



# ORDINARY MEETING LATE ITEMS AGENDA

Tuesday 21 November 2023  
commencing at 09:30am  
Quilpie Shire Council Boardroom  
50 Brolga Street, Quilpie

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## Ordinary Meeting of Council

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17 November 2023

The Mayor and Council Members  
Quilpie Shire Council  
QUILPIE QLD 4480

Dear Members

Reference is hereby made to the Ordinary Meeting of the Quilpie Shire Council scheduled to be held at the Council Chambers, on **Tuesday 21 November 2023**, commencing at **09:30am**.

An agenda for the Ordinary Meeting was forwarded to all Members on 14 November 2023. In addition to the agenda, please find attached a summary of "Late Items".

Yours faithfully

Justin Hancock  
Chief Executive Officer





# ORDINARY MEETING OF COUNCIL AGENDA

Tuesday 21 November 2023  
Quilpie Shire Council Boardroom  
50 Brolga Street, Quilpie

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**15 CONFIDENTIAL ITEMS**

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**RECOMMENDATION**

That Council considers the confidential report(s) listed below in a meeting closed to the public in accordance with Section 275 of the Local Government Act 2012:

**15.4 RFQM06 - Development of Outback Car Hire Model for Quilpie, Balonne & Paroo Shire Councils**

This matter is considered to be confidential under Section 254J(3) - g of the Local Government Act, and the Council is satisfied that discussion of this matter in an open meeting would, on balance, be contrary to the public interest as it deals with negotiations relating to a commercial matter involving the local government for which a public discussion would be likely to prejudice the interests of the local government.

**16 LATE ITEMS****16.1 ADOPTION OF DARLING DOWNS REGIONAL WASTE AND RESOURCE RECOVERY MANAGEMENT PLAN****IX:** 243409**Author:** Peter See, Director Engineering Services**Attachments:** 1. Darling Downs Regional Waste and Resource Recovery Management Plan [↓](#)**KEY OUTCOME****Key Outcome:** 3. Environmental Sustainability**Key Initiative:** 3.4 Reduce the impact of waste on the environment**EXECUTIVE SUMMARY**

Twelve Councils from across the south of Queensland have been working on a uniform approach to the future management of all wastes commonly received by Councils. Quilpie Shire Council has been a participant and has been represented by Cr. Roger Volz and by the Director Engineering Services, Peter See. The final Plan has now been completed and this report seeks Council's adoption of the Darling Downs Regional Waste and Resource Recovery Management Plan.

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**RECOMMENDATION**

1. That Council:
  - (a) receive the report; and
  - (b) adopt the Darling Downs Regional Waste and Resource Recovery Management Plan as the basis for future considerations with the waste stream in Quilpie Shire.

**BACKGROUND**

Councils from across the south of Queensland have been working on a uniform approach to the future management of all wastes commonly received by Councils. Quilpie Shire Council has been a participant. The review and report were managed by SLR Consulting Australia Pty Ltd.

The plan identifies the pathway and the evidence base for the Southern Region to deliver on the objectives of Queensland's Waste Management and Resource Recovery Strategy, including suggested actions and the potential costs to implement. The South West is treated as a separate Region in the final report.

The report states *"Councils identified in the Plan are not obligated to deliver any projects or actions identified, nor are they subject to any associated funding commitment. In moving towards a realistic 'roadmap' for 2030, with an outlook to 2050, it is anticipated that councils will benefit from collaborating closely on some priorities and progressing independently on others."*

The Plan identifies that the Southwest Region should be considered and handled separately from the Darling Downs Region. The report has assumed that no Southwest Council will introduce a kerbside FOGO or garden organics collection service.

The proposed governance arrangement is shown on Page 14 of the Plan.

The Regional Plan will have no immediate effects on Quilpie Shire but will position the Shire well if Government implements suitable funding streams or Legislative change.

## **OPTIONS**

### **Option One**

1. That Council:
  - (a) receive the report; and
  - (b) adopt the Darling Downs Regional Waste and Resource Recovery Management Plan as the basis for future considerations with the waste stream in Quilpie Shire.

### **Option Two.**

1. That Council:
  - (a) receive the report; and
  - (b) does not adopt the Darling Downs Regional Waste and Resource Recovery Management Plan as presented.

## **CONSULTATION (Internal/External)**

Cr Volz and the Director Engineering Services have taken part in most meetings concerning the derivation of the Management Plan.

## **LEGAL IMPLICATIONS**

Nil.

## **POLICY AND LEGISLATION**

Environmental Protection Act 1994.

## **FINANCIAL AND RESOURCE IMPLICATIONS**

Nil at present. The Management Plan will assist with future Grant applications.

## **RISK MANAGEMENT IMPLICATIONS**

The Risk is low. The Management Plan will position Council to leverage future Grants. The Management Plan does not change existing operations without first having Council and Community input.

DARLING DOWNS

# REGIONAL WASTE AND RESOURCE RECOVERY MANAGEMENT PLAN



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## Darling Downs

### Regional Waste and Resource Recovery Management Plan

#### PREPARED BY

SLR Consulting Australia Pty Ltd  
 ABN 29 001 584 612  
 Level 16, 175 Eagle Street  
 Brisbane QLD 4000 Australia  
 T: +61 7 3858 4800  
 E: brisbane@slrconsulting.com www.slrconsulting.com

#### BASIS OF REPORT

This plan has been prepared by SLR Consulting Australia Pty Ltd (SLR) with all reasonable skill, care and diligence, and taking account of the timescale and resources allocated to it by agreement with Toowoomba Regional Council (the Client) on behalf of Darling Downs and South West Council of Mayors. Information reported herein is based on the interpretation of data collected, which has been accepted in good faith as being accurate and valid.

This plan is for the exclusive use of the Client. No warranties or guarantees are expressed or should be inferred by any third parties. This report may not be relied upon by other parties without written consent from SLR.

SLR disclaims any responsibility to the Client and others in respect of any matters outside the agreed scope of the work.

#### ASSUMPTIONS AND LIMITATIONS IN PREPARING THIS PLAN

The following assumptions and limitations have been used to develop this report:

- This plan identifies the pathway and the evidence base for the region to deliver on the objectives of Queensland's Waste Management and Resource Recovery Strategy, including suggested actions and costs to implement.
- Data provided by the Queensland Government from annual returns is assumed to be free from errors. The data cut off allows the utilisation of data up to 2020-2021 to inform the study. In some cases, councils have provided additional data to supplement or reflect their own analysis, which may be inconsistent with the Queensland Government supplied data.
- Cost estimates provided in the cost benefit analysis and presented in this report are accurate at a p50 level only and are likely to be substantially greater depending on the specific conditions and circumstances and further design. These estimates are built using proxy costs in the region (where available), from out of region or from benchmark data. It is a general assumption that any costed solution will require further definition during implementation of any action and to satisfy the needs of Local, Queensland and Commonwealth Government decision makers.
- The waste sector is highly dynamic. Over the duration of this plan development changes have been captured, however, the plan and associated technical reports should be reviewed on a regular basis during implementation to ensure it meets the needs of the current policy position.
- This plan represents the inputs and requirements of councils developed through an interactive process. While decisions reflected in the plan are current at the point of issue, these decisions require continued council involvement, authorisation, and funding (whether from councils or other funding sources) to progress towards the targets and outcomes.

