. The closure of the bulky waste stations will have a flow-on effect with the operation of the KIRRC by removing the need to transport and handle material collected at these facilities. In other words, it removes the duplication of handling material at the bulky waste station and the requirement to then transport it to the KIRRC.

The recovered resources from kerbside collection will increase from 9% to 66% with the new service. Recyclables collected will increase from 197 tonnes to 700 tonnes. Green organics will go from 0 to 990 tonnes. The waste collected will go from 2,000 tonnes to 900 tonnes, drastically reducing the waste that needs to be transported off the island and landfilled. As an added bonus, residents will be able to use the 1,000 tonnes of processed garden waste on the island.

The introduction of the preferred service will see Kangaroo Island live up to its reputation of having a pristine environment that has best practice waste management.

FRWA is committed to introducing fortnightly waste collection services across the region and is confident, subject to approval by Council, it has the knowledge and experience to introduce the new service with a minimum of disruption to the community.

APPENDIX I

Amendments to Waste Collection Policy

AMENDMENTS TO WASTE COLLECTION POLICY

This section details the changes that would need to be made to the Kerbside Waste Collection Policy and to FRWA's and councils' provision of equipment and services in order to implement a fortnightly kerbside waste collection that is consistent with the lessons learnt from conducting the trial.

The implementation of fortnightly collections will require modifications to FRWA's *Kerbside Waste Collection Policy* as adopted by KI Council. The proposed changes to the policy will need to be enacted by council before fortnightly collections can be implemented. Modifications are required in the following areas: collection service entitlements (Section 5.1), collection service additional collections (Section 5.4.1), collection service problems (Section 5.5), mobile garbage bins (standards for MGBs, Section 6.4) and wastes accepted per kerbside service (Section 8). Each of these is discussed below.

Collection Service Entitlements

The *Kerbside Waste Collection Policy* specifies the bin collection entitlements of ratepayers (Section 5.1). Council ratepayers are currently entitled to set out for collection one 140 L bin for general waste (collected weekly) and one 240 L bin for recycling (collected weekly).

Collection service entitlements under the policies will need to change to one 140 L bin for general waste (collected fortnightly), one 240L bin for recycling (collected fortnightly) and one 240 L bin for green waste (collected fortnightly, in prescribed areas of Kangaroo Island Council, namely townships).

The *Kerbside Waste Collection Policy* will also specify that general waste bins will be collected weekly, on the usual collection day, during the 6 weeks of the summer school holidays (as set by the South Australian Department for Education and Child Development). The trial demonstrated a strong demand for weekly general waste collection during this period from both holiday home owners and permanent residents, due to the increase in population in the region during this time.

Collection Service Additional Collections

Section 5.4.1 of the *Kerbside Waste Collection Policy* makes the following provisions for additional bins in KI Council: additional bins are limited to two additional bins per waste stream per rateable property, the bins are to be identified with stickers issued at the time the service is paid for, and it is the responsibility of the property owner to purchase the additional bins. The cost of additional bin services is included in the Attachment: Fees and Charges, and is currently \$150 per bin per annum (not including the cost of purchasing the additional bin).

To ensure the success of fortnightly collections, the additional bin policy must be expanded to address the needs of large families, households that produce nappies, households with special medical needs and holiday homes. The following changes are proposed:

Hardship policy

The hardship policy aims to meet the needs of large families, households that produce nappies and households with special medical needs. The trial demonstrated that these households may produce a greater volume of waste than can be contained in one 140 L general waste bin per fortnight.

The additional bin policy will be changed so that households which meet certain criteria will be exempted from payment for one or more additional 140 L general waste bins (blue lid). This policy will apply to large families, households that produce nappies and households with special medical needs, defined as follows:

- A 'large family' will be defined within the policy as a permanent residential dwelling in which 5 or more persons live for at least 5 nights per week on average. This definition excludes holiday homes which may contain large numbers of residents for a small proportion of the year (these are covered by the seasonal bin policy for holiday homes). A large family will be entitled to one additional 140 L general waste bin exempted from payment.
- 'Households that produce nappies' are residential households in which one or more permanent residents wear nappies. This includes babies and young children as well as persons of any age with continence issues. Such households will be asked on the application form how many permanent residents use nappies, but will not be required to identify the names or ages of these persons (for privacy reasons). Households with 1-2 residents using nappies will be entitled to one additional 140 L general waste bin exempted from payment. Households with 3 or more residents using nappies will be entitled to two additional 140 L general waste bins exempted from payment. This definition does not include households where children in nappies visit, family day care facilities or childcare centres (which, as commercial operations, should make their own arrangements for waste collection).
- 'Households with special medical needs' includes permanent private households that produce medical waste and will be self-identified by answering a question on the application form (this does not include premises generating medical waste from a commercial operation, such as home podiatry clinics). Households with special medical needs will be entitled to one additional 140 L general waste bin exempted from payment.

