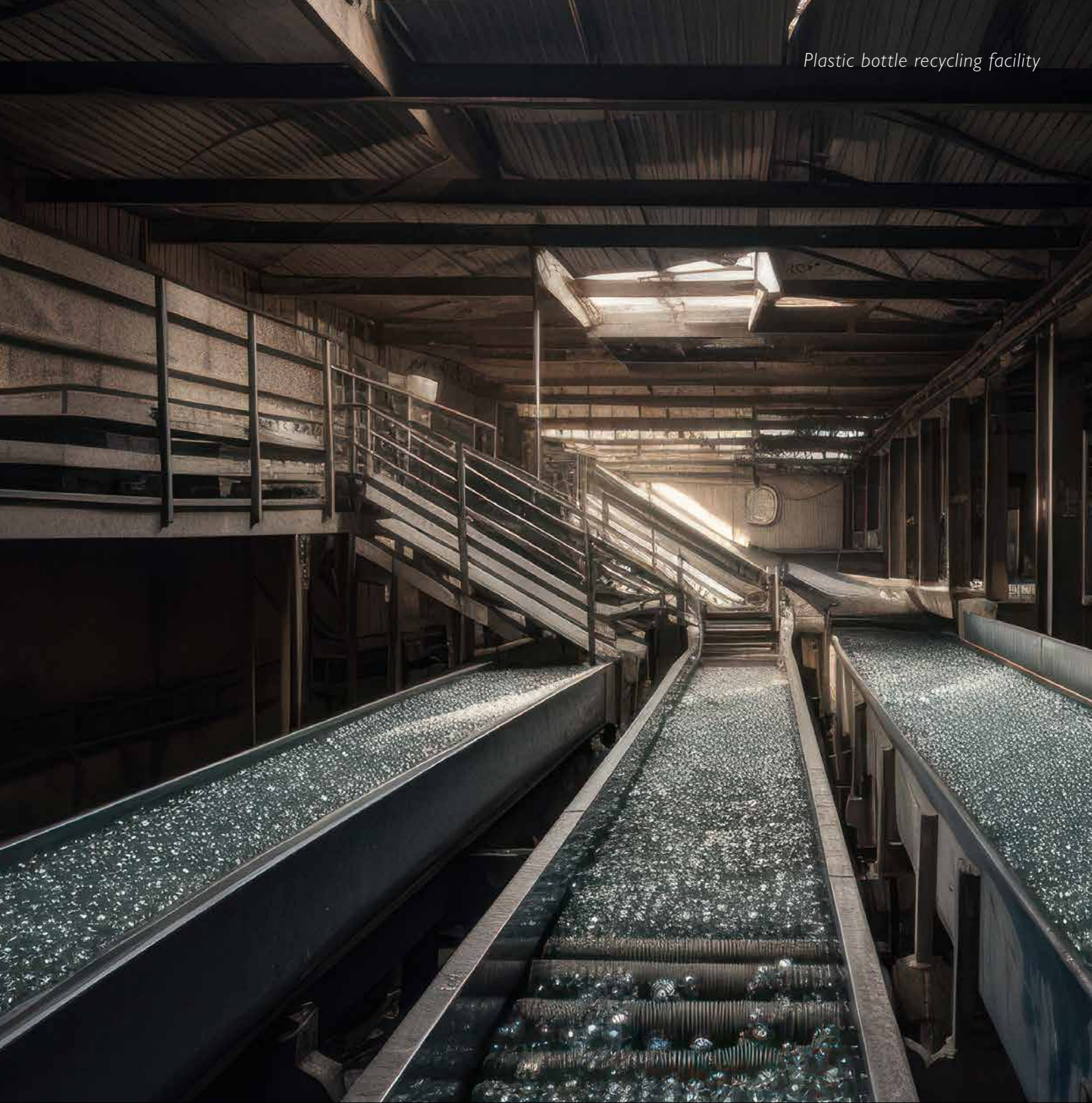


Tasmanian Waste and Resource Recovery Strategy

2023-2026



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In recognition of the deep history and culture of this island, we acknowledge and pay respects to all Tasmanian Aboriginal people; the past and present custodians of the land and exemplars of sustainable living.



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Minister's Message



The *Tasmanian Waste and Resource Recovery Strategy 2023-2026* is our first ever legislated waste strategy. It comes at an exciting time, when governments, industry and the community are all focused on working together to achieve a circular economy and low-emissions future for our state.

The Tasmanian Government has invested significantly in the waste and resource recovery sector in Tasmania over the past few years. We have put in place laws and policies that will help us make the best use of our resources and products. To achieve this, we not only need a strategy, but also ongoing engagement and enthusiasm from governments, industry, and the broader community.

Following the public release of the Draft Strategy, I was very pleased with the high level of support for the vision of Tasmania as being *a place where nothing is wasted*. This reflects the strong goodwill across Tasmania to achieve this vision and the desire for coordinated leadership and greater investment certainty. It showed us that a lot is already being done right.

