

# Council LEAD Project NSW

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## Council LEAD Project (NSW)

# FINAL PROJECT REPORT

April 2002

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*This project has been assisted by the NSW Government through its Environmental Trust..*



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## Project Summary

The Council LEAD Project (CLP) NSW was developed to support and encourage local government to respond to the publication of the NSW EPA "*Guide for councils in Managing Lead contamination in Home Maintenance, Renovation and Demolition Practices, including an example development control plan*".

The project used the personnel and facilities of the Lead Advisory Service Australia, a service run by The LEAD Group, to carry forward the uncompleted task of the former Lead Reference Centre and promote the adoption by councils of measures aimed at the protection of their community from lead hazards.

The project also draws on the expertise of a wide range of experts from non-government organisations and public authorities associated with the management and the monitoring of the project through their participation on the project's Steering Committee and Reference Group.

The project process was designed around three stages:

**Initiation stage**, focusing on collection of data through an Initial Survey sent to all NSW councils, which served multiple purposes, including:

- To open a communication channel with each council;
- To collect baseline data on specific performance indicators;
- To obtain an unprecedented collection of information on the lead policy status of councils in NSW;
- To identify the forms of support most favoured by councils.

The project was very successful with this survey, with a high response rate of 67%.

**Preparation phase**, consisting in:

- the processing of the information collected in the survey,
- the reshaping of the project's activities as a result of the consultation with councils; and
- the set-up of the project's management framework: Steering Committee and Reference Group.

**Implementation phase**, focusing on the following activities:

- *The Council LEAD Project Tool Kit*, developed to guide councils through a 3 step process culminating in the adoption of a local lead policy inspired by the example development control plan included in the EPA document. This Tool Kit also constitutes an extension of the EPA document and provides sample material and access to a wide range of lead related information.

The development of the Tool Kit, and consequently the development of the project, have been significantly frustrated by delays and uncertainties related to the publication of the EPA document.

- CLP webpage was developed, in response to council's demand for web resources. It is accessible on the LEAD Group's website, and contains information relating to the project itself and relating to the subject of council policies on lead.
- The Lead Advisory Service Australia (LASA) promoted its capacity to deliver tailored telephone/email service for councils.
- A CLP e-group was set-up, to promote a dynamic network between Council LEAD Project Liaison Officers, and facilitate mutual assistance and circulation of information on lead between councils.

Uncertainties and delays in the publication of the EPA document at the core of the project, as well as difficulties resulting from the lapse in funding of the Lead Advisory Service adversely impacted on some of the project's activities. However, the project team proved resourceful in dealing with these difficulties. Despite the unfortunate delays resulting from these conditions, it can be claimed that the project has achieved, or has set the conditions to achieve the majority of the goals and objectives set at the beginning of the project. It is expected that Phase 2 of the project will allow for the completion of the delayed activities, and further increase the capacity of councils to successfully protect their community for lead.

## **2 Introduction - Background and Objectives of the Project**

The Council LEAD Project (NSW) ("the project") was developed by the LEAD Group in response to the announcement by the NSW Environment Protection Authority (EPA) of the imminent release of the document for councils initiated by the "Lead Reference Centre", now known as the "*Guide for councils in Managing Lead Contamination in Home Maintenance, Renovation and Demolition Practices, including an example development control plan*". It is referred to in this report as "the EPA document".

With the closure of the Lead Reference Centre, there was no structure in place equipped to capitalise on the potential impact of this publication and promote the adoption by local governments in NSW of the proposed Example Development Control Plan (DCP) for lead.

The LEAD Group could fulfil this role. It had been running the Lead Advisory Service for almost a decade, with funding from Federal then mostly NSW Government. The Service had trained staff, the information resources and the office structures necessary to successfully host such a project.

The project's aim, as initially described in the grant application, is "to support and encourage local Councils in the implementation of lead safety initiatives such as the model DCP (Development Control Plan) and lead safety information programs", (...) building on the "work initiated by the Lead Reference Centre (LRC), culminating in its publication in September 1999 of *Management of Lead Contamination (DRAFT) for Local Government*".

We had been advised at the time of the application in June 2000, that the final version of the DCP was with the EPA Executive and its publication was imminent.

Our project strategy was to capitalise on the momentum created by the publication of the EPA document to reinforce its impact.

The CLP was designed as a lead education project for local government. It aimed to promote lead awareness in NSW councils and to assist in the adoption of measures preventing lead contamination and the protection of local community from lead poisoning.

The objectives of the project are described in these terms in the grant application: "To provide education and support to Local Government in NSW so that Councils will recognise and protect their communities from lead and related hazards through:

- Adopting lead management plans for Councils infrastructure;
- Adopting a Development Control Plan that concurs with the model DCP;
- Using clean-up and prevention orders in relation to lead contamination
- Carrying out community lead education activities"

## **3 List of people involved**

A number of people have been involved in this project, as part of the project team, part of the Steering Committee, or part of the Reference Group.

### **The project team:**

The project team is based on the staff of the Lead Advisory Service Australia (LASA), and has been slightly modified since the writing of the application due to staff movement.

Elizabeth O'Brien Project manager

Patricia Parkinson Project officer

David Ratcliffe and Margaret Johnson have provided valuable administrative support to the project.

Colin Menzies Monitoring (consultancy)

### **The project's Steering Committee:**

Members of the Steering Committee have been invited on the basis of their expertise in fields relevant to the project, and of the relevance to the project of the public authority or non-government organisation they represent.

The role of the Steering Committee is to oversee the project, review the progress of the project, and discuss future actions.

