

To Minister Powell

Prepared for Cairns Community Cabinet – 16 and 17 September 2012

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## USED PACKAGING INITIATIVES

### KEY POINTS

- There is considerable community, industry and environment group interest in better management of used packaging, including measures that will increase recycling and decrease litter.
- There is also growing pressure on brand owners and the packaging industry to accept more responsibility for managing packaging.
- Over a number of years, the introduction of container deposit schemes has become the focal point of intense lobbying by environment groups.
- The packaging industry, and in particular the beverage industry, is equally strongly opposed to the introduction of a container deposit scheme.
- Used packaging in Australia is currently managed under a co-regulatory framework that includes a voluntary Packaging Covenant and supporting regulation in each state.

### RESPONSE

- The issue of dealing more effectively with our packaging waste has been on the national agenda for some time.
- A national framework, which sees voluntary action by packaging brand owners supported by regulation in each state, has been in place for 12 years and this has achieved some significant results.
- During this time, packaging recycling has increased from 39% in 2003 to 63% in 2011.
- Away-from-home recycling programs in shopping centres, sporting and entertainment venues, airports and island tourist resorts have helped achieve the improvement in recycling.
- In fact, Cairns Airport has recycling bins in the terminals that allow travellers and visitors to the airport to recycle in much the same way as they do at home.

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Contact: Kylie Hughes  
Telephone: 3339 5802  
Date: 30 August 2012

Mobile: sch4p3(3)  
Prejudice the  
protection of  
an individuals  
right to privacy

Approved  
Approved  
Approved

Elisa Nichols, ED RI  
Tony Roberts, DDG EPP  
Office of the Director-General

- But, although much has already been done there is still more to do.
- National work is currently going ahead that is looking at other approaches to increase packaging recycling and decrease packaging litter.
- On 24 August 2012, state and territory environment ministers agreed to undertake further work, including the development of a decision regulation impact statement.
- This work will involve more detailed analysis of options, including container deposit schemes and a strengthened industry stewardship framework.
- I understand that there is significant community support for the introduction of a container deposit scheme similar to that operating in South Australia, however, the Queensland Government has decided that it will not participate in the national process.
- Instead, we have elected to work with the packaging industry to deliver on-ground programs to reduce litter and improve recycling.
- On 23 August 2012, I announced a three-year \$550,000 partnership between the packaging industry, through the Packaging Stewardship Forum, and Keep Australia Beautiful Queensland.
- The partnership will boost Keep Australia Beautiful's Tidy Towns and Clean Beaches programs, pay for community and school education schemes and workshops and fund a litter and waste education officer, who will build a new "Do the Right Thing!" strategy.
- The partnership will also see the roll-out of Queensland Bin Network in South East and regional Queensland, delivering new and/or upgraded recycling systems at major shopping centres, entertainment venues and sporting clubs and stadia across Queensland, including Cairns.
- While a national decision is at least 12 months away, these programs can be delivering real results now.

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## BACKGROUND

- The national work to explore additional measures to increase packaging recycling and decrease packaging litter has been on the Environment Protection and Heritage Council agenda since 2008.
- In December 2011, a Consultation Regulation Impact Statement was released for public consultation.
- This document analysed seven options, including container deposit schemes and strengthened packaging product stewardship arrangements.
- Of the seven options only one, a co-regulatory product stewardship option, provided a net community benefit.
- The container deposit scheme options were assessed as being the highest cost options.
- As part of this process, the beverage industry put forward an option for analysis.
- This option involved strengthened product stewardship arrangements for packaging under the Product Stewardship (Cwlth) Act 2011, the roll-out of a national bin network and the provision of funding to Keep Australia Beautiful to deliver litter reduction programs.
- It is anticipated that the Standing Council on Environment and Water will consider the findings and preferred approach of the Decision Regulation Impact Statement at the first meeting in 2013.

