



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

*Consultation summary report on the
Draft Waste Avoidance and Resource
Recovery (Container Deposit Scheme)
Amendment Regulations (2025)*

Department of Water and Environmental Regulation

April 2026

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Contents

1	Introduction.....	1
2	Background	2
3	Consultation	3
4	Submissions.....	4
4.1	Regulation 2 – start date	4
4.1.1	Response to submissions and recommendations	5
4.2	Amendments to regulations 3A and 3B – scheme expansion (included containers)	6
4.2.1	Response to submissions and recommendations	6
4.3	Amendments to regulations 3A and 3B – prohibiting containers of certain materials from the scheme	6
4.3.1	Response to submissions and recommendations	7
4.4	New regulation 3EA – enabling a person to claim a bale of containers	7
4.4.1	Response to submissions and recommendations	7
4.5	New regulation 3NA – new barcode notification	7
4.5.1	Response to submissions and recommendations	8
4.6	Amendment to regulation 4E – bulk claim arrangements (bales).....	8
4.6.1	Response to submissions and recommendations	9
4.7	New regulations 4JA and 4JB – compliance provisions for bales	9
4.7.1	Response to submissions and recommendations	9
4.8	Amendment to regulation 4W – streamlined reporting for minor beverage suppliers	9
4.8.1	Response to submissions and recommendations	10
4.9	New Part 5 – transitional provisions	10
4.9.1	Response to submissions and recommendations	10
4.10	Amendments to regulation 7 – new role for coordinator in relation to a national portal ..	11
4.10.1	Response to submissions and recommendations	11
4.11	Amendments to regulations 12, 18 and 34 – administrative reporting matters	12
4.11.1	Response to submissions and recommendations	12
4.12	New regulation 14A – notice to Minister of work health and safety incidents.....	12
4.12.1	Response to submissions and recommendations	12
5	How will we use this feedback?.....	13
	Appendices.....	14
	Appendix A Stakeholder submissions list.....	14
	Appendix B Out-of-scope feedback.....	15

1 Introduction

A consultation draft of the Waste Avoidance and Waste Recovery (Container Deposit Scheme) Amendment Regulations 2025 (amendment regulations) and related information paper were opened for public comment from 20 November 2025 to 18 January 2026.

This report summarises the submissions that the Department of Water and Environmental Regulation (the Department¹) received from interested parties during the public comment period.

¹ In this report, the term 'we' is also used to refer to the Department of Water and Environmental Regulation.

2 Background

Western Australia's container deposit scheme (CDS), Containers for Change, began on 1 October 2020. It was established under Part 5A of the *Waste Avoidance and Resource Recovery Act 2007* (WARR Act) and Waste Avoidance and Resource Recovery (Container Deposit Scheme) Regulations 2019 (CDS regulations) with the following objectives:

- increase the recovery and recycling of empty beverage containers
- reduce the number of empty beverage containers that are disposed of as litter or to landfill
- ensure that suppliers of beverage products take product stewardship responsibility in relation to their beverage products
- provide opportunities for social enterprise and benefits for community organisations through participation in the CDS
- create opportunities for employment
- complement existing collection and recycling activities for recyclable waste.

In 2021, Australia's environment ministers agreed on harmonisation of CDS-eligible containers (size and products), refund amounts, standards for labelling and community education across jurisdictions by the end of 2025. They also agreed to consider expanding the scope of the schemes, in relation to which each jurisdiction would consult with their local stakeholders.

From December 2022 to June 2023, the Department held public consultation on potential opportunities to expand and improve Western Australia's CDS. This process included a discussion paper, online survey and regional workshops held in wine-growing regions such as the Swan Valley, Bunbury, Margaret River and Albany.

We established a CDS Stakeholder Advisory Group with representatives from the beverage, retail, waste and recycling industries, as well as the local government and environment sectors. State and national representatives from the wine and spirit industry also participated to help address the design and operational issues associated with any potential scheme expansion.

Through this consultation process, we identified opportunities to achieve our state's resource recovery objectives and to improve the existing scheme. These included streamlining administrative arrangements for beverage suppliers, minimising the administrative requirements for small beverage suppliers, and expanding the scope of containers for inclusion in the scheme.

At the national level, the Heads of Environmental Protection Authorities (HEPA) began investigating the potential to develop a single portal for container approvals across all jurisdictions to reduce the administrative burden for suppliers and improve harmonisation. Portal development is being progressed through regular Environmental Ministers Meetings (EMM).

