

**INDEPENDENT REVIEW OF  
CONTAINER DEPOSIT LEGISLATION  
IN  
NEW SOUTH WALES**

**FINAL REPORT – VOLUME III**

**Prepared for:  
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Minister for the Environment**

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**INDEPENDENT REVIEW OF CONTAINER  
DEPOSIT LEGISLATION IN NSW**

**VOLUME III**

**CONSULTATION AND SOCIAL RESEARCH**

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## 1 Overall Key Findings

Consultation and social research form a key component of the CDL review. A range of methods have been used to explore the opinions of interest groups, interested members of the public and those of “typical” citizens. The consultation and social research methodology in the CDL Review can be categorised as follows:

- ❑ Stakeholder and community consultation including interviews and discussions with key stakeholder groups as well as written public submissions from interested groups and individuals from the community.
- ❑ Deliberative and representative processes to explore community opinions through a Citizens’ Jury<sup>1</sup> and a two-staged informed opinion poll known as a ‘Televote’.

The key findings can be summarised as follows:

- ❑ Limited social research has been conducted in Australia and internationally on CDL. The work that has been done has largely been in the form of quantitative surveys of the public through opinion polls and referenda, which explore attitudes to existing CDL systems or community opinions on the potential introduction of a CDL system.
- ❑ Based on consultation with various stakeholder groups it is apparent that there are polarised views on the costs and benefits of introducing CDL in NSW.
- ❑ The qualitative and quantitative CDL Social Research methods have revealed that there is majority support for the introduction of CDL in NSW. The key findings of the Televote and the Citizens’ Jury include:
  - With no information on issues relating to CDL, 71 percent of Televote respondents supported the introduction of CDL in NSW. This result is consistent with results from a BIEC survey conducted in 1997 where 77 percent of respondents (N=1007) supported refundable levies on cans and bottles (BIEC 1997).
  - With access to balanced written information on the various arguments in favour and against CDL but with limited discussion and exchange, the support for CDL reduced to 59 percent.
  - With access to essentially the same written information, presentations from government officials and independent CDL experts, as well as exposure to three days of deliberation, 11 randomly selected citizens of NSW reached the following conclusion:

*“The Citizens’ Forum has unanimously agreed to the implementation of CDL in NSW within the framework of the following recommendations...”*
  - Where the public participates in CDL systems there is strong support for the legislation with a trend towards increasing support the longer the legislation is in place. This support appears to be an international phenomenon wherever CDL exists, regardless of whether respondents have access to kerbside recycling services or not.

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<sup>1</sup> The Citizens’ Jury was renamed a Citizens’ Forum towards the later stages of Social Research for reasons described in 8.2.

## **2 Introduction**

### **2.1 CDL Public Participation Approach**

Social research forms a key component of the CDL Review. The methodology is designed to explore the opinions of interest groups, interested members of the public and those of typical citizens (i.e., a cross-section of citizens).

A combination of qualitative and quantitative methods of stakeholder consultation and public participation was employed in the CDL Review to explore broad trends as well as an in-depth understanding of the key concerns and issues. This approach also ensured that both interest groups and the broader community could participate in the Review. The key components of the public participation process included:

- Stakeholder and community consultation
  - interviews and discussions with key stakeholder groups;
  - written public submissions from interested groups and individuals from the community;
- Deliberative and representative processes to explore community opinions:
  - a two-staged informed opinion poll known as a 'Televote';
  - a Citizens' Jury.

The stakeholder interviews and public submissions took place from October to December 2000. The research into community opinions through the Televote and Citizens' Jury was conducted between mid-January and mid-February 2001.

The following sections of the report describe:

- previous social research on CDL and related issues;
- background to the CDL methodology design;
- an outline of the CDL Social Research methodology;
- key outcomes of the Televote and the Citizens' Jury.

### 3 Stakeholder and Community Consultation

Two processes were used to consult interested groups and community members in the CDL Review.

- ❑ Key interest groups (referred to as stakeholder groups) were invited to discuss their perspectives, concerns and suggestions with Dr. Stuart White.
- ❑ Interested members of the public (including the above mentioned interest groups) were invited to submit written submissions on issues for consideration by the CDL Review.

#### 3.1 Stakeholder Discussions

Letters inviting participation in the CDL Review were sent out in September 2000 to organisations representing state and local governments, waste boards, industry groups, and environment and consumer organisations with an interest in CDL. A number of discussions were held with the key stakeholder groups from October to December 2000.

The objectives of these discussions were:

- ❑ to communicate to stakeholders the terms of reference and methodology of the Review and opportunities for involvement;
- ❑ to obtain a first hand understanding of the major issues for stakeholders in relation to CDL;
- ❑ to supplement any submissions that these groups or individuals may have submitted;
- ❑ to obtain information and data necessary for the analytical component of the Review.

The following *Table 3.1-1* provides a list of the organisations involved in discussions.

Organisation	Representative
Adelaide University School of Economics	Dr John Hatch
Association of Liquidpaperboard Carton Manufacturers Inc	Gerard van Rijswick
Australasian Soft Drink Association (ASDA)	Tony Gentile
Australian Food and Grocery Council (AFGC)	Matthew Warren
Australian Retailer's Association (ARA)	Bill Healey Stan Moore
Beverage Industry Environment Council (BIEC) <sup>2</sup>	Marie McCaskill Bruce Powell Russ Martin
C4ES Pty. Ltd.	Rick Ralph
Bright Star Environmental	Directors and staff
Central Coast Waste Board	Trevor Hockley
Eastern Waste Management Board, Adelaide	Vaughan Levitske Stephen Smith
EPA South Australia	John Phillips
Keep South Australia Beautiful, Adelaide	Cr. Peter Woods Peter Hopper Robert Verhey
Local Government and Shires Association (LGSA)	Bob Beynon
National Packaging Covenant Council	Directors and staff
Northern Sydney Waste Board - Strategy, Policy and Projects Committee	

<sup>2</sup> BIEC member companies represent 90% of the soft drink market in Australia, 96% of the Australian beer market, and provide 100% of the glass beverage bottles production, and the major suppliers of PET and aluminium cans in Australia.

Organisation	Representative
New South Wales Environment Protection Authority (NSW EPA)	Roz Hall Susan Cenedese Gretel Purser Gregor Riese Geraldine Andrews Susan Dobinson Geoff Young
NSW Waste Contractors and Recyclers Association	Directors and Staff
Publishers National Environment Bureau	Dick Parrott Tony Wilkins
Recyclers of South Australia Scoutbottle	Robert Naismith John Lester
Southern Sydney Waste Board	Directors (4) John Patterson
Statewide Recycling, Adelaide	Tony Spadavecchia
Visy Recycling, Melbourne	Chairman and Executive Team
Waste Boards Combined General Managers	General Managers (7)
Waste Crisis Network	Keelah Lam Virginia Milson Lyndall McCormack Peter Hopper Colin East
Western Sydney Waste Board	Jane Pretty Mark Glover
Wright Strategies	Tony Wright <sup>3</sup>

**Table 3.1-1: Organisations and representatives of stakeholder groups interviewed for the CDL Inquiry.**

The discussions with the stakeholders achieved all their objectives, in that:

- ❑ The discussions gave a first-hand understanding of the stakeholders' perspective on the CDL Review.
- ❑ Most of the major issues mirrored those raised in the written submissions submitted by the stakeholders, namely, CDL's impact on kerbside recycling, litter reduction, infrastructure and establishment costs, extended producer responsibility, and the National Packaging Covenant.
- ❑ The discussions provided extensive data sources for the Review, notably the data from the Australasian Soft Drink Association (ASDA) was particularly helpful<sup>4</sup>.

### 3.2 Submissions to the Review

Submissions were invited from individuals, community groups/organisations and industry groups to provide their opinions on the CDL Review and the review process.

Advertisements were placed in several newspapers, including the Sydney Morning Herald on 14 October 2000 inviting submissions from the public. Media releases were sent and radio interviews were broadcast in regional areas of NSW during October and November. A CDL Hotline "1800" number was set up and

<sup>3</sup> Tony Wright was the Chairman of the *Alternative Waste Management Technologies and Practices Inquiry*, the report of which was released in April 2000.

<sup>4</sup> The ASDA provided detailed information on current material recovery rates, estimated value of container materials recycled, and detailed information on possible models and current experience elsewhere.

members of the public were invited to express their opinion on CDL over the phone, or by requesting an information package that included the Issues Paper, a submission cover sheet and a Reply Paid envelope for people to send their submissions. A copy of the Issues paper is attached in *Appendix A*. The initial deadline for the submissions was 10 November 2000. Due to requests from a number of individuals and groups, this was later extended by two weeks to 24 November 2000. A website ([http://www.isf.uts.edu.au/CDL\\_Review](http://www.isf.uts.edu.au/CDL_Review)) was also set up containing information on container deposits, the methodology used in the review process and links to other information on CDL.

A total of 77 submissions were received. The submission categories are shown in *Table 3.1-2*. A list of persons/organisations that provided submissions to the Review, is included in *Appendix B*

Submission category	Number of submissions received	No. of submissions that support CDL	No. of submissions that oppose CDL
Individual (members of the public)	21	21	-
Community organisations <sup>5</sup>	15	15	-
Industry organisations <sup>6</sup>	10	1	9
Local government & Waste Boards	31	30*	1
<b>TOTAL</b>	<b>77</b>	<b>67</b>	<b>10</b>

\* Three submissions show conditional support.

**Table 3.1-2: Number and Categories of Submissions.**

The submissions were reviewed and have been summarised. Sixty-seven submissions supported the introduction of CDL in NSW, with three supporting it on a conditional basis. Ten submissions opposed the introduction of CDL.

The key issues raised in the submissions are shown in the table at *Appendix C*. The main issues and quotes from the submissions received are summarised below.

### **3.2.1 Contribution to Waste Reduction**

Sixty-nine submissions addressed the impact of CDL on waste reduction. Most of these indicated that CDL would contribute to waste reduction by reducing the volume of waste going to landfill and also by reducing the number of recyclables ending up in the waste stream. The LGSA stressed that CDL has the potential to reduce the total amount of waste disposed and also has other environmental, economic and social benefits to the community such as reduction of litter, reduction of refuse that blocks drains, and reduction in the amount of packaging material placed in public bins and in kerbside recycling. However, the submission received from the Waste Contractors and Recyclers Association stated that “*if the object (of introducing CDL) is to recover reusable material from the waste stream thus saving natural/virgin resources and reducing the pressure on landfill, then a true comparison needs to be made between what percentage of the total waste stream is extracted for recycling and what percentage goes to landfill.*” The BIEC submission referred to the National Packaging Covenant as a better tool for effective waste reduction as it covers a broader range of materials than CDL.

<sup>5</sup> The submissions that were received from the community organisations focused primarily on four main areas: contribution of CDL to waste reduction; impact on kerbside recycling, impact on litter reduction and the community’s willingness to pay for the implementation of CDL.

<sup>6</sup> The majority of industry submissions came from beverage industry groups (including milk) and retail associations.

### **3.2.2 Impact on Kerbside Recycling**

A majority of the submissions referring to the impact of CDL on kerbside recycling were from local government (16). The key issue raised by these submissions was that kerbside recycling is not an economically viable waste management practice, with councils losing millions of dollars in the process and effectively subsidising the beverage industry. According to the submission received from Marrickville Council, *"Kerbside recycling and littering are issues requiring new management solutions and the review of CDL is a positive step towards providing a more sustainable approach to these important community and environmental issues."*

Submissions from industry groups (eight submissions) in relation to the impact of CDL on kerbside recycling expressed concern about the two waste collection systems working in parallel, namely CDL and kerbside recycling. The BIEC submission stated that *"Implementing CDL on top of existing kerbside programs may require renegotiating all existing waste and recycling collection contracts based on assumptions about likely program yields, material revenues and handling fees"*. According to the industry submissions, CDL would take valuable material like aluminium and glass out of the kerbside collection system, thereby making the system unprofitable. According to the Australian Retailers Association, *"Kerbside recycling and CDL are not compatible. According to studies<sup>7</sup>, Adelaide has the second lowest performance levels in the country in its kerbside recycling system."* The submission received from the Packaging Council of Australia states that *"CDL costs more to operate on a per ton collected basis than kerbside."* The Australasian Soft Drink Association stated *"The materials of sufficient economic value to make the kerbside collection system viable, are glass, PET and aluminium, the very items that would be removed from the system should CDL be introduced."*

Some submissions received from individuals addressed kerbside recycling; pointing out that kerbside collection was more convenient than returning containers to depots for people with disabilities and for those having no direct access to transport.

### **3.2.3 Impact on Litter Reduction**

A large number of local government submissions (25) considered that CDL would reduce litter, alleviating many problems in most council areas, especially in rural areas. While a majority of the submissions related to the benefits of introducing CDL to reduce litter, especially along roadsides and in public places, a few submissions from industry expressed concern about using CDL as another anti-littering legislation when others like the Stormwater Program and the State's new litter laws already exist. Other comments on the impact on litter reduction were that CDL would have to include a variety of containers to achieve significant litter reduction. The NSW Milk and Dairy Products Association (NSW MDPA) submission stated, *"there has been no evidence to show that CDL reduces littering."* While the submission from BIEC did accept that CDL has a significant impact on reducing beverage container litter, it questioned the impact on other types of litter or littering behaviour in general. It also questioned its effectiveness in light of evidence<sup>8</sup> that shows that cigarette butts are major contributors to the litter stream, while deposit bearing containers represent less than 10 percent of litter (based on a per item count).

### **3.2.4 Impact on achieving Improved Environmental Outcomes**

Twenty submissions, ten of which were from members of the public, stressed the introduction of CDL would lead to improved environmental outcomes. These would be in the form of reduction in solid waste, air and water pollution, reduction in the amount of plastic in the waste stream, conservation of natural resources, reduction in energy consumption through use of recycled glass and plastic containers, and a

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<sup>7</sup> Independent study conducted by A Price Consulting

<sup>8</sup> Keep Australia Beautiful (1996) *Looking at Litter...and What's Being Done About It*, Deakin: KAB

reduction in demand on virgin materials. The submission from the Australasian Soft Drink Association contradicted this by stating that *“The hidden environmental costs of CDL include use of pesticides, aesthetic costs of collection depots and increased use of fossil fuels for consumers to travel to collection depots...There would be an increase in travel, in and out of collection depots, and also in maintaining kerbside collections for non-deposit items.”*

### **3.2.5 Infrastructure and Establishment Costs**

Twenty submissions raised the issue of costs involved in the establishment and infrastructure of container collection depots. Some local government submissions and individual submissions indicated that using existing facilities and point of sale returns would minimise establishment costs. According to the Manly Greens’ submission, when considering costs of establishing and maintaining a CDL system, some of the factors that need to be addressed include *“rising costs of disposal to dwindling landfill sites, increasing costs of transport to such sites, increasing costs associated with increasing pollution of waterways by littering with beverage and other containers, loss of re-usable containers through single trip application, loss of recyclable materials (especially glass) as a result of fines introduced by breakage during kerbside collections and locally targeted increases in job opportunities associated with reuse of beverage and other containers in both rural and metropolitan areas.”*

Some industry submissions pointed out that establishing depots would be financially and logistically challenging. The Australian Retailers Association, in its submission to the Review, stated that *“the most significant costs of introducing CDL would be borne in the purchase of CDL depots and or obtaining extra retail space to cater for collection of containers. Further costs would also be added in handling the returned containers – in effect double handling, adding additional costs, if the containers have been returned through kerbside recycling collectors.”*

### **3.2.6 Financial Impact on the Beverage Industry**

Eleven submissions addressed the financial impact of CDL on the beverage industry. According to the LGSA, *“the net financial impact on the beverage industry will be minimal, if any...There may be some minor costs associated with amendments to labelling to reflect the deposit/refund that applies to containers. The beverage industry has been highly subsidized by local government and ratepayers over a long period of time.”*

The submission from Dairy Farmers stated that the implementation of CDL would increase the dairy industry costs, which would in turn have to be passed on to the consumer. Another industry submission stated that CDL would affect regional bottlers who would be forced to absorb and pass on CDL costs in the costs of their beverages and would thus further disadvantage themselves from competing with major companies. Beverage distributors would have added deposit and handling costs. According to the National Association of Retail Grocers of Australia (NARGA), *“...larger businesses might well be able to absorb such (CDL) costs, at least temporarily, resulting in their achieving a competitive advantage which would result in widespread failure of small and medium businesses; such businesses have still not adjusted to the cost and workload impacts of the GST; independent retailers report that their accounting time has increased from 15 minutes a day to 90-120 minutes a day; accountancy costs have also increased, placing them under greater financial pressure.”*

### **3.2.7 Community’s Willingness to Pay for CDL**

Twenty-two submissions addressed the issue of the community’s willingness to pay for the costs associated with the implementation of CDL. Some of the points raised in individual submissions stated CDL enjoys wide community support in South Australia and there was no reason why it should not in NSW, especially when the benefits of having CDL far outweigh the costs. Some submissions from individuals, however, also expressed concern about a deposit of five cents not being enough incentive for

people to return containers to the depots. According to the Manly Food Cooperative, “surveys conducted by UNSW students on attitudes towards CDL over four years at the Manly Food and Wine Fest, show the community is willing to accept CDL if implemented.” The Australian Retailers Association and a few other industry submissions pointed out that with a high likelihood of CDL costs being passed on to the consumer, there could be changes in “consumers’ purchasing behaviour”. The LGSA believes that implementing CDL would incur no net cost to the community, whereas kerbside costs are substantial. Attitudinal surveys<sup>9</sup> conducted by the LGSA also showed the community’s strong support for CDL.

### **3.2.8 Impact on other Waste Minimisation Initiatives**

A total of 20 submissions discussed the pros and cons of CDL compared to other waste minimisation initiatives. The arguments in favour of CDL were that the introduction of the legislation would help to increase public awareness and responsibility, which are crucial to the success of any waste minimisation program. According to Deniliquin Council, “*Container Deposit Legislation is seen as a means not only to reduce litter but as part of the broader approach to enable local government to meet its obligations for waste minimisation and as a means of resource conservation.*”

Industry groups argued that CDL would have a ‘deleterious’ impact on other waste minimisation initiatives, particularly kerbside recycling, by removing items of economic value like glass, aluminium and PET, rendering the system unviable. According to the Waste Contractors and Recyclers Association of NSW, “...*CDL would not have a beneficial effect economically on the recycling industry nor on the community at large. Instead it would fragment the industry, reducing economies of scale and increasing the cost per unit of sorting at a MRF, probably to the point where such activity is totally uneconomic.*”

### **3.2.9 Extended Producer Responsibility (EPR)**

EPR as defined in the Issues Paper is a principle that encourages product manufacturers to take responsibility for the entire life cycle of products. Points raised in submissions relate to this definition of EPR. According to some council submissions, the introduction of CDL would encourage manufacturers to develop packaging and manufacturing processes that are more ecologically sustainable. Twenty-one submissions discussed the issue of EPR in relation to CDL. The Sydney Coastal Councils Group submission stated, “*Legislation must ensure that the container remains the property and responsibility of the manufacturer or importer, as this will ensure that they are ultimately responsible for the refilling, recycling or disposal of the containers they supply. The current voluntary national packaging action plans are insufficient as they allow industry to sponsor a few recycling programs or clean up initiatives but still have no formal responsibility for the containers they produce.*”

The submission received from Compaq Computers Australia stated that using a reverse-logistics approach would help to bring EPR into the packaging industry. “A major shift in getting this process in place was working with a reverse-logistic concept (using the expert knowledge of existing outward distribution systems, only in reverse). This enabled operations people to grasp and simplify a ‘recycling’ collection. The wording choice facilitated understanding, and ultimately led to a collection and recycling process being implemented.” According to the Australasian Soft Drink Association, “Soft drink manufacturers and their packaging suppliers have taken up the challenge of extended producer responsibility... (through) active commitment to the National Packaging Covenant, development and application of IWRPs in NSW and Victoria and of course, CDL in South Australia”.

According to a submission received from a member of the public, taxes should be levied on the use of virgin material in the manufacturing processes, while incentives should be given to manufacturers who use recyclable material. The submission from the Mayor of Waverley Council contains a paper on

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<sup>9</sup> Container Deposit Legislation – Local Government and Shires Association, May 1999 – In Appendix 2 of LGSA submission to the Container Deposit Legislation Inquiry.

Extended Producer Responsibility, its definitions and instruments to achieve EPR like “regulation, economic incentives/penalties and consumer information”, which according to the submission, are generally used in combination to achieve the desired outcome.

### **3.2.10 Relationship to other State/Federal Policies**

Ten submissions discussed how CDL relates to other state and federal policies. The points raised, in particular by industry submissions, referred to the fact that the implementation of CDL would divert funds from current programs being run under the National Packaging Covenant to cover additional costs in a CDL system. The Australasian Soft Drink Association stated, *“The NSW Government has been actively involved in the development of the National Packaging Covenant and the resulting Joint Action Plan in NSW. The introduction of CDL at this point in time would be a major diversion from the stance taken by the government with no net environmental gains to be achieved.”* The impact of CDL on the National Packaging Covenant as addressed in the submissions, has been discussed in further detail in *Volume II, Section 2.3*. With regard to regulations pertaining to food storage, the Australasian Soft Drink Association submission stated that *“the Australia New Zealand Food Authority is currently establishing new regulations that are expected to have a hygiene plan based on hazard analysis, critical control points (HACCP). Introducing contaminated waste into the system is unlikely to meet the criteria for such a hygiene plan.”*

### **3.2.11 Health Concerns**

Public health concerns in relation to CDL were discussed in four submissions, three from industry and one from an individual. Occupational health and safety issues would have to be considered during the handling of containers at sorting facilities and return depots. Used containers stored on the premises of retailers and at collection depots close to residential areas would attract vermin, pests and diseases. Other health concerns pertained to the scavenging of rubbish bins by children and others, which could cause injuries and diseases due to unhygienic conditions. The Dairy Farmers’ submission expressed concern about the impact of CDL affecting the cost of milk and reducing milk consumption, which would affect the health of the community. According to the NARGA submission, *“returned containers also raise questions of occupational health and safety in relation to spills, breakages, baling and fire hazards.”*

### **3.2.12 Employment/Income Creation**

Eighteen submissions related to positive and negative impacts of the introduction of CDL on employment. The negative impact of the introduction of CDL on employment, according to Dairy Farmers would be felt by community groups and charities that collect containers for profit, as *“these revenues would be taken from community groups and given to commercial companies, while the community groups would have to seek funding elsewhere.”*

According to the submissions, the positive impacts of CDL would include the generation of employment, especially for unskilled labour in regional areas with the establishment of collection depots and sorting facilities, and benefits to the poor through the redemption of containers at collection depots. According to the Manly Greens, *“CDL and the associated re-use of packaging generates more jobs. For example, new enterprises are established to cater to the need for sterilisation of beverage containers for re-use.”*

### **3.2.13 National Packaging Covenant**

Eleven submissions, eight of which were from industry groups, discussed the impact of CDL on the National Packaging Covenant. There was concern that the National Packaging Covenant had unprecedented support in the packaging and manufacturing industry and the introduction of CDL would be a “breach of faith” that would undermine the Covenant. The Packaging Council of Australia, in its submission to the CDL Review stated *“The introduction of CDL would have serious, adverse, and perhaps fatal, consequences for the National Packaging Covenant”*. Similar concerns were expressed by

other industry groups like the ARA, the Australian Industry Group and NARGA Australia. The NSW MDPA and Dairy Farmers currently operate under the NSW Dairy Industry Waste Reduction Plan. While Dairy Farmers claims that the effectiveness of the Plan is yet to be assessed, the NSW MDPA believes that the Plan is too ambitious in terms of achieving targets and does not provide a suitable framework for the industry's future packaging endeavours. As such, *“the industry will not be seeking a renewal of the Plan when it expires on 4 April 2001. Instead, it will concentrate its efforts on the nationally based National Packaging Covenant. All members of the Association will have individually joined the Covenant by the end of the Plan.”*

According to BIEC, *“if CDL is intended to minimise waste, then its effectiveness should be evaluated in the light of its interaction with the Covenant...(that) requires producers to accept responsibility for all wastes generated by their activities, which means much broader coverage than CDL. Strict enforcement of the Covenant's supporting legislation may therefore have much greater impact on litter and waste minimisation than implementing CDL.”*

The LGSA's position on the National Packaging Covenant is that it should not be introduced at the expense of CDL. The Australian Local Government Association (ALGA) resolved the following at a meeting held in 1999:

- ❑ The ALGA reaffirms its position that the NPC in draft form is unacceptable to local government and as such will not be signed.
- ❑ That ALGA believes there must be a definition included clearly stating that industry has a responsibility for the materials it creates throughout the lifecycle of the product.
- ❑ There needs to be a commitment by industry to the waste hierarchy.
- ❑ There needs to be inclusion of the principle of waste minimisation as a fundamental goal.
- ❑ There needs to be a statement that local government is not part of the packaging chain but may be able to use its infrastructure to provide a service for the recovery of materials.
- ❑ That “shared responsibilities” needs to be replaced by “industry lifecycle responsibility”.
- ❑ That the NPC provide for the development of a variety of collection systems rather than just kerbside, including collection depots, surcharges and CDL.
- ❑ There needs to be an agreement that industry will pay returns for commodities commensurate with the cost of collection.
- ❑ That ALGA and State Associations write to member councils informing them of this policy position with regard to the NPC stressing the need for local government to remain united until the NPC is in an acceptable form for local government.

## 4 Existing Social Research on CDL

Limited social research has been conducted in Australia and internationally on CDL. The work that has been done has largely been in the form of quantitative surveys of the public through opinion polls and referenda, which explore attitudes to existing CDL systems or community opinions on the potential introduction of CDL systems. In addition to this research specific to CDL, there have been a number of surveys on the satisfaction with existing recycling services and willingness to pay additional funds for recycling services. Some qualitative studies have been conducted in both Australia and internationally which explore litter and recycling behaviour and motivations. The literature review revealed that the social research component of the CDL Review is the first independent and extensive quantitative and qualitative exploration of community preferences on CDL in NSW.

### 4.1 Social Research in NSW on CDL

The only surveys known to ISF that have been conducted in NSW specifically relating to CDL (refundable levies, deposit systems etc) include:

- A national survey “Kerbside Recycling – Community Concerns Survey” conducted in 1997 by Community Change Consultants on behalf of the Beverage Industry Environment Council (BIEC 1997).
- A short face-to-face survey was conducted by the Local Government and Shires Association (LGSA) in 1998 on the “CDL Day of Action” at Circular Quay in Sydney.

The relevant results of these surveys for the CDL Review are summarised in the tables below.

#### Some Key Findings on CDL issues from

#### Kerbside Recycling – Community Concerns Survey (BIEC 1997).

The survey involved 250 residents from four cities: Melbourne, Sydney, Brisbane and Hobart (N=1,007 in total) and explored a range of issues relating to recycling including questions on refundable and non-refundable levies<sup>10</sup> as well as attitudes to packaging and government regulation. Some of the relevant findings include:

- Approximately 77 percent<sup>11</sup> of the surveyed population supported refundable levies – a finding nearly identical across all cities (Sydney, Melbourne, Brisbane and Hobart). Approximately 38 percent of the sample supported non-refundable levies and this support was the strongest in Sydney (46 percent).
- Of those who supported a refundable levy, 73 percent were willing to pay 50¢ or more for a refundable levy on a “two dozen” (i.e. 24) containers (equivalent to approx. 2¢ a container). This support (73-72 percent) was maintained when the option for a single container was described for an equivalent of \$1.00 per two dozen containers (equivalent to approx. 4¢ a container). The results also indicate that respondents are more likely to agree to a refundable levy when it is expressed as an amount per container as opposed to an amount per “two dozen”.