I was encouraged to see the high level of support for the strategy from Tasmanian businesses. They naturally see the benefits, but also want to know that there will be support as they make the transition. I understand their excitement and this strategy sets out mechanisms to help achieve the desired changes.

One of the most exciting common themes within the feedback on the Draft Strategy was the eagerness and enthusiasm to make the most of our Tasmanian advantages. This is an approach that the Government and the Tasmanian Waste and Resource Recovery Board are keen to pursue. Our smaller size and island status might bring some challenges, but it also helps us develop close and strong networks and partnerships that can achieve so much.

Renewable energy and climate action are also a critical part of a circular economy and Tasmania has a unique advantage in that space. Our regional areas have individual strengths that can make a substantial contribution to this journey. The Government is recognising the clear benefits of this kind of future through adopting circular practices in its policies on climate change and emissions reduction, bioenergy, agriculture, and the visitor economy.

We know that such an approach will create jobs, continue to maintain the value in products, and create value from materials we once just threw away. The *Tasmanian Waste and Resource Recovery Strategy* will help to set us on a sustainable pathway as we move to make our state a place where nothing is wasted.

Hon Roger Jaensch MP
Minister for Environment and Climate Change

Chair's Message



I am very proud to be delivering Tasmania's first statewide *Waste and Resource Recovery Strategy*. It has been an amazing year to begin the Board's involvement in Tasmania's journey to being a place where nothing is wasted.

The Board came into being not long after the new landfill levy was introduced and has spent its first year building strong dialogue and relationships with its partners and stakeholders, delivering on the Tasmanian Government's promise to provide support to the regional waste groups, remote councils and charities, and working to develop this strategy and the key programs that will ensure its success.

The Board is creating a robust investment framework to ensure that the landfill levy funds are directed to where they will have the most impact. There is still a lot of work to do. The landfill levy can by itself send out an appropriate price signal, but it will be how the accumulated funds are invested that will have the greatest and lasting impact. This Strategy provides the policy basis for future expenditure.

It is my hope that this Strategy will now help to establish the critical programs and partnerships that we will need in the coming years as we work towards an economy where the real value of products and materials are realised. It is the first part of a two-part pivot.

The Strategy will see us develop a better understanding of product use, reuse, repair, and resource flows in Tasmania, support the development and adoption of new business models, and help to build the capacity of Tasmania - and Tasmanians - to work and innovate in this exciting space.

The second part (through the next Strategy for 2027-2030) will be based on the foundational work arising from this Strategy. It will need to take what we have learned from our first foray into circularity in the waste and resource recovery sector, and apply it across governments, industry sectors, and communities.

The overwhelmingly positive response to the Draft Strategy and extremely useful feedback has shown us that we are well positioned to take advantage of our island advantages and the special regional strengths we have.

Together we can create a pathway that will be uniquely Tasmanian, and also provide creative and innovative solutions and services for the world's circular low emissions future.

Hon Pam Allan

Chair, Tasmanian Waste and Resource Recovery Board

Tasmanian Waste and Resource Recovery Strategy

Vision

Tasmania

*a place where **nothing** is wasted.*

Purpose

- Support strong circular economy to reduce waste and greenhouse gas emissions and improve the amenity, liveability, and sustainability of Tasmania.
- Divert products and materials from landfill and recognise the inherent value of products and materials.
- To invest in circular economy programs to increase the recovery and reuse of products and materials and respond to emerging issues.

Pillars and Objectives



Integrated Planning and Action

Alignment of state, regional and local strategic planning

Actions:
Regional planning, 2027-2030 Strategy

Effective landfill levy administration

Actions:
Regulation of levy

Moving towards a circular economy

Actions:
Circular economy mapping



Strategic Investment

Understanding material flows, infrastructure capacity, supply chains and priorities

Actions:
Improved waste data and circular metrics

Supporting infrastructure, new systems, and skills

Actions:
Investment in infrastructure, Levy Rebates

Improved regional and remote access to services

Actions:
Optimise kerbside recycling, Supporting regional waste groups



Prioritise Circularity

Understanding priorities

Actions:
*Resource Recovery Market Strategy
Support relevant research and development activities*

Reducing waste production

Actions:
Support for business, circular economy precincts, sustainable procurement

Increasing reuse and recovery

Actions:
*Recycling and Resource Recovery Grant Programs
Container Refund Scheme (Recycle Rewards)*



Engagement and Partnerships

Improved community and business education and engagement

Actions:
Education, Skills development

Strong partnerships addressing priority issues

Actions:
Circular economy networks, Engagement with private sector

Promoting success and champions

Actions:
Support existing, and develop new, channels for recognition

Introduction

In Tasmania, around one tonne of waste per person is landfilled every year. This represents lost resources and lost economic opportunities for Tasmania.

