

ORIGINAL PAPER

No. 104
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Environment Protection (Beverage Containers and Plastic Bags) Act 2011

Annual Report 2024

Document title	Environment Protection (Beverage Containers and Plastic Bags) Act 2011
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Date approved	17 September 2024
Document review	N/A
TRM number	33-D24-1799

Glossary of Terms

Terms	Full form
CDS	Container Deposit Scheme
Greater Darwin Area	The area within the Darwin, Litchfield and Palmerston 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

Contents

1. Executive Summary.....	4
2. Legislation	5
3. Container Deposit Scheme.....	5
3.1. Suppliers	5
3.2. Coordinators.....	5
3.3. Collection depots.....	6
3.4. Reporting.....	6
3.4.1. Return rate	6
3.4.2. Resource recovery	8
3.4.3. Container redemptions made by the public	8
4. Plastic bag ban.....	9

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 2023-24 financial year.

A summary of the CDS in 2023-24 comparative to 2022-23 is provided below.

Measure	2022-23	2023-24	Change
Number of containers sold into the scheme	128 821 922	122 305 414	5% decrease
Number of containers redeemed by the public	100 818 996	101 647 376	1% increase
Number of containers returned to coordinators	100 026 175	100 403 036	0% increase
Redemption rate	78%	83%	5% increase
Return Rate	78%	82%	4% 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 seventh 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. This years’ return rate of 82% demonstrates the continued and growing support for the CDS scheme and the circular economy in the Territory.

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

There are 18 approved CDS collection depots covering 30 locations across the Territory. No new CDS collection depots were approved during the reporting period.

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. Additional consultation occurred during June and July 2024 with the release of a draft exposure bill.

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. The summary report on the results of this consultation was released in July 2023 and additional consultation occurred on a draft exposure bill during June and July 2024. In March 2024, CDS targets were established by the Minister, with the targets commencing 1 July 2024. Other next steps are under consideration.

3. Container Deposit Scheme

The CDS provides a 10 cent refund to consumers for permitted 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 288 suppliers who held an NT CDS Supplier Registration at the end of the reporting period, up from 267 in 2022-23.

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 30 locations are serviced by the following 18 approved collection depots operating in the NT:

Depot Operator	Location
Bevcon Recycling Pty Ltd	Berrimah
Bishdun Pty Ltd	Nhulunbuy
East Arnhem Regional Council	Mobile service - Gapuwiyak, Yirrkala, Ramingining, Galiwinku, Milingimbi, Umbakumba, Angurugu, Gunyangara, Milyakburra
Envirobank Recycling (Australia) Pty Ltd	Alice Springs
Envirobank Recycling (Australia) Pty Ltd	Mobile Service - Kintore
Envirobank Recycling (Australia) Pty Ltd	Coles Shopping Centre Smart Pods - Coolalinga, Casuarina & Northlakes
Envirobank Recycling (Australia) Pty Ltd	Pinelands
Envirobank Recycling (Australia) Pty Ltd	Mobile service - Wagait Beach and Jabiru
Greg Meyer Paving Pty Ltd	Winnellie
Humpty Doo Regional Recycling Pty Ltd	Humpty Doo
M.T. Bins Pty Ltd	Katherine
Murlran Pty Ltd	Elliot
NT Recycling Solutions Pty Ltd	Berrimah
Roper Gulf Regional Council	Mataranka & mobile service - Jilkminggan
Roper Gulf Regional Council	Borroloola
Thamarrurr Development Corporation	Wadeye
TOMRA Collection Pty Ltd	Coconut Grove
Darrin William Whatley	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 often a large lag between consumers purchasing the beverages and the empty containers being returned to a CDS coordinator via a depot.

During 2023-24:

- a total of 122 305 414 permitted containers were sold in the NT, down by 5% compared to 128 142 198 in 2022-23.
- a total of 100 403 036 permitted containers were returned by a collection depot to a CDS coordinator for recycling or reuse, a negligible increase compared to 100 026 175 in 2022-23.