On 10 September 2025, the Government of Western Australia announced that expansion of the CDS would start on 1 July 2026.

We began drafting the amendment regulations in August 2025 to expand the scheme by way of capturing additional beverage products and improving scheme efficiency.

3 Consultation

On 20 November 2025, we released the consultation draft of the amendment regulations and information paper for eight weeks of public consultation through our [consultation hub](#). This sought feedback on the proposed amendments to expand and streamline the scheme. We accepted written submissions until the consultation period closed on 18 January 2026.

4 Submissions

Overall the Department received 18 submissions – see Appendix A for a list. The submissions generally supported proposed amendments to reduce the administrative burden. These included streamlined approvals for glass and aluminium containers, the creation of wine and spirit beverage classes to which (at minimum) one container approval would apply, and reduced frequency of reporting and invoicing for small suppliers.

Matters raised by submissions as key issues for finalising the regulations are considered in detail below.

We considered all the submissions. Nevertheless, some feedback could not be managed through regulation, was outside of the powers of the *Waste Avoidance and Resource Recovery Act 2007* or was best implemented via administrative processes. Some feedback did not require changes to the regulations but might still be addressed through other measures.

See Appendix B for out-of-scope feedback.

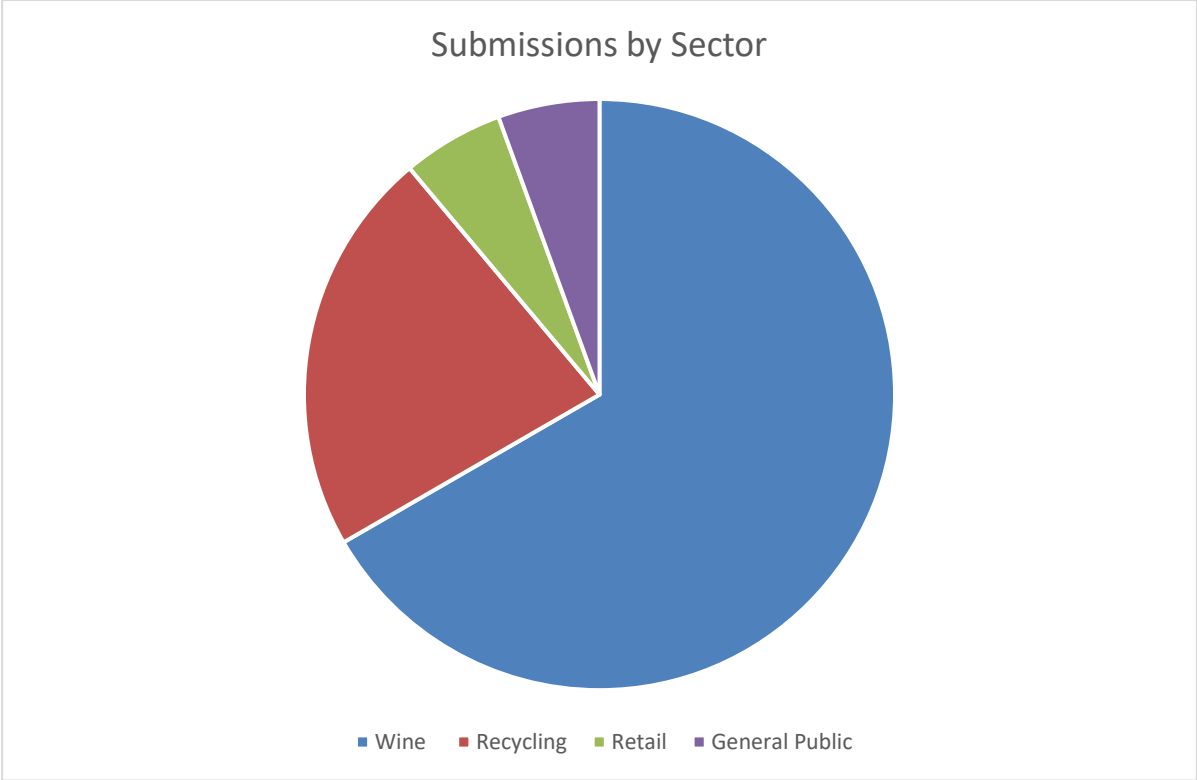


Figure 1: Pie chart showing submissions on the draft amendment regulations by sector

4.1 Regulation 2 - start date

Regulation 2 of the amendment regulations prescribed when the changes would come into effect, proposing 1 July 2026.

