Draft Tasmanian Waste and Resource Recovery Strategy 2022-2025

Waste and Resource Recovery Board

Tasmanian Government

Have your say

Feed back on this Draft Tasmanian Waste Strategy is welcomed by 31 January 2023.

Information on how to make a submission is provided at the end of this document.

Draft
Tasmanian Waste and Resource Recovery Strategy
2022-2025

Waste and Resource Recovery Board
November 2022

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In recognition of the deep history and culture of this island, the Board acknowledges and pays its respects to all Tasmanian Aboriginal people; the past and present custodians of the land.

OUR VISION

TASMANIA - A PLACE WHERE NOTHING IS WASTED

Message from the Chair

This Vision for our island state lies at the heart of the Draft Tasmanian Waste and Resource Recovery Strategy. It envisages a place where the value of materials and products is truly recognised. A place where we no longer take resources, make and use products, then discard the waste, but instead strive to maximise the value and use of materials and resources during - and after - the life of a product. The move away from a traditional linear economic model of take, make and discard, to a more circular economy, will be both challenging and innovative.

It can only happen if all levels of government, business and industry, and the community work together.

In our journey to this circular and low emissions future, there are already many success stories: individuals, communities, businesses and governments across Tasmania are working to capitalise on the inherent worth in waste, to view it as a resource, and to realise the social, economic and environmental benefits that come with repair, refurbishment, reuse and recycling. The Tasmanian Government has established a strong policy framework to help achieve this, by introducing a landfill levy that will be reinvested in the resource recovery sector, and by providing a significant investment over the past two years in the sector to boost the recycling of plastics, organic waste, and end-of-life tyres. It is rolling out a Container Refund Scheme in 2023 and will ban the use of a range of single-use plastics by 2025.

This will be the first statewide Waste and Resource Recovery Strategy under the *Waste and Resource Recovery Act 2022*. In developing this consultation draft the inaugural Tasmanian Waste and Resource Recovery Board has adopted the bold vision of Tasmania being a place where nothing is wasted. The Board believes that by improving the coordination and planning around waste management and resource recovery it will help to put Tasmania in a better position to take advantage of the global shift towards economic systems based on circular and sustainable approaches. We welcome your feedback on the draft Strategy and look forward to taking the next steps with you in this exciting journey.

The Hon. Pam Allan

Source: Rethink Waste

Draft Inaugural Tasmanian Waste and Resource Recovery Strategy:

Our journey to a circular low emissions future

Introduction

The past five years have seen major changes to international markets for recyclable materials. Many countries have stopped receiving recyclables from Australia and global conflict and the pandemic have seen supply chains disrupted around the world.

Local communities are looking for greater self-sufficiency, reuse and recycling of available resources and less reliance on overseas supply chains. There is increasing interest in developing local capability for the sustainable processing of our recyclables.

There has also been increasing concern about greenhouse gas emissions, particularly caused by landfilling organic material.

New strategies are needed based on circular economy principles (Figure 1), which seek to reuse products and materials, and reduce the generation and landfilling of waste and to increase resource recovery. There is a stronger focus on keeping products and materials in the productive economy and trying to avoid waste altogether.

The Tasmanian Government has responded by creating new laws to help achieve key waste and resource recovery outcomes (the *Waste and Resource Recovery Act 2022* - WRR Act and the *Container Refund Scheme Act 2022*) and is also providing a substantial investment in areas such as the recovery of organic waste, problematic single use plastics, and tyres.

The landfill levy provided for under the WRR Act provides an important economic instrument to help reduce waste generation and landfilling and to improve resource recovery in Tasmania.

Tasmania has been challenged for some time with a lack of clear and comprehensive statewide information on product supply chains, recyclable materials and waste flows, which has hampered the ability to identify priorities and strategic investment opportunities in the waste and resource recovery sectors. There have also been concerns that inadequate resource recovery infrastructure in the State will limit the capacity of community and industry to repair and reuse products and recycle materials.

In a national context, it is important that Tasmania's smaller economies of scale and relative isolation are managed in a way that maintain the viability of commercial operations, as well as national product stewardship programs being implemented in Tasmania. Tasmania is strongly influenced by external economic factors, and this may sometimes constrain intended outcomes.