RTI DL Release

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CTS No.12465/12

Page 3 of 3

5 October 2012



The Hon Andrew Powell MP  
Minister for Environment and Heritage Protection  
GPO Box 2454  
BRISBANE  
QLD 4001

**RE: KEEP AUSTRALIA BEAUTIFUL NATIONAL BIN NETWORK TRIALS**

Dear The Hon Andrew Powell MP

Please see enclosed our update to you in relation to Keep Australia Beautiful's recommended national approach to improve recycling and reduce litter for all packaging materials. This approach is based on a continuation and building of the current partnership approach as outlined in The Australian Packaging Covenant.

This approach is also based on sound behaviour change methodology which had been successfully used to rapidly reduce drink driving and smoking, and is an extension of Keep Australia Beautiful's previous mass awareness campaigns and advertisements in 1970's and early 1980's.

We are pleased to inform you that there has been considerable progression on these pilot programs. Enclosed is a 3 page summary on what has happened recently on all three projects in the Northern Territory, Tasmania, and Victoria.

Keep Australia Beautiful is always available for discussion about these important programs, and we will keep you informed on our further successes in the coming months. This will begin to include preliminary outcomes and results.

Yours sincerely,

sch4p3( 3) Prejudice the protection of an individuals right to privacy

Don Chambers  
Chairman

Keep Australia Beautiful National Association  
Level1, 83 Marion Street, Harris Park, NSW 2150  
Ph: 02 9633 3380 ABN: 35 743 600 611

Patron: Her Excellency Quentin Bryce QBE, Governor of the Commonwealth of Australia

15272/12



## NBN - Pilot Project Update September 2012



### NORTHERN TERRITORY

The NBN pilot project commenced with a project launch at Liberty Square in Darwin on 13th May, which announced the allocation of \$230,000 in regional NBN funding support (through the AFGC's Packaging Stewardship Forum) for East Arnhem Shire Council (EASC) Communities Litter Control and Resource Recovery.

- KABC (NT) commenced community engagement through 'Clean-ups'
- EASC President elected to KABC(NT) Board 30 August 2012
- Completed recruitment process for NBN Project Officer August 2012
- Continued 'Litter Control' consultation and communications with (EASC) Council Staff, Municipality Service Providers, Community Stores, community agencies and Schools
- Delivered 3rd Darwin face to face meeting with (EASC) Shire Service Managers
- Updated KABC(NT) website to include NBN pilot trial information, baseline data, media releases and progress reporting
- Completed collection of NBN EASC Pilot Trial Base Line Data
- Continued co-ordination of EASC Community visits
- Completed collection of EASC Communities Base Line Data
- Infrastructure – Desk top banners delivered to increase community awareness, banners to be displayed at Community Shire Reception counter, Community Store counter and at Community School reception
- Back loading Recovered Resources including removing abandoned vehicles
- Conducted initial discussions with SIHIP and obtained voluntary logistics program (VLP) support
- Community Schools – contact made with relevant EASC Community School authorities requesting school engagement through designing 'anti litter' metal signs (animated in English and in other languages)
- NBN Beautification – initial partnership trials continued with Darwin Correctional Services Living Skills Unit growing and maintaining some 550 selected native plants that are to be replanted by Indigenous Community volunteers, expanding to accommodate 5,000 native plants and is offered to the other NBN EASC Pilot Trial Communities over the next 14 months
- NBN Infrastructure (Bin shrouds) – initial partnership trials commenced discussions with Darwin Correctional Services (DCS) for inmates to trial manufacture public place bin shrouds (under a certified training program within the Correctional Centre)

## TASMANIA

The pilot project has seen significant interaction with Tasmanian stakeholders and good press coverage during the month of August. Entries for the KAB Sustainable Community Awards have been received during August and have resulted in excellent responses covering most councils and numerous community groups in Tasmania. KAB's presence in Tasmania is a very strong one and has been enhanced with its association to the pilot litter plan project.

