The role of local recycled water systems for sustainable urban water servicing

Rachel Watson

Institute for Sustainable Futures

University of Technology Sydney

Thesis submitted for the award of Doctor of Philosophy (Sustainable Futures)

October 2017

Certificate of original authorship

I certify that the work in this thesis has not previously been submitted for a degree nor has it been submitted as part of requirements for a degree except as fully acknowledged within the text.

I also certify that the thesis has been written by me. Any help that I have received in my research work and the preparation of the thesis itself has been acknowledged. In addition, I certify that all information sources and literature used are indicated in the thesis.

Signature of Student: ______ (Rachel Watson)

Date:

Acknowledgements

This research was made possible through the financial support of Sydney Water, the technical support of the Local Water Solutions Forum - Sydney, the academic support and guidance of my supervisors at UTS, my fellow UTS PhD candidates and emotional support of my family.

Thank you to my supervisors, Professor Cynthia Mitchell, Associate Professor Pierre Mukheibir and Dr Simon Fane for finding the right mix of technical and emotional support to get me through to the end. This research has been made richer thanks to your experience, wisdom and pursuit of excellence. I also acknowledge the assistance of John Revington, who provided grammatical and typographical corrections for this thesis.

Thank you to Sydney Water for providing funding for this research, and particularly to Nicola Nelson, Corinna Doolan, David Gough and Charles Agnew for facilitating the funding, providing ongoing support and facilitating the sharing of knowledge.

Thank you to all the members of the Local Water Solutions forum, particularly Kurt Dahl, and all the interview participants, for being so generous in sharing their experiences, both good and not so good.

Finally, undertaking a PhD with three boys under five is just short of crazy. I am grateful that I was granted the flexibility to complete this PhD part-time to accommodate my family responsibilities. However, even a part-time PhD managed to send our household into chaos at regular intervals. So, thank you to my wonderful family for dealing with the crazy times and giving me your unconditional love and support. I am a very lucky lady to have you all in my life.

List of publications

This thesis is a hybrid thesis which includes both traditional thesis chapters, as well as a mix of peer-reviewed journal papers, peer-reviewed conference papers, industry conference papers and papers under peer review presented as stand-alone chapters. The thesis includes the following papers:

- <u>Watson, R.</u> (2011). 'Wastewater systems: Decentralised or distributed? A review of terms used in the water industry.' *AWA Water Journal* 38(8): 69-73.
- II. <u>Watson, R.</u>, C. Mitchell, S. Fane (2012). 'How sustainability assessments using multi-criteria analysis can bias against small systems.' AWA Water Journal 39(8): 69-73.
- III. <u>Watson, R.</u>, Fane, S., Mukheibir P, C. Mitchell (unpublished) Review and synthesis of the diverse impacts of local recycled water systems
- IV. <u>Watson, R.</u>, C. Mitchell, S. Fane (2013). Local recycled water decisions ensuring continued private investment. *OzWater 2013*. AWA. Perth, Australian Water Association.
- V. <u>Watson, R</u>., Mukheibir P, C. Mitchell (unpublished) Local recycled water investment in Sydney: who, when and why
- Watson, R., Mukheibir P, C. Mitchell (2016) Local recycled water investment in Sydney: a policy and regulatory tug-of-war, *Journal of Cleaner Production* 148: 583-594
- Watson, R., C. Mitchell, S. Fane (2013). Local recycled water systems hard to justify in Sydney, but it's a great place to learn. Asia Pacific Water Recycling Conference. Brisbane, AWA, WSSA, WateReuse Australia.
- VIII. <u>Watson, R.</u>, Fane, S., C. Mitchell (2016) Impact distribution for local recycled water systems: why it matters *International Journal of Water Governance* 4(12): 5-21
- IX. <u>Watson, R.</u> (2014). What do building occupants think of onsite recycled water? Small Water and Wastewater Systems Conference. AWA. Newcastle, Australia.

 Watson, R., P. Mukheibir and C. Mitchell (2017). Recycled water investment in Sydney - what's happening and why. <u>OzWater 17</u>. AWA. Sydney, Australia, AWA.

Contributions to the papers

Rachel Watson was the lead author for all papers. She was responsible for developing the ideas, methods, data collection and analysis. Rachel wrote all the papers and completed revisions in response to peer reviewers' comments. The papers and their concepts were discussed with Cynthia Mitchell, Simon Fane and Pierre Mukheibir in their roles as supervisors. Sue Jenkins of Sydney Water customer research assisted with reviewing the research design of Paper IX.