The move to a circular economy can only happen if governments, businesses and industry, and the wider community work together. Everyone can make a difference on this path to sustainability. There is already significant action occurring across the State, with a diversity of individuals and organisations working to shift the common mindset of "managing waste" to one of "realising opportunities" through the reuse and recovery of products, materials and resources. Greater coordination – through this strategy and other actions – will help bring us all together to capture the opportunities and wealth in the resources we have previously just thrown away.

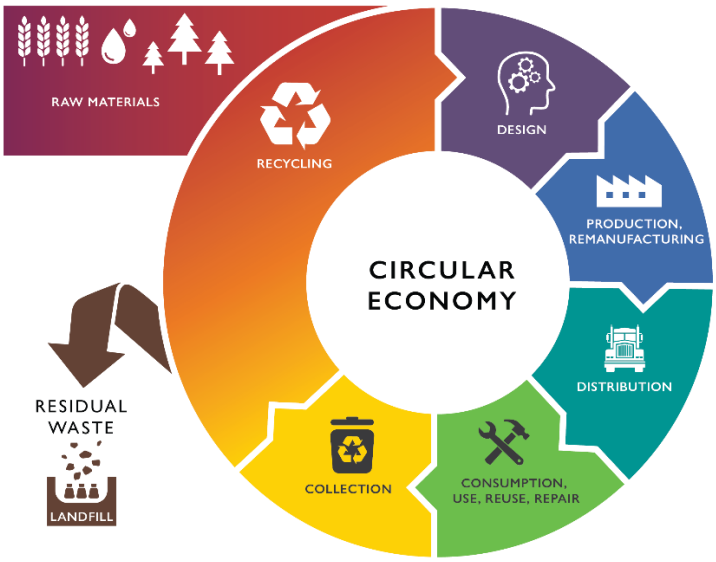

Figure 1 The Circular Economy

Tasmanian Waste and Resource Recovery Strategy

The Tasmanian Waste and Resource Recovery Strategy is a key requirement under the *Waste and Resource Recovery Act 2022*. Under the WRR Act, the Strategy is to identify long-term and short-term objectives to divert products and materials from disposal at landfill facilities, maximise resource recovery, and improve waste management practices.

There are significant opportunities for Tasmania to greatly improve its performance with products and materials to avoid waste and improve resource recovery outcomes in line with the waste hierarchy; where the most preferred option is avoiding waste and the least preferred option is disposal to landfill (Figure 2). This Strategy will drive change through coordinated and collaborative action. This will require all the leaders in communities, business, industries and government to work closely together in the most strategic manner.

The Board has a bold vision to guide waste management in Tasmania. This vision looks to the future and signals a new approach where materials and products are recognised with a value, rather than a 'waste material' to be sent to landfill.

The recent establishment of the Waste and Resource Recovery Board and compliance with the WRR Act requires the development of this inaugural draft Tasmanian Waste and Resource Recovery Strategy.

This Strategy builds on the Tasmanian Government's 2019 Waste Action Plan and is based on analyses of currently available data and information. It is however, recognised that historic data for Tasmania has its limitations, and a key priority is improving the quality and availability of accurate data.

The criteria and method for assessing the adequacy of the Strategy and its implementation will be based on providing accurate and timely data, regular reporting on the progress of actions, and the progress made towards the identified targets.

Figure 2 The Waste Hierarchy

The draft Strategy sets the tone for the future and aligns with the aspirations of the 2019 Tasmanian Government Waste Action Plan. The draft Strategy also recognises the necessity for the Board to work collaboratively with stakeholders to ensure consistency and optimise effort.

Implementation of this Strategy is underpinned by four pillars: each of the pillars have clear objectives and detailed actions. A key action is the future review of this Strategy which will be undertaken through a comprehensive engagement process to identify longer term objectives and actions to encourage all Tasmanians to avoid waste through the reuse of materials and products.

A more efficient and less wasteful waste management regime will result in significant economic and social benefits, together with a wide range of other improved environmental outcomes. It will also result in the reduction of greenhouse gas emissions and foster further renewable energy development. We have made some significant advances in recent years, but we now need to achieve much more.

Together we will deliver, with and for,
the Tasmanian community.

Vision

Tasmania … a place where nothing is wasted.

This vision is one that is based on all products and materials having value for reuse, repair, refurbishment and recycling. Working together, we can embrace a circular economy that achieves zero waste outcomes. Transformational changes will design out waste, keep products and materials in circulation and build regenerative systems.