<sup>10</sup> Requests by the Review team for a copy of the questionnaire for the *Kerbside Recycling – Community Concerns Survey* were declined by BIEC, therefore it is not known how the survey defined “refundable” and “non-refundable levy”. It is also not known how these levies were described to respondents. It has been assumed that a ‘refundable levy’ refers to a deposit and a ‘non-refundable levy’ refers to any charges added to a product for the purposes of funding recycling or CDL, which are not refunded to the consumer e.g. a handling fee.

<sup>11</sup> All figures quoted are from (BIEC 1997) *Kerbside Recycling – Community Concerns Survey* and have been interpreted from the graphs (i.e. figures 20 to 29).

- Regarding a non-refundable levy, approximately 33 percent were willing to pay 50¢ per dozen containers, 33 percent were willing to pay \$1 per dozen containers, and 28 percent were willing to pay \$1.50 per dozen containers.
- Approximately 85 percent of the sample either agreed or strongly agreed with the statement “The government should be involved in regulating packaging”.
- Approximately 93 percent of the sample either agreed or strongly agreed with the statement: “Manufacturers, government and the community should work in partnership to cover the costs of recycling”. Approximately 86 percent agreed or strongly agreed with the statement “Manufacturers should contribute to the cost of recycling” but only 40 percent agreed or strongly agreed with the statement “Manufacturers should pay for all the costs of recycling their packaging”.

#### Key Findings from “CDL Day of Action” (LGSA 1998)

A short face-to-face survey was conducted by the Local Government and Shires Association (LGSA) in 1998 on the “CDL Day of Action” at Circular Quay in Sydney. The purpose of the survey was to ask Coca-Cola consumers their attitude toward the use of refillable bottles and the application of a deposit-refund system. From 200 responses, 96 percent believed that Coca-Cola should have drinks available in returnable refillable containers and 94.5 percent believed that if a deposit-refund system was introduced, they would return a Coca-Cola container for a 20c refund.

A number of quantitative surveys have been conducted in NSW on issues relating to CDL such as recycling and litter. Broadly the types of surveys known to ISF which have been conducted include those on:

- ❑ Attitudes to recycling (Waste Boards, Planet Ark, ABS, NSW EPA, BIEC).
- ❑ Satisfaction with recycling services (NSW Waste Boards, local government, BIEC).
- ❑ Willingness to pay more for kerbside recycling services (Waste Boards, BIEC).
- ❑ Litter surveys (BIEC, Australian Catholic University).
- ❑ Attitudes to waste (Australian Bureau Statistics (ABS), NSW Waste Boards, NSW EPA, and Local Government).
- ❑ A telephone survey of residents of SA conducted in 1993 by Tan Research consultants on behalf of the South Australian EPA.

## 4.2 Interstate Social Research on CDL

A number of surveys since the early 1980s have been conducted in SA to explore community attitudes towards CDL. The surveys all reveal strong support amongst South Australians for the legislation, which was enacted in 1975 (see *Volume II Section 2.2* for more details on the SA CDL system). Some of the key findings of these surveys have been highlighted in the boxes below.

- ❑ Consultants C4ES Pty Ltd conducted face-to-face interviews with 250 residents of SA in 2000 (SA Recycling Attitudinal Survey). Some of the key findings include:
  - When asked: “How much would the deposit need to be to encourage you to take the materials to a depot?” 61 percent of respondents indicated that 5c was enough of an encouragement to recycle. C4ES Pty Ltd hypothesises that 5c deposit is sufficient motivation “due to the fact that the system has

been in place for over two decades and the people have been exposed to the system for a long period of time” as well as the fact that 68 percent of those surveyed had “always lived” in SA.

- When asked: “Are you encouraged to recycle because of the Container Deposit?” 39 percent of the respondents “Yes” and 50 percent indicated “No, but recycle anyway”.
- As part of the McGregor Omnibus survey, McGregor Marketing conducted a face-to-face survey in 1996 on behalf of Keep South Australia Beautiful (KESAB). The survey asked 400 adults across metropolitan Adelaide a range of questions relating to CDL issues. One of the key findings was that 86 percent of the respondents agreed (72 percent strongly agreed) that all containers should carry a 5c deposit in SA, while at the moment only plastic, glass, and metal beverage containers do so (McGregor Marketing, 1996).
- A telephone survey of 400 residents of SA conducted in 1993 by Tan Research consultants on behalf of the South Australian EPA found that (SA EPA 1993):
  - 99 percent of respondents were aware of the existence of refundable deposits on drink containers in South Australia;
  - 92 percent believe that CDL has been effective in reducing litter;
  - 95 percent support the idea of a refundable deposit on drink containers.
  - There was also strong support for the introduction of refundable deposits on different drink containers including flavoured milk containers and fruit juice containers (approximately 80 percent of respondents in favour).
- A study was conducted by the Centre for Applied Special Research at Flinders University of SA in 1981. Some the key findings include (Centre for Applied Special Research 1981)<sup>12</sup>:
  - Approximately 72 percent of the respondents agreed with the statement: “Beverage container legislation has been effective in reducing litter”.
  - Approximately 80 percent of the respondents disagreed with the statement: “Disposable or throw away containers are a better idea than returnable containers”.
  - Approximately 65 percent of the respondents indicated that they would like to see the SA Government do more about stopping the sale of non-returnable bottles.

No other studies known to ISF have been conducted in Australia specifically on CDL. However, two significant Victorian studies (one conducted in 1994 and one in 1998) provide a longitudinal study on attitudes to packaging regulation, recycling and the use of recycling depots. Some of the key findings relevant to the CDL Review are given in the following box.

**Key results from Victorian study “Public Views Community attitudes to Waste and Recycling”**

**(Ecorecycle 1998)**

Over 5000 residents from Melbourne, Geelong and other urban centres across Victoria were surveyed on a range of issue relating to recycling. Some of the key findings include:

- 97 percent of those surveyed agreed that kerbside recycling is an essential service
- 64 percent of respondents were willing to pay extra for kerbside recycling services (31 percent nominated \$30 or less per year, 21 percent nominated a figure of between \$31 and \$60 per year and 12 nominated a figure of over \$60 per year).<sup>13</sup>

<sup>12</sup> Figure interpreted from a bar chart and so only approximations can be given.

- Only 40 percent of respondents correctly believed that recycling cost councils money.
- In relation to the future use of depots, 60-70 percent of respondents said that their household would use a suitable local transfer station for various other items such as oil, paint and other household appliances or furniture.
- In relation to a statement (which links to the notion of Extended Producer Responsibility or EPR) 85 percent of respondents were in agreement with the statement: “There should be more opportunities to repair or recycle electrical appliances”.
- 96 percent were in agreement with the statement: “Governments have an important role to play in regulating products and packaging that lead to waste” and 85 percent were in agreement with the statement: “Manufacturers and distributors of products should contribute to the cost of recycling.” A comparison between these figures and those from an earlier survey conducted in 1994 indicate that the level of agreement with these statements has not significantly changed over time despite the increases in the use and level of satisfaction with kerbside recycling.

#### **Key results from Victorian study “Recycling with Attitude”**

##### **(Recycling and Resource Recovery Council 1994)**

In 1994 1,000 Melbourne residents were surveyed on their attitudes to waste reduction and recycling. The key findings are reported in the table above. Some additional key findings:

- In relation to items not placed in kerbside, 8 percent of respondents took their bottles and glass, and 6 percent took their aluminium cans, to either a drop off centre or gave them to a charity.
- In relation to items being used more than once before disposal: 50 percent of all households cited plastic containers and 25 percent cited refillable containers or dispensers.

A comparison between these two Victorian studies reveals that whilst the number of residents saying that they recycle material has increased, the level of support for government regulation and packaging as well as manufacturers contributing to recycling has remained high. *Table 4.2-1* shows some of the key comparisons between 1998 and 1994.

<sup>13</sup> According to the Independent Assessment of Kerbside Recycling in Australia, the average cost to ratepayers in Australia for kerbside recycling is between \$36 and \$60 per household per year (Nolan ITU & SKM, 2000 p. iv)

Issue/statement	1994 (Melbourne residents N=1000)	1998 (Melbourne residents portion only N=700)
% of respondents recycling plastic containers	76%	94%
% of respondents recycling glass containers	82%	90%
% of respondents recycling Al cans	52%	77%
% of respondents recycling paper	79%	88%
% of respondents in agreement with : <i>The kerbside recycling arrangements in our area are reliable and convenient to use.</i>	85%	91%
% of respondents in agreement with : <i>Government have an important role to play in regulating products and packaging that lead to waste.</i>	95%	96%
% of respondents in agreement with : <i>Manufacturers and distributors of products should contribute to the cost of recycling.</i>	90%	86%

Table 4.2-1: A comparison between 1994 and 1998 recycling survey results for Melbourne residents<sup>14</sup>

### 4.3 International Social Research on CDL

This section describes the key findings of various public surveys conducted on CDL around the world. For a full description of where CDL is implemented internationally see *Volume II, Section 2.1 CDL – International*.

#### 4.3.1 CDL Surveys in the United States

A number of studies (largely telephone opinion polls) have been conducted in the US on public support for beverage container laws or “bottle bills”. In 1990 a nationwide survey was conducted as part of a report to the Congressional Requesters on “Solid Waste Trade-offs Involved in Beverage Container Legislation” (US General Accounting Office, 1990). The study found that a vast majority of Americans would support a national CDL (66 percent). Approximately 44 percent respondents would support it strongly and 26 percent would “somewhat” support it. There is a stronger support for CDL in those states where the legislation currently exists. 63 percent of respondents in deposit law states strongly support their state’s law.

The results of this national survey are consistent with other national and state opinion polls around America.

<sup>14</sup> This comparison is for Melbourne residents only since the 1994 survey focused only on this geographic area.

State	Year CDL was implemented <sup>15</sup>	Year of public survey	Percent of population approving of CDL
Iowa	1979	1979 (1998) <sup>16</sup>	56% (85%) <sup>6</sup> <sup>17</sup>
Maine	1978	1979	84%
Massachusetts	1983	1989	78%
Michigan	1978	1987	90%
Oregon	1972	1975	90%
Vermont	1973	1989	83%

**Table 4.3-1: Results of various opinion polls on support for CDL (US General Accounting Office 1990).**

The most recent of these US studies, conducted in Iowa in 1998 by the Centre for Social and Behavioural Research University of Northern Iowa for the Iowa Department of Natural Resources, indicates that (Kramer & Lutz 1998):

- ❑ 74 percent of respondents believe that there should be a national beverage container law.
- ❑ 92 percent of respondents agreed with the statement “A combination of beverage container and deposit law and kerbside recycling is the best way to decrease the amount of litter going into landfills.”
- ❑ 54 percent of respondents agreed with the statement “If it was available, I would prefer to use kerbside recycling rather than having to return bottles and cans to dealers or redemption centres.”

### **4.3.2 CDL Surveys in Canada**

Where CDL exists in several states in Canada, public surveys have been conducted to explore the support and level of awareness of CDL. Two key British Columbian studies (where CDL was implemented for beer and soft drink in the 1970s and expanded to include other containers in 1997) are described below.

<sup>15</sup> US CDL implementation dates taken from [www.bottlebill.com/USA/states](http://www.bottlebill.com/USA/states)

<sup>16</sup> 1998 figures from Kramer & Lutz (1998)

<sup>17</sup> *ibid*

**Key Findings from two CDL Surveys in British Columbia, Canada****(Ground Works 1999; Angus Reid Group 1998).**

- In 1999, Encorp Pacific Inc., the managing company of the CDL system in British Columbia, commissioned GroundWorks to conduct a province-wide market research study of 500 residents. The survey conducted over the phone aimed to assess their awareness and knowledge of existing CDL programs and communications. The key findings of the survey are as follows (Encorp Pacific Inc 1999). Most areas in BC have a kerbside service as well as access return depots and point of sale return. The survey asked residents of BC to describe all the ways they disposed of empty non-alcoholic bottles and containers in the past 3 months: 56 percent of the population surveyed used kerbside, 40 percent returned to the stores, 27 percent returned to a bottle centre for deposit and 21 percent threw it away. With regard to motivations, the primary motivation to return containers appears to be environmental responsibility (mean of 5.6 out of 7). The refund is also cited as a motivator but it is less important to the majority of the population (mean of 4.6 out of 7).
- In 1998 McConnell Weaver commissioned Angus Reid Group on behalf of the corporations supporting recycling to conduct primary research on the behaviour and attitudes of British Columbians regarding recycling. Part of this research specifically asked about their deposit program and assessed the level of support (McConnell 1998)<sup>18</sup>. The survey results showed that 96 percent of the population thought that a deposit program was a good idea. The primary reasons cited were because it was an incentive for people to return containers (62 percent) and there was less garbage and waste (18 percent) while 12 percent thought it was a good way to make money. The number one reason for people returning their deposit containers was to get their money back (74 percent) and 18 percent said they returned containers to recycle.

**4.3.3 CDL Surveys in Europe**

In Great Britain, the most comprehensive survey to date includes a recent *Recycling Used Packaging* survey conducted by MORI (Market & Opinion Research International) in 1999 for the Packaging Consumer Awareness and Education Steering Group. Face-to-face interviews were conducted with 2005 adults over the age of 15 throughout Great Britain. In addition to this quantitative survey, qualitative research was conducted using eight focus groups each with 8-10 members of the general public. Among a range of questions on recycling and use of kerbside and depots, participants were also asked about a “Reverse-Vend” system, where people received money back or loyalty card points for the materials that they recycle.

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<sup>18</sup> Draft Report cited only.

**Key Findings of the *Recycling Used Packaging* survey****(Packaging Consumer Awareness and Education Steering Group 1999):**

- ❑ The feedback from the focus groups and the quantitative survey was positive. The quantitative survey revealed that a total of 78 percent of respondents supported the idea of a Reverse Vend system (44 percent of respondents strongly support it, while 34 percent supported it). Support was highest amongst those who think that recycling is worthwhile (81 percent), “semi activists”<sup>19</sup> (82 percent) and low recyclers (82 percent). This suggests that those who would be most easily encouraged by “Reverse-Vend” (or deposit system principles) to recycle more are those who are supportive of recycling and the environment but not sufficiently motivated to participate in recycling to any great extent.
- ❑ Regarding the nature of the “reward”, 69 percent of respondents said that they would be more likely to recycle if rewarded with cash, compared with 64 percent who would be likely to recycle if rewarded with loyalty card points. The average “reward” expected for recycling 100 glass jars was £2.11 (equivalent one glass jar = AUS 6¢) and for 100 drink cans £1.60 (equivalent one can = AUS 4.5¢).<sup>20</sup>

A number of consumer polls have been conducted in Sweden, Austria, and Germany where Container Deposit Legislation is in place (Sifo Research Consulting AB 1999; Altstoff Recycling Austria 1999 in Lindhqvist 2000). Consumers in all these countries claim to have a very positive view of their respective packaging legislation. This public support is also maintained in countries like Germany where the packaging collection requirements have considerable costs associated with them (see discussion on Germany in *Volume II, Section 2.1 CDL – International*).

## 5 Deliberative and Representative Processes

This section provides a brief background on deliberative and representative processes, which formed the basis of the CDL Review social research methodology.

### 5.1 Extending “Public” Participation

*“Political systems cannot afford to disregard the perspectives and creativity of the public in the long term by taking chances on decisions which could fail because of public resistance. As a result, the trend observed in the 1990s is likely to continue and deliberative public participation may become a new component of political culture”* Hörning (1999, p.358).

What is now emerging from a range of disciplines, particularly in the areas of health and environmental management, is that policy should not only be formed as a rational response to scientific uncertainties, ambiguities and underlying values. For the sake of both legitimacy and rationality, it must also engage those who will be affected by the resulting decisions (Carson, 1998; Dryzek, 1990, 1997, 2000; Forester, 1999; Joss & Durant, 1995; Renn, 1999).

<sup>19</sup> “Semi activists” in this survey refers to be people who have participated in three to four green activities, excluding recycling and using unleaded petrol (MORI 1999 p. 75).

<sup>20</sup> Based on an exchange rate of \$1 AUS = £ 0.35 (March 2001)

Conventional public participation processes have primarily focussed on involving interest groups or using advisory committees in decisions. The opportunities for the “typical” public to comment on potential courses of government action have been scarce, and generally limited to formal submissions and public hearings. Currently employed methods of public participation, particularly in relation to sustainability issues in Australia, focus heavily on involving peak bodies and organised interest groups. These methods have had limited success in achieving representativeness, consensus, broader community awareness of the sustainability issues, and community acceptance (Dryzek, 1997; Hendriks *et al*, forthcoming; Carson & Martin, 1999).

While conventional participation processes have a role to play in policy development, certain characteristics need extending to ensure more authentic public participation can occur. The notion of Extended Public Participation (EPP) has been developed (Hendriks *et al* forthcoming) to describe a form of public involvement that extends current participation processes in a number of directions. EPP is defined as the organised involvement of government, stakeholders (interest groups and business) as well as representative members of the lay public, which facilitates communication and exchange in an interactive and deliberative environment.

The key characteristics of Extended Public Participation (EPP) include:

- ❑ **representativeness** – participation not only of the passionate and articulate but also the unaligned and uninformed;
- ❑ **deliberative and interactive** – participation which encourages and incorporates discussion and dialogue;
- ❑ **access to information** – participation which allows participants to understand the complexities, uncertainties, ambiguities and risks associated with the issue and that there is a consideration of issues beyond the technical i.e. consideration of social, cultural, behavioural dimensions;
- ❑ **stage of involvement** – participation in the strategic and planning stages of policy development and planning processes;
- ❑ **influence on decisions** – participation which ensures that the outcomes influence decisions.

## 5.2 Representativeness – Involvement of the “Lay” Public

There is increasing empirical evidence that when given the opportunity as well as the appropriate participation process, the “lay” public can provide valuable input into strategic planning and policy development (Carson & Martin, 1998; Crosby, 1999; Dryzek, 2000, 1990; Edwards, 1999; Fischer, 1999; Fischer, 1993; Forester, 1999; Joss, 1999; Joss & Durant, 1995; Laird, 1993; Petts, 1997; Renn, 1999; Renn *et al.*, 1995; Roberts, 1997; Vermeulen, *et al.* 1998; Webler, 1995).

By involving the “lay” public in debate, the discussion agenda tends to focus more on the “common good” than on particular interest positions. Given a deliberative and interactive environment where there is opportunity to learn, exchange and challenge ideas, non-expert citizens essentially represent “value consultants”. Their role is to ensure that the government considers the interests of society beyond the needs of specific individuals or interest groups.

Many authorities, experts and interest groups resist the involvement of the broader public in policy discussions (Sandercock, 1983; Willis, 1995, Renn 1999). They argue that the issues are too complex and contentious and that in many cases the broader public is invited to participate but are simply not interested. However evidence suggests that these “ordinary” or “lay” citizens have an enormous capacity to advise business and government on highly complex policy issues (Crosby, 1999; Crombie & Ducker, 2000; Issues Deliberation Australia, 2001; Joss & Durant, 1995; Petts, 1997).

### 5.3 Deliberation and Interaction

In order to effectively explore community preferences it is necessary to provide opportunities for a representative cross section of the community to participate in an interactive and deliberative environment. Deliberation and interaction are essential ingredients for effective participation on complex policy issues (Laird, 1993; Vermeulen, 1998; Renn *et al*, 1995; Barnes, 1999). These attributes encourage learning not only amongst participants but between participants, “experts” and officials.

Deliberation provides participants with time to self-reflect and to reflect on issues with others. When there is a high level of interaction, participants are able to exchange existing knowledge, world views and perspectives. Deliberation also gives participants the opportunity to discuss complex issues, identify what they do not understand and clarify what further information is needed. It ensures that there is a thorough consideration of the issues beyond just the “facts”. For example, deliberations between participants may explore the limitations and conflicting nature of expert knowledge or the authenticity and sincerity of the speakers.

Apart from greater opportunities for a consensual outcome, participation with a strong deliberative component has a number of intrinsic benefits. For citizens it offers empowerment through increased knowledge, understanding of information, enhanced self-esteem and a sense of contribution to society. For stakeholders, experts and government there are gains from the process itself through organisational learning, increased social capital and legitimacy (through raised public trust and confidence).

### 5.4 Facilitating Extended Public Participation (EPP)

*“Collective citizen participation is not something that just happens. It has to be organised, facilitated and even nurtured...To argue that citizens do not participate does not mean that they cannot.”*

(Fischer, 1999 p.298)

Extended Public Participation (EPP) requires more than just the willingness of government to initiate a dialogue with the public. To facilitate EPP in any decision making process requires a structure that assures the integration of technical expertise, rational decision making, regulatory requirements, public values, and preferences (Renn, 1999).

Several models of deliberative forms of public participation have been developed and applied primarily in Europe and America and more recently in Australia. These models, such as Citizen Juries (see *Section 8*), Deliberative Polls (recently trialed in Australia on the Republican Referendum and Reconciliation) and Consensus Conferences (also recently trialed in Australia on the issue of gene technology), emphasise deliberative communication with stakeholders and citizens, with staged involvement from experts.

Although each model varies in its specifics, the general characteristics of EPP processes include (Beierle, 1999 p. 96):

- randomly selected non-expert citizens (unaligned, uninformed) presented with material on technically complex issues as well as access to other relevant information;
- exposure to various perspectives;
- time to deliberate both individually, collectively and with experts;
- the production of a report by participants that combines the technical facts with public values in a series of conclusions and recommendations.

## 6 CDL Review Social Research Methodology

### 6.1 Televote and Citizens' Jury Process

A component of the CDL review involved exploring community opinions in NSW on CDL and related issues. To this end, two complementary public participation processes were conducted:

- ❑ A **Televote** involving 400 randomly selected citizens across NSW in a two-staged informed opinion survey. Participants were surveyed over the phone, then sent information on CDL, and then surveyed again. The process relied on individual deliberation, though participants were encouraged to discuss the issues with family, friends and colleagues.
- ❑ A **Citizens' Jury** involving 16 randomly selected citizens from across NSW, who reflected a cross section of the NSW population. The citizens participated in a three day discussion forum involving face-to-face interaction, facilitated discussions, group deliberation, and questioning of experts as well as preparation of a report with key recommendations.

The two methods were chosen for the CDL Review to overcome many of the shortcomings associated with traditional methods of public participation such as telephone polling and public meetings. Televoting is designed to overcome many of the limitations of standard opinion polling, particularly for highly complex issues where further information may be required to make an informed opinion.

Citizens' Juries are specifically designed to overcome many of the problems with public meetings where discussions tend to be dominated by well-organised interest groups or by highly articulate or motivated individuals. Citizens' Juries provide a transparent process for the involvement of experts (including stakeholders), ordinary citizens, interest groups, and the decision-makers. Such processes also emphasise deliberation and interaction. These attributes encourage learning both amongst participants and between participants and experts.

Both the Citizens' Jury and Televote provided quantitative and qualitative information to the CDL Review and were designed to be complementary in terms of depth and breadth.

### 6.2 External Involvement in the CDL Social Research

Both the Televote and the Citizens' Jury were co-ordinated by the Institute for Sustainable Futures (ISF). A market research company, NCS Australasia, was contracted to conduct Televote Surveys, though ISF developed the questionnaires and conducted the statistical analysis of the data. A consultant, PJ Dawson & Associates was contracted to evaluate the Citizens' Jury process.

Two external groups were formed to assist the ISF in running the Televote and Citizens' Jury:

- ❑ The CDL Review Social Research Advisory Committee (AC) was established to guide the participation processes. This group contained public participation experts and practitioners who had no vested interest or background in issues relating to CDL. The Advisory Committee met on four occasions at ISF as well as having regular correspondence with members via email.
- ❑ The CDL Review Social Research Stakeholder Reference Group (SRG) was established to provide input into the material prepared for the participants in the Televote and the Citizens' Jury process. This material includes background information, the Televote questionnaires and the selection of the Citizens' Panel for the Citizens' Jury. The Stakeholder Reference Group met on four occasions (separate to those of the AC) and there was also regular correspondence with members.

The Terms of Reference of both the AC and the SRG are provided in *Appendix D*.

## 7 CDL Televote

This section of the report provides a summary of the CDL Televote process and the key findings. For a detailed description of Televote methodology and results refer to *Appendix E*.

### 7.1 The Televote Process

Televoting is a form of deliberative or interactive opinion polling through a telephone or computer. It differs from conventional polling in that it provides randomly selected respondents with balanced factual background material on the issue before they are polled. The information sent to participants contains a brief description of the undisputed facts about an issue as well as a balanced outline of several different arguments. The process encourages participants to discuss the issues with as many family members, friends, and colleagues as they can.

The overall objective of the Televote process for the CDL Review was to explore community attitudes in relation to the introduction of CDL in NSW using a quantitative survey of a representative sample of the NSW population. The process was conducted as follows:

- ❑ Approximately 400 randomly selected residents from across the state of NSW participated in both telephone surveys;
- ❑ After agreeing to participate, respondents were surveyed on various issues in relation to CDL (Survey One);
- ❑ Participants were then sent a balanced background document and asked to read and deliberate with family, friends, and colleagues on the issue;
- ❑ A week later, participants were surveyed again (Survey Two).

Two questionnaires (pre and post information) were developed by ISF based on a literature review of national and international surveys on CDL, recycling, and related issues. A number of drafts were developed with extensive input from members of the two external CDL Social Research groups: the Advisory Committee (AC) and the Stakeholder Reference Group (SRG). The two questionnaires used a mix of “open ended” questions (where exact responses were recorded and later coded) and “closed questions” (where responses were limited to the options provided) as well as a series of agree/disagree statements. See *Appendix F* for copies of the Televote questionnaires.

The Televote Background Information was developed in consultation with, and signed off by, the Stakeholder Reference Group. The Background material is an eight-page document providing a balanced perspective of the agreed facts surrounding recycling and CDL as well as a list of the key arguments “for” and “against” the introduction of CDL in NSW. The final agreed content of the Background Information included:

- ❑ outline of purpose of the document;
- ❑ information on what currently happens to containers in NSW;
- ❑ a description of how CDL systems generally work;
- ❑ a brief outline of the CDL experience in South Australian and overseas;
- ❑ an outline of the key uncertainties;
- ❑ some key questions to consider;
- ❑ key arguments in favour of and against the introduction of CDL in NSW (note: this section was written by the stakeholders).

See *Appendix F* for a copy of the Televote Background Information.

## **7.2 CDL Televote Summary Results**

This section of the report provides a summary of the findings. For detailed results see Appendix E.

### **7.2.1 Respondent Characteristics**

A random sample of 400 NSW residents participated in both CDL Televote surveys. Based on 1996 census data for NSW, the respondent group was broadly representative of the NSW population in terms of locality, age and gender.

There were some exceptions including:

- ❑ a slight under-representation of the youngest age group (18 to 24 years) and of households with children (both couples with children and single parent households);
- ❑ a slight over-representation of couples with no children, of single person households, and of respondents who have attained a university degree or higher. The respondent group was also over-represented by people who considered English as their first language.
- ❑ The Televote excluded those who did not own a telephone and those under the age of 18.