Many wine industry submissions included requests to defer the introduction of wine bottles into the scheme until at least 1 July 2027 to better align with CDS expansion timelines in

other jurisdictions, or until a harmonised national portal for scheme transactions became operational.

Some submissions also stated that any start date for wine under the scheme should be contingent on adequate time for producers to register, contract and prepare.

4.1.1 Response to submissions and recommendations

We do not recommend any further amendments. The State Government is committed to expanding the highly successful CDS by 1 July 2026. This timeframe ensures that the benefits of the expanded scheme can be realised for the Western Australian community as soon as possible, while providing adequate preparation time for scheme participants.

Western Australia is expanding its CDS ahead of New South Wales, South Australia and the Australian Capital Territory, although we are more than two and a half years behind Queensland, which included wine and spirits in November 2023. These jurisdictions have all been consulting on an expansion to include wine and spirits.

With the inclusion of wine and spirit bottles from 1 July 2026, almost all beverage containers between 150 millilitres (ml) and three litres (L) will be accepted at CDS refund points across Western Australia.

To help introduce new suppliers into an expanded CDS, we consulted on measures such as transitional provisions for labelling and barcode requirements. We also consulted on streamlining amendments to reduce the administrative burden on suppliers.

The proposed introduction of wine and spirit beverage classes will significantly reduce the number of container approvals required for suppliers of wine and spirits. For example, a supplier of standard 750 ml wine bottles only needs to obtain one container approval to cover all types, varieties and vintages of wine it may supply. This aims to reduce the administrative and compliance costs for small beverage suppliers.

In addition, the proposed streamlined approval of glass and aluminium containers aims to reduce container approval timeframes, while streamlined arrangements for transfer of container approvals aim to reduce transfer timeframes.

To further reduce administrative burdens on small beverage suppliers entering the scheme, we propose that those supplying less than 150,000 beverage products a year (known as micro suppliers) can pay and report annually, as opposed to quarterly or monthly for larger suppliers.

We are working closely with the scheme coordinator² to ensure new suppliers will have adequate time to enter into supply agreements and register their products before the expansion launch.

² The scheme coordinator is the company appointed by the Minister for Environment to the office of the Coordinator of the scheme under Part 5A Division 5 s.47X of the WARR Act. As per section 47Z of the WARR Act, the Coordinator's main function is to administer and provide governance for the scheme.

4.2 Amendments to regulations 3A and 3B - scheme expansion (included containers)

Non wine industry submissions generally supported the inclusion of additional beverage product types in the proposed scheme expansion. In contrast, many wine industry submissions opposed including wine in an expanded scheme.

Some wine industry submissions questioned the rationale behind the inclusion of wine in the scheme, especially the environmental benefit relative to high costs and administrative burden. Some suggested that wine bottles be exempt from the scheme, pending a wine-specific economic impact assessment.

Two recycling sector submissions recommended that regulation 3B exclude wine sachets and aseptic packs from the scheme, stating that these products could not be recycled by Australia's existing recycling infrastructure, potentially resulting in stakeholder confusion, contaminated material streams and stockpiling issues.

With the proposed introduction of cordial containers, one submission recommended that syrup containers remain excluded from the scheme and that a clearer distinction between cordial and syrup be provided within the regulations.

Another submission suggested further expansion of the scheme to include containers from 50 ml to large-format commercial containers over 3 L (the current scope of eligible containers is between 150 ml to 3 L).

4.2.1 *Response to submissions and recommendations*

We considered the feedback and only recommend further amendments to clarify the distinction between cordial and syrups. Syrup containers will remain excluded from the scheme.

We note the feedback from the wine industry. Expanding the CDS to include wine and spirit bottles delivers on the State Government's commitment to cutting landfill and keeping resources in WA's circular economy.

Sachets and aseptic packs are already included in the scheme. We note it is the scheme coordinator's role to provide recommendations to the Department on recycling options for such containers.

Containers below 150 ml and above 3L are excluded from the scheme to maintain consistency with national harmonisation agreements.

4.3 Amendments to regulations 3A and 3B - prohibiting containers of certain materials from the scheme

Submissions generally supported the proposed exclusion of certain contaminating materials from the scheme under regulation 3B(5) being:

- biodegradable plastic

- degradable plastic
- polylactic acid (PLA)
- polybutylene succinate (PBS)
- polyvinyl chloride (PVC)
- ceramic.

One submission opposed this amendment, citing a concern that the blanket exclusion would inadvertently discourage innovation in sustainable packaging material design. They recommended an assessment and review of the prohibited containers after three years.

