

Information Paper

To support consultation on the draft Waste Reduction and Recycling (Strengthening the Container Refund Scheme) Amendment Regulation 2026.

Background

On 15 September 2026, the Waste Reduction and Recycling (Strengthening the Container Refund Scheme) Amendment Bill 2026 was passed in Queensland Parliament and has received royal assent.

[Waste Reduction and Recycling \(Strengthening the Container Refund Scheme\) Amendment Act 2026](#) (the Amendment Act) will commence by proclamation.

The Amendment Act amends the *Waste Reduction and Recycling Act 2011* (WRR Act) to address 13 of the 21 recommendations of the Health, Environment and Innovation Parliamentary Committee's (the Committee) report [Improving Queensland's Container Refund Scheme, Report No. 14](#) (the Report).

The Amendment Act enhances oversight mechanisms and arrangements, improves governance and accountability and increases the transparency of the Container Refund Scheme (the Scheme).

To provide greater transparency and accountability, the Amendment Act expands the corporate documents required of the Product Responsibility Organisation (PRO), as the Scheme coordinator. In addition to existing corporate documents, the Amendment Act also requires the PRO to develop a performance management plan, a governance and investment plan, a document setting out a scheme payments and contribution methodology, a network of container refunds point plan, an employment and industrial relations plan and a document setting out a complaints management framework.

The amendments also require the publication of certain information on the PRO's website, the ability to prescribe the timing of information to be published and timeframes for how long information is published on the website.

The amendments provide support for small beverage manufacturers. The Amendment Act introduces a head of power to enable an exemption to be prescribed by regulation for small beverage manufacturers regarding payment of contributions to the Scheme.

Amendments are required to the Waste Reduction and Recycling Regulation 2023 (WRR Regulation) to give effect to the Amendment Act.

Draft Amendment Regulation

The draft Waste Reduction and Recycling (Strengthening the Container Refund Scheme) Amendment Regulation 2026 (the draft Amendment Regulation) has been prepared to prescribe matters to support the Amendment Act and to improve the operation of the Scheme.

The draft Amendment Regulation amends the WRR Regulation to prescribe the following:

- The matters to be included in the corporate documents for the PRO;
- The information to be included in the PRO's quarterly and annual reports;
- The timing of information to be published on the PRO's website;
- The outcomes to be achieved by the PRO in administering the Scheme;
- The exemption and limits of amounts to be paid by small beverage manufacturers; and
- The standard terms for container collection agreements.

In addition, the draft Amendment Regulation addresses recommendation 19 of the Report which suggested expressly mandating the PRO to publish more detailed data about the proportion of recovered materials that are locally recycled.

The draft Amendment Regulation also makes minor changes to reflect consequential amendments or contemporary drafting practices.

The draft Amendment Regulation is a working draft and will be subject to further changes and refinement.

Next steps

To support government's consideration of the proposed amendments to the WRR Regulation, your feedback on the draft Amendment Regulation is sought.

Feedback

Feedback may be provided in writing via email to: legislation@detsi.qld.gov.au by close of business **Wednesday 21 October 2026**.

Overview of the draft Amendment Regulation

Matters to be included in corporate documents

New section 102BO of the Amendment Act specifies the corporate documents that the PRO must have each financial year.

This new section also states that each corporate document must include the matters prescribed by regulation.

The Amendment Act requires the PRO to develop the following corporate documents:

- A budget;
- A strategic plan;
- An operational plan;
- A statement of corporate intent;
- A performance management plan;
- A governance and investment plan;
- A document setting out a scheme payments and contribution methodology;
- A network of container refunds points plan;
- An employment and industrial relations plan; and
- A document setting out a complaints management framework.

The budget, strategic plan and operational plan are corporate documents which the PRO must already have under the WRR Act.

The PRO must submit to the Minister by 31 March each year, a draft of each corporate document required for the next financial year.

The draft Amendment Regulation specifies the matters to be included in each of the corporate documents to be prepared by the PRO each financial year.

These matters are not an exhaustive list, and the PRO may decide to include other matters in the corporate documents. These matters are the minimum matters which must be included in the corporate documents.

An overview of the matters which are proposed in the draft Amendment Regulation are detailed below.

- **Budget - new section 46B**

New section 46B proposes that the budget must include the estimated costs of the Scheme for the financial year; borrowings proposed to be made in the financial year by the PRO; and the PRO's policies for the financial year in relation to particular matters.

Details on what must be included in the estimated costs of the Scheme are also detailed in the section.

- **Strategic plan – new section 46C**

New section 46C proposes that the strategic plan must include the objectives the PRO plans to use to measure and report on the success of the Scheme in the financial year; the PRO's plans for contributing to achieving the objects of the Scheme; the PRO's plan for contributing to and achieving the goals and targets included in the [Queensland Waste Strategy](#), and the PRO's strategic priorities.

- **Operational plan – new section 46D**

New section 46D proposes that the operational plan must include the PRO's plans for complying with the strategic plan and statement of corporate intent; achieving the objectives stated in the strategic plan, achieving the objectives stated in the statement of corporate intent; achieving continuous improvement of the Scheme and achieving the outcomes prescribed under new section 102BL of the Amendment Act.