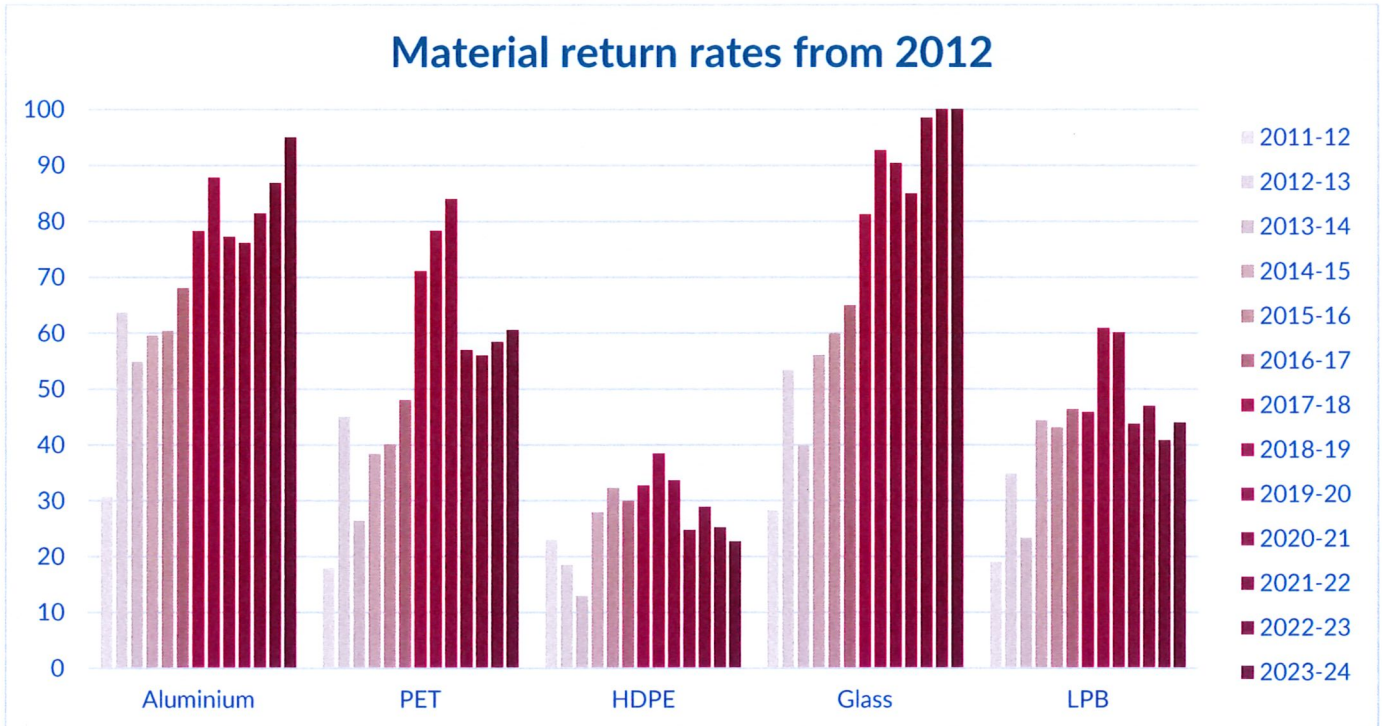
The decrease in annual container sales together with a slight increase in containers returned resulted in an increased annual return rate of 82%.

Table 1. 2023-24 Annual return rate by material type

Container material	No. sold in NT	No. returned	Weight returned (tonnes)	Return rate (%)
Aluminium	57,612,975	54,748,668	756	95
PET	37,552,165	22,728,109	535	61
HDPE	3,651,071	827,228	24	23
Glass	18,306,536	19,742,620	3940	108
LPB	5,010,542	2,203,009	37	44
Steel	172,125	69,723	5	41
other	0	83,679	3	0
Total	122,305,414	100,403,036	5,299	82

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 2023-24 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 100 403 036 containers returned to CDS coordinators amounted to 5 299 tonnes of container materials that have been diverted from litter and landfills into the circular economy. The vast majority was made up of glass (74%) followed by aluminium (14%) and PET plastic (10%) by weight.