The past five years has been one of significant change for the waste and resource recovery sector. Many of our international and local customers are increasingly demanding longer life, reusable and repairable products, and high-quality recycled materials. Recent national and state laws have helped to make sure that is happening, and we are in a time of transition.

Globally, many businesses and governments are adopting circular laws, regulations, financial instruments, certifications, and practices to increase reuse, repair and efficiency, support climate goals and meet growing demand for zero emissions and low-waste products and services. In Australia we are rethinking our financial, regulatory, and other policy programs to improve products and rebuild our systems, incentives and infrastructure for reuse, repair, and recycling. The adoption of circular economy practices is one of the main Tasmanian policy responses to the problems in the recycling and reuse sector and material shortages. It provides an exciting opportunity to bring circular approaches to a wide range of sectors and policy areas in the state, and to tackle several economic, environmental, and social issues.

In a circular economy we design out waste and pollution, keep products in use for as long as possible, then recover and regenerate products and materials at the end of their lifecycle. It is the opposite of our current traditional linear economy. Rather than extracting resources, making products, and discarding ‘waste’, products are kept in use for as long as possible. The full value of products and materials is gained through sustainable design, prioritising “reuse, refurbishment and repair”, and where this is not possible, remanufacturing, or recycling and recovery for other purposes. This reduces the need for expenditure on new raw materials and promotes a more sustainable and regenerative system (Figure 1), which includes growing our renewable energy capacity, improving our economic strength, community wellbeing, and environmental resilience.

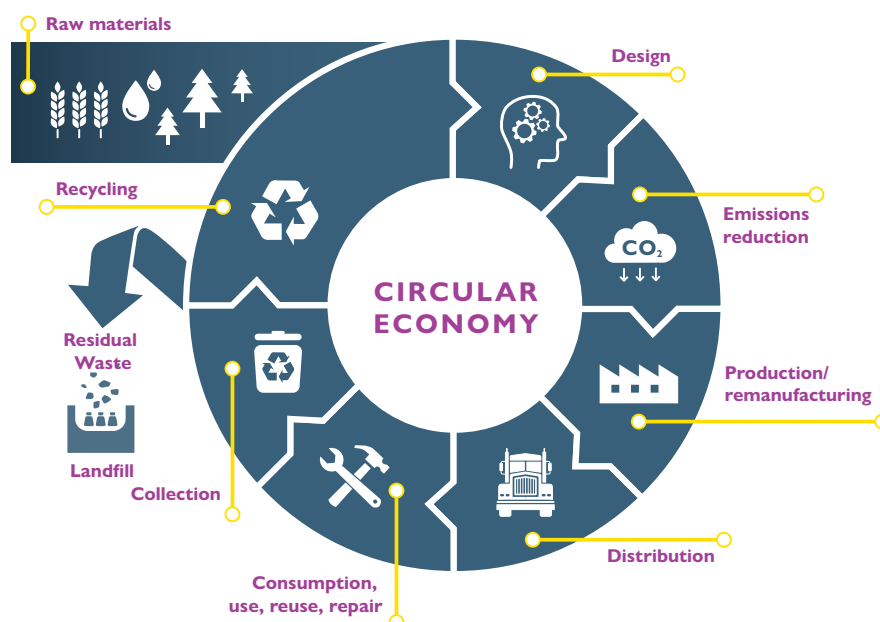


Figure 1. The circular economy

These preferences for how we treat our resources and products are like those expressed in the Waste Hierarchy, which has been a widely recognised framework for waste management for over 40 years (Figure 2). The Waste Hierarchy emphasises waste prevention as the most desirable outcome. It promotes strategies such as reducing consumption, improving product design, and minimising waste generation. It is one roadmap that guides the transition to a circular economy, optimising product and resource use, and minimising loss and waste at each stage of the product lifecycle. It is often about using less, using for longer, and using again.