4.3.1 Response to submissions and recommendations

We do not recommend any further amendments. The pre-established mechanisms for scheme review and the scheme coordinator's recommendations under the WARR Act are suitable for identifying any emerging recycling pathways or reduction in contamination risks.

4.4 New regulation 3EA - enabling a person to claim a bale of containers

There was general support for the proposed amendment to enable individuals to make bulk claim arrangements for baled containers, with anti-fraud safeguards. This arrangement is intended to reduce container transport costs in remote settings.

One submission suggested strengthening the anti-fraud safeguards by developing audit protocols for baled container acceptance and setting requirements for bale traceability systems and record retention periods. Another suggested no cash payments for bulk claim recipients.

4.4.1 Response to submissions and recommendations

We do not recommend any further amendments. We acknowledge this feedback but are satisfied that any additional anti-fraud safeguards can be implemented administratively through scheme coordinator procedures, given the coordinator is responsible for ensuring compliance and enforcing the bulk claim arrangements. The choice of payment method will remain at the discretion of the refund point operator.

4.5 New regulation 3NA - new barcode notification

There was general support to introduce wine and spirits as classes of beverages (new regulation 3AA) to reduce the number of container approvals required for suppliers in these industries. However, submissions suggested that these benefits would be undermined by the requirement proposed by new regulation 3NA (that suppliers must notify the scheme coordinator of any new barcodes relating to a container approval before the barcodes are put in place, so that the coordinator may update the register of container approvals).

Seven submissions suggested that having to notify the coordinator of a new barcode before labelling occurred was unrealistic in practice, given labels and barcodes are often finalised close to bottling and sometimes require last-minute label changes. One submission suggested annual notification of new barcodes rather than before use.

Six submissions questioned the requirement for barcodes altogether, with some recommending the requirement be removed for wine that is not sold through retailers (which do not use barcodes) or until barcode scanning technology becomes implemented more widely. The submissions noted that many cellar-door sales do not require barcodes at all and that most Western Australian depots manually sort glass containers without the need for barcodes.

Four of the seven submissions specifically opposed the offence provision of a \$10,000 penalty for non-compliance, stating that it was disproportionate to the risk. Three submissions suggested removing or significantly reducing the penalty, while another recommended a graduated penalty structure for barcode offences and the establishment of a digital notification portal for barcodes.

4.5.1 Response to submissions and recommendations

We acknowledge feedback on the barcode notification requirement and recommend updating the barcode offence subregulation so the offence occurs if the holder of the container approval supplies a container into the state without first notifying the scheme coordinator of the new barcode.

We note that suppliers with container approvals for wine or spirits as classes of beverages (new regulation 3AA) will only require a new barcode when the beverage container changes material type or volume. For example, a small winery that only supplies standard 750 ml wines in glass bottles will only require one container approval and can use one barcode across all their products. This aims to support small suppliers who do not use barcodes on their products because they sell directly to customers rather than through retail channels.

We acknowledge that barcodes are not technically required for all supply or refund processing situations, however a barcode is a mandatory requirement under section 47E(2)(c) of the WARR Act.

The offence provision is considered critical to scheme integrity following the introduction of container approvals for classes of beverages. We are satisfied the penalty is proportionate to the risks to the scheme and suitable to encourage compliance.

We determine whether to prosecute instances of non-compliance and note that barcode notification for transitioned containers is not required during transition periods. We will implement an education-focused compliance approach during introduction of the amendment regulations, understanding that some suppliers may be new to scheme requirements.

We note the recommendation to establish a digital notification portal for barcodes, however this would not need a regulation amendment. We will provide this feedback to the scheme coordinator to consider during scheme expansion preparation.

4.6 Amendment to regulation 4E - bulk claim arrangements (bales)

The proposed regulation amendments for bulk claim bale arrangements were generally supported. One submission proposed removing the requirement for individuals lodging

claims to provide copies of proof of identity (which would include the new bulk claim arrangements for bales). This requirement also obligates the refund point operator to maintain copies of the identity documents. The submission suggested that this requirement not only prevented some regional community members from making bulk claims (because they may not possess the necessary photo identification) but also created a data privacy risk for refund points in holding such documents.

4.6.1 Response to submissions and recommendations

We recommend removing the requirement to provide documents with copies of proof of identity with a refund declaration notice when making a bulk claim, and for refund points to hold such documents. This will allow streamlining of supporting documentation for refund declaration notices into one format and reduce data privacy risks for refund points.