The containers returned to CDS coordinators were baled or crushed then sold for further processing and recycling as follows:

- Aluminium: recycled into metal sheeting and cans
- Plastics: recycled into PET flakes, PET bottles and HDPE bottles
- Glass: recycled into glass remelt for bottles
- LPB: recycled into writing or tissue paper
- Steel: recycled 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

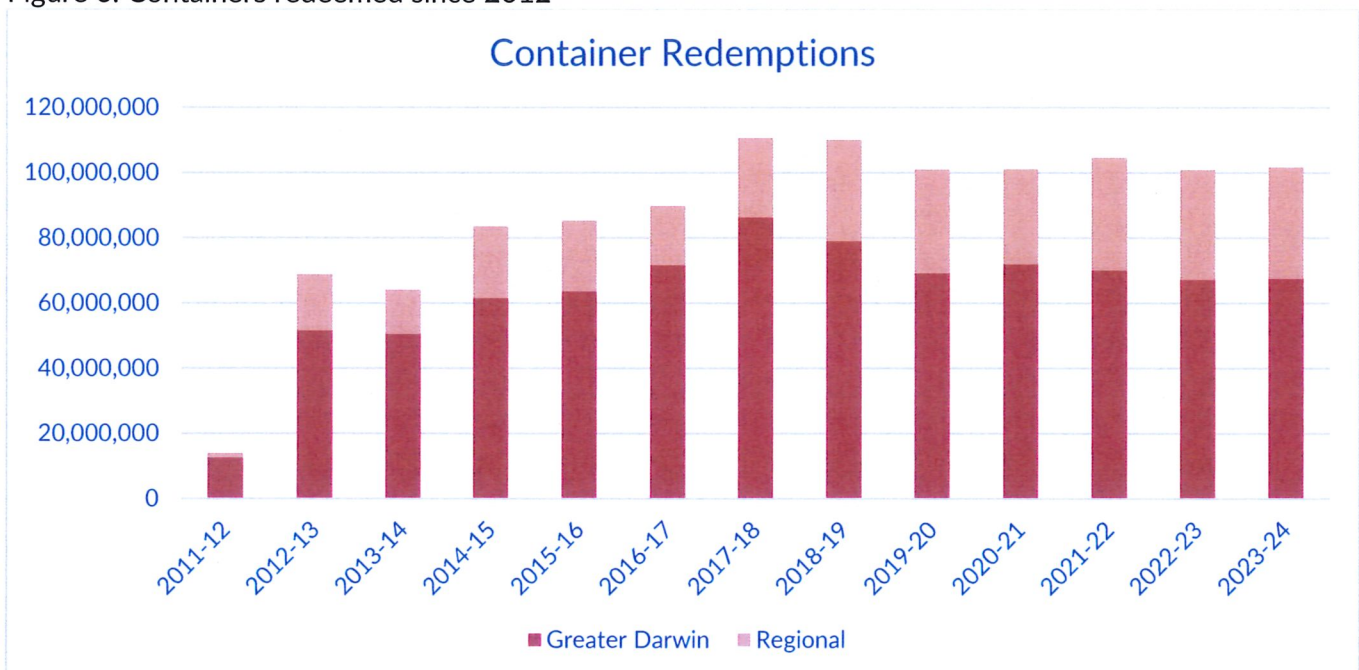
The containers received by depots from the public are referred to as 'redeemed containers'. Collection depots are required to report annually on the number of permitted containers that they have received from the public and paid a 10c refund for.

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 seventh consecutive year over 100 million containers were redeemed at collection depots and over \$10 million in container refunds were 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 increased by 828 380 in 2023-24.

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.

The consultation summary report was released in August 2023. This follows public consultation on proposed changes during March and April 2023. Next steps are under consideration.