

DEPARTMENT OF ENVIRONMENT AND HERITAGE PROTECTION

RESPONSE TO MINISTER'S OFFICE REQUEST

REQUEST DATE: 13 JANUARY 2017

SUBJECT: TIMEFRAMES FOR CONTAINER REFUND SCHEME DISCUSSION PAPER
RELEASE AND SCHEME IMPLEMENTATION

QUESTION/S:

1. Request for indicative timeline suitable for providing to Electorate Offices on the release of the discussion paper, consultation period and commencement of the container refund scheme

RESPONSE:

2. The discussion paper 'Implementing Queensland's Container Refund Scheme' will be released on Saturday 18 February 2017.
3. Feedback is sought on the opportunities and challenges associated with implementation of the scheme, particularly in regional and remote areas of the State.
4. The consultation period will close on Monday 27 March 2017, allowing five weeks for comment.
5. The container refund scheme commences in Queensland on 1 July 2018.
6. Departmental officers are currently preparing information about the design of the scheme as it currently stands that will be used during the consultation period. This material can be provided to assist with any enquiries received.

CONSULTATION:

7. NIL to date

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

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Department of Environment and Heritage Protection

MINISTERIAL BRIEFING NOTE

SUBJECT: Container Refund Scheme (CRS) Communication Strategy Framework

☒ Approved ☐ Not Approved ☐ Noted ☐ Further information required (see comments)	Minister's Signature:  Date: 17/2/17 Comments: 
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Action Required by: There is no specific timeframe required.

RECOMMENDATION

- It is recommended the Minister:
 - note** the CRS Communication Strategy Framework (Framework) (Attachment 1);
 - note** the proposed staged approach of activities, and the key themes and messages identified under the Framework; and
 - note** that consultation on the CRS' key implementation issues and design features has commenced through the Implementation Advisory Group (IAG) and Technical Working Groups (TWG). Feedback from these forums and the public consultation on the discussion paper will help inform the Framework's further development.

ISSUES

- The introduction of the CRS has the potential to directly impact on the operations of numerous sectors, including the resource recovery and recycling industry, the beverage and retail industry and local governments.
- Benefits and challenges for each sector have been identified through discussions as part of the IAG and TWG engagement process.
- Stakeholders' understanding of, and support for the CRS, its structure and key operational features, is integral to the successful implementation and long-term success of the scheme.
- A Framework has been developed to help outline and coordinate the development of activities and messages to inform community and industry stakeholders about the CRS implementation and the scheme structure and operational arrangements.
- Activities under the Framework will be designed with the communication requirements of the different implementation phases in mind, which will include pre-implementation, launch, post-implementation and maintenance phases.
- The Framework also identifies and analyses different stakeholder groups and the general themes and messages which will be tailored and further refined to meet their specific communication and information needs.
- Consultation with key industry and community stakeholders has commenced through the IAG.
- This and other consultation activities currently underway will help inform the development of a suite of communication activities throughout the CRS implementation process.
- Major government communication campaigns and advertising require the Government Advertising and Communication Committee (GACC) approval. The Department of Environment and Heritage Protection and GACC will hold initial discussions in February 2017 about proposed activities under the Framework.

BACKGROUND

- Consultations with key stakeholders to date have identified key communication needs regarding the CRS implementation.
- The Minister's approval of action plans detailing activities to be delivered under the different phases of the Framework will be sought prior to their implementation.

RISKS

- There are no risks associated with this brief.

FINANCIAL IMPLICATIONS

- Communication activities under the CRS Communication Strategy Framework will require additional funding.

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CONSULTATION

- Advice from Communication Services on the development of this Framework has been incorporated into this brief. Communication Services will continue to assist in its development.

COMMUNICATION

- There are a number of stakeholder discussions currently taking place as part of the consultation process for the CRS implementation.

ATTACHMENT/S

Attachment 1.

Communication Strategy Framework – Container Refund Scheme

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Released by DES
RTI Act 2009

**Communication Strategy Framework
Queensland Container Refund Scheme Implementation**

January 2017

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EXECUTIVE SUMMARY

The Department of Environment and Heritage Protection (EHP) plays the lead role in waste reduction and recycling strategic policy and legislation in Queensland. A key current priority in waste management policy in Queensland is the state-wide reduction of plastic pollution. Plastic litter have one of the biggest impacts on the environment, particularly on marine environment and fauna.

On 22 July 2016, the Honourable Steven Miles MP, Minister for Environment and Heritage Protection and Minister for National Parks and the Great Barrier Reef, announced the introduction of a Queensland Container Refund Scheme (CRS). The implementation of this scheme seeks to address litter and resource recovery issues and will also be a key component of an overall plastic pollution reduction plan for Queensland. This will be complemented by a plastic shopping bag ban and voluntary work with department stores to phase out heavier single-use plastic bag. It will also include a number of other targeted projects on improved management and recycling of agricultural plastics, and work to clean up ghost nets and discarded bait bags and fishing gear.

The successful implementation of the CRS requires a comprehensive and effective communication strategy targeted at relevant industries, all levels of government, the non-government sector and consumers to inform and educate these groups about the CRS, the implementation and operating structure of the scheme, and what it means to and for various sectors. In line with the developing plastic pollution reduction agenda of the Queensland Government, this communication strategy will complement and build on the broader plastic pollution reduction initiatives and messaging.

Strategic Approach

The strategic approach for the development of this communication strategy framework has and/or will rely on independent research findings on container refund schemes around the world and Australia, past departmental experience in the introduction of new policy and legislation, and particularly through extensive stakeholder consultation, through advisory and technical working groups, public discussion paper submissions and consultation forums.