Purpose

- To create a stronger circular economy that will reduce environmental impacts and emissions, and improve the amenity, liveability and sustainability of Tasmania.
- To have a future where the value of products and materials is recognised, and waste is eliminated.

The approach

The implementation of this Strategy is to be based on an approach that will be:

- Innovative – facilitating innovation by investing in communities, new technologies and market development.
- Responsible – ensuring those who generate waste are responsible for its sustainable disposal.
- Accountable – ensuring accountability and transparency of waste management processes and decision making.
- Collaborative – facilitating coordinated action and harnessing existing capability to achieve desired outcomes.
- Equitable – applying principles of equity and accessibility of services to the community.
- Well led – providing leadership across all sectors and the State.
- Smart and self-reliant – building internal capacity within Tasmania.

The Strategy will be supported by an action plan that identifies the responsibilities of all the critical parties. Regular reports will track progress.

The waste hierarchy and circular economy principles are central to the approach adopted by the Tasmanian Waste and Resource Recovery Strategy.

Targets

The Australian and Tasmanian Governments have agreed on a number of targets for waste and resource recovery, on which this Strategy is based. These are:

- Reduce waste generated in Tasmania by 5% per person by 2025 and 10% by 2030;
- Achieve a 40% average recovery rate from all waste streams by 2025 and 80% by 2030;
- Reduce the volume of organic waste sent to landfill by 25% by 2025 and 50% by 2030;
- Reduce food waste by 50% by 2030;
- 100% of packaging is reusable, recyclable or compostable by 2025;
- Phase out of problematic and unnecessary plastics by 2025.

New targets will be added to this list as they are agreed. Industry developed targets will also be encouraged and supported to help deliver the overall vision of the Strategy.

Measuring progress towards these targets will be one of the methods for assessing the adequacy and effectiveness of the Strategy.

Key opportunities

The Strategy captures several valuable opportunities:

- There is strong goodwill across Tasmania to achieve positive outcomes for a more circular and low emissions future, and a great deal of positive action is already being taken.
- Stakeholders want coordinated leadership and greater investment certainty in transforming the management of products and materials, increasing the recovery of resources, and in avoiding waste in Tasmania.
- The legislation and Board provide a way of adopting a more integrated and coordinated approach to implementing effective measures across the State.

- Increased public and industry awareness of reuse and recycling opportunities should lead to behavioural change, investment, jobs, and a reduction of valuable resources being lost into landfill.
- The new funding sourced from the landfill levy will greatly accelerate progress in creating a more sustainable, circular and low emission future for Tasmania.
- The many organisations working on waste and resource recovery issues provides a level of synergy and innovation that is more likely to address the required priorities.
- The processes associated with the landfill levy implementation will provide much better information on waste and material flows.
- Implementation of the Strategy can benefit from past and current national and interstate waste management experience.

The Strategy

The Tasmanian Waste and Resource Recovery Strategy is based on four pillars, each of which have Objectives that are supported by Actions. Collectively, these will achieve a reduction in the amount of waste produced, increase the reuse of products and materials, increase the recovery of resources, and increase the processing and reuse of our valuable natural resources.

TASMANIA - A PLACE WHERE NOTHING IS WASTED

1 Integrated Planning and Action

Alignment of state, regional and local strategic planning

Effective landfill levy administration

Moving towards a circular economy

2 Strategic Investment

Understanding infrastructure capacity and priorities

Supporting infrastructure, new systems and skills

Improved regional and remote access to services

3 Prioritise Circularity

Understanding priorities

Reducing waste production

Increasing reuse and recovery (organic, plastic and C&D)

