

Environment Protection (Beverage Containers and Plastic Bags) Act 2011

Annual Report 2023

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Glossary of Terms

Acronyms	Full form
CDS	Container Deposit Scheme
Greater Darwin Area	The area within the Darwin and Palmerston City Council boundaries.
HDPE	high-density polyethylene
LPB	liquid paper board
NT	Northern Territory
PET	polyethylene terephthalate, a clear, strong, lightweight and 100% recyclable plastic
Redeemed	Containers returned to depots by the public
Redemption rate	The proportion of approved containers sold that were accepted by collection depots for a 10 cent refund.
Returns	The number of containers returned to scheme coordinators
Return Rate	The proportion of containers returned to CDS coordinators by depots for recycling and reuse

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1. Executive Summary

The annual report on the administration of the *Environment Protection (Beverage Containers and Plastic Bags) Act 2011* (the Act) details the operation and performance of the container deposit scheme (CDS) and plastic bag ban in the Northern Territory (NT) during the 2022-23 financial year.

A summary of the CDS in 2022-23 comparative to 2021-22 is provided below.

Measure	2021-22	2022-23	Change
Number of containers sold into the scheme	136 142 198	128 821 922	5% decrease
Number of containers redeemed by the public	104 531 977	100 818 996	4% decrease
Number of containers returned to coordinators	101 777 826	100 026 175	2% decrease
Redemption rate	77%	78%	1% increase
Return Rate	75%	78%	3% increase

Territorians have continued to support the CDS with over 100 million containers redeemed at depots and more than \$10 million in refunds paid out during the year.

This marks the sixth consecutive financial year where return rates have been at least 70%, which demonstrates the scheme's effectiveness at meeting the objectives of litter reduction and resource recovery.

Container redemption rates remain at the usual distribution of 67% in the Darwin, Palmerston & Litchfield area vs 33% in regional areas.

Public consultation on proposed changes to improve the scheme was undertaken during March and April 2023. The summary report on the results of this consultation was released to the public in July 2023.

There was one new collection depot service location approved during in this period, Coles Coolalinga. There are now 19 approved CDS Depots covering 31 locations.

2. Legislation

The Act was passed by the Legislative Assembly in February 2011 and assented to on 4 March 2011. The Act provides the legal framework for the CDS and bans the supply of single-use, lightweight, non-biodegradable plastic bags.

The plastic bag ban came into effect in September 2011. The CDS began operating in January 2012.

Section 92 of the Act requires the NT EPA to prepare a report on the administration of the Act for each financial year. The NT EPA has delegated this function to the Executive Director Environmental Regulation. The report is to be tabled by the Minister in the Legislative Assembly within four months of the end of the financial year.

The *Environment Protection (Beverage Containers and Plastic Bags) Regulations 2011* (the Regulations) provide for matters such as regulated containers, and matters to improve the efficiency or effectiveness of the CDS.

The Mutual Recognition Act 1992 (Cth) (MRA) applies the 'mutual recognition principle' in relation to goods. The mutual recognition principle (section 9 of the MRA) states that goods produced in, or imported into, the first State, that may be lawfully sold in that State, may, by virtue of the MRA, be sold in the second State. For the CDS this principle relates to the requirement for the approved refund marking on regulated beverage containers.

Government is currently exploring opportunities to improve the CDS. A discussion paper was released for public consultation in early 2023 on harmonising containers, introducing online reporting and introducing targets to improve recovery of materials. Government is still considering options.

3. Container Deposit Scheme

The CDS provides a 10 cent refund to consumers for approved containers purchased in the NT on or after 3 January 2012. Empty permitted containers must be delivered to an approved collection depot to obtain a refund. The collection depot then arranges with CDS coordinators to claim the reimbursement of the refund amount and associated costs. The CDS coordinator arranges for the containers to be recycled.

3.1. Suppliers

The framework for CDS supplier registration came into effect on 2 October 2021.

There were 267 suppliers who held an NT CDS Supplier Registration at the end of the reporting period, up from 233 in 2021-22.