Communication Objectives

The primary objective of this communication strategy framework is to inform and educate community and industry stakeholders about the implementation and operating features of the CRS in order to generate the necessary understanding and acceptance of the scheme. It also has the objective of supporting and complementing EHP efforts to raise awareness about the plastic shopping bag ban and other initiatives that support the Queensland government objectives concerning plastic pollution reduction.

Target Audiences

This communication strategy framework outlines a structured and coordinated approach to support the implementation of the CRS, which is scheduled for 1 July 2018, and to ensure its long-term success. This will require communication activities that are targeted specifically at key stakeholder groups, including:

1. the resources recovery and recycling industry;
2. the beverage and retail industry;
3. the collection network and technology providers;
4. local government;
5. community and environmental organisations;

6. beverage consumers;
7. relevant EHP areas and other Queensland government departments;
8. other jurisdictions; and
9. media outlets.

Potential Communication Mechanisms and Channels

The information needs of the various stakeholders have many similarities; however, there will also need to be targeted information tailored for specific groups.

Three main components of this communication strategy framework have been identified to meet the strategy objectives, including:

- Industry and state-wide community-based stakeholder engagement activity;
- Information resources development and dissemination, and promotional events/activities; and
- Targeted advertising through various channels, including media advertising.

EHP website

The 'Waste' page of the EHP website, <https://www.ehp.qld.gov.au/waste/index.html> will continue to be updated to inform stakeholders about the introduction of the CRS, its structure and key operational design features, and to promote the benefits of the scheme. The website will also serve as a source for information about the CRS and other plastic pollution reduction initiatives.

Timing

The most crucial communication activities under this communication strategy framework will run from April 2017 to December 2018, with maintenance communication activities thereafter. Activities will be delivered according to the different communication needs associated with the different stages of the CRS implementation process, such as pre-implementation, launch, post-implementation and maintenance phases.

Budget

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1. INTRODUCTION

The purpose of this communication strategy framework is to provide a strategic foundation to support the introduction of the state-wide CRS by informing stakeholders about the CRS and its implementation, structure and operating arrangements.

Although a container refund scheme provides benefits beyond the reduction of plastic litter, the implementation of the CRS will be, along with the plastic shopping bag ban, a component of an overall plastic pollution reduction strategy, which is expected to be developed in 2017 as part of the Waste Strategy review process.

The introduction of the CRS will impact a number of stakeholders, therefore their understanding about the CRS implementation process, and the structure and operating arrangements for the scheme will be key to its implementation and long-term success.

Therefore, the development of a comprehensive and effective communication strategy tailored to inform and educate these stakeholders is a crucial element of the overall CRS implementation process.

2 BACKGROUND

On 22 July 2016, following a 12-month feasibility investigation, the Honourable Steven Miles MP, Minister for Environment and Heritage Protection and Minister for National Parks and the Great Barrier Reef, announced the introduction of a CRS for Queensland to reduce the impact of drink container litter in the environment and improve resource recovery and recycling rates. Under the scheme, a 10 cent refund will be provided for empty drink containers that are returned to an approved refund point, providing an incentive for drink containers to be recycled.

On August 2016, a CRS Implementation Advisory Group was established to provide independent advice on implementation issues, potential legislative provisions, assist in the preparation of a consultation paper and assist in the formation of technical working groups. This group has met on four occasions and has provided expert advice on a number of issues. Technical working groups are currently being formed under key themes relevant to the implementation of the CRS, including: resource recovery and recycling industry; local government; beverage and retail industry; and community and environmental groups. Stakeholder feedback gathered through the Implementation Advisory Group, technical working groups and discussion paper submissions will inform the development of activities under this communication strategy framework.

A total of \$1.94M was provided in the 2016-17 budget for the Waste Policy and Legislation team and the Strategic Environment and Waste Policy for the 2016/17 financial year. Around \$500,000 has been allocated for consultation and communication-based activities for the CRS and to start the process of community and industry engagement with the scheme. However, significantly more funding is needed over the next 18 months to two years, in order to ensure a high level of awareness and understanding of the scheme, both pre-and-post-implementation, and that the information reaches as many people as possible to ensure the long-term success of the scheme.

2.1 The issue

The National Litter Index figures indicate that Queensland continues to be the most littered mainland state in Australia, with drink/ beverage containers being the most common item found in the litter stream after cigarette butts. Queensland also lags behind other Australian states on recycling rates, which currently stands at around 44%.

A significant percentage of beverage containers are made from plastic. A number of studies show that plastics are persistent in the environment and have significant aesthetic and wildlife impact. Plastic products easily find their way onto beaches and parks and have one of the biggest impacts on the environment, particularly on marine environment and fauna. Because plastic can take hundreds of years to breakdown, they can have long-term impacts on the environment. For this reason an overall plastic pollution reduction plan supported by the introduction of the CRS and the plastic shopping bag ban as a critical component of an overarching Waste Strategy.

Evidence from around the world demonstrates that container refund schemes have a positive impact on litter reduction and enhance rates of recycling. Beverage containers are made from materials (plastic, glass and aluminium) that are readily able to be recycled. Therefore, a CRS will enable collection and processing chains to be established to maximise recycling opportunities for beverage containers across the state, which will in turn provide economic benefits to communities and local governments, through the creation of regional and domestic processing, markets and jobs, and new revenue streams for environment, social enterprise and charitable organisations.

Another important benefit of the CRS is that it can reduce the financial burden on local government for the collection of litter and boost local communities' capacity to recycle, particularly where kerbside collection systems are not available. In Queensland there are 44 local government areas where kerbside recycling services are currently not available.