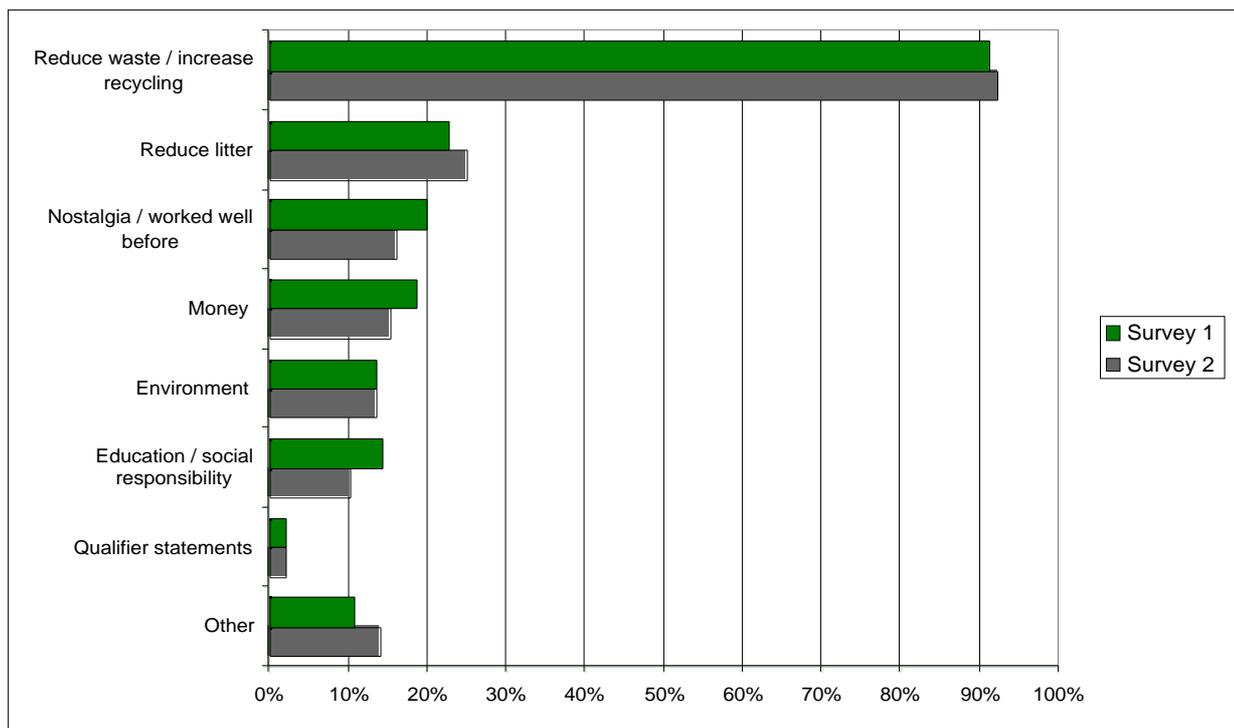
The demographics of respondents to Survey Two are very similar to those of Survey One indicating that those who dropped out of the process (N=80) appear to have been spread across the community, rather than belonging to any one demographic group. Only the 400 respondents who completed both surveys were included in the analysis.

The majority (90 percent or 360) of respondents have a kerbside recycling service available where they live, a large proportion (85 percent) of whom use the service all the time. Overall, 90 percent of those respondents with a recycling collection service in their area indicated they were either very satisfied or satisfied with their recycling service. There were some discrepancies in the level of service and satisfaction between respondents from metropolitan and non-metropolitan areas. For a full discussion of these issues see the detailed Televote findings in *Appendix E*.

### **7.2.2 Opinions on the Introduction of CDL in NSW**

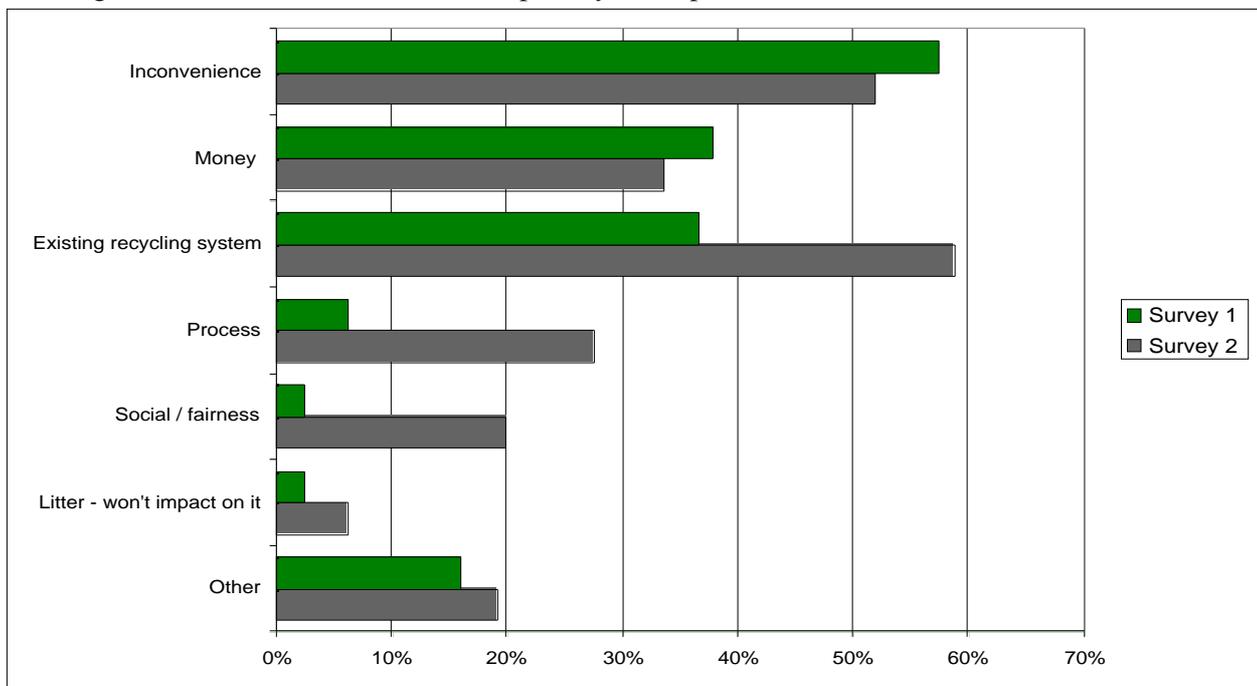
There is a majority support for the introduction of CDL in NSW. Before any exposure to information and key arguments on CDL, 71 percent of the 400 respondents said that Container Deposit Legislation should be introduced in NSW. The remaining respondents did not support its introduction (21 percent) or were unsure (8 percent). After reading the Background Information and/or discussing the issues with family and friends, 59 percent of the respondents supported the introduction of CDL in NSW, while 33 percent did not want it introduced and 8 percent were unsure.

The key reasons given by respondents as to why CDL *should* be introduced in NSW are shown in *Figure 7.2-1*. The figure shows that reasons for supporting CDL relate to waste reduction, increased recycling, litter reduction and because CDL has worked before and it works in SA. There appears to be no significant difference in the reasons given in Survey One and Two.



**Figure 7.2-1: Reasons for supporting the introduction of CDL in NSW given by respondents to Survey 1 and Survey 2.**

For those respondents who stated that CDL *should not* be introduced in NSW, the key reasons given relate to inconvenience, laziness and hassle factors, the fact that kerbside recycling already exists and the cost impact on products and running the system (see *Figure 7.2-2*). After having read the Background Information, respondents provided different reasons for not supporting CDL in NSW. There was a notable shift towards reasons such as “CDL won’t work or hasn’t worked before” or is “too difficult to implement and run successfully”. There was also an increase in the number of respondents giving reasons relating to ‘social / fairness’ such as the capability of shops to handle the returned containers.



**Figure 7.2-2: Reasons for opposing the introduction of CDL in NSW given by respondents to Survey 1 and Survey 2.**

The following trends were noted in relation to respondent opinions on the introduction of CDL in NSW:

- ❑ Older people (65 and over) were more likely to oppose the introduction of CDL in NSW than other respondents.
- ❑ Residents of small country towns (population of less than 10,000) were more likely to support CDL than respondents from large towns and metropolitan areas.
- ❑ Of the respondents in Survey One, those in households with children (both couples with children and single parent households) were more likely to support the introduction of CDL in NSW than those in households without children. The results from Survey Two do not indicate a trend toward support for CDL by any specific household type.
- ❑ Respondents who do not have an existing recycling collection system in their area were more likely to support CDL compared to those that do have a recycling system available.
- ❑ Respondents who were ‘very satisfied’ with their kerbside recycling service were more likely to oppose the introduction of CDL in NSW than those respondents who were ‘satisfied’ or ‘dissatisfied’.

Characteristics such as gender and the highest level of education attained by the respondent appeared to have no influence on whether or not they supported the introduction of CDL in NSW.

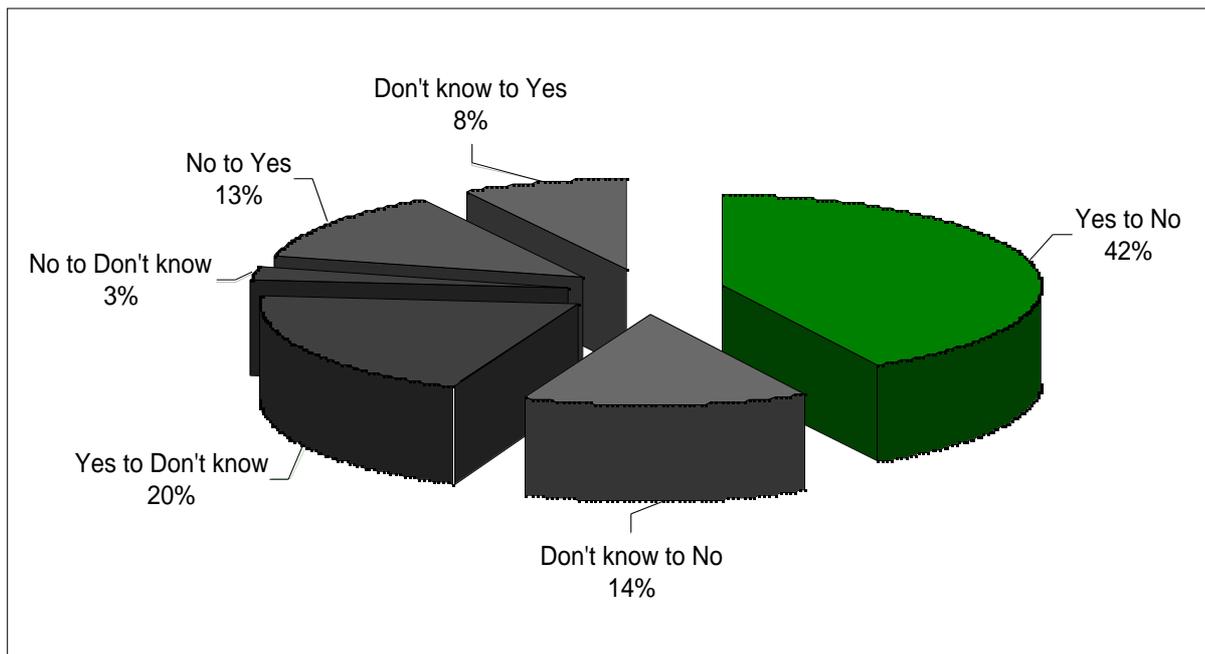
In relation to recycling characteristics, the frequency of kerbside collection and the household use of available services did not appear to influence the respondents’ level of support for the introduction of CDL in NSW in either survey.

### **7.2.3 Impact of Information and Deliberation**

Almost all respondents said they had read the information and 58 percent of respondents said that they had discussed the issues with either their spouse or another family member. Some discussion also took place with friends, neighbours and work colleagues.

A majority of respondents (70 percent or 281) did not change their views on CDL after reading the information material, while the remaining 30 percent (119) shifted their attitude towards the introduction of CDL in NSW some way.

The chart below identifies the types of shifts made by those respondents who changed their response between surveys one to two to the question “Do you think a container deposit system should be introduced in NSW?” (N=119).



**Figure 7.2-3 Responses to the question “Do you think a Container Deposit System should be introduced in NSW?” in Survey 2 in relation the answers given to the same question in Survey 1 for those respondents who shifted their views (N=119).**

Figure 7.2-3 indicates that of those respondents who shifted their view on CDL (N=119), the largest proportion (56 percent) shifted from either Yes to No (42 percent) or Don't know to No (14 percent). The proportion of people shifting to support CDL or becoming unclear about their view were approximately equal with 23 percent becoming unsure, and 21 percent becoming supportive of CDL.

Those respondents that shifted their opinion on the introduction of CDL from Survey One to Survey Two were less likely to have discussed the issues with others and were more likely to be female and older than 65 years, than those respondents that maintained their original view point.

### **7.2.4 Opinions if a CDL System were Introduced in NSW**

Respondents were asked a series of questions on their opinions on the various components of a CDL system and how would they behave if CDL were introduced in NSW. These questions were asked of all respondents regardless of whether or not they supported the introduction of CDL in NSW.

#### **7.2.4.1 Opinions on Deposits on Different Products**

All respondents (regardless of whether or not they supported the introduction of CDL in NSW) were asked what products they thought should have a deposit on them in the event that a deposit system were introduced in NSW.

The greatest support was shown for soft drink containers (79 percent); beer (68 percent) and wine (71 percent); juice, water sports drink and cordial (68 percent) and spirits (67 percent). The proportion of respondents supporting deposits on food and non-food items sold in glass metal or plastics containers was 55 percent and 54 percent of the respondents respectively. The least support was for deposits on milk and milk products (51 percent and 42 percent respectively).

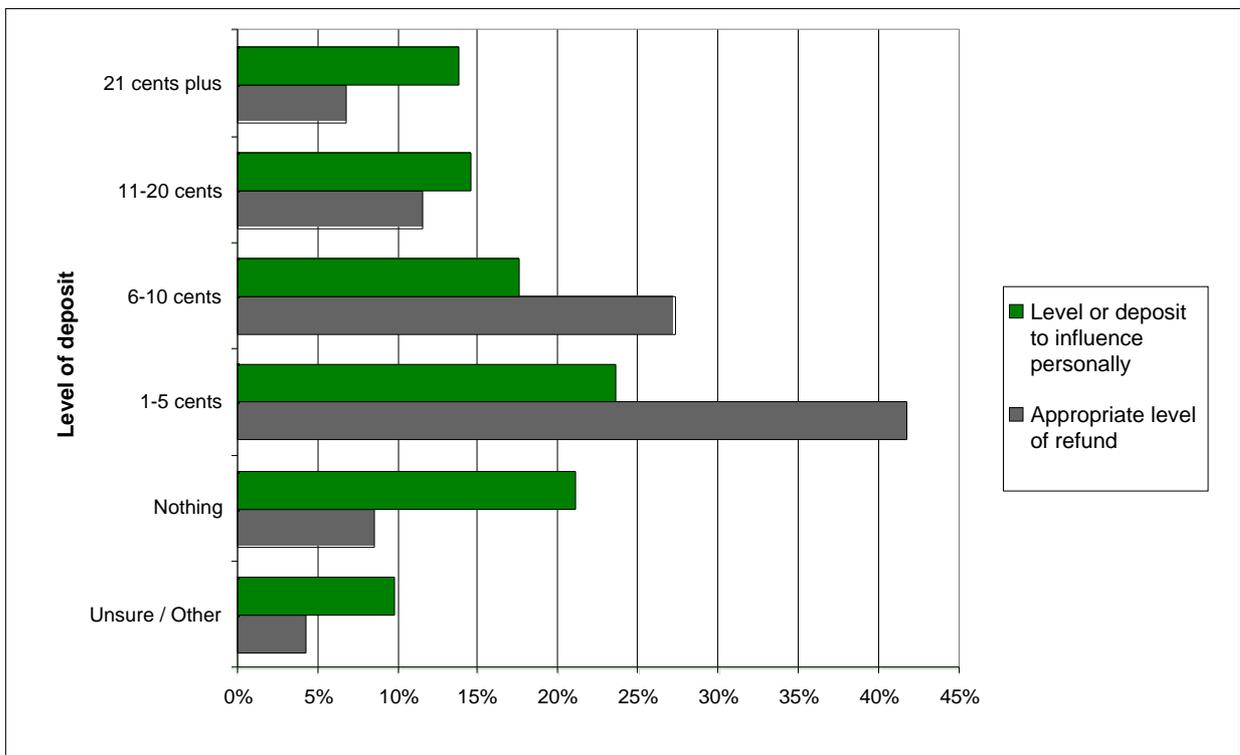
It appears that the type of products consumed by households does not influence which products respondents believe should be covered under a CDL system if CDL were implemented in NSW.

**7.2.4.2 Opinions on the Deposit Level**

All respondents, regardless of their position on CDL, were asked the following unprompted questions:

- “What do you think is an appropriate amount of money to be refunded on containers?”
- “What level of deposit would encourage you personally to return containers to either a shop or a collection depot?”

The results indicate that there is some discrepancy between amounts that respondents consider ‘an appropriate amount of money to be refunded’ and deposit levels that would encourage respondents personally to return containers to a shop or collection depot.



**Figure 7.2-4: Responses to the appropriate amount to be refunded on containers, and the level of deposit which would influence respondents personally to return containers to a shop or depot if Container Deposit Legislation were introduced in NSW.**

A large proportion of the sample (42 percent) suggested an amount between 1-5¢ would be “appropriate” for container refunds, while 27 percent suggested between 6-10¢ and 12 percent suggested between 11-20¢ as appropriate.

When asked what level of deposit would encourage the respondent personally to return containers to a shop or collection depot, approximately 20 percent felt that no amount would influence them. A majority (69 percent) would be influenced to return containers to a shop or depot if the deposit level was greater than 21¢. If the deposit level were between 11-20¢, then approximately 56 percent would be expected to use the system, and this drops to 24 percent of respondents feeling they would be motivated to return containers if the deposit is 5¢ or lower.

Those respondents indicating a higher level of deposit required for them personally to be motivated to return containers were more likely to suggest a higher level of appropriate refund.

Analysis of various factors in relation to respondent views on appropriate refund levels and deposit levels required to motivate them personally showed that:

- ❑ Respondents who answered that CDL should not be introduced in NSW were much more likely to feel that 'nothing' was an appropriate deposit amount.
- ❑ Those respondents that did not support the introduction of CDL in NSW were also likely to suggest higher appropriate deposit levels than other respondents, and the level of deposit which would be required to personally motivate them to return containers was higher.
- ❑ Respondents from Sydney were more likely to suggest a higher appropriate level of refund and a higher level of deposit required to personally motivate them than respondents from large country towns (population over 10,000).
- ❑ Respondents with children tended to indicate a lower level of refund as appropriate in general, compared to those respondents without children, and showed some indication of being more likely to be personally motivated to return containers with slightly lower amounts than single person households.
- ❑ Respondents in the age groups 35-44 were more likely to respond with lower amounts for an appropriate level to be refunded on containers than others. They also showed a tendency to be personally motivated by lower deposit levels than others. This group of people were most likely to belong to a household with children (a couple with children or a single parent household).
- ❑ The older respondents (65 and older) were more likely to feel that no deposit level was appropriate compared to other age groups, and were also more likely to suggest higher appropriate deposit levels than other age groups. In fact, those respondents that suggested the appropriate refund level should be greater than 21¢ were generally older than respondents suggesting any other amounts (other than 'nothing').

#### **7.2.4.3 Willingness to Pay for a CDL System**

The majority (67 percent) of respondents indicated that they are willing to pay some amount above the deposit cost for maintaining a Container Deposit System. Approximately 28 percent of the respondents indicated they would not be willing to pay any extra on a container to cover costs associated with running a Container Deposit System in NSW.

Those respondents that did not support the introduction of CDL in NSW in Survey Two were more likely not to be willing to pay anything extra than those respondents who support the introduction of CDL in NSW.

#### **7.2.4.4 Willingness to Pay for any Additional Costs to Kerbside**

A majority of respondents (58 percent) indicated they were willing to pay some amount extra to maintain a kerbside recycling system if CDL were introduced in NSW. Around 30 percent of respondents indicated they would not be willing to pay anything extra to maintain their kerbside recycling services.

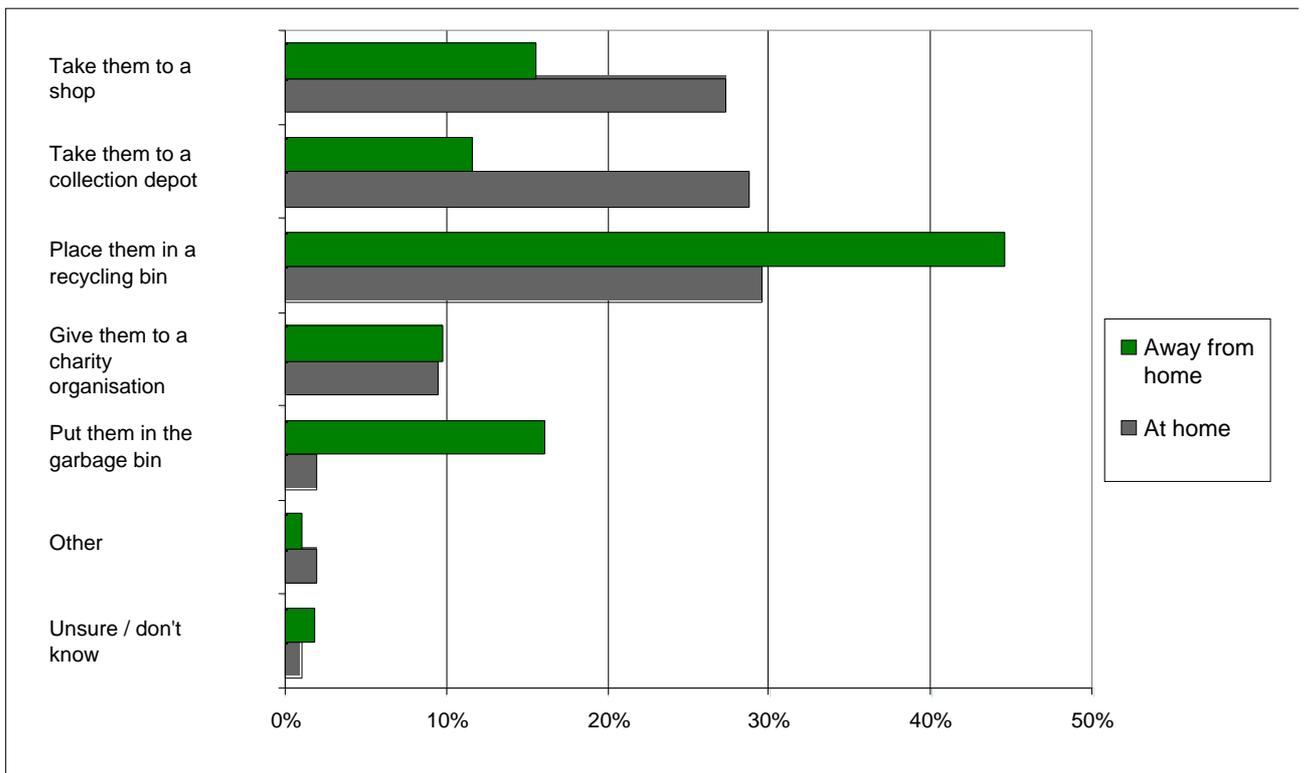
- ❑ Those respondents that supported the introduction of CDL in NSW were more likely to be willing to pay a higher amount to maintain their recycling service than those that did not support the introduction of CDL.

- ❑ Satisfaction with the existing recycling service did not appear to influence the amount that respondents would be willing to pay to maintain their recycling service.
- ❑ Those respondents with a university degree or higher level of education were likely to indicate a higher willingness to pay to maintain recycling services than those who had completed some schooling (up to year 10, or a School Certificate).

### 7.2.5 Potential Behaviour if a CDL System was Introduced in NSW

#### 7.2.5.1 At Home and Away from Home

The televote respondents were asked how they would behave *at home* and *away from home* if a Container Deposit System was introduced in NSW.



**Figure 7.2-5: Indicated action of respondents under CDL for situations when they are at home and when away from home.**

The figure above shows that when at home the respondents indicated that they would be equally likely to take containers to a shop for a refund, a collection depot or to place them in their household recycling bins. When away from home, there was a strong indication from the respondents that they would be more likely to leave deposit containers in recycling or garbage bins than to take them to a shop or collection depot.

- ❑ Older respondents were more likely to indicate that they would forego the refund when at home than younger respondents. This was most pronounced for respondents over 65 years old. Age did not appear to be an indication of foregoing or claiming the refund when away from home.
- ❑ Respondents who opposed the introduction of CDL in NSW were more likely to indicate that they would forego the refund than respondents who supported the introduction of CDL in NSW both when at home and when away from home.

- Those respondents that are part of a ‘couple with children’ household were more likely to indicate that they would claim the refund (by taking containers to a shop or a collection depot) when at home than respondents in single parent, single person, or couple with no children households.
- A slight trend existed for those people with lower levels of education to be more likely to claim the refund when away from home than those who had attained higher levels of education. This trend was not apparent for behaviour when at home.

#### **7.2.5.2 Preferences for Retail Services**

Under the scenario that CDL was introduced in NSW, approximately 61 percent to 66 percent of respondents said they would be more likely to shop at retail outlets that refunded deposit containers over those that did not provide this service, while 32 percent to 35 percent indicated they would not be influenced or would be less likely to shop at those retail outlets. The respondents indicated that they would have an equal preference for retail outlets that provided cash refunds and those that provided credit refunds.

Younger respondents tended to indicate a preference for retail outlets that provided refund services whereas older respondents were more likely to indicate that the provision of refund services would not influence their preference for retail outlets.

#### **7.2.5.3 Kerbside Behaviour**

If CDL was introduced in NSW, 97 percent of respondents indicated that they would continue to recycle products without deposits for all three product types (paper, glass items that do not have a refund, and recyclable plastic items that do not have a refund).

#### **7.2.6 Opinions on Various CDL Related Issues**

The respondents were asked to rate a series of statements on a scale from strongly agree to strongly disagree. *Figure 7.2-6* shows the responses to each statement.

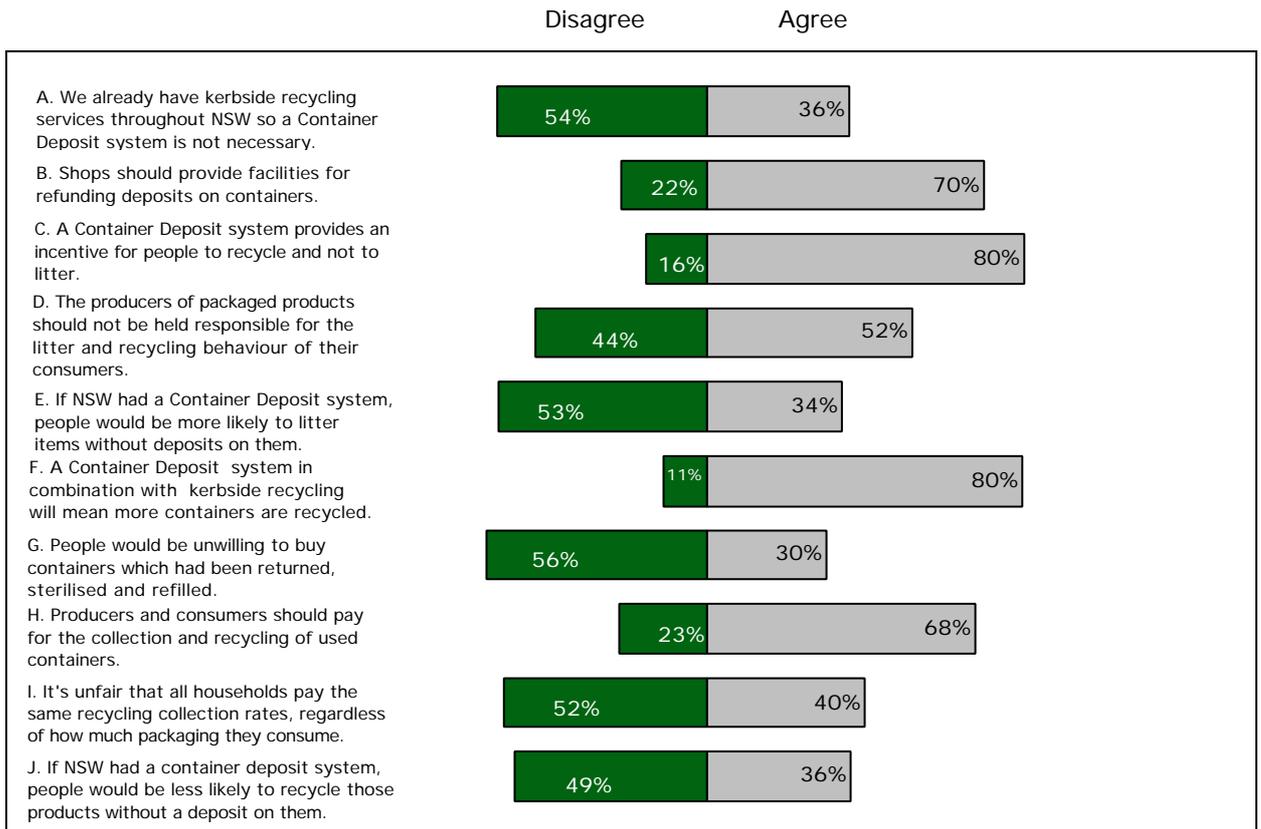


Figure 7.2-6: Level of agreement with various statements about CDL (N=400).