Members of the Steering Committee are:

- Elizabeth O'Brien, Patricia Parkinson and Colin Menzies from the project team
- Robert Verhey Senior Policy Officer - Environment, Local Government and Shires Associations (LGSA) of NSW
- Corrie Guillarte Senior Inspector, WorkCover Authority NSW
- Mark Oakwood Toxics Campaigner, Total Environment Centre (TEC)
- Derek Mullins Development & Infrastructure Assessment Branch, Department of Urban Affairs and Planning
- Carol Bodle Member, The LEAD Group Committee c/o CTI Consultants Pty Ltd
- Jim Sullivan Senior Environmental Officer, Lake Macquarie City Council
- Rosemary Ayoub Member, The LEAD Group Committee and a Childcare Professional
- Graeme Kelly Manager for OH&S / WorkCover, Coordinator for the Federated Municipal and Shire Council Employee's Union of Australia.

### **Reference Group**

The Reference Group includes a wide selection of individuals with expertise in the project's field. There is no meeting of the Reference Group, it has a consultative role only. Members of the reference group are asked to comment on documents produced by the project team.

Members of the Reference Group include:

The Steering Committee members;

Peter Bourke, Environmental Management Officer, North Sydney Council;

Grahame Collier, A/Director, Community and Industry Education, EPA NSW;

David Eckstein & Steve Blaydon, EHOs, Leichhardt Council;

Steve Toohey, Manager, Monitoring Service, Marrickville Council;

Prof Chris Winder, Toxicologist, OH&S Senior Lecturer, Department of Safety Science, University of NSW;

Dr Kelvin Wooller, Occupational Physician at NSW WorkCover;

Michelle Calvert, Vice President, The LEAD Group Inc.;

## **4 Description of the Project**

### **The Project's strategy**

The logistic of the project relies on the synergistic effect between the publication of the EPA document (including the example DCP) and the project's activities, to prompt councils in NSW to assess their lead risk profile and evaluate and adjust their lead policy. This process is expected to lead to the adoption of appropriate measures, including the adoption of a lead DCP based on the model proposed in the EPA document.

The premise of the project is that Councils have important roles in protecting their community from lead hazards and are becoming more willing to act to promote their community's health. However, there are three main identified constraints on Councils' capacity to act:

1. inadequate knowledge about the extent of the hazard;
2. insufficient awareness or skills to act;
3. limited resources for competing priorities.

The Council LEAD Project aims to address these constraints directly by encouraging and supporting Councils in their endeavours to promote lead-safe communities. It takes account of resources constraints by helping Councils develop a feasible strategy with specific and targeted actions.

In essence, the Project seeks to encourage Councils to undertake a series of tasks which, it is argued, will increase community lead safety.

The core of the project involves three types of activities:

Stimulation of Councils so they adopt more lead-safe practices

Resourcing Councils with "tools" that assist them in carrying out lead-safety activities

Education and activation by Councils of the community (including workers) so they practice lead-safe behaviours.

At an individual level this process translates into the following activities: to establish communication with an appropriate officer in each Council; assist that Liaison Officer

develop a draft strategy; and provide resources and continuing phone support to Council while implementing their strategy.

The intended outcomes from the project are changes in the behaviours of the various target audiences towards more lead-safe behaviour.

Target Audiences		Aim
<b>primary</b>	Local Government staff and Councillors	To give knowledge about and commitment to lead safety so that Councils develop and maintain institutional skills for lead hazard management and community education.
<b>secondary</b>	Contact workers involved with lead hazards (eg demolition, builders, doctors)	To change their behaviour through the Council staff and Council activities.
<b>tertiary</b>	The endangered who will be harmed by lead-hazardous activity (eg occupants of lead-affected dwellings and workplaces, esp. children under five and pregnant women).	To promote lead-safe behaviour to mitigate and manage lead hazards.

### ***Project Method: The project process revolves around three consecutive stages***

#### **Stage 1: Initiation**

\* The project management and monitoring team:

Relevant government departments and non-government organisations were approached and asked to designate a representative willing to participate on the project's Steering Committee and the Reference Group.

\* Initial Survey

The multiple purposes served by the initial survey made it a crucial feature of the project. These purposes include:

- To establish communication with the stakeholders - all 173 NSW Councils -. The council officer completing the survey became the "Council LEAD Project Liaison Officer" (CLP Liaison Officer) and was from that point-on our contact in each council for all lead related matters;
- To provoke councils to reflect on their local lead profile and lead management policy;
- To provide baseline data constituting the 'performance indicators' that would allow future monitoring and assessment of the project's outcomes;
- To compile information on current lead policy in NSW local government;
- To collect information on the perceived constraints on the councils' lead activities;
- To establish which are the forms of support most favoured by councils.

The survey consisted essentially of three multiple choice questions: relating to the ways in which the council was active in lead safety, the constraints on council's lead safety activities and the type of support that would assist the council in becoming more

active in lead safety. Opportunity was also given to comment openly on any related issue.

A lot of time and effort was put into the design of the survey and in its distribution. For each council, the survey was emailed, posted and if necessary, followed up by telephone calls. This was rewarded by the high response rate of 67% (116 councils).

## **Stage 2 : Preparation**

The preparation stage consisted in the:

- Analysis of the Initial Survey's result
- Set up of the project's management and monitoring framework. Meeting of the Steering Committee and communication with the Reference Group
- Adjustment of the project's action plan, as a result of the consultation with the stakeholders.

### **Analysis of initial survey result**

#### **Summary of conclusions of the Council LEAD Project Initial Survey**

The comprehensive report on the initial survey results is attached in Annexure A

We obtained a **very good overall response** rate with **67%** of NSW local councils (or 116 Councils) expressing their interest in the lead issue by responding to the survey, with very high response rates from Metropolitan councils (89%) and Country councils (87%).

The major findings of this survey relate to three areas:

Ways in which councils are active in lead safety:

Constraints on Councils' lead activities

Type of supports favoured by Councils

→ **Ways in which councils are active in lead safety:**

**Lead is not an issue that is much reported upon** with the highest percentage of Councils discussing lead in their State of the Environment Report (SoE) being Metropolitan Councils with 19%. In Country and Shire Councils, as little as - respectively - 5% and 6% report to discuss lead in their SoE report.