4 Engagement and Partnerships

Improved community and business education and engagement

Strong partnerships addressing priority issues

Promoting success and champions

Explaining the Objectives

Objective	Purpose
Pillar 1: Integrated Planning and Action	
Alignment of state, regional and local strategic planning	*To ensure there is coordination in our planning to ensure there are clear responsibilities and consistency in delivering priority services to the Tasmanian community and businesses.*
Effective landfill levy administration	*Working with all stakeholders to ensure effective systems to administer the levy – for both collection and expenditure of funds – together with transparency in reporting to the community.*
Moving towards a circular economy	*Promoting circular systems that encourage behavioural change and waste minimisation across the Tasmanian community and within all businesses.*
Pillar 2: Strategic Investment	
Understanding infrastructure capacity and priorities	*Ensuring we use existing information and data to understand our future requirements and enable new systems to improve the services to the Tasmanian community and businesses.*
Supporting infrastructure, new systems and skills	*The development and implementation of investment programs that deliver support for priority action to address infrastructure, skills and new systems for resource recovery and community needs.*
Improved regional and remote access to services	*Supporting all Tasmanians, wherever they are, to have access to systems that allow for improved reuse and recovery of products, materials and resources.*
Pillar 3: Prioritise circularity	
Understanding priorities	*Ensuring we understand what current and future issues we face, so that we can address problems and capture opportunities for the State.*
Reducing waste production	*Supporting systems that avoid waste being produced and that encourage circular and regenerative systems, including through procurement opportunities, as well as addressing material being dumped in our environment.*
Increasing reuse and recovery (organic, plastic and C&D)	*To move away from "waste disposal," to valuing our resources through improved reuse and repair, recovery and sorting, reprocessing and using again. This will focus on the initial priorities of organic material, plastics and construction and demolition wastes that have been identified as Tasmania's major waste streams.*
Pillar 4: Engagement and Partnerships	
Improved community and business education and engagement	*Supporting changes to current practices through education and engagement, together with programs to facilitate change towards a circular and low emission future.*
Strong partnerships addressing priority issues	*Ensuring that sectors, organisations and communities are involved in collaborative partnerships that share responsibilities and share the opportunities and rewards that recovering resources can achieve.*
Promoting success and champions	*Developing networks and supporting programs that recognise success to help promote further action and demonstrate the rewards from changes being made.*

Priority Investment Areas

The objectives will be achieved by the reinvestment of landfill levy funds into priority areas identified by the Tasmanian Government and the Board in this draft Waste and Resource Recovery Strategy, including relevant suggestions arising from consultation.

While levy funds will be dispersed to achieve these objectives, there are a number of key areas of investment that will be supported through the three-year lifetime of this Strategy. These priority areas broadly address the four pillars of the Strategy:

- Support for the development of waste and resource infrastructure to address priority material streams, and the deployment of new information systems and boosting of the relevant skills base (soft infrastructure).
- Improved resource recovery in Tasmania, through support and assistance programs for regional waste authorities, remote councils, resource recovery businesses, public authorities, and charitable recyclers.
- Increased reuse and recovery of priority resource streams, in particular organics, plastics, construction and demolition materials.
- Integrated and coordinated resource recovery planning across the state and regions and improved engagement through education, and supporting the development of circular economy/resource recovery networks and partnerships.

The Waste and Resource Recovery Strategy at a glance

The dot point Actions under each Objective have been drawn from the Appendix, which provides additional detail on the outcomes being sought through the development of the Strategy. Actions under four pillars can't be fully achieved without a collective effort from governments, industry and the community all working together.

OUR VISION

TASMANIA - A PLACE WHERE NOTHING IS WASTED

1 Integrated Planning and Action

Alignment of state, regional and local strategic planning

- Review and finalise the draft Waste Strategy
- Development of long-term strategy, aligning state, regional and local planning

Effective landfill levy administration

- Support implementation
- Systems for prioritising expenditure
- Report on administration and expenditure of funds

Moving towards a circular economy

- Framework to encourage adoption of circular systems
- Identify skills development programs in circular systems
- Identifying how levy funds can leverage other funding for the adoption of circular systems

2 Strategic Investment

Understanding infrastructure, skill and system capacity and priorities

- Develop and communicate priorities in an investment plan
- Annually monitor priorities in the plan

Supporting infrastructure, skills and new systems

- Infrastructure review for capturing future opportunities
- Support implementation of Recycle Rewards container refund scheme
- Investment assistance program for infrastructure, skills and new systems

Improved regional and remote access to services

- Support implementation of regional and remote council plans
- Awareness program on recycling options
- Supporting remote communities access to circular services

3 Prioritise Circularity

Understanding priorities

- Effective data collection and reporting
- Ongoing analyses of information to support decision making
- Structured reporting program

Reducing waste production

- Agree with EPA on litter and dumping program
- Support improved design of products
- Consider EPR options in Tasmania
- Develop procurement guidelines based on circular economy principles
- Support phaseout of PSUPs