3.2. Coordinators

CDS coordinators are responsible for the coordination of the activities of CDS participants under the CDS. They collect, handle and deliver for reuse or recycling containers received from collection depots.

CDS coordinators are also responsible for the reimbursement of the refund amount and handling costs to collection depots that have accepted delivery of empty approved containers and paid the refund amount to the consumer.

Four CDS coordinators are currently approved to operate under the CDS: Envirobank NT Pty Ltd, Marine Stores Pty Ltd, NT Coordinators Pty Ltd, and Can-Recycling (SA) Pty Ltd trading as Statewide Recycling.

3.3. Collection depots

An approved collection depot is the public face of the CDS, where the community can claim 10 cents for each approved container returned to a depot (redemption). The operator of an approved collection depot pays the refund amount to the consumer for an empty approved container. The collection depot then delivers the containers to CDS coordinators who pay the refund amount and a handling fee relating to the sorting, collating and processing the containers for transport or further processing by the CDS coordinator ready for reuse before being reused or recycled.

A total of 31 locations are serviced by the following 19 approved collection depots operating in the NT:

- Bevcon Recycling Pty Ltd – Berrimah
- Bishdun Pty Ltd trading as Nighthawk Recycling Services – Nhulunbuy
- East Arnhem Regional Council – Mobile service (Gapuwiyak, Yirrkala, Ramingining, Galiwinku, Milingimbi, Umbakumba, Angurugu, Gunyangara, Milyakburra communities)
- Envirobank Recycling (Australia) Pty Ltd – Alice Springs
- Envirobank Recycling (Australia) Pty Ltd – Alice Springs Mobile Service (Kintore Community)
- Envirobank Recycling (Australia) Pty Ltd – Coles Coolalinga, Casuarina & Northlakes Shopping Centres (“Smart Pod” bag drop)
- Envirobank Recycling (Australia) Pty Ltd – Pinelands
- Envirobank Recycling (Australia) Pty Ltd – Pinelands Mobile service (Wagait Beach and Jabiru)
- Envirobank Recycling (Australia) Pty Ltd – Darwin City (reverse vending machine)
- Greg Meyer Paving Pty Ltd trading as Territory Can Man – Winnellie
- Humpty Doo Regional Recycling Pty Ltd – Humpty Doo
- M.T. Bins Pty Ltd – Katherine
- Murlran Pty Ltd trading as Bagnall Agencies – Elliot
- NT Recycling Solutions Pty Ltd – Berrimah
- Roper Gulf Regional Council – Mataranka Recycling Centre & mobile service (Jilkminggan)
- Roper Gulf Regional Council – Borroloola Recycling Centre
- Thamarrurr Development Corporation – Wadeye
- TOMRA Collection Pty Ltd trading as 'I RETURN' – Coconut Grove
- Darrin’s Rubbish Removal (Recycling Centre) – Tennant Creek.

3.4. Reporting

Under the Act, CDS approval holders must keep records of their CDS activities and submit annual returns on those records each financial year. Incoming annual returns are subject to quality checks.

3.4.1. Return rate

CDS coordinators are required to report annually on the number of containers that have been sold into the NT and the number that have been returned to them by approved collection depots. Containers are recorded as sold when they are supplied to retailers for sale in the NT. There is a lag, often large, between consumers purchasing the containers, consuming the contents and the empty containers being returned to a CDS coordinator via a depot.

During 2022-23, a total of 128 142 198 permitted containers were sold in the NT, down by 5.4% compared to 136 142 198 in 2021-22. Of the containers sold, 100 026 175 were returned by a collection depot to a CDS coordinator for recycling or reuse. This means 78% of permitted containers sold in the NT during 2022-23 were recycled (Table 1).