Lead safety guidelines for Council owned or operated properties have most commonly been adopted in **Metropolitan** Councils with 13% of Metro Councils reporting having done so;

**Only 13% of Metropolitan Councils and no Country Councils** reported having a **Council Planning Policy** or document dealing with lead;

**Fourteen percent of Country** (14%) and **13% of Metropolitan** Councils who responded to the survey, have been active in **organising community awareness activities** such as public displays or distribution of leaflets on lead safety.



Approximately a **fifth of Councils** (22% of Country Councils and 19% of Metropolitan Councils) reported having an **officer who had attended a regional workshop on Lead Management** held by the NSW Lead Reference Centre. However, according to LRC's records, many more officers had been trained.

**Most of the reporting Councils (83%) have not issued a single Clean up or Prevention Notice** under the Protection of the Environment Operations Act in relation to lead or other contamination. Only a few Councils have used their new power to address a particular issue, such as a waste campaign.

**Online information on lead is yet to be developed by Councils**, with only 13% of Metro Councils, 3% of Shire councils and no Country Councils having developed a website with lead information or links. None of the Councils have a link to The LEAD Group website as yet.

#### → Constraints on Councils' lead activities

Overwhelmingly '**Lack of Resources**' and '**Other Priorities**' are cited as the major **constraints** upon councils inhibiting further lead activities;

Close to 90% of Country and Shire Councils refer to 'Lack of resources' as a constraint to lead activities;

Metropolitan Councils (59%) refer to "Other Priorities" as the major constraint upon them.

The **increasing workload of Councils** under the new environmental legislation with no matching increase in resources, as well as **no need** for such activities and **lack of demand** have been quoted by some Councils as other constraints on their lead activities.

#### → Type of supports favoured by Councils

Of the 10 supports offered, the most favoured by councils (combining the highly preferred and preferred types of support) were, in order of preference:

- ❖ A "How to" kit
- ❖ Sample materials
- ❖ Web resources
- ❖ Telephone / email support during business hours
- ❖ Network liaison

#### **Project's management and monitoring framework. Steering Committee meetings and communication with the Reference Group**

Concurrently to the initial consultation with councils, the preparation phase involved the set-up of the project's management and monitoring framework.

##### Setting up the project's management framework

The project's management framework consists of three bodies:

- ◆ The Project team per se,
- ◆ The Steering Committee
- ◆ The Reference Group

The *Steering Committee* (SC) is constituted of representatives of public authorities and non-government organisations having an expertise or an interest in lead issues. The list of members appears in section 3 of this report.

Initial contact with the Steering Committee's members having been made during the initiation stage, the date of the first Steering Committee meeting was set on March 15, 2001. The LEAD Group did not have an adequate venue to host the meetings. Robert Verhey came to the rescue and kindly offered to hold the meetings in the conference room of the Local Government and Shires Association's offices. Located in the city, this venue was easily accessible to the majority of the SC members, and The Steering Committee met 4 times between March and September 2001: on 15/3/01, 24/4/01, 26/6/01 and 31/9/01. Its activities are detailed below.

Throughout the course of the project, meetings with the Steering Committee allowed the discussion of the developments and the problems encountered by the project, and of its future direction. The wide range of expertise represented at the Steering Committee made it a very interesting forum. We would like to take this opportunity to express our gratitude to all the members involved for their time and contributions, with a special mention to Robert Verhey for his excellent input (and of course for the use of the LGSA offices' facilities).

Special guests were invited to the SC meeting for special contributions. They included:

- ◆ Graeme Collier (Director, Industry and Community Education, NSW EPA). Update on draft model DCP on 24/4/01
- ◆ Robert Aurisch, owner builder who experienced lead poisoning in his family as a result of renovation both of his own home and from demolition of a neighbouring property, subject of an article in *New Idea*. Robert wrote an excellent case study on his experience for the CLP website called "*Lead Paint and Dust in Heritage Houses*" (SC meeting on 26/6/01).
- ◆ Jason Bawden-Smith, Director of JBS Environmental Services and Technologies, lead assessor. On lead assessment and abatement (SC meeting on 31/9/01).
- ◆ James Allen (Cleaner Industries Unit, Community and Industry Education, NSW EPA), update on the "EPA Guide for councils in Managing Lead Contamination in Home Maintenance, Renovation and Demolition Practices including an example development control plan" (SC meeting on 31/9/01)

*The Reference Group:*

With a wider variety of members (see the list of participants in Section 3), the Reference Group was created to provide an extended and richer feed back on CLP's activities and material produced, in order to better reach our target audience.

Setting up the Monitoring framework

The "performance indicators" data obtained at the initiation stage of the project are to be compared with the change in data at the completion of the project to measure its success in achieving skill and behaviour change amongst Councils.

**Finalisation of the project's action plan**

The project team, on the basis of the result of the consultation with the councils and after discussion with the Steering Committee, revisited the planned activities and shaped them on the preferred support options, as shown in the table below.

Council's preferred support option, as expressed in the initial survey	CLP' s activities
------------------------------------------------------------------------	-------------------

A "how to" kit	Development of a Council LEAD Project Tool Kit
Web resources	Council LEAD Project section on The LEAD Group's website Application for a CLP Phase 2 grant, for development of web information
Telephone/email support during business hours	Lead Advisory Service Australia (LASA) to support any councils request for information / assistance with any lead related query;
Network liaison	CLP e-group set up to promote communication between councils on lead related issues and keeping an open communication channel between the project team and the CLP liaison officers.

### **Stage 3: Implementation**

The activities conducted in the course of the project are presented in order of "favoured support options", as expressed in the initial survey.