#### DOCUMENT CONTROL

Reference	Date	Prepared	Checked	Authorised
610.31077-R01-v4.2	23 October 2023	Andrew Quinn, Chris Hambling, Ash Turner	DDSW Working Group	DDSW Working Group
610.31077-R01-v4.1	30 September 2023	Andrew Quinn, Chris Hambling, Ash Turner	DDSW Working Group	DDSW Working Group
610.31077-R01-v4.0	4 September 2023	Andrew Quinn, Chris Hambling, Ash Turner	Chris Hambling	Chris Hambling



## Introduction

The Darling Downs Regional Waste and Resource Recovery Management Plan (the Plan) identifies a pathway at a regional scale and for individual councils to improve waste and resource recovery outcomes in the Darling Downs and South West (DDSW) region, and aims to achieve a balance between a clear implementation plan for the best whole of system outcome for the region, whilst also reflecting the aspirations and requirements of each individual council and their rate payers.

The DDSW region comprises 12 councils grouped in two sub-regions, the South West Queensland Councils, and the Darling Downs Councils. Participating Darlings Downs councils are Goondiwindi Regional Council, Lockyer Valley Regional Council, South Burnett Regional Council, Southern Downs Regional Council, Toowoomba Regional Council and Western Downs Regional Council.

This Plan deals solely with the Darling Down sub-region and is supported by a more substantial technical report that covers the whole DDSW region including greater detail on the project method and outcomes. The Plan should be read in conjunction with the technical report.

The Darling Downs sub-region covers approximately 250,000 km<sup>2</sup>, with major towns including Toowoomba, Warwick, and Dalby. There is a wide focus on agriculture in the region, including crops such as wheat, sorghum, cotton, and barley, as well as beef and dairy cattle farming. The region is also home to several mineral extraction operations, including coal mining and gas extraction.

The Plan sets out a non-statutory, aspirational, long-term and co-ordinated path for action and collaboration across councils, to support the planning for and investment in waste and resource recovery infrastructure and non-infrastructure solutions in the region. It recognises that individual councils will choose to progress actions in the context of their individual circumstances, priorities and budgets, unique requirements and expectations of different communities with the goal being maximum alignment, flexibility and collaboration. It also critical to the understanding of the Plan, that its implementation is not possible without funding assistance from the Commonwealth and Queensland Governments.

Councils identified in the Plan are not obligated to deliver any projects or actions identified, nor are they subject to any associated funding commitment. In moving towards a realistic 'roadmap' for 2030, with an outlook to 2050, it is anticipated that councils will benefit from collaborating closely on some priorities and progressing independently on others.

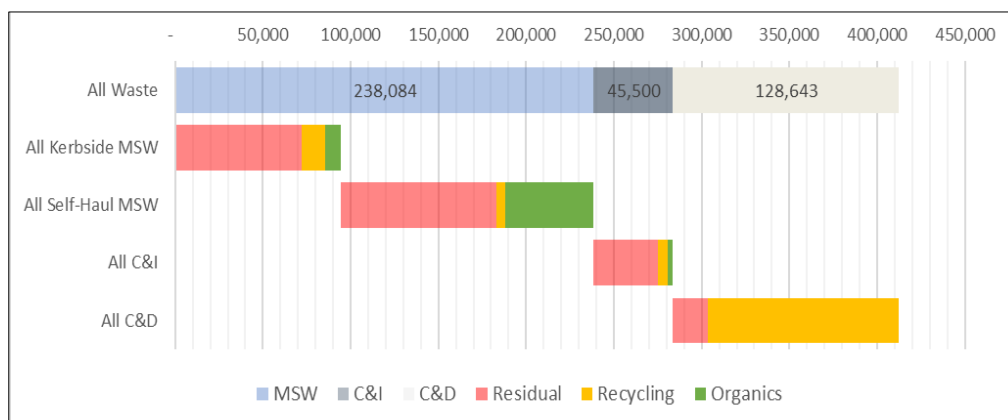
The Plan will be used to support requests for funding and assistance from the Commonwealth and Queensland Governments, and while it provides the primary vehicle for accessing available funding from the Queensland Government's Recycling and Jobs Fund, there may also be opportunities for initiatives to be funded that are not yet identified in the Plan. For clarity, it is recognised that the Plan is a living document and that it is also intended to auspice projects and activities not specifically identified at the time of its development, with those projects and activities clarified throughout the life of the Plan.

## Current state

### Waste generation and services

Councils in the Darling Downs sub-region managed a total of 412,227 tonnes of waste, 92% of all waste managed by the DDSW region, in the 2020-2021 financial year.

Figure 1 below shows the composition of key streams for the Darling Downs sub-region.



**Figure 1: Current (2020 – 2021) waste generation Darling Downs**

The proportions of all waste in the Darling Downs sub-region managed by each Darling Downs council in 2020-2021 compared to the total DDSW region are shown in Table 1 below.

**Table 1: Proportion of regional waste by council**

Council	Percent of Waste in the DDSW Region
Goondiwindi Regional Council	1.1%
Lockyer Valley Regional Council	14.9%
South Burnett Regional Council	9.8%
Southern Downs Regional Council	14.5%
Toowoomba Regional Council	44.5%
Western Downs Regional Council	7.2%
<b>Total Darling Downs Councils</b>	<b>92%</b>

Without action, waste managed by councils in the Darling Downs is forecast to grow to nearly 500,000 tonnes per year in 2030-2031, and more than 550,000 tonnes per year by 2050-2051.

Five councils currently offer a two-bin collection system, with all councils offering active self-haul facilities. Toowoomba currently offers a three-bin collection system including an opt-in garden organic waste collection.

Problematic waste, identified by some councils, for which there is currently limited recovery options available in the sub-region, includes construction and demolition waste (masonry, aggregate and concrete), contaminated soils, e-waste, food and garden organics, timber, textiles, tyres, agricultural plastics, solar panels and wind turbine blades.

The Plan identifies several regional and sub-regional solutions for these but acknowledges that Queensland or Commonwealth Government leadership and intervention will be needed for some of the more problematic waste streams.

## Key issues

Key issues identified for the Plan to address included:

- Existing waste facility infrastructure requires investment,
- Insufficient, experienced or specialist human resources and contractors,
- Business as usual and competing cost pressures in council budgets constrain investment,
- Small quantities of materials and large distances,
- Limited resource recovery options and incentives,
- Regional collaboration,
- State strategy targets cannot be met with existing infrastructure, initiatives, funding, resourcing and supporting policy,
- Administrative burden and regulatory settings increase demands on human and financial resources,
- Rail transport needs to be explored and well understood,
- Insufficient local end markets and incentives for local reuse of secondary raw materials.

## Current performance against Strategy targets

The Darling Downs sub region currently has a recovery rate of 47% across all streams, compared to the current state average of 52% and 2025 state target of 65%. Diversion of MSW and C&D streams exceeds the state average, while the C&I stream is performing poorly. Across all streams, the 2025 and 2030 targets are challenging without intervention, as shown on Figure 1 below for both regions.