- Continuation of contacting interested parties
- Further allocation of grants
- Commencement of forming a working group of various parties to foster litter and recycling activities
- 3 staff appointed, 18 Councils/Community Groups and 21 schools engaged, 8 project submissions, 4 grants allocated
- Flinders Island Council has resubmitted an application for APC funding. KAB has been requested to review and finalise before submission
- King Island Council has resubmitted an application for APC funding. KAB is to submit on their behalf
- Pilot program and its associated activities discussed with Derwent Valley Council/Tidy Towns Committee, Tasman Council Meeting, Glamorgan Council Meeting, Hobart City Council Meeting and a further meeting with Veolia to discuss recycling initiatives.
- Veolia and SWASA Education Meeting to discuss education material and methods of promulgating this material
- Meetings between Sponsors, between innkeepers and Federal Group covering KAB award related matters; Dept Infrastructure, Energy and Resources to discuss roadside litter issues with an agreement for a follow-up working group to be formed
- KAB Week provided 4 radio, 2 press and 1 TV media coverage by Ken Stewart, Elliot Thorp had a letter to the Editor published regarding roadside litter, The Examiner published details of the Green Guardian grant, KAB team appointments was released to the media and the grant to the Lilydale District School was published in their newsletter
- Landcare published information regarding the pilot project
- KAB Greening Australia was awarded \$1000 to assist in an education project regarding recycling organic waste. KAB Tas recognise that grants should be predominantly applied to litter and recycling issues. In this particular instance the focus was on education. Future grants will emphasise the litter cleanup and recycling of packaging materials
- Litter Less has now been printed, in its modified form for the pilot project and distribution will commence the week starting 17th September

## VICTORIA

The NBN pilot project commenced in late April with a project launch in Rutherglen on 16th May which announced the allocation of \$200,000 in funding through the AFGC's Packaging Stewardship Forum for the installation of up to 160 new away from home recycling bins throughout the region.

- All member councils (Alpine Shire, Benalla Rural City, City of Wodonga, Falls Creek Resort Management, Indigo Shire Council, Mansfield Shire, Mt Buller & Mt Stirling Resort Management, Mt Hotham Resort Management, Rural City of Wangaratta, Towong Shire) have signed MOU with NevRwaste to provide information, install and maintain bins including providing MGBs for bins
- Technical Advisory Committee (TAC) meeting held on Tuesday 9 August
- Confirmed use of Do the Right Thing; Use the Right Bin and signage signoff requirements from some councils
- Confirmed infrastructure requirements to fit with existing bin infrastructure, including size of MGBs used
- Determined bin locations (streetscape and parks/reserves)
- Issued media release
- Follow-up with member councils to finalise bin locations and requirements
- Signage rational report provided to those member councils that need signoff
- Advertised Project Officer position with interviews held 6 September
- The initial project stages have been delivered by the Education Officer and Executive Officer. Appointment of Kim Mueller as Project Officer to manage this project. Kim successfully managed the \$110,000 grant for Sustainability Victoria for Away from Home bins in alpine areas and a \$125,000 project to install Away from Home bins in Recreation Reserves throughout North East Victoria
- Preparation of tender documentation for streetscape bins. Park/reserve stands will be managed through request for quotation process
- Report to NevRwaste Board on project on 13 September
- Consult with councils on the tender specification
- Tender to be released mid October (with bins installed in early 2013)
- Proposed Upcoming Media
- Media opportunity to announce finalised sites for infrastructure, appointment of project officer and tender for streetscape bins

**Thornton Peter**

**From:** Bell Louise on behalf of Corro NRE ADG  
**Sent:** Friday, 15 June 2012 5:05 PM  
**To:** DLO EHP; Shaw Gary  
**Cc:** OShea Tamara  
**Subject:** FW: AFGC - Campaign Activities URGENT RESPONSE REQUIRED PLS - required by COB today