#### **\* The Council LEAD Project Tool Kit (CLP Tool Kit)**

The development of the CLP Tool Kit is a major element of the project strategy to reach out to councils and promote the adoption of a local lead action plan.

The central feature of the Tool Kit is the EPA document on lead management for councils. The Tool Kit is to guide councils through a 3 step process leading to the adoption of an individually tailored version of the example Development Control Plan commended by the EPA document.

In addition, the Tool Kit is designed to constitute a comprehensive reference for all matters related to lead, thus extending the scope of the EPA document.

The development of the Tool Kit, and consequently the development of the project, have been significantly frustrated by the delays and uncertainties relating to the publication of the EPA document, as explained further in Section 6 of this report.

However, it has now progressed to a stage where it is ready for publication as soon as the publication of the EPA document allows its complete finalisation.

A "How to" kit was nominated by the CLP initial survey as the number one favoured form of support that the project could bring to councils in dealing with their local lead issues.

The term "Tool Kit" was chosen to emphasise that this document was not meant to be yet another folder on the shelf, but was intended to be used as a practical instrument to assist in the making of a local lead action plan.

The experience acquired through years of dealing with lead contamination / poisoning issues at the Lead Advisory Service Australia, combined with the conclusions drawn from the consultation process with councils, pointed to a combination of factors at the basis of the failure of many councils to adequately address the lead issue:

- The lack of knowledge about the prevalence of lead contamination, associated with the lack of knowledge of lead's sources and pathways;

- The lack of knowledge about lead safe procedures;
- The rare use of council's powers to prevent or remediate lead contamination;
- The need for more local council based public education about lead;
- The need for more practical information about lead-free alternatives, lead assessment and abatement experts etc.

The CLP Tool Kit aims to address these impediments to lead safety. It also acknowledges that different councils have various needs and resources when it comes to lead safety, and that local lead action plans should be developed to take these particularities into account.

The structure of the Council LEAD Project Lead Safety Tool Kit is based on the three A's [Assessment, Action & Awareness] - steps required to prepare a local lead action plan.

A detailed table of contents of the CLP Tool Kit is attached to this report.

Following is a brief overview of the document.

- Introduction: overview of the reasons why councils should act to protect their community from lead, including the hazards associated with lead as well as the issue of liability of councils for incidents of lead contamination and lead poisoning. "About the Council LEAD Project" gives some background to the document, and "how to use this Tool Kit" explains how to make the most out of this document.
- Step 1: Assessment: Community Lead Risk Assessment, includes information on lead sources and pathways, and a lead assessment check list for councils.
- Step 2: Action: Building a lead safe community highlights the need for councils to set the example and adopt lead safe procedures for all council controlled activities, choose lead free products, train council workers in lead safety.

The various powers in the hand of councils to promote and enforce lead safe procedures for activities taking place in their council area are then considered.

- Step 3: Awareness: Lead Safety Training, Community Education, Awareness Campaigns  
This section focuses on the importance of passing-on the lead safety message to the community, and provides resources to be used in public awareness campaigns.

A significant characteristic of the document is that it has been on purpose kept to a manageable size. It was chosen to highlight the process and to include only the essential information in hard copy format. There is provided however, a comprehensive list of topic-related information available. Most of it is available online, either at the Council LEAD Project or LEAD Group's website, or at other designated URLs. Reference to online information also has the advantage of keeping the information up to date. Some hard copies of coloured leaflets or booklets will be included in the Tool Kit. The inclusion of the very relevant *Lead Safe* series of booklets and factsheets, designed by the Lead Reference Centre but unfortunately running out of stock, is subject to NSW Health Department decisions on reprint. To date, two of the three *Lead Safe* booklets are out of print and two of the five *Lead Safe* factsheets are out of print.

As part of building up knowledge and providing resources on lead related issues, the opportunity to purchase at discounted price a stock of a very informative publication by Richard M, Stapleton "**Lead is a Silent Hazard**" was taken advantage of, and a copy of the book was sent to each CLP Liaison Officer who had completed the survey.

## \* Web resources

With the increased use of the internet to communicate and to research issues, it does not come as a surprise that the second most favoured support option chosen by councils is that information on lead be made available online. In response to this, The LEAD Group, who already had developed a website with a large selection (over 450 documents) of lead related information, added a special section for the Council LEAD Project and started developing material specifically for it. It can be accessed at [www.lead.org.au/clp/clp.html](http://www.lead.org.au/clp/clp.html) - a copy of the Council LEAD Project 's homepage is attached to this report. (Section 15)

The creation of the CLP webpage will also encourage the use of the very wide range of information available on The LEAD Group's website. Councils who have a particular lead-related interest can easily search the whole site using the Search button or their own search engine.

Throughout the CLP Tool Kit, references are made to the information available on line. When logging in, council officers will have the opportunity to peruse the latest development of the project and network with other council officers on lead related issues through the CLP e-group (see later). Soon, as part of CLP phase 2, the whole of the CLP Tool Kit will be available online.

## \* Telephone / email support during business hours

In some circumstances written information just does not suffice, and some direct discussion with someone of knowledge and experience in lead related issues is required. This is the unique service that the Lead Advisory Service Australia (LASA) has been providing for some ten years. For convenience, emailed queries are also an option.

Many government departments and private corporations, in NSW and throughout Australia, routinely refer their callers to LASA when confronted with a lead question (without providing any financial support in return, with the exception of Environment Australia who pay the phone and postage costs). Local councils have also had the opportunity to benefit from the service provided by LASA. Now, thanks to the Council LEAD Project, all NSW councils are able to take advantage of the council-specific information developed by the CLP team and available to them through LASA.

## \* Networking

Sharing experience in dealing with lead issues at a local government level is the main purpose of the Council LEAD Project Liaison Officer network set up in the form of a CLP e-Group.