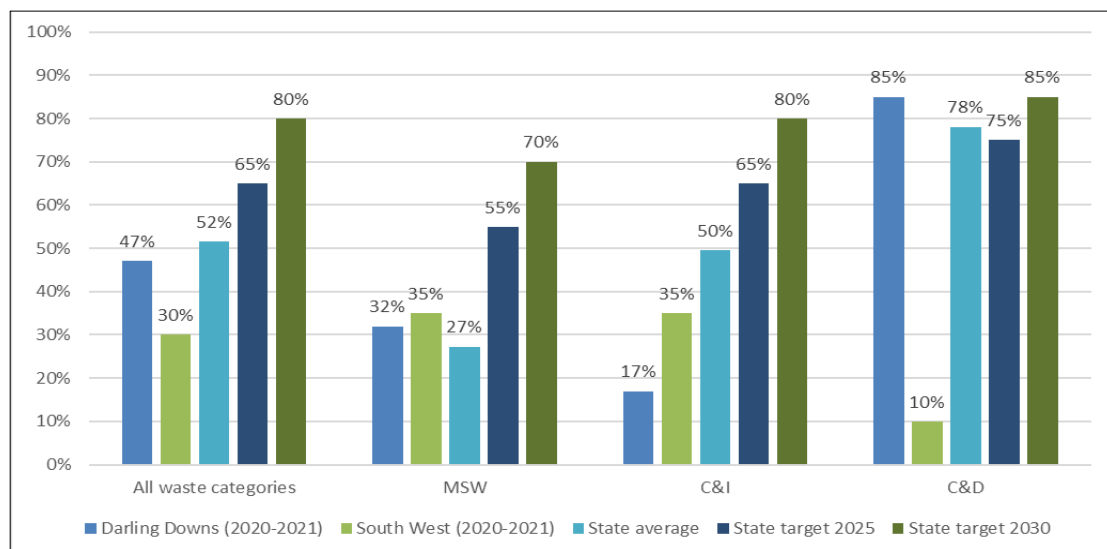


Figure 2: Current performance

## Plan outcomes

### Education as a primary focus

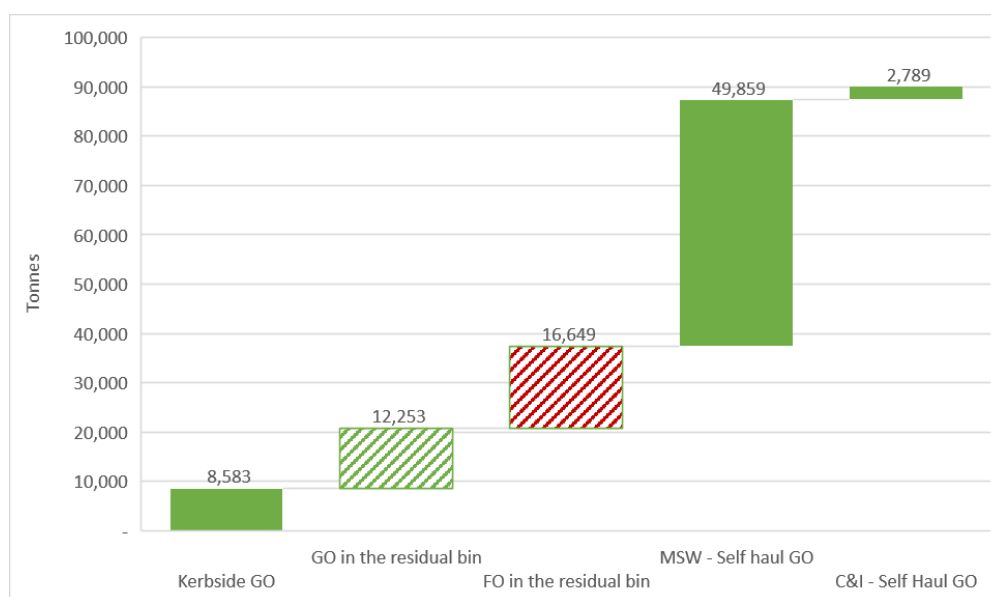
A regional waste and recycling education strategy has been identified by councils to focus investment on education and behaviour change activities that promote better outcomes for the Darling Downs sub-region. Education will focus on problem areas including reducing contamination in kerbside recycling bins. Contamination diminishes the value of sorted material and can increase operational costs. Other areas of focus will include food waste avoidance programs, other behaviour change activities which educate residents on the benefits of getting recycling right and community and business.

The regional education strategy will be developed through collaboration by councils in the Darling Downs sub-region, and the wider DDSW region, however this will require investment from the Queensland Government to prepare and implement. Through further investment, this Plan, and the resources deployed, could also target education of waste producers in the C&I and C&D streams to drive better resource recovery outcomes.

### Improved organic waste management

In 2020-2021 the Darling Downs subregion recovered and recycled 52,650 tonnes of garden organic waste delivered to council facilities, and 8,600 tonnes of garden organics collected at the kerbside.

An estimated 29,000 tonnes of food and garden organic waste (FOGO) was also sent to landfill in the kerbside residual waste bin. Figure 3 represents an opportunity to divert some of this material from landfill and into organic waste recycling.



**Figure 3: Organic waste in Darling Downs**

Options considered include introducing a new service to collect and process garden organics or FOGO and amending the existing service in the Toowoomba LGA to include FOGO. Processing facilities would be established in the Darlings Downs sub-region although a lack of suitable existing processing and existing policy settings may limit the potential establishment of kerbside organic waste services and processing capability.

For those parts of the region that cannot access a kerbside garden organics or FOGO collection service, the Queensland Government should establish mechanisms to participate in composting through community gardens or composting hubs, or by providing access to at-home composting infrastructure such as compost bins or worm farms.

While there may be challenges with these options their purpose is to support households that want to participate where it is not feasible to offer kerbside organics collection. These interventions could be implemented as soon as practically possible and depending on availability of funding. Food waste avoidance education should also be rolled out across the region.

The estimated cost to implement the introduction of new kerbside FOGO collection services and processing for the Darling Downs sub-region to 2030-2031 would result in extra cost estimated as is \$69<sup>1</sup> million (2023) assuming open windrow technology. Costs include:

- The kerbside collection cost is reflective of the addition of 52 weeks of FOGO kerbside collection and reduction of 26 weeks of residual waste collections over the period.
- A gate fee for processing collected organics, assuming an initial gate / operational fee of \$110 per tonne.
- Capital for the development of an open windrow processing facility. Land potentially provided by a member council.
- Initial one-off costs for the purchase of new bins and other consumables (kitchen caddies, liners etc.,). These costs may vary depending on the final service configuration and decisions made by councils (e.g., provision of liners for caddies) and the point when they are purchased.
- Additional one-off costs may be required to replace existing residual bin lids with Australian Standard red lids, estimated at between \$11-\$21 per household, although it is assumed that these can be replaced progressively as bins are replaced.
- Specific education costs associated with the introduction of a new kerbside organic waste collection service, estimated to be \$6.5 to 2030-2031, assumed to start up to 2-years prior to commencement of a full service.

