

**Resourcing the
Zero Waste Vision -**
*A Discussion Paper on
Re-investing Landfill Levy
Funds in Zero Waste
Incentive Schemes*

Statement of Intent

Our Vision

Towards Zero Waste in Western Australia

Our Goal

*That all Western Australians live in a
Waste Free society*

Our Principles

***Principle 1: Prevention** - to avoid the
creation of waste*

***Principle 2: Recovery** - to efficiently
re-cover, re-treat and re-use all wastes*

***Principle 3: Disposal** - to responsibly
manage waste into the environment*

RESOURCING THE ZERO WASTE VISION

A Discussion Paper on Re-investing Landfill Levy Funds in Zero Waste Incentive Schemes

Waste Management Board

DECEMBER 2005



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1. PURPOSE

Revenue from the landfill levy is directly allocated to the Waste Management and Recycling Fund (WMRF) for use in waste management initiatives in order to drive the changes needed to achieve the State's Vision of Zero Waste by 2020.

This paper presents the views of the Waste Management Board (the Board) on possible approaches to reinvesting a significant proportion of revenue derived from the landfill levy in Zero Waste Incentive Schemes. The paper describes a range of possible Zero Waste Incentive Schemes, and in particular a Resource Recovery Incentive Scheme, to be funded from increases in the landfill levy.

The paper is being released for consultation, discussion and comment until Friday, 3 March 2006, with a final position to be announced in March 2006. The paper should be read in conjunction with the paper entitled Resourcing the Zero Waste Vision: Discussion Paper on the Landfill Levy and the Programs it Funds, which has also been released for comment until 3 March 2006.

At the end of this paper is a "call for submissions". Consultation sessions will also be held to receive feedback from interested parties, however, written submissions are preferred. Throughout the paper are "submission prompts". These are suggestions regarding those issues that might be addressed in a written submission, but should in no way limit the scope of your feedback to the Board.

2. LEVY REVENUE

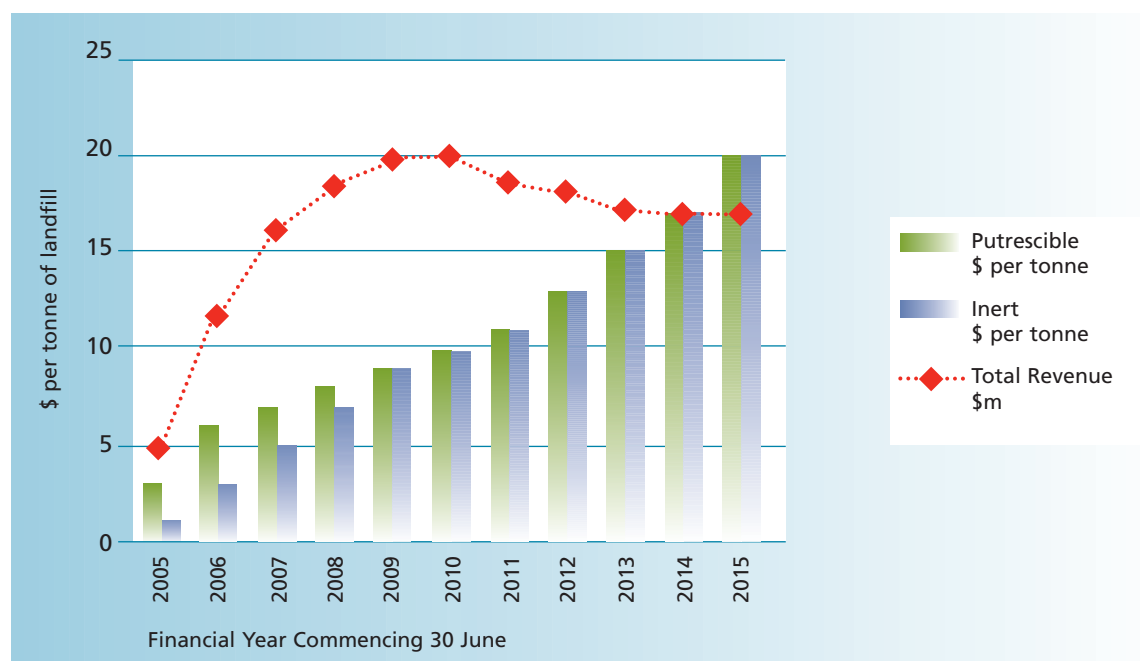
The Board recommends an initial increase in the landfill levy, from 1 July 2006 to:

- \$6/tonne for waste directed to Class 2,3,4 landfills
- \$3/cubic metre for Waste Directed to Class 1 landfills.