It will remain at the discretion of the refund point operator to sight proof of identity when witnessing the signing of a refund declaration notice. Risk of fraudulent bulk claims is not increased due to the proposed introduction of new compliance provisions for bales – see Section 4.7 below.

4.7 New regulations 4JA and 4JB - compliance provisions for bales

Proposed regulation 4JB empowers the scheme coordinator to direct refund point operators to cease accepting bales under specific arrangements where compliance concerns arise. Submissions generally supported or were silent on proposed new regulation 4JB.

One submission recommended that the scheme coordinator be required to provide written reasons for stop notices, specify evidence of non-compliance, and establish a review mechanism for disputed determinations. It also suggested a comprehensive resourcing assessment of the coordinator's capacity to effectively monitor baled container acceptance, with the findings being published before regulation implementation and budget adjustments made as required.

4.7.1 Response to submissions and recommendations

We considered the feedback and do not recommend further amendments. We are satisfied that these matters will be adequately managed and reported under the existing legislative and policy frameworks for auditing of the coordinator's functions and performance by the CEO and the Minister, and through other budget processes.

4.8 Amendment to regulation 4W - streamlined reporting for minor beverage suppliers

Submissions generally supported the proposed amendment for annual reporting and payments for those supplying less than 150,000 beverage products into Western Australia in a financial year.

Some wine industry submissions suggested introducing a non-reporting threshold for very small producers or a simplified annual declaration. They further suggested a no-fee threshold of 20,000 or 100,000 beverage products a year, below which producers would not be required to pay scheme fees.

Some wine industry submissions also recommended raising the micro supplier threshold, with one recommending a supply threshold of 250,000 beverage products a year for micro producers and 250,000 to 500,000 for small producers.

4.8.1 Response to submissions and recommendations

We considered the feedback and do not recommend further amendments. The proposed micro supplier threshold of less than 150,000 beverage products supplied into Western Australia per year is already higher than Queensland's existing micro producer threshold of 100,000. Those supplying 150,000 or more beverages a year are not considered to be micro suppliers, especially given that many suppliers may also be supplying into other jurisdictions.

The CDS operates under an extended producer responsibility model, where suppliers contribute toward the cost of recycling the products they place on the market. Western Australia has one of the lowest scheme costs in the country and any fee-free threshold would shift these costs onto fewer suppliers, increasing their scheme contributions.

4.9 New Part 5 - transitional provisions

Submissions generally supported the proposed 36-month transition period for newly introduced container types known as 'transitioned containers', during which containers will not require a barcode or refund mark.

Many wine industry submissions noted a 36-month transition period at minimum is required to accommodate the wine sector's aged stock, with some submissions requesting permanent exemptions for all existing pre-bottled and cellared stock, to avoid re-labelling costs. One submission suggested exempting wine bottled before 1 July 2026 and wines of vintages 2025 or older from the scheme.

Another submission suggested reducing the transition period to 24 months, with a staged arrangement where larger suppliers must transition sooner than smaller ones. The submission also suggested interim temporary labelling requirements during the transition period to facilitate earlier consumer participation while permanent label designs were finalised. It further suggested mandating quarterly reporting for beverage suppliers during the transition period to track compliance, and six-monthly coordinator transition progress reports to enable early identification of implementation issues.

4.9.1 Response to submissions and recommendations

We do not propose any further amendments to the three-year transition period. This provides adequate time to ease the transition for new suppliers entering the scheme, and any additional reporting requirements would unnecessarily increase the administrative burden. Moreover, the coordinator's quarterly reporting is adequate to identify implementation issues.

We acknowledge that some spirits and wine will be aged beverage products. We propose a further amendment to enable an additional 10-year transition period for wine or spirits bottled and stored for aging before 1 July 2029.

4.10 Amendments to regulation 7 - new role for coordinator in relation to a national portal

Submissions generally supported the proposed regulation 7 amendments to add a function to those of the scheme coordinator to help establish and maintain a national container approval portal and database.

One submission recommended further expanding the scope of the coordinator function to recognise the coordinator's role in contributing to national harmonisation more generally, rather than confining it to the development of a portal.

One submission recommended the inclusion of additional portal functions, such as collating entity information before a supply agreement and export rebate agreement could be entered into, and the reporting of sales volumes of eligible containers.