- **Statement of corporate intent – new section 46E**

New section 46E proposes that the statement of corporate intent include the PRO's objectives for the financial year, and the nature and scope of the activities proposed to be undertaken by the PRO in the financial year.

- **Performance management plan – new section 46F**

New section 46F proposes that the performance management plan must include the PRO's plans for measuring Scheme performance in the financial year; the expected return on investment for the Scheme in the financial year; and the standards for the performance of the PRO in managing complaints relating to the Scheme in the financial year.

New section 46F includes examples of standards for the performance of PRO in managing complaints.

The section also details what the PRO's plans for measuring the performance of the Scheme must include and a definition of return on investment.

- **Governance and investment plan – new section 46G**

New section 46G proposes that the governance and investment plan must include the PRO's plans for undertaking investment in infrastructure and programs to benefit the environment during the financial year, and the PRO's plans for using any surplus or unspent funds from the preceding financial year.

- **Document setting out scheme payments and contribution methodology – new section 46H**

New section 46H proposes that the document setting out the scheme payments and contribution methodology for a financial year must include information about how the estimated costs of the Scheme are calculated.

The section also details the information that must be included in setting out how the estimated costs are calculated.

- **Network of container refund points plan – new section 46I**

New section 46I proposes that the network of container refund points plan must include the number of container refund points the PRO plans to be in operation by the end of the financial year; the number of each prescribed type of container refund points to be in operation by the end of the financial year; particular information for each of the new container refund points to be in operation by the end of the financial year; and the amount of support to be provided in the financial year to the operators of the container refund points.

- **Employment and industrial relations plan – new section 46J**

New section 46J proposes that the employment and industrial relations plan must include the arrangements for all major employment and industrial relations issues for the PRO for the financial year; the remuneration expected to be payable in the financial year; the conditions of employment applicable to the employees of the PRO; the arrangements for superannuation applicable to employees of the PRO; the redundancy policies applicable to employees and the executive officers of the PRO, the number of employees expected to be covered by an award or industrial agreement; and the number of employees expected to be covered under an employment contract in the financial year.

- **Document setting out complaints management framework – new section 46K**

New section 46K proposes that the document setting out a complaints management framework for a financial year must include the PRO's plans for managing complaints relating to the Scheme received or dealt with in the financial year; information about the types of complaints relating to the Scheme that may be made to the PRO or an entity other than the PRO; information about how complaints relating to the Scheme may be made to the PRO; and a statement that the PRO's performance management plan for the financial year includes the standards for the performance of the PRO in managing complaints relating to the Scheme.

Information to be included in quarterly reports and annual reports

New sections 102BU and 102BV of the Amendment Act require quarterly reports and annual reports be given to the Minister about the PRO's operations for the relevant period.

New section 102BU(3) provides that the quarterly report must include information required under the PRO's strategic plan and any other information prescribed by regulation.

New section 102BV(3) details the information that the annual report must contain, which includes information prescribed by regulation.

These matters are not an exhaustive list and the PRO may decide to include other matters in the quarterly report and annual report.

New section 46L of the draft Amendment Regulation prescribes the following information to be included in the quarterly report and annual report:

- A statement evaluating the PRO's performance under the performance management plan, the document setting out scheme payments and contribution methodology, the network of container refund points plan, and the document setting out a complaints management framework;
- If the PRO has a policy about gifts and benefits for directors and employees, a statement of compliance about whether the policy has been complied with;
- If the PRO is registered as a charity – a statement of compliance about whether the PRO has complied with the *Australian Charities and Not-for-profits Commission Act 2012* (Cth);
- Information in relation to containers collected at container refund points;
- Information in relation to containers sent for recycling from container refund points;
- Information in relation to containers disposed of to landfill from container refund points;
- Information in relation to the container refund points in operation at the end of the relevant period; and
- Tables of volumes and numbers regarding containers and container refund points.

Publication of information

New section 102CE of the Amendment Act details the information that the PRO must publish on their website.

The information must be published within the period prescribed by regulation.

Section 46M of the draft Amendment Regulation proposes the timeframes for publishing each type of information.

Small beverage manufacturer exemption

New section 99R of the Amendment Act enables the regulation to limit the amount payable by small beverage manufacturers under container recovery agreements for the Scheme. The section enables a regulation to prescribe a maximum amount or a method of calculating a maximum amount. The intent is to provide financial relief for small beverage manufacturers.

The Amendment Regulation proposes an exemption on amounts payable for the first 20,000 beverage products produced by small beverage manufacturers each financial year.

This amendment supports the Committee's recommendation 17 to consider ways to reduce the financial impact of the Scheme on small beverage producers.

Standard agreement terms

Sections 99Q, 99ZA and 99ZF of the Amendment Act require container recovery, container collection and material recovery agreements to include standard terms outlined in Schedules 6 to 8 of the Regulation.

Schedules 6, 7 and 8 of the Regulation are amended by the Amendment Regulation to ensure that Scheme agreements are consistent with the newly required corporate documents.

The amended provisions are aimed at improving oversight and preventing unfair or discriminatory conduct, and will only apply to agreements made after the commencement of the Amendment Regulation.

These amendments also support the Committee's recommendation 16 regarding the use of container refund points for collection of other recyclable items, clarifying that container collection and material recovery agreements cannot unreasonably prevent operators from providing other waste services such as the collection of soft plastics or batteries.