The Board also recommends an annual increase in levy levels described later in this paper so that by 2020 landfill pricing is at, or approaching, the full environmental cost of landfilling.

Figure 1 presents the Board's preferred approach to setting the levy and identifies the level of funding that would be generated based on predicted changes in the amount of waste directed to landfill.

Figure 1. Financial Projections for Landfill Levy 2005 - 2015



3. PROPOSED INITIATIVES FUNDED FROM A LEVY INCREASE

While the Board has commenced new initiatives in 2005/06, the Board proposes to expand its programs, as outlined in annual Business Plans and 3-year Strategic Plans, on the basis of increased funds derived from the levy, as follows:

- new action, including
 - continuous improvement in resource recovery in both industry and local government (including the proposed Resource Recovery Incentive Scheme)
 - enhanced business resource efficiency and waste prevention (including the proposed Waste Avoidance Incentive Scheme)
 - development of adequate and appropriate waste and resource recovery infrastructure (including the proposed Waste and Resource Recovery Infrastructure Support Scheme)
 - establishment of stable, secure markets for the collected recyclables (including the proposed Recycled-content Product Purchasing Rebate Scheme)
 - strategic support for unsustainable parts of the waste and resource recovery chain that arise from WA's isolation and sparse population including transportation of recyclables to markets from more remote areas of WA
 - reduction in household waste generation through addressing product consumption
 - changes to government procurement and waste management practices for enhanced waste prevention and resource recovery
- expanded action, including
 - priority waste products (developing policies and actions for priority waste products to achieve significant reduction in the accumulation of those products – tyres, glass etc)
 - data and information management and reporting (establishing a systematic regime to collect, analyse and make publicly available all relevant data and information)
 - litter prevention and illegal dumping (facilitating and supporting reduction in littering and illegal dumping of waste)
 - communication and education (fostering greater awareness, across the community, of the significant waste issues we face, and attitudinal and behaviour change to help move towards zero waste in WA).
- existing action, including
 - hazardous waste precinct development (finding and selecting suitable sites for establishing hazardous waste treatment facilities)
 - household chemical waste projects (facilitating improvement in storage and disposal of chemicals as well as greater resource recovery e.g. PaintBack™)
 - waste and resource recovery infrastructure planning (preparation of a waste and resource recovery infrastructure plan).

Table 1 provides an indication of the level of expenditure on proposed initiatives if the levy were to increase in the manner detailed in Figure 1.

Table 1. Initiatives Proposed to be Funded by the Proposed Landfill Levy

Program Area	(\$M) 2006/07	(\$M) 2007/08	(\$M) 2008/09
<u>Zero Waste Incentive Schemes</u>			
Strategic Waste Initiatives Scheme	1.5	1.5	1.5
Community Grants Scheme	0.1	0.2	0.2
Waste Avoidance Incentive Scheme	0.5	0.8	2
Resource Recovery Infrastructure Support Scheme	0.5	0.8	1
Recycled-content Product Purchasing Rebate Scheme	0.5	0.8	1
Resource Recovery Incentive Scheme	2	2.5	2.5
<u>Rural, Regional and Remote Resource Recovery</u>			
Transport subsidies (support for transportation of recyclables to markets)	0.3	0.6	0.8
Institutional Strengthening (building capacity to increase resource recovery)	0.1	0.2	0.3
<u>Institutional Strengthening</u>			
Littering (support for Local Government to better address littering and illegal dumping prevention and response)	0.7	0.8	0.8
Zero Waste Initiatives (strategic support for organisations to enhance their capacity to develop and implement zero waste initiatives)	0.5	0.5	0.5
<u>Waste Management Board programs</u>			
Business, Government and local government Waste and Resource Efficiency initiatives	1	1	2
Priority Waste Product initiatives (e.g. household chemical waste, glass, packaging, batteries, tyres, electronic waste)	1	1	1.1
Communication and education initiatives	1.2	1.5	2
Data and information management & reporting	1.5	1.5	2
WMRF and Board administration	0.8	1	1
Total	12.2	14.7	18.7

4. ZERO WASTE INCENTIVE SCHEMES

4.1. Schemes under consideration

The Board has held discussions in recent weeks on the development of incentive schemes in general, and the Resource Recovery Incentive Scheme (RRIS) in particular.