Dear Gary – Pls find the duly approved talking points as requested – The briefing note will following on Monday as requested – would you like me to raise a MECS number on Monday morning for these ? Cheers Lou

Louise Bell | A/Correspondence Coordinator  
 Office of the Assistant Director-General | Natural Resources and Environment  
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 Department of Environment and Heritage Protection | 400 George Street, Brisbane Q 4000  
 GPO Box 2454, Brisbane Q 4001

**From:** OShea Tamara  
**Sent:** Friday, 15 June 2012 4:47 PM  
**To:** Corro NRE ADG  
**Cc:** Clements Julie; Hughes Kylie; Roberts Tony; Sheppard Susan  
**Subject:** RE: AFGC - Campaign Activities URGENT RESPONSE REQUIRED PLS - required by COB today

Talking points as follows with brief to come on Monday (Kylie – can you please prepare brief as a matter of urgency). Note that dot points below are based on the DRIS submission:

- Used packaging materials that are not recycled either end up disposed in landfill or as litter.
- There has been a long history of consideration by environment ministers of national measures to better manage the impacts of used packaging.
- The primary national action to date has been the implementation of co-regulatory arrangements through a National Environment Protection (Used Packaging) Measure and the industry-lead National Packaging Covenant.
- This framework commits governments, brand owners and the packaging industry to work together to reduce packaging impacts.
- For some time various stakeholders have had concerns that the Covenant does not go far enough to manage the impacts of packaging and that the recycling targets have not been achieved.
- In April 2008 the (then) Environment Protection and Heritage Council made the decision to conduct a cost-effectiveness assessment of potential options that may be suitable for implementation as national measures additional to existing arrangements to address the issues raised by stakeholders—including Container Deposit Schemes.
- In 2009, Council undertook additional work focusing on the community's willingness-to-pay for increased packaging recycling and decreased packaging litter.
- As a result, in July 2010, the Council agreed to the development of a Packaging Impacts Consultation Regulation Impact Statement (CRIS) for national options to address increased packaging recovery and decreased packaging litter.
- The CRIS was released for public consultation in December 2011. Submissions closed on 30 March 2012 with 3,194 submissions received.
- Seven options were analysed in the CRIS. Two prominent options were proposed by stakeholders and have been the subject of intensive lobbying.
- One option is based around the roll-out of a National Bin Network and focuses on expanding the Australian Packaging Covenant to concentrate on the key problem areas of away-from-home recycling and litter.
- The other prominent option is a container deposit scheme covering a broad range of beverage containers. This option operates in a similar way to the existing South Australian model, in that it involves a 10c refund when eligible containers are returned to collection points.
- I note the campaign by the Australian Food and Grocery Council in advance of consideration of this issue at the next Council meeting.
- While I respect the views of all stakeholders—and there are many differing views on the preferred approach—I note for example that the Local Government Association of Queensland has stated specifically that it does not support a container deposit scheme due to the potential negative impact on local government kerbside recycling services.
- Queensland's preference is to see a nationally-consistent approach.
- That said, the Queensland Government will not be pre-empting the Council process and will not be taking an advance position on any particular option, preferring instead to see the RIS process through to conclusion before deciding on an approach.

Tamara O'Shea  
**Executive Director | Reform and Innovation | Environmental Policy and Planning**  
**Department of Environment and Heritage Protection**  
 Queen Adelaide Building—Level 2 | 59 Adelaide Street | Brisbane Q 4000  
 p: 07 3339 5800 | m: [REDACTED]

Prejudice  
 On Behalf Of Corro NRE ADG  
**From:** Louise Bell  
**Sent:** Friday, 15 June 2012 3:47 PM  
**To:** O'Shea, Tamara  
**Cc:** Clements, Julie  
**Subject:** FW: AFGC - Campaign Activities URGENT RESPONSE REQUIRED PLS - required by COB today  
**Importance:** High

FYI - this has only come thru from DLp Gary Shaw – They require this response by Cob today – They have apologised for the very quick turnaround – Cheers Lou Bell  
 privacy

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**From:** Shaw Gary  
**Sent:** Friday, 15 June 2012 3:44 PM  
**To:** Corro NRE ADG  
**Subject:** AFGC - Campaign Activities  
**Importance:** High

Hi Lou

**Re: Container Deposit Scheme**

Please refer to below email.