**7.2.6.1 Attitudes on the Impact of CDL on Litter**

Statements C and E related to the potential impact of the introduction of CDL on litter.

The majority of respondents (80 percent) felt that a container deposit system provided an incentive for people to recycle and not to litter (statement C). 34 percent of respondents felt that people would be more likely to litter items without deposits (statement E). There were 108 (or 27 percent) respondents who felt that CDL would provide an incentive to recycle and not to litter, but at the same time felt that people would be more likely to litter products without deposits on them. This may be related to a discrepancy in personal behaviour versus the behaviour of others, or it may be that respondents were considering two different products at each question – those attracting deposits on the one hand and those not attracting them on the other.

**7.2.6.2 Attitudes to CDL and Kerbside**

Statements A, C, F and J are related to respondent attitudes to the effect of the introduction of CDL in NSW on kerbside recycling services.

- Although 59 percent of respondents replied that they felt that a Container Deposit System should be in place in NSW, approximately 80 percent of respondents agreed or strongly agreed that a Container Deposit System in combination with a kerbside system will mean more containers are recycled (statement F), and that it would provide an incentive for people to recycle instead of littering (statement C). This may indicate that there is *in principle* support for CDL, but the respondents may be concerned about the logistics, personal inconvenience, or devotion of resources to a Container Deposit System.
- There were 85 (21 percent) respondents who agreed with statement A (“we already have kerbside recycling services throughout NSW so a container deposit system is not necessary”) and also agreed

with statement F (“a container deposit system in combination with kerbside recycling will mean more containers are recycled”). This may indicate that these respondents feel that while CDL would increase the number of containers recycled, they do not feel that CDL is the most appropriate way to increase recycling, or they may feel that whatever is recycled through kerbside recycling systems is adequate.

- Although 97 percent of respondents answered that they would continue to use their kerbside recycling services for non-deposit items in the event that CDL were introduced in NSW, (see *Section 7.2.5.3 Kerbside behaviour*), 36 percent agree with statement J (“If NSW had a container deposit system people would be less likely to recycle those products without a deposit on them”). This may indicate that respondents feel *other people* would be less likely to continue to use recycling services than themselves. Alternatively, because this question is more ambiguous about who it relates to, this may make the respondent more honest about indicating their own potential behaviour than the earlier question which asked the respondent how they themselves would act.

### **7.2.6.3 Attitudes to Recycling Collection Rates**

Statement I asked respondents how they felt about uniform recycling collection rates (“It’s unfair that all households pay the same recycling collection rates, regardless of how much packaging they consume”). There was a relatively even split among respondents on how they felt, with 52 percent disagreeing with the statement and 40 percent agreeing with it.

Based on analysis of the respondent characteristics in relation to how they answered this question, those people who opposed the introduction of CDL in NSW were more likely to disagree with this statement than those that supported the introduction of CDL in NSW.

### **7.2.6.4 Attitudes to Packaging Regulation and Responsibility**

Statements D and H focussed on respondent attitudes to personal and corporate responsibility over waste disposal and recycling.

Respondents appeared split in their views on the responsibility of producers for the litter and recycling behaviour of consumers with 44 percent of respondents disagreeing with statement D (“the producers of packaged products should not be held responsible for the litter and recycling behaviour of their consumers”). A slight majority (52 percent) of respondents considered that producers should not be responsible for the litter and recycling behaviour of consumers. Those respondents with a university education or higher were much more likely to disagree with statement D than other respondents. Similarly, those respondents who supported the introduction of CDL in NSW were more likely to disagree with this statement than those who opposed the introduction of CDL in NSW.

The majority (68 percent) of respondents stated that financial responsibility for the collection and recycling of containers should be shared between consumers and producers (statement H “producers and consumers should pay for the collection and recycling of used containers”). There was a distinct difference in respondent attitude to this question based on whether they supported or opposed the introduction of CDL in NSW. Those people who opposed the introduction of CDL in NSW were more likely to agree with this statement than those who supported it. There was also an education based split in respondent characteristics, with less educated respondents more likely to disagree with this statement.

### **7.2.6.5 Attitudes to Point of Sale Return**

Statement B (“shops should provide facilities for refunding deposits on containers”) explores respondent attitudes to point of sale return for deposit containers in the event that CDL were introduced in NSW.

The majority (70 percent) of respondents considered that shops should provide facilities for refunding deposits on containers, indicating that they felt shops were an appropriate location for the return of deposit bearing containers. Of the respondents that disagreed with this statement, the majority did not support the introduction of CDL in NSW. A similar statement regarding returning containers to a collection depot was not asked therefore comparison between shops and depots cannot be explored.

### **7.2.6.6 Attitudes to Refillables**

Statement G asked respondents about their feelings toward refillable containers for products.

The majority (56 percent) of respondents disagreed with the statement “*people would be unwilling to buy containers which had been returned, sterilised and refilled*” while 30 percent agreed with this statement. The remainder were either unsure or did not agree or disagree with the statement.

Those people who opposed the introduction of CDL in NSW were more likely to agree with this statement than those who supported its introduction.

## **8 Citizens’ Jury**

This section of the report provides a general description of the Citizens’ Jury process as well as providing details of how the CDL Review Citizens’ Jury, (later renamed the Citizens’ Forum) was conducted.

After three days of deliberation, the citizens unanimously agreed that CDL should be introduced in NSW within a framework of a series of recommendations. The key recommendations are listed in this section and a full copy of the citizens’ report can be found in *Appendix G*.

### **8.1 Introduction**

Citizens’ Juries are an innovative approach to gaining public input into complex policy decisions. Although there are some major differences, the concept is similar to a legal jury in that a small group of ordinary people, with no special training or particular position on the issue, is asked to make important decisions about a particular issue. Citizens’ Juries were first used in the 1970s in the United States and in Germany to overcome the limitations of standard opinion polling for complex scientific issues (Renn *et al.*, 1995). Since then they have been used extensively in over 50 projects world wide including Australia<sup>21</sup>. Citizens’ Juries are related to other deliberative and representative processes such as deliberative polls and consensus conferences which have also been successfully used in Australia, Europe, the US and New Zealand (Crombie & Ducker 2000, Issues Deliberation Australia 2001; Joss & Durant 1995).

A Citizens’ Jury is NOT:

- ❑ A replacement for existing decision-making processes. The Jury adds other voices from the community to the usual range of points of view.
- ❑ An adversarial forum for competing interests. It is not a “winner take all” approach. Unlike a jury in a legal case, the Citizens’ Jury does not pitch different sides against one another. Different interests (such as stakeholders) take part in the process as expert witnesses. Panel members (sometimes

<sup>21</sup> The Australian Citizens’ Juries known to date include:

- ❑ *Bloomfield Track, Far North Queensland 2000*, Project by the Urban and Environment Program at the National Land Water Resources Research and Development Corporation (LWRRDC).
- ❑ *Social Planning Panel 2000*, Project by the Wollondilly Shire Council & Twyford Consulting.
- ❑ *Management of National Parks in New South Wales 1999*, Project by the Australian National University and Land and Water Resources Research and Development Corporation (LWRRDC).
- ❑ *Healthy Cities Canberra 1999*, Project by Healthy Cities Canberra, managed by ACT Department of Planning and Purdon Associates.

referred to as Jurors) are able to assess particular positions on the basis of the strength of witnesses' arguments and decide on how different points of view might best be combined. The ideal underlying the approach is the achievement of consensus, although dissenting views can be accommodated in both the process and the recommendations.

- A way to get a predetermined conclusion. If a Jury is conducted fairly, there is no way of determining in advance what conclusions the jury will reach. One feature of Citizens' Juries is that they have typically resulted in considered and moderate recommendations, which successfully blend competing claims (Crosby 1999; Renn *et al.* 1995). For example, such Juries have demonstrated how the views of antagonistic groups can be reconciled.

## **8.2 Methodology**

### **8.2.1 Citizens' Jury and Citizens' Forum**

The original intention had been to run a Citizens' Jury, but due to the late withdrawal of key stakeholders, the process was slightly amended and renamed a Citizens' Forum. The Forum has many elements in common with a Citizens' Jury including:

- it brings together a small group of 16 or so randomly chosen citizens;
- it provides a forum in which a panel of citizens can consider how best to deal with an issue of public importance;
- it takes place over a number of days during which Forum members are given detailed balanced information about the issue and can seek out any additional information they might want;
- it is organised in consultation with an external Advisory Committee and Stakeholder Reference Group whose role includes making sure that the process is sound and that the background material is balanced and fair;
- it has a neutral facilitator who ensures that the panel is able to get the information it needs, and;
- it concludes with the panel preparing a report which records recommendations and any dissenting points of view.

The key difference between a Citizens' Jury and a Citizens' Forum is essentially the degree of interaction with witnesses, and therefore the structure of the three days of deliberation. In a Jury process, the structure is designed so that the panel hears from, and questions a mix of "expert" and "stakeholder" witnesses over the first two days. In the Forum process, only the first day is dedicated to hearing from, and questioning "expert" witnesses. On the second day, an independent consultant familiar with the content and key arguments surrounding the issue, is available for questioning to assist the panel to understand the views of different "stakeholders" perspectives. The panel also has access to a range of written material such as reports and submissions prepared by different parties.

### **8.2.2 Selection of the Panel**

The Forum's composition reflected a cross section of the community. A Citizens' Jury/Forum is designed to represent the public interest, not the special interests of community groups. The Forum members were not polled on their views and attitudes about CDL prior to selection and were selected purely on the basis of socio-demographic data.

The selection process for the CDL Citizens' Jury/Forum involved several stages, which are described below.

### **8.2.2.1 Recruitment**

In November 2000, letters were mailed to 2000 randomly selected households across NSW using an electronic telephone directory; a specific member of the household was invited to participate in a Citizens' Jury. Interested citizens returned a form with demographic information on their age, sex, area of residence (city/town/rural), educational qualifications, ethnic background, occupation, and household structure. It should be noted that whilst there is a degree of self-selection, volunteers were attracted to the Panel because of the process rather than topic, which was not disclosed to them at this stage. ISF received 143 positive responses (a response rate of 7 percent), which compares favourably with other random mail out surveys (personal communication, Neil Evans, NCS Australasia and John Schwarzkoﬀ, Keys Young, 2000).

### **8.2.2.2 The Random Selection Process**

In deciding how the final selection would be made, two considerations were taken into account:

- ❑ Firstly, it was important to put together a panel whose composition broadly reflected that of the wider NSW community. Unlike the participants of the Televote, the Citizens' Forum was not intended to be a statistically representative sample of the NSW since the sample size is too small. The aim in the random selection of the Forum members was not, therefore, to match key demographic and other social characteristics precisely to those of the general population. Instead it is to achieve a cross-section of the general population.
- ❑ Secondly, all of those who put their names forward would be given a fair chance of being selected for the Forum.

From this 'pool' of 143 volunteers, the selection process of the final panel of 16 citizens took place in two initial stages:

1. The pool was divided into discrete groups according to sex (50:50) and then educational level.
2. Predetermined quotas (based on NSW demographics from the 1996 Census) for each category of education (basic/skilled/degree) were filled by random selection.

The potential panel of 16 citizens generated by this round of selection was then checked against the remaining demographic characteristics in the following order: age (3 bands), area of residence (metropolitan/other), household structure (with children/without), ethnicity (English as a first language/other) and employment (employed/unemployed/not in the labour force), to ensure the Forum matched the demographics of the NSW community as far as possible. Where there was any imbalance, members were substituted by random selection from within the particular sub-group, although this was kept to a minimum as far as possible. This process was repeated to select a 'shadow Panel' of 16 members as reserves in case of any drop outs from the main panel.

The short-listed citizens for the 'main potential panel' and the 'shadow panel' were then contacted to:

- ❑ notify them of the topic;
- ❑ ask if they had any significant involvement with the CDL issue or if they are a paid employee or volunteer of an organisation, campaign group or research establishment concerned with CDL issues, and;
- ❑ clarify availability and any special requirements.

Both the potential main panel and shadow panel were approved by the Advisory Committee in terms of the overall demographic balance within each panel compared to the set quotas.

### **8.2.2.3 Finalisation of the Forum Membership**

Of the sixteen people originally contacted and invited to be on the Jury, six substitutions were made due to people being unavailable for personal reasons. Also, in the week leading up to the Jury, three members withdrew for personal reasons. They were not replaced due to the late stage in the proceedings. The characteristics of the panel (of thirteen) at this stage of the process are provided in *Appendix H*.

During the Forum itself, two members withdrew from the process for personal reasons, resulting in a final Panel of eleven citizens.

### **8.2.3 Citizens' Jury Background Material**

The Citizens' Jury Background Material (CJ BM) was developed in a similar manner to the Background Information for the Televote (see Section 7.1). The document was developed in conjunction with the Stakeholder Reference Group and agreement was reached on the content at the final SRG meeting.

The CJ BM is slightly longer than the Televote Background Information (13 pages in total) and it contains the same information with more detail on the international experiences as well as website addresses where additional information on related topics can be sought.

The document was sent to the Forum members two weeks before the Forum was held. See *Appendix I* for a copy of the Citizen's Jury Background Material.

### **8.2.4 Facilitator**

An independent facilitator was chosen to act as the 'guardian of the process', supporting the jury through the process and managing the group dynamics.

The facilitator selected for the Citizens' Jury was Margaret Dugdale of Social and Environmental Planning Partnerships, South Australia. Margaret Dugdale was one of four candidates who were interviewed for the role of facilitator by two members of the ISF CDL project team and a representative from the Advisory Committee. Margaret was selected on the basis of her extensive experience in facilitation and mediation.

A full description of the role of the facilitator is given in *Appendix J*.

### **8.2.5 Chair**

A separate role was identified for an independent chair to manage the expert presentations and discussion sessions in order to ensure that the facilitator was able to focus fully on the Citizens' Jury. The intention was that there would be a very clear demarcation between the roles of the chair and facilitator: the chair would act as the 'keeper of the process' and be responsible for managing the expert presenters - keeping them to time and ensuring that they respond adequately to the panel's questions. The facilitator, on the other hand, would be responsible for supporting the panel and working with them in the private Jury sessions (where no presenters would be present).

The chair selected for the Citizens' Jury was Bill Kidd, Head of Administrative Systems at Southern Cross University, Lismore. Bill was invited to take on the role of chair on a recommendation from the Advisory Committee on the basis of his skills and experience in chairing public debates. Bill had no specialist knowledge of, or stake in CDL.

With the change in structure (see *Section 8.2.1*), the role of the chair was no longer so necessary, given that the number of presentations had drastically reduced. Margaret Dugdale, therefore invited Bill Kidd to assist her role as facilitator.

### **8.2.6 Amendments to the Program**

As mentioned in Section 8.2.1, a week before the Jury was due to be held, a number of key stakeholders withdrew from the process<sup>22</sup>. This withdrawal essentially meant that the Citizens' Jury could not proceed as programmed, particularly with regards to the stakeholder presentations, as the panel would have received an imbalance of views – essentially only hearing one side of the argument. However, given that many arrangements had been set in place, including a commitment from the sixteen panel members, the structure for the weekend was redesigned in consultation with the Advisory Committee and the facilitator.

The process was renamed a Citizens' Forum and was designed with essentially the same aims as the Citizens' Jury - to establish the views and recommendations of informed members of the public on CDL. The aim was to design a structure that was robust and defensible and one that did not favour a particular outcome. It was also essential that the panel be provided with the necessary information so that they were able to give their **informed** opinion. The key difficulty was how to inform the citizens as efficiently and effectively as possible, given that the stakeholders were no longer presenting and available to answer questions.

It seemed sensible to base the program on the background material, given that this was a balanced document that had been signed off by the SRG. ISF also considered structuring the Forum around the written material and submissions, but it was felt that this would take too long and was likely to be tedious for the Forum members. It would also have been difficult to decide which information to use and there was an issue of equity in terms of the volume and quality of the available information. Many of the questions raised by the panel were at a “meta” information level rather than at a detailed level, making the use of highly technical excerpts from various reports nonsensical.

ISF also came to the conclusion that the information needed to be presented in order to help engage the panel in meaningful discussion. It was also felt necessary to have some way of answering the panel's questions. The resulting key amendment to the final program related to the way in which the information was presented to the panel. Rather than have the stakeholders presenting their perspectives, an independent consultant, Dr. Stuart White was available to ask answer the panel's questions, giving the responses from both pro-CDL and anti-CDL viewpoints.

## **8.3 Conducting the Citizens' Forum**

The Citizens' Forum took place on 9-11 February at the Women's College, University of Sydney.

The final Program (see *Appendix K*) formed a basic structure within which the panel worked. As the Forum progressed, the facilitator and the panel amended the structure of the program to suit their needs. The final structure of the three days was:

- Thursday evening – welcome and outline of the Citizens' Forum process within the CDL Review and the broader NSW Waste Act Review.
- Friday morning – setting the ground rules and developing a “context map” based on the Citizens' Jury Background Material. Presentations from NSW EPA, SA EPA and Frank Ackerman from Tufts

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<sup>22</sup>Stakeholders were involved in the CDL Social Research through the Stakeholder Reference Group (SRG) (see *Section 6.2*) which met on four occasions throughout the Review. After the final meeting, agreement had been reached by participating SRG members on the Televote Background Information, the Citizens' Jury Background Material, and the Citizens' Jury program. The SRG also reached agreement on the Televote questionnaires with the exception of one question on refillables. It was this controversial refillables question that led to the voluntary withdrawal of several key stakeholders from the CDL Social Research process. This question was subsequently omitted from the Televote questionnaire. SRG members were then notified of this but did not respond to an invitation to fulfil their role as expert witnesses for the Jury.

University (an international presenter from the US via the phone). Each presentation was followed by group deliberation and questioning of the presenter.

- Friday afternoon and Saturday – small group work in defining key questions, Panel group discussions, question and answer sessions with Dr. Stuart White, panel deliberation to further isolate key concerns.
- Sunday – panel preparing report (including some small group work). In the evening presentation of Panel’s report to observers and to a representative from the Minister’s Office.

A number of people were interested in observing the Citizens’ Forum for both process and content reasons. A maximum of seven observers attended the process and their role was strictly to observe and not to interact in anyway with Forum members. In all private Forum sessions, observers were asked to leave the room while deliberations took place. The observers’ role was clearly outlined to them in a document (see *Appendix J*). The independent evaluator was given permission by the panel to observe all sessions, including the private deliberation sessions.

### **8.3.1 Citizens’ Forum Recommendations**

An excerpt of the Citizens’ Forum report including their key recommendations is given below. The final *CDL Citizens’ Forum Panel Report* forms *Appendix G*.

We, the Citizens’ Forum, a randomly selected diverse group of residents of New South Wales, have considered, discussed and deliberated over a period of three days on the advantages and disadvantages of the introduction of Container Deposit Legislation (CDL) in New South Wales.

Our considerations have been based on the information supplied to us by various sources<sup>23</sup>. Having considered all this information the following are our key recommendations.

The Citizens’ Forum has unanimously agreed to the implementation of CDL in NSW within the framework of the following recommendations

#### **Citizens’ Recommendation 1: Easy Access**

The Forum unanimously recommends that access to redemption venues for containers be easily accessible to all members of the community. Considerations must include:

- provision for urban collection depots to be within a 5 km distance of all residents;
- elderly, disabled, non-ambulatory, non-car owners and housebound groups are catered for, and;
- consideration of the needs of all the rural population.

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#### <sup>23</sup> **Information Sources:**

- Graeme Head, NSW EPA
- Steve Smith, South Australian EPA
- Frank Ackerman, Tufts University, USA
- Stuart White, Institute for Sustainable Futures
- Documents referred to:  
Phillip Hudson in association with Cole Solicitors, (2000), *Report on the Review of the Economic and Environmental Impacts of the Beverage Provisions of Environment Protection Act 1993 (Container Deposit Legislation) in South Australia*. Prepared for Environment, Heritage and Aboriginal Affairs.  
Nolan ITU Pty. Ltd. & Sinclair Knight Merz, (2000), *Independent Assessment of Kerbside Recycling in Australia*, Sydney.

### **Citizens' Recommendation 2: Pricing**

When considering CDL it is recommended that any increase in cost due to the legislation be shared between industry and consumers and that any price increases not adversely affect low-income earners.

The Government should play an active role in monitoring any price increase as a result of CDL.

### **Citizens' Recommendation 3: Containers to be covered by CDL**

The Forum unanimously recommends that the following be included in the legislation:

- all beverage containers including:
  - all alcoholic beverages (e.g. beer, wine, spirits, ciders etc);
  - soft drinks;
  - juice, water, sports drink and cordial;
  - all flavoured milk varieties, and;
  - all other containers that would be a significant contributor to the waste stream.

The Forum unanimously recommends that the following be excluded from the legislation:

- all non-flavoured milk varieties.

### **Citizens' Recommendation 4: Industry involvement in the design of system**

The Forum unanimously recommends the involvement of industry in the formulation and implementation of the CDL system to ensure that all parties co-operate and participate.

The industry should be required to comply with the following guidelines:

- convenient collection points and ease of access;
- a fixed target rate of return to be met within a specified period, and;
- a government nominated fixed deposit.

### **Citizens' Recommendation 5: Level of deposit**

It was unanimously agreed that the deposit be in the range of 5-10 cents.

### **Citizens' Recommendation 6: Cost-benefit analysis**

The Forum understands that CDL appears to be cost effective on the basis of:

- reduced landfill;
- reduced litter, and;
- environmental benefits.

It is appreciated that the outcome of cost-benefit analysis depends on the range and composition of factors included in the analysis.

### **Citizens' Recommendation 7: Impact on non-deposit recyclables and existing recycling systems**

The Forum recommends that CDL be introduced to work with existing recycling systems such as kerbside collection.

### **Citizens' Recommendation 8: Impact on community groups**

The Forum recommends that established groups such as charitable organisations, non-profit community groups and "sheltered workshop" situations should not be disadvantaged by the introduction of CDL and if possible their involvement should be encouraged.

### **Other Citizens' Recommendations**

The group is aware that CDL by itself will not solve the problems associated with landfill and other waste issues. Therefore the Government should ensure that the following matters are considered:

- more stringent controls to reduce unnecessary packaging;
- increase the focus on research and development on reducing the volume of commercial, industrial and demolition waste going into landfills;
- more effective marketing campaigns that will successfully inspire the community to act more responsibly when it comes to their waste management.

### **8.3.2 Evaluation**

ISF commissioned an independent consultant to evaluate the Citizens' Forum and selected Elaine McKay, Principal Associate, P J Dawson & Associates of Canberra to undertake the task. Elaine McKay was the principal evaluator for the First Australian Consensus Conference on Gene Technology and the Food Chain held in 1999.

The evaluation set out to:

- Evaluate the effectiveness of the Citizens' Forum process, focussing on the 3 days of the Forum (rather than the processes leading up to it).
- Identify lessons learnt and any areas where improvements could be made.

The Evaluation used both qualitative and quantitative methodologies which included pre and post Forum questionnaires to assess attitude change to CDL and related issues and semi-structured interviews with panellists, facilitators and organisers. The Evaluator also attended all sessions of the Forum as an observer.

A summary of the key findings from the Evaluation is given below. The complete *CDL Citizens' Forum Evaluation Report* forms can be found in *Appendix L*.

The ISF hosted a successful Forum, which was conducted with openness and rigour taking account of the limitations placed on the process by the absence of stakeholders. The process accessed the views of a diverse group of citizens, which were further informed by the process.

Most of the panellists held clear positive attitudes on the needs for litter control and on the environment before the Forum. Other data, including from the Australian Bureau of Statistics, indicate that these positive attitudes are shared by the rest of the Australian population. The panellists were also positively inclined towards CDL before the Forum. The effect of the Forum was to increase commitment to CDL and clarify and better inform these attitudes. They discovered their views were shared with the majority of others at the Forum. They came to appreciate that the question was more complex than they had first

thought and to modify their attitudes by taking into account other issues, such as manufacturers' concerns, overall costs and the effects of CDL on particular groups in the community.

The key reasons for support of the legislation related to litter and waste, effect on landfill and effect on the environment, but the future also played a part in terms of making people aware of their habits and giving future generations a positive attitude to recycling.

The consensus process had the effect of introducing qualifications to the majority view because the minority reservations had to be taken into account. The majority did not find this a difficult accommodation and the minority believed that answers to their reservations would result in well-founded policy-making by the government.

The Citizens' Forum on CDL has been a further example of a participation process where lay people, randomly selected from the community, can be trusted with information on contentious and complex issues and, with good organisational infrastructure and facilitation, can be guaranteed to produce thoughtful and rational opinions which are of use to policy makers.

A number of lessons were learned which could help future organisers of deliberative processes of a similar nature to a Citizens' Forum:

A Citizens' Forum at which stakeholders do not make presentations in person is an acceptable and rigorous method of accessing informed public opinion, which can be added to the battery of methods available.

The amount of information made available to the panellists will always be an issue for organisers. How much is sent out before a Forum will be a matter of judgement but 12 to 20 pages is probably enough. It should however be a clear and balanced exposition of the contending views associated with the subject. It is the quality of the information rather than the volume, which is crucial and references can be given to other sources available in libraries and via the internet. Further written material, in addition to the verbal presentations, should be available for those panellists who require it and time should be made available in the program for it to be read.

Acknowledgement should be made of different learning styles. Thus organisers, facilitators and speakers should build into the program and their presentations opportunities for all learning styles to be accommodated. These include visual, as well as audio presentations, access to detailed information and activities to enhance the learning process.

Use of the full range of questions and enhancing the skills of the panellists by the Facilitator in questioning would help elicit information and improve the depth of the Final Report. Techniques, such as argument mapping, should be explored for assisting the panellists to absorb and keep new information before them, to track arguments and add rigour to the process.

Organisers should seriously consider engaging both a Facilitator and an Assistant Facilitator.

It is highly desirable that the Evaluator be responsible for the evaluation of both attitude change and the success of the process.

Trust can be placed in the panellists to use the occasion and the opportunities provided to aid them in meeting their commitments to the process. While planning requires that organisers must anticipate the needs of the panellists, there is no need to make judgements that are too limiting about how much information they can cope with. Participants will have different needs and make that judgement for themselves.

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## **APPENDICES: Volume III**

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- C. Summary of Issues Raised in the Submissions
- D. Members and Terms of Reference of Advisory Committee (AC) and Stakeholder Reference Group
- E. Televote Analysis and Results
- F. Televote Questionnaires 1 & 2 and Background Information
- G. Citizens' Forum Panel Report: Key Recommendations
- H. Citizens' Forum: Panel Characteristics
- I. Citizens' Forum: Background Material sent to Panel Members
- J. Citizens' Forum: Role Descriptions of Facilitator and Observer
- K. Citizens' Forum: Final Program
- L. Citizens' Forum: Evaluation Report



## **Appendix A: ISSUES PAPER**





University of Technology, Sydney

# Independent Review of Container Deposit Legislation in NSW

## **ISSUES PAPER**

November, 2000

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## **Introduction**

This document provides background information to the Independent Review of Container Deposit Legislation for NSW, conducted by Dr Stuart White at the Institute for Sustainable Futures at the University of Technology, Sydney.