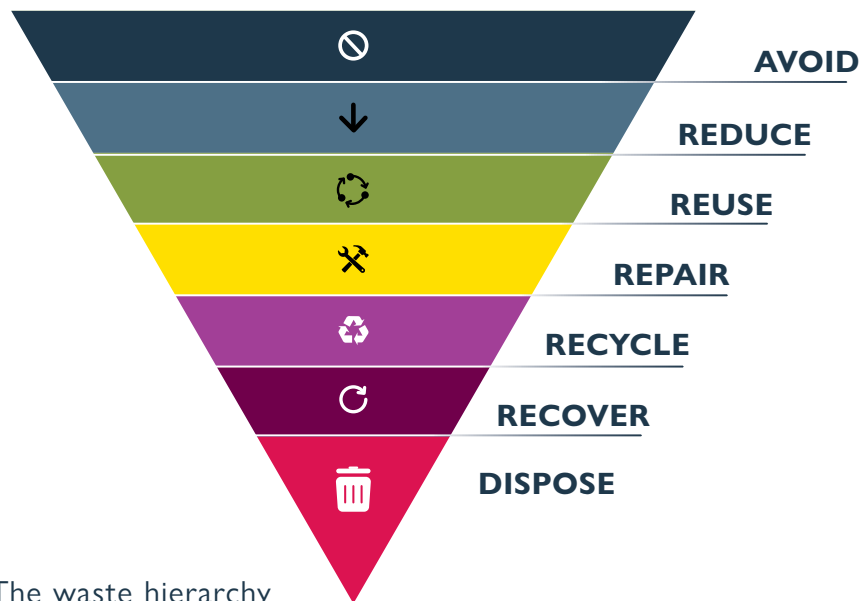


Figure 2. The waste hierarchy

Transitioning to a more circular economy will require changes to the way we manage and use products and resources. But the benefits will be significant. In addition to helping us reduce emissions, it will create new jobs, drive innovation, reduce the amount of waste we produce, support healthy ecosystems, and ultimately can result in cost savings for households and businesses. It not only helps to achieve these outcomes in the waste and resource recovery sector, but can also create new economic opportunities in Tasmania.

Baled cardboard and paper



Photo: NRE Tasmania

This Strategy will help inform discussions on priority areas for reinvestment of the landfill levy. It advocates an integrated and coordinated approach to achieving key waste and resource recovery outcomes and Tasmania's broader shift to a new kind of economy. It is the first part of a two-stage response that aims to achieve a structural shift over the next six to seven years. It sets foundations and initial priorities, identifies actions to boost reuse and repair and the demand for long-life, reusable, repairable products and recycled materials, sets up programs to drive change, and boosts our collective ability to respond to emerging challenges and opportunities. It sets the scene for further waste and resource recovery strategies and programs after 2026.

A key part of setting the foundations in this Strategy is to identify solutions that are the right scale for Tasmania and in the right place. This will be achieved through integrated planning and action, strategic investment of levy and other funds, prioritising circular practices and approaches, and strong engagement and partnerships. Making the most of our Tasmanian advantages – for example, our size which enables strong local partnerships, and our renewable energy strengths - will be critical, as will be moving to systems that are sustainable and regenerative. This will not only help to significantly reduce the tonne of landfill per person, but will increase the reuse and the value of diverted materials, provide new opportunities for Tasmanians and Tasmanian businesses, and move us ever closer to the vision of Tasmania as being a place *where nothing is wasted*.

Garden waste



Photo: iStock

What is Tasmania Doing?

Policy and Regulation

The Tasmanian Government is incorporating circular economy principles into its policies in numerous areas, including climate change and emissions reduction, bioenergy, agriculture and the bioeconomy, and the visitor economy. The Tasmanian Government's COVID recovery strategy included a substantial investment in resource recovery, and it is viewed as an area of future opportunity for investment and job creation in the state.¹ The *Waste and Resource Recovery Act 2022* (WRR Act) established the landfill levy in Tasmania, which discourages landfilling of valuable products and resources and promotes the diversion towards more valuable and sustainable ends. The *Container Refund Scheme Act 2022* will help to boost improved recovery of drink containers and the Government is also working to ban selected problematic single-use plastics by 2025.

Waste management and resource recovery can pose a range of environmental risks that require regulatory oversight to avoid negative social, environmental, and economic impacts. This occurs through EPA Tasmania and local government and legislation such as the *Environmental Management and Pollution Control Act 1994*, *Litter Act 2007*, and regulations like the *Environmental Management and Pollution Control (Waste Management) Regulations 2020* and the *Litter (Infringement Offences) Regulations 2020*. EPA Tasmania also receives funding through the landfill levy to implement programs to address illegal dumping and littering.

Investment and Regional Support

In the past few years, the Tasmanian Government has made a significant investment in infrastructure to enhance the recovery and recycling of organic waste, plastics, and end-of-life tyres. Projects are also being delivered that enhance recycling opportunities within Tasmania's most remote communities. Tasmania is the only state in Australia where all the landfill levy collected is being reinvested into achieving resource recovery goals. This includes growing the state's capacity for repair and refurbishment, reuse, recycling, and remanufacturing, and helping to position Tasmania to take advantage of this global shift. Revenue from the landfill levy is also being distributed to the three regional waste authorities and remote councils to help them fund action under their own waste and resource recovery strategies and also to charitable recyclers.

Circular Networks and Opportunities

We all have a role to play and make a difference in the move to a circular economy. Across Tasmania individuals, governments, businesses, and community organisations are already working to shift the common mindset of creating waste to one of extending life and retaining value of products and materials. This will require some broad behavioural and process changes that result in sustainable circularity systems and a much greater level of coordination. This Strategy and the further implementation of many circular economy-based practices will help bring us all together to capture the opportunities and the value in the products and resources in our economy.

¹ See References.

The Role of the Tasmanian Waste and Resource Recovery Board

The Waste and Resource Recovery Board was created in 2022, following the enactment of the WRR Act. It is charged with undertaking activities to encourage the diversion of waste from landfill and increase resource recovery from waste through the strategic investment of funds generated from the landfill levy.

