



Government of **Western Australia**
Department of **Water and Environmental Regulation**

Container deposit scheme: Minimum network standards review

Recommendations
Fourth review

Department of Water and Environmental Regulation
May 2023

Department of Water and Environmental Regulation
Prime House, 8 Davidson Terrace
Joondalup Western Australia 6027
Locked Bag 10 Joondalup DC WA 6919

Phone: 08 6364 7000

Fax: 08 6364 7001

National Relay Service 13 36 77

dwer.wa.gov.au

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Acknowledgements

For more information about this report, contact:

Manager Container Deposit Scheme, Ross Belton, via phone at: (08) 6364 7027.

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1 Background

The container deposit scheme, Containers for Change, commenced on 1 October 2020 providing for Western Australians to return their empty beverage containers to a Containers for Change refund point and receive 10 cents for each eligible container.

The Department of Water and Environmental Regulation (the department) developed the [*Minimum network standards: Refund point locations and hours of operation*](#) (May 2019). The minimum network standards seek to balance consumer convenience with scheme costs, as the number of refund points is a key driver for each.

As part of developing the minimum network standards, the department consulted key stakeholders and the community in 2018. Following consultation, the department released the [*Minimum network standards: Consultation summary*](#) (May 2019) which modelled the collection network to provide indicative locations and refund point numbers.

This fourth review of the minimum network standards provides updated modelling and recommendations for refund point locations in line with the most recent (2021) Australian Bureau of Statistics (ABS) census data.

2 Legislative requirements

The container deposit scheme was established under the [Waste Avoidance and Resource Recovery Act 2007](#). The [Waste Avoidance and Recovery \(Container Deposit Scheme\) Regulations 2019](#) (regulation 12) require that the minimum network standards are reviewed:

- as soon as practicable after the six-month anniversary of the scheme commencing
- after that, at intervals of not more than six months for the first three years
- after that, at intervals of not more than one year.

The scheme commenced on 1 October 2020.

3 Review process

The third review of the minimum network standards considered issues related to the economic viability of refund points and the application of the minimum network standards in areas below and above the 500-person population threshold.

This fourth review assesses the location and number of refund points required by the current minimum network standards published in 2019. When the current minimum network standards were developed, the 2016 ABS census data was used to identify the network of refund points in Western Australia. The network modelling will be reviewed against the 2021 ABS census data, ensuring the number of statewide refund points (consumer convenience) is balanced with scheme costs.

Following the review, the department may update the minimum network standards in accordance with the Waste Avoidance and Resource Recovery (Container Deposit Scheme) Regulations 2019.

The department will liaise with the scheme coordinator about the timing and implementation of any changes to the collection network and any other operational components.

4 Issues for consideration

4.1 Refund points required by the minimum network standards

Modelling methodology

The minimum network standards for the number and location of refund points were modelled using population data from the 2016 ABS Census of Population and Housing. Urban Centres and Localities (UCL)¹ data was used where available, and State Suburbs² data was used where UCL data did not exist.³

Population centres in proximity (30 kilometres) to regional and remote areas were consolidated when determining threshold population levels. This approach maximises the utilisation of infrastructure and provides a greater level of economic viability for refund points that might otherwise collect a volume of containers that could not sustain a refund point operator.

In addition, adjustments have been incorporated to cater to remote areas and locations with populations that vary seasonally. These adjustments support customer service and address the scheme's objective of reducing litter and the volume of containers disposed of to landfill.

Minimum regional representation and refund points to population ratios

The minimum network standards were developed by applying the ABS Australian Statistical Geography Standard Remoteness Area boundaries⁴ (the remoteness area boundaries) as published in 2011. It provided a framework for categorising population density across Western Australia to help develop appropriate network requirements. These remoteness area classifications include the Perth metropolitan area, major regional centres, inner regional area, outer regional area, remote and very remote areas. In the minimum network standards, remote and very remote areas were combined.