The implementation of the CRS and the plastic shopping bag ban will also play a role in educating and raising awareness in the community about environmentally responsible behaviour, which could in turn start to generate behavioural change that will impact on other areas of environmental concerns.

2.2 Sensitivities

The introduction of the CRS will directly affect the operations of the resource recovery and recycling industry and the beverage and retail industry. It will also have strong implications for local governments, community groups and beverage consumers in general.

Many of these stakeholders have competing interests and, while the CRS will provide great economic opportunities, some of the scheme features may cause concern and generate opposition to the scheme. This communication strategy framework aims to facilitate stakeholder engagement and understanding regarding the implementation and the proposed operational structure of the CRS in order to promptly and effectively address stakeholders concerns and prevent potential coordinated opposition to the scheme or poor performance of the scheme once is implemented.

The way the CRS interacts and harmonises with other jurisdiction's schemes, the implications of the scheme to different local councils, and the scheme accessibility to consumers in metropolitan, rural and remote areas are other key sensitivities impacting on the implementation of the CRS. This communication strategy framework recognises the diversity of issues that are relevant to different stakeholders and seeks to tailor communication approach and messages to address specific needs of different stakeholder groups at different stages of the CRS implementation process.

A full risk analysis will be prepared to guide the development of each communication activities and associated messages under this communication strategy framework.

3 STRATEGIC DEVELOPMENT

The development of this communication strategy framework has been informed through a number of independent assessments of similar schemes around the world and in Australia and information based on the comprehensive scoping and planning undertaken by the NSW government for the introduction of its scheme. It also relied on the extensive stakeholder consultation process with members from the resource recovery and recycling industry, beverage and retail industry, recycling technology, local government and community and environment groups undertaken by EHP through the CRS Implementation Advisory Group.

In addition, a public consultation process seeking feedback on the design and operational features of the scheme is currently underway and will also help inform the development of activities under this communication strategy framework. This process will include the release of a discussion paper seeking submissions from all stakeholders impacted by the CRS and the establishment of technical working groups.

3.1 Strategic Rationale

The timely and effective implementation of the CRS is more likely to be achieved when supported by a well-considered and comprehensive communication activities.

3.2 Aim and objectives

This communication strategy framework is aimed at providing a consistent, comprehensive and coordinated approach to ensure that all stakeholders are aware of the CRS imminent implementation and the design and implementation issues associated with all stages of the development of the scheme. This communication strategy framework has the following objectives:

- Promote understanding of the objectives of the CRS;
- Promote understanding, address concerns and manage stakeholder expectations about the CRS design and implementation process;
- Identify stakeholders and mechanisms/avenues through which they will be engaged and communicated to;
- Identify issues, risks and opportunities associated with the stakeholder engagement process; and
- Ensure an understanding of the scheme compliance requirements.

3.3 Scope

This communication strategy will:

- Provide a mechanism for identifying stakeholders and group them according to key areas of affinity and the appropriateness of engagement at different stages of the project considering probity limitations;
- Identify mechanisms and channels for conveying information to stakeholders; and
- Outline appropriate communication activities and resources necessary to achieve the objectives of the strategy.

3.4 Stakeholder Identification

The implementation of the CRS carries different implications for different stakeholder groups. Therefore it is paramount to the success of the CRS implementation to identify all stakeholders, the challenges and opportunities that the CRS poses to their operations and how they can affect the successful implementation of the scheme.

This understanding will enable the development of messages that are tailored to meet the specific information needs of different stakeholder groups and be delivered through the most effective channels to reach these groups.

Identifying

An individual, organisation or internal work area will be a stakeholder to the CRS if they:

- are directly or indirectly affected by this project, either positively or negatively;
- are able to influence the project;
- are able provide resources to support the CRS communication strategy objectives (i.e. information material, expertise, personnel, funding); or
- have any special skills or capabilities which could benefit the implementation of the CRS communication strategy.

Grouping

Grouping stakeholders enable strategies to be tailored according to the specific communication needs of each group and to identify the different components of the communication strategy they might be able to assist with. Stakeholders were grouped according to:

- whether they are an internal or external stakeholder;
- the level of influence they can exercise on the implementation of the CRS;
- the extent they may be affected by the implementation of the CRS; and
- how critical their support is for the successful implementation of the CRS.

A Brief Stakeholder Group Table for stage one of this communication strategy framework has been developed and is at Appendix 1.

This table will be regularly updated and expanded on to reflect further information on stakeholders gathered through the consultation process and the different stages of implementation of this communication strategy framework. This will assist in formulating approaches and messages to communicate with these stakeholder groups in the following stages of the CRS implementation process.

3.5 Message objectives

The key message objectives under this communication strategy framework are to:

Enhance Awareness and Understanding

- Increase stakeholder awareness and understanding about the CRS implementation process and its operational features and how they might affect each stakeholder group; and
- Increase stakeholder awareness of the Queensland government plastic pollution reduction plan, including related projects and their objectives.

Encourage business and consumer practices that support the litter reduction and resource recovery objectives

- Encourage people and businesses to support recovery and redemption of beverage containers through their daily operations and practices; and
- Encourage people and businesses to behave responsibly when disposing of their waste.

Promote the benefits of the scheme

- Reinforce the benefits of the CRS to communities and various businesses, groups, and organisations.

3.6 Key themes and messages

This communication strategy framework identifies a number of themes and associated messages which will need to be further developed to effectively meet the information needs of stakeholders and generate the necessary understanding and acceptance of the CRS. Key messages include:

Key Objective

- To reduce litter and increase recycling and recovery rates.