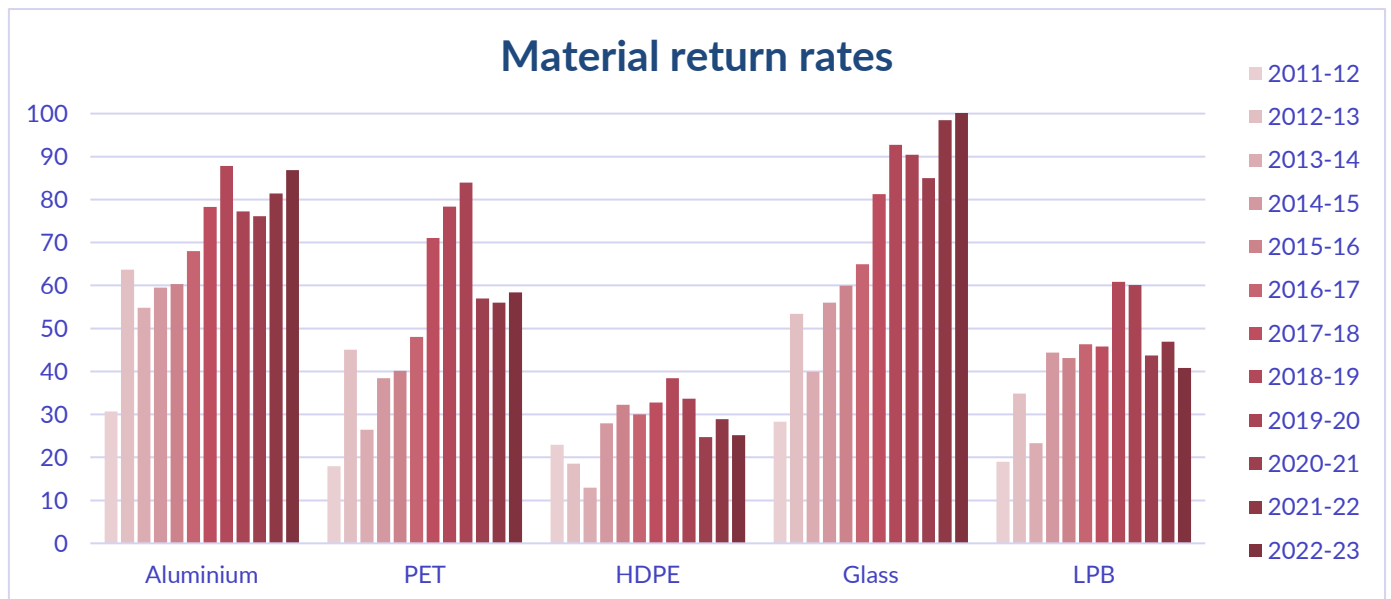
The decrease in annual container sales together with a smaller decrease in containers returned resulted in this increased annual return rate.

Table 1. 2022-23 Annual return rate by material type

Container material	No. sold in NT	No. returned	Weight returned (tonnes)	Return rate (%)
Aluminium	61,880,367	53,751,752	741	87
PET	36,167,251	21,115,733	480	58
HDPE	3,652,789	920,494	26	25
Glass	21,710,113	21,972,298	4,412	101
LPB	5,259,403	2,147,180	38	41
Steel	151,999	40,652	3	27
other	0	78,066	3	0
Total	128,821,922	100,026,175	5,703	78

Glass and aluminium containers continued their trend for high return rates (Figure 1). Similar to previous years, the majority of containers sold in the NT during 2022-23 were made of aluminium, PET and glass, which together represent 93% of all containers sold.

Figure 1. Container return rate by material type since the CDS commenced



3.4.2. Resource recovery

The 100 026 175 containers returned to CDS coordinators amounted to 5 703 tonnes of container materials that have been diverted from litter and landfills into the circular economy. The vast majority was made up of glass (77%) followed by aluminium (13%) and PET plastic (8%) by weight.

The containers returned to CDS coordinators in 2022-23 were bailed or crushed then sold for further processing and /or recycling as follows:

- Aluminium: further reprocessing to be recycled into products such as metal sheeting and cans

- Plastics: further reprocessing/ remanufacturing into products such as PET flakes or bottles, and HDPE bottles
- Glass: processing such as glass remelt or bottle making
- LPB: further processing/ remanufacture into products such as writing or tissue paper
- Steel: further processing as scrap metal.