Whilst all councils are impacted by the levy to varying degrees, Toowoomba and Lockyer Valley Regional Councils are in the levy metro area and are most impacted by those levy settings. Therefore, these councils should be encouraged to implement this opportunity that will have both long term financial and environmental benefits.

While nothing in the Plan precludes other councils from introducing a kerbside organics collection and processing solution, under current policy settings, the comparable cost per household would be higher due to 100% of landfill levy paid currently being returned to some councils in annual advance payments.

In addition, the lack of scale and large distances required to transport waste for processing would result in higher costs.

The introduction of a kerbside organics collection service for all Darling Downs councils could capture an estimated 23,000 tonnes of organic waste in the first year. At a sub-regional scale this is forecast to potentially result in an 8% increase in overall recovery rate for the sub-region from the current rate to 55% once the services commence, depending on service configuration.

In addition to kerbside organics collection services, initiatives identified include:

- Home and community composting,

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<sup>1</sup> This is only an estimated cost at P50 and is likely to increase substantially subject to detailed planning and design and the specifics conditions and circumstances.

- Investigation, procurement and operation of small-scale treatment systems in remote locations.
- Material flow analysis.

A further cost of \$3.9 million<sup>2</sup> (2023) to 2030/31 has been estimated to implement these ancillary organics initiatives.

To 2030-2031, this intervention is estimated to divert an estimated additional 175,000 tonnes of organic waste from landfill.

### Improved material recovery and recycling

In 2020-2021, approximately 133,000 tonnes of recyclable material managed in the Darling Downs sub-region was reported as recovered, of which the household kerbside collection of recyclables contributed 13,600 tonnes. An estimated 17,000 tonnes of recyclable material sent to landfill in the kerbside residual waste bin represents an opportunity to divert some of this material from landfill and into recycling. See Figure 4 below.

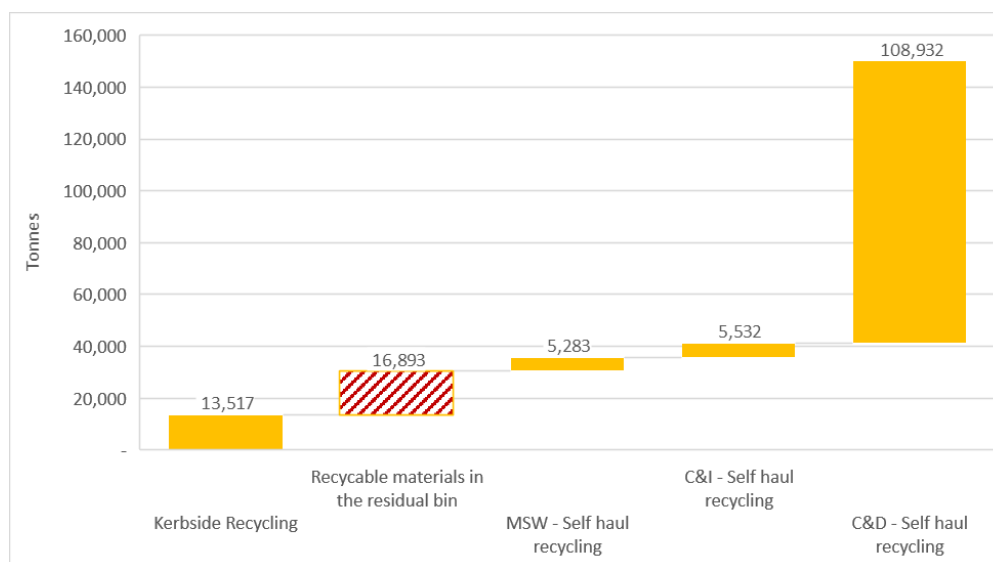


Figure 4: Current recycling - Darling Downs

The bulk of reported recovered waste is from the C&D stream in the Darlings Down sub-region which has a recovery rate already of 85%, largely due to the high recovery rate of clean earth which makes up a large proportion of the reported stream.

All councils collect kerbside recyclables and deliver to various MRFs for processing. A summary of destinations as at 2023 is as follows:

- South Burnett Regional Council recyclables are transferred outside of the region and processed at the Cherbourg MRF in the Wide Bay Burnett region.
- Toowoomba, and Western Downs Regional Councils transfer collected recyclables out of region for processing at the Visy MRF in Brisbane and the Chinderah MRF in New South Wales, and subsequently the new Sunshine Coast MRF from mid 2023-24.

<sup>2</sup> This is only an estimated cost at P50 and is likely to increase substantially subject to detailed planning and design and the specifics conditions and circumstances.

- Southern Downs Regional Council transports its kerbside recyclables to a South East Queensland MRF for processing.
- Lockyer Valley will transport its kerbside recyclables to a South East Queensland MRF for processing following the closure of its Gatton MRF in 2023-24.
- Goondiwindi Regional Council transfers its collected recyclables out of region for processing at a New South Wales MRF.

Toowoomba Regional Council has placed investigations into a regional scale MRF on hold until such time as large-scale funding or support from another party or government body is able to be secured.

Contamination of the kerbside commingled bin in the region is estimated to be 15 - 20% in some councils.

Through focussed education campaigns as part of the regional education strategy it is expected that contamination will be reduced, and that there will be greater capture of recyclable material currently lost to landfill, and education campaigns for MSW, C&I and C&D streams will need to be complementary to new and existing collections.

There may be opportunities for the establishment of new recycling or reprocessing facilities in the sub-region aligned with the Queensland Government's precinct approach, however, this requires further refinement. Target processors may access a range of diverted materials including, but not limited to, concrete, tyres, cardboard, organics, timber, agricultural plastics and waste oil to complement existing arrangements.

To facilitate future development and better diversion through resource recovery facilities, an allowance has also been made in the economic analysis for improvements to transfer facilities, additional operating costs, and transport to move recyclables from satellite sites to processing hubs and to upgrade existing sites and convert old landfills to transfer stations. This may also include community recycling hubs or hazardous waste transfer facilities, and circular economy solutions.

The estimated cost to implement the material recovery and recycling interventions over the Darling Downs sub-region to 2030-2031 is \$38 million<sup>3</sup> (2023). Costs include:

- Estimated capital for a regional MRF including glass beneficiation.
- Small scale improvements to transfer facilities have been estimated without formal assessment of need or build-up of designs, and an allowance for transport.
- Allowances for funding supported improvements to provide household hazardous waste facilities, waste stream audit and other initiatives to support better segregation and understanding of waste flows in the region.
- Additional education costs

Councils may also need funding support to develop specifications for design upgrades, which may be determined by the establishment of precincts within the sub-region.

Further cost estimates extrapolated over 30 years are included in Appendix A.

There would also be ongoing operation costs each year including:

- MRF operating costs
- Transfer station operating costs
- Kerbside bin collections

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<sup>3</sup> This is only an estimated cost at P50 and is likely to increase substantially subject to detailed planning and design and the specific conditions and circumstances.