Benefits

- Reduces the environmental impact of litter on the natural environment and on wildlife by rewarding environmentally responsible behaviour;
- Reduces the costs associated with litter removal for local governments, land managers and communities;
- Provides an opportunity for communities without kerbside recycling services to participate in recycling activities;
- Increases business and employment opportunities;
- Offers potential revenue benefits for local governments that currently do not provide a kerbside recycling service, charities and community organisations; and
- Container refund schemes are effective at achieving positive social and environmental outcomes in both the long and short-term.

Context

- The CRS is a central component of the Queensland Government broader plastic pollution reduction plan, which involves a multi-pronged approach to tackling this significant environmental problem, including the plastic shopping bags ban.

Support

- There is bipartisan and strong community support for the implementation of the CRS.

Towards wide adoption of CRS

- There are 44 jurisdictions around the world successfully operating container refund schemes;
- South Australia and the Northern Territory have successfully implemented container refund schemes, with New South Wales (NSW) expected to have its scheme operational by 1 July 2017; and
- Western Australia and the Australian Capital Territory are expected to introduce a container refund scheme in 2018.

Implementation process and timing

- Development of underpinning legislation for the CRS and associated regulation will take place in 2017; and
- The CRS will commence on 1 July 2018.

Refund payment

- The redemption of eligible containers will attract a refund amount of 10 cents per container;
- The various ways in which the refund will be provided (cash, credit/debit card, voucher or other methods); and
- The eligible and excluded containers.

Refund marking

- Eligible containers will feature a logo or identification marking.

Scheme governance and operations

Information about:

- the arrangement for the CRS Scheme Coordinator;
- arrangements for container refund and collection points; and
- community access to collection points.

Interaction with existing recovery services

- The CRS will be designed to complement the kerbside collection system rather than compete with or replace it.

Identification and tracking eligible containers

Information about:

- barcode identification;
- reverse vending machines; and
- counting and sorting machines.

3.7 Proposed communication elements

The Waste Policy and Legislation team will work closely with all stakeholders to continue to identify key messages and the best options to communicate these messages to meet the

objectives of this communication strategy framework. The following strategies have been identified:

Industry and state-wide community-based stakeholder engagement activities

This element will be an integral part of this communication strategy framework at various stages of the implementation of the CRS. Some of the activities under this element include:

- A consultation process with industry, community and government stakeholders through the Qld Implementation Advisory Group, technical working groups, bilateral meetings and information sessions. This will also include the public release of the discussion paper on the CRS;
- A program of a state-wide community and industry stakeholder engagement activities in the lead-up to the introduction of the CRS, culminating in a launch event;
- This component could include participation of industry and other content experts on the delivery of communication activities (i.e. information sessions on reverse vending machines);
- A launch by the Honourable Steven Miles MP, Minister for Environment and Heritage Protection and Minister for National Parks and the Great Barrier Reef, on or around 1 July 2018, time of the introduction of the CRS;
- Ongoing communication activity post introduction of the scheme; and
- Other activities that also provide an opportunity to thank the community and industry stakeholders for supporting the introduction of the CRS and highlight its positive impact along with other government waste reduction initiatives.

Information resources development and dissemination and promotional events and activities

This element will play an integral part in effectively communicating with stakeholders particularly at the 'Post-Bill Approval stage' of this communication strategy. Some of the proposed activities include:

- Development of communication material for consumers and industry stakeholders to prevent misinformation about the introduction and operation of the CRS;
- Development and delivery of specifically tailored information toolkits and resources for different stakeholders; and
- Delivery of information at industry and community events to raise awareness of the CRS and some of its key features.

Targeted advertising, media placement and social media

Placement of CRS related content through:

- Relevant industry and consumer magazines, newsletters and online sites;
- Advertising in local print and radio media channels through integrated content;
- Messages aimed at increasing stakeholder awareness and understanding of the CRS; and
- Social media such as Facebook and Twitter.

EHP may need to contract and work closely with a communications and marketing agency to provide a range of communication activities outlined in this communication strategy framework and that will be further developed through action plans and other mechanisms.

These messages will be delivered according to priorities identified for each stage under this communication strategy framework and the different needs of stakeholder groups.

4 EVALUATION

Drawing on a number of the communication strategy framework components, the evaluation will adopt a multi-faceted approach including collecting information from the following data sources:

- online advertising 'click-through' rates;
- search engine behaviour;
- number and type of calls EHP receives;
- website analytics from EHP's website <https://www.ehp.qld.gov.au/> and in particular the 'Waste' page on <https://www.ehp.qld.gov.au/waste/index.html>;
- feedback through collection point operators regarding peoples level of understanding of the containers that can be returned; and
- online surveys.

The data collected from these channels will be analysed in light of the communications strategy key objectives, and will provide a measure of the impact of the communication activities on the target audiences.