¹ ABS (2017). Urban Centres and Localities and State Suburbs. Available from: <https://www.abs.gov.au/census/guide-census-data/geography/census-geography-glossary#urban-centres-and-localities-ucl>

² ABS (2017). Urban Centres and Localities and State Suburbs. Available from: <https://www.abs.gov.au/census/guide-census-data/geography/census-geography-glossary#suburbs-and-localities-sal>

³ ABS advises that the data have been randomly adjusted to avoid the release of confidential data, and therefore no reliance should be placed on the data for small population sizes (typically less than 10 people)

⁴ ABS (2011). Australian Statistical Geography Standard: Volume 5 Remoteness Structure, Maps, Australia. Available from: [https://www.ausstats.abs.gov.au/ausstats/subscriber.nsf/0/EB3374C05104D74ACA257D1E00128192/\\$File/1270055005_2011_remoteness_structure_maps.pdf](https://www.ausstats.abs.gov.au/ausstats/subscriber.nsf/0/EB3374C05104D74ACA257D1E00128192/$File/1270055005_2011_remoteness_structure_maps.pdf)

The ABS updated the remoteness area boundaries⁵ in 2016. Each of the locations identified in the minimum network standards remains in the same remoteness area.

The number of required refund points in the minimum network standards was determined according to the population thresholds in each remoteness category as detailed in Table 1.

Table 1 Minimum network standards: refund point population thresholds by regional category

Regional category	Refund point to population thresholds	
	First refund point	Subsequent refund points
Perth metropolitan area	15,000 (full time) first 95 refund points	15,000 (flexible)
Major regional centres	10,000 (full time)	>20,000 (at least 2 full time)
Inner regional area	500–14,999 (flexible)	15,000 (full time)
Outer regional area		
Remote and very remote area		

Number and location of refund points

The current minimum network standards require a minimum of 229 refund points, comprising 114 full-time refund points and 115 flexible refund points. Region allocations of the refund points are detailed in Table 2.

Table 2 Minimum network standards: refund point allocation by region

Region	Minimum number of refund points in operation		
	Full-time refund points	Flexible refund points	Population (2016 Census) ⁶
Kimberley	1	11	28,857
Pilbara	2	7	44,466
Gascoyne	1	3	7,825
Mid West	2	6	41,176
Goldfields-Esperance	3	8	46,421
Wheatbelt	1	26	38,696
Perth and Peel	95	36	1,904,700

⁵ ABS (2016). Australian Statistical Geography Standard: Remoteness Structure Maps Australia. Available from: [1270.0.55.005 - Australian Statistical Geography Standard \(ASGS\): Volume 5 - Remoteness Structure, July 2016 \(abs.gov.au\)](https://www.abs.gov.au/1270.0.55.005-Australian-Statistical-Geography-Standard-ASGS:Volume-5-Remoteness-Structure-July-2016)

⁶ ABS Census 2016 (Urban Centres and Localities) is used for calculating the relevant population to determine the number of full-time and flexible refund points.

Region	Minimum number of refund points in operation		
	Full-time refund points	Flexible refund points	Population (2016 Census) ⁶
South West	7	12	139,994
Great Southern	2	6	42,647
Total	114	115	2,294,782

4.2 Number and location of refund points required by the ABS 2021 census data

This fourth review of the minimum network standards analyses the latest (2021) ABS census data and the updated remoteness area boundaries as published in 2016⁷. The updated remoteness area boundaries do not impact the current refund point population thresholds.

Analysis of the latest (2021) ABS census data

The ABS census data indicated the population of the state had increased by about 7 per cent since 2016. The statewide population grew from 2,474,410 (2016)⁸ to 2,660,026 (2021)⁹ – an increase of 185,616 people.

The ABS census data indicated that the population of the Perth metropolitan area¹⁰ increased by about 9 per cent since 2016. The Perth metropolitan area population grew from 1,881,690 (2016) to 2,050,793 (2021) – an increase of 169,103 people.

When comparing the results of the network modelling from 2016 against the 2021 population data, the minimum number of refund points in the Perth metropolitan area increases as detailed in Table 3.

The population changes in regions outside of the Perth metropolitan area did not lead to changes in the minimum number of refund points for those regions.

⁷ ABS (2011). Australian Statistical Geography Standard (ASGS): Volume 5 Remoteness Structure, Maps, Australia. Available from: [https://www.ausstats.abs.gov.au/ausstats/subscriber.nsf/0/EB3374C05104D74ACA257D1E00128192/\\$File/1270055005_2011_remoteness_structure_maps.pdf](https://www.ausstats.abs.gov.au/ausstats/subscriber.nsf/0/EB3374C05104D74ACA257D1E00128192/$File/1270055005_2011_remoteness_structure_maps.pdf)

⁸ ABS (2016). Western Australia Census all persons QuickStats. Available from: <https://abs.gov.au/census/find-census-data/quickstats/2016/5>

⁹ ABS (2021). Western Australia Census all persons QuickStats. Available from: <https://abs.gov.au/census/find-census-data/quickstats/2021/5>

¹⁰ Perth metropolitan area including Mandurah but excluding Yanchep, the same geographical basis as the original Minimum Network Standards modelling.