Table of contents

Certificate of original authorshipii
Acknowledgementsiii
List of publicationsiv
Contributions to the papersv
Table of contentsvi
List of figures xvi
List of tables xviii
Abbreviations xxi
Glossary xxii
Chapter 1 Introduction1
1.1 Drivers and motivation for the research1
1.2 Thesis structure3
1.3 Literature overview9
1.3.1 Research background: the urban industry context and new directions10
1.3.2 Local recycled water an emerging alternative option11
1.3.3 Limits to alternative infrastructure (local recycled water) adoption17
1.4 Synthesis of literature and its relevance to the thesis design: need, scope and
gaps26
1.4.1 Research need26
1.4.2 Research scope: Local (or distributed) recycled water systems26
1.4.3 A note on terminology27
1.4.4 Research gaps29
Chapter 2 Research approach, methods and materials
2.1 Research questions31

2.2 Research approach: qualitative case study research using the Institutional
Analysis and Development (IAD) framework as an analysis lens
2.2.1 Using a broader definition of impacts than strict economic costs and benefits
2.2.2 Using Institutional Analysis and Development (IAD) framework as a lens for
analysis
2.2.3 Using a case study methodology39
2.2.4 The choice of Sydney as a case study42
2.3 Data collection and analysis43
2.3.1 Literature review to identify collate, synthesise and analyse local recycled
water system impacts44
2.3.2 Desktop review to construct and analyse an extensive database of local
recycled water investment in Sydney44
2.3.3 Desktop review and analysis of the policy, regulatory and institutional
framework45
2.3.4 Interviews from a range of different perspectives45
2.3.5 Online surveys48
2.3.6 Workshops49
2.4 Methodology and data as they relate to the research questions51
2.4.1 Research Question 1: What is the full range of impacts of local recycled
water systems?
2.4.2 Research Question 2: How are decisions to invest (or not) made for local
recycled water systems?54
2.5 Justification of the thesis model55
2.5.1 Paper I: Wastewater systems: Decentralised or distributed? A review of
terms used in the water industry56
2.5.2 Paper II: How sustainability assessments using multi-criteria analysis can bias
against small systems56

2.5.3 <i>Paper III</i> : Review and synthesis of the diverse impacts of local recycled water systems
2.5.4 <i>Paper IV</i> : Local recycled water decisions – ensuring continued private investment
2.5.5 Paper V: Local recycled water investment in Sydney: who, when and why58
2.5.6 Paper VI: Local recycled water in Sydney: a policy and regulatory tug-of-war
2.5.7 <i>Paper VII</i> : Local recycled water systems – hard to justify in Sydney, but it's a great place to learn
2.5.8 Paper VIII: Impact distribution matters: investment in local recycled water
systems is determined by who is positively and negatively impacted how and
when60
2.5.9 <i>Paper IX</i> : What do building occupants think of onsite recycled water?61
Chapter 3 Research Synthesis62
3.1 What are the impacts of local recycled water systems? (RQ1)62
3.2 How are decisions to invest in local recycled water made? (RQ2)64
3.2.1 What investment has occurred to date and why? (RQ2a)64
3.2.2 Who makes decisions about local recycled water? (RQ2b)65
3.2.3 How are impacts used to make decisions? (RQ2c)68
3.2.4 How does the wider environmental, social, institutional and regulatory
context influence local recycled water investment? (RQ2d)71
Chapter 4 Review and synthesis of the diverse impacts of local recycled water systems.
4.1 Abstract
4.2 Introduction: Why explore the range of impacts for local recycled water systems?
4.3 Method
4.3.1 What do we mean by impacts?77

4.3.2 Identifying the impacts78
4.4 Findings: Impacts of local recycled water systems80
4.4.1 The interaction between local recycled water investment and centralised
systems81
4.4.2 Environmental interactions92
4.4.3 Providing services for a changing urban water industry
4.5 Discussion
4.5.1 Identifying and measuring impacts for local recycled water systems can be challenging
4.5.2 The type and magnitude of the impacts of local recycled water systems
depends on interactions between the centralised system, the environment and
the broader regulatory context105
4.5.3 The scale difference between local recycled water systems106
4.5.4 Distribution of impacts varies between systems and from conventional urbar
water service options107
4.6 Conclusion
Chapter 5 Local recycled water decisions – ensuring continued private sector
investment
5.1 Abstract
5.2 Introduction111
5.3 What are local recycled water systems and who invests in them
5.4 Traditional public investment in water services – and how this applies to small
scale recycled water114
5.5 Private investment in water services – and how this applies to small scale
recycled water117
5.5.1 How does the regulatory environment limit private investment?118
5.5.2 How do pricing policies limit viable competition?