The majority of the materials are sent interstate for further processing or recycling. A small proportion of material is sent overseas.

3.4.3. Container redemptions made by the public

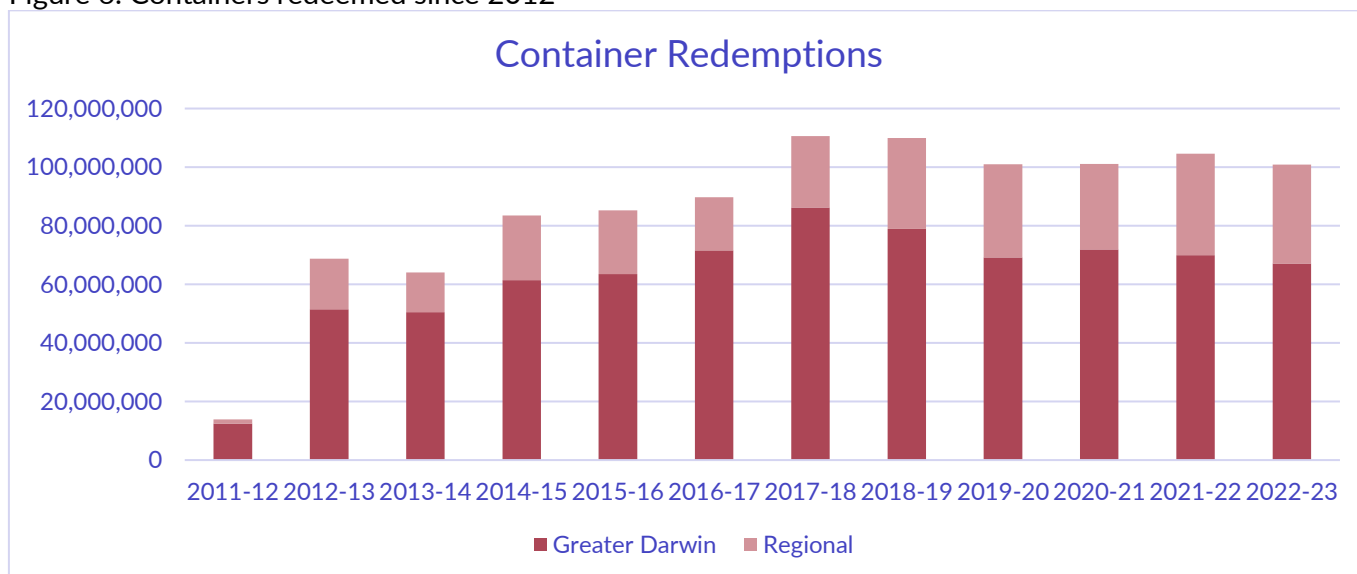
The containers received by depots from the public are referred to as ‘redeemed containers’. Collection depots are required to report annually on the number of permitted containers that they have received from the public and paid a 10c refund for.

Note that not all containers redeemed at a collection depot are returned to a CDS coordinator in the same reporting period in which they are redeemed.

For the sixth consecutive year over 100 million containers were redeemed at collection depots and over \$10 million in container refunds was paid out to Territorians. Over \$3.3 million of this was paid in regional locations outside of the Darwin, Palmerton & Litchfield council areas (Greater Darwin).

The total number of redeemed containers decreased in 2022-23, down by over 3.8 million compared to 2021-22, but resulting in an increased annual redemption rate of 78% due to the larger decrease in sales.

Figure 6. Containers redeemed since 2012



4. Plastic bag ban

The NT plastic bag ban has been in effect since 1 September 2011 and has operated successfully since this time in accordance with the Act.

All Australian states and territories now have plastic bag bans with the commencement of a ban on light weight plastic bags in NSW from June 2022. Discussions nationally continued to focus on implementing measures and delivering on the commitment by all states and territories to phase out problematic and unnecessary plastics by 2025.