In considering development of the RRIS, the Board has come to the view that a single scheme targeted at encouraging resource recovery in traditional waste management sectors is unlikely to be effective by itself. Instead the Board is contemplating a range of mechanisms that will encourage all sections of the community to adopt behaviours consistent with the zero waste goal. These mechanisms would be badged collectively under a Board program known as *Zero Waste Incentive Schemes*.

The aim of these schemes is to invest the money collected from the levy back into the areas of waste avoidance and resource recovery in a strategic manner that will help drive the transition to zero waste in WA.

The WMRF funds will be allocated to the Board's programs, in accordance with the approved business plan. WMRF funds will also be reinvested throughout the waste management industry, by one of six methods:

- The Strategic Waste Initiative Schemes (SWIS)
- The Community Grants Scheme (CGS)
- A new Waste Avoidance Incentive Scheme (WAIS)
- A new Waste & Resource Recovery Infrastructure Support Scheme (WRRISS)
- A new Recycled-Content Product Rebate Scheme (R-CPRS)
- A new Resource Recovery Incentive Scheme (RRIS).

Details of the purpose of each of these schemes and notional levels of funding for the next three years are outlined in this paper. The Board may choose to propose additional or replacement schemes to those listed above, as necessary, to support a significant shift towards zero waste.

The Board also proposes additional funding support to that listed above, including for:

- transport of recyclables from rural areas
- building capacity to increase resource recovery in rural areas
- building capacity of Local Government to better address illegal dumping and littering prevention and response
- building capacity of organisations including peak local government and industry bodies to enhance their ability to facilitate sector wide development and implementation of relevant initiatives.

4.2. Why so many different schemes?

Different "waste holders" within the life of a product have different drivers and levels of influence over the ultimate fate of a product i.e. whether it is re-used, recycled or disposed – or not used at all.

Each of the proposed schemes listed above targets a different category of "waste holder", as shown in Figure 2, offering incentives to change behaviour in line with the Board's objectives. This approach spreads the incentive throughout the supply chain, improving the chances of overall success in waste avoidance and resource recovery.

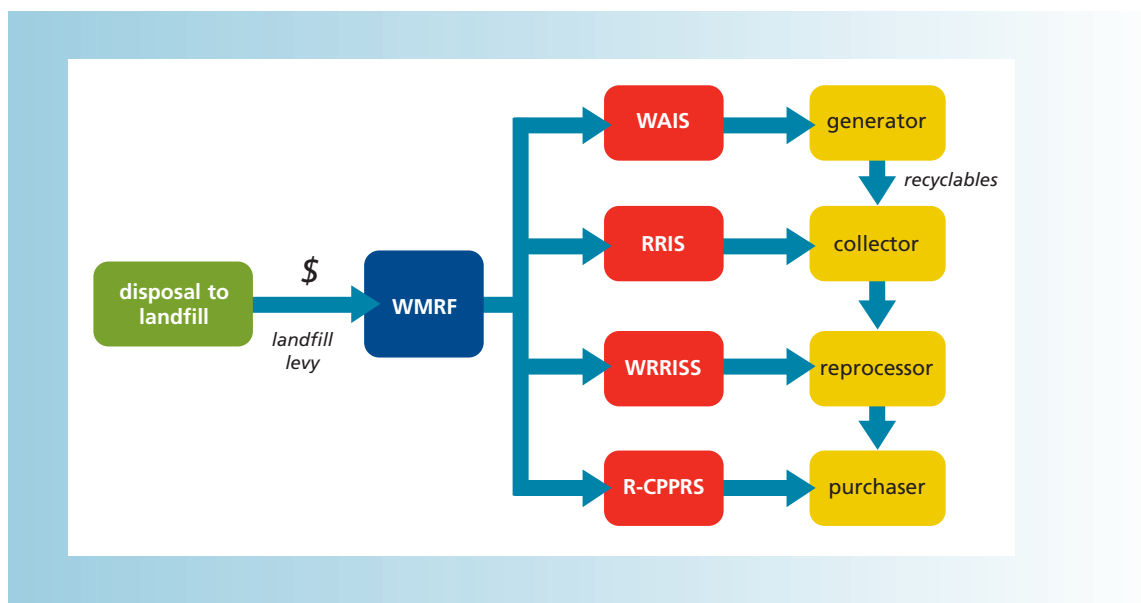


Figure 2. Distribution of landfill levy funds via targeted incentive schemes

Submission prompts:

