

Impact Analysis Statement

Summary IAS

Details

Lead department	Department of the Environment, Tourism, Science and Innovation
Name of the proposal	Waste Reduction and Recycling (Strengthening the Container Refund Scheme) Amendment Bill 2026
Submission type	Summary IAS
Title of related legislative or regulatory instrument	<i>Waste Reduction and Recycling Act 2011 (WRR Act)</i> Waste Reduction and Recycling Regulation 2023 (WRR Regulation)
Date of issue	March 2026

Proposal type	Details
Minor and machinery in nature	<p>Clarifying that the Product Responsibility Organisation is a unit of public administration</p> <p>Under the WRR Act, a Product Responsibility Organisation (PRO) may be appointed to manage the Container Refund Scheme (the Scheme). The functions of the PRO are such that it is considered to be a unit of public administration for the purposes of the <i>Crime and Corruption Act 2001</i>, however, the Health, Environment and Innovation Committee (the Committee) considered that there was sufficient ambiguity that there was merit in specifically prescribing it in legislation as a unit of public administration under the <i>Crime and Corruption Act 2001</i>. As a clarification, this proposal is minor and has zero/negligible regulatory costs.</p>
Regulatory proposals where no RIA is required	<p>Requiring the provision and approval of corporate and other documents</p> <p>Under existing provisions of the WRR Act, the PRO is required to prepare a range of corporate documents including an annual strategic plan, operational plan, and budget.</p> <p>The WRR Act also obligates the PRO to undertake certain functions which would require the development of other corporate documents, including:</p> <ul style="list-style-type: none"> - a plan for the collection network (its network of container refund points plan); - a process for managing complaints, including in relation to over 300 container refund points (its complaint management framework); - a methodology for calculating its costs, and how those costs are to be allocated across the beverage manufacturers that it services (its scheme payments and contribution methodology); - a plan for how it will invest any surplus (a governance and investment plan); and - a performance management plan.

To ensure transparency of the PRO's strategic approach, the proposal requires the PRO to provide the documents to the responsible Minister for information or approval, depending on the document. Operational and financial decisions remain the responsibility of the PRO. The PRO will then be required to publish the documents, other than the budget, on the PRO's website.

As the proposal primarily requires increased transparency and places the burden of assessment on the department, the proposal is not considered to increase costs or regulatory burden on business or the community.

Enhancing public oversight of the Scheme

The Scheme is established under the WRR Act and is administered by the PRO, appointed under the WRR Act by the responsible Minister.

Appointment as the PRO comes with government-like functions under the WRR Act, including the collection of funds from the beverage manufacturing industry. Payment of funds to the PRO is a precondition for being permitted to sell beverage products in Queensland.

The PRO has not previously been subjected to public oversight commensurate with the significant powers afforded to it under the WRR Act. This proposal provides significant improvements to public oversight, by requiring that the PRO:

- provide the government with existing information in its statutory reporting including:
 - o information about the mass and number of collected containers; and
 - o where those containers are sold after being collected;
- provide the government with information, similar with requirements placed on government-owned corporations;
- provide the government with access to its internal corporate strategy documents, and seek the Minister's approval for certain elements of those documents including:
 - o network of container refund points plan;
 - o scheme payments and contribution methodology; and
 - o governance and investment plan;
- publish its internal corporate strategy documents and statutory reports; and
- establish regular audits of the PRO's performance.

As the proposal primarily requires increased transparency of existing processes and not new work product, the proposal is not considered to increase costs or regulatory burden on business or the community.

Reforming the PRO Board process

Currently, the Board of the PRO comprises nine directors who include representatives of the beverage industry, at least one director who represents the interests of the community, as well as directors who have legal or financial qualifications and experience, as prescribed by the WRR Act. The chair of the Board and the director who represents the interests of the community are approved by the Minister.

The proposal does not create additional directors, which may come at a cost, but does require both greater diversity in their skills and representation. The proposal also provides for the Minister to approve all appointments of directors to the Board. The proposal is not considered to increase costs or regulatory burden on business or the community.

	<p>Small Beverage Manufacturer Support</p> <p>Since commencement of the Scheme, there has been a head of power in the WRR Act to limit the amounts payable by small beverage manufacturers, prescribed in regulation as any manufacturer selling less than 300,000 beverage containers per year.</p> <p>The Report outlines the cost of the Scheme on small beverage manufacturers and to support the findings in the Report, the Bill amends the WRR Act to provide that the regulation can also prescribe a method to calculate the maximum amount a small beverage manufacturer can be required to pay.</p> <p>It is proposed that the WRR Regulation will provide relief for small beverage manufacturers, with these manufacturers not being charged for the first 20,000 containers. This proposed approach aligns with consultation undertaken by the current PRO, COEX, in 2025 on the Scheme pricing.</p> <p>On balance this is a reallocation of costs and the proposal is not considered to significantly increase costs or regulatory burden on business or the community.</p> <p>Cost recovery</p> <p>From the inception of the Scheme, the WRR Act has required the manufacturers of beverage products to fund the cost of refund amounts paid for containers and the costs of administering the Scheme.</p> <p>However, to date, the costs faced by the Queensland Government to administer the Scheme – through the Department of the Environment, Tourism, Science and Innovation (DETSI) – have not been recovered from beverage manufacturers and have instead been met from State funding. The Bill proposes to address this issue by providing a mechanism for these costs to be recovered from beverage manufacturers, rather than being displaced onto Queenslanders through the State Government.</p> <p>The proposal is not considered to increase regulatory burden on business or the community, but will result in the PRO being required to reimburse DETSI for regulatory costs incurred. These are not estimated to be significant and can be met from within existing surpluses without increasing costs to business or the community.</p>
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*Refer to [The Queensland Government Better Regulation Policy](#) for regulatory proposals not requiring regulatory impact analysis (for example, public sector management, changes to existing criminal laws, taxation).

Impact assessment

All proposals – complete:

	First full year	First 10 years**
Direct costs – Compliance costs*	As discussed above	As discussed above
Direct costs – Government costs	As discussed above	As discussed above

* The *direct costs calculator tool* (available at qpc.qld.gov.au/best-practice-regulation) should be used to calculate direct costs of regulatory burden. If the proposal has no costs, report as zero. **Agency to note where a longer or different timeframe may be more appropriate.

*** Detail and assumptions should be recorded in the Full IAS.



Patricia O'Callaghan
Director-General
Department of the Environment, Tourism
Science and Innovation

Date: 31/03/2026



Andrew Powell MP
Minister for the Environment and Tourism
Minister for Science and Innovation

Date: 31/03/2026