Table 3 Indicative refund point allocation by region

Region	Minimum number of indicative refund points		
	Full-time refund points	Flexible refund points	Population (2021 Census) ¹¹
Kimberley	1	11	29,250
Pilbara	2	7	47,131
Gascoyne	1	3	7,936
Mid West	2	6	42,235
Goldfields-Esperance	3	8	45,274
Wheatbelt	1	26	39,438
Perth and Peel	103 (+8)	39 (+3)	2,076,606 ¹²
South West	7	12	150,597
Great Southern	2	6	44,378
Total	122	118	2,482,845

Perth and Peel refund point calculations

The population thresholds in Table 1 were used to calculate the required refund points for the Perth metropolitan area and major regional centres.

To calculate the full-time refund points for the Perth metropolitan area:

- The Perth town group population of 2,050,793¹³ (which includes Bullsbrook, Bullsbrook West, Mundijong, Chidlow, Carmel, Bickley, Herne Hill) is divided by 20,000, which indicates that 102 full-time refund points are required.
- One 'adjustment' full-time refund point is added for Yanchep and Two Rocks (noting the Yanchep and Two Rocks population is not included in the Perth metropolitan area) to the 102 full-time refund points for the Perth town group, resulting in a total of 103 full-time refund points.

To calculate the flexible refund points for the Perth metropolitan area:

- The Perth town group population of 2,050,793 (which includes Bullsbrook, Bullsbrook West, Mundijong, Chidlow, Carmel, Bickley, Herne Hill) is divided by 15,000, which totals 136 flexible refund points.
- The Perth town group 102 full-time refund points is subtracted from the 136 flexible refund points, which totals 34 flexible refund points.

¹¹ ABS Census (2021) Urban Centres and Localities is used for calculating the relevant population to determine the number of full-time and flexible refund points.

¹² Population for Perth and Peel regions.

¹³ Population for Perth metropolitan area including Mandurah but excluding Yanchep and Two Rocks; the same geographical basis as the original Minimum Network Standards modelling.

- One 'adjustment' flexible refund point is added for Rottnest Island (noting the Rottnest Island population is not included in the Perth metropolitan area), resulting in a total of 35 flexible refund points.
- The Peel region (which includes Boddington, Pinjarra, North Pinjarra, North Dandalup, Dwellingup Jarrahdale, Serpentine, Waroona, Yarloop and Coolup) has four flexible refund points, which are combined with the 35 flexible refund points (Perth town group) resulting in a total of 39 flexible refund points required in Perth and Peel regions.

Regional population

The ABS census data indicated that some regional towns experienced a slight increase in their population; however, this growth has not affected the number of refund points modelled in the minimum network standards.

The following towns have seen a slight decrease in their population, causing them to fall below the minimum population threshold specified in the minimum network standards (500 people).

- Cervantes: 528 to 480
- Lake Grace: 501 to 477
- Looma: 529 to 412
- Morawa: 506 to 443

It is recommended that the minimum network standards retain the existing refund points as an adjustment to the modelling.

5 Proposed changes of refund point number because of population changes

Modelling the minimum network standards with the updated population data indicated an increase to 240 refund points, comprising 122 full-time refund points and 118 flexible refund points, were needed to meet the minimum network standards.

It was found that an additional 11 refund points were required in the metropolitan area, comprising eight full-time refund points and four flexible refund points. The updated indicative refund point allocation is outlined in Appendix A.