Increasing reuse and recovery

- Identify improved organic collection and processing opportunities
- Identify sorting improvement opportunities
- Identify opportunities for C&D product and material recovery and processing

4 Engagement and Partnerships

Improved community and business education and engagement

- Coordinate package of programs for community and business
- Identify program to support community clean up and reduce food waste
- Regularly report on progress

Strong partnerships addressing priority issues

- Program to support reduce/improve packaging
- Engagement with the Tasmanian Aboriginal community
- Engage on waste reduction with local government, C&D, C&I (incl. agricultural and food) sectors
- Support for charitable recyclers

Promoting success and champions

- Establish Circular Economy Innovation Network
- Support Award Programs

Appendix: Waste and Resource Recovery Board Priority Actions

Under the *Waste and Resource Recovery Act 2022* the Board is required to prepare an Operational Plan for each financial year that shows how the objectives of the Waste and Resource Recovery Strategy will be achieved for that year. During the development of the draft Strategy the Board identified a number of priority actions it will take and proposed timeframes over the 2022-23 and 2023-24 financial years. This will help inform the first Operational Plan and has been provided for additional context for community and stakeholder comment on the draft Strategy. The Board welcomes feedback on the proposed Actions in the table below, but believes that these are important areas in which it is committed to providing leadership and oversight. Once the Strategy is finalised, regular reporting on progress will be available. The Board also welcomes feedback on additional or related Actions that may be taken by governments, industry and the wider community.

1.	Integrated Planning and Action		
	Alignment of state, regional and local strategic planning	• Prepare the draft Waste Strategy, review comments, and finalise this current version. • Review this current strategy and prepare a long-term waste (or circular economy) strategy for Tasmania that aligns with and provides direction to regional and local plans, including developing further criteria to assess the effectiveness of the Strategy.	early 2023 late 2024
	Effective landfill levy administration	• Support resolving final issues faced by operators of landfills and resource recovery facilities for efficient introduction of the landfill levy. • Develop transparent and accountable systems for prioritising the optimum expenditure of levy funds. • Provide publicly available reports on the administration and expenditure of the waste levy.	2022/23 mid 2023 mid 2023
	Moving towards a circular economy	• Develop a framework for the promotion and advocacy for the adoption of circular systems throughout Tasmania. • Identify appropriate skills development programs that embed circular systems within government, industry and community. • Identify where the use of the levy funds can best leverage other funding sources for maximum effect in delivering circular economy outcomes.	mid 2023 late 2023 late 2023
2.	Strategic Investment		
	Understanding infrastructure capacity and priorities	• Develop and communicate the investment priorities that are consistent with the Waste Strategy, and which consider all community infrastructure, industry, communication and governance needs. • Conduct an annual review of the priorities within this investment plan.	mid 2023 mid 2024
	Supporting infrastructure, new systems and skills	• Review existing infrastructure across Tasmania and identify current shortcomings and future investment opportunities (supporting both existing and innovative improvement programs). • Support the introduction of the container deposit scheme and establishment of associated infrastructure. • Develop assistance programs for facilities, skills and new systems that support the increased diversion of products and materials.	early 2023 2023/24 mid 2023

	Improved regional and remote access to services	• Finalise the funding support packages to regional waste authorities based on the delivery of an agreed range of services. • Develop, in conjunction with the regional waste authorities, a statewide public awareness program about locally available recycling options and the need for waste avoidance, reuse and litter prevention measures. • Complete the initial engagement with the more remote Tasmanian communities to understand and to then assist in addressing their particular issues.	early 2023 mid 2023 mid 2023
3.	Prioritise circularity		
	Understanding priorities	• Establish and maintain efficient data collection and public reporting systems – including data for different product and material streams and for each stage of the waste hierarchy. • Develop an ongoing process to analyse key product, material and waste flows, product chains and impact on reducing greenhouse gas emissions to inform future decision making and reviews of the Waste Strategy. • Establish a structured reporting process that monitors the activities of all waste industry and stakeholder organisations where relevant to the functions of the WRR Board.	early 2023 mid 2023 mid 2023
	Reducing waste production	• Identify the agreed range of services provided by the EPA in addressing littering and rubbish dumping across the State. • Identify the opportunities to support the circular and regenerative design of products within Tasmania that reduces the use of carbon intensive materials and increases recycling. • Develop options for introducing an "extended producer responsibility" scheme within Tasmania (where producers pay for the waste they create). • Develop best practice procurement guidelines (based on circular economy principles). • Support the phaseout of problematic single use plastics throughout the State.	early 2023 early 2024 mid 2024 late 2023 2023/24
	Increasing reuse and recovery (organic, plastic and C&D)	• Identify opportunities to increase the range and capacity of organic collection services (eg FOGO) and the introduction of new processing technologies. • Identify opportunities to improve the sorting of products and recyclable materials that enable increased downstream processing. • Identify opportunities to support the most feasible recovery of C&D products and materials (eg on-site processing).	late 2023 late 2023 late 2023
4.	Engagement and Partnerships		
	Improved community and business education and engagement	• Develop a coordinated package of education and engagement support programs for both community and business. • Identify how the Board may best provide ongoing support for community clean-up programs and measures to reduce food waste (eg food banks, home composting, community gardens).	mid 2023 mid 2023