The report:

- defines Container Deposit Legislation (CDL) for the purposes of this Review;
- outlines the Review's Terms of Reference;
- describes how the Review will be conducted;
- describes the key issues that will be the subject of the Review;
- lists a set of draft criteria for assessing various models of CDL and a business-as-usual or reference case;
- provides details on where to seek further information.

## **Container Deposit Legislation**

Container Deposit Legislation refers to the use of a mandatory deposit on containers to encourage their return by consumers. Depending on the deposit system, containers can be returned to the manufacturers via the retailer, to designated collection depots, reverse vending machines or recovered as part of existing waste or recycling collection system. Any person returning the container receives a standard refund. CDL requires that manufacturers take responsibility for the returned containers either to refill, recycle or to dispose of them.

Originally the deposit refund system was used by the beverage industry as a means of ensuring that their bottles were returned to be washed, refilled and sold. The increase in disposal containers saw the phasing out of deposit systems in most states in Australia.

In the early 1970s some governments sought policies like CDL to address the growing litter problem. Container Deposit Legislation provided consumers with an incentive for returning the container to manufacturers for a refund. Whether it is refilled or recycled is dependent on the requirements of the particular legislation.

CDL is currently in place in South Australia, in 10 states in the USA and in several European and Asia countries. Several states in Australia are currently investigating CDL.

The drivers behind CDL have broadened since the 1970s. Today advocates for CDL embrace it as a means to not only reduce litter but as part of a broader approach to waste minimisation, resource conservation and Extended Producer Responsibility (EPR). The responsibility for the container material is placed onto the producers rather than on the government.

CDL is considered a form of EPR. Such a scheme aims to ensure that the responsibilities of both producers and consumers are maintained from production to final disposal or recycling. A CDL system potentially means less pressure and responsibility is placed on local government for managing container waste.

## **Independent Review of Container Deposit Legislation in NSW**

In 1995 the NSW Government enacted the Waste Minimisation and Management Act. The legislation was introduced to ensure that waste management in NSW focussed on waste minimisation beyond the provision of disposal infrastructure toward recycling, reuse and waste avoidance.

The Waste Act is currently under review. As part of this review the Minister for Environment in NSW, The Hon Bob Debus, has commissioned Dr Stuart White, to conduct an Independent Review of Container Deposit Legislation in NSW.

Today, discussions of CDL need to take a broader perspective than in the past. The goals and attitudes of society have changed. Concepts such as Ecologically Sustainable Development and Extended Producer Responsibility mean that it is no longer appropriate to consider only the costs and benefits of litter reduction and waste minimisation associated with CDL. Social, environmental and broader resource issues must be taken into account. Since the last major study into CDL was conducted, there has been a significant improvement in the data on waste, litter and recycling. There are also a range of analytical tools such as Life Cycle Assessment (LCA) and more refined social research techniques for exploring community attitudes and preferences.

### **Terms of Reference**

The Review aims to:

- Assess Container Deposit Legislation's (CDL's) environmental, economic and social costs and benefits to the community and industry, including:
  - its potential absolute and relative contribution to waste reduction;
  - its potential contribution to litter reduction;
  - likely infrastructure needs in support of the CDL system;
  - the estimated infrastructure establishment & operation costs;
  - the potential financial impact on the beverage industry;
  - the community's willingness to pay;
  - its potential impact on kerbside recycling.

Additional considerations are to:

- describe and analyse different potential models for implementation of CDL in NSW;
- identify the potential role of supermarkets, council facilities and existing waste or recycling facilities as points of collection;
- determine the relationship between CDL and broader Extended Producer Responsibility (EPR); and
- examine how CDL could impact on or be impacted by other waste minimisation initiatives, including the National Packaging Covenant.

### **Proposed Methodology**

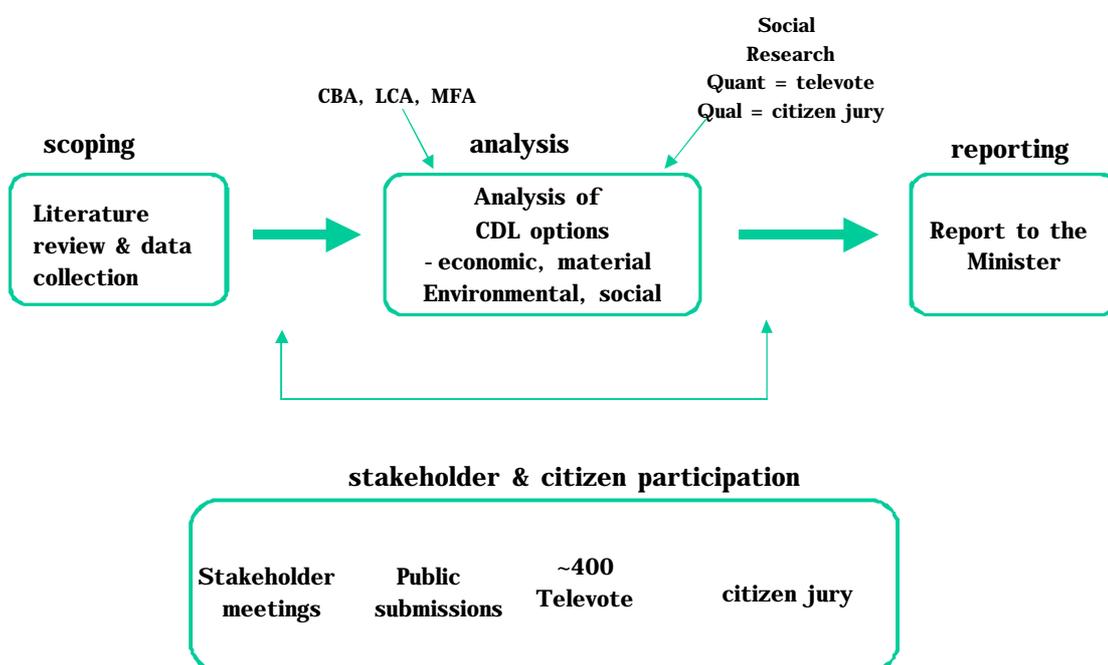
The proposed methodology for the Review is summarised in Figure 1 and includes the following key components:

- A comprehensive literature review and data collection process, with the objective of ensuring that the review encompasses alternative options for implementation of CDL and that the analysis is undertaken using the most recent information on best practice.

- Significant involvement of, and discussions with, key stakeholders in order to ascertain the concerns and perspective that they bring to the issue, and to ensure that there is a shared understanding of the information base.
- Involvement of key stakeholders in the social research component, including the citizen’s panel, which will ensure that stakeholders can provide ongoing input to the process.
- The provision of briefing documents and other information for stakeholders and interested members of the community, and the provision of opportunities for members of the community to have an input to the review through a call for submissions.
- A technical assessment of CDL in economic, environmental, and material terms, and an assessment of the impact of CDL in social and institutional terms. This will include an assessment into its relationship to broader extended producer responsibility.
- A social research component to investigate the support and preferences within the community for CDL, using a quantitative survey of a representative sample and qualitative feedback from an informed group of randomly selected citizens through a citizen panel.

A summary report and draft recommendations will be provided to the Minister at the end of February 2001, with a final report and recommendations to follow at the beginning of March 2001.

**Figure 1: CDL Review Methodological Framework**



**NOTES**

CBA = Cost Benefit Analysis  
 MFA = Material Flow Analysis  
 LCA = Life Cycle Assessment

## Proposed Review Timeline

The proposed review timeline is as shown below:

Literature review and data collection	18 September to 20 October
Initial meetings with key stakeholders	3 October to 30 November
Call for public submissions	14 October to 24 November
Technical analysis	16 October to 22 December
Social research - survey	Completed 7 Feb
Social research - Citizens Panel	7 Feb to 9 Feb 2001
Summary report and recommendations	23 February 2001
Final report and recommendations	9 March 2001

## Issues to Consider

Container Deposit Legislation has been the subject of considerable debate in NSW since the early 1970s. It is not only a highly contested, but also an extremely polarised issue. Previous evaluations on CDL have tended to focus only on the direct economic costs and benefits of CDL, with little consideration of the broader material, environmental and social costs and benefits.

There are a number of key issues that need to be considered when evaluating the potential impacts of CDL in NSW. Written comments on these issues, a number of which are summarised below, are invited as part of the Review process.

### ***Absolute and relative contribution to waste reduction***

The contribution to waste reduction arising from the implementation of CDL would result from the increased recovery rate of containers for return to manufacturers. Some estimates suggest that the percentage recovery rate of these materials to industry would increase from a current level of about 50% to over 85%. The return rate depends on the level of the deposit, and the means by which containers can be returned, as well as a range of behavioural factors. The requirements of the legislation (ie. whether the containers are to be recycled or refilled, or disposed of) will determine the ultimate volume of material diverted from landfill.

If all collected containers were to be recycled or refilled, the reduction in the total waste stream may still only represent approximately 4-8% of the total waste stream.

This Review will assess the likely material recovery rate that would result from implementation of a number of CDL configurations, and estimate the benefits associated with the reduction of waste to landfill. These benefits depend on the marginal cost of disposing of waste to landfill, which is higher in Sydney than in many parts of regional NSW or elsewhere in Australia.

### ***Potential contribution to litter reduction***

One of the main aims of the introduction of CDL in South Australia was to address the litter problem. CDL provides an economic incentive for people to return containers, thus reducing litter. The costs of litter are more difficult to estimate than

the costs of landfill, but can be derived from a range of sources, including, for example, the marginal contribution of containers to:

- the cost of council litter collection;
- the cost of clean up from public events;
- the cost of emptying gross pollutant traps (litter collected in stormwater systems).

The Review will estimate the relative costs of litter collection if CDL were implemented in comparison with a business-as-usual case.

### ***Infrastructure needs and costs in support of the CDL system***

In South Australia, CDL was established primarily using the mechanism of recycling depots, located within 5km of each other throughout Adelaide and regional centres. Other possible mechanisms for container return if CDL were to be implemented include point of sale systems, reverse vending machines and existing recycling and reuse systems. There are other alternatives for container collection, such as the use of supermarkets as is used in several European countries.

The Review will investigate the likely requirements and costs of establishing a network of collection points, and other mechanisms for return of containers.

### ***Potential financial impact on the beverage industry***

Some studies on the impact of CDL have provided an estimate of the impact of a reduction in sales of soft drink and beer as a result of price increases due to CDL. This is a contested aspect of analysis of the costs and benefits of CDL. This Review will estimate the impact on the beverage industry, along with the costs and benefits from all other sectors.

### ***Community's willingness to pay***

There have been a number of surveys which have assessed the support for CDL in South Australia, and the response has suggested that South Australians strongly support the system. Surveying the NSW population on the potential for CDL is difficult given that no CDL system has ever been in place in NSW. The nearest reference point is the voluntary industry refilling schemes, which were largely phased out in the late 1970s.

For the purposes of this Review in NSW it is important to ensure that citizens are informed about the costs and benefits of CDL prior to being surveyed. Two social research methods which focus on achieving representativeness and deliberation will be used to assess the community attitudes and preferences. These include a large scale survey in which respondents are provided with information about the costs and benefits of CDL prior to stating their views and a Citizens Jury in which a small, randomly selected panel of citizens are invited to deliberate on the issue of a period of three days. Proponents and opponents of CDL will be invited to contribute to any information provided to citizens in these processes, as well as being given the opportunity to present their views to the panel in the Citizens Jury process.

### ***Potential impact on kerbside recycling***

One of the key areas of debate between the supporters and opponents of CDL is the potential impact of CDL on kerbside recycling. An industry view is that CDL

undermines Local Government recycling programs by taking beverage containers and the associated revenue away from kerbside recycling. An alternative perspective, expressed by local government representatives is that CDL could improve the economic viability of currently inefficient recycling programs. They argue that CDL would reduce the cost of highly subsidised recycling programs (paid by Councils and their ratepayers) and that the deposit value of containers remaining in the kerbside system will provide Councils with an additional and stable source of revenue.

This Review will assess the impact of CDL on kerbside recycling in material and economic terms.

### ***Relationship to Extended Producer Responsibility***

Extended Producer Responsibility (EPR) is a principle which encourages product manufacturers to take responsibility for the entire life cycle of products, especially take-back, recycling and final disposal of the product. EPR aims to ensure that manufacturers take on the economic, physical and informative responsibility associated with the life cycle of their products. This responsibility could include providing funds for collection, recycling or disposal, ensuring that the product is designed for minimal environment impact as well as supplying information on the environmental properties of the product. EPR has been incorporated in a large range of regulatory and economic instruments throughout the world, particularly in the last decade.

The Review will investigate the extent to which various CDL configurations are consistent with the principles of EPR.

### ***CDL and other waste minimisation initiatives***

In addition to kerbside recycling, there are a range of other waste minimisation initiatives that impact on, or would be impacted by, CDL if it were implemented, including the National Packaging Covenant and the associated industry waste reduction plans.

The Review will investigate these potential impacts and relationships.

## Proposed Assessment Criteria

It is proposed to assess CDL using a comprehensive range of criteria, including the following:

- Waste volumes
- Litter
- Impact on kerbside recycling
- Institutional requirements
- Infrastructure requirements
  - Siting issues
  - Capital costs
  - Operating costs
  - Planning requirements
- Community issues
  - Impact on community organisations
  - Socio-economic issues
- Impact on industry and consumers
- Employment
  - Direct
  - Indirect
- Emissions to the environment
  - Water
  - Air
- Resource Use
  - Water
  - Energy (gas, electricity, fuel)
  - Materials (bauxite, sand)
- Wellbeing and urban livability (eg noise, traffic)

## How You Can Get Involved

The review aims to provide maximum opportunity for input and feedback by members of the community including key stakeholders. The web site ([http://www.isf.uts.edu.au/CDL\\_Review](http://www.isf.uts.edu.au/CDL_Review)) will be progressively updated. It is also possible to place yourself on an email list (by emailing [CDL\\_Review@isf.uts.edu.au](mailto:CDL_Review@isf.uts.edu.au)) or contact our CDL hotline on 1800 220 200.

We welcome any written submission to the process. **The submission deadline has been extended to 24<sup>th</sup> November 2000.** Please attach the completed pink Submission Form Coversheet to your submission and return using the Reply Paid envelope.

## **Useful Links**

New South Wales Environment Protection Authority (NSW EPA)

<http://www.epa.nsw.gov.au/waste/>

South Australian Environment Protection Authority (SA EPA)

<http://www.environment.sa.gov.au/epa/waste.html>

National Packaging Covenant

<http://www.environment.gov.au/epg/covenant/>

Friends of the Earth Report "Bringing back returnables" 1992

<http://www.geko.net.au/~gargoyle/CDL/Reports/BringingBackReturnables/index>

NSW Waste Boards

<http://www.wasteboards.nsw.gov.au>

Beverage Industry Environment Council of Australia

<http://www.recycle.net/assn/beviec.html>

Local Government and Shires Association

<http://www.lgsa.org.au/>

Extended Producer Responsibility (Lund University Sweden Seminar)

[http://www.lu.se/IIIEE/research/products/epr/epr\\_1998/epr\\_1998.html](http://www.lu.se/IIIEE/research/products/epr/epr_1998/epr_1998.html)

Australasian Soft Drink Association

<http://www.softdrink.org.au/html/Policies/environment/environment.html>

Container Recycling Institute, USA

<http://www.container-recycling.org/>

OECD and Waste Management

<http://www.oecd.org/ehs/waste/index.htm>

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- Business Regulation Review Unit (1989) *Container Deposit Legislation and the Control of Litter and Waste (Information Paper No. 14)*, June, Canberra.
- Friends of the Earth Sydney (1992) *Container Deposit Legislation for New South Wales: Bringing Back Returnables*. FoE, Sydney, Australia.
- Hatch, John (1990) *Review of Information Paper No. 14 of the Business Regulation Review Unit. Container Deposit Legislation and the Control of Litter and Waste*. The Centre for South Australian Economic Studies, University of Adelaide and Flinders University.
- Local Government and Shires Associations (LGSA) (1998) *It's time for container deposits*. Local Government and Shires Associations, Sydney, Australia.
- NSW Environment Protection Authority (1999) *New South Wales Beer & Soft Drink Industry Waste Reduction Plan*. Chatswood: EPA NSW.
- Phillip Hudson Consulting in association with Cole Solicitors (2000) *Container Deposit Legislation: Report of the Review of the Economic and Environmental Impacts of the Beverage Provisions of the Environmental Protection Act 1993 (Container Deposit Legislation) in South Australia*. Prepared for the Environment Protection Agency, Department for Environment, Heritage and Aboriginal Affairs. South Australia.
- President's Council for Sustainable Development and US Environmental Protection Agency (1997) *Proceedings of the Workshop on Extended Producer Responsibility*. Online. White House. Available: <http://www2.whitehouse.gov/PCSD/Publications/EPR.html> February 1997.
- SA Environmental Protection Authority (2000) *Container Deposit Legislation*, EPA Information Sheets IS 20. Adelaide: EPA SA.
- Warren, M. (1995) *Kerbside Recycling Report*. Prepared for Environment Protection Authority and the Local Government Recycling and Waste Management Board. Adelaide. South Australia.

## **Appendix B: TABLE OF SUBMISSIONS**



## TABLE OF SUBMISSIONS RECEIVED FOR THE CDL REVIEW

### Individuals

NAME	ORGANISATION
Alex Tucker	
Bob Meadley	
David Bentham	
Donald Graham	
Eric Manning	
Fay Brookfield	
Harold Grant	
Ian James Banks	
Ida J Riach	
Judie Peet and Frank Curtis Peet	
Leon M. Patterson	
Leonard Raymond Wallace	
Mervyn Murchie	
Norman M Robertson	
S.G. Neill	
The Honourable Richard Jones, M.L.C	
Tom & Carol Grosskopf	
Tracey Colley	
Vladimir Vincourek	
W.L.Woodcock	

### Industry

NAME	ORGANISATION
	Australasian Soft Drink Association Ltd
	Australian Industry Group
Stan Moore – Executive Officer, Policy & Research	Australian Retailers Association
	Beverage Industry Environment Council
Eedra Zey	Compaq Computers Australia
Janet Cecins	Dairy Farmers
Alan McKenzie	NARGA Australia Pty. Ltd
Jim Forsyth, Chairman	NSW Milk and Dairy Products Association
Gavin Williams, CEO	Packaging Council of Australia
B M Byrnes	Waste Contractors and Recyclers Association of NSW

### Community Groups/Organisations

NAME	ORGANISATION
John Wiggin, Secretary	Australian Conservation Foundation - Central Coast Branch
Jonathan Gray	Australian Conservation Foundation (Sydney Branch)
S.J. Allen	Bellingen Environment Centre
Ronald John Davis	Dubbo Field Naturalist & Conservation Society
Janet Noble	Eugowra Promotions and Progress Association
	Green tucker Store Coop
Colin East	Hunter Residents Against Sydney Garbage
Mrs. Kathy Carolan	Macquaire Group C W A
Keelah Lam	Manly Food Cooperative
Cathy Merchant	Ryde-Hunters Hill Flora and Fauna Preservation Society
Dr. Judy Lambert	The Manly Greens
Jenny Edwards	The Coastwatchers Association Inc.
Mr. M R Rolfe	Vaucluse Progress Association

Lyndall Vera McCormack	Waste Crisis Network
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**Local Government**

NAME	ORGANISATION
P Perram	Bathurst City Council
George Coward	Blacktown City Council
R K Stewart	Cabonne Council
R J Geraghty	Coonabarabran Shire Council
David Carey	Deniliquin Council
John Davis - Manager, Environment and Health	Dubbo City Council
Connie Harris	Fixit Committee (Warringah Council)
C R Brook - Manager, Environmental Services	Gilgandra Shire Council
Stella Whittaker - Executive Manager, Environmental Division	Hornsby Shire Council
Peter Head	Leichhardt Council
Lesley Trott - Waste minimisation Officer	Lismore City Council
	Local Government and Shires Association of NSW
Barbara Aird - Chair, Waste Management Committee	Manly Council
J Orton - manager Environmental Services	Marrickville Council
Mrs. Isobel Ehart-McGlashon	Mosman Municipal Council
Jack Garside	Narromine Shire Council
James L.O. Tedder	North Coast Environment Council
R.D. Kempshall	North Sydney Council
Steven Campbell	Parkes Shire Council
Neil Smith - Regional Waste Officer	Riverina Eastern Regional Organisation of Councils
Simon Marrable	Snowy River Shire Council
Mayor Patricia Harvey	Sydney Coastal Councils Group
C L Earnshaw - Waste Management Services Manager	Wagga Wagga City Council
Paul Pearce - Mayor	Waverley Council
David McMillan	Wentworth Shire Council
Julia Ryan	Western Sydney Regional Organisation of Councils
R A Butt - Director, Health and Development	Wyong Shire Council

**Waste Boards**

NAME	ORGANISATION
Ken Sullivan	Inner Sydney Waste Board
John Harley	Macarthur Waste Board
Bernie Murphy	Northern Sydney Waste Board
Anne Iren Stensletten, Office Manager	South East Waste Board
Neil Chapman	Southern Sydney Waste Board

## SUMMARY OF ISSUES RAISED IN THE SUBMISSIONS

ISSUES  SUBMISSIONS RECEIVED	Contribution to waste reduction	Impact on Kerbside Recycling	Impact on Litter reduction	Impact on achieving improved environmental outcomes	Infrastructure and establishment costs	Financial Impact on the Beverage Industry	Community's willingness to pay	Impact on other waste minimisation initiatives	Extended Producer Responsibility	Relationship to other state and federal policies/initiatives	Impact on Public Health	Employment/Income creation	National Packaging Government
	INDIVIDUALS												
Alex Tucker	✗	✗	✗	✗	✗				✗				
Bob Meadley	✗		✗										
David Bentham	✗	✗	✗				✗		✗				
Donald Graham	✗		✗	✗									
Cr. Diana Roberts	✗	✗	✗										
Eric Manning	✗	✗	✗	✗	✗		✗		✗	✗			
Fay Brookfield	✗		✗										
Harold Grant	✗	✗	✗	✗									
Ian James Banks	✗		✗	✗					✗			✗	
Ida J Riach	✗		✗				✗						
Judie Peet and Frank Curtis Peet	✗		✗										
Leon M. Patterson	✗	✗	✗										
Leonard Raymond Wallace	✗		✗	✗									
Mervyn Murchie	✗			✗	✗	✗	✗		✗		✗		



ISSUES	SUBMISSIONS RECEIVED												
	Contribution to waste reduction	Impact on Kerbside Recycling	Impact on Litter reduction	Impact on achieving improved environmental outcomes	Infrastructure and establishment costs	Financial Impact on the Beverage Industry	Community's willingness to pay	Impact on other waste minimisation initiatives	Extended Producer Responsibility	Relationship to other state and federal policies/initiatives	Impact on Public Health	Employment/ Income creation	National Packaging Governance
Manly Food Cooperative	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>				
Ryde-Hunters Hill Flora and Fauna Preservation Society		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>				<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>					
The Coastwatchers Association Inc.	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>									<input checked="" type="checkbox"/>	
The Manly Greens	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>	
Vaucluse Progress Association	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>				<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>					
Waste Crisis Network	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>			
INDUSTRY GROUPS													
Australasian Soft Drink Association Ltd	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>
Australian Industry Group	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>
Australian Retailers Association	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>
Beverage Industry Environment Council		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>				<input checked="" type="checkbox"/>
Compaq Computers Australia	<input checked="" type="checkbox"/>							<input checked="" type="checkbox"/>					
Dairy Farmers	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
NARGA Australia Pty. Ltd	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>				<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>
NSW Milk and Dairy Products Association	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>
Packaging Council of Australia	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>				<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

ISSUES SUBMISSIONS RECEIVED	Contribution to waste reduction	Impact on Kerbside Recycling	Impact on Litter reduction	Impact on achieving improved environmental outcomes	Infrastructure and establishment costs	Financial Impact on the Beverage Industry	Community's willingness to pay	Impact on other waste minimisation initiatives	Extended Producer Responsibility	Relationship to other state and federal policies/initiatives	Impact on Public Health	Employment/ Income creation	National Packaging Government
	Waste Contractors and Recyclers Association of NSW	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>								<input checked="" type="checkbox"/>
<b>LOCAL GOVERNMENT</b>													
Bathurst City Council	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>						<input checked="" type="checkbox"/>				
Blacktown City Council	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>										
Cabonne Council	<input checked="" type="checkbox"/>								<input checked="" type="checkbox"/>				
Coonabarabran Shire Council	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>					<input checked="" type="checkbox"/>				<input checked="" type="checkbox"/>	
Deniliquin Council	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>					<input checked="" type="checkbox"/>				<input checked="" type="checkbox"/>	
Dubbo City Council	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>					<input checked="" type="checkbox"/>				<input checked="" type="checkbox"/>	
Gilgandra Shire Council	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>										
Hornsby Shire Council	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>	
Leichhardt Council	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>					<input checked="" type="checkbox"/>				
Lismore City Council	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>	
Local Government and Shires Association of NSW	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>
Manly Council	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>										
Marrickville Council	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>				
Mosman Municipal Council	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>					<input checked="" type="checkbox"/>				<input checked="" type="checkbox"/>	
Narromine Shire Council	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>									<input checked="" type="checkbox"/>	

<b>ISSUES</b>  <b>SUBMISSIONS RECEIVED</b>	Contribution to waste reduction	Impact on Kerbside Recycling	Impact on Litter reduction	Impact on achieving improved environmental outcomes	Infrastructure and establishment costs	Financial Impact on the Beverage Industry	Community's willingness to pay	Impact on other waste minimisation initiatives	Extended Producer Responsibility	Relationship to other state and federal policies/initiatives	Impact on Public Health	Employment/ Income creation	National Packaging Government
North Coast Environment Council	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>										
North Sydney Council	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>								
Parkes Shire Council	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>						<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>		
Riverina Eastern Regional Organisation of Councils	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>					
Snowy River Shire Council	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>										
Sydney Coastal Councils Group	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>							<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>			
Wagga Wagga City Council	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>										
Waverley Council		<input checked="" type="checkbox"/>						<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>				
Wentworth Shire Council	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>									
Western Sydney Regional Organisation of Councils	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>					<input checked="" type="checkbox"/>					
Wyong Shire Council		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>					<input checked="" type="checkbox"/>					
<b>WASTE BOARDS</b>													
Inner Sydney Waste Board		<input checked="" type="checkbox"/>											
Macarthur Waste Board	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>				<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>				
Northern Sydney Waste Board	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>					<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>		
South East Waste Board									<input checked="" type="checkbox"/>				

Southern Sydney Waste Board

SUBMISSIONS  
RECEIVED

ISSUES

Contribution to waste reduction	✗
Impact on Kerbside Recycling	✗
Impact on Litter reduction	✗
Impact on achieving improved environmental outcomes	
Infrastructure and establishment costs	
Financial Impact on the Beverage Industry	
Community's willingness to pay	
Impact on other waste minimisation initiatives	
Extended Producer Responsibility	✗
Relationship to other state and federal policies/initiatives	
Impact on Public Health	
Employment/ Income creation	
National Packaging Covenant	

**Appendix D: MEMBERS & TERMS OF REFERENCE OF  
ADVISORY COMMITTEE AND STAKEHOLDER  
REFERENCE GROUP**



## **CDL REVIEW - Social Research**

### **Advisory Committee (AC)**

<b>Name</b>	<b>Organisation</b>
Lyn Carson	Government and International Relations University of Sydney
Max Hardy	Twyford Consulting
Carole Renoufe	
John Schwarzkoff	Keys Young
Martin Stewart Weeks	The Albany Consulting Group Pty Ltd
Jo Manion	GHD Management Engineering Environment

### **Terms of Reference Advisory Committee (AC)**

1. To guide the design and methodology of the Televote and Citizens' Jury conducted for the Independent Review of CDL in NSW.
2. To reach agreement on the:
  - terms of reference of the Citizens' Jury
  - selection criteria for the Citizens' Jury
  - process of conducting the televote
  - members of the Citizens' Jury
  - agenda for the Citizens' Jury
  - expert witnesses for the Citizens' Jury
  - facilitator for the Citizens' Jury
  - location for the Citizens' Jury
  - evaluation process and consultant
3. To discuss the findings of the televote and its implications on the Citizens' Jury process.
4. To provide input into the evaluation of the Televote and Citizens' Jury process

## **CDL REVIEW - Social Research**

### **Stakeholder Reference Group (SRG)**

<b>Organisation</b>	<b>Contact</b>
Australian Conservation Foundation	Peter Ward (nominated rep)
Australian Food & Grocery Council	Matthew Warren
Australian Retailers Association	Stan Moore
Australian Soft Drink Association	Tony Gentile
Beverage Industry Environment Council (BIEC)	Rob Curnow
Clean Up Australia	Rose Reid
Local Government and Shire Association (LGSA)	Robert Verhey
Waste Crisis Network	Peter Hopper
Waste Contractors & Recyclers Association	Charlie Johns
Nature Conservation Council	Keelah Lam

#### **Terms of Reference of Stakeholder Reference Group (SRG)**

To provide input into the material prepared for the participants in the Televote and the Citizen's Jury process conducted for the Independent Review of CDL in NSW.