Preparation and implementation of the Tasmanian Waste and Resource Recovery Strategy, including reviewing and assessing the effectiveness of the strategy over time, is a key function of the Board. This will be achieved through a combination of collaborative and combined plans, allocated resources and efforts with community, industry, Government and other stakeholders, and the investment of funds, including those generated from the levy.

The Board sees this collaborative approach as critical given the responsibility for delivering specific actions sits not only with the Board or the Department of Natural Resources and Environment Tasmania (NRE Tas), but also other government agencies such as EPA Tasmania, which also has responsibilities under the Act in relation to litter and illegal dumping. A range of other government agencies have circular economy objectives, for example in the climate change, agriculture, and visitor economy areas. The Board works closely with NRE Tas to ensure there is an enabling policy framework in place to deliver the actions in the strategy, oversee the use of levy funds, and achieve the shared vision of Tasmania being a state where nothing is wasted.

Tasmanian Waste and Resource Recovery Board members and NRE Tas staff at the Launceston Recycling Centre



Photo: NRE Tas

The Vision

Tasmania

*a place where **nothing** is wasted.*

The vision of Tasmania as being *a place where nothing is wasted* was widely embraced and supported in submissions on the Draft Strategy. There is a strong desire to see products properly valued through initial product design, promotion of reuse and repair, and improved remanufacturing and recycling. This is part of the necessary transformational change that designs out waste, keeps products and materials in circulation and builds regenerative systems. This vision for Tasmania is the core of the *Tasmanian Waste and Resource Recovery Strategy 2023-2026*.

At the centre of this Strategy is Tasmania: using its smaller scale to build effective networks and partnerships, capitalising on its significant and diverse regional strengths, and showcasing its circular credentials to the world through innovative policies and actions.

Purpose

- To support the creation of a strong circular economy that will reduce the generation of waste and greenhouse gas emissions, and improve the amenity, liveability, and sustainability of Tasmania.
- To have a future where we divert products and materials from landfill and the inherent value of products and materials is recognised.
- To improve and invest in critical programs to bring about change, in the recovery and reuse of priority products and materials, and in responding to emerging resource recovery issues.

Baled aluminium cans



Photo: NRE Tasmania

The Approach

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

- Innovative: facilitating innovation by encouraging and promoting investment in local communities, businesses, new technologies and market development.
- Responsible: ensuring those who generate waste are responsible for its sustainable disposal.
- Accountable: ensuring transparency of information relating to waste management processes, decision making and spending.
- Collaborative: facilitating coordinated action, building partnerships, and harnessing existing capability to achieve desired outcomes.
- Equitable: applying principles of equity and accessibility of services to the community while understanding that different communities have different needs.
- Well led: providing leadership across all sectors and the State to champion improved waste management and resource recovery, leading to improved circularity.
- Smart and self-reliant: building internal capacity within Tasmania and using accurate information and data to guide decisions.

Setting a Baseline

The *National Waste Policy Action Plan 2019* set national targets for waste and resource recovery. These targets are currently under review by the Australian Government, States and Territories. The targets were:

- Reduce total waste generated in Australia by 10% per person by 2030.
- 50% recovery across all waste streams by 2025 and 80% by 2030.
- Halve the amount of organic waste sent to landfill by 2030.
- Make comprehensive, economy-wide, and timely data publicly available to support better consumer, investment, and policy decisions.
- A phase out of problematic and unnecessary plastics by 2025.

The national target of 50% recovery across all waste streams by 2025 was ambitious for some materials, particularly for smaller jurisdictions that did not have landfill levies and policies in place to improve recycling rates.

Several studies on organic waste and waste and resource recovery infrastructure in Tasmania commissioned over the last few years have helped to provide a better picture of waste and material flows in Tasmania. Our understanding of the sector in Tasmania will also improve significantly in the next few years as landfills and resource recovery facilities are required under the WRR Act to provide more information about the materials they are receiving.

This will give us a more accurate understanding of the overall waste stream and will inform actions and the development of Tasmanian-based targets. Over the duration of this first strategy waste and material data baselines will be established and priority targets established to measure our progress.

Reporting

Under section 22 of the WRR Act the Board is required to prepare an annual report. The annual report must be tabled in Parliament and will provide information on:

- Progress on actions identified in the Board's Operational Plan and any Ministerial Directions.
- Performance against the objectives, functions and powers of the Board as specified in the WRR Act.
- Relevant financial statements and reports, including explaining how levy funds were expended.

This annual report will be in conjunction with more detailed reporting against this strategy, including assessing how the Board, NRE Tas and other government agencies are progressing against relevant actions in more detailed implementation plans. NRE Tas will provide online half-yearly reports on Tasmanian waste and resource recovery data and is developing a system to deliver more automated and regular data reporting. EPA Tasmania will also report on its litter and illegal dumping compliance activities in its Annual Report. Partners and stakeholders will also be encouraged to report on the actions they are taking that are aligned with this Strategy.

