

SITE PLAN LEGEND

[Symbol]	EXISTING BUILDING FOOTPRINT
[Symbol]	NEW BUILDING FOOTPRINT
[Symbol]	EXISTING DRIVEWAY
[Symbol]	NEW DRIVEWAY
[Symbol]	EXISTING PARKING
[Symbol]	NEW PARKING
[Symbol]	EXISTING GRASS
[Symbol]	NEW GRASS
[Symbol]	EXISTING ROAD
[Symbol]	NEW ROAD
[Symbol]	EXISTING FENCE
[Symbol]	NEW FENCE
[Symbol]	EXISTING UTILITY
[Symbol]	NEW UTILITY
[Symbol]	EXISTING TREE
[Symbol]	NEW TREE
[Symbol]	EXISTING WATER
[Symbol]	NEW WATER
[Symbol]	EXISTING SEWER
[Symbol]	NEW SEWER
[Symbol]	EXISTING POWER
[Symbol]	NEW POWER
[Symbol]	EXISTING GAS
[Symbol]	NEW GAS
[Symbol]	EXISTING TELEPHONE
[Symbol]	NEW TELEPHONE
[Symbol]	EXISTING CABLE
[Symbol]	NEW CABLE
[Symbol]	EXISTING OTHER
[Symbol]	NEW OTHER

SITE ANALYSIS

EXISTING CONDITIONS:

- EXISTING BUILDING FOOTPRINT
- EXISTING DRIVEWAY
- EXISTING PARKING
- EXISTING GRASS
- EXISTING ROAD
- EXISTING FENCE
- EXISTING UTILITY
- EXISTING TREE
- EXISTING WATER
- EXISTING SEWER
- EXISTING POWER
- EXISTING GAS
- EXISTING TELEPHONE
- EXISTING CABLE
- EXISTING OTHER

PROPOSED CONDITIONS:

- NEW BUILDING FOOTPRINT
- NEW DRIVEWAY
- NEW PARKING
- NEW GRASS
- NEW ROAD
- NEW FENCE
- NEW UTILITY
- NEW TREE
- NEW WATER
- NEW SEWER
- NEW POWER
- NEW GAS
- NEW TELEPHONE
- NEW CABLE
- NEW OTHER

ARTIAS ARCHITECTS

LONGFORD RECREATION GROUND REDEVELOPMENT

NORTHERN MIDLANDS COUNCIL

OVERALL SITE PLAN & AREA OF WORKS SITE PLAN

A0001 - C01

171012

ARTIAS ARCHITECTS

LONGFORD RECREATION GROUND REDEVELOPMENT

NORTHERN MIDLANDS COUNCIL

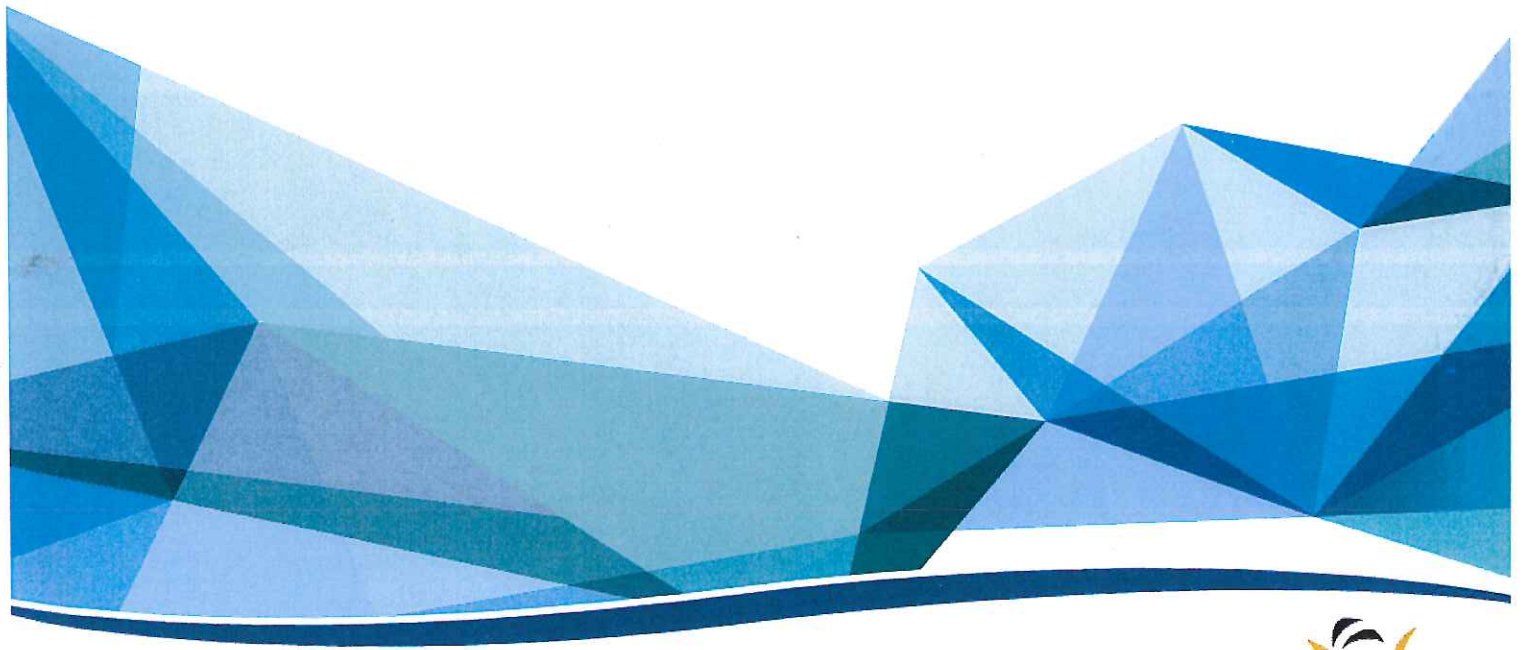
OVERALL SITE PLAN & AREA OF WORKS SITE PLAN

A0001 - C01

171012

Draft Waste Action Plan

Consultation Draft June 2019





Minister's Foreword

The Hodgman Liberal Government is committed to working with local government, the waste industry, local businesses and the broader community to improve waste management and resource recovery in Tasmania and believes that all of us have a role to play in managing the waste we produce.

It is encouraging to witness the changes that many businesses and consumers are now making to address unsustainable resource consumption and the environmental impacts of our waste. Our Government understands it has an important role to play to help people make informed choices and support innovative waste and recycling initiatives.