- Which of these schemes do you consider would make a valuable contribution to assisting our efforts to achieve zero waste?
- Which schemes should be given priority for commencement in year 1, and when, if at all should the remaining schemes be introduced.
- What selection criteria should apply?

4.3. Proposed Schemes

The Strategic Waste Initiative Schemes (SWIS)

This is an existing Board scheme where the Board reserves discretionary funds within its annual budget for strategic initiatives that are not recurrent programs. The Board invites submissions on an annual basis from stakeholders for programs that may be supported from within this program and also initiates its own programs from within the SWIS budget allocation.

The Community Grants Scheme (CGS)

This is an existing scheme whereby the Board invites submissions from community-based organisations for small grants to support community based waste avoidance or resource recovery projects. Grants made under the CGS usually range \$5,000-10,000, and the annual allocation to the scheme over the next three years would be \$100,000-200,000.

A Waste Avoidance Incentive Scheme (WAIS)

The Board is committed to achieving a focus across the State on waste avoidance and waste prevention. This new scheme reflects this commitment. The scheme would provide funds for organisations undertaking measures to reduce waste generation. This scheme would also provide funding to support the development and implementation of extended producer responsibility and product stewardship schemes.

It is the intention that the scheme be open to all industry sectors but that allocations will only be made to organisations making a significant contribution to reducing the amount of waste generated in WA.

Objective

The objective of this scheme is to encourage waste avoidance as a major contribution to meeting our vision of zero waste.

What would the scheme involve?

The WAIS would provide up-front financial incentives for organisations to develop and implement waste avoidance measures.

Examples of programs that may receive payments under this scheme are:

- Educational or other programs aimed at changing consumer behaviour to reduce the production of waste;
- Initiatives, including at the design stage, that result in a reduction in the amount of waste produced during the manufacture of products or the delivery of a service.
- Research and development that may lead to new products or services that reduce the generation of waste.

Who would be eligible to apply for funds?

It is the intention that the scheme is open to all major generators of waste. This includes Councils (on behalf of their residents) and target industry sectors. Allocations will only be made to organisations with the potential to make a significant reduction in the amount of waste generated in Western Australia. It is envisaged that the following groups would be eligible to apply for funding:

- Regional Groups of Councils (on behalf of their residents). Councils not part of a Regional Council or a Regional Waste Group would not be eligible for funding;
- Industry Associations (on behalf of their membership) where the membership consisted mainly of businesses in the target industry categories identified in the Waste Management Board's Industry Waste Reduction Plan;
- Individual businesses in the target industry categories identified in the Waste Management Board's Industry Waste Reduction Plan that employ more than 500 FTE within WA.

Submission prompts:

- *What types of support should organisations expect via a WAIS?*
- *What selection criteria should apply?*
- *What level of incentive would be required?*
- *How could continuous improvement be incorporated into the scheme?*

A Waste and Resource Recovery Infrastructure Support Scheme (WRRISS)

The Board is committed to ensuring that Western Australia has adequate and appropriate waste and resource recovery infrastructure. Recognising that many organisations that build and operate these types of infrastructure sometimes have difficulty in securing adequate finance, the Board is considering introducing a capital works support scheme.

This scheme would provide funds investment in new plant, equipment or services that will make a real and valuable contribution to diverting additional resources from final disposal. In order to be effective, the amount of funding available through this type of scheme would need to be substantial.

It is envisaged that a reasonable infrastructure support contribution by the Board would be in the order of \$5-10 million per year, depending on the number and type of facilities requiring support.

Objective

The objective of this scheme is to encourage investment in capital works that will reduce the amount of waste requiring disposal.

What would the scheme involve?

This scheme would provide seed funding for resource recovery infrastructure that would result in either a significant increase in resource recovery. It is envisaged the Scheme would operate through:

- Low interest loans
- Grants for capital works
- Loan guarantees

The scheme and funding would potentially be expanded provided to cover infrastructure for waste disposal as well as resource recovery initiatives that are consistent with the Board's / State Government's Waste and Resource Recovery Infrastructure Plan (currently under development).