Another submission recommended safeguard requirements to ensure Western Australia's participation in the national portal remained subject to appropriate oversight and annual reporting on portal development, including governance arrangements, cost implications for the state, data security provisions, and alignment with state regulatory objectives. The submission suggested formal ministerial approval before Western Australia committed to the national portal, for ensuring parliamentary oversight of any significant financial or operational commitments.

4.10.1 Response to submissions and recommendations

We considered the feedback and recommended further clarification of the full scope of the scheme coordinator's functions in relation to the national portal.

This might include specifying the coordinator can use the national portal to communicate, exchange information and request payments for container approvals, supply agreements and export rebates, as required under Part 5A of the WARR Act or the regulations. It might also include amendments to specifically enable the coordinator to apply scheme funds to meet the state's share of costs associated with the development, operation and maintenance of the national portal. Furthermore, the coordinator should be able to enter into, comply with, and give effect to interjurisdictional arrangements in relation to the portal's governance or operations, with the prior approval of the Department's CEO.

Once the national portal and database project progresses further, we will review whether further functions ought to be considered for the coordinator to support its full participation in national harmonisation initiatives on behalf of the state.

We note that the coordinator is already required to report on expenditure through the business plan and annual report, which is subject to Ministerial oversight and approval.

4.11 Amendments to regulations 12, 18 and 34 - administrative reporting matters

There was general support for proposed amendments to regulation 12 to change the Minimum Network Standards' review cycle for refund point locations and hours of operation from each year to every five years.

One submission suggested reconsidering the new review cycle timeframe due to scheme transparency concerns.

The submission recommended a three-year review cycle for the Minimum Network Standards, with provisions allowing the Minister to direct earlier reviews where significant operational issues, technological changes or demographic shifts warranted reassessment.

4.11.1 Response to submissions and recommendations

We considered the feedback and recommended no further amendments. The coordinator's annual reporting already considers the performance of the Minimum Networks Standards, and the Department's CEO can trigger review of the standards at any time if deemed appropriate to do so.

4.12 New regulation 14A - notice to Minister of work health and safety incidents

Proposed regulation 14A requires the scheme coordinator to promptly inform the Department's CEO about notifiable work health and safety incidents under the *Work Health and Safety Act 2020* occurring within the CDS collection network.

One submission recommended setting a 24-hour deadline for coordinator notification of notifiable incidents, with shorter timeframes specified for life-threatening incidents or fatalities. One submission recommended a five-business-day deadline, with notification occurring sooner when reasonably practicable.

One submission recommended that the coordinator maintain a public register of notifiable incidents within the collection network, to enhance scheme transparency and enable early identification of systemic safety issues.

4.12.1 Response to submissions and recommendations

We considered the feedback and recommended the coordinator notification requirement be set at five business days from giving or receiving the relevant notice.

A new provision has been added requiring the coordinator to notify us about a fatality within four hours of giving or becoming aware of the relevant notice.

The publishing of notifiable incidents within the collection network is a coordinator function and is an implementation matter not requiring a regulation amendment.

5 How will we use this feedback?

We used the submissions received during the consultation period to finalise the regulations, which will come into effect on 1 July 2026.

Appendices

Appendix A Stakeholder submissions list

The following stakeholders made submissions on the amendment regulations.

Name	Representative organisation
Amanda Whiteland	Margaret River Wine Association
Anthea Mann	Mann Winery
Daniel Pates	Stella Bella Wines
Duncan Harris	Harris Organic Wines and Spirits
Jeff Angel	Boomerang Alliance
Jodie Carlson	Western Australia Return Recycle Renew Limited
Josh Davenport	Myatts Field Vineyards
Karen Karri-Davies	Cape Grace Wine
Keira McConkey	WA Glass
Kit Sainsbury	N/A
Larry Jorgensen	Wines of Western Australia
Lauren Pileggi	Swan Valley Winemakers Association
Gayle Sloan	Waste Management and Resource Recovery Association of Australia
Lisa Scott	Australian Grape and Wine
Natalie Burch	Howard Park Wines
Pippa Nielsen	Vineyard28
Robert Mann	Corymbia
Shannon Doherty-Andall	Australian Beverages Council

Appendix B Out-of-scope feedback

Some submissions gave commentary on the scheme outside the scope of the proposed regulatory amendments. While no changes are required to the regulations, responses to industry concerns may be addressed through other measures. Stakeholder feedback and our response is summarised in the table below.

Table 1: Out of scope recommendations and response.