This channel is also the opportunity for the project team to announce the latest developments in the project to all interested, such as the publication of new material relevant to council on the web.

In time, the CLP Tool Kit will also be made available on line, and will then be accessible to any council officer having to deal with a lead issue.

All CLP Liaison Officers have been made members of the CLP e-group, and so far only one opted to withdraw from it.

When visiting the CLP webpage, other council officers are encouraged to join the CLP e-group, which they can do by clicking on the link and following the instructions. In a few short months the CLP webpage has already had 806 visitors (compared to The LEAD Group's website in general, which has over 4,000 visitors per month).

A copy of the Welcome message received by each CLP liaison officer with the first e-group notification email is attached at Section 15

**\* Public launch of the CLP Tool Kit**

A public event gathering interested council officers and focusing attention on the project was thought to be an appropriate way to launch the project's Tool Kit and to publicise the EPA document.

Contact was made with the Australian Institute of Environmental Health (AIEH), now based in Sydney. The Institute has great experience of the organisation of such events, and it was agreed, after discussion with Murray McCafferty (AIEH), to jointly hold a seminar. The Institute gave assurance of its capacity to attract qualified public speakers to address the audience on lead related topics.

It was agreed that a minimum 6 weeks notice was needed before setting the date of the event. Unfortunately, as a result of the cascading delays in publication of the relevant documents, the organisation of this event had to be put on the shelf. It will hopefully take place when things fall into place.

## **5 A description of any difficulties and/or delays you encountered**

Two essential factors under government control have contributed to both difficulties and delays in running the project.

***1- The delayed publication of the EPA document, around which the CLP Tool Kit was to be developed.***

This document initiated by the former Lead Reference Centre in 1999 or earlier, was "with the EPA Executive and was expected to be published shortly" at the time of the grant application. For various reasons, the publication was deferred, and we were given at different stages different estimations for finalisation and the publication of the document. To this date, and to the best of our knowledge, this publication has still not occurred.

The publication of the EPA document was both the event on which the project strategy relied to focus councils interest on the issue of lead contamination, and the centre-piece of the CLP Tool Kit. Lack of knowledge about the date and distribution strategy for this document had a cascading adverse effect on the Council LEAD Project.

- *Delays on the finalisation of the Tool Kit.* The lack of certainty as to the final content of the EPA document, or of its distribution strategy impacted on the development of the CLP Tool Kit. Our initial plan was to include the EPA document as an integral part of our Tool Kit. When it became clear that the document was going to be developed independently from our project, and that it was going to be too complex to make it an integral part of our Tool Kit, we planned to have the two documents developed separately but distributed concurrently. We would only refer to specific parts of the EPA document in the course of our document. But even for this, we needed a definitive final version so that we could refer to specific relevant extracts, and avoid duplication.
- *The official launch of the CLP Tool Kit was deferred.* As already mentioned, we discussed with the AIEH the organisation of an event coinciding with the publication of the EPA document to launch the CLP Tool Kit. This event was initially planned for the end of 2001. The Institute required a minimum of 6 weeks to organise the event, and we needed to have the Tool Kit

finalised and published. When we could not get a commitment as to the date of publication of the EPA document, we had to put the organisation of the event on hold. We are now hoping that the AIEH will still be willing and able to set up the event when the documents are published.

## **2- *The lapse in funding of the Lead Advisory Service Australia (LASA).***

The project relied significantly on the staff and office facilities of the Lead Advisory Service Australia to provide the resources and facilities necessary to run the CLP within the budget allocated.

At the time of the application, we had been notified that the NSW EPA would not be funding LASA for the next year and suggested that financial support be sought from alternative sources, including the NSW Environmental Trust.

The LEAD Group was hopeful and fairly confident to secure some funding either by other government departments in NSW (NSW Health in particular), or outside NSW. A widely distributed "*Prospectus*" seeking financial support from private corporations having some lead related activities, or authorities was also trusted to attract some financial resources and to allow the LASA to be funded to continue its activities.

Without being a complete failure, these efforts were not successful enough to secure the resources necessary for the service to continue its activities in satisfactory conditions. This impacted on the project:

On the staff: A member of staff had to seek alternative employment as the project alone could not secure her the level of income she required. The rest of the staff had to volunteer time to continue to answer LASA calls.

On the facilities: The project alone did not allocate enough resources for the payment of an office lease for a year, and the project manager had to transform some of her residence into an office to host the project team. This impacted on the working conditions.

On the resources available for the project: Office facilities were reduced, and the project had to run for some time without proper facilities before the resources necessary for the maintenance of the office facilities were available.

## **3- Other factors which interfered with the smooth running of the project**

A great legacy of the Lead Reference Centre is the series of *Lead Safe* publications, attractive coloured factsheets and booklets on various aspects of lead hazard management. These are distributed by NSW Health's Better Health Centre. Unfortunately, two of these factsheets - the most popular ones - '*Old Lead Paint*' and '*Lead Safe Housekeeping*'; and two of the booklets - the '*Lead Safe Guide for Health Care Professionals*' and the '*Lead Safe Guide for Renovators*' - are out of print. When asked for a reprint of these publications or their posting on the EPA website, the EPA agreed to web-publish the factsheets, but not the booklets.

It is a great shame that this crucial - and at the moment only - contribution of the NSW EPA to the prevention of lead contamination and lead poisoning is disappearing.

## **6 An outline of modifications / variations you may have taken to deal with these problems or which led to the improvement in the project's outcomes.**

In response to the initial postponement of the EPA publication which became apparent shortly after the project started, we just worked on the assumption that no major changes would appear and initiated the project as planned.