In response to some of Tasmania's most pressing waste issues, our Government has already acted through investing in controlled waste and tyre processing facilities, tightening regulation of waste tyres and assisting the roll-out of national product stewardship schemes for e-waste, paint, tyres, batteries and packaging.

New challenges and opportunities continue to develop, like dealing with increasing volumes of e-waste, finding ways to divert organic waste from landfills to reduce emissions, and helping councils and businesses adapt to recent restrictions on the importing of recyclable materials into China following the introduction of the China National Sword policy. These changes are having an impact on waste and recycling businesses and local governments across Australia.



Governments and industries both nationally and globally are seeking ways to create resilient reuse markets and increasingly this means moving towards a Circular Economy across a range of sectors. In December 2018, Australian governments through the Meeting of Environment Ministers endorsed the new *National Waste Policy*. The policy incorporates a range of commitments made by Ministers in early 2018 to help local government and industry respond to the changing international markets.

It includes a framework to stimulate the resource recovery industry, boost demand for recycled products, and deliver on targets for recyclable, compostable and reusable packaging. This changing policy environment and the challenging markets for recyclable materials have highlighted the need for a new strategic and integrated approach to waste management in Tasmania, in which responsibility is shared between all levels of government, the private sector, and the community.

The Tasmanian Government will work closely with local government, industry and other stakeholders to finalise and implement the *Tasmanian Draft Waste Action Plan*. The Plan sets out a broad framework for waste management in Tasmania and details proposed actions across a number of priority Focus Areas, which cover the major waste and resource recovery issues that we will all need to tackle in the coming years.

I look forward to working with local government, Tasmanian businesses and the community to improve waste management, reuse and recycling in Tasmania.

Elise Archer

Hon Elise Archer MP

Minister for Environment

Have your say

Public submissions are now invited on the *Tasmanian Draft Waste Action Plan*.

Questions are provided in each section of the Plan to help guide your comments, but feel free to provide any other feedback you believe is relevant.

Additional information is available at www.dpipwe.tas.gov.au/environmental-management

Consultation closes at 5.00pm on 7 October 2019.

Email: WAP.Enquiries@dpipwe.tas.gov.au

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GPO Box 1550
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Executive Summary

In the past decade there have been significant developments in waste policy and the resource recovery sector in Australia. This includes issues such as the problems faced Australia-wide around end-of-life tyres, ongoing work by governments and industry to increase packaging recycling, the introduction of container refund schemes in most states and territories, bans on lightweight plastic shopping bags, and the roll-out of national stewardship schemes for TVs, computers, paint, batteries and other products.

In Tasmania, the Government has invested in facilities for controlled waste and the processing of end-of-life tyres and assigned to the EPA the regulation of large tyre stockpiles. The *Litter Act 2007* is also being amended to provide increased penalties for illegal dumping. Other measures, such as the development of an online application to improve litter reporting, are being introduced. The Government continues to be active at the national level, where waste and resource recovery issues have been priorities for Australian Environment Ministers for some time.

The recent decision by China to impose new restrictions on the import of recyclable materials has had a significant impact on local governments across Australia and parts of the resource recovery industry, bringing a closer focus on how we deal with our waste and recycling. This has led to strong recognition by governments of the economic basis of our waste and resource use challenges. In late 2018, Australian Environment Ministers endorsed the new *National Waste Policy*, which is based on Circular Economy principles. This recognises the need for maximising the use and value of resources at every stage of a product or material's lifecycle.

The Tasmanian Government is working closely with Local Government, industry and other stakeholders to develop a new strategic approach to waste management and resource recovery. Targeted consultation with these groups identified a number of waste management priorities that are shared by governments, industry and the community alike. These priorities – along with key strategies and principles from the *National Waste Policy 2018* – form the basis of the *Tasmanian Draft Waste Action Plan*. The Plan sets out a broad framework for waste management and resource recovery in Tasmania and includes the following key actions and targets:

- Introduce a waste levy by 2021 to fund waste management and resource recovery activities;
- Introduce a Container Refund Scheme in Tasmania by the end of 2022;
- Ensure 100% of packaging is reusable, recyclable or compostable by 2025;
- 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;
- Have the lowest incidence of littering in the country by 2023;
- Work at the national level and with local government and businesses in Tasmania to phase out problematic and unnecessary plastics¹ by 2030; and
- Reduce the volume of organic waste sent to landfill by 25% by 2025 and 50% by 2030.

¹ This includes materials such as packaging or single-use plastic items that are not easy to recycle or cannot be recycled.



Growing Resource Recovery in Tasmania

THE DRAFT WASTE ACTION PLAN AND THE CIRCULAR ECONOMY

The Tasmanian Government has taken into account the views of local government and industry over the past two years to develop a new waste strategy for Tasmania. Targeted consultation with these groups has identified the key waste management priorities, which form the basis of the *Draft Waste Action Plan*. The Plan sets out a broad framework for waste management and resource recovery in Tasmania that is underpinned by a set of tangible actions. During the time the Plan was being developed, China began to impose new restrictions on the level of contamination allowed in the recyclable materials they import. This has had a significant financial impact on local government and parts of the resource recovery industry, resulting in increased concern from governments, industry and the community on how we deal with our waste and recycling.

In 2018, Australian Environment Ministers recognised the need to respond to the changing and challenging global markets. In April 2018, the Meeting of Environment Ministers (MEM) committed to a number of actions to stimulate Australia's resource recovery capacity, to increase demand for recycled products through government procurement, to work with industry to have 100% of Australian packaging recyclable, compostable or reusable by 2025 and to revise the National Waste Policy. The new *National Waste Policy: Less Waste, More Resources*, which is based on Circular Economy principles, was endorsed by Ministers in late 2018.

A Circular Economy (CE) does not use a traditional linear model of “take” (resources), “make” (products), and “dispose” (waste). Instead it aims to maximise the value and the use of materials and resources at every stage of the life of a product or material. Waste management has traditionally dealt with the disposal step. The growing amount and diversity of waste has created challenges that can only be solved by considering the entire “lifecycle” of a product; from when its constituent parts are taken, to when it is made, to when it is disposed, and then reusing what remains to provide resources for the next economic cycle. The waste hierarchy uses principles similar to those underpinning a CE.² CE principles are increasingly being adopted by governments and industries around the world³, and there is a growing body of evidence that moving to a CE is likely to lead to increased innovation and a more creative, robust and productive economy. Some Australian jurisdictions are also moving to adopt CE principles, both in waste management and more broadly.⁴

² The waste hierarchy prioritises waste management options in order from most preferable to least, being: avoiding the production of waste, minimising the production of waste, reuse of waste, recycling of waste, recovery of energy and other resources from waste, treatment of waste to ameliorate impacts, and environmentally safe disposal of waste.