Appendices

Appendix A – Updated indicative refund point allocation by region

Town group name	Towns	Full-time refund points (2016)	Flexible refund points (2016)	Town group population (2016)	Population (Census 2016) UCL	Town group population (2021)	Population (Census 2021) UCL	Indicative full-time refund points (2021)	Indicative flexible refund points (2021)
Kimberley									
Bidyadanga (La Grange)	Bidyadanga (La Grange)		1	622	622	593	593		1
Broome	Broome	1		13,984	13,984	14,660	14,660	1	
Derby	Derby		1	3,324	3,324	3,009	3,009		1
Fitzroy Crossing	Fitzroy Crossing		1	1,468	1,140	1,330	1,022		1
	Bayulu				328		308		
Halls Creek	Halls Creek		1	1,550	1,550	1,605	1,605		1
Kununurra	Kununurra		1	4,343	4,343	4,515	4,515		1
Looma	Looma		1	529	529	412	412		1
Wyndham	Wyndham		1	605	605	745	745		1
Adjustments									
Djarindjin – Lombadina (Dampier Peninsula)	Bardi (One Arm Point)		1	1,109	368	885	325		1
	Djarindjin – Lombadina				395		253		
	Middle Lagoon				N/A		N/A		
	Beagle Bay				346		307		

Town group name	Towns	Full-time refund points (2016)	Flexible refund points (2016)	Town group population (2016)	Population (Census 2016) UCL	Town group population (2021)	Population (Census 2021) UCL	Indicative full-time refund points (2021)	Indicative flexible refund points (2021)
Kalumburu	Kalumburu		1	410	410	388	388		1
Balgo (Wirrimanu)	Balgo (Wirrimanu)		1	504	354	674	472		1
	Mindibungu				150		202		
Yungngora (including Koorabye Indigenous location population)	Yungngora		1	448	409	434	434		1
Totals		1	11	28,857		29,250		1	11
Pilbara									
Karratha	Dampier	1		16,931	1,106	18,295	1,282	1	
	Karratha				15,825		17,013		
Newman	Newman		1	4,567	4,567	4,239	4,239		1
Onslow	Onslow		1	846	846	813	813		1
Pannawonica	Pannawonica		1	694	694	685	685		1
Paraburdoo	Paraburdoo		1	1,361	1,361	1,319	1,319		1
Port Hedland	Port Hedland	1		13,828	13,828	15,298	15,298	1	
Tom Price	Tom Price		1	2,952	2,952	2,874	2,874		1
Wickham	Wickham		1	2,412	1,570	2,951	2,016		1
	Roebourne				630		700		
	Point Samson				212		235		

Town group name	Towns	Full-time refund points (2016)	Flexible refund points (2016)	Town group population (2016)	Population (Census 2016) UCL	Town group population (2021)	Population (Census 2021) UCL	Indicative full-time refund points (2021)	Indicative flexible refund points (2021)
Adjustments									
Telfer	Telfer		1	875	875	657	657		1
Totals		2	7	44,466		47,131		2	7
Gascoyne									
Carnarvon	Carnarvon	1		4,429	4,429	4,162	4,162	1	
Denham	Denham		1	696	696	723	723		1
Exmouth	Exmouth		1	2,486	2,486	2,806	2,806		1
Adjustments									
Coral Bay	Coral Bay		1	214	214	245	245		1
Totals		0	4	7,825		7,936		0	4
Mid West									
Geraldton	Drummond Cove	2		34,528	2,053	35,474	2,219	2	
	Geraldton				31,978		32,717		
	Cape Burney				497		538		
Kalbarri	Kalbarri		1	1,351	1,351	1,270	1,270		1
Meekatharra	Meekatharra		1	571	571	675	675		1
Morawa	Morawa		1	506	506	443	443		1
Northampton	Northampton		1	801	801	821	821		1
Port Denison – Dongara	Port Denison – Dongara		1	2,788	2,788	2,841	2,841		1
Adjustments									

Town group name	Towns	Full-time refund points (2016)	Flexible refund points (2016)	Town group population (2016)	Population (Census 2016) UCL	Town group population (2021)	Population (Census 2021) UCL	Indicative full-time refund points (2021)	Indicative flexible refund points (2021)
Mount Magnet	Mount Magnet		1	631	457	711	576		1
	Cue				174		135		
Totals		2	6	41,176		42,235		2	6
Goldfields-Esperance									
Coolgardie	Coolgardie		1	870	870	763	763		1
Esperance	Esperance	1		10,420	10,420	10,218	10,218	1	
Hopetoun	Hopetoun		1	576	576	783	783		1
Kalgoorlie-Boulder	Kalgoorlie-Boulder	2		29,869	29,869	29,068	29,068	2	
Kambalda West	Kambalda East		1	2,542	751	2,462	802		1
	Kambalda West				1,791		1,660		
Leonora	Leonora		1	559	559	567	567		1
Norseman	Norseman		1	571	571	555	555		1
Warburton	Warburton		1	574	574	511	511		1
Adjustments									
Ngaanyatjarra-Giles (e.g. Warakurna)	Warakurna		1	440	266	347	185		1
	Papulankutja				174		162		
Laverton Shire	Multiple mining sites including Laverton		1	Laverton 337 (UCL),	337	407	Laverton 407 (UCL), 1,333 (LGA)		1