When it became clear that the publication was going to be deferred even longer, and indications were given to us that the document would be finalised in the third or fourth quarter of the year, the need for more details about the exact final form and content of the document was required to finalise the draft of our CLP Tool Kit. So the project team modified the project schedule and put the

finalisation of the Tool Kit on hold for some time. The focus was shifted to other elements of the project, including:

- setting up the CLP webpage including a Case Study on a Heritage House.
- researching issues specifically relevant to the project, such as how computer recycling schemes can remove up to 2 kgs of lead from a council officer's desk, updating the information available on potential councils liability in relation to lead, etc;
- setting up the CLP e-group

Despite these rescheduling efforts, it soon became clear that the project needed to be prolonged in order to achieve its goals. The momentum that had been created by the CLP activities so far had to be capitalised upon. Delays in publication and the new directions adopted by the project team, essentially the shift to internet based modes of support, required the continuation of the project for a second phase. This was the object of a fresh application to the Environmental Trust, which thankfully was successful.

In response to the other major impediment to the project, the lapse in LASA funding, efforts were made to secure financial support. There is some prospect of success for some support from NSW Health and NSW EPA and verbal confirmation of \$25,000 coming from each agency was given by Dr Steve Corbett of the Health Dept in early March 2002, though has not yet resulted in a cheque or contract being received. This would in turn realise the promise of an allocation from the EPA, which was made on the condition of LASA gaining other support. We cannot deny that these circumstances had a profound impact on the project, in terms of reduction of background support for the project and the need to stretch the resources allocated for the project.

The decision not to go ahead with the organisation of on-site workshops for councils was made mainly for the following reasons:

- 1- the initial survey showed that the workshops were not a favourite option of support;
- 2- the initial plan was for the workshops to take place in the stride of the publication of the EPA document and the Tool Kit. The delays encountered made it impossible to plan the event.
- 3- The member of staff who was to take major responsibility for these presentations moved to another job as a result of losing the income deriving from her position in LASA.

## 7 An evaluation of the actual project as compared with the proposal outlined in your application

Proposed project	Actual project
Project's aim and objective: to provide education and support to Local Government in NSW so that Councils will recognise and protect their communities from lead and related hazards.	These goals and objectives are unchanged and have been upheld through the activities conducted during the course of the project.
Measure the success of the project through the monitoring of key performance indicators: <ul style="list-style-type: none"> <li>• Adoption of lead management plans for Councils infrastructure</li> <li>• Adoption of a DCP that will concur with a model DCP</li> <li>• Use of clean up and prevention notices</li> <li>• Carrying out of community lead education activities</li> </ul>	The data on these key performance indicators was collected through the initial survey at the beginning of the project. The data collection at the end of the project has not taken place at this stage, due to delays in the completion of the project.
The project will: <ul style="list-style-type: none"> <li>• Transfer knowledge about lead-safety tools available to Local Government, such as the model DCP, risk assessment indicators, WorkCover Authority documents, and community education</li> </ul>	<ul style="list-style-type: none"> <li>• Part of the transfer of knowledge is taking place through the CLP Tool Kit, and is therefore delayed. However, the transfer of knowledge has been taking place through information made available online, and by phone through the Lead Advisory Service</li> </ul>



resource material including The LEAD Group's specialist library <ul style="list-style-type: none"> <li>• Train council's staff in skills to use these tools through visits, workshops and phone advice</li> <li>• Support activities and behaviour consistent with being a "lead-safe Council", such as design of a community education campaign or introduction of a DCP.</li> </ul>	Australia. <ul style="list-style-type: none"> <li>• The option of council staff training through workshops has been ruled out as a result of consultation with councils indicating that this particular type of support was not favoured.</li> <li>• There are various forms of support offered by the project: resources on line, networking, three step guide to a local lead action plan offered in the CLP Tool Kit.</li> </ul>
Project method:- <ul style="list-style-type: none"> <li>• Stage 1 Initiation</li> <li>• Stage 2 Preparation</li> <li>• Stage 3 Implementation</li> </ul>	The project method has been maintained and the 3 stage process upheld

## 8 An evaluation of your compliance with the timetable for your project set out in your application.

The major failure of this project is probably its non-compliance with the scheduled timetable, running overtime for reasons outside the control of the project team.

Project's scheduled timetable	Project's actual timetable
Initiation: February-March 2001 Preparation: March- April 2001 Implementation: May -December 2001	March- April 2001 May- June 2001 June 2001- 2002

The description of the completion of each activity is described in Section 4: (Project description) and throughout this report.

## 9- Critique or evaluation of the project and its achievements by people involved in the project or otherwise qualified to provide comment.

Since the beginning of the project, there has been a number of positive comments and praise of the project staff efforts and competence in assisting to resolve lead related issues, or just sending information on a particular aspect of the issue. For example:

*Strategic Planner who says she has actually been doing the work of the Environmental Officer at Council for the last five months as there's no-one else to do it, says "Thanks Elizabeth! I really appreciate your help" when CLP Manager emailed articles about lead arsenate contamination of orchards.*

The best feedback however is no doubt this email from Jim Sullivan, Senior Environmental Health Officer at Macquarie City Council and Council LEAD Project Steering Committee member.