³ http://ec.europa.eu/environment/circular-economy/index_en.htm

⁴ <https://www.greenindustries.sa.gov.au/circular-economy>, <https://www.epa.nsw.gov.au/your-environment/recycling-and-reuse/response-to-china-national-sword/circular-economy-policy>; <https://www.environment.vic.gov.au/sustainability/transitioning-victoria-to-a-circular-economy>; <http://www.wasteauthority.wa.gov.au/about/waste-strategy/>



STATEWIDE WASTE LEVY

Moving towards a Circular Economy (CE) will require all levels of government to work closely with industry and the community in an economy-wide effort that goes beyond just the waste and recycling sector. It will require a whole of government approach to develop new and existing waste markets, facilitate efficient transport options, plan for and invest in waste infrastructure, reduce emissions from organic waste, and seek renewable energy options from waste materials where applicable. Key principles are to avoid waste, improve resource recovery, increase use of and demand for recycled products and to improve data collection and support for innovation and market adoption of CE products. Addressing our priority waste management issues and moving towards a CE will require long-term efforts and an effective funding stream.

This has been achieved in Australian and international jurisdictions through the introduction of waste levies. A waste levy is a financial contribution typically paid to the State Government by a landfill or other licensed waste facility operator (usually a local council) for each tonne of waste received. Levies provide an important funding source to invest in waste and resource recovery initiatives and infrastructure and over time achieve an increase in the diversion of waste away from landfill.⁵ The absence of a landfill levy, along with the transport challenges from being an island state, means that resource recovery businesses in Tasmania may struggle, particularly during times of market disruption, although there are already some Tasmanian industries focusing on reducing, recycling or repurposing waste material.

In collaboration with the local government and regional waste authorities, industry and the community, the Tasmanian Government will introduce a statewide legislated waste levy by 2021. It is proposed that the new legislated statewide waste levy would replace any existing council levies. The design (including cost) of the statewide waste levy will be developed in consultation with local government, industry, businesses and the wider community with the modelling and analysis, taking into account the potential impact of the proposed levy on households and businesses. The Tasmanian Government will also develop legislation that indicates how the revenue collected from the levy will be directed to waste management and resource recovery initiatives, while ensuring regional authorities continue to derive a revenue stream from the new levy.

Through time, this will provide a pricing signal to waste generators and create an income stream to reinvest in business growth and the planning and development of waste management and resource recovery infrastructure, and other waste management programs, such as initiatives or grants to promote alternatives to landfilling. It will also provide a revenue stream to assist councils with legacy issues associated with old refuse sites. Maximising the value of our products and materials – and what we may have formerly thought of as "waste" – is not only the key to achieving parts of a CE, but also brings employment opportunities.⁶

⁵ KMPG, 2012, Review of the NSW Waste and Environment Levy.

⁶ For every 10,000 tonnes of waste recycled, 9.2 jobs are created compared with 2.8 jobs from landfilling. Hyder, 2010, Landfill Ban Investigation: Final Report. A five per cent improvement in efficient use of materials across could benefit Australia's gross domestic product by as much as \$24 billion. Centre for International Economics, 2017, Final report: Headline economic value for waste and materials efficiency in Australia.



How are waste levies in Tasmania and other jurisdictions used?

A large number of Tasmanian councils already have a locally administered levy of \$5 per tonne, which some councils have proposed to increase to \$7.50 per tonne by 2019/20, for the disposal of solid waste. This small levy and broader local government contributions have funded a range of waste initiatives such as Rethink Waste Tasmania, which promotes efforts to reduce, reuse and recycle.⁷

In other Australian states with a waste levy, substantial funds are redirected to addressing waste management and resource recovery issues faced by local government, industry, and the community. In New South Wales, the levy is used for programs such as the Better Waste and Recycling Fund, which provides funding to local councils and regional council groups to support projects to reduce waste generation, improve reuse and recycling, and address littering and illegal dumping.⁸ The levy also provides funding to improve public recycling. For example, the Community Recycling Centre Program has established over 80 recycling centres that make it easier for the community to recycle problem wastes such as paint, gas bottles, fire extinguishers, motor and cooking oils, car and household batteries, and fluorescent tubes and globes.⁹

Other programs funded by the NSW levy, include the Waste and Recycling Infrastructure Fund, which stimulates investment in the waste and resource recovery sector and assists industry with finding new markets.¹⁰ This program has provided funding to businesses and councils for the: development of recycling facilities and installation of equipment for processing construction and demolition waste; sorting and processing mixed glass and plastics; and the production of rubber crumb and granules from waste tyres.¹¹ Other funded projects include upgrades to existing facilities to increase the production of locally made recycled plastic resin, the purchase of plant to process crushed glass into road base materials and the installation of paper processing equipment to reduce contamination in recycled paper.¹² South Australia uses its levy to fund programs such as the Recycling Infrastructure Grants, transport subsidies for local councils, an Infrastructure Investment Loan Scheme and Business Sustainability Funding.¹³

CONTAINER REFUND SCHEME

To help bolster the recovery of some of the materials currently facing export and other economic barriers, the Tasmanian Government will introduce a Container Refund Scheme (CRS) in Tasmania by 2022.¹⁴ The time required to implement a scheme is based on advice from other jurisdictions that have recently developed their own CRS. They strongly advise that anything less than two years would be rushed and not allow for the necessary infrastructure and adjustments to be made. The CRS will be a key part of meeting

⁷ <http://rethinkwaste.com.au>

⁸ <https://www.epa.nsw.gov.au/working-together/grants/councils/better-waste-and-recycling-fund>

⁹ <https://www.epa.nsw.gov.au/working-together/grants/systems-household-problem-waste/community-recycling-centre-program>

¹⁰ <https://www.epa.nsw.gov.au/working-together/grants/infrastructure-fund>

¹¹ <https://www.environment.nsw.gov.au/funding-and-support/nsw-environmental-trust/grants-available/major-resource-recovery-infrastructure/grants-awarded-and-project-summaries>

¹² <https://www.epa.nsw.gov.au/working-together/grants/infrastructure-fund/product-improvement-program/product-improvement-program-previous-recipients>

¹³ <https://www.greenindustries.sa.gov.au/funding>

¹⁴ Container Refund Schemes (also known as Container Deposit Schemes) involve beverage suppliers paying an upfront deposit to a scheme coordinator on all eligible containers at the time of sale. Under a Container Refund Scheme, suppliers pay a deposit to the scheme coordinator, but only on redeemed eligible containers. All current schemes in Australia are container refund-based schemes.



the Government's littering targets and will help to generate cleaner streams of recyclable material with greater value.