5 BUDGET

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

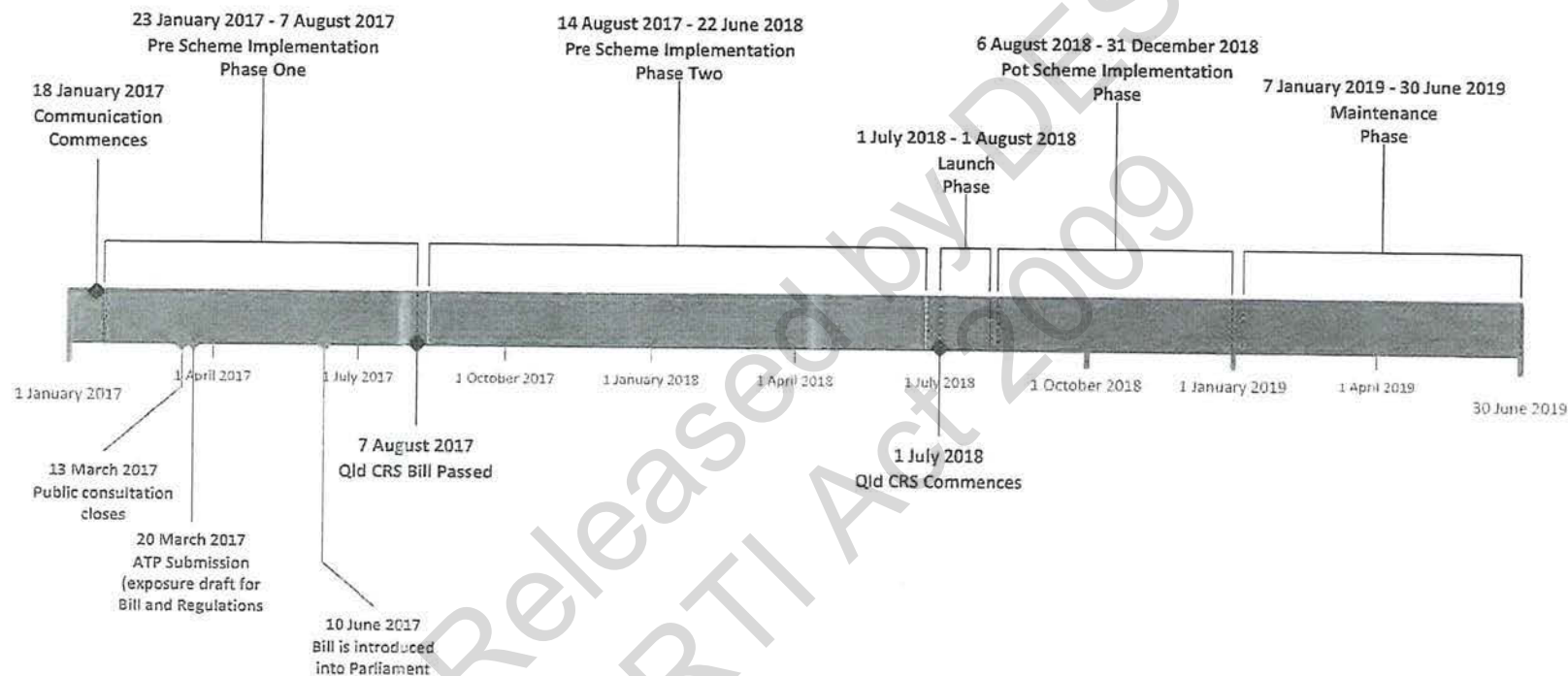
6 TIMING

Messages and activities under this communication strategy framework are specific to different stages relating to the implementation of the CRS, as these stages present different communication requirements and challenges. Therefore, the implementation of this communication strategy framework will be staged.

These stages are:

PHASES		PERIOD	DESCRIPTION
Pre-Implementation	Phase One	Current to August 2017 (assuming passage of the Bill in August)	Activities are centred on informing stakeholders about the imminent implementation of the CRS, the process and associated time-lines, and proposed scheme structure and operating arrangements. It is particularly designed to support the consultation process currently underway and gather relevant information to inform the development of messages and activities for the subsequent stages under this communication strategy framework.
	Phase Two	August 2017 to 1 July 2018	Activities will concentrate on the development of communication materials and activities designed to prepare stakeholders for the introduction of the CRS and the scheme structure and operating arrangements determined by approved legislation and regulations for the CRS.
Launch		A short period (about four weeks around the introduction of the CRS on 1 July 2018).	Activities during this period aim to inform stakeholders that the CRS is in operation, point out where they can find relevant information about the operation of the CRS and thank them for their support.
Post-Implementation		A period of about six months August 2018.	Activities during this period will continue to raise stakeholders' awareness about the introduction of the CRS and its operating features. This stage also includes the evaluation of the different elements under this communication strategy framework and identify communication requirements for the maintenance phase, based on the evaluation exercise and stakeholders' feedback on their initial interaction with the CRS.
Maintenance		Ongoing from January 2019	Activities during this period are aimed at ensuring awareness of the CRS is maintained. Messages are fine-tuned and channels for communications adapted according to the changing needs of stakeholders as the CRS is further embedded and normalised into relevant industries' business operations and community practices.

The diagram below illustrates the different phases of this communication strategy and connections with key milestones of the CRS implementation process:



7 ROLES & RESPONSIBILITIES

Waste Policy and Legislation

- Development and implementation of the communication strategy framework;
- Development of any communication briefs required for out-sourcing of communication design, production and/or distribution;
- Management of communication activities related outsourced contracts; and
- Stakeholder management and engagement.

Contacts: Kylie Hughes (Director, WPL), Regis Brito (A/Manager, WPL).

Communication Services

- Input into the communication strategy framework;
- Design and technical advice;
- Input into communication activities related outsourced contracts and materials development.

Contacts: Nathalie Sengers (Director), Lesley Makridakis (Principal Project Officer) and Susan Flynn (Senior Project Officer)

Minister's Office

- Endorsement of communication strategy framework and related activities developed for implementation;
- Liaison with media channels.