*There's a lot of Environmental Trust funding provided but in the Council Lead Project (CLP), this funding benefits our children and our children are our most important asset. Who would deny our children the funding that will help them? The CLP has achievable goals that are being positively addressed.*

*If a person is interested or the council officer has a particular problem - then it is an additional resource to be a part of an e-group like the one set up by the Council Lead Project.*

*I work in a local government area that has had a disastrous problem with children's blood lead levels and it is a huge issue that caused people to go around in circles and not know where to go for advice. The community got together to sort out what to do and we are far from out of the woods because we have an operational lead smelter. Yet I pity any council officer who even has to deal with one lead poisoning case. Even EPA officers could remind themselves of how difficult the issues and responsibilities about lead are by ringing their own organisation to see what happens when they ask about this problem. Most often the EPA refers callers to local councils. The people at local government level, once they know where to refer this problem, will be so much better off. Our council gets a lot of lead enquiries from other councils and from other organisations and non-residents. Since the Council Lead Project began, our staff generally now all know how to deal with the lead issues that council is responsible for, they can read about lead from the excellent book sent to us by the Project ["Lead is a Silent Hazard"], they know to send out the Lead Safe information and to refer complex problems to the Council Lead Project team who run the Lead Advisory Service (LAS).*

*Many times I have been told by callers that when they ring some public servants about a problem, they are told that the problem falls outside of the project brief - see you later. I have never referred anyone to the Council Lead Project team who didn't get what they needed and many people I have referred to CLP or LAS have come back to me and said they got all the information they needed to be able to make the decisions they needed to make. The CLP team don't seem to put the limitations on themselves that other project officers do - they respond well to every inquiry.*

*My colleagues always want to refer a person with a problem to source information directly from a credible source, in order to avoid problems of the council officer's information being misconstrued or them being accused of providing the wrong information.*

*I want the CLP and LAS to exist always, ad infinitum - it's just so beneficial for this dedicated team to be there - to provide independent credible advice, an opinion, some assistance, a way to work out the truth amongst conflicting advice.*

*Jim Sullivan,  
Council Lead Project Liaison Officer for Lake Macquarie City Council and  
Member, CLP Steering Committee  
Senior Environment Officer, Environment Dept, Lake Macquarie City Council  
Ph dir 49210530, mob 0409367266, sw 49210333  
Fax 49587257  
Email [jsullivan@lakemac.nsw.gov.au](mailto:jsullivan@lakemac.nsw.gov.au)*

*Some typically thoughtful and observant points were raised by Robert Aurisch:  
I look at the Council project website and see Patricia is doing a great job.  
It seems that the Council LEAD Project is meeting its current objectives. There are two points that may be necessary to high light to council staff.*

- **Consistent information.** *Are Councils communicating the same regulations with regards to demolition and renovations to houses?;*

- **Identifying hazards and risks with lead may not be captured if there is no council Development Application** Councils must be proactive in their approach. Information must also be communicated by Local newspapers and other sources.

*Robert Aurisch, OH&S Masters Student, Renovator & Sydney Water Officer.*

## **10 Overall assessment of the project's value and effectiveness including an appraisal of its successes and failures**

The report has already pointed out the major obstacles encountered by the project team in the delivery of the project's activities and its impacts on its outcome.

The major achievements of the project can be summarised as follows:

- \* Unprecedented collection of data on lead activities in NSW councils;
- \* Information on how best to assist local council with addressing lead issues;
- \* Councils prompted to assess their lead policy and reflect on the need to address lead safety issues in their local area;
- \* Designation of at least one person in each council who is in charge of lead related issues;
- \* Success in involving a wide range of expertise in the management of the project, as the composition of the Steering Committee and the Reference Group attests;
- \* Research on council relevant lead issues, and as a result more information available to councils;
- \* Structure for exchange and cooperation between councils on lead issues set up in the form of a CLP e-group, which will outlive the project;
- \* Development of online lead information for councils, which will also outlive the project;
- \* Councils made aware of the service offered by the Lead Advisory Service Australia and of the help at hand with lead related issues;
- \* Councils prepared to receive the EPA document, and the Tool Kit that will accompany its publication, and sensitised to the need to adopt the recommended example Development Control Plan on lead;
- \* Adaptation of project's schedule and activities in response to the demands of the stakeholders and in the face of unexpected delays and circumstances;
- \* Council LEAD Project team's success in obtaining further support to complete the uncompleted activities and goals of the project, in similar or alternative ways, during phase 2 of the project.

What the project did not achieve as initially planned can be summarised as follows:

- \* Failure to achieve the project's activities and goals in the time allocated;
- \* Delays in the finalisation of the Council LEAD Project Tool Kit;
- \* Failure to conduct the workshops as initially planned.

In conclusion, the failure to deliver the activities as initially planned, for the most part due to factors outside our control, was balanced by the team's resourcefulness in adapting the project's schedule to changing circumstances, without betraying the fundamental goals of the project.

## **9 A statement about the future (long term impacts or implications of the project; and any further work or follow-up required)**

The goals pursued by this project, a better management of lead hazards by councils and local government taking responsibility on lead-related issues, including their own activities and the activities of their residents and industries, are long term goals. One cannot expect these goals to be reached immediately and forever. What can be achieved is a change of attitude towards lead-related issues, as a result of better knowledge about the hazards and tools that can be used to minimise them.

We believe that the achievements of this project are a significant contribution towards the shift of attitude that is necessary to protect communities from the hazards of lead. The opportunity given to the project team to complete the unfinished activities of the project with the approved Council LEAD Project Phase 2 will allow us to draw maximum benefits out of the project activities. CLP Phase 2 will also extend the benefits with the consolidation of councils' capacity building and the development of a more comprehensive online information database.

The information resources and communication channels put in place with this project will have a long term impact on the capacity of any willing council to effectively find adequate solutions to lead problems.

But we also believe that there is a need for a continuous effort to keep the message alive. In a time when councils have to deal with a growing burden of responsibilities and competing priorities, there is a place for non-government organisations to assist them and the community to ensure a lead safe environment.

## **10 Relevant visual documentation (map, plans, photographs, diagrams etc)**

Not applicable

## **11 Details about all promotional activities and publicity**

The launch of the CLP Tool Kit at a seminar organised in conjunction with the Australian Institute of Environmental Health has been postponed as explained in this report.