This is incredibly important at a time when some of our key international markets are demanding increased quality in imported paper, plastic and other materials. Along with the introduction of a legislated waste levy, the CRS will help to create new and improved markets for some of our most important recycled materials.

Most states and territories in Australia have or are about to implement a CRS. It would seem that a large part of the national retail market has already adapted to having a CRS in place. This is evidenced by Coca-Cola Amatil's recent commitment to doubling its use of recycled plastic packaging to 53% by the end of the year and, by 2020, seven in 10 bottles will be made from recycled PET. Similarly, other major suppliers such as Carlton United Breweries and Lion Breweries are moving towards CE principles via commitments within environmental policies and statements to maximise the use of recycled materials.

The NSW CRS introduced in 2017, has already resulted in a 69% increase in eligible drink containers being collected and recycled, a 44% reduction in eligible drink container litter volume and a 48 per cent reduction in total litter volume across NSW.

WASTE REDUCTION AND RESOURCE RECOVERY TARGETS

The Tasmanian recycling rate in 2016-17 was 49% compared to the national average of 58%¹⁵. It is also around half the diversion rate of NSW, Victoria, South Australia and the ACT. The levels of recovery of materials from some waste streams, such as construction and demolition (C&D) waste, are significantly lower than the overall average recovery rate for Tasmania. However, by focusing our attention on key waste streams (e.g. organics, C&D) and having an appropriate investment framework in place, it will be possible to make substantial gains in a relatively short period of time. Ambitious recovery targets for the state are set out below. These targets are in line with broader commitments on waste and resource recovery agreed to by Environment Ministers in 2018, strategies from the *National Waste Policy*, priority actions identified through consultation with local government and industry, and Tasmanian Government commitments on littering and illegal dumping. These targets will be regularly reviewed as our data on waste improves and new market opportunities arise:

- Reduce waste generated in Tasmania by 5% per person by 2025 and 10% by 2030;
- Ensure 100% of packaging is reusable, recyclable or compostable by 2025;
- Achieve a 40% average recovery rate from all waste streams by 2025 and 80% by 2030.
- Have the lowest incidence of littering in the country by 2023;
- Work at the national level and with local government and businesses in Tasmania to help phase out problematic and unnecessary plastics¹⁶ by 2030; and
- Reduce the volume of organic waste sent to landfill by 25% by 2025 and 50% by 2030.

¹⁵ Blue Environment and Randell Environmental Consulting, 2018, *National Waste Report 2018*, p.26. If energy recovery from waste is included, the total resource recovery rate for Tasmania in 2016-17 was 53%, compared to a national rate of 62%.

¹⁶ See page 4.

FOCUS AREAS AND ACTIONS

The *Draft Waste Action Plan* identifies seven priority themes or Focus Areas. The Focus Areas are also aligned with the MEM commitments from 2018 and the strategies detailed in the *National Waste Policy*, and are aimed at capturing the views of local government and industry as expressed in various forums in recent years. Specific and tangible actions have been identified for most of the Focus Areas, which aim to address priority waste issues and, where possible, begin to embed CE principles into waste management and the broader economy in Tasmania. The Focus Areas are presented below.

1. Moving to a Circular Economy
2. Governance
3. Data, targets, and innovation networks
4. Infrastructure planning
5. Support for the Resource Recovery Industry
6. Education and community engagement
7. State and National Policy and Regulatory settings

I. Moving to a Circular Economy: Government Priorities and Key Sectors

We are only just at the beginning of the discussion about a Circular Economy in Tasmania. Such a change is intended to be system-wide and economy-wide, and likely to require a range of policy interventions across sectors, industries and communities. Actions from the *Draft Waste Action Plan* alone will not be enough to achieve this transition, but they are a good place to start.

As the solutions to our waste and recycling challenges are strongly market-based, capacity should be developed to support the establishment of recycling and reuse businesses, which would include support for domestic businesses entering national and international markets. While governments can set the policy frameworks and provide supportive structures, it is also up to industry to promote its recycled products and for consumers to buy these products.

There are several Government priorities and industry sectors that could provide opportunities for reducing waste generation and boosting related business and employment opportunities, namely:

- tourism and the development of the Tasmanian brand (amenity, littering and dumping, sustainable tourism, resource-efficient tourism businesses);
- higher education, STEM, research and innovation (State-based expertise and innovation networks, investment in R&D and technology transfer);
- the Bioeconomy (agriculture, aquaculture, agrifood, agritech, biological-cycle based systems);
- renewables and reducing emissions;
- public health (regulation of the movement or storage of controlled waste); and
- regional investment and job creation (all sectors, but with focus on the reuse and recycling industry)

Making connections wherever possible between actions in this Plan and these sectoral priorities will enable us to leverage resources and efforts across the Tasmanian economy (Figure I).



The “ReSOLVE” model for moving to a CE has six elements: Regenerate, Share, Optimise, Loop, Virtualise and Exchange.¹⁷ Regenerate is partly about the shift to renewables. This is clearly an area where Tasmania is well-advanced, with some 90% of our power coming from renewables. Tasmania became the first Australian jurisdiction to achieve zero net emissions in 2015-16.

The Tasmanian Government has a vision to make Tasmania the Battery of the Nation, through additional interconnection with mainland Australia, releasing the latent capacity of the Tasmanian hydropower system and developing pumped hydro energy systems and facilitating investment in new wind farms and renewable generation. The Australian Government has committed \$56 million to the design and approvals phase of Project Marinus, which is investigating the development of more electricity interconnection between Tasmania and the mainland. Through Hydro Tasmania, the Tasmanian Government has committed up to \$30 million to advance the first phase of Battery of the Nation pumped hydro to a final investment decision. In the action areas of the Circular Economy related to waste management, there is more work to do in the areas of Sharing (reuse), Optimising (avoiding and removing waste in the supply chain), and Looping (recycling, extracting resources from organic or other wastes).

What do you think?

- What are the key opportunities for reducing waste, developing our resource recovery industry and shifting to a Circular Economy?