Applicants would need to demonstrate a sound business case for the enterprise, including how the venture would become profitable, or at least self-funding, within 5 years. It is envisaged that the same level of due diligence would be required as per a normal bank loan.

Examples of this type of scheme include:

- *EcoRecycle's Towards Zero Waste Infrastructure Support Program*

The program supports projects that improve resource recovery and solid waste management infrastructure and generally involves the proponent providing the bulk of the funding (in 2004-04 EcoRecycle contributed \$5M of the total of \$27.5M infrastructure project funding).

The Board would see its emphasis in WA (if a scheme is implemented) being very much on projects that recover resources from the waste stream.

- *EcoRecycle's Public Place Recycling Grants*

The program supports public place recycling infrastructure for high profile projects that are to deliver permanent Public Place Recycling and encourage future investment in resource recovery and efficiency.

- *California Integrated Waste Management Board's Landfill Closure Loan Program*

The Program provides direct loans, awarded on a competitive basis, to operators of older-technology, unlined landfills who desire to close early to avoid or mitigate potential environmental problems caused or threatened by continued operation of the site. Loans must be repaid over a period not to exceed ten (10) years.

Organisations accessing funding under this program will need to have prepared and lodged a Zero Waste Plan.

Who would be eligible to apply for funding?

Any organisation, private or public, would be eligible to apply for funding.

Submission prompts:

- *What selection criteria should apply?*
- *What level of incentive would be required?*
- *How could continuous improvement be incorporated into the scheme?*
- *Who should administer the scheme?*
- *Who should be eligible for the scheme?*

A Recycled-content Product Purchasing Rebate Scheme (R-CPPRS)

A sustainable recycling program depends on stable, secure markets for the collected recyclables. Demand for recycled-content products often suffers from the products being more expensive or seen as lower quality than their virgin-content counterparts. A stable market for any commodity cannot be achieved until there is adequate, continuous demand.

The Board is committed to developing secure, local markets for collected recyclables. This scheme would provide one way to achieve this giving a rebate to purchasers of recycled-content products. This provides a critical-mass demand for the products that allow producers to invest in adequate infrastructure that will, in turn, lower the price of the products and/or improve quality.

Objective

To stimulate demand for recycled-content products that incorporate target priority wastes.

What would the scheme involve?

It is envisaged that this scheme would operate in a similar way to rebates for energy-saving and water-saving products. The key aspects of this scheme would be:

- A set \$ per unit to be paid to purchasers of approved recycled-content products.
- Approved products would contain above a set % of recycled priority wastes.
- Producers would need to apply to have their products included in the scheme, providing verification of the amount and source of the recycled content.
- Purchasers would receive documentation from the producers, which would be forwarded to the scheme administrator for redemption of the rebate.
- Only "bulk" purchases, ie over a certain amount, would be eligible.

Examples of this type of scheme include:

- *California Integrated Waste Management Board's Recycling Market Development Zone Revolving Loan Program*

The RMDZ Loan Program provides direct loans to manufacturers that make a recycled product and are located in Recycling Market Development Zone. The purpose of these loans is to promote market development for waste materials.

- *Ecorecycle's Market Development Scheme*

This scheme supports market development initiatives, including innovative product design using recycled materials and increasing the volumes of resources recovered. Organisations accessing funding under this program will need to have prepared and lodged a Zero Waste Plan.

Who would be eligible to apply?

Any organisation or individual, private or public, would be eligible to apply for funding.

Submission prompts:

- *What level of recycled-content should be required in products for them to be eligible for the scheme?*
- *Should the scheme be open to products produced outside of WA?*
- *How much rebate would be required to be an incentive?*
- *How could continuous improvement be built into this scheme?*
- *Who should administer the scheme?*
- *Who should be eligible for the scheme?*

A Resource Recovery Incentive Scheme (RRIS)

In June 2005 the Board proposed that the Resource Recovery Rebate Scheme (RRRS) be phased out by 1 July 2006 and replaced with a new scheme that would be open to local government and industry and be subject to benchmarking and performance measures. This proposal was endorsed by the Minister for Environment on 22 June 2005.