5.5.3 What government policies restrict private investment?
5.5.4 Other factors that limit private investment121
5.6 What can we do to foster the development of an effective and efficient industry?
5.7 Conclusion
Chapter 6 Local recycled water investment in Sydney: who, when and why125
6.1 Abstract
6.2 Introduction: The last decade in urban water – a period of challenge and change
driving recycled water investment127
6.3 Method130
6.4 Findings131
6.4.1 Phases of recycled water investment in the Greater Sydney region131
6.4.2 Who invests in recycled water and why – Sydney's diverse investment profile
6.4.3 Evaluation of the success of different policies in driving efficient recycled
water investment in Sydney149
6.5 Conclusion155
Chapter 7 Local recycled water in Sydney: a policy and regulatory tug-of-war158
7.1 Abstract159
7.2 Introduction
7.3 Method163
7.4 Results166
7.4.1 Recycled water investment in Sydney to date166
7.4.2 The water governance context for Sydney167
7.4.3 Resource scarcity drives recycled water opportunities, but not consistently
7.4.4 Efficiency and pricing reforms174

7.4.5 Competition reform178
7.4.6 Changing expectations and the evolution of the green market provide new
opportunities for recycled water181
7.4.7 Unclear regulatory responsibility for liveability can limit opportunities for
recycled water181
7.5 Discussion: The push and pull of regulation and policy182
7.6 Conclusions
Chapter 8 Local recycled water systems: hard to justify in Sydney, but it's a great place
to learn
8.1 Abstract
8.2 Introduction188
8.3 Why should we consider alternatives to the centralized system in Sydney189
8.4 What limits local recycled water investment in Sydney?
8.4.1 Factors that make it difficult for recycled water to be price competitive192
8.4.2 Factors that increase the investment risk193
8.4.3 Complex regulatory environment196
8.4.4 Policy choice uncertainty197
8.4.5 Planning and institutional frameworks that favour large centralised solutions
8.5 How do these barriers provide opportunity?198
8.6 Conclusion199
Chapter 9 Impact distribution for local recycled water systems: why it matters200
9.1 Abstract
9.2 Introduction: What are local recycled water systems and why would they be
considered as an option in the urban context?202

9.3 Reviewing urban water planning and delivery frameworks – examining
sustainable decision-making frameworks in the context of changing roles and
responsibility
9.3.1 The public sector is traditionally responsible for planning and managing
urban water services204
9.3.2 The dominance of public sector responsibility for delivering all urban water services is changing206
9.4 Variations of scale and changing responsibilities between public centralized
options and private local options make the consideration of distribution critical209
9.4.1 The groups impacted by public centralized systems differ from private local systems
9.4.2 The distributions of positive and negative impacts and risks are different for
centralized systems and local systems211
9.4.3 The timing of positive impacts in relation to negative impacts will influence
decisions217
9.4.4 Global averages used for centralized planning have very little meaning at a
small local scale, limiting benefit transfer218
9.5 Conclusion221
Chapter 10 What do building occupants think of onsite recycled water
10.1 Introduction224
10.1.1 Why ask building occupants about recycled water?
10.2 Method
10.2.1 How was the survey designed?225
10.2.2 Where was the survey conducted?226
10.3 Results227
10.3.1 Response rate227
10.3.2 Motivation228
10.3.3 Awareness229

10.3.4 Risk perceptions/ trust23	3
10.4 Conclusion23	7
Chapter 11 Conclusions	9
11.1 Local recycled water's role in sustainable urban water services – conclusions	
and recommendations24	0
11.2 Contributions to knowledge24	3
References25	0
Appendix A: Paper: 'Wastewater systems: Decentralised or distributed? A review of	
terms used in the water industry'27	3
Abstract27	3
Introduction27	4
Decentralised wastewater services27	5
Key themes in definitions27	6
Close proximity of wastewater source, treatment and use/disposal	7
Smaller size and relationship to onsite systems27	8
Perceptions of improved sustainability27	9
Alternative management and ownership models27	9
Perception of inferior performance and increased risk	0
Relationship of decentralised systems to centralised systems	1
Conclusion	3
References	4
Appendix B: Paper: 'How sustainability assessments using multi-criteria analysis can	
bias against small Systems'28	6
Abstract	6
Introduction28	6
What are small systems and why do we consider them?	7