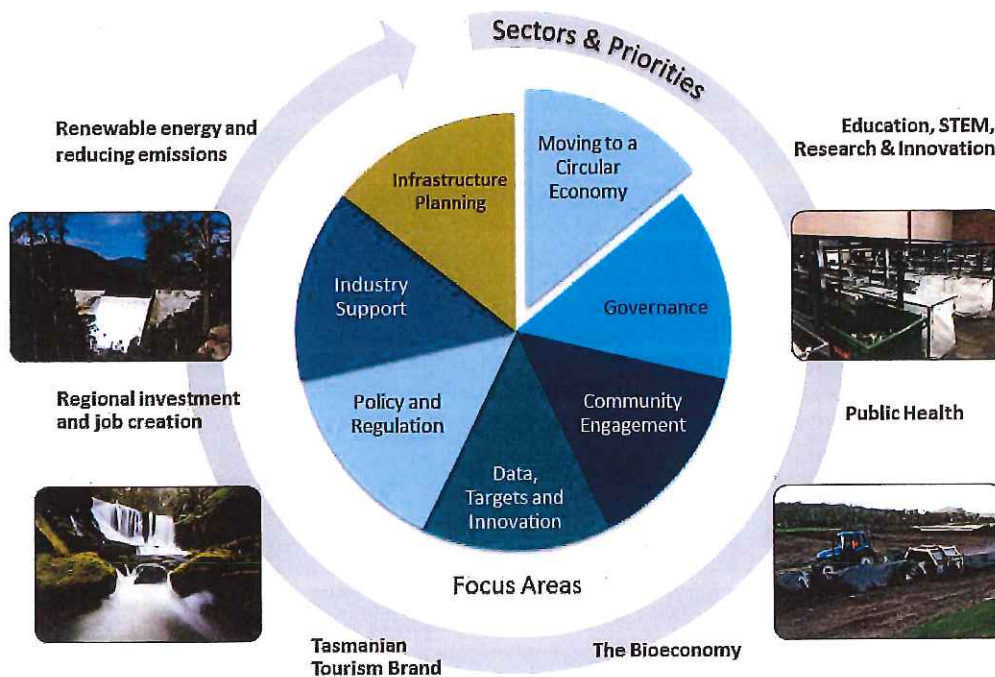


Figure 1. Focus Areas and Key Government Priorities/Sectors. Actions in the Focus Areas (inside) address the key waste challenges in

¹⁷ Ellen Mac Arthur Foundation, 2015, Delivering the Circular Economy: A Toolkit for Policymakers v.1.1, Ellen Mac Arthur Foundation, <https://www.ellenmacarthurfoundation.org/>

Tasmania. The sectors / government priorities (outside) would benefit from the development of links and adoption of circular economy principles.

2. Governance

The introduction of a waste levy will require the establishment of an administrative structure. The Local Government Association of Tasmania (LGAT) with support from the Tasmanian Government is currently investigating the feasibility of establishing waste management arrangements to help coordinate and deliver statewide waste policies, strategies, programs and services. A range of models may be considered by State and local government, but the LGAT study will provide an important contribution to the Government's deliberations on governance requirements.

ACTIONS

- Investigate and discuss models for waste management governance with local government.
- Establish a relevant administrative structure.

What do you think?

- What are the primary waste management and resource recovery roles and responsibilities of governments, industry and the wider community?

3. Data, Innovation Networks and Resource Recovery Targets

Many of the actions in the WAP require accurate data on waste generation, landfilling, and the types and quantities of materials landfilled, recovered and reprocessed. There is some data capture that informs state and national reporting, but data is not collected in a standardised fashion across waste facilities. Information on specific parts of the waste stream (e.g. organics waste, C&D waste) is required for short- to medium-term planning. Improved knowledge and data on organics and C&D streams will help facilitate investment in businesses that produce and use these resources.

Tasmania is blessed with an abundance of innovators across the private and public spheres and they are keen to share their expertise for the benefit of the community. Tasmania's agricultural sector, for example, already has some of its waste being used productively and is seeing increased collaboration between research organisations, government and industry to improve resource recovery and maximise the value of materials and products.¹⁸ The interconnectedness of the entire supply chain is now increasingly being considered, leading to formerly separate sectors such as food and agriculture combining into larger sectors like the agrifood industry – a “paddock to plate” or “farm to fork” approach, or simply the Bioeconomy.

Finding innovative approaches to preventing or reusing organic and food waste arise naturally out of the Bioeconomy, which seeks to maximise value chains for products and services. These innovation networks provide research and development and technology transfer opportunities, for example in fit-for-purpose technologies that address specific regional needs, but bring global investment to the State (e.g. agtech or

¹⁸ For example, investigations into the types of packaging that can reduce food waste. See <http://www.utas.edu.au/tia/news-events/news-items/delving-delicately-into-ripe-raspberries>.

technology to improve processing and separation of recyclable material). The use of these innovation networks will be an important component in Tasmanian waste management.

The Government is also proposing the adoption of a number of targets for resource recovery. These targets are based partly on the commitments made by Australian Environment Ministers in 2018 and on national targets considered during the development of the National Waste Policy.

ACTIONS

- Help to support the establishment of standardised data management systems to capture waste data, to monitor progress against targets and facilitate businesses investment in resource recovery.
- Develop and support waste-related innovation and research networks in the bioeconomy, agritech, tourism, education (STEM), and renewable energy sectors.
- Adopt the following targets for waste and resource recovery:
 - reduce waste generated in Tasmania by 5% per person by 2025 and 10% by 2030;
 - ensure 100% of packaging is reusable, recyclable or compostable by 2025;
 - achieve a 50% average recovery rate from all waste streams by 2025 and 80% by 2030;
 - have the lowest incidence of littering in the country by 2023;
 - reduce the volume of organic waste sent to landfill by 25% by 2025 and 50% by 2030; and
 - work at the national level and with local government and businesses in Tasmania to help phase out problematic and unnecessary plastics¹⁹ by 2030.

What do you think?

- What are your key data and information needs on waste and resource recovery?
- How can we best use existing research and innovation networks, or establish new networks, to help address our waste and resource recovery challenges?
- What are your views and suggestions on the targets presented above?
- Which waste streams would provide the best opportunities to make some early progress on the proposed targets?

4. Infrastructure Planning

To achieve our resource recovery targets will require planning for and investment in waste and resource recovery infrastructure. Tasmania is likely to have similar investment priorities to those identified through infrastructure planning processes in other Australian states. These include kerbside source separation bins (particularly for organic waste); processing facilities for organics; drop-off facilities for various recyclable materials; and facilities for Commercial and Industrial waste, C&D waste; and energy from waste infrastructure. Planning our waste and resource recovery infrastructure in Tasmania will require an understanding of existing capacity and rigorous data on waste trends and information on specific waste streams to help facilitate business investment.