The Board notes that local government has also released a discussion paper on this issue and looks forward to local governments considered input on these proposals once its own consultation is complete.

Several workshops have been held by the Board to assess the key characteristics required from RRIS. An initial development workshop was held on 29 July 2005. In total 53 stakeholders attended, 24 representing industry and 29 representing local government. Subsequent discussions with key representatives from industry and local government further informed development of possible approaches to the RRIS, as well as a set of principles for the RRIS, which are as follows:

- *Administratively simple* for both participants and administrators of the scheme
- *Focused on continuous improvement* in resource recovery performance, with a requirement for documented evidence (data) demonstrating performance improvement against benchmarks; encouraging new activity and high performance that will increase recovery rates; it will not provide ongoing subsidies for existing activities
- *Socially acceptable*, with increased funding for the scheme following each annual increase in the landfill levy
- *Strategically oriented*, with a requirement for production of an agreed zero waste plan a condition of funding (focusing on the area that participants believe they can make the biggest difference; action on specific products and materials reinforced through differential funding; payments will be directed to a smaller number of organisations for short periods (say, one to three years) to assist financially with the initial risk or hardship associated with adopting new initiatives; getting money to the 'fixes' (not necessarily just those that pay the landfill levy)
- *Funding guaranteed to continue for a set timeframe* (provided money remains in the WMRF) and the scheme to be in place for an agreed minimum timeframe (say 5 years); this approach will prevent the limited amount of money from being spread too thinly to make a real difference
- *Inclusive of a broad range of sectors* with a focus on encouraging participants throughout local government and across business and industry
- *Facilitating permanent change* with an assessment of the capacity of the funding to change parameters permanently
- *Working with market forces* including a need to show market demand but not including support for market development
- *Improving the flow of information* including accurate, transparent and verifiable information on performance. A commitment to provide data in agreed formats to the Board on the waste streams being managed by the organisation for aggregation by the Board within its database on the waste stream in WA will be a condition on any funding from the WMRF.

The annual level of funding to be allocated to the RRIS would be determined in March each year, when the Board sets in Business Plan and budget for the following financial year.

Objective

The objective of this scheme is to increase the amount of resources recovered from the waste stream currently going for disposal, and to drive continuous improvement in recovery.

Who would be eligible to apply for funds?

All collectors of recyclables designated as priority products by the Waste Management Board would be eligible to apply for funds. This includes Councils, Regional Councils and private companies.

What would this scheme involve?

In developing the RRIS, the Board wants to ensure that intervention through funding specifically targets those holders of waste (and resources) that can drive the maximum increase in the quantity and quality of recovered resources for the incentive funding provided.

For this reason, the Board proposes that the RRIS would specifically target the collectors of waste and recyclables. Collectors largely determine the manner in which waste and recycling is collected, and where it ultimately ends up.

The intention of this scheme would be to encourage collectors to implement systems that will maximise the quality and quantity of priority waste materials recovered and to ensure they are delivered for reprocessing.

The RRIS would provide a rebate to collectors that achieve continuing levels of resource recovery performance, against benchmarks set by the Board. The Board will produce best practice guidelines for increasing both the quantity and quality of recovered resources. Quality is particularly important as we want to ensure that while we continue increase resource recovery we do not do so without recognising and dealing with potential increases in toxicity of the recovered resources.

RRIS Option 1 – Recovered Resources (Total recovered)

The baseline rebate figure (\$/tonne) for each Council would be set by the total annual resources recovered, as set out in the final report of the Resource Recovery Rebate Scheme. For local governments that did not participate in the RRRS and for commercial collectors, the baseline would need to be established through an independently verified report of data on total recovered resources within the previous 12 months.

Once baselines for each applicant are set, all participants would be required to increase their recovery rates (starting from the baseline figure) by 5% annually, to be eligible for funding.

Therefore: $T1 = B + 5\%$ (T1 = target year 1 and B = original baseline)

The next target becomes: $T2 = B + 10\%$, and so on.

Increases in resource recovery above the 5% target level in any year would receive bonus funding at a premium rate (perhaps a 10-20% weighting added to the collected tonnages). The 5% target level funding would continue to be provided to a Council/industry while it maintained its annual 5% increase trend.

Payment would also be provided for the first year in which the 5% target level was not met, but at a discounted rate and only for one year (the discount could be a negative weighting of 10-20% weighting added to the collected tonnages). No payments would be made in the second year of below target performance.