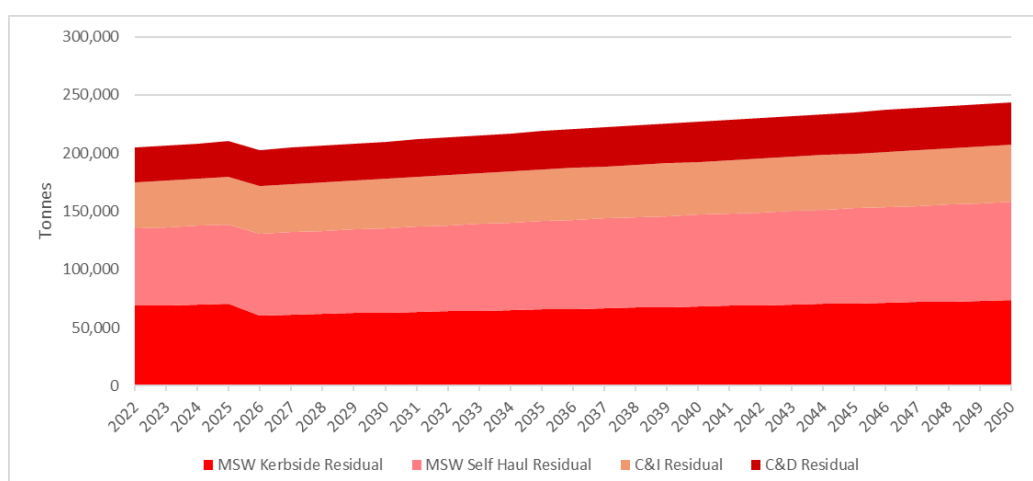
- Transport.

It is assumed that additional education costs are funded by the Queensland Government. These changes are focussed on improving the quality and quantity of material captured for recycling and educating.

### Residual waste management in the long-term

In 2020-2021, more than 200,000 tonnes of residual waste were sent to landfill from the Darling Downs sub-region. After considering the organics interventions identified in the Plan and population growth, residual waste is still forecast to increase to about 225,000 tonnes by 2040-2041, and close to 250,000 tonnes by 2050-2051. This is shown in Figure 5 assuming:

- organics processed in open windrows, (small scale boutique technologies may be used for remote communities),
- no change to kerbside recyclables system,
- residual waste transported to a sub-regional landfill, and
- other recoverable material (tyres, metals, chemicals, oil, cardboard) stockpiled and transported for recycling or recovery when possible.



**Figure 5: Current forecast – residual waste in the Darling Downs sub-region to 2050**

Some councils are running out of approved and constructed landfill capacity. The Queensland Waste and Resource Recovery Infrastructure Report highlighted that in the Darling Downs sub-region, existing approved regional landfill capacity will start to approach exhaustion by the late 2020s in a low recovery scenario.

This is particularly the case for the Kingaroy Waste Facility, forecast to be full by 2029 and Warwick Central Waste Management Facility by 2030-2031.

Sharing of landfill capacity may be a viable solution in some parts of the Darling Downs sub-region. For Lockyer Valley Regional Council, an agreement with Toowoomba Regional Council to use the Toowoomba Waste Management Centre landfill may be a solution, and for South Burnett Regional Council an agreement with Western Downs Regional Council to use its Jandowae Regional Landfill may also be a solution.

Similarly, councils in the region with significant airspace reserves may represent a solution to other councils outside the region. The strategic benefits of this infrastructure sharing should be recognised in terms of future development and expansion costs beyond mere gate price signals.

The immediate cost of landfilling is also increasing rapidly for Lockyer Valley Regional Council and Toowoomba Regional Council as the levy rate increases, and the proportion received as annual advance payments decreases.

In the long term, councils in the region may need to decide between processing the remaining residual waste through an EfW facility. This is acknowledged in Queensland's Waste Management and Resource Recovery Strategy and is considered the only way the region will meet the State Government target of 90% resource recovery by 2050, however this option is unlikely to be available in the near future.

There are no EfW facilities currently operating in Queensland and given the high cost and likely difficulty in selecting suitable sites, it could be a decade before the first is developed. Once established, councils would need to consider their own costs of a gate fee and that of transporting waste to such a facility. As a result, landfill as a waste management solution is likely to be required well into the future.

Regardless of the final residual solution, improved transfer infrastructure to allow for bulking of waste before transport will be required, requiring councils to make additional investments which could be delivered at the same time as improving resource recovery.

It may also be beneficial to some councils to explore landfill gas re-use opportunities when expanding or upgrading landfills, and to advocate for higher order considerations as opposed to conventional landfilling and the waste hierarchy, given landfill is likely to be the long-term solution for residual waste treatment. Toowoomba Regional Council currently operates a behind the meter power station generating electricity from landfill gas extracted from their primary landfill.

The estimated cost to implement the residual waste interventions over the Darling Downs sub-region to 2030-2031 is \$2 million\* (2023).

Estimated costs are subject to the scope and scale of work required and capabilities of regional support resources, and include as a minimum:

- Detailed feasibility study and business case and regional residual waste solutions
- Subject to feasibility, design, construct and commission long-term residual waste solution or enter into long-term supply agreements with privately owned facilities
- Research and development into problematic wastes

Additionally, and due to the current proposed levy settings, by 2030-2031 the increased levy liability excluding improvements in organics diversion and recycling capture, shortfall in annual advanced payments and resulting additional costs are expected to be **\$45 million** for Toowoomba Regional Council and **\$17 million** (in real terms) for Lockyer Valley Regional Council if all resulting residual waste continues to be sent to Landfill.

This amounts to an estimated additional cost per household of \$72-82 to account for the increased cost in landfill disposal. Allowing for a reduction in waste to landfill because of actions and interventions in this Plan are expected to moderate this cost impact however a significant impact on those councils may still be apparent.

For the other levy paying councils in sub-region the costs for sending waste to landfill are not forecast to increase above business-as-usual. Business as usual costs for new cell development, and for closing and rehabilitating former landfill may still be significant and require funding support.

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<sup>4</sup> This is only an estimated cost at P50 and is likely to increase substantially subject to detailed planning and design and the specifics conditions and circumstances.



### Expected recycling and resource recovery outcomes of the Plan

To achieve an estimated regional resource recovery rate on the MSW stream of approximately 40% resource recovery, which amounts to an overall improvement of 8% for the Darling Downs sub-region, the councils, principally Toowoomba Regional Council, would need to introduce an organics diversion service targeting FOGO. This should be coupled with improvements to the existing yellow top bin recycling services for all councils through a combination of improved transfer facilities and education.

Beyond this, significant improvements to current materials handling and management including to the C&I stream are required.

If EfW is secured, then the expected recovery rate could be as high as 91%.

## Implementation

### Cost to deliver the Plan

The estimated cost for implementation of this Plan is **\$117.2<sup>5</sup> million (2023) over the period to 2030-2031** with the assumption that changes to residual waste management come into effect beyond this period. **Importantly, it should be noted the estimated cost for implementation of this Plan is likely to increase significantly** as specific projects and strategies are progressed to detailed planning and design.

Cost estimates (2023) are summarised in Table 2 below.