To provide specific input on the contents of the:

- background information provided to the televoters and jurors
- televote questionnaires

To comment on recommendations made by the CDL Social Research Advisory Committee in relation to:

- terms of reference of the Citizens' Jury
- selection criteria for the Citizens' Jury
- process of conducting the televote
- agenda for the Citizens' Jury
- expert witnesses for the Citizens' Jury
- evaluation process and consultant

## **Appendix E: TELEVOTE ANALYSIS & RESULTS**



## 1. The Televote Process

Televoting is a form of deliberative or interactive opinion polling through a telephone or computer. It differs from conventional polling in that it provides randomly selected respondents with balanced factual background material on the issue before they are polled. The information sent to participants contains a brief description of the undisputed facts about an issue, as well as a balanced outline of several different arguments. The process encourages participants to discuss the issues with as many family members, friends, and colleagues as they can. The deliberative nature of the Televote is focussed around discussions at home rather than discussion within a public forum like the Citizens' Jury or Forum (Becker and Slaton 2000).

The original Televotes were conducted in California, Hawaii, and New Zealand in the early 1970s. Dr. Vincent Campbell, who developed the first version of the Televote polling process in California, stated (Campbell in Becker and Slaton 2000 p 55):

*“If citizens’ opinions are to have beneficial effect on government decisions, they should be well-informed and thoughtful. The Televote system informs people by giving them summaries of information relevant to the issues, easy access to more detailed information and time to think the whole matter over before deciding.”*

Since the original experiments in the 1970s, the process has been refined:

- Random-digit-dialling is used to ensure that randomly selected citizens are invited to participate.
- Call-backs to participants are conducted as a reminder and reinforcer to increase the commitment rate.
- In some part of the US, televotes are conducted by university students as part of their course work, thereby reducing the cost.

A comparative study between a Televote and non-Televote sample was conducted on the issue of Honolulu's traffic congestion. There was no significant difference in the results on the issues, apart from the number of respondents in the “don't know” category. In the Televote sample there were almost no respondents who remained indecisive. Becker & Slaton (2000) however, comment that the Honolulu case study was not the most appropriate study to explore potential shifts in attitudes because traffic congestion had been a long discussed topic and positions were likely to have been entrenched that compromise were unlikely.

The hypothesis remains that given the opportunity, time and information citizens involved in a deliberative process like the Televote consider the issue in a more diligent and thoughtful manner than conventionally polled participants.

Results from a related process, the Deliberative Poll, support this hypothesis. The Deliberative Poll which was originally developed by Jim Fishkin in the United States, involves 200-300 randomly selected citizens' meeting face-to-face over a period of 2-3 days to discuss an issue amongst themselves and with experts. Participants are polled both before and after the discussions and shifts in attitudes are explored. The results of these processes in the United Kingdom, Australia<sup>1</sup> and United States all indicate that significant shifts in attitude occur after participants have had the opportunity to think through and discuss the issues with other participants and hear from experts.

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<sup>1</sup> Two Australian Deliberative Polls that have been conducted to date: *A guide to the Republic Referendum* (Nov 1999) and *Reconciliation: Where to from here?* (Feb 2001). Both Deliberative Polls were organised by Issues Deliberation Australia. See <http://www.i-d-a.com.au/>

## **2 CDL Review Televote Methodology**

### **2.1 Introduction**

For the CDL Review, the aim of the Televote process was to gather quantitative data on informed public opinion from a sample of NSW residents on issues relating to CDL. The process was conducted as follows:

- ❑ approximately 400 randomly selected residents from across the state of NSW participated;
- ❑ after agreeing to participate, respondents were surveyed on various issues in relation to CDL;
- ❑ participants were then sent a balanced background document and asked to read and deliberate with family, friends, and colleagues on the issue;
- ❑ A week later participants were surveyed again.

### **2.2 Questionnaires**

Two questionnaires (pre and post information) were developed by ISF based on an extensive literature review of national and international surveys on CDL, recycling and related issues (see Section 4 for an overview of existing social research on CDL). A number of drafts were developed with extensive input from members of the two external CDL Social Research groups, the Advisory Committee (AC) and the Stakeholder Reference Group (SRG). An independent opinion/market research company, NCS Australasia, conducted the telephone surveys and also provided some minor input on the questionnaires.

The overall objective of the Televote process was to explore community preferences in relation into the introduction of CDL in NSW using a quantitative survey of a representative sample of the NSW population. The two surveys used a mix of open and closed questions as well as a series of agree/disagree statements.

Survey 1 investigated:

- ❑ the availability of kerbside recycling, frequency of collection, type of container(s), and household use and satisfaction with kerbside recycling system;
- ❑ opinions on the introduction of CDL in NSW (before reading the Background Information);
- ❑ the demographics of the respondent (gender, age, highest level of education, household size and structure).

Survey 2 investigated:

- ❑ opinions on the introduction of CDL in NSW (after reading the Background Information and discussing the issues with others);
- ❑ preferences for various parameters of CDL systems including:
  - preferences for products that should have a deposit on them;
  - the level of deposit on containers (in general and for them personally to return a container);
  - preferences for retail outlets that provide a refund service versus those that do not; and
  - preferences for credit versus cash refunds.
- ❑ potential disposal/recycling behaviour at home and away from home, if CDL were introduced;
- ❑ the potential impact on existing kerbside behaviour, if CDL were introduced;

- ❑ the community's willingness to pay for a CDL system in addition to the deposit level and willingness to pay for any additional costs that may be incurred under a CDL system to maintain existing kerbside recycling systems;
- ❑ the household consumption of containers over a seven day period.

Refer to Appendix 6 for Questionnaires One and Two.

### **2.3 The Televote Background Information**

The Televote Background Information is an 8-page document, which provides a balanced perspective of the agreed upon facts surrounding recycling and CDL as well as a list of the key arguments "for" and "against" the introduction of CDL in NSW. The initial draft drew from previous literature such as reports, brochures and submissions prepared by various CDL interest groups. Findings in international reports, journal articles and websites were also used.

The first draft was presented to the Stakeholder Reference Group (SRG) at the first SRG meeting in late November. The document received extensive input and refinement before agreement was reached at the third SRG meeting held on 16 January 2001.

The final agreed upon content of the Background Information included:

- ❑ outline of purpose of the document;
- ❑ information on what currently happens to containers in NSW;
- ❑ a description of how CDL systems generally work;
- ❑ a brief outline of the CDL experience in South Australian and overseas;
- ❑ an outline of the key uncertainties;
- ❑ some key questions to consider;
- ❑ key arguments in favour and against the introduction of CDL in NSW (note: this section was written by the stakeholders).

See Appendix 6 for a copy of the Background Information.

## **3 Sampling and Fieldwork**

### **3.1 Sampling**

A sample of telephone numbers was drawn from the database Marketing Pro (Version October 2000) from Desktop Marketing Solutions, which contains over 8 million residential names and telephone numbers excluding silent numbers.

Households were contacted by NCS Australasia who verified that the phone number was a home telephone line and ensured that the phone numbers were chosen randomly from across NSW, with quotas set on locality based on 1996 ABS census data for NSW. In order to ensure the respondent sample conformed to the NSW population with regard to locality, NCS Australasia was provided with quotas for the number of respondents required from each area. These were as follows

- ❑ Sydney = 285
- ❑ Newcastle/Wollongong /Central coast = 60
- ❑ Large country town (pop > 10,000) = 60
- ❑ Small country town (pop < 10,000) = 75

Quotas were also set for gender and age based on the 1996 ABS census for NSW.

The total sample size for the first survey was 480 in order to ensure that 400 respondents would complete both surveys.

The interviewer asked to speak with a person over the age of 18 who most recently had their birthday in the household. If the selected individual was not available when first called, callbacks were made. The same respondent in the household who completed survey 1 was also interviewed for survey 2.

Whilst the Televote process encourages people to discuss the issues with their family, friends and colleagues, all questions in both surveys asked the respondent for their personal opinion and not those of the household, or those of others they had spoken to.

### **3.2 Field Work and Analysis**

The Televote was conducted in three phases:

1. **Recruitment** (Survey 1) between 24/01/01 – 31/01/01
2. **Information Mailout** between 29/01/01 – 01/02/01
3. **Call Back** (Survey 2) between 05/02/01 – 17/02/01

### **3.3 Quality Control**

Interview training for Televote comprised of an initial briefing from ISF, then a briefing conducted by a supervisor on all other occasions. In the briefing, interviewers went through the background information prepared by ISF on the project and the questionnaires.

Quality control procedures were conducted as required by Interviewer Quality Control Australia (IQCA). The key requirements under IQCA include:

- 10% of each interviewer's workload is validated;
- no validations are required in the recruitment phase as the call-back suffices as a validation on the recruited questionnaires;
- validations must be completed on the call-back interviews.

### **3.4 Interview Length and Response Rate**

The average interview length for Survey 1 was 9.8 minutes and 17.1 minutes for Survey 2. Of the people contacted for Survey 1, the response rate was 23%. Of those people who completed Survey 1, 83% went on to complete Survey 2. The "drop out" rate between the two questionnaires can largely be attributed to the difficulties associated with establishing a second interview time (respondents had gone away and were not available during the call-back phase; or they were sick; or they had moved out; or they were called several times and kept putting off the call-back interview (pseudo refusal)). Sixteen of the respondents did not receive the information.

The 80 respondents who did not complete the second survey did not display any demographic characteristics that were different from the 400 who completed both surveys.

### **3.5 Data Analysis**

The analysis of the Televote results is based on the 400 respondents who completed both surveys 1 and 2. The additional 80 respondents who completed only survey 1 have not been included in the analysis.

The results were compiled and examined for visible trends. Comparative statistical analysis was carried out using Minitab 10Xtra.

## 4 Key Televote Findings

A summary of the key findings from the Televote analysis is given below and more detailed results can be found in subsequent sections.

### 4.1 Opinions on the Introduction of CDL in NSW

The televote survey showed a majority support for the introduction of CDL in NSW. This support appeared to vary depending on the amount of information available and the level of discussion and deliberation on the issue. With no information on issues relating to CDL, 71% of Televote respondents supported the introduction of CDL in NSW. This result is consistent with results from a BIEC survey conducted in 1997 where 77% of respondents (N=1007) supported refundable levies on cans and bottles (BIEC 1997). With access balanced written information on the various arguments in favour and against CDL, the support for CDL reduced to 59%.

The main reason for supporting the introduction of CDL was that respondents felt it would reduce waste and increase recycling, with over 90% of those supporting CDL mentioning this. The main reasons for opposing the introduction of CDL included:

- ❑ a kerbside system was already in place (59% of those opposing);
- ❑ inconvenience factors (52%);
- ❑ concerns about the costs of products, the cost of the system, or deposit amounts (34%).

Some differences were noticed between those that supported and those that opposed the introduction of CDL in NSW. These were that:

- ❑ older respondents were generally more likely to oppose the introduction of CDL in NSW than younger respondents;
- ❑ respondents from non-metropolitan regions (both small and large country towns) were somewhat more likely to support the introduction of CDL than those respondents living in metropolitan areas (Sydney, Newcastle, Wollongong or the Central Coast);
- ❑ respondents who did not have recycling services available in their area were somewhat more likely to support the introduction of CDL than those who had this service; and
- ❑ respondents who were 'very satisfied' with their recycling services were more likely to oppose the introduction of CDL in NSW than those respondents who were 'satisfied' or 'dissatisfied' with their recycling service.

Whilst 59% of respondents agreed with the introduction of CDL in NSW after having read the material, a greater percentage of respondents agreed with some of the legislation's principles. For example, approximately 80% of respondents believed that a CDL system provides an incentive for people to recycle and not to litter, and that a Container Deposit System in combination with kerbside recycling would mean more containers will be recycled.

This appears to indicate that there was a group of respondents (15-20%) who believed that CDL provides an incentive to recycle and not to litter but this does not necessarily mean that it is appropriate for the legislation to be introduced in NSW. These respondents may have been in a social dilemma where they agreed with the aims of the legislation but were not prepared to take the collective steps to achieve these aims (refer to *Section 5.11* on discussion on CDL and recycling as a social dilemma). Factors influencing how respondents resolved this social dilemma could be related to the key reasons given for why CDL should not be introduced such as inconvenience/hassle as well as the social fairness and equity. One interpretation could be that for around 15-20% of the respondents these factors outweighed the

introduction of CDL despite the fact that they believed it could increase recycling rates and decrease litter.

In terms of the types of products which should be covered by CDL, there was a high support (around 70%) for drinkable products other than milk and milk products (soft drinks, beer, wine, juices, and spirits) to have deposits on their containers. Slightly over half of respondents felt that food and non-food products should also have deposits on their containers. The lowest support for deposits on containers were milk and milk products with 51% and 42% support respectively.

## **4.2 Deposit Levels and Willingness to Pay**

Respondents tended to think that an appropriate level of deposit was somewhat lower than the amount that would personally motivate them. Some possible reasons for this (which were not explored through the survey and would require further investigation) are that:

- respondents felt that there could be more choice in their actions i.e. they felt that they could still choose to recycle containers and forego the deposit if the level was lower than their 'personal motivation' level; and
- respondents based their opinion on an appropriate amount on knowledge of deposit levels elsewhere i.e. the 5¢ deposit on some containers in SA.

Based on the personal motivation levels, deposits of 5¢ or less would only influence around 20% of respondents to return containers. Therefore, in the event that CDL were introduced in NSW, deposit levels would need to be set higher than 5¢ in order to influence more people to use the system.

With regard to the costs of maintaining a CDL system, most respondents who supported the introduction of CDL were prepared to pay something extra to maintain the system, whether that be as an additional cost on products (over and above the deposit), or as an extra cost to maintain their kerbside recycling services under a CDL system.

## **4.3 Behaviour**

More than 60% of respondents indicated they would be more likely to shop at retail outlets that provide a refund service over those which do not. Additionally, respondents indicated they were just as likely to prefer cash refunds as refunds in the form of a credit off their shopping.

With regard to behaviour when at home or away from home, respondents indicated that they would be equally likely to take containers to a shop for a refund, a collection depot or to place them in their household recycling bins when at home. When away from home, proportionally more respondents felt that they would be more likely to leave deposit containers in recycling or garbage bins than to take them to a shop or collection depot.

Respondents were also asked whether they felt they would continue to recycle items which don't attract a deposit in the event that CDL were introduced in NSW. There was a strong indication from respondents that they would continue to recycle items, with 97% responding that they would do so. There is some contradiction between this answer and respondent opinions on recycling behaviour in general for non-deposit items, with 36% of respondents feeling that non-deposit items would be less likely to be recycled. It is not known whether this is an indication of the respondents lack of faith in the recycling behaviour of others, or whether this provides an indication of a respondents likely personal behaviour as the question was phrased ambiguously (using the term "people" rather than asking about the respondents "personal" behaviour).

Overall, the general indication is that the majority of respondents felt that they (and others) would continue to use recycling services if CDL were introduced in NSW.

#### **4.4 Producer Responsibility**

Respondents who were opposed to the introduction of CDL in NSW were less likely to believe that producers have responsibility for the recycling behaviour of consumers. They also appeared less likely to agree with ‘user pays’ systems as they tended to indicate that everyone should pay the same for recycling costs regardless of the number of containers used.

Those respondents who had attained higher levels of education tended to be more likely to feel that producers should be responsible for the litter and recycling behaviour of consumers, and were also more likely to feel that producers and consumers should share the cost of recycling, than those who had attained a lower level of education.

#### **4.5 Impact of Deliberation**

The Background Information and deliberation had a different impact on different sectors of the sample.

- ❑ Those who were most likely to shift in their opinion on the introduction of CDL in NSW included those that had not discussed the issues with others, respondents over the age of 64 years, and women.
- ❑ Respondents who were unsure about the introduction of CDL in NSW in Survey 1 tended towards opposing the introduction of CDL in Survey 2. However, there was no overall decrease in unsure responses, indicating that the Background Information prompted some respondents who said “yes” or “no” to the introduction of CDL in Survey 1 to become unsure in Survey 2. In short, the information and deliberation may have clarified the issues for some and confused others.

### **5 Detailed Televote Findings**

#### **5.1 The Sample**

This section outlines the demographic characteristics of the respondent group, some of the household characteristics of the respondent group and how these compare to the NSW population based on 1996 Census data.

##### **5.1.1 Characteristics of the Respondents**

The characteristics of the 400 respondents completing both Survey 1 and Survey 2 were:

**Age distribution:** 18 to 24 years: 10%; 25 to 34 years: 20%; 35 to 44 years: 20%; 45 to 54 years: 17%; 55 to 64 years: 14%; 65 to 74 years: 13%; 75 years or older: 7%.

**Gender:** female: 51%; male: 49%.

**Highest level of education:** University degree/diploma or higher: 32%; vocational or TAFE: 19%; HSC completed: 17%; some schooling: 33%.

Based on similar surveys, the highest level of education attained by respondents can be said to correlate with other socio-economic factors such as income.

**Language:** English as first language: 93%; other first language: 7%.

### **5.1.2 Characteristics of Household**

**Locality:** Sydney: 60%; Newcastle, Wollongong or Central Coast: 13%; large country town (population over 10,000): 13%; small country town (population less than 10,000): 16%.

**Household structure:** Couple with child(ren): 39%; couple without child or children or no children at home: 28%; single parent household: 6%; other family: 4%; single person household: 19%; group household: 5%; other: 1%.

### **5.1.3 Representativeness of Respondent Group**

Based on 1996 census data for NSW, the respondent group was broadly representative of the NSW population in terms of locality (Sydney; Newcastle, Wollongong or the Central Coast; a large country town (population over 10,000); or a small country town (population less than 10,000)) and gender.

There were some exceptions including:

- ❑ There was an under-representation of the youngest age group (18 to 24 years), where 10% of the respondent group is in this age bracket compared to 13% of the NSW population. Subsequently, there was a slight over representation of the 55 to 64 and 65 to 74 age groups with 14% and 13% of the respondents falling into these groups respectively, compared to 11% and 10% of the NSW population.
- ❑ Households with children (both couples with children and single parent households) were under-represented in the respondent group. Couples with children made up 39% of the respondent group and single parents were 6% of the sample. This compares to 55% of NSW population living as a couple with children and 11% being single parent households.
- ❑ Couples with no children and single person households were over-represented with 28% and 19% of the respondent group belonging to these household structure groups respectively. In comparison 18% of the NSW population is part of a couple with no children, and 8% live in a single person household based on 1996 census data.
- ❑ The respondent group was somewhat over-represented by people who had attained a university degree or higher. According to the 1996 census, 23% of the population of NSW have a university degree or higher while 32% of the respondent group had attained this level of education.
- ❑ The respondent group was over-represented by people who considered English as their first language. The 1996 census determined what language was spoken at home rather than first language of people. Therefore it is assumed in this study that ABS 1996 data on the language spoken at home is approximately equal to the proportion of people whose first language is English or another language. Based on this, 21% of the NSW population considers a language other than English as their first language, compared to 7% of the survey respondent group.
- ❑ Since televoting relies on written and spoken communication, the process may have under-represented some sectors of the community such as those unable to read, those not confident in written and spoken English or those resistant to completing surveys.
- ❑ The televote also excluded those who do not own a telephone and those under the age of 18.

### **5.1.4 Characteristics of those who “Dropped Out”**

The demographics of respondents to Survey 2 were very similar to those of Survey 1. This indicates that those who did not complete survey 2 (referred to as “drop outs”) appear to have been spread across the community, rather than belonging to any one demographic group.

Only the 400 respondents who completed both surveys are included in the analysis.

## 5.2 Recycling Characteristics of Respondents

In Survey 1, respondents were asked a range of questions about access to, satisfaction with, and use of kerbside recycling services.

It should be noted that kerbside recycling was referred to as “recycling collection service” and these terms are used interchangeably in this report.

### 5.2.1 Recycling Collection Services Available

The table below shows the availability of recycling services and the frequency of household use of these services in relation to the respondents’ locality.

	Is a recycling service available where you live?				How often does your household use the recycling collection service?							
	Yes		No or Don't know		All the time		Most of the time		Sometimes		Never	
	%	N	%	N	%*	N	%*	N	%*	N	%*	N
Sydney	95%	227	5%	11	88%	199	8%	18	3%	7	1%	2
Newcastle, Wollongong, Central Coast	98%	49	2%	1	84%	41	6%	3	8%	4	2%	1
Large country town	86%	43	14%	7	81%	35	9%	4	7%	3	2%	1
Small country town	66%	41	34%	21	78%	32	2%	1	12%	5	7%	3
Total	90%	360	10%	40	85%	307	7%	26	5%	19	2%	7

\*of those respondents who have kerbside recycling services available.

**Table IIE-1: The availability of recycling services and the frequency of use in relation to respondents’ locality.**

The majority (90% or 360) of respondents had kerbside recycling service available where they lived, a large proportion (85%) of whom used the service all the time. Ten per cent (40) of respondents answered that a recycling collection service was not available where they live, and 2 respondents were not sure whether a service was available. Only 2% of respondents who had recycling available indicated that they never used the service. Respondents from small country towns appeared less likely to use their recycling service than others.

Respondents from metropolitan areas (Sydney, Newcastle, Wollongong or the Central Coast) were more likely to have a kerbside recycling service in place where they lived, with over 95% of these respondents having access to recycling. Of the respondents from large country towns (population over 10,000), 86%

of respondents had access to kerbside recycling system whereas only 66% of people residing in small country towns (population less than 10,000) had a kerbside service.

### 5.3 Frequency of Kerbside Recycling Collection

Respondents from Sydney and small country towns (population less than 10,000) were more likely to have weekly collections than fortnightly. Respondents from Newcastle/ Wollongong/ Central Coast and large towns (population higher than 10,000) were more likely to have fortnightly collection of recyclable materials. The table below shows the frequency of collection services in relation to the locality of respondents.

Locality	N	Weekly	Fortnightly	Monthly	Other	Unsure	No service
		%	%	%	%	%	%
Sydney	238	53%	34%	0%	7%	2%	5%
Newcastle, Wollongong, Central Coast	50	30%	60%	0%	4%	4%	2%
Large country town	50	34%	42%	8%	0%	2%	14%
Small country town	62	37%	21%	2%	3%	3%	34%
Total	400	45%	36%	1%	5%	3%	10%

Table IIE-2: Frequency of kerbside collection service in relation to locality

### 5.4 Type of kerbside recycling container

Wheelie bins with all recyclable items in together, split wheelie bins (paper on one side / containers on the other) and crates were most common container types (see Figure 5.5-1). Only 7% of respondent households had a wheelie bin with garbage on one side and recyclables on the other, presumably due to the high contamination levels reported from this system..

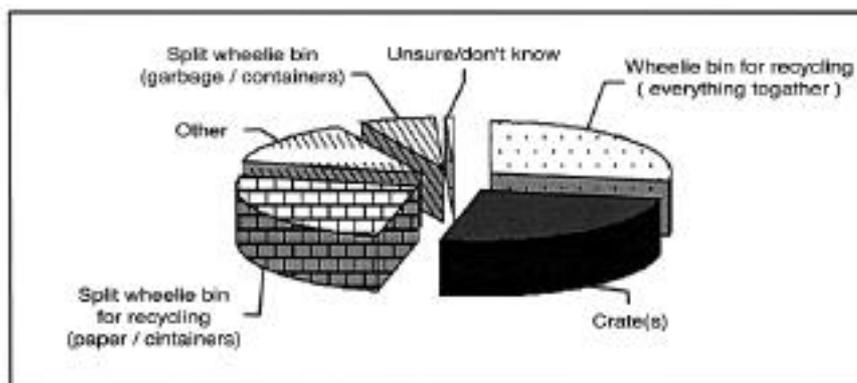


Figure IIE-1: Kerbside recycling container types used by respondents.

There are locality-based differences in the type of container used for recycling collection. The type of kerbside recycling collection container used is shown in relation to respondent locality.

Type of recycling bin	Sydney (N=227)	Newcastle, Wollongong, Central Coast (N=49)	Large country town (N=43)	Small country town (N=41)
Crate(s)	35%	0%	30%	29%
Split wheelie bin for recycling (paper one side/ containers the other)	24%	51%	28%	20%
Split wheelie bin (garbage one side/ containers the other)	1%	22%	16%	17%
Wheelie bin for recycling (everything in together)	35%	22%	23%	29%
Other	20%	8%	7%	10%
Unsure/ don't know	1%	0%	0%	2%

**Table IIE-3: Kerbside recycling container type in relation to locality for those 360 respondents that had recycling services available in their area.**

Recycling crates and wheelie bins which hold all recycling together are most common in Sydney and small country towns, while respondents from Wollongong, Newcastle and the Central Coast did not use crates at all. Respondents from these areas were most likely to have wheelie bin containers that are split to take paper products on one side and recyclable containers on the other.

### 5.5 Satisfaction with Kerbside Recycling Services

Overall, respondents indicated a high degree of satisfaction with kerbside recycling services. Of respondents residing in metropolitan regions 93% of respondents from Sydney indicated they were ‘satisfied’ or ‘very satisfied’ with their service, while 92% of respondents from Newcastle, Wollongong or the Central Coast felt the same. Similarly, 88% of respondents from large country towns (population over 10,000) were ‘very satisfied’ or ‘satisfied’ with their recycling services. Residents in small country towns (population less than 10,000) were somewhat less satisfied with their recycling services, with 83% of these respondents indicating they were ‘very satisfied’ or ‘satisfied’.

Of the 26 respondents (7% of the 360 respondents that have a recycling service available) that indicated they were ‘dissatisfied’ with their recycling collection service, the main reasons for dissatisfaction were:

- The pick up was not frequent enough (N=11)
- The container was too small (N=6)
- The service was unreliable (N=5)
- The range of items picked up was too limited (N=5)
- There was a need to have different containers for different items (i.e. split bins) (N=4)

Interestingly, factors such as noise, mess or inconvenience were only mentioned by one respondent.

## 5.6 Consumption of Containers

In Survey 2, respondents were asked to record the number of containers the household consumed over the course of 7 days by product type on a sheet provided to them in the information package (A copy of this sheet is provided in Appendix 6). A total of 81% (324) of the 400 respondents recorded the number of products consumed. The average number of days that were accounted for by the households was 7 with a minimum of 1 day and maximum of 17 days.

For those who did not record the number of used containers, respondents were asked whether they would be able to estimate the number of empty containers generated in their household over the past week (7 days).

All consumption data was transformed to containers used per person per week in order to allow comparison between households of different sizes and households that kept a record of their consumption for less or more than 7 days.

The results below show the number of households that consume each product (i.e. at least one container of the product type was consumed by the household). It also shows the average number of each product consumed per person per week for all the respondents who answered this question.