¹⁹ See page 4.

The Infrastructure Plan will identify potential investment opportunities at council resource recovery centres or transfer stations that would improve the recovery of a wider range of materials (C&D waste, household hazardous waste, e-waste, batteries) and also improve data collection at facilities.

ACTIONS

- Develop a Tasmanian Waste and Resource Recovery Infrastructure Plan by 2021.
- Work with Local Government to address potential planning issues around waste management and resource recovery infrastructure.

What do you think?

- What do you consider are the highest priority infrastructure requirements for waste management and resource recovery in Tasmania?

5. Support Resource Recovery across Industry

A key lesson coming out of jurisdictions that are introducing CE frameworks is the need for a whole of government and whole of industry approach. Increasing recovery rates is not possible without supporting new and existing waste and recycling businesses. This needs to be at both a level of the individual business, but also by providing a broader strategic approach to developing these markets in Tasmania, and helping to facilitate access to mainland or international markets.

In the short-term this support will come primarily through existing Tasmanian Government business development and support programs. Over the life of this Plan the introduction of waste levy will help to stimulate resource recovery through appropriate price signals and the creation of an investment stream for waste management and resource recovery activities. In Tasmania, the organic waste stream offers some promising opportunities. For example, diversion of domestic garden and food organics would reduce household waste by 20-30%, and put Tasmania in a strong position to achieve its organic waste target.²⁰ The establishment of a Container Refund Scheme and introduction of a waste levy are also key parts of this Focus Area. The Australian Government's four-year, \$100 million *Environment Restoration Fund* includes the clean-up, recovery and recycling of waste as a priority.²¹

ACTIONS

- Develop capacity across Government to support business development in the waste and recycling industry.
- Establish a loan scheme for businesses and local government that helps grow locally based and innovative recycling and processing facilities which increase recycling rates while also delivering new jobs across Tasmania.

²⁰ Key actions from the Tasmanian Government's climate change strategy include reducing emissions from waste and increasing the resource efficiency of business and industry. See Tasmanian Climate Change Office, Department of Premier and Cabinet, 2017, *Climate Action 21: Tasmania's Climate Change Action Plan 2017-2021*, pp. 18-19.

²¹ <https://www.environment.gov.au/environment-restoration-fund>



- Support industry to use materials effectively, reuse materials and to understand the business case to improve resource recovery.
- Develop an Organic Waste and Resource Recovery Strategy by the end of 2020.
- Develop a Tasmanian Market Development Study by the end of 2021.
- Continue to investigate and provide appropriate support for Energy from Waste and Bioenergy options, which includes the management and utilisation of forest residues.²²
- Support the investment in industrial waste sorting – in particular construction and demolition waste.
- Boost demand for recycled products through adoption of sustainable procurement practices across State and local government.

What do you think?

- How can governments, businesses and the community best support the development of the resource recovery industry in Tasmania?

6. Education and Community Engagement

Local government in Tasmania has indicated that the State's kerbside recycling system is not as effective as other states, despite similar collection arrangements being in place. Community engagement and education can achieve waste avoidance, improve landfill diversion and change community behaviour. Boosting the resources available for community education will also help to decrease contamination levels in our kerbside recycling. The private sector also has a large role to play by marketing products with recycled content and making them attractive and acceptable to consumers. The introduction of a waste levy will require a program of targeted engagement with waste facility operators, businesses and non-government organisations, such as charities and the community.

ACTIONS

- Provide support to local government and the regional waste groups to continue their targeted education and grant programs for schools, businesses, householders and other stakeholders such as charitable recycling organisations.

What do you think?

- Are you aware of any existing education materials that could be adapted for the Tasmanian context? (Please provide examples).

7. State and National Policy and Regulatory settings

The key legislative mechanism to achieve the targets in this Plan will be the introduction of a statewide waste levy. Through time the levy will provide a pricing signal that will make resource recovery preferable

²² https://www.stategrowth.tas.gov.au/energy_and_resources/energy/bioenergy,
https://www.stategrowth.tas.gov.au/energy_and_resources/forestry/residues.

to landfilling and generate a funding stream for a range of waste management and resource recovery activities. This will lead to increased business and employment opportunities in the sector. The Container Refund Scheme will also help boost the market for clean streams of recyclable material and achieve a reduction in the volume of litter in Tasmania. A number of associated regulations will be revised within the life of this Plan, including the *Environmental Management and Pollution Control (Waste Management) Regulations 2010* and the *Environmental Management and Pollution Control (Controlled Waste Tracking) Regulations 2010*. The revision of these regulations, along with proposed minor amendments to the *Environmental Management and Pollution Control Act 1994* (EMPCA) will also provide an opportunity to consider the waste streams that may be more responsive to the proposed pricing signals, such as C&D waste, which generally has more alternatives available to landfilling.

The laws and policies of the Australian Government are critical for addressing waste management issues in Tasmania. Policy tools available under national legislation like the *Product Stewardship Act 2011* could potentially be used more effectively, and existing stewardship schemes reviewed and improved. Another role for national regulation or policy includes the setting of standards and specifications for recycled materials that promotes the reuse of waste rather than virgin resources. Along with changes to procurement across government and the private sector, this could help increase demand.

ACTIONS

- Work with local government to introduce a statewide waste levy by 2021 to fund waste management and resource recovery activities.
- Introduce a Container Refund Scheme into Tasmania by the end of 2022
- Work with the Australian Government to ensure that reviews of relevant legislation, such as the *Product Stewardship Act 2011*, result in effective programs that enhance resource recovery.

What do you think?

- Which policy or regulatory settings will help us achieve the targets in this Plan and help stimulate the resource recovery industry?
- Do you have other comments on the *Draft Waste Action Plan*?