Container Refund Scheme machine

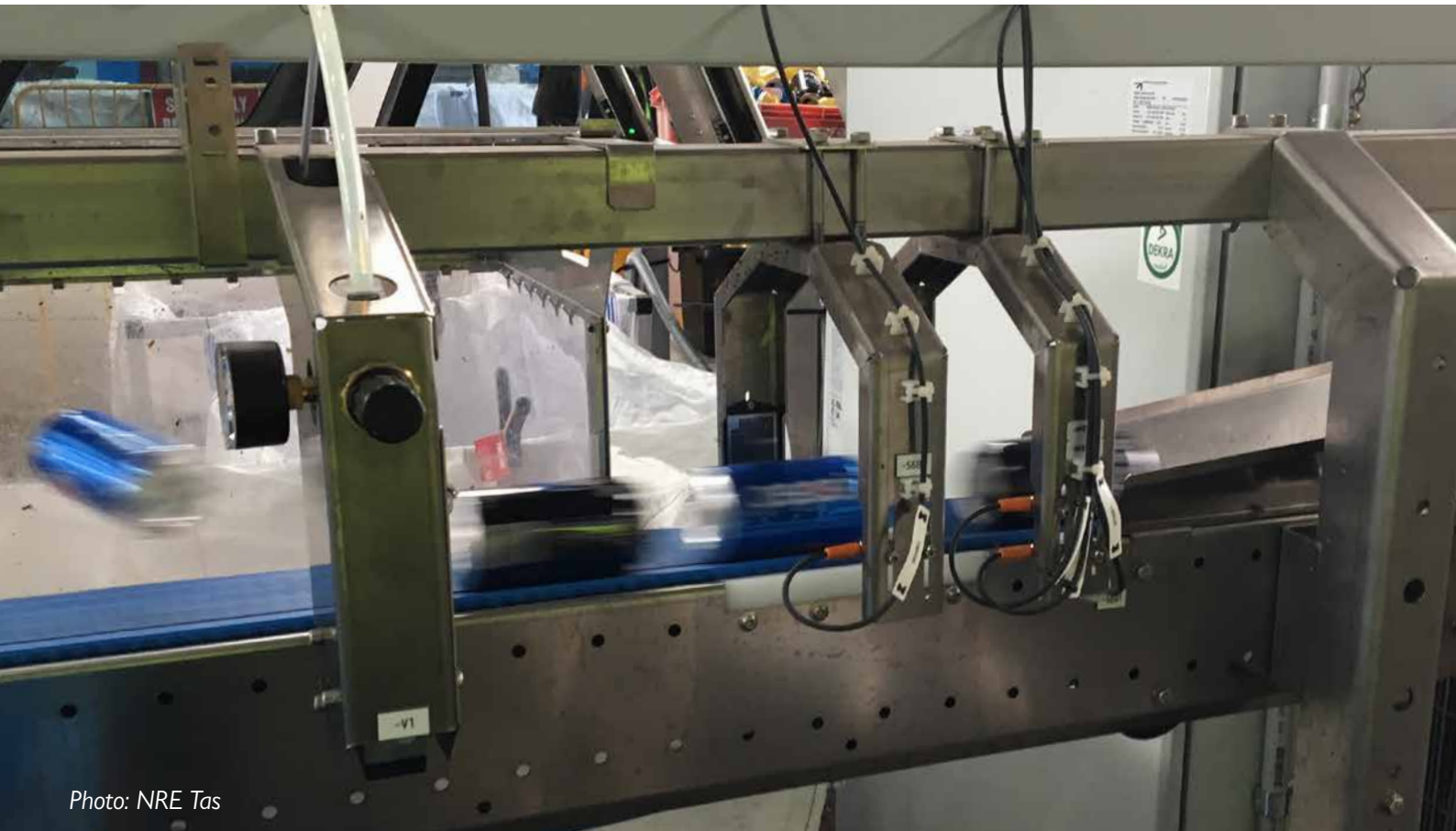
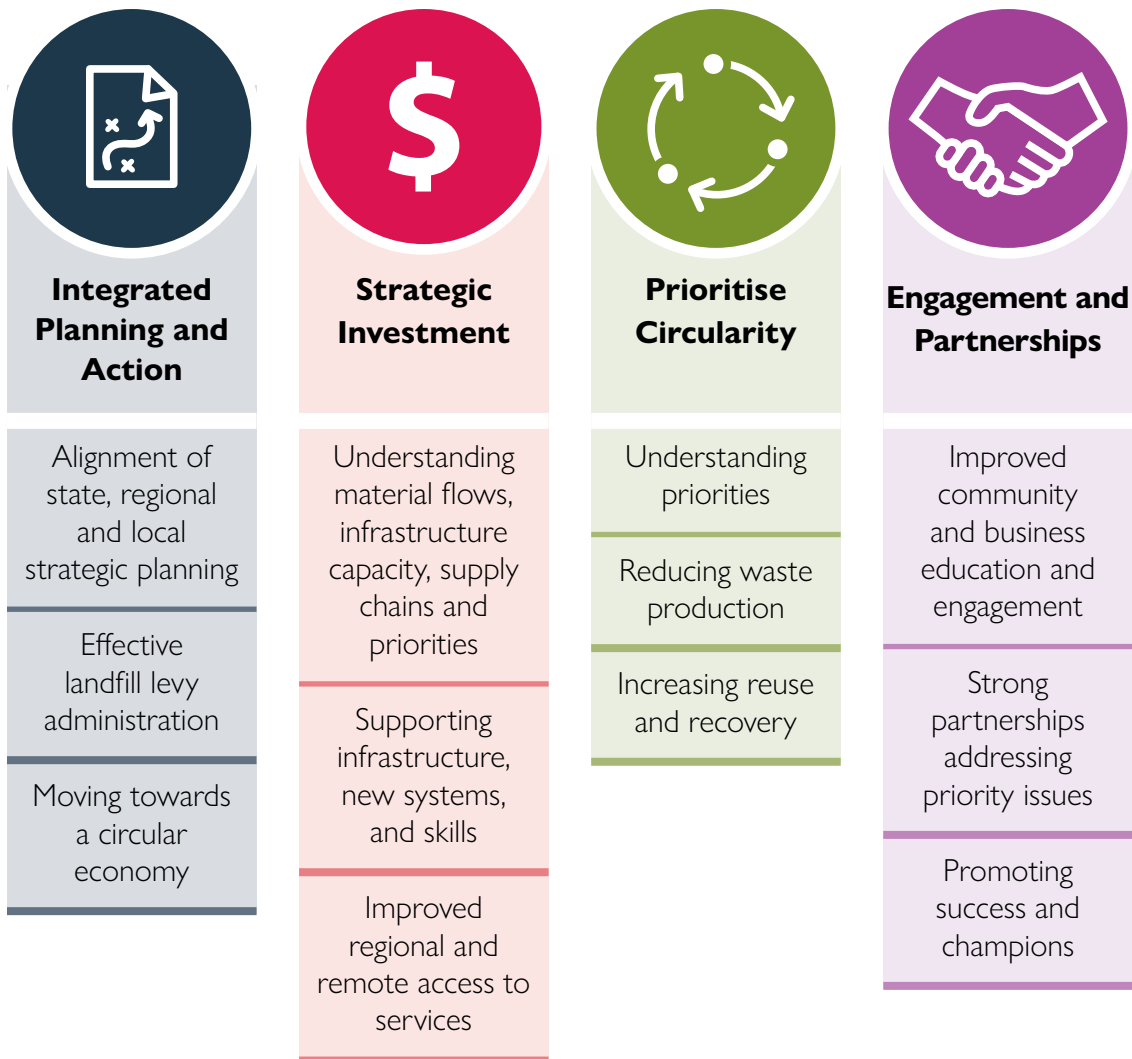