The results indicate that food products sold in glass, metal or plastic containers make up the greatest number of containers used in households. This is followed by beer and soft drink containers.

Respondents who recorded their consumption for less than 3 days were excluded from the sample as there was a potential to skew the results to a high consumption, if say, the recording period was over a 1 or 2 day period in which more than usual amounts of certain products were consumed.

Product type	Proportion of respondents consuming product (N=394)	Average consumption in number of containers	
		per household per week	per person per week
Beer	55%	6.1	2.31
Soft drinks	84%	5.4	1.91
Wine	47%	1.1	0.47
Spirits	15%	0.3	0.11
Juice, Water, sports drink and cordial	84%	3.1	1.13
Plain milk	96%	4.3	1.60
Other milk products such as flavoured milk, cream, yogurt, custard	69%	2.7	1.06
Food sold in glass, metal, or plastic containers	91%	7.7	3.15
Non-food items sold in glass, metal, or plastic containers	70%	2.5	1.05
Total	100%	33.1	13.14

Table IIE-4: Containers consumed by respondents in relation to product type.

Almost all households consumed plain milk and food sold in glass, metal or plastic containers, and a majority consumed soft drinks and juice, water, sports drinks and cordials. Around a half of households consumed beer and wine.

On average respondent households generated 33 containers per week as waste, which is equivalent to approximately 13 containers per person per week. Food products sold in glass, metal or plastic containers make up the largest number of containers consumed on average by households. This is followed by beer and soft drinks products, with an average of 5 to 6 containers consumed per household per week. Although almost all households consume plain milk, the number of containers of milk used per week (with an average of 4 milk containers consumed per household per week) is lower than food, beer and soft drinks. This is likely because milk is sold in larger quantities per container than these products.

The total number of containers used by a household over the recording period was analysed against the opinion toward introduction of CDL shown by the survey respondent. This showed that households with a higher consumption of containers show a trend to be more likely to support the introduction of CDL than those households consuming fewer containers.

**5.7 Attitudes to the Introduction of CDL in NSW**

**5.8 Key Findings**

Respondents were asked the question “Do you think a Container Deposit system should be introduced in NSW?” in both before they read the Background Information (in Survey 1) and after reading the material (in Survey 2). See Appendix 6 for a copy of the Background Information that was sent to survey participants.

The responses to this question for both surveys are shown below:

<b>Do you think a Container Deposit system should be introduced in NSW?</b>	<b>Before reading Background Information (Survey 1)</b>	<b>After reading Background Information (Survey 2)</b>
Yes	71%	59%
No	21%	33%
Unsure/Don't know	8%	8%

**Table IIE-5 Information material.**

The respondent group was more likely to support the introduction of CDL in NSW before reading the Background Information material. It appears that 8% of respondents remain unsure on their position to the introduction of CDL in NSW in both surveys. Further investigation showed that the respondents who answered that they were unsure in Survey 2 were not necessarily the same as those in Survey 1. This is discussed further in section 5.9 that looks at the changes in opinion between Survey 1 and Survey 2.

Respondents were asked why they felt that CDL should or should not be introduced in NSW in both Survey 1 and Survey 2. This question was open-ended and the exact responses were recorded and subsequently coded. The sections below present the reasons provided by respondents for supporting and not supporting the introduction of CDL in NSW.

**5.8.1 Reasons Given in Support of CDL in NSW**

Respondents replied with a large number of reasons for why they supported the introduction of CDL in NSW. The responses were coded into a number of categories, and for ease of analysis the categories have been arranged into groups. The categorisation is shown as follows.

**WHY DO YOU THINK A CONTAINER DEPOSIT SYSTEM SHOULD BE INTRODUCED IN NSW?**

**Reduce litter**

To reduce litter

People/kids will collect litter/off the street etc/for recycling

**Money**

Pocket money for kids

Money for charities/schools/homeless/low income

**Reduce waste / increase recycling**

Increased recycling

Existing recycling system is inadequate / limited / poor

Simplify the recycling process / make it easier for people

Good for people / areas that don't have recycling

Should / will complement / improve roadside collection / current recycling methods

Recycling very important / Important that people do it

People don't make use of recycling system / don't use it properly / don't bother

Should increase amount / variety of recyclable materials / collect more variety

Will encourage / get more people to recycle

Deposit / money is an incentive to recycle

Reduces waste

**Qualifier statements**

As long as it is efficient / works / is run well / provided there are depots etc

As long as it is convenient i.e. no long travelling distances to depots

**Environment**

Miscellaneous environment

Will use less resources / need to conserve resources / have limited resources

**Education / social responsibility**

Teaches people to be more responsible

Makes industry / shops / retailers reduce packaging

People are more aware of packaging / what they purchase

**Nostalgia / worked well before**

Good idea / think it will work / beneficial / would give it a go

It worked well before

It is done in SA / works well in SA / we should be doing it too

Nostalgia (did it when I was a kid)

**Other**

Creates jobs / good for the economy

Encourages the reuse of containers (refillables)

Miscellaneous other

The reasons provided by those respondents who supported the introduction of CDL in NSW are provided below according to the proportion of respondents who made statements fitting into the sub-heading. As the question was open ended, respondents could give as many or as few reasons as they felt necessary. All responses were coded to fit into as many categories as were appropriate to the response.

Reasons why CDL should be introduced	Survey 1 (N=285)*	Survey 2 (N=236)*
Reduce waste / increase recycling	91%	92%
Reduce litter	23%	25%
Nostalgia / worked well before	20%	16%
Money	19%	15%
Environment	14%	14%
Education / social responsibility	14%	10%
Other	11%	14%
Qualifier statements	2%	2%

\* figures do not add up to 100% as multiple responses were allowed.

**Table IIE-6: Reasons why CDL should be introduced in NSW for Survey 1 and 2. Per cent is based on the total number of respondents supporting the introduction of CDL in each survey.**

The reasons for supporting CDL do not change significantly change from Survey 1 to Survey 2. In both surveys, the most commonly mentioned reasons for supporting CDL centre around waste reduction or increased recycling, with over 9 out of 10 respondents mentioning these types of reasons. Approximately 1 in 4 respondents to both Survey 1 and Survey 2 also stated that the expected reduction in litter was a reason for supporting CDL.

### **5.8.2 Reasons Given Against the Introduction of CDL in NSW**

Respondents replied with a large number of reasons for not supporting the introduction of CDL in NSW. The responses were coded into a number of categories, and for ease of analysis the categories have been arranged into groups. The categorisation is shown as follows.

**WHY DO YOU THINK A CONTAINER DEPOSIT SYSTEM SHOULD NOT BE INTRODUCED IN NSW?**

***Inconvenience***

Too much hassle / inconvenient for me to return containers  
People won't use it / too lazy

***Money***

Will cost more for products  
Deposit value is not high enough incentive  
Lose deposit if don't return the container  
Will cost money to run

***Existing recycling system***

Recycling systems are already in place  
Already pay for recycling  
Won't increase recycling (everyone already recycles)  
Would complicate / confuse the recycling system  
Councils just need to improve current recycling systems / need to take more responsibility  
Just need to educate people on use of current system  
Little impact on reducing waste  
We already pay

***Process***

Won't work / don't know if it will work / won't make any difference  
Too difficult / confusing  
Has been tried before / not successful before  
Concerns regarding collection / refund of deposit money

***Social / fairness***

Unfair on industry / shops  
Messy / unhygienic  
Would encourage people to go through bins looking for containers  
Packaging should be responsibility of manufacturers  
Unfair on / penalises consumers

***Litter***

Little or no impact on reducing litter  
Clean ups will only occur for material deposits

***Other***

Don't buy many products in containers  
Don't want to do it / wouldn't like to do it  
Unsure / don't know  
Miscellaneous other

The reasons provided by those respondents who did not support the introduction of CDL in NSW are provided below according to the proportion of respondents who made statements fitting into the sub-heading. As the question was open ended, respondents could give as many or as few reasons as they felt necessary. All responses were coded to fit into as many categories as were appropriate to the response.

Reasons why CDL should not be introduced	Survey 1 (N=82)*	Survey 2 (N=131)*
Inconvenience	57%	52%
Existing recycling system	37%	59%
Money	38%	34%
Other	16%	19%
Social /fairness	6%	27%
Process	2%	20%
Litter - won't impact on it	2%	6%

\* figures do not add up to 100% as multiple responses were allowed.

**Table IIE-7: Reasons why CDL should not be introduced in NSW for Survey 1 and 2. Per cent is based on the total number of respondents not supporting the introduction of CDL in each survey.**

Inconvenience factors (hassle / inconvenience / people too lazy) were the main reasons for not supporting CDL in both Survey 1 and 2. Reasons relating to the already existing recycling collection systems were stated by approximately 37% of respondents in Survey 1, and this increases to around 60% of respondents in Survey 2. Other areas where there was a notable shift in reasons for not supporting CDL were the feeling that it wouldn't work or hasn't worked before or is too difficult to implement and run successfully. The other area of note is what is called 'social / fairness' statements, which increased substantially after respondents had read the information material. The majority of statements in this category for Survey 2 related to respondents feeling that CDL would be unfair on industry and / or shops, with comments such as the ones below:

- "the shops end up with too many containers"
- "the store won't have space"
- "would [my local shop] have the facility for all the bottles being returned?"

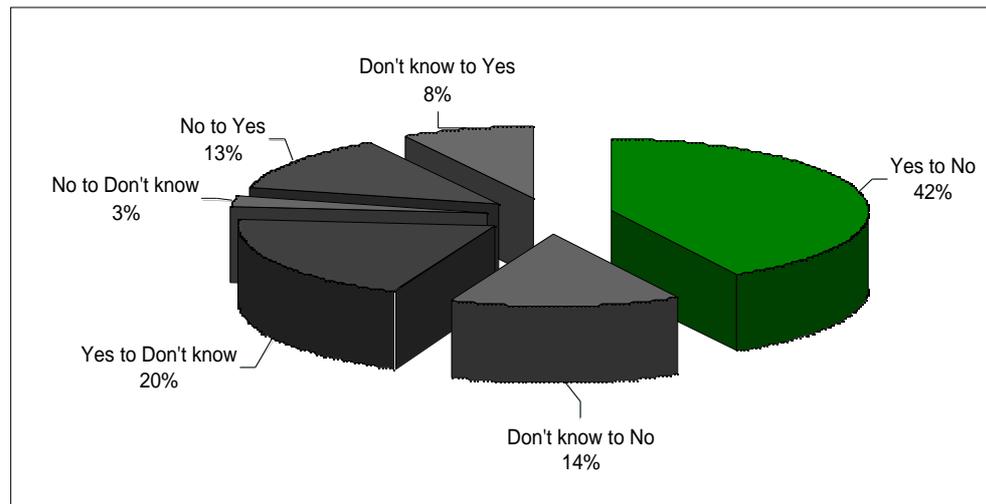
## 5.9 Impact of Background Information and Deliberation

Respondents were encouraged to discuss the Background Information with others prior to answering Survey 2.

- All respondents said they had read the Background Information and 58% of respondents said that they had discussed the issues with either their spouse or another family member. Some discussion also took place with friends, neighbours and work colleagues.

- ❑ Males were somewhat more likely to discuss the issue with another person than females, with 63% of males discussing the issues with other compared to 54% of females. The oldest age group (75+) and the youngest age group (18 to 24) were least likely to discuss the issues with others.
- ❑ There does not appear to be any relationship to the discussion of issues raised in the Background Information and to whether respondents supported or opposed the introduction of CDL in NSW.

A majority of respondents (70% or 281) did not change their views on the introduction of CDL in NSW after reading the information material, while the remaining 30% (119) shifted their opinion in some way. The changes in response to the question “Do you think a Container Deposit System should be introduced in NSW?” are described below for the 30% of respondents who changed their views.



**Figure IIE-2: Responses to the question “do you think a Container Deposit System should be introduced in NSW?” in Survey 2 in relation the answers given to the same question in Survey 1 for those respondents who shifted their views (N=119).**

Figure IIE-2 indicates that of those respondents who shifted their view on the introduction of CDL in NSW (N=119), the largest proportion (56%) shifted from either Yes to No (42%) or Don't know to No (14%). The proportion of people shifting to support CDL or becoming unclear about their view were approximately equal with 23% becoming unsure, and 21% becoming supportive of CDL.

The respondents who changed their view on CDL were compared to those whose views did not change in order to determine if there were any recognisable differences between the two groups. This analysis found that:

- ❑ those respondents that did not discuss the issues with anyone were somewhat more likely to shift their opinion on the introduction of CDL in NSW from Survey 1 to Survey 2 than those that did discuss with others;
- ❑ respondents who described their household as a couple with children appeared less likely to shift their opinion to the introduction of CDL than respondents who were part of another type of household structure;
- ❑ older (64 plus) respondents were more likely to change their opinion on CDL than respondents of other age groups;
- ❑ women were more likely than men to shift their views on the introduction of CDL in NSW from Survey 1 to Survey 2.

Deliberation, whether by reading the Background Information and discussing the issues with others or simply reading the material, had different effects on respondents. For some respondents the Background Information appears to have clarified their view on the introduction of CDL in NSW since they shifted from a ‘Don’t Know’ answer in Survey 1 to a yes or no view in Survey 2. Deliberation also appears to have made the issue less clear for others as can be seen by the 27 (or 23% of those 119 respondents that shifted their view) people who shifted from either a yes or no opinion to a ‘don’t know’.

**5.10 Characteristics of CDL Supporters and Non-supporters**

An analysis of respondent opinions on the introduction of CDL in NSW was undertaken in relation to demographic and various recycling parameters (such as access to kerbside recycling services, type of system, and frequency of collection). The results of this analysis are given below.

**5.11 Age**

Figure 5.8-1 below shows the respondent opinion toward the introduction of CDL in NSW in Survey 1 and Survey 2 based on the respondent age groupings. In both surveys, support for CDL appears to be age dependent, with younger people more likely to support CDL than older people.

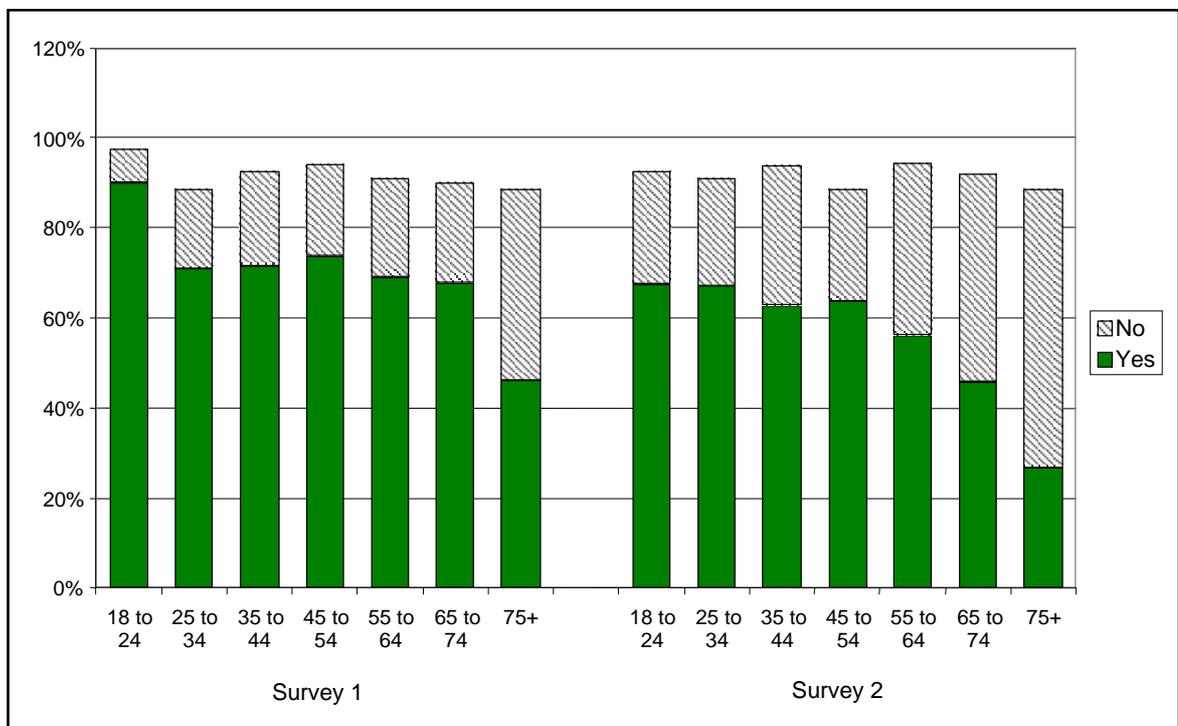
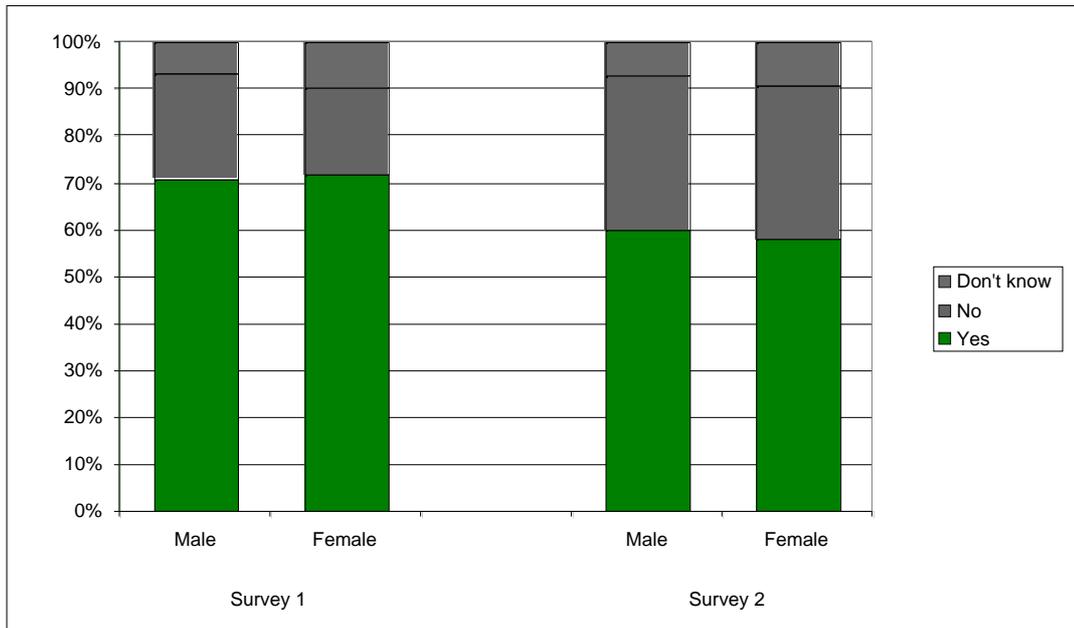


Figure 5.8-1: Responses to the question “Do you think a Container deposit system should be introduced in NSW?”) for Surveys 1 and 2 in relation to age.

The support for CDL after reading the Background Information decreases more dramatically for the older age groups than it does for others.

**5.12 Gender**

The figure below shows respondent opinions to the introduction of CDL in NSW in relation to gender.



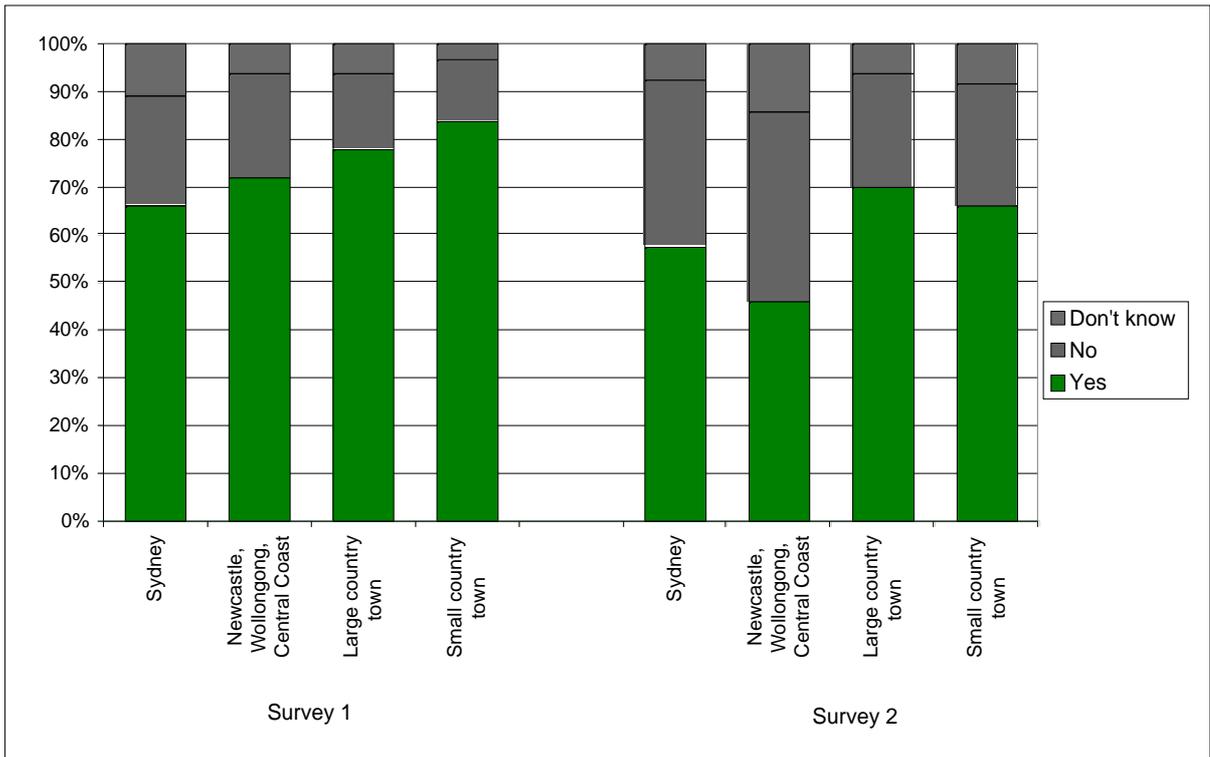
**Figure 5.8-2: Responses to the question “Do you think a Container deposit system should be introduced in NSW?” for Surveys 1 and 2 in relation to gender.**

Gender did not appear to influence the respondent’s level of support for CDL in either survey. Based on Survey 2 responses and the earlier discussion on characteristics of those respondents that changed their opinion on the introduction of CDL in NSW (see section 5.9), it appears that females were somewhat more likely to shift from supporting the introduction of CDL in NSW to not supporting it than males.

**5.13 Locality**

Figure 5.8-3 shows the respondents opinion toward the introduction of CDL based on locality for both Survey 1 and Survey 2.

In Survey 1, people residing in small country towns (population, 10,000) were more likely to support the introduction of CDL in NSW than respondents in other localities. In Survey 2 there appeared to be a trend toward greater support for CDL in non-metropolitan areas (both small towns and large towns) compared to metropolitan areas.



**Figure 5.8-3: Responses to the question “Do you think a Container deposit system should be introduced in NSW?”) for Surveys 1 and 2 in relation to location.**

There was a substantial shift in respondent opinions to the introduction of CDL in NSW for those respondents residing in small country towns (population less than 10,000) and in Newcastle, Wollongong or the Central Coast. This may be reflective of the fact that respondents from both these areas tended to be older than those from Sydney or large country towns (population over 10,000).

**5.14 Household Type**

Figure 5.8-4 below shows respondent opinions to the introduction of CDL in NSW based on their household type. Due to small numbers of respondents indicating they lived in group households or ‘other family’ households, these have been included in the ‘other household’ group.

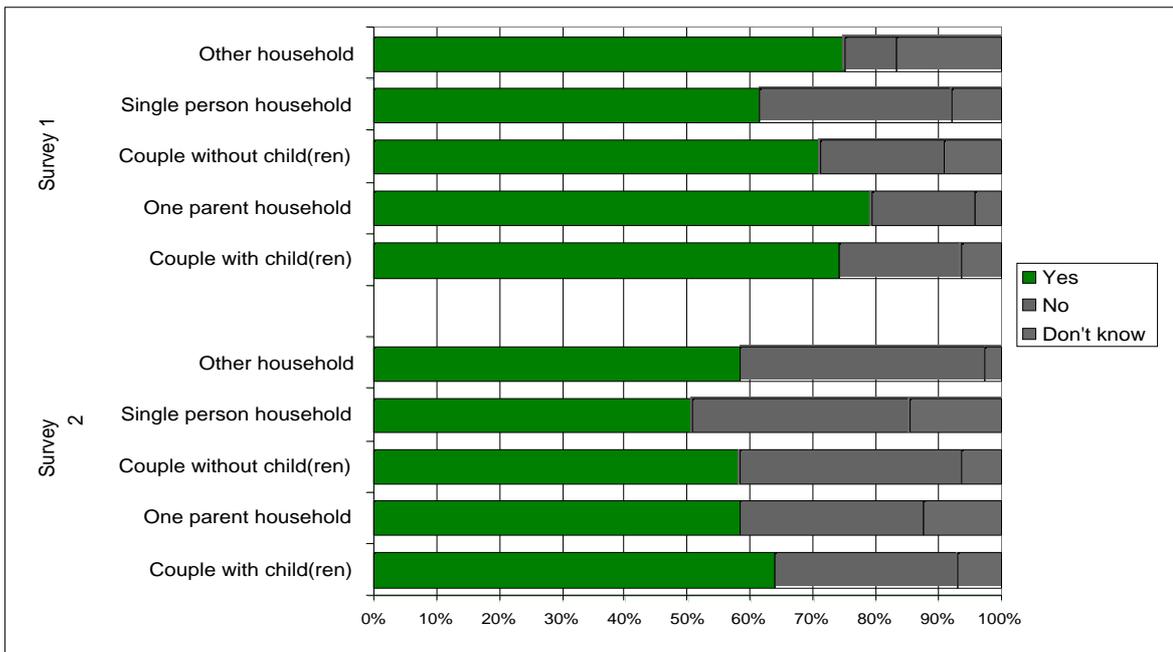


Figure 5.8-4: Responses to the question “Do you think a Container deposit system should be introduced in NSW?” for Surveys 1 and 2 in relation to household type.

Survey 1 results indicated that households with children (both couples with children and single parent households) were more likely to support the introduction of CDL in NSW than respondents from households without children or ‘other households’. The results from Survey 2 did not indicate a trend toward support for CDL by any specific household type.

### 5.15 Highest Level of Education

The respondents were grouped into the following categories:

- University degree or higher
- vocational: including TAFE and apprenticeship programs
- HSC completed
- some schooling: for those who completed primary school

Due to the small numbers of respondents in some of the education groups (i.e. completion of primary school only), these categories were grouped into the following sub-headings: tertiary or higher; vocational training (including TAFE); HSC completed; and some schooling, in order to detect any trends. The results are shown in the table below.

Figure 5.8-5 shows respondent opinion toward the introduction of CDL in NSW in relation to the highest level of education attained by respondents.