Households which meet two or more of the above criteria (e.g. a family of 6 with 2 children in nappies) may apply for a total of two additional 140 L general waste bins exempted from payment. Households will not be provided with more than two additional 140 L general waste bins, except under extraordinary circumstances as approved individually by the FRWA Executive Officer, and following a household waste audit. The provision of additional 240 L general waste bins, or swapping a 140 L general waste bin for a 240 L general waste bin, is not allowed under this policy (for ease of enforcement).

Additional bins for households meeting any of the above criteria will be identified by an Exemption sticker. A different coloured exemption sticker will be provided by FRWA each financial year. The Exemption stickers will not identify the reason for the Exemption being given.

Households wishing to apply for additional bin(s) under the hardship policy will need to apply to FRWA each financial year by completing an application form (the proposed form is included in Appendix 1). No payment will be required, but households will be required to complete a new form

each year, confirming their eligibility. FRWA will then post out a sticker (or stickers), which the household must apply to their additional bin(s). Bins without the correct year's sticker will not be collected.

By requiring households to re-apply for exemption each year, the hardship policy aims to discourage frivolous claims for additional bins, although it will not be possible for FRWA to confirm household eligibility.

During the first year of implementation of fortnightly collections, additional bins granted under the hardship policy will be fully subsidized by councils/FRWA ie. provided to residents at no cost. Residents who apply after the first year will need to purchase their own additional bin(s).

Please note that the hardship policy is only intended to apply to permanent residents, not to holiday homes or commercial premises.

Seasonal Additional Bin Service for Holiday Homes

The current additional bin policy only allows for ratepayers to apply for an additional bin for the whole financial year (or part thereof if they commence the service part way through the financial year). Based on fortnightly collections, each additional bin would be collected 29 times each year.

Holiday homes typically accommodate much larger numbers of people than permanent homes, especially during the summer holidays, and so produce greater amounts of waste. The needs of some holiday home owners will be met by the return to weekly general waste collections during the 6 week summer school holidays. Other holiday homes (particularly those that are rented) are in frequent use from the beginning of November to the end of February.

To accommodate the needs of the latter, the additional bin policy will be changed to allow seasonal payment. Property owners will be allowed to pay for an additional bin which will only be collected on the usual collection day between 1 November and 28 February (a total of 11-12 collections for general waste, collected weekly over the 6-week summer holiday period and fortnightly for the remainder of the season; or 8-9 collections for recycling or green waste which are collected fortnightly all year). The payment for a seasonal bin has been set at 43% of the payment for a full year (\$65, compared to \$150 for a full year). (Note: the figure of 43% is calculated by dividing the number of collections of a seasonal bin by the number of collections of an annual bin, taking into account extra collections over the summer holidays, and adding a little extra for administration). The seasonal service will be available for all waste streams (general waste, recycling and green waste). Ratepayers who commence a seasonal bin service after 1 November will still be required to pay the full amount for the season.

Application for a seasonal bin service will be via the additional bin form (example in Appendix 2). Upon receipt of a completed form and payment, FRWA will send the applicant a special seasonal bin sticker. The sticker will be clearly distinguishable from annual additional bin stickers (both paid and exempt), perhaps with a cheerful sun design marked "Holiday Bin" or "Seasonal Bin" and clearly marked "This bin will only be collected between 1 November 20xx and 28 February 20xx". A new sticker in a different colour will be issued each year when payment is received.

The purchase of additional bins for the seasonal service will be the responsibility of the home owner.

Holiday home owners who have high use of their properties beyond the peak summer season will be encouraged to subscribe to either the annual additional bin service or to engage a commercial waste contractor.

Collection Service Problems

Section 5.5 of the *Kerbside Waste Collection Policy* outlines the conditions under which service may be refused. It is recommended that this section be strengthened to clearly state that all waste to be collected must be fully contained within the bin with the lid closed, and that side waste (ie. bags of waste beside the bin) will not be collected. It will be important to also state this in the education materials provided to residents prior to the roll-out of fortnightly collections.

Mobile Garbage Bins

Section 6.4 of the *Kerbside Waste Collection Policy* sets out the sizes and lid colour for MGBs that will be accepted by FRWA for collection. The change required to this section of the policy is the recycling bin is 240L collected fortnightly and the green waste bin has a lime-green lid and is collected fortnightly in the townships of Kangaroo Island.

Wastes Accepted per Kerbside Service

The introduction of the green waste (fortnightly to townships) will initially be garden waste. This is likely to be extended over time to include food waste, subject to EPA approval, to compost the material at the KIRRC at Kingscote.

Proforma application forms as a result of the changes to the *Kerbside Waste Collection Policy* are at Appendix 2.

APPENDIX 2

**Additional Waste Collection
Application Form**