Appendix 1 – Brief Stakeholder Groups Analysis Table

Stakeholder Group	Brief Analysis
Resources and Recovery Industry	<ul style="list-style-type: none"> • The operations of this group will be directly affected by the implementation of the CRS. The Scheme may generate some economic benefits for some players within this group, be neutral to others, and in some cases may generate negative economic benefits. • This group's general understanding, acceptance and support for the CRS is crucial to the success of the scheme. • A backlash against the CSR by this group would strongly undermine, stall or even impede the successful implementation and long-term success of the CRS. • This group possesses expertise on critical elements of the operation of the scheme. Their input into the scheme design is invaluable. • Broad participation of this group on elements of this communication strategy framework will generally occur through facilitation of industry associations. • The resources recovery industry has been concerned about the potential impact on existing collectors if they are locked out of participating in the CRS.
Beverage and Retail Industry	<ul style="list-style-type: none"> • The operations of this group will be directly affected by the implementation of the CRS. • Their understanding, acceptance and support for the CRS is crucial to the success of the scheme. • A backlash against the CRS by this group could strongly undermine, stall or even impede the successful implementation of the CRS. • This group possess expertise on critical elements of the design, operation and roll-out of the scheme. Their input into the scheme design is invaluable. • Broad participation of smaller operators within this group on this communication strategy framework will generally occur through facilitation of industry associations, such as the National Retailers Association. However, larger retailers such as Woolworths and Coke, for instance, may engage directly with EHP on some issues. • This group is very sensitive to the economic impact that the scheme can generate through additional administrative or operational costs. • The retail sector has been particularly concerned about the possibility of any mandatory obligations on them to collect containers.
Collection Network – Technology Providers	<ul style="list-style-type: none"> • The operations of this group will be directly affected by the implementation of the CRS. • The scheme provides a significant financial opportunity for this group, as technology such as reversing vending machine and barcode recognition of eligible containers could be an integral part of the CRS operations, particularly in metropolitan areas. • This group's general understanding, acceptance and support for the CRS is important to the success of the scheme. • This group possess expertise on some critical elements of the operation of the scheme. Their input into some operational features of the scheme would be valuable.

	<ul style="list-style-type: none"> • Participation of this group on this communication strategy framework will generally occur through individual players and the industry association.
Local Government	<ul style="list-style-type: none"> • The CRS may significantly impact on those councils providing a kerbside recycling service as scheme containers may be diverted from kerbside systems. However, for councils without kerbside services the scheme could provide a substantial benefit in providing the ability for people to recycle. • The implementation of the CRS will provide different challenges and opportunities for local government. • Their understanding, acceptance and support of the CRS implementation is important for its successful implementation. A backlash by this group generated by lack of understanding or acceptance of some of the CRS features could significantly impact its implementation.
Other Jurisdictions and the Commonwealth	<ul style="list-style-type: none"> • The CRS will have a minor impact on other jurisdictions and although their understanding and support for the CRS is important, it is not crucial to the success of the scheme. • However, harmonising the CRS design features to those of other jurisdictions, particularly with NSW's, may provide significant efficiencies to the CSR. • In the case of NSW, given the amount of resources dedicated to the planning stages of its scheme and the similar timing of introduction, collaboration is highly desirable. There is potential for sharing the same Scheme Coordinator and aligning a number of scheme features between the two states.
Community and environmental organisations	<ul style="list-style-type: none"> • This group is supportive of the implementation of the CRS and expect to capitalise on the opportunities the scheme may provide in areas such as new revenue streams for community groups. • These groups have competing interests with industry and can mobilise public support against key government decisions relating to the implementation of the CRS that they may see as favouring industry at the expense of community and environmental interests. • Their support for the scheme can have a significant impact on the scheme as they are expected to be strongly involved in the collection of beverage containers (i.e. Scouts Queensland).
Beverage Consumers	<ul style="list-style-type: none"> • This group's practices may be affected by the introduction of the scheme, but if they choose to do so as they will not be obliged to return empty beverage containers and can continue to use the kerbside collection system where that is available. • However, they will need to be made aware of all relevant information regarding the operation of the CRS as their interaction with the scheme is crucial for its success. • There is broad community support for the CRS, however, a poorly communicated implementation process could negatively affect public opinion. For instance, this group may also be affected by beverage prices increase due to the introduction of the CRS, which may generate dissatisfaction.

	<ul style="list-style-type: none"> • This group can be divided into three sub-groups: beverage consumers from metropolitan; rural; and remote areas. The implementation of the scheme will provide these sub-groups different opportunities and affect the way they return beverage containers now and into the future in different ways.
Media Outlets	<ul style="list-style-type: none"> • This group is not directly affected by the introduction of the scheme but will have interest in reporting about it given the high profile nature of this government initiative. • This group can assist with disseminating messages to other stakeholder groups, but can also contribute to misinformation. Interaction with this group needs to be strictly done according to internal procedure.
Internal Stakeholders	<ul style="list-style-type: none"> • They share common interests around the success of the CRS implementation, need to be kept informed about the development of the scheme and in some cases will contribute resources and expertise to the implementation of communication activities under this communication strategy framework. • Their understanding and support for the CRS is important in order to draw connections between their core objectives and what the scheme is trying to achieve, but lack of understanding will not determine the success of the scheme. • This group will require a separate communication and consultation approach to other groups.
Other Queensland Government Agencies	<ul style="list-style-type: none"> • Identified Queensland Government Departments share broad common interests around the success of the CRS implementation. Certain areas within their portfolios and their stakeholders may be affected or able to affect the CRS implementation process in different ways. • They may be able to influence their stakeholders, facilitate communication activities and provide expert advice on key aspects of the implementation of this communication strategy framework. However, their understanding and support for the CRS is important, but not crucial to the success of the scheme.

Appendix 2 - Communication Matrix

The Communication Matrix below identifies a number of channels which may be used to convey the key messages outlined in this communication strategy framework which will be further developed as major milestones of the CSR implementation are reached.