**Table 2: Estimated Costs to 2031**

Item	2024	2025	2026	2027	2028	2029	2030	2031	Total to 2030-2031
<b>Regional Implementation (\$ million)</b>									
Regional Support Resource	0.25	0.26	0.26	0.27	0.28	0.28	0.29	0.30	2.19
Administrative and Legal	0.10	-	-	-	-	-	-	-	0.10
Develop detailed implementation plan	0.05	-	-	-	-	-	-	-	0.05
Capacity building and advocacy role as identified and required including technical financial support	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.80
Review and update Plan	-	-	-	-	0.10	-	-	-	0.10
Meetings (Council FTE requirement)	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.80
Council contribution to actions	0.05	0.02	0.02	0.03	0.03	0.03	0.03	0.03	0.24
<b>Sub-total PM and Plan Management</b>	<b>0.65</b>	<b>0.48</b>	<b>0.48</b>	<b>0.50</b>	<b>0.61</b>	<b>0.51</b>	<b>0.52</b>	<b>0.53</b>	<b>4.28</b>
<b>Regional Education Strategy (\$ million)</b>									
Education Strategy and updates	0.05	-	0.02	-	0.02	-	0.02	-	0.11
<b>Sub Total – Regional Education</b>	<b>0.05</b>	<b>0.00</b>	<b>0.02</b>	<b>0.00</b>	<b>0.02</b>	<b>0.00</b>	<b>0.02</b>	<b>0.00</b>	<b>0.11</b>
<b>Regional Organics Solution (\$ million)</b>									
<i>FOGO Implementation, all Darling Downs Councils</i>									
Administration, business cases, PM	0.60	0.60	0.40	0.41	0.42	0.43	0.44	0.45	3.75
FOGO education costs (new services)	0.74	0.76	0.78	0.80	0.82	0.84	0.86	0.88	6.48
One off investment (new bins)	-	-	5.50	-	-	-	-	-	5.50
Collection costs (new)	-	-	3.51	3.60	3.69	3.80	3.87	3.97	22.44
Bulking and transport	-	-	0.25	0.26	0.26	0.27	0.28	0.28	1.60
Processing Costs <sup>6</sup>	-	-	2.54	2.63	2.82	2.81	2.91	3.01	16.72
Darling Downs Organics Processing Facility <sup>7</sup>	-	-	5.0	7.50	-	-	-	-	12.50

<sup>5</sup> This is only an estimated cost at P50 and is likely to increase substantially subject to detailed planning and design and the specific conditions and circumstances.

<sup>6</sup> This estimate will vary subject to the outcome of the FOGO Business Case regarding infrastructure model preferred including whether this is developed by the sub-region, or the sub-region relies on a facility developed by a third party and councils' input is limited to paying a gate fee.

<sup>7</sup> Refer above footnote. Assumed open windrow technology is accepted.

Item	2024	2025	2026	2027	2028	2029	2030	2031	Total to 2030-2031
<b>Sub-total - FOGO only</b>	<b>1.34</b>	<b>1.36</b>	<b>17.98</b>	<b>15.20</b>	<b>8.01</b>	<b>8.15</b>	<b>8.36</b>	<b>8.59</b>	<b>68.99</b>
Community composting	0.05	0.05	0.05	0.05	0.05	0.05	0.05	0.05	0.40
Roll out of compost bin program	-	0.29	-	-	-	-	-	0.29	0.58
Investigation into small scale treatment systems	0.05	0.05	0.05	0.05	0.05	0.05	0.05	0.05	0.40
Procurement of small-scale treatment systems as required				1.00	1.00				2.00
Small scale treatment systems processing costs	-	-	-	0.05	0.10	0.10	0.10	0.10	0.45
Material flow analysis - organics	0.01	0.02	-	-	-	-	0.02	-	0.05
<b>Sub-Total: Organics, Programs and R&amp;D</b>	<b>0.11</b>	<b>0.41</b>	<b>0.10</b>	<b>1.15</b>	<b>1.20</b>	<b>0.20</b>	<b>0.22</b>	<b>0.49</b>	<b>3.88</b>
<b>Total – Organics Solution</b>	<b>1.45</b>	<b>1.77</b>	<b>18.08</b>	<b>16.35</b>	<b>9.21</b>	<b>8.35</b>	<b>8.58</b>	<b>9.08</b>	<b>72.87</b>
<b>Material recycling and recovery solution (\$ million)</b>									
Education Implementation (kerbside + other)	0.15	0.15	0.15	0.15	0.15	0.15	0.15	0.15	1.20
Small scale infrastructure improvements and transport logistics (including rail)	-	1.25	1.25	1.00	1.00	1.00	1.00	1.00	7.50
Darling Downs MRF	-	10.00	17.00	-	-	-	-	-	27.00
Community circular economy programs	0.05	0.05	0.05	0.05	0.05	0.05	0.05	0.05	0.40
Household Hazardous Waste CRCs		0.20	0.20	0.20	0.20	0.20	0.20		1.20
Bin audit support	0.08	0.08	0.08	0.08	0.08	0.08	0.08	0.08	0.64
<b>Total: Material recovery and recycling</b>	<b>0.28</b>	<b>11.73</b>	<b>18.73</b>	<b>1.48</b>	<b>1.48</b>	<b>1.48</b>	<b>1.48</b>	<b>1.28</b>	<b>37.94</b>
<b>Residual Waste (excluding EFW) (\$ million)</b>									
Develop regional detailed feasibility study and business case and residual waste solution and transport logistics (including rail)	0.10	0.30	0.50	0.10	0.05	0.05	0.05	0.05	1.20
Subject to feasibility, design, construct and commission long-term residual waste solution or enter into long-term supply agreements with privately owned facilities	No allocation as action is subject to outcome of detailed feasibility and business case								
Progress and implement R&D into problematic wastes	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.80
<b>Total: Residual Waste Management</b>	<b>0.20</b>	<b>0.40</b>	<b>0.60</b>	<b>0.20</b>	<b>0.15</b>	<b>0.15</b>	<b>0.15</b>	<b>0.15</b>	<b>2.00</b>
<b>TOTAL IMPLEMENTATION COST</b>	<b>2.53</b>	<b>14.28</b>	<b>37.81</b>	<b>18.43</b>	<b>11.32</b>	<b>10.39</b>	<b>10.65</b>	<b>10.94</b>	<b>117.2</b>

Timing for implementation of actions will be fully defined following development of the detailed implementation schedule. Some identified entries may not occur as have been identified in the above table.

**Costs are estimated to a maximum of p50 accuracy** where presented for delivery of the Plan up to 2030-2031. This table does not allow for discounting nor provide present value costs nor represent the full costs associated with the cost-benefit analysis.

Similarly, the cost benefit analysis does not represent the full cost to 2030-2031. Given these limitations, the cost benefit analysis has not been used as a direct source of information in the Plans, rather 2023 estimated to 2030-31 have been relied upon.

Processing costs assume that councils pay a gate fee for organic waste processing. Prior to business case and location confirmation, it is assumed that an open windrow facility will be utilized, with gate fee reflective of this. Additional funding has been identified for the sub-region to establish a processing facility, assumed to be open windrow. If alternative organics processing technology is utilized, costs may be higher.

Additionally, FOGO collection and processing costs will be subject to the number of Councils electing to implement this action. Costs therefore in the above table are indicative only.