The 5% increase targeted notional and would only be finalised after further investigation and discussion

RRIS Option 2 – Recovered Resources – recyclables categories (total annual quantity)

Similar to Option 1 with the baseline figure set for each Council/commercial collector at its total annual resources recovered, for each recyclables category (dry recyclables, paper/cardboard, greenwaste, C&D materials etc), as set out in the final report of the Resource Recovery Rebate Scheme or, for industry, as set out in an independently verified report of data on total recovered resources in each applicable category within the previous 12 months.

Payments would operate as for Option 1 but applied to each recyclables category.

RRIS Option 3 – Recovered Resources – recyclables categories (average quantity)

Similar to Option 1 with the baseline figure set at the average annual recovery for each recyclables category across all Council/commercial collectors. The new annual average would set the target for the next year.

Payments would operate as for Option 1 but applied to the rolling annual average for each recyclables category.

RRIS Option 4 – Recovered Resources – total recyclables categories

Different from options 1 to 3 in that the target would be set at a benchmarked recovery rate (kilograms/dwelling/week), being that currently achieved by the majority (e.g. 60%) of Local Government collectors. In the absence of equivalent data for industry, a benchmark level would be set or (kilograms/premises/week) using available data and information across all commercial collectors.

The target rate would be set for a fixed period (say 2 years) after which the target level would be raised, again for a fixed period. Collectors would receive payments for achieving the target level.

Data provision

The Board believes collection of relevant data is critical to better understanding how best to tackle waste issues including resource recovery. To that end, whichever RRIS approach is finally selected, funding would also be provided for undertaking waste stream / recyclables audits in various forms on condition that audit results are provided to the Board.

Submission prompts:

- *What level of incentive would be required?*
- *How could continuous improvement be incorporated into the scheme?*
- *What benchmarks should be used in the scheme? What should be the quantity cut off for funding?*
- *Should quality incentives be included in the scheme – if so, how?*
- *Should re-use be included in the scheme?*
- *Who should administer the scheme?*
- *Who should be eligible for the scheme?*

5. ZERO WASTE PLANS

The Board is of the view that one of the requirements for any organisation seeking access to funding under these schemes (with the exception of the Community Grant Scheme) should be that it lodges a Zero Waste Plan. Guidelines and templates for development of Zero Waste Plans will be provided to assist in their preparation, but the main focus of the plans should be:

- A statement of the organisation's goals in relation to waste management and sustainability
- An outline of the organisation's strategic plan, showing how it intends to contribute to the State Government's Objective of Zero Waste by 2020
- A statement of how the plan relates to the Board's three-year strategic plan and annual business plan
- Both waste avoidance and resource recovery initiatives.
- Details of the way in which the money provided will be spent
- KPIs and targets against which to report
- A report on progress on progress on implementation of the Zero Waste Plan
- A commitment to provide data in agreed formats on the waste streams being managed by the organisation, for aggregation, evaluation and public reporting by the Board.

6. WHERE TO FROM HERE?

With the release of this document the Board will commence a series of stakeholder consultation sessions to discuss the various options and provide stakeholders with an opportunity to suggest features and elements for the schemes, in particular the WRRIS.

The sessions will also address the paper entitled *Resourcing the Zero Waste Vision: A Discussion Paper on the Landfill Levy and the Programs it Funds* (Waste Management Board, November 2005), which has also been released for comment until 3 March 2006.

Input/Comments

The Board welcomes comments on this paper.

Comments should be provided by: COB Friday 3 March 2006,
addressed to:

Zero Waste Incentive Schemes
Waste Management Board
PO Box K822
Hay Street
EAST PERTH 6842

OR

wastewa@environment.wa.gov.au
Subject: Zero Waste Incentive Schemes

For further information, contact Tony Beeson on 9278 0942 or
tony.beeson@environment.wa.gov.au

Written Responses

In order to make your submission as effective as possible:

- Make it clear and concise;
- Describe the issue/s on which you wish to comment;
- State your views on the issue/s, and support your position with relevant information if possible; and
- Suggest alternatives where you have an additional or different view to that proposed.

All submissions will be reviewed and a summary of written responses will be posted on the web site www.zerowastewa.com.au and emailed to those who have submitted them.

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