	Bilateral Meetings	Internal Briefing Process	Information Sessions	Group emails	Media Release Departmental Media Responses	Social Media and EPH Website	Quarterly Newsletter	Advisory and Technical Working Groups	Personal Letter	Promotional Events	Information Material
EHP internal areas	✓		✓	✓		✓					✓
Qld Government Departments			✓			✓					✓
Relevant Federal Government	✓		✓	✓		✓					✓
Local councils			✓	✓		✓	✓	✓			✓
Minister's Office											

		✓									✓
Commonwealth and other Jurisdictions Ministers	✓					✓	✓		✓		✓
Resource recovery and recycling industry	✓		✓	✓		✓	✓	✓	✓	✓	✓
Beverage and retail industry	✓		✓	✓		✓	✓	✓	✓	✓	✓
Environmental and community groups	✓		✓	✓		✓	✓	✓	✓	✓	✓
Beverage consumers metropolitan						✓	✓			✓	✓
Beverage consumers rural						✓	✓			✓	✓
Beverage consumers remote						✓	✓			✓	✓

Media outlets					✓	✓	✓			✓	✓

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DEPARTMENT OF ENVIRONMENT AND HERITAGE PROTECTION

RESPONSE TO MINISTER'S OFFICE REQUEST

REQUEST DATE: 20/06/2017

SUBJECT: COMMUNITY INTEREST IN CONTAINER REFUND SCHEME COLLECTION POINTS

QUESTION/S:

1. When are collection points for the container refund scheme going to be chosen, and how can interested community groups register their interest in becoming a collection point?

RESPONSE:

2. The Queensland Government is currently progressing introduction of the container refund scheme (CRS), with the first step being the introduction of the Waste Reduction and Recycling Amendment Bill 2017 (Bill) into Parliament on 14 June 2017.
3. The Bill provides for the Minister to appoint a Product Responsibility Organisation (PRO) which will be responsible for the administration and operation of the refund scheme.
4. The appointment of the PRO is expected before the end of 2017.
5. One of the functions of the PRO is to establish a network of container refund points to ensure there is convenient and reasonable state-wide access to the refund. In doing this the PRO will be expected to enter into agreements with container refund point operators.
6. It is anticipated that the PRO would run an expression of interest process for container refund point operators shortly after they are appointed in anticipation of agreements starting to be in place before the end of the year.
7. As this process will be the responsibility of the PRO, the Department of Environment and Heritage Protection (department) is not intending to run a separate expression of interest or registration process.
8. The PRO is also responsible for promoting the scheme, including the location of container refund points. The department will also support the PROs communications with its own communication and awareness program around the scheme.
9. Part of this program involves creating a dedicated subscription email list for individuals, companies, organisations and community groups who would like to be kept informed of developments regarding the CRS, as well as the ban on lightweight plastic shopping bags and other related matters.
10. More information on how to subscribe to information about Queensland's CRS will be available shortly on the department's website at <https://www.ehp.qld.gov.au/waste/container-refund-scheme/>

CONSULTATION:

11. None

Author Name: Sylvie Garner Position: Program Manager, Waste Strategy Tel No: 3330 5691 Date Drafted: 19 June 2017	Branch Endorsement Name: Geoff Robson Position: ED, SEWP Tel No: 3330 5040 Date Endorsed: 21/06/2017	Division Endorsement Name: Tony Roberts Position: DDG, EPP Tel No: 3330 5990 Date Endorsed: 21/06/2017
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DEPARTMENT OF ENVIRONMENT AND HERITAGE PROTECTION

RESPONSE TO MINISTER'S OFFICE REQUEST

REQUEST DATE: 11 July 2017

SUBJECT: Telephone Inquiry in Relation to Vending Machines for Collection and Refund

QUESTIONS:

1. How can reverse vending machine operators participate in the CRS?
2. What are the likely fees and costs in relation to collection and refund points under the CRS?
3. How can a collection and refund point operator make money under the CRS?

RESPONSE:

4. The following information was provided by telephone to the constituent on 10 July 2017 in response to the above mentioned questions.
5. A Product Responsibility Organisation (PRO) will be appointed and tasked with administering the Container Refund Scheme (CRS).
6. The PRO is likely to be appointed by the end of 2017.
7. The PRO will be responsible for the establishment of collection and refund points. It is anticipated that reverse vending machines will form part of container collection arrangements.
8. Further information will be provided on the establishment of collection and refund points on the Department of Environment and Heritage Protection (EHP) website later in the year.
9. The CRS provides for the payment of several fees – a refund payment (10c) when empty containers are returned through a container refund point (including a reverse vending machine); a handling fee (paid to a container refund point operator) and a transport fee.
10. Once appointed, the PRO will set the handling and transport fees. These fees are designed to ensure the viability of the CRS container collection and recycling network.
11. As well as receiving the handling fee amount, the container refund point operator also retains the eligible containers received at container refund points enabling them to sell the product as a resource on the commercial commodities market.
12. For instance, one tonne of aluminium cans can be sold to a wholesalers for approximately \$1000 a tonne.
13. The details of EHP's website were provided for the caller and the details of a relevant CRS officer at EHP was also provided to the caller for future enquiries.

Author Name: Julian Chan Position: Senior Policy Officer Tel No: 3330 5782 Date Drafted: 11 July 2017	Branch Endorsement Name: Kylie Hughes Position: Director - WPL Tel No: 3330 5020 Date Endorsed:	Division Endorsement Name: Tony Roberts Position: DDG Tel No: 3330 5990 Date Endorsed:
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Department of Environment and Heritage Protection
DIRECTOR-GENERAL BRIEFING NOTE

SUBJECT: LETTER ACKNOWLEDGING BEVERAGE INDUSTRY PRODUCT RESPONSIBILITY
ORGANISATION DISCUSSIONS

☒ Approved ☐ Not Approved ☐ Noted ☐ Further information required (see comments)	Director-General: sch4p4(6) Personal infor..... Comments: sch4p4(6) Pers	Date: 9.10.17
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Action Required by: 6 October to allow the companies involved in the Product Responsibility Organisation (PRO) to commence discussions with the Department of Environment and Heritage Protection and to start liaising with companies and organisations interested in establishing container refund points.