		• Generate annual reports that report on the progress being made in implementing the Waste Strategy and maintain all corporate and public documentation (including website).	mid 2023
	Strong partnerships addressing priority issues	• Develop a program to explore opportunities with businesses to reduce excess packaging (and make it recyclable) and to identify new products to be made from recovered materials. • Commence an engagement program with the Tasmanian Aboriginal community on their participation in the circular economy. • Develop an ongoing program of working closely with local government on the diversion and reuse of municipal waste. • Develop an ongoing program of working closely with the building industry to divert and reuse C&D products and materials. • Develop an ongoing program of working closely with business and industry to divert and reuse C&I products sand materials. • Develop an ongoing program of working closely with the agricultural and food retail sectors to reduce food waste and develop regenerative systems of production. • Develop an ongoing program of working closely with charitable recyclers in selling products, recycling and reducing their waste disposal costs.	late 2023 mid 2023 mid 2023 mid 2023 late 2023 mid 2023 early 2023
	Promoting success and champions	• Establish a Circular Economy Innovation Network to build a network of commercial and community innovators in circular process solutions. • Support award programs that encourage environmentally sustainable product and materials management (based on circular economy principles).	early 2024 mid 2023

Have Your Say

The Tasmanian Government is committed to providing opportunities for community involvement in the development of Government policy and the Tasmanian Waste and Resource Recovery Board is seeking your input on this Draft Tasmanian Waste and Resource Recovery Strategy.

How to make a submission

All written submissions on the Draft Tasmanian Waste Strategy must be received by 31 January 2023.

Submissions can be sent to:
Email: enquiries@wrr.tas.gov.au
Mail: GPO Box 44, Hobart, Tasmania 7001

Other than indicated below, submissions will be treated as public information and will be published on our website at wrr.tas.gov.au

No personal information other than an individual's name or the organisation making a submission will be published.

For further information, please contact enquiries@wrr.tas.gov.au

Accessibility of submissions

The Government recognises that not all individuals or groups are equally placed to access and understand information. We are therefore committed to ensuring information is accessible and easily understood by people with diverse communication needs.

Where possible, please consider typing your submission in plain English and providing it in a format such as Microsoft Word or equivalent. The Government cannot however take responsibility for the accessibility of documents provided by third parties.

Important information to note

Your name (or the name of the organisation) will be published unless you request otherwise.

In the absence of a clear indication that a submission is intended to be treated as confidential (or parts of the submission), the submission will be treated as public.

If you would like your submission treated as confidential, whether in whole or in part, please indicate this in writing at the time of making your submission clearly identifying the parts of your submission you want to remain confidential and the reasons why. In this case, your submission will not be published to the extent of that request.

Copyright in submissions remains with the author(s), not with the Tasmanian Government.

Submissions containing defamatory or offensive material, in whole or in part, will not be published.

If your submission includes information that could enable the identification of other individuals then either all or parts of the submission will not be published.

The *Right to Information Act 2009* and confidentiality

Information provided to the Government may be provided to an applicant under the provisions of the *Right to Information Act 2009* (RTI). If you have indicated that you wish all or part of your submission to be treated as confidential, your statement detailing the reasons may be taken into account in determining whether or not to release the information in the event of an RTI application for assessed disclosure. You may also be contacted to provide any further comment.

Further information

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The Board is supported by the Department of Natural Resources and Environment Tasmania