Benefits of small systems
What is Multi-criteria analysis (MCA) and why use it?
How do the elements of multi-criteria analysis can bias against small systems
How decision making and MCA application can bias against small systems289
Common decision making pitfalls290
Including risk and uncertainty290
Incorporating and valuing flexibility292
Ensuring consistent assessment in terms of boundaries293
Identifying and including benefits and externalities293
Choosing the most appropriate metrics and values294
How the MCA method can bias against small systems
Missing impact distribution295
Grouping distributed options for evaluations295
Why are these biases important296
Why are these biases important
How can we manage these biases?297
How can we manage these biases?
How can we manage these biases?
How can we manage these biases? 297 Conclusion 298 References 299 Appendix C: Questions sent to interviewees 301
How can we manage these biases? 297 Conclusion 298 References 299 Appendix C: Questions sent to interviewees 301 Appendix D: Sydney Water building survey 309
How can we manage these biases?297Conclusion298References299Appendix C: Questions sent to interviewees301Appendix D: Sydney Water building survey309Appendix E: System operator survey314
How can we manage these biases?297Conclusion298References299Appendix C: Questions sent to interviewees301Appendix D: Sydney Water building survey309Appendix E: System operator survey314Appendix F: Paper: 'Small water and wastewater workshop 2012'328
How can we manage these biases?.297Conclusion.298References.299Appendix C: Questions sent to interviewees.301Appendix D: Sydney Water building survey.309Appendix E: System operator survey.314Appendix F: Paper: 'Small water and wastewater workshop 2012'.328Key Outcomes.330
How can we manage these biases?297Conclusion298References299Appendix C: Questions sent to interviewees301Appendix D: Sydney Water building survey309Appendix E: System operator survey314Appendix F: Paper: 'Small water and wastewater workshop 2012'328Key Outcomes330Overall:330

Appendix G: Supplementary material for Chapter 7: Acts, regulations, policy	
documents, special reports included in analysis	.332
Appendix H: Appendix to Chapter 4: Review and synthesis of the diverse impacts o	f
local recycled water	.335

List of figures

Figure 1: Thesis structure and layout4
Figure 2: Word cloud of literature overview10
Figure 3: The IAD framework, adapted from Ostrom (2011), figure 1 and figure 238
Figure 4: How the IAD framework relates to the research
Figure 5: Approach to Research Question 1: What are the costs and benefits of local
recycled water systems?51
Figure 6: Approach to Research Question 2: How are decisions to invest in local
recycled water systems made?54
Figure 7: Summary of the research outcomes situated within the IAD framework73
Figure 8: Chapter 4 analysis through the lens of the IAD framework75
Figure 9: Existing areas of research relevant to the impacts of local recycled water
systems80
Figure 10: Chapter 5 analysis through the lens of the IAD framework111
Figure 11: Synthesis of Chapter 6 through lens of IAD framework126
Figure 12: Reuse schemes in Sydney 1980–2015138
Figure 13: Sources of recycled water in Sydney139
Figure 14: Diversification of recycled water sources over time in Sydney (% of total
number of schemes)140
Figure 15: Wastewater recycling by (main) end use141
Figure 16: Who recycles in Sydney143
Figure 17: Who recycles by source144
Figure 18: Sydney Water wastewater reuse by end user145
Figure 19: Council recycling – end use by source147
Figure 20: Private recycling by source and end use148
Figure 21: Golf course irrigation pre and post drought152
Figure 22: Recycled water investment by high water users153
Figure 23: Synthesis of chapter 7 through lens of IAD framework159
Figure 24: Reuse schemes in Sydney167
Figure 24: Reuse schemes in Sydney167 Figure 25: Water governance responsibility in Sydney - adapted from (National Water

Figure 27: Synthesis of Chapter 8 through lens of IAD framework188
Figure 28: Limits to recycled water investment191
Figure 29 : Synthesis of Chapter 9 through lens of IAD framework201
Figure 30: The changing space of water infrastructure investment: Historically public
investments focused on basic services and private investments targeted more
discretionary outcomes, but that distinction is blurring
Figure 31: Mapping roles and interactions for conventional centralized and emerging
local approaches. Local approaches have more stakeholders and more complex
arrangements
Figure 32: Responses to question 6: 'Why do you think Sydney Water has a recycled
water plant in the building?'228
Figure 33: Feelings and attitudes towards recycled water in the building229
Figure 34: Word cloud of responses to question 4:'what do you think the recycled
water is used for?'230
Figure 35: Categorised responses to question 4: 'what is the recycled water used for?'
Figure 36: The combination of uses identified in response to question 4232
Figure 37: Responses to question 7 – Feelings and attitudes towards the safety of
recycled water and water in general234
Figure 38: How does recycled water relate to other green building features