Town group name	Towns	Full-time refund points (2016)	Flexible refund points (2016)	Town group population (2016)	Population (Census 2016) UCL	Town group population (2021)	Population (Census 2021) UCL	Indicative full-time refund points (2021)	Indicative flexible refund points (2021)
				1,153 (LGA ¹⁴)					
Totals		3	8	46,758		45,274		3	8
Wheatbelt									
Beverley	Beverley		1	925	925	869	869		1
Brookton	Brookton		1	584	584	532	532		1
Bruce Rock	Bruce Rock		1	527	527	564	564		1
Cervantes	Cervantes		1	528	528	480	480		1
Corrigin	Corrigin		1	741	741	625	625		1
Cunderdin	Cunderdin		1	779	779	661	661		1
Dalwallinu	Dalwallinu		1	699	699	713	713		1
Gabbadah	Gabbadah		1	1,488	671	1,561	764		1
	Woodridge Estate				644		639		
	Guilderton				173		158		
Gingin	Gingin		1	851	851	902	902		1
Goomalling	Goomalling		1	902	524	820	463		1
	Dowerin				378		357		
Jurien Bay	Jurien Bay		1	1,430	1,430	1,600	1,600		1
Kellerberrin	Kellerberrin		1	1,081	878	1,191	798		1

¹⁴ Local Government Areas has specifically been used to determine the population of multiple mines in the Laverton area.

Town group name	Towns	Full-time refund points (2016)	Flexible refund points (2016)	Town group population (2016)	Population (Census 2016) UCL	Town group population (2021)	Population (Census 2021) UCL	Indicative full-time refund points (2021)	Indicative flexible refund points (2021)
	Tammin				203		393		
Lake Grace	Lake Grace		1	501	501	477	477		1
Lancelin	Lancelin		1	718	718	746	746		1
Merredin	Merredin		1	2,634	2,634	2,384	2,384		1
Moora	Moora		1	1,573	1,573	1,591	1,591		1
Muchea	Lower Chittering		1	1,356	592 (Lower Chittering Valley)	3,170	2,408		1
	Muchea				764		762		
Narrogin	Narrogin		1	5,037	4,275	4,553	3,745		1
	Williams				407		424		
	Cuballing				355		384		
Northam	Northam	1		6,545	6,545	6,679	6,679	1	
Pingelly	Pingelly		1	814	814	722	722		1
Quairading	Quairading		1	611	611	582	582		1
Southern Cross	Southern Cross		1	634	634	523	523		1
Toodyay	Toodyay		1	981	981	953	953		1
Wagin	Wagin		1	1,355	1,355	1,311	1,311		1
Wongan Hills	Wongan Hills		1	723	723	725	725		1
Wundowie	Bakers Hill		1	2,135	721	2,105	792		1
	Wundowie				944		868		
Wooroloo	Wooroloo		1		470		445		

Town group name	Towns	Full-time refund points (2016)	Flexible refund points (2016)	Town group population (2016)	Population (Census 2016) UCL	Town group population (2021)	Population (Census 2021) UCL	Indicative full-time refund points (2021)	Indicative flexible refund points (2021)
York	York		1	2,544	2,544	2,399	2,399		1
Totals		1	26	38,104		39,438		1	26
Perth metropolitan area									
Perth	Perth	94	31	1,881,690 Perth (South of Yanchep to south of Mandurah)	1,874,577	2,050,793 Perth (South of Yanchep to south of Mandurah)	2,043,762	102	35
	Cardup				630		Included in the Perth figures as boundaries changed in 2021		
	Bullsbrook				1,887		2,225		
	Mundijong				1,482		2,284		
	Chidlow				857		907		
	Hilbert				650		Included in the Perth figures as boundaries changed in 2021		
	Carmel				429		401		
	Bickley				424		449		
	Herne Hill				389		395		
	Bullsbrook – West				365		370		
Adjustments									