RECOMMENDATION

1. It is recommended the Director-General:
 - **sign** the attached letter to be used by representatives from CocaCola Amatil and Lion to start talking to parties interested in operating container refund points under Queensland's Container Refund Scheme (CRS) (**Attachment 1**).
 - **note** early discussions are necessary in order for the eligible company to provide information to the department as part of the PRO appointment process and to ensure that a sufficient number of container refund points will be accessible to people on commencement of the scheme.

ISSUES

2. The provisions amending the *Waste Reduction and Recycling Act 2011* regarding the introduction of a CRS provide for the Minister to invite an eligible company to apply for appointment as the Product Responsibility Organisation (PRO) that will run the scheme in Queensland.
3. Coca-Cola Amatil and Lion have committed to forming an eligible company (to be known as Container Exchange or CoEX) that can be invited to be appointed as the PRO.
4. A significant amount of information is required to be provided as part of the application process.
5. The department has been working closely with CoEX and a representative of small beverage manufacturers (Australian Beverages Council) to ensure that they have the necessary information that allows them to fulfil this information requirement ahead of the formal appointment process.
6. One of the information requirements concerns the ability of CoEX to establish a network of container refund points that will provide people with reasonable access in order to get a refund on eligible containers.
7. The regulation and the conditions of appointment will also contain accessibility performance measures for the PRO.
8. In order to provide this information CoEX must be in a position to start discussions with potential container refund point operators.
9. The attached letter has been prepared to provide a level of legitimacy around any discussions that CoEX may have with potential refund point operators, local governments and recyclers.
10. The letter is not binding on either party but does allow people with an interest in participating in the scheme to understand who CoEX is and what the relationship to the scheme is.

BACKGROUND

11. The CRS will commence on 1 July 2018.
12. There is a significant amount of work still needed prior to commencement of the scheme, including the roll-out of CRS and container collection (donation) point infrastructure.

RISKS

13. There are no risks associated with this brief.

CONSULTATION

14. Consultation has been undertaken with CocaCola and Lion representatives during PRO discussions.

COMMUNICATION

15. The CRS Implementation Advisory Group members will be advised of this letter being provided to the beverage industry representatives.

ATTACHMENTS

Attachment 1.

Letter acknowledging beverage industry Product Responsibility Organisation discussions

Author Name: Kylie Hughes Position: Director, WPL Tel No: 3330 5020 Date Drafted: 28 September 2018	Branch Endorsement Name: Geoff Robson Position: ED, SEWP Tel No: 3330 5040 Date Endorsed: 29 September 2017	DDG Endorsement Name: Tony Roberts Position: DDG, EPP Tel No: 3330 5990 Signed: [Redacted] sch4p4(6) Persona Date: 5.1.17
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Department of
**Environment and
Heritage Protection**

Involvement of Coca-Cola Amatil and Lion in Queensland Container Refund Scheme Product Responsibility Organisation process.

The Queensland Government has committed to introduce a Container Refund Scheme (CRS) to commence on 1 July 2018. The Waste Reduction and Recycling Amendment Bill 2017 containing the provisions relating to the introduction of the CRS was passed by Parliament with bipartisan support on 5 September 2017 and was assented to on 13 September 2017.

The legislation allows the Minister for Environment and Heritage Protection to appoint a Product Responsibility Organisation (PRO) to operate the CRS.

The responsibilities of the PRO include engaging the various entities within the CRS, these also include:

- (a) container refund point operators;
- (b) owners or suppliers of reverse vending machines;
- (c) material recovery facilities;
- (d) local governments;
- (e) community groups; and
- (f) small and large beverage manufacturers.

At this stage, it is anticipated that the PRO appointment could be made in November 2017.

Prior to the formal appointment process commencing, the joint venture partnership between Coca-Cola Amatil and Lion, known as Container Exchange (CoEX) has been in close discussions with the Department of Environment and Heritage Protection (department) and have expressed an interest in forming a company that is eligible for appointment as the PRO under the Waste Reduction and Recycling Act 2011.

In order to facilitate the appointment process, a pre-application Request for Information was sent to CoEX in relation to the establishment and management of the CRS, including the intended approach for engaging potential participants in the CRS and the proposed terms of any agreements with those entities.

In order to provide this information as part of the pre-application and appointment process, it will be necessary for representatives from CoEX to make contact with potential CRS participants as soon as possible, to allow the necessary arrangements to be in place prior to commencement of the CRS on 1 July 2018.

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While this letter does not represent any binding commitment between the Minister or the department and CoEX at this point, the department is keen to ensure that CoEX is in a position to make an informed application for appointment as the PRO and after appointment to ensure the successful implementation of the CRS. In this context, I encourage you to actively participate in discussions with CoEX representatives and the department regarding your potential involvement in the CRS.

Should you have any further enquiries regarding the operation of the CRS or about the legitimacy of representation from either party in relation to their involvement with the department, please contact Ms Kylie Hughes, Director, Waste Policy and Legislation of the department on telephone (07) 3330 5020 or email kylie.hughes@ehp.qld.gov.au

Yours sincerely

sch4p4(6) Personal information

Jim Reeves
Director-General

- 9 OCT 2017