Photo: NRE Tas

The Pillars

This Strategy is based on Four Pillars. Each Pillar has three objectives supported by actions. Collectively, these will achieve an increase in the reuse of products and materials, the recovery of resources, the processing and reuse of our valuable natural resources and reduction in the amount of waste produced.



The Objectives, Strategic Priorities and Actions

Linking Objectives to Actions and Impacts

The table below describes what the objectives mean and outlines key outcomes for this Strategy include setting foundational goals, outlining the actions needed to increase recovery of priority materials, helping to build demand for these materials and products, establishing baseline data on material flows and developing methods to measure our progress towards a circular economy. This will only happen if the actions in this Strategy lead to the outcomes sought. To help achieve this, the Waste and Resource Recovery Board is developing an investment framework to ensure levy funds are allocated to the priorities identified in this Strategy and to the types of projects and programs that will have effective outcomes.

End-of-life tyres ready for processing



Photo: Tyre Stewardship Australia



Pillar 1: Integrated Planning and Action

Objective	Description	Action	When
Alignment of state, regional and local strategic planning	Planning to identify responsibilities and consistency in delivering priority services to the Tasmanian community and businesses.	Develop regional waste and resource recovery strategies that align with this Strategy and address regional and local priorities and broader circular economy priorities.	2023-24 2025-26
	Aligning with circular economy actions under existing Tasmanian Government policies.	Prepare draft 2027-2030 Waste and Resource Recovery Strategy.	2025-26
Effective landfill levy administration	Working with all stakeholders to ensure effective systems to administer the levy and transparency in reporting to the community. Developing robust investment frameworks.	Implement and regulate the landfill levy, including reporting on administration and expenditure of funds and assisting Class B resource recovery facilities to prepare for reporting requirements beginning 1 July 2024.	2023-26
Moving towards a circular economy	Promoting programs and systems that encourage system and behavioural change and waste minimisation in Tasmania. Working with government and industry to support the development of national product stewardship schemes that provide tangible benefits for Tasmania.	Map and describe and coordinate circular economy activities and policies in Tasmania.	2023-24