The above allocation for waste facility infrastructure improvements provides an allowance per year, however a detailed assessment of individual council upgrade needs has not been undertaken. **This cost is likely to be substantially higher than shown in the above table**, with reliable estimates to be determined by detailed design and cost estimation, and available funding.

The existing circumstances for waste generation and disposal in the Darling Downs sub-region makes meeting the objectives and targets in the Queensland Waste Management and Resource Recovery Strategy and National Waste Policy Action Plan highly unlikely. To reach the 2030 target, significant upgrades to infrastructure, policy and initiatives are required at both an individual council and regional level. Cost estimates are unlikely to fully account for the required interventions and councils are in no position to fund the plan without substantial financial assistance from the Queensland or Commonwealth Governments.

The Plan identifies transport as a significant constraint given the sub-region's large geographical area and the dependency on transport. Whilst not costed in Table EX2, rail transport needs to be explored and well understood in the further analysis of potential actions. Rail links all the nodes in the region quite well spatially and would allow for the efficient transport, storage and containerisation of materials.

### Access to supporting resources and funding

To achieve the aims of this Plan, there is a critical need for support around the development of business cases and forecasting suitable for approval by the Queensland Government, particularly for infrastructure such as new or improved transfer facilities, new collections, or processing infrastructure. To enable this, access to regional facilitation and co-ordination support resources is essential for councils' implementation of the Plan, as would funding support to develop supporting documentation for funding applications.

Implementation at the sub-regional scale will also require funding to co-ordinate and liaise with the Queensland Government, and advocate for better waste outcomes in the sub-region and a focus on risk based regulatory activities that ensure environmental compliance.

Funding for capital expenditure such as an organic waste processing facility, or enhancements to existing privately owned facilities, small scale infrastructure improvements, or potentially an EfW facility may also be facilitated by the Queensland Government, pending specific business case development.

## Regional collaboration and responsibilities

Implementation of the Plan would be the responsibility of a new regional governance body employing a Darling Downs sub-regional support resource, with responsibility for the sub-region but working together with the South West sub-region. They would prepare actions for the implementation of the Plan as well as being responsible for information and collaboration, working group facilitation, budget management, process development, business case development, and support. The indicative model is shown

Figure 6 below.

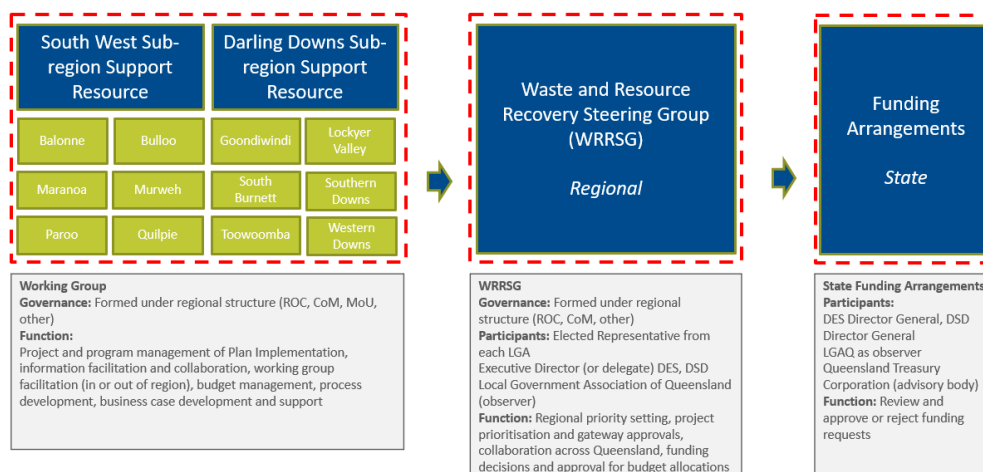


Figure 6: Indicative Regional governance structure

## Review and monitoring

Implementation of the Plan will be the responsibility of the regional steering group through the regional facilitation and co-ordination support assistance. Actions will be measured against:

- delivery of specific services identified in the Plan
- achieving infrastructure improvements
- levels of education
- capture of types of waste, for example, organics and dry recyclables
- resultant change to recovery rates compared to forecast

The Plan is scheduled for review and update every five years although it can also be reviewed at any time decided by the sub-region.

It is also important to note that the Plan does not remove the need for councils to have individual strategies and drive their own local agenda. Councils, through regional or sub-regional collaboration, will have control over implementation of the Plan, and the subsequent more detailed action plan, to be delivered in co-operation with the Queensland Government.

Councils that endorse the Plan, are not obliged to deliver on any outcomes if they choose not to. Councils can be part of the Plan's future development but choose other actions that better align with their objectives and community needs.



## Implementation roadmap

The Plan is high level, and detailed actions would need to be developed as part of the next stage of its implementation. To guide this work an implementation roadmap has been developed identifying timing and activities to deliver the Plan. An extract is shown in Table 3 below. This shows proposed actions for the short and medium term.

**Table 3: Implementation Schematic**

Action	Responsibility	2024	2025	2026	2027	2028	2029	2030	2031
<b>General</b>									
Formalise SG to implement Plan	SG, All								
Engage RSR	DD, SW								
Program management	RSR, SG								
Regional collaboration	RSR, SG, All								
Focus on local employment where opportunities present	RSRs, SG, All								
Provide capacity building on issues / matters as identified by member councils and engage experts to assist as required	RSRs, SG, All								
Advocate for transport subsidies and strategic importance of long term landfill assets consideration	RSRs, SG, All								
New Action identification/validation	RSR, SG, All								
<b>Material Recycling and Recovery</b>									
Develop Regional Education Strategy for MSW, C&I and C&D streams and Implement	RSR								
Participate in Education and Behaviour Change Initiative (assumed continuation)	RSR, All								
Collaborate on regional kerbside recycling processing solutions	RSR, DD and SW								
Develop business cases and designs for new or improved transfer facilities and bulking up facilities	All (as required)								
Construct and commission upgrades or new transfer facilities and bulking up facilities	All (as required)								
Collaborate and refine need for establishment of regional scale precinct and ancillary satellite sites in accordance with precinct guidelines where opportunities present	QGOV, RSRs, SG								
Develop detailed business cases for new processing facilities	GGOV, All (as required)								
Establish new resource recovery processing facilities	GGOV, All (as required)								
Construct enabling infrastructure for new resource recovery processing facilities	QGOV								
Work with Queensland Government agencies to: improve uptake or recycled materials in procurement, identify and maximise product positioning and markets, and maximise focus on local processing and manufacturing	QGOC, RSR								