Town group name	Towns	Full-time refund points (2016)	Flexible refund points (2016)	Town group population (2016)	Population (Census 2016) UCL	Town group population (2021)	Population (Census 2021) UCL	Indicative full-time refund points (2021)	Indicative flexible refund points (2021)
Yanchep	Yanchep	1		11,126	8,862	13,862	11,009	1	
	Two Rocks				2,264		2,853		
Rottnest Island	Rottnest Island		1	338	338	166	166		1
Totals		95	32	1,893,154		2,064,821		103	36
Peel									
Boddington – Ranford	Boddington – Ranford		1	1,147	1,147	1,129	1,129		1
Pinjarra	North Pinjarra		1	5,551	951	5,446	989		1
	Pinjarra				3,898		3,883		
	North Dandalup				327		242		
	Dwellingup				375		332		
Serpentine	Jarrahdale		1	2,022	754	2,267	782		1
	Serpentine				1,268		1,485		
Waroona	Waroona		1	2,826	2,395	2,943	2,368		1
	Yarloop				221		357		
	Coolup				210		218		
Totals		0	4	11,546		11,785			4
South West									
Augusta	Augusta		1	1,108	1,108	1,211	1,211		1
Boyup Brook	Boyup Brook		1	522	522	540	540		1

Town group name	Towns	Full-time refund points (2016)	Flexible refund points (2016)	Town group population (2016)	Population (Census 2016) UCL	Town group population (2021)	Population (Census 2021) UCL	Indicative full-time refund points (2021)	Indicative flexible refund points (2021)
Bridgetown	Bridgetown		1	2,080	1,449	2,941	2,300		1
	Greenbushes				364		361		
	Balingup				267		280		
Bunbury	Binningup	4		74,952	1,221	79,288	1,271	4	
	Boyanup				806		878		
	Brunswick				778		807		
	Bunbury				71,094		75,196		
	Dardanup				449		545		
	Burekup				604		591		
Busselton	Busselton	2		25,325	25,325	27,233	27,233	2	
Dunsborough	Dunsborough		1	6,034	6,034	7,182	7,182		1
Capel	Peppermint Grove Beach		1	2,488	466	2,920	518		1
	Capel				2,022		2,402		
Collie	Allanson		1	7,743	551	7,699	515		1
	Collie				7,192		7,184		
Cowaramup	Cowaramup		1	1,546	1,546	2,119	2,119		1
Donnybrook	Donnybrook		1	2,516	2,516	2,786	2,786		1
Harvey	Harvey		1	3,100	2,750	3,232	2,797		1
	Cookernup				350		435		
Manjimup	Manjimup		1	4,218	4,218	4,138	4,138		1
Margaret River	Gnarabup – Prevelly	1		7,057	663	8,153	723	1	

Town group name	Towns	Full-time refund points (2016)	Flexible refund points (2016)	Town group population (2016)	Population (Census 2016) UCL	Town group population (2021)	Population (Census 2021) UCL	Indicative full-time refund points (2021)	Indicative flexible refund points (2021)
	Margaret River				6,394		7,430		
Nannup	Nannup		1	581	581	538	538		1
Pemberton	Pemberton		1	724	724	617	617		1
Totals		7	12	139,994		150,597		7	12
Great Southern									
Albany	Little Grove	2		31,070	1,701	32,783	1,655	2	
	Albany				29,369		31,128		
Denmark	Denmark		1	3,332	2,557	3,766	2,944		1
	Ocean Beach				775		822		
Gnowangerup	Gnowangerup		1	598	598	568	568		1
Katanning	Katanning		1	3,952	3,701	3,852	3,641		1
	Broomehill Village				251		211		
Kojonup	Kojonup		1	1,162	1,162	878	878		1
Mount Barker	Mount Barker		1	2,302	1,910	2,320	1,898		1
	Kendenup				392		422		
Adjustments									
Bremer Bay	Bremer Bay		1	231	231	211	211		1
Totals		2	6	42,647		44,378		2	6

References

Department of Water and Environmental Regulation, May 2019, *Minimum network standards: Consultation summary*, available online:

<https://www.dwer.wa.gov.au/cds>

Department of Water and Environmental Regulation, May 2019, *Minimum network standards: Refund point locations and hours of operation*, available online:

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