Submission feedback	Department response
<i>Scheme coordinator expansion implementation considerations</i>	
Provide suppliers with at least six months' notice (not 16 weeks) of any scheme price increases.	The coordinator is responsible for notifying suppliers about price variations. We will provide this feedback to the coordinator for consideration.
Request for wine industry board representation.	<p>The required composition of the coordinator's board is defined at Part 5A Division 5, s.47V(3) of the WARR Act.</p> <p>The board requires nine members of diverse representation which does not preclude wine industry representation.</p>
Remove the requirement for a statutory declaration like in Queensland's scheme.	<p>It is not within scope of the amendment regulations to propose any additional statutory declaration requirements.</p> <p>Statutory declaration requirements are currently an implementation decision for the coordinator for verification purposes.</p> <p>The Department's CEO may require any information or documents supplied by an applicant for a container approval or by a holder of a container approval to be verified by statutory declaration.</p> <p>We will provide this feedback to the coordinator for consideration.</p>
<i>National scheme harmonisation considerations</i>	
Work through national forums to ensure harmonised CDS settings, including uniform requirements for supplier thresholds, barcodes,	We are actively contributing to national CDS harmonisation working groups and regularly meeting with jurisdictional representatives to discuss harmonisation issues and opportunities.

labelling, registration, reporting, payments and auditing.	The Environmental Senior Officer Group (SOG) is the governance body responsible for providing sign-off on strategic and funding decisions relating to the national CDS portal in development. The SOG comprises senior delegates of the respective environment agency from each jurisdiction.
Harmonisation efforts should be closely monitored so that when states eventually align their schemes, Australians will be able to redeem any eligible container supplied into the one national market.	We have noted this feedback for future consideration.
<i>Development of scheme communications and guidance material</i>	
Ensure producer recognition and social licence by scheme communications that acknowledge the financial and operational contributions of producers. This includes communicating how recovered materials are recycled.	We have noted this feedback for communications planning and will pass it onto the coordinator for consideration.
Clarify the definition of container in relation to the introduction of streamlined approval pathways for containers made wholly of glass and aluminium containers (new regulation 3NB).	A container is defined in s.47C(1) of the Act. The regulations also define a whole container as a container that is whole, or that is not missing anything other than labelling or a lid, ring pull or other portion of the container that is designed to be removed by consumers for the purposes of accessing the contents of the container. We have noted this feedback for the development of guidance material.
Provide clear guidance on how wineries are expected to generate state-based unit sales data and provide transitional system design support so that small suppliers can comply without unreasonable manual burden.	We have noted this feedback for communications planning and will pass it onto the coordinator for consideration.

<p>Request for a funded statewide public education campaign on the final agreed containers to ensure optimal recycling outcomes.</p>	<p>We have noted this feedback for implementation planning and will pass it onto the coordinator for consideration.</p>
<p><i>Economic impact considerations</i></p>	
<p>Conduct a Western Australia-specific economic impact assessment on the wine industry.</p> <p>The true cost to producers is materially higher than estimated CDS rates and is unlikely to be recoverable through pricing.</p>	<p>Economic impact assessment of the scheme to data has not been beverage specific.</p> <p>A Decision Regulation Impact Statement from 2019 assessed the costs and benefits of the Western Australian CDS before its inception. It found benefits of \$1.29 for every \$1 of costs.</p> <p>The Economic Regulation Authority (ERA) studied the effects of the CDS on beverage prices in the state when the scheme began and concluded that the costs to beverage suppliers of participating in the scheme were passed on in full or part to consumers. More details are in the report on the effects of the container deposit scheme on beverage prices in Western Australia.</p> <p>The NSW Independent Pricing and Regulatory Tribunal (IPART) considered indirect costs in its review of the NSW scheme. IPART could not estimate the scheme's indirect costs but considered it was reasonable to conclude that indirect costs might be between 1.5 cents and 2.3 cents per container (including GST) over the first 12 months of the scheme's operations. More details are in the NSW Container Deposit Scheme report.</p>
<p>Industry should be compensated for dry goods written off due to implementation of the legislation.</p>	<p>Due to the proposed transition periods (Section 4.9) during which transitioned containers do not require barcodes or refund marks for 36 months, existing dry goods should not be written off due to implementation of the expansion.</p>
<p>Levy the policy on glass manufacturers and importers to lower the overall economic cost on the administration of the scheme.</p>	<p>The CDS operates under an extended producer responsibility model, where beverage suppliers contribute towards the recovery and recycling of their products. Scheme obligations lie with the</p>