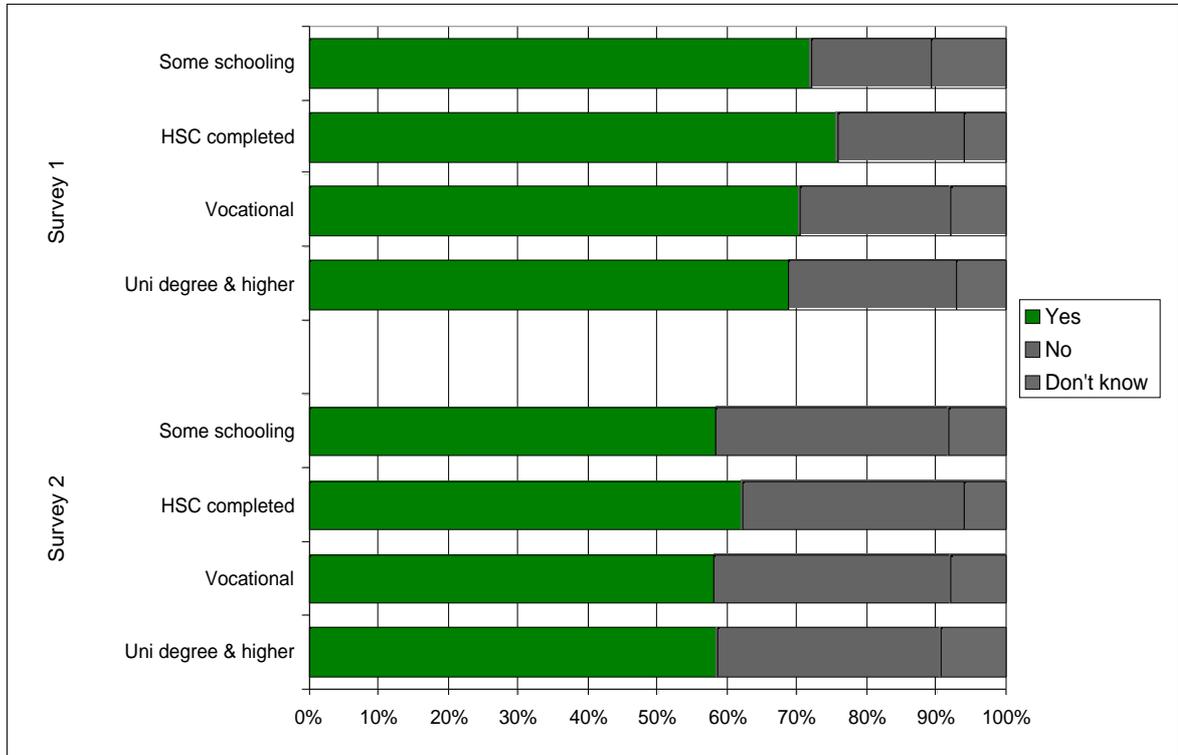


Figure 5.8-5: Responses to the question “Do you think a Container deposit system should be introduced in NSW?” for Surveys 1 and 2 in relation to the highest level of education attained.

The highest level of education achieved by respondents does not appear to influence their opinions on the introduction of CDL in NSW.

### 5.16 Recycling Services

The respondents’ opinion toward the introduction of CDL in NSW was examined in relation to various kerbside recycling parameters including:

- ❑ availability of recycling collection services;
- ❑ frequency of recycling services;
- ❑ household use of recycling services;
- ❑ type of container used for recycling services;
- ❑ satisfaction with existing recycling services.

Results indicate that:

- ❑ respondents who do not have an existing recycling collection system in their area were more likely to support CDL in Survey 1 compared to those that do have a recycling system available. This trend continued after respondents read the Background Information though it was not as pronounced as in Survey 1;
- ❑ there was some indication for those respondents who have a split wheelie bin with garbage on one side and recyclables on the other to be more likely to support the introduction of CDL in NSW in Survey 1 than respondents with crates, split wheelie bins with paper on one side and containers on the other, or wheelie bins taking all recyclables in one.
- ❑ in Survey 2 this slight trend was reversed so that those respondents who have a split wheelie bin with garbage on one side and recyclables on the other were less likely to support the introduction of CDL in NSW than respondents with any other type of recycling container. Those respondents with a split wheelie bin with garbage on one side and containers on the other were more likely to reside in Newcastle, Wollongong, or the Central Coast or small towns than other respondents;
- ❑ the frequency of the kerbside collection did not appear to influence respondents opinions on the introduction of CDL in NSW;
- ❑ those respondents who were 'dissatisfied' with their recycling service showed a slight trend toward supporting the introduction of CDL in NSW in Survey 1 compared to those that were 'satisfied' or 'very satisfied' with theirs.
- ❑ in Survey 2, those respondents who had expressed that they were 'very satisfied' with their recycling service were less likely to support the introduction of CDL in NSW than those that were 'satisfied' or 'dissatisfied' with their service; and
- ❑ there was no trend on respondents opinions on the introduction of CDL in NSW in relation to the household frequency of use of their recycling service.

### **5.17 Attitudes to Deposits on Different Products**

Respondents were asked what type of products should have a deposit on their containers in the event that CDL were introduced in NSW. A list of products was read out to respondents in a randomly rotated manner (i.e. the list was not simply rotated by starting at a different product. Instead, the product types were read out in completely random order). The list was not read out to those respondents who indicated at the start of this question that they did not want a deposit on any products. These respondents plus those who did not feel a deposit was appropriate for any of the product types listed (even though it was read out to them) totalled 57 (14%). Of these respondents, 55 had indicated they did not support CDL, 1 had indicated that they did support CDL and 1 was unsure about their support for CDL.

The support for CDL by product type is shown in the table below, and those 57 people who answered no to every product are included in the 'No' column. The list of products was randomly read out, so that the order of products was varied from respondent to respondent.

<b>"If a deposit system was introduced in NSW, which of the following products do you think should have a deposit on their containers?"</b>						
<b>Product type</b>	<b>Yes</b>		<b>No</b>		<b>Don't know</b>	
	<b>%*</b>	<b>N</b>	<b>%*</b>	<b>N</b>	<b>%*</b>	<b>N</b>
Soft drinks	79%	315	20%	80	1%	5
Beer	75%	299	24%	95	2%	6
Wine	71%	282	26%	106	3%	12
Juice, Water, sports drink and cordial	68%	270	30%	119	3%	11
Spirits	67%	268	30%	122	3%	10
Food sold in glass, metal, or plastic containers	55%	220	42%	166	4%	14
Non-food items sold in glass, metal, or plastic containers	54%	217	42%	168	4%	15
Plain milk	51%	205	46%	182	3%	13
Other milk products such as flavoured milk, cream, yogurt, custard	42%	168	53%	214	5%	18

\* out of 400 respondents. Columns may not add up to 100% due to rounding.

**Table 5.9-1: Responses to the question “If a deposit system were introduced in NSW, which of the following products do you think should have a deposit on their containers?”**

There was a majority support from respondents that if a CDL system were introduced in NSW, deposits should be placed a range of beverage items (soft drinks, beer, wine, juice water sports drink and cordial) as well as food and non-food items (food and non-food products sold in glass metal and plastics containers).

The greatest support (79%) was shown for soft drink containers to have a deposit. This was followed closely by support for a deposit on beer (75%) and wine (71%) containers. The proportion of respondents supporting deposits on milk and milk product containers were 51% and 42% respectively.

It appears that the type of products consumed by households did not influence responses to the types of products that should attract a deposit if CDL were implemented in NSW.

**5.18 Level of Refund/ deposit and Willingness to Pay (WTP)**

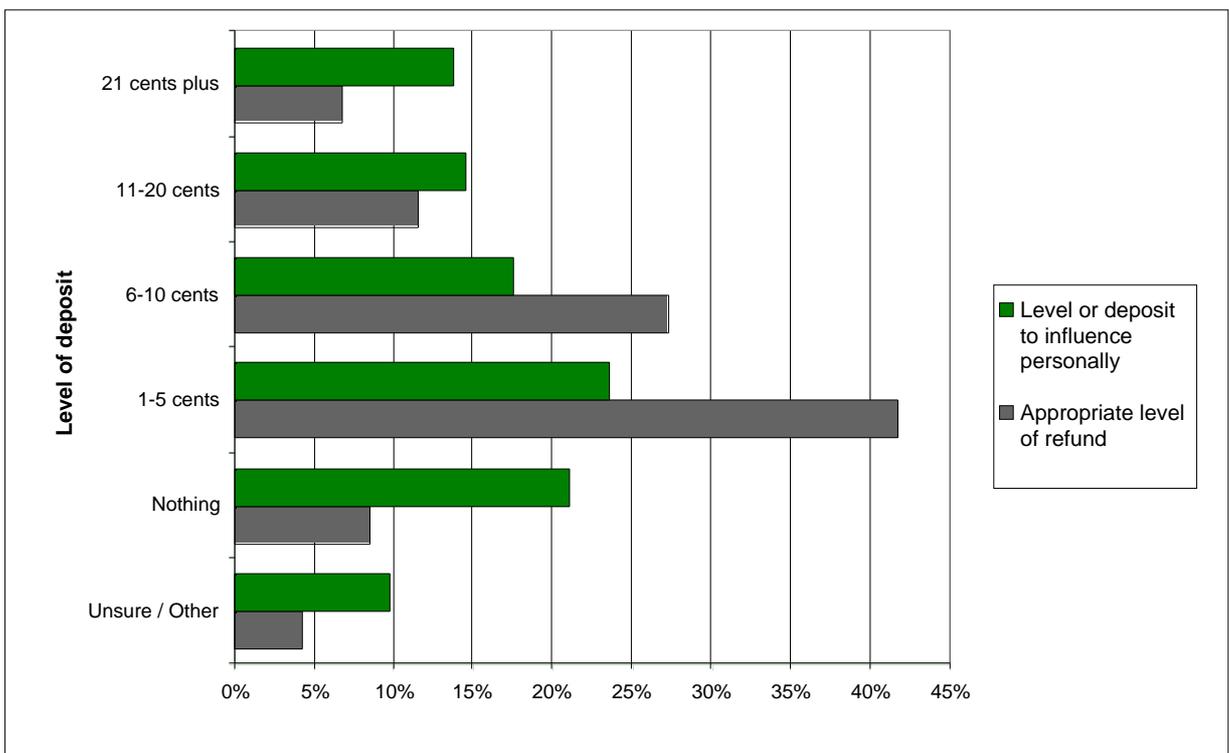
In Survey 2, a series of questions were asked regarding the level of deposit and willingness to pay (WTP) for any additional costs that could be incurred if a CDL system were introduced in NSW. These questions provided an indication of community attitudes with regard to appropriate deposit levels and willingness to pay for any additional costs associated. However, it was not the purpose of the survey to determine definitive figures for deposit levels or community willingness to pay for system running costs. Therefore the results discussed below should be viewed only as indicators of respondent attitudes toward appropriate deposit amounts and costs associated with system maintenance.

**5.19 Level of Refund/deposit**

All respondents, regardless of their position on CDL, were asked questions related to deposit levels on what they would do if a Container Deposit System were introduced in NSW. They were asked the following questions on deposit levels:

- ❑ “What do you think is an appropriate amount of money to be refunded on containers?”
- ❑ “What level of deposit would encourage you personally to return containers to either a shop or a collection depot?”

The questions were open-ended and did not provide a range of amounts from which the respondent could choose. The interviewers prompted only if necessary with the words “5, 10, 20, 50 cents or more?”. Responses were recorded exactly as given and subsequently coded into categories. Those responses given in terms of the percentage of the total product cost were transformed into cents. The results are shown in Figure 5.10-1 below.



**Figure 5.10-1: Responses to the appropriate amount to be refunded on containers, and the level of deposit which would influence respondents personally to return containers to a shop or depot if Container Deposit Legislation were introduced in NSW.**

A large proportion of respondents (42%) suggested an amount between 1 to 5 cents as an appropriate level for a container refund in the event that CDL were introduced in NSW. A further 27% felt that this level should be between 6 to 10 cents and 12% felt that an appropriate level was between 11 to 20 cents. A small proportion (9%) of respondents felt that no amount would be appropriate. The majority of these respondents think CDL should not be introduced in NSW.

When asked what level of deposit would encourage the respondent personally to return containers to a shop or collection depot, approximately 20% felt that no amount would influence them. It is assumed

that if respondents would be influenced to use the system with a deposit level equal to or greater than the amount they mentioned. This means that a majority (69%) would be influenced to return containers to a shop or depot if the deposit level was greater than 21 cents. If the deposit level were between 11 to 20 cents, then approximately 56% would be expected to use the system, and this drops to 24% of respondents feeling they would be motivated to return containers if the deposit is 5 cents or lower.

Those respondents indicating a higher level of deposit required for them personally to be motivated to return containers were more likely to suggest a higher level of appropriate refund.

Analysis of various factors in relation to respondent views on appropriate refund levels and deposit levels required to motivate them personally found that:

- respondents who answered that CDL should not be introduced in NSW were much more likely to feel that 'nothing' was an appropriate deposit amount than those that supported the introduction of CDL;
- those respondents that did not support the introduction of CDL in NSW were also likely to suggest higher appropriate deposit levels than other respondents, and the level of deposit which would be required to personally motivate them to return containers was higher;
- respondents from Sydney showed an indication to be more likely to suggest a higher appropriate level of refund and a higher level of deposit required to personally motivate them than respondents from large country towns (population over 10,000);
- respondents with children tended to indicate a lower level of refund as appropriate in general, compared to those respondents without children, and showed some indication of being more likely to be personally motivated to return containers with slightly lower amounts than single person households
- respondents in the age groups 35-44 were more likely to respond with lower amounts for an appropriate level to be refunded on containers than others. They also showed a tendency to be personally motivated by lower deposit levels than others. This group of people were most likely to belong to a household with children (a couple with children or a single parent household); and
- the older respondents (65 and older) were more likely to feel that no deposit level was appropriate compared to other age groups, and were also more likely to suggest higher appropriate deposit levels than other age groups. In fact, those respondents that suggested the appropriate refund level should be greater than 21 cents were generally older than respondents suggesting any other amounts (other than 'nothing').

Although in general respondents were likely to suggest higher appropriate deposit levels if they needed a high deposit to personally motivate them, it appears that respondents require a higher level of deposit to personally motivate them to use a Container Deposit System than the amount which they feel is appropriate in general. One explanation for this may be the attitude that others may be motivated by a lower level deposit than themselves, or that the stated adequate level of deposit generally is based on prior knowledge of deposit amounts, for example the 5¢ deposit on some beverage containers in South Australia.

## **5.20 Willingness to Pay for Additional Costs**

Respondents were asked two questions regarding their willingness to pay additional costs which may (or may not) be imposed in the event that a CDL system were introduced in NSW. These were focussed on additional costs to products which may be covered by CDL in the event that it were introduced; and additional costs to maintaining kerbside recycling systems.

As mentioned above, it was not the intention of the survey to determine definitive amounts that respondents would be willing to pay to maintain the system. Therefore the results discussed below should be viewed only as indicators of respondent attitudes toward costs associated with system maintenance.

The questions were open ended, so that respondents could answer whatever they felt was appropriate, rather than being given a set of options. Prompts were only given when necessary.

**5.20.1 Willingness to Pay for Container Deposit System**

All respondents to Survey 2 were asked a question on willingness to pay for any additional costs that may be associated with running a CDL system if it were introduced in NSW. It was explained that

*“Some container deposit systems cost money to set up and run. These costs may mean that the price of some products could increase.*

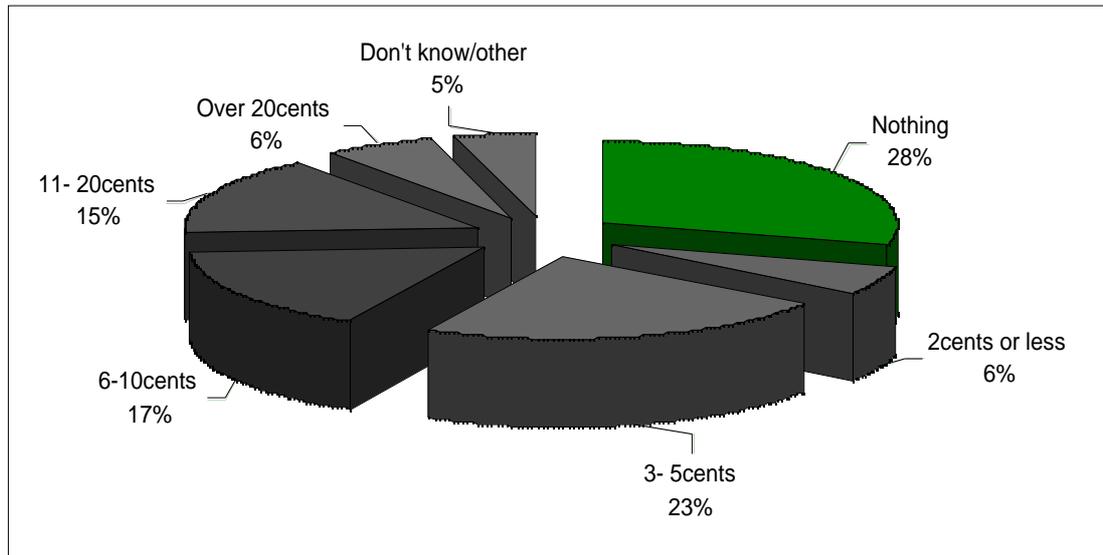
*Consumers of these products may have to pay to fund the running of the system in addition to paying for a refundable deposit.*

*The next question is about the additional costs of running the system, not the deposit amount of the container.”*

This was followed directly by the question

*“For a typical product in a container (costing around \$2.00) how much extra would you be prepared to pay to maintain this system?”*

The responses were given without prompting and exact responses were recorded and subsequently coded into categories. Only where necessary the interviewer prompted the respondents with the words “1, 2 or 5 cents or more?” Those responses given in terms of a percentage of the total product cost were transformed into cents, assuming a product with a value of \$2.00.



**Figure 5.10-2: Respondent willingness to pay for maintaining a Container Deposit System in addition to the deposit amount**

The majority (67%) of respondents indicated that they are willing to pay some amount above the deposit cost for maintaining a Container Deposit System. Approximately 28% of the res indicated they would not be willing to pay any extra on a container to cover costs associated with running a Container Deposit System in NSW.

Those respondents that did not support the introduction of CDL in NSW in Survey 2 were more likely to not be willing to pay anything extra than those respondents who support the introduction of CDL in NSW.

The responses were somewhat age dependent so that the older a respondent was, the lower the amount they would be willing to pay extra to maintain a CDL system. This was independent of the fact that older respondents were more likely to oppose the introduction of CDL in NSW, because this trend was noted within the respondent group that supported the introduction of CDL as well as the full respondent group

The highest level of education and the respondents’ household type were not likely to influence the amount that respondents were willing to pay for products.

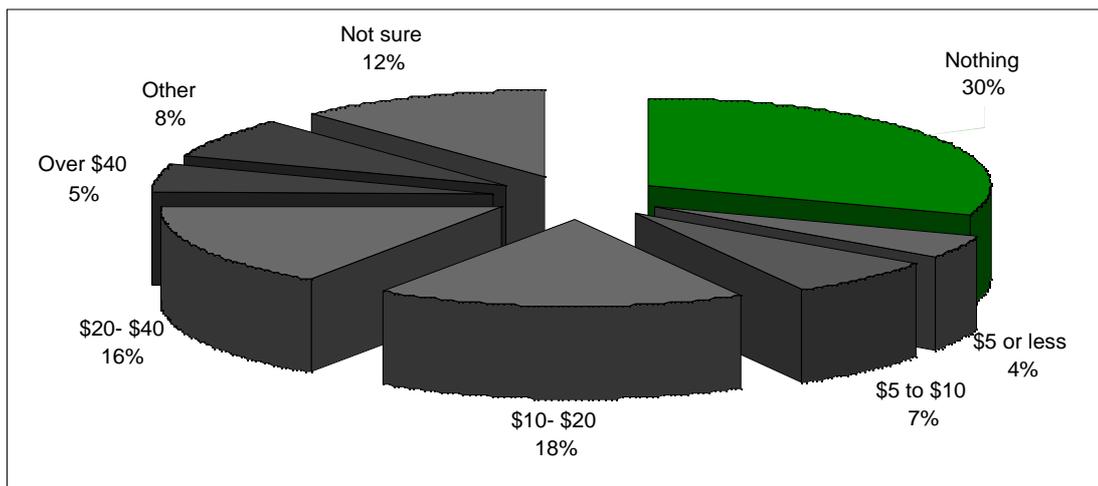
**5.20.2 Willingness to Pay for additional costs to kerbside services**

Those respondents who had indicated they have a recycling service in their area in Survey 1 were asked the following question:

*“Currently it costs each NSW household between \$36 and \$60 per year for recycling collection services. If a Container Deposit System was introduced in NSW it is uncertain whether these costs would increase or decrease.*

*If the cost of recycling services increased, how much extra would you be prepared to pay to maintain your service?”*

Responses were given without prompting and were recorded exactly. These were subsequently coded into categories. Only if necessary, the interviewer prompted the respondent with the words “nothing, less than \$5, \$5-\$10, \$10-\$20, \$20-\$40, over \$40, not sure”. As there were a variety of types of responses (e.g. per week, per month and per year) all responses were normalised to an annual amount.



**Figure 5.10-3: Respondent willingness to pay extra for recycling services per year, for those 360 respondents that have a recycling collection service in their area.**

A majority of respondents (58%) indicated they were willing to pay some amount extra to maintain a kerbside recycling system if CDL were introduced in NSW. The 8% of respondents who were grouped in the ‘other’ category tended to use per cent increases (i.e. that they felt a 10% increase would be appropriate). Some respondents also indicated that ‘whatever is charged’ is fine with them.

Around 30% of respondents indicated they would not be willing to pay anything extra to maintain their kerbside recycling services.

- ❑ Those respondents that supported the introduction of CDL in NSW were more likely to be willing to pay a higher amount to maintain their recycling service than those that did not support the introduction of CDL.
- ❑ Satisfaction with the existing recycling service did not appear to influence the amount that respondents would be willing to pay to maintain their recycling service.
- ❑ Those respondents with a university degree or higher level of education were likely to indicate a higher willingness to pay to maintain recycling services than those who had completed some schooling (up to year 10, or a School Certificate).

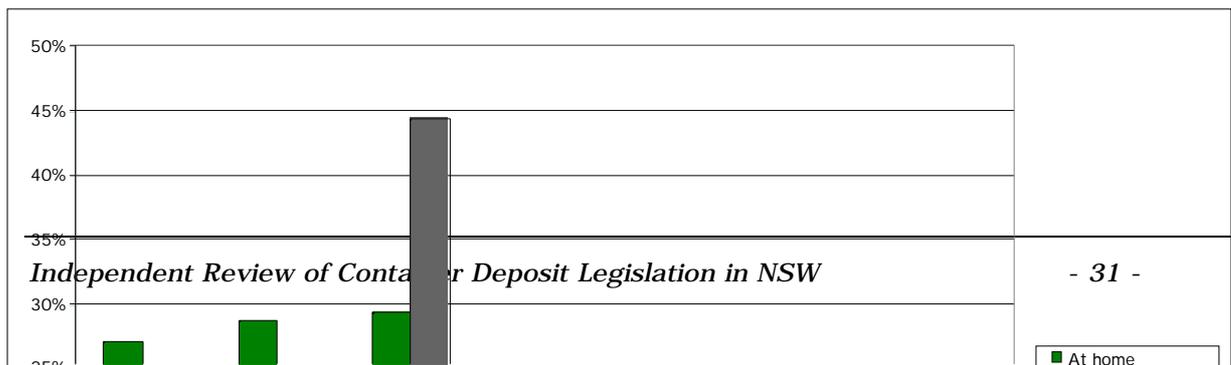
**5.21 Recycling and Retail Behaviour Under a CDL System**

The following sections outline the responses to questions on likely behaviour with regard to container disposal at home and away from home; use of recycling services for non-deposit items; and preferences for CDL retail services in relation to refunds in the event that CDL were introduced in NSW.

**5.22 Container Disposal Behaviour at Home and Away from Home**

All respondents to Survey 2, regardless of their opinions toward the introduction of CDL in NSW, were asked what they would be most likely do with deposit bearing containers when they were at home and when they were away from home if a Container Deposit System was introduced in NSW. Respondents were asked to refer to a prompt sheet, which was sent to them with the Background Information (see Appendix 6). If respondents were unable to locate this sheet the interviewer read out a list of options. Only single responses were allowed.

The responses to the two situations (at home or away from home) are shown below.



**Figure 5.11-1: Indicated action of respondents under CDL for situations when they are at home and when away from home.**

The figure above shows that when at home the respondents indicated that they would be equally likely to take containers to a shop for a refund, a collection depot or to place them in their household recycling bins. When away from home, there was a strong indication from the respondents that they would be more likely to leave deposit containers in recycling or garbage bins than to take them to a shop or collection depot.

- ❑ Older respondents were more likely to indicate that they would forego the refund when at home than younger respondents. This was most pronounced for respondents over 65 years old. Age did not appear to be an indication of foregoing or claiming the refund when away from home.
- ❑ Respondents who opposed the introduction of CDL in NSW were more likely to indicate that they would forego the refund than respondents who supported the introduction of CDL in NSW both when at home and when away from home.
- ❑ Those respondents that were part of a 'couple with children' household were more likely to indicate that they would claim the refund (by taking containers to a shop or a collection depot) when at home than respondents in single parent, single person, or couple with no children households.
- ❑ A slight trend existed for those people with lower levels of education to be more likely to claim the refund when away from home than those who had attained higher levels of education. This trend was not apparent for behaviour when at home.

### **5.23 Kerbside Behaviour under a CDL System**

Those respondents that indicated they had a recycling service in Survey 1 were asked whether they would continue to use recycling services for products without deposits. Respondents were asked to indicate whether they would continue to recycle paper, glass items that don't have a refund, and recyclable plastic items that don't have a refund.

97 % of respondents indicated that they would continue to recycle all the above products even if they do not have a deposit under a Container Deposit System.

### 5.24 Preferences for CDL Retail Services

XX – is there a discussion of CDL as refund versus CDL as credit somewhere else

All respondents to Survey 2 were asked questions on their retail preferences in the event that a CDL system were introduced in NSW in order to determine if there would be a preference to shop at retailers that refunded for deposit containers over those that did not provide this service.

The questions asked were:

*“if some shops or supermarkets near you gave you a cash refund in return for used empty containers, would you be more likely or less likely to shop at these outlets compared with those that didn’t provide this service?”*

directly followed by

*“and what about if some shops or supermarkets near you instead gave you a credit that would come off your shopping bill in return for used empty containers. Would you be more likely or less likely to shop at these outlets compared with those that didn’t provide this service?”*

Table 5.11-1 shows the responses to these questions.

Preference	Cash refund		Credit refund	
	N	%	N	%
More likely	243	61%	265	66%
Less likely	21	5%	31	8%
No influence	120	30%	94	24%
Not sure	16	4%	10	3%

**Table 5.11-1: Respondent preference for shopping at a retail outlet that collects deposit containers and provides a cash refund or credit off shopping versus those that do not collect deposit containers**

The respondents indicated that they would be more likely to shop at retail outlets that provided a refund service over those that did not, regardless of whether the refund was as cash or a credit.

The responses to these questions were age dependent, with younger people generally indicating that they would be more likely to prefer outlets which provide a refund in either cash or credit form than those who do not provide this service. Older respondents indicated that their retail preference would not be influenced by the provision of a refund service.

Respondents were also asked whether they would have a preference for retail outlets that provided the deposit as cash or those that provided the deposit as a credit which would be taken off the shopping bill by being asked the question

*“If you had a choice at shops or supermarkets between receiving your container refund as cash or credit, which would you prefer?”*

The responses to this are shown in the table below.

Preferred form of refund	%	N
Cash	44%	177

Credit	41%	164
Neither	9%	37
Other	3%	11
Not sure	3%	11

**Table 5.11-2: Respondent preference for shopping at retail outlets that provide a refund as cash versus those that provide the refund as a credit off the shopping.**

Of the 11 respondents in the ‘other’ category, 10 indicated that they had no particular preference for either system as they answered “either” or “both” to this question. The results generally indicate that there would be no particular preference between those retail outlets that provide a cash refund and those that provide a credit refund.

### **5.25 Attitudes to CDL and related issues**

The respondents were asked to rate a series of statements on a range of strongly agree to strongly disagree. The order of the statements was randomly rotated for each survey. The responses were checked for respondents answering the same to each statement (i.e. agreeing or disagreeing to every statement). Only three respondents agreed to all statements, and no one disagreed or answered ‘neither agree nor disagree’ to all statements. Figure XX shows the responses to each statement.