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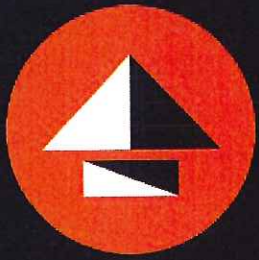
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URBAN EP

Feasibility Study
into a
Statewide Waste Management
Arrangement

Part A summary report – Needs and benefits study

Prepared for

Local Government Association of Tasmania

April 2019



Feasibility study into a Statewide Waste Management Arrangement for Tasmania – Part A

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List of acronyms

CCA	Cradle Coast Authority
CCWVG	Cradle Coast Waste Management Group
CDL	Container Deposit Legislation
DPIPWE	Department of Primary Industries, Parks, Water and Environment (Tasmania)
EPA	Environment Protection Authority (of Tasmania, unless otherwise stated)
ILM	Investment Logic Map
LGAT	Local Government Association of Tasmania
NTDC	Northern Tasmania Development Corporation
NTWVG	Northern Tasmania Waste Management Group
STCA	Southern Tasmanian Councils Authority
SV	Sustainability Victoria
WSS	Waste Strategy South

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1. Introduction

This report summarises the findings and recommendations on the needs that can be met and benefits that can be delivered by a statewide waste management arrangement for Tasmania. This 'statewide arrangement' grants an opportunity to deliver a number of functions and services to support better waste management across the state, and to complement existing actions and initiatives delivered at state, regional and local scales.

This report satisfies the first stage (i.e. 'Part A') of a two part feasibility study undertaken on the Local Government Association of Tasmania's (LGAT) behalf. In reading the report and its recommendations, LGAT and its partners can make an informed decision to progress with the second part of the feasibility study (i.e. 'Part B').

This second part explores and assesses different approaches to deliver an agreed statewide arrangement; prioritises the allocation of responsibilities to various bodies; and guides interactions across statewide, regional and local spheres of activity. It positions LGAT and its partners to implement a statewide arrangement that is geared towards efficient and confident delivery, and assign roles to entities that have an interest in and capacity to deliver benefits for Tasmania's people and the environment.

Feasibility study for a Tasmanian Statewide Waste Management Arrangement

Part A (Jan – April 2019): Collate evidence and present findings on the needs for and benefits of a Statewide Waste Management Arrangement ('statewide arrangement').

Part B (May – July 2019): Develop the purpose, role, functions and governance apparatus of this statewide arrangement as necessary for planning, co-ordinating and delivering state-wide waste policies, strategies, programs and services.

Drivers for this work include a range of connected concerns that have been expressed by stakeholders:

- Waste management service levels and outcomes in Tasmania lag behind those of the mainland states
- A range of benefits that stem from better waste management will remain unrealised for the foreseeable future (in the absence of change)
- The timing, scope and ambition to finalise and implement a Tasmanian Waste Action Plan, currently being developed by the Tasmanian Government, remain uncertain
- The lack of progress in and political indifference towards addressing the state's waste management challenges causes Tasmania to be increasingly 'out of step' with the more proactive national agenda for waste policy, as set out in the *National Waste Policy 2018*.

The project responds to these drivers by providing an evidence base for the need for action at a statewide level. This evidence base accounts for Tasmania's unique characteristics and acknowledges the continuance of a strong regional and local contribution to waste management outcomes on the island.

2. Methods

Findings for Part A of the feasibility study were prepared through five components of work, completed from January through April 2019.

1. Review of existing Tasmanian waste management arrangements at local, regional, state and national scales.
2. Workshops¹ with stakeholders to incorporate:
 - Waste management priorities
 - Perceptions of where arrangements are achieving and are underperforming
 - The nature of problems that underlie important areas of underperformance
 - Potential solutions, drawing on problem insights shared by stakeholders.
3. Preparation of abridged Investment Logic Maps that define and link problems (such as market failures and organisational deficiencies), benefits, and functions necessary for the arrangement to deal with a set of identified challenges in waste management. These functions are examined in light of National Waste Policy and the development of a Tasmanian Waste Action Plan, led by EPA.
4. Comparison of proposed functions with arrangements adopted in nearby jurisdictions, to better understand how the proposed statewide arrangements relate to current directions and ambitions pursued on mainland Australia and in New Zealand.
5. Exploration of aspirations and ambitions that a statewide arrangement for waste management could be applied towards. Stakeholders had expressed an interest in pursuing a circular economy transition to varying degrees, while adopting measures that improved how existing services and markets function. In examining how a circular economy may be pursued for Tasmania, the study sheds light on the extent that benefits may be captured, and the balance of effort to direct towards different statewide functions to realise them.

¹ A workshop summary report has been separately provided for LGAT's records.
Tasmanian Statewide Waste Management Arrangement feasibility study – Part A summary report
April 2019

3. Current waste management arrangements in Tasmania

Part A of this study determines the needs and benefits in establishing a statewide arrangement for waste management in Tasmania. To proceed, it is useful to take stock of current arrangements that may be in place at local, regional, whole-of-state and national scales. This process allows for a proposed statewide arrangement to avoid duplication, interact constructively and align with other layers of responsibility that relate to waste management.

While the long form report carries greater detail on current waste management arrangements, Table 1 below presents an overview of public roles (functions) presently performed in Tasmania, at local, regional and state scales.

Table 1: Functions to support, improve and deliver waste management services at local, regional and state scales.

Function	Explanatory notes	State	Regional	Local
Regulation of waste management / litter	Covers regulation, investigation, issuance of penalties, prosecution etc.	✓		✓
Engagement, education & communications	Guidance and education on preferred practice and conduct	✓	✓	✓
Strategy development	Development of strategies, vision, and associated actions	✓	✓	✓
Data gathering	Data gathering in support of strategy and/or operations	✓	✓	✓
Initiative funding	Funding to meet strategic objectives via programs, pilots etc.		✓	✓
Infrastructure funding	Provision of capital in support of strategically aligned infrastructure		✓	✓
Procurement support for waste services [‡]	Advise, support and navigate procurement processes		✓	
Coordination of actions and commitments	Coordination of core stakeholders and/or members		✓	
Procurement of services [‡]	Waste, recycling, organics, hard waste, chemicals etc. related services		✓	✓
Advocacy and input [‡]	Development of positions and representation in support of reforms	✓	✓	✓
Market instruments	Application of charges and levies etc. to alter market landscape		✓	
Ownership / operation of facilities	Ownership and operation of landfills, transfer stations, MRFs etc.			✓
Maintenance of public spaces	Park maintenance, street sweepings, facility waste management			✓
[‡] <i>Procurement support</i> , <i>direct procurement of services</i> , and <i>advocacy and input</i> are functions that include activities performed by LGAT on behalf of its member councils.				

This review finds that current statewide roles are limited, focusing on:

- **(EPA led) regulatory processes** such as guidelines; permit, licence and works approval processes; investigation and evidence gathering; and penalties and enforcement.
- **Education and engagement** through two separate streams:
 - 1) Through the *Rethink Waste* website supported by the three regional bodies
 - 2) EPA's website, containing educational and engagement resources.
- **Strategy and action plan development** through current development of the Waste Action Plan by the EPA, and Department of State Growth's development of a framework for bioenergy (which is yet to establish links to waste outcomes).