<p>Discharge the CDS contribution through the bottle wholesaler or importer at the point of purchase of new bottles.</p>	<p>beverage suppliers and this model is widely used internationally.</p> <p>While extended producer responsibility embodies the principle of shared responsibility, in designing a scheme, it is necessary to limit complexity and minimise administration costs.</p> <p>It is unclear how payments would be managed if a non-paying or part-paying container wholesaler was supplying containers to multiple beverage suppliers in Australia. An inability to ensure compliance and recover funds would significantly increase the risk of scheme failure.</p>
<p>Request for clear provision confirming no penalties apply to tasting stock or re-released wines produced prior to the commencement date.</p>	<p>Any new containers subject to the expansion that were first supplied into the state before 1 July 2026 are not eligible under the scheme.</p> <p>Any transitioned container first supplied after 1 July 2026 but not supplied by the end of the first three-year transition period (e.g. cellared stock), will not require a barcode or refund mark during the proposed second transition period (the 10-year period from 1 July 2029). More information on the proposed transition provisions is available in Section 4.9.</p>
<p><i>Recycling and recovery considerations</i></p>	
<p>Instead of the CDS, introduce a dedicated kerbside glass-only collection system.</p>	<p>The cost-benefit analysis for the proposed CDS expansion prepared for the NSW Government concluded that a fourth bin for kerbside glass collection would achieve the highest amount of glass recovery. The same analysis found that the significant costs associated with a dedicated kerbside glass collection gave this option the lowest net present value and lowest cost-benefit ratio of the options considered³. More information is in the impact analysis report.</p> <p>We note that the cost of a fourth bin would typically be borne by ratepayers rather than the beverage container industry.</p>

³ Option 1 – Adding larger juice bottles, and glass wine and spirit bottles to CDS; Option 2 – Comprehensive addition to CDS (i.e. the scope used in Western Australia’s consultation paper); Option 3 – Comprehensive addition plus plain milk³ to CDS; Option 4 – Fourth bin for kerbside glass collection.

<p>As an alternative to the CDS, provide more government investment to improve kerbside recycling.</p>	<p>Glass collected through CDS collection systems provides the highest quality feedstock for re-use because of source separation. This reduces cross-contamination and improves recycling outcomes.</p>
<p>Prioritise interventions and infrastructure in non-household, high-recovery potential sources identified in the CDS baseline audit, such as mine sites, the hospitality sector, institutions, commercial and industrial sources and public place events.</p>	<p>A key strategic initiative in Western Australia Return Recycle Renew Limited's (WARRRL) 2025–2027 strategic plan focuses on increasing 'out-of-home' participation in the scheme through targeted, sector-specific initiatives. The Department and WARRRL are working together to progress these opportunities outside of any regulatory amendment process.</p> <p>For more information on these initiatives, see the Containers for Change webpage and look for the 'Participate' tab.</p>
<p>Prioritise and incentivise CDS glass for bottle-to-bottle recovery by establishing a mandatory hierarchy of recovery outcomes which includes a contamination limit.</p>	<p>Section 47c of the WARR Act requires that CDS containers must not be disposed of in a prohibited manner. Regulations can prescribe additional methods to be considered a prohibited manner, however regulations to require or incentivise bottle-to-bottle solutions are considered out of scope.</p>
<p>Commit to investment in glass beneficiation and re-manufacturing infrastructure to enable genuine bottle-to-bottle circularity.</p>	<p>Increasing the proportion of CDS glass containers that are remanufactured domestically via a bottle-to-bottle solution is a highly desirable outcome and could be considered as part of the coordinator's future reporting requirements or performance measures.</p>
<p>Explore national product stewardship alternatives.</p>	<p>This is an Australian Government decision and therefore out of the scope of these regulatory amendments.</p>
<p>Further attention needs to be given to agreements with material recovery facility (MRF) operators and local government to address any impacts that this expanded scope will have on existing municipal MRF processing contracts and the longer-term viability of MRFs.</p> <p>It is requested that the Department develops a clear and agreed</p>	<p>The Department and coordinator will continue consultation with MRFs in the lead-up to the expansion launch.</p> <p>We will have noted this feedback for implementation planning and will pass it onto the coordinator for consideration.</p>

<p>transition process for existing local government MRF contracts, as the scheme expansion may affect the commercial position of both councils and MRF operators.</p>	
<p>Containers registered under the scheme to include a mandated percentage of Australian recycled content to drive circularity, including creating jobs and investment in Australia.</p>	<p>This request would likely require a WARR Act amendment and is therefore outside the scope of these regulatory amendments.</p>