Pillar 2: Strategic Investment

Objective	Description	Action	When
Understanding material flows, infrastructure capacity, supply chains and priorities	<p>Ensuring we use existing information and data to understand the current system and our future requirements.</p> <p>Develop new systems to improve circular economy services to Tasmanians.</p>	Develop data management, analysis, and reporting systems to gain a better understanding of product and material flows, and resource recovery capacity in Tasmania, and develop metrics to measure progress towards a circular and a low emissions future.	2023-25
Supporting infrastructure, new systems, and skills	<p>Developing and implementing programs to support priority actions to address infrastructure, skills and new systems for reuse, repair, refurbishment and resource recovery and community needs.</p> <p>Education and incentives for business, governments, and the community to move to a circular economy and support for research and development.</p>	Invest in private and public infrastructure and programs to improve the reuse, repair, refurbishment of products and the collection, sorting, processing, and remanufacturing capacity for the following priority materials: construction and demolition waste, difficult-to-recycle plastics, agricultural plastics, end-of-life tyres, and organic waste.	2023-26
		Where feasible provide operational (non-capital) support for industry, local government, and community-based organisations to minimise waste generation, adopt circular approaches and achieve resource recovery outcomes.	2023-26
		Provide levy rebates to resource recovery businesses, public authorities affected by illegal dumping, and charitable recyclers as required under the Ministerial Direction.	2023-24
Improved regional and remote access to services	Supporting all Tasmanians to have access to systems that allow for improved reuse, repair, refurbishment and recovery of products, materials, and resources.	Support the optimisation of kerbside collection systems and upgrading of local government and private sector infrastructure to improve the collection and sorting of a range of materials (e.g. paper, cardboard, glass).	2025-26
		Provide annual special grants to the regional waste authorities and remote councils to reduce waste generation and to promote circularity and resource recovery.	2023-26



Pillar 3: Prioritise Circularity

Objective	Description	Action	When
Understanding priorities	<p>Ensuring we understand what current and future issues we face, so we can address problems and capture opportunities.</p> <p>Developing ways to measure progress towards a circular economy.</p> <p>Developing clear pathways for reuse, repair and use of secondary materials through market development.</p>	Data management and circular economy metrics. See Pillar 2.	2023-25
		Develop and implement a market strategy to grow the resource recovery sector in Tasmania by identifying new and existing markets and actions to boost the recovery of priority materials.	2024-25
		Where feasible support relevant research and development activities that contribute to circular economy goals.	2024-26
Reducing waste production	<p>Supporting systems that reduce waste generation and encourage circular and regenerative systems, including through sustainable procurement across industry and government, as well as addressing littering and illegal dumping.</p>	Provide support for the development of emerging circular economy business models that emphasize waste reduction, resource recovery and circular approaches, including product libraries, repair cafes, and sharing platforms. Identify opportunities to integrate CE business models with bioeconomy assets.	2023-26
		Promote the establishment of circular economy precincts and partnerships with industry and the community to achieve circular outcomes.	2024-26
		Develop sustainable procurement guidelines for governments, and assess their implementation and evaluation of impacts.	2024-25
		Develop policies and legislation to phase out the use of a range of problematic single-use plastics and single use items in Tasmania by 2025.	2023-25
Increasing reuse and recovery	<p>To move away from “waste disposal,” to valuing our products and resources through improved collection and sorting, reuse, repair, recovery, reprocessing, and remanufacturing.</p>	Recycling and Resource Recovery Grant Programs	2023-26
		Implement the Tasmanian Container Refund Scheme (Recycle Rewards).	2023-24



Pillar 4: Engagement and Partnership

Objective	Description	Action	When
Improved community and business education and engagement	Supporting changes to current practices and behaviour through aligned and consistent education and engagement, together with programs to facilitate change towards a circular and low emission future. Assisting Tasmanian businesses through information, training, and other support.	Develop and/or support public awareness, education, and engagement programs.	2023-24
		Develop programs to improve waste management and resource recovery skills across all sectors.	2025-26
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.	Develop programs that support and facilitate efforts from stakeholders to achieve resource recovery outcomes (e.g. food banks, home composting, community gardens, partnerships with Stop Food Waste Australia and Tasmanian Hospitality Association).	2023-24
		Establish or enhance existing circular economy networks, partnerships, and reference groups across governments, business, research institutions, and communities (e.g. Circular Economy Industry Reference Group).	2023-24
		Engage and consult with the private sector to consider impacts on and benefits for business of circular economy.	2023-25
		Establish programs to combat littering and illegal dumping.	2023-24
		Engage with the Tasmanian Aboriginal community on circular economy and sustainability.	2023-25
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.	Support existing related award programs and develop new channels for recognition.	2024-25

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Demolition waste in skip bin





Tasmanian Waste and Resource Recovery Board

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