Other jurisdictions (see Section 6) have moved beyond this regulatory focus and deploy a wider range of tools at a statewide scale, with these wider obligations often prescribed in legislation. Their wider commitment reveals that the more limited approach taken by Tasmania is atypical, and a willingness for Tasmania to develop further functions is likely to be welcomed by industry.

Table 1 clearly shows that the majority of public roles supporting waste management in Tasmania occur at local and regional levels. Their functions and outlooks are shaped to the needs of each region. There is no evidence of incentives or requirements from state government for increased consistency in or coordination across regional approaches, to ensure benefits are realised across the state. Any coordinated approaches are largely self-organised, driven and resourced by the regional authorities (e.g. *Rethink Waste* and related communications). Within this approach with its dominating reliance on local and regional leadership, it is not clear how any national- or state-driven priority (if defined) could be consistently driven across the state.

This study of current arrangements shows that momentum and achievement at local and regional levels may vary within and across regions:

- Not all of Tasmania's councils derive benefits from membership in a regional waste management arrangement, with the more remote councils being less inclined to be part of a regional arrangement, and with some regional authorities (notably in the south, at the time of writing) undergoing periods of membership instability.
- Two of three regions use a 'voluntary' landfill levy to drive investment in regional waste activities while the other relies on budget contributions from councils that are allocated on an annual basis. These different funding arrangements seemingly affect the level of continuity and confidence that a regional authority brings to its operations and business planning activities, and may influence what can be achieved.
- Subsets of councils own significant regional assets, i.e. Dulverton Waste Management and Southern Waste Solutions are owned by joint authorities in the northwest and south respectively, with collective ownership of assets seemingly more common than collective or group procurement of services. Anecdotally, this may affect perceptions as to whether each council's access to infrastructure and services is transparent and equitable, which in turn may affect councils' ability to collectively negotiate efficient service delivery arrangements.

Current arrangements indicate that there is scope for Tasmania to take on a range of activities to better support and direct waste management at a statewide scale, should there be merit in doing so. As well as improving the response to a range of problems of statewide significance (covered in the next section), this may better prepare the state to leverage the current national momentum for better waste management and to augment local and regional leadership.

Recommendations:

1. An expanded statewide arrangement should in principle and practice, seek to maintain, provide for and leverage a minimum capacity and capability at the regional scale as a component to delivering on statewide goals. This may be achieved through supporting an agreed set of core functions within each region.
2. An expanded statewide arrangement should provide a minimum level of service and support to all Tasmanian councils, irrespective of their membership in a regional authority.

4. Demand for a statewide arrangement

Five workshops were held with stakeholders including the regional waste management authorities; council officers, executives and elected councillors; representatives from the resource recovery sector; and Tasmanian Government officials with an interest in the area.

Despite affirming local, regional and state achievements over the years, workshop participants expressed a strong and common view that current waste management arrangements fall short of what may be achieved with the addition of a suitable statewide contribution. They identified a breadth of areas associated with waste management and resource recovery where this arrangement could respond to challenges and deliver benefits.² On this basis, the stakeholders explicitly demonstrated the consensus that an appropriate statewide arrangement for waste management is urgently needed in Tasmania.

Four problem areas were identified by stakeholders (see Table 2) as priorities for the arrangement to attend to, to bring value to the community and protect the environment:

1. Poor cohesion in the demand for organics recovery services
2. Insecure market for investing in recovery infrastructure
3. Risks and harms incurred by tyre stockpiles and illegal dumping
4. Resource inefficient use of single use plastics and packaging.

Table 2: Selection of each priority problem area as a theme to explore in detail during Part A workshops (Marked cells refer to where the stakeholder group expressed strong interest in having the statewide arrangement address the problem area).

Problem area	Southern region councils	Northern region councils	Northwest region councils	State government	Resource recovery sector
Lack of cohesion in demand for organics	●	●		●	●
Illegal dumping and/or tyre stockpiling	●	●	●	●	
Insecure market for investing	●	●	●	●	●
Resource inefficient use of plastics & packaging	●	●	●		

² These areas are listed in detail in the long form report, Appendix 3.

The level of stakeholder consensus indicates that benefits will be shared across the island and stakeholder groups rather than accruing to any particular interest groups. This can be re-confirmed during Part B of the feasibility study by further widening the range of stakeholders consulted, and as different models for apportioning roles and responsibilities are tested.

Depending on the needs of partners and stakeholders and how they shift in response to the operating landscape, the priorities that the statewide arrangement focuses its efforts on can be re-aligned over time. That is, the above problems are a suggested starting point to build from.

5. Functions and benefits of a statewide arrangement

Engagement with stakeholders reveal the opportunity to address perceived shortcomings and problems in how waste management functions are delivered in Tasmania. An abridged Investment Management Standard process³ was followed for this project, where:

1. A number of priority problem areas were selected (see Table 2 above), based on challenges confirmed by waste management stakeholders during workshops held across Tasmania.
2. These problem themes were examined according to the prevailing features that obstruct the delivery of optimal services and outcomes, or otherwise impair public benefits and damage the environment.
3. Each problem was re-cast in terms of the benefits that could be attained in addressing the problem, and government functions were put forward as a means to address those problems and deliver related benefits.
4. Functions were then reviewed for whether they were best delivered at a statewide level. Responding actions to use at local and regional scales were also proposed as a way to deliver a coordinated approach.
5. Proposed functions were finally considered in light of their interdependencies and the necessary phasing in of 'clusters' of functions that follow a logical order of precedence.

This section presents the findings determined through the above sequence, and specifies a statewide arrangement that inherently delivers public value. The proposed scope of functions are examined in light of their alignment to the principles set out in the *National Waste Policy 2018* and draft priorities that the Tasmanian Waste Action Plan is being developed upon.

Proposed functions and their phasing in over time

Based on the above procedure, the proposed model would phase in up to thirteen functions for a statewide arrangement over time (see figure overleaf, green box on right). This would deliver multiple benefits across Tasmania's reputation, human health and the environment, and stimulating economic development (figure overleaf, blue boxes on lower left).

³ An abridged process (see Appendix 1 of long form report for method details) was used on the basis that the preferred approach which involves a series of workshops to progress through the method is not feasible during this project. However, because the intent of the project is to set out the need for a given set of statewide functions / interventions, rather than to justify a large public outlay or commitment, this abridged approach does not substantially introduce a significant risk to the process.