## **14 Copies of any media coverage of the project of which you have become aware**

Not applicable

## **15 Copies of all promotional material prepared by you which relate to the project.**

- 1-Initial letter to council General Managers
- 2- Initial Survey Form
- 2-CLP Homepage
- 3-Welcome to the CLP e-group

## **LIST OF ANNEXURES**

- ◆ Annexure A: Report on Initial Survey Results
- ◆ Annexure B: CLP: Tool Kit -Table of Contents
- ◆ Annexure C: Financial Report

# COUNCIL LEAD PROJECT TOOL KIT

## A 3 STEP GUIDE TO LEAD SAFE LOCAL COMMUNITY

### TABLE OF CONTENTS

#### INTRODUCTION

#### 1 Why should Councils be concerned about lead?

Lead is an environmental contaminant and a health risk to communities

Councils have an important role to play in ensuring their community's lead safety

Are Councils lead liable?

#### 2 About the Council Lead Project?

#### 3 How to use this Council Lead Tool Kit

#### STEP 1: ASSESSMENT- *Community Lead Risk Assessment*

##### 1-1 Overview of Main Sources of Lead Poisoning

##### 1-2 - Defining your lead risk profile. Local area Lead Risk Assessment check list

*Table 1 Council checklist of lead risk factors.*

##### 1-3 Investigation of lead risk factors for councils

##### 1-4 lead concentration in NSW

*Table 2: Standards and Guidelines for lead concentration in NSW*

*Table 3: Step One related Resources*

#### STEP 2- ACTION: *Building a lead safe community*

##### 2-1 Lead by example: How to adopt lead safe procedures for all council controlled activities.

*2.1.1 Develop guidelines for council's own activities and workers. Introduce systematic lead testing and requirement for lead safe working procedures. What Councils Officers and Workers must know about lead abatement.(includes info on HEPA)*

*2.1.2 Train Council officers and workers on lead safe management*

Expert Report on organisation who may offer training:

Guidelines for lead assessment and maintenance /renovation procedures of all council controlled premises and areas frequented by children (childcare centres, early childhood clinics, playgrounds, etc., including a model contract for contractors involved in works ordered by council.

List of organisations offering training and description of the training:- JBS; CTI; Graeme Waller & Ass., EnvironCheck, AIEH; MPA)

CTI pamphlet on training & JBS pamphlets on training

Other pamphlets and video on training or details of other organisation offering training.

*2.1.3 Revise the council purchasing policy to eradicate lead when alternatives are available.*

List products types: solder, electric cable, road-marking paint, flashing, pewter and crystals(for gifts), landscaping.

## **2-2 Use councils statutory powers to promote or impose lead safety**

*2.2.1 Development of environmental planning instruments to impose lead safety*

- *Development Control Plan*

EPA's Example Development Control Plan

*2.2.2 Standard conditions of consent*

*2.2.3 Contaminated Land Management Act*

Use the provisions of the Contaminated Land Management Act to prevent rezoning of lead contaminated area to residential zoning. Info about lead arsenate and rezoning of agricultural land.

*2.2.4 Environmental Protection Notices under POEOA*

*2.2.5 Prevention Notices in POEOA*

*2.2.6 Local Government Act s124 Orders*

## **STEP 3- AWARENESS-Community Education and Awareness Campaigns**

### **3.1 Lead awareness campaigns:**

#### *3.1.1 General community*

- How to conduct a community campaign
- Resources available for community campaigns: fact sheet, booklets, and posters.

#### *3.1.2 Specific non-professional groups:*

Mothers groups, childcare centres, NSEB awareness

#### *3.1.3 Targeting professionals:*

Mechanics, house cleaners, painters, builders, hardware stores. Radiator repairers, demolishers, ceiling dust contractors.

#### *3.1.4 Inclusion of a lead awareness component in other awareness campaigns: eg. waste reduction, mobile businesses, etc.*

### **3-2 Promote alternatives to lead products**

### **3-3 Support community activities which promote lead awareness**



Dear Council General Manager,

I am writing to seek your Council's cooperation in the Council LEAD Project, which has been funded by the NSW Environmental Trust to assist Local Government Councils in NSW protect their communities from lead and related hazards.

The Steering Committee which oversees the project has representatives from the LGSA, the Total Environment Centre (TEC), the Department of Urban Affairs and Planning, WorkCover NSW, the NSW Environment Protection Authority, the Department of Mineral Resources and Lake Macquarie Council. The LEAD Group, which is carrying out the project, also operates the Lead Advisory Service which forms part of the support services offered to your Council.

Lead is extremely dangerous, particularly to young children. It is not a problem confined to urban Australia or to lead mining or smelting towns. Lead paint is present in most pre-1970 buildings and lead dust is prevalent in older ceiling cavities, only waiting for the next renovation to be released. Tank water can be a significant source of lead exposure, affecting many households in rural areas. Lead turns up in the most unexpected places (eg candle wicks, road-marking paints, bathtubs, auto exhaust repair shops). Everyone is exposed to it.

There are several lead-safety measures that Councils can adopt, which will make their community safer at minimal cost. Important steps include:

- adopting a **lead management policy** to minimise the risks of lead contamination from development activities;
- adopting **lead management plans** for Council owned or operated infrastructure;
- raising lead safety awareness by initiating **community lead education** activities.

The project aims to support Councils in using their powers and capacities to promote a lead-safe community. It will provide resource materials and training in their application, as well as a support hot-line to lead experts. At the end of the project, Councils which have initiated a lead-safety strategy suitable for their community will be awarded a Lead Awareness Certificate at an appropriate ceremony.

Please participate in this process by referring the attached preliminary questionnaire to the appropriate person in your Council. We will then liaise with them to see what assistance can be offered. You might like to look on our website - [www.lead.org.au](http://www.lead.org.au) - at the first case study that has been prepared for the Council Lead Project, about renovation of Heritage housing.

Thank you for your assistance.

Yours faithfully,



Elizabeth O'Brien  
Project Manager and Coordinator, The LEAD Group.

8 April 2002