List of tables

Table 1: Parameters that define local recycled water systems in this thesis	27
Table 2: Linking the research questions with the literature	33
Table 3: Interview perspectives	46
Table 4: Three research sites: comparison of characteristics, data collection m	ethods
and perspectives examined	48
and perspectives examined Table 5: Summary of local recycled water system impacts	
	102

Abstract

Local recycled water systems are emerging as an option to meet many of the opportunities and challenges facing the urban water industry, and as a result they are being planned, delivered and operated. Although Sydney has seen an increase in the installation of these systems, their uptake is still limited and there is a lack of agreement about their overall value.

The insights revealed in this research, gained through a literature review, in-depth interviews, and analysis of an extensive database of existing recycled water sites, will:

- guide industry to make more robust investment decisions for local recycled water
- assist regulators and policy makers to revise institutional structures that have had unintended consequences, so that they encourage investment that will support a resilient and adaptable water industry into the future.

It does this by articulating the full range of impacts (costs and benefits) of local recycled water systems. The impacts identified are appropriate for inclusion in a wide range of decision-making frameworks. When compared to more conventional options, the variance in scale and distribution of impacts (as well as uncertainty regarding their measurement and timing) make the consideration of the full range of impacts challenging, contentious and potentially costly. Therefore, identifying, valuing and including impacts in the decision-making process is only one part of the puzzle.

By using Sydney as a case study, this thesis demonstrates that the interactions between impacts and the context (environment, social, regulatory and institutional setting) are critical components of explaining what investment occurs and what role local recycled water systems (or any alternative) can have in urban water servicing. It is critical to consider this complex interplay to assess whether current policies and regulatory and institutional settings are appropriately designed to drive investment that meets the broad objectives of the water industry for the future. For local recycled water to become a mainstream strategy, a number of changes are likely to be required. An important first step is to clearly identify the objectives of the urban water industry, and then agree on how local recycled water contributes to these objectives. In addition, clearer and more equitable price signals, and simple and predictable benefit transfer mechanisms, are areas for change. To assist with developing more robust signals for efficient investment, broader dissemination of the current capacity of centralised infrastructure and investment triggers is required to provide an opportunity for the market to respond with solutions that meet market demands and assist with managing centralised system constraints.

Abbreviations

AWA	Australian Water Association
COAG	Council of Australian Governments
IPART	Independent Pricing and Regulatory Tribunal
kL	kilolitre (1,000 litres)
LRMC	long run marginal cost
LRW	local recycled water
ML	megalitre (1,000,000 litres)
MBR	membrane bioreactor
SEPP	State Environmental Planning Policy
STP	sewage treatment plant
SWARD	Sustainable Water Industry Asset Resource Decisions
NSW	New South Wales
WSAP	Water Savings Action Plan

Glossary

BASIX – a NSW Government initiative which sets sustainability targets for water and energy for new buildings.

Blackwater –wastewater that contains wastes from humans, animals or food, such as discharges from toilets.

Centralised urban water services – water services that are provided through a single (usually public) utility. This usually involves collecting water far outside the urban area, and transporting it through a large pipe network to where it is used. Used water (wastewater) is then transported out of the urban area before being treated and discharged.

Decentralised water services – localised collection, treatment and disposal/reuse of water and wastewater at an individual home, cluster of homes/ facilities, or an isolated community.

Distributed water services – decentralised or local water services (that is smaller than centralised services) that have a connection to the centralised network (i.e. they are not isolated or remote from the centralised system as decentralised services are).

Greater Sydney Region – the case study in this research covers the Greater Sydney Region. The study area matches Sydney Water's area of operations, and covers nearly 13,000 km² and includes Sydney, the Blue Mountains and the Illawarra.

Grey water – the less contaminated parts of domestic wastewater, such as discharges from laundry, cooking and bathing.

Local recycled water – a colloquial term for local recycled water.

On-site treatment – wastewater treatment on a single site level, that is, a household, an industrial site or a multi-storey building.

Sewer mining – extracting sewage from the sewer (before or after a sewage treatment plant) for treatment and reuse as recycled water.

Stormwater – rainwater that has run off urban surfaces such as roads, pavements, car parks, gardens or vegetated open space.

Recycled water – sewage, grey water, stormwater or roof water that is treated to a standard appropriate for reuse.

Urban water services – a term that in this thesis covers the whole range urban water services, including water capture, treatment and distribution; wastewater conveyance, treatment and disposal; and stormwater capture and removal.