Action	Responsibility	2024	2025	2026	2027	2028	2029	2030	2031
Develop pathways to improve material flow data and knowledge across region for recyclable material	QGOV, RSR, All								
Collaborate to collect data on contamination within kerbside bins to improve education approach.	SG, RSR, All								
Investigate the feasibility of sub-regional collection, shredding and processing contracts including but not limited to concrete, green waste, metals, tyres, e-waste, waste oil, hazardous waste, cardboard	RSR, SG								
<b>Organic Waste Management</b>									
Participate in Education and Behaviour Change Initiative (assumed continuation) as part of regional education strategy – incorporating a food waste avoidance component	RSR, All								
Develop detailed business case for small scale organics treatment infrastructure	RSRs, All								
Develop detailed business case for organics collection service for council approval including market development	RSR								
Commence new organic waste collection service education	RSR, All								
Procurement of small scale organics treatment infrastructure									
Procurement of organic waste collection solution	RSR, SG, All								
Procurement / development of organic waste processing solution	RSR, SG								
Commence and operate kerbside organic waste collection service (pending individual council approval)	All								
Continuation of self-haul green waste receipt and processing	All								
Roll out of at-home and community composting solutions including guidance	QGOV, RSR, All								
Develop regional solution for waste timber	RSR								
Develop pathway to improve non-council held data collection	QGOV, All								
<b>Residual Waste Management</b>									
Councils to consider individual landfill capacity needs in short-medium and long-term	All								
Assist Councils in new landfill opportunities including sub-regional use, or design and construction	RSR, SG, All								
Assist / develop options and approaches to managing residual waste in the long-term, pending availability of facilities in and out of region	RSRs, SG, All								
Undertake detailed EfW feasibility and business cases to inform the sub-regions if preferences emerge.	RSR, SG, All								

Action	Responsibility	2024	2025	2026	2027	2028	2029	2030	2031
Design, construct and commission long-term residual waste solution or enter into long-term supply agreements with privately owned facilities	SG, All								
Develop long-term approach to managing problem and emerging waste	RSRs, All								

All - All councils, SG - Regional Waste and Resource Recovery Steering Group, DD - Darling Downs, SW – South West, RSR – Regional Support Resource, QGOV – Queensland Government

**16.2 REGIONAL PRECINCTS AND PARTNERSHIPS PROGRAM****IX: 244131****Author: Justin Hancock, Chief Executive Officer****Attachments: Nil****KEY OUTCOME**

**Key Outcome:** 2. Flourishing Economy

**Key Initiative:** 2.7 Provide a sought-after visitor experience and build experiential tourism

**EXECUTIVE SUMMARY**

The purpose of this report is for Council to consider an application under the Regional Precincts and Partnerships Program.

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**RECOMMENDATION**

- (1) That Council support an application for the Eromanga Natural History Museum – Stage 3 under the Regional Precincts and Partnerships Program with a financial cash contribution up to \$3,000,000 (GST Excl), on the provision that this application is withdrawn if Council's current application under the Growing Regions Program is successful.

**BACKGROUND****Regional Precincts and Partnerships Program – Australian Government**

The RPPP has recently been opened and has no closing date. It is anticipated the initial tranche of applications will be assessed in late 2023 and that the program will be heavily oversubscribed. There is no set co-contribution required but the level of contributions will likely influence the assessment of applications. The program has two streams with Stream 1 being for planning projects with funding of between \$500,000 and \$5 million. The second Stream 2 is for capital funding of between \$5 million and \$50 million.

Council currently has an application sitting with the Federal Government under the Growing Regions Program under the EOI stage. Successful projects that will progress to the full application round are to be announced on 27 November, with the full applications due by 15 January 2024.

Due to the emphasis on partnerships as part of this application process, it is recommended that in line with the GRP application, Council be the lead applicant, with the Outback Gondwana Foundation supporting the application.

The current business case costings for the development sit at \$18 million. At the centre of this build will be the Grand Dinosaur Gallery, a state-of-the-art gallery that will display a world-class dinosaur exhibition of one of the world's largest (Australia's largest) dinosaurs, *Australotitan cooperensis*, fondly known to the public as 'Cooper'. Stage 3 will also encompass an outdoor children's gallery, an extension to the 'age of life' timeline, a natural history hall of fame to display locally significant discoveries and a fossil collection and preparation gallery.

The entire 30m x 6.5m, 3D printed life-sized skeleton (funded through the Outback Tourism Infrastructure Fund) is currently in storage on site awaiting the construction of Stage 3 to be put on display for guests to be immersed in the experience of coming face-to-face with a dinosaur.

Additional costing has been estimated for the development/ expansion of the existing café kitchen to cater for larger functions/ tourism groups. The cost estimate provided by Rider Levett Bucknall sits at \$1.18M, bringing the entire precinct project up to \$19.18M, with Council's contribution remaining at \$3M.

## OPTIONS

### Option 1 - Recommended

- 1) That Council support an application for the Eromanga Natural History Museum – Stage 3 under the Regional Precincts and Partnerships Program with a financial cash contribution up to \$3,000,000 (GST Excl), on the provision that this application is withdrawn if Council's current application under the Growing Regions Program is successful.

### Option 2

- 1) That Council do not make an application under the Regional Precincts and Partnerships Program.

## CONSULTATION (Internal/External)

Councillors

Regional Development Australia

Manager Tourism & Economic Development

Outback Gondwana Foundation

## LEGAL IMPLICATIONS

N/A

## POLICY AND LEGISLATION

The application must work within the Regional Precincts and Partnerships Program guidelines.

## FINANCIAL AND RESOURCE IMPLICATIONS

The current business case costings for the development sit at \$18 million. A cost estimate has also been provided for the development / expansion of the existing café kitchen to cater for larger functions / tourism groups. This cost estimate is currently \$1.18M on top of the \$18 million identified for under the GRP application, bringing the entire precinct project to \$19.18M.

Stream 2 is for capital funding of between \$5 million and \$50 million.

Council have previously committed a cash contribution of \$3 million under the GRP allocation. It is recommended that this amount be retained for the RPPP application under the provision that if the GRP application is successful, Council withdraw their application under the RPPP.

Due to the funding timelines, it is forecast that most of these expenses will occur in the 2024/25 financial period, however a budget allocation will be made in the 2023/24 budget.

## RISK MANAGEMENT IMPLICATIONS

Risk Name & Description <i>What could happen and why?</i>	Current Controls <i>Are there current controls for the risk</i>	Impacts <i>Impact if the risk eventuates</i>	Risk Assessment			Risk Treatment <i>Depending on risk rating - additional controls / mitigation strategy to be implemented (to reduce risk rating)</i>
			Likelihood	Consequence	Risk Rating	
			<i>Refer to risk calculator provided below for measures</i>			
Insufficient funding	Seek funding through the Growing Regions Program	If the project does not receive the full funding requested through the Growing Regions Program this project will not proceed.	Possible	Major	High	Ensure funding approvals obtained at start of project.
Delays in delivering project	Seek funding through the Growing Regions Program	Delays in delivering this project has resulted in cost escalations. This is currently faced throughout Australia, with core inflation scheduled to continue to rise into 2025.	Possible	Major	High	Continue to advocate to seek funding for the delivery of ENHM – Stage 3.
Conflicts of Interest	Declarations of Conflicts of Interest	When assessing of conflicts of interest there is 3 main types of conflict: Actual, Perceived and Potential. The inappropriate handling of conflicts of interest can cause reputational, financial, legal and loss of public trust.	Almost Certain	Major	Extreme	Any parties involved in the decision making or discussion leading into the decision making where a conflict exists should declare their interest.  As Chairman of the Outback Gondwana Foundation, Mayor Stuart Mackenzie, has not taken part in discussions leading into the decision making of this funding commitment.