Minister Powell's office would like an urgent Briefing Note and talking points for Minister.

Talking points required by COB today.

Briefing Note required by COB Monday 18 June 2012.

Thanks  
 Gary

Gary Shaw  
 Departmental Liaison Officer  
 Department of Environment and Heritage Protection  
 Level 13  
 400 George Street BRISBANE

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**From:** Troy Collings [mailto:Troy.Collings@ministerial.qld.gov.au]  
**Sent:** Friday, 15 June 2012 3:24 PM  
**To:** Shaw Gary  
**Cc:** Armstrong Steve  
**Subject:** FW: AFGC - Campaign Activities

Gary, can you please put in an urgent request for a BN and talking points for the Minster on the below please.

Thanks

Troy Collings  
 Chief of Staff  
**The Hon Andrew Powell MP | Minister for Environment and Heritage Protection**

GPO Box 2454 | Brisbane Qld 4001  
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**From:** Paul Everingham [mailto:Paul@graeveringham.com.au]  
**Sent:** Friday, 15 June 2012 1:07 PM  
**To:** Paul Everingham  
**Subject:** AFGC - Campaign Activities

Hi there,

Just a quick heads up to let you know that our client the Australian Food & Grocery Council (AFGC) commences their public campaign against a Container Deposit Tax this Sunday. The paid media component of the campaign will include heavy print and radio advertising plus extensive point of sale advertising at pubs, clubs, bottle shops and supermarkets.

Please find attached the template for the print advertisements. Should you have any queries please do not hesitate to contact me.

Kind regards

Paul

Paul Everingham | Managing Director | **GRA Everingham**

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RTI DL Release

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**Department of Environment and Heritage Protection  
MINISTERIAL BRIEFING NOTE**

Chief of Staff	OK
Dated 20/06/12	
Approved Not Approved Noted Further information required	
Minister.....	
Dated 20/06/12	

**TO: Minister for Environment and Heritage Protection**

**SUBJECT: Australian Food and Grocery Council public education campaign against a Container Deposit Scheme**

**TIMEFRAME**

- This briefing note has been prepared at the request of the Minister's office.

**RECOMMENDATION**

- It is recommended that the Minister **note** the information provided in relation to the campaign started by the Australian Food and Grocery Council against the introduction of a Container Deposit Scheme.

**BACKGROUND**

- The Standing Council on Environment and Water is currently investigating national approaches to manage the impacts of used packaging.
- A Container Deposit Scheme is one option that is being assessed.

**CURRENT ISSUES**

- There has been a long history of consideration by ministers on the management of used packaging in Australia.
- The Australian Packaging Covenant and National Environment Protection (Used Packaging Materials) Measure have been in place since 1999 and provide a co-regulatory framework for managing used packaging.
- However, a number of stakeholders have continued to call for the introduction of a Container Deposit Scheme, similar to that operating in South Australia and, more recently, the Northern Territory.
- After a request from South Australia for the introduction of a national Container Deposit Scheme (CDS), in April 2008, the (then) Environment Protection and Heritage Council agreed to conduct a cost-effectiveness assessment on a number of options that may be suitable for implementation nationally.
- In 2009, EPHC undertook additional work focusing on the community's willingness-to-pay for increased packaging recycling and decreased packaging litter.
- In 2010, EPHC agreed to prepare a Consultation Regulation Impact Statement (CRIS) for national options to address increased packaging recycling and decreased packaging litter.
- Seven options were considered. Two options were Container Deposit Scheme approaches, with one of these proposed by the Boomerang Alliance, an umbrella environment group organisation.
- One of the other options was a product stewardship approach proposed by the Australian Food and Grocery Council (AFGC) centring on the provision of beverage industry funding for additional away-from-home recycling bin infrastructure and funding for Keep Australia Beautiful to undertake litter awareness programs.
- The analysis from the CRIS indicated that the CDS options were the highest cost approaches to dealing with packaging impacts.
- The issue of CDS is highly contentious and stakeholders are polarised on the matter.
- The Boomerang Alliance is heavily lobbying ministers in support of the preparation of a DRIS solely on the introduction of a national CDS.
- The beverage sector is equally as opposed to the introduction of CDS, stating it will come at a substantial cost to consumers. The CRIS supports this claim; however, the more detailed analysis required for the DRIS may change the economics of the options.
- The AFGC campaign information, which urges consumers to say no to a CDS, states that the scheme is high cost and inefficient. The campaign, which comprises print and radio advertising and

Rec'd - ODG  
19 JUN 2012

<b>Author</b> Name: Kylie Hughes Position: Manager Tel No: 3339 5802 Date: 18 June 2012	<b>Cleared by</b> Name: Tamara O'Shea Position: ED, R&I Tel No: 3339 5800 Date: 18 June 2012	<b>Cleared by</b> Name: Tony Roberts Position: DDG, EPP Tel No: 3330 5990 Date: 19/6/12	<b>Recommended:</b> Name: Andrew Chesterman DG, EHP Tel No: 3330 6298 Date: 19/6/12
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point of sale information at pubs, clubs, bottle shops and supermarkets, is being run in the lead up to the SCEW meeting on 24 August.

- The South Australian, Northern Territory and Tasmanian governments support the introduction of a national CDS. On 16 May 2012, the Tasmanian Parliament agreed to this position, also agreeing that if a national decision wasn't made in a timely manner then a state-based scheme would be investigated.
- Other states support a nationally-consistent approach while the ACT supports, in-principle, product stewardship arrangements.

• sch3(2)(1)(b) Cabinet matter - Would reveal consideration of Cabinet/prejudice confidentiality

- Recent advice from the Department of the Premier and Cabinet indicates that the Premier's view is that the government will not support CDS in Queensland.

## CONSIDERATIONS

- *Consultation:* The preparation of a Decision Regulation Impact Statement will be considered by SCEW on 24 August 2012. A Consultation RIS was released for public consultation on 7 December 2011. Submissions closed on 30 March 2012.

### *Additional information for noting*

- The Local Government Association of Queensland does not support the introduction of CDS in Queensland. An economic analysis commissioned by the LGAQ as part of the submission on the CRIS indicated that the introduction of a CDS would come at a significant cost to local governments, primarily due to the impact on kerbside collection services.
- The Northern Territory government is currently finalising a Consultation Regulation Impact Statement in relation to seeking permanent exemption under the Mutual Recognition Act for the CDS that was introduced last year. The Northern Territory will be seeking SCEW agreement on 24 August 2012 to put the matter before the Council of Australian Governments for approval when they next meet.
- The Northern Territory currently has a temporary exemption that expires on 3 January 2013. If a permanent exemption is not granted prior to expiry, the legislation is open to challenge. This does present a significant risk to the NT as the beverage industry does not support CDS and are likely to challenge the validity of the legislation.

## MINISTER'S COMMENTS

<b>Author</b> Name: Kylie Hughes Position: Manager Tel No: 3339 5802 Date: 18 June 2012	<b>Cleared by</b> Name: Tamara O'Shea Position: ED, R&I Tel No: 3339 5800 Date: 18 June 2012	<b>Cleared by</b> Name: Tony Roberts Position: DDG, EPP Tel No: 3330 5990 Date:	<b>Recommended:</b> Name: Andrew Chesterman DG, EHP Tel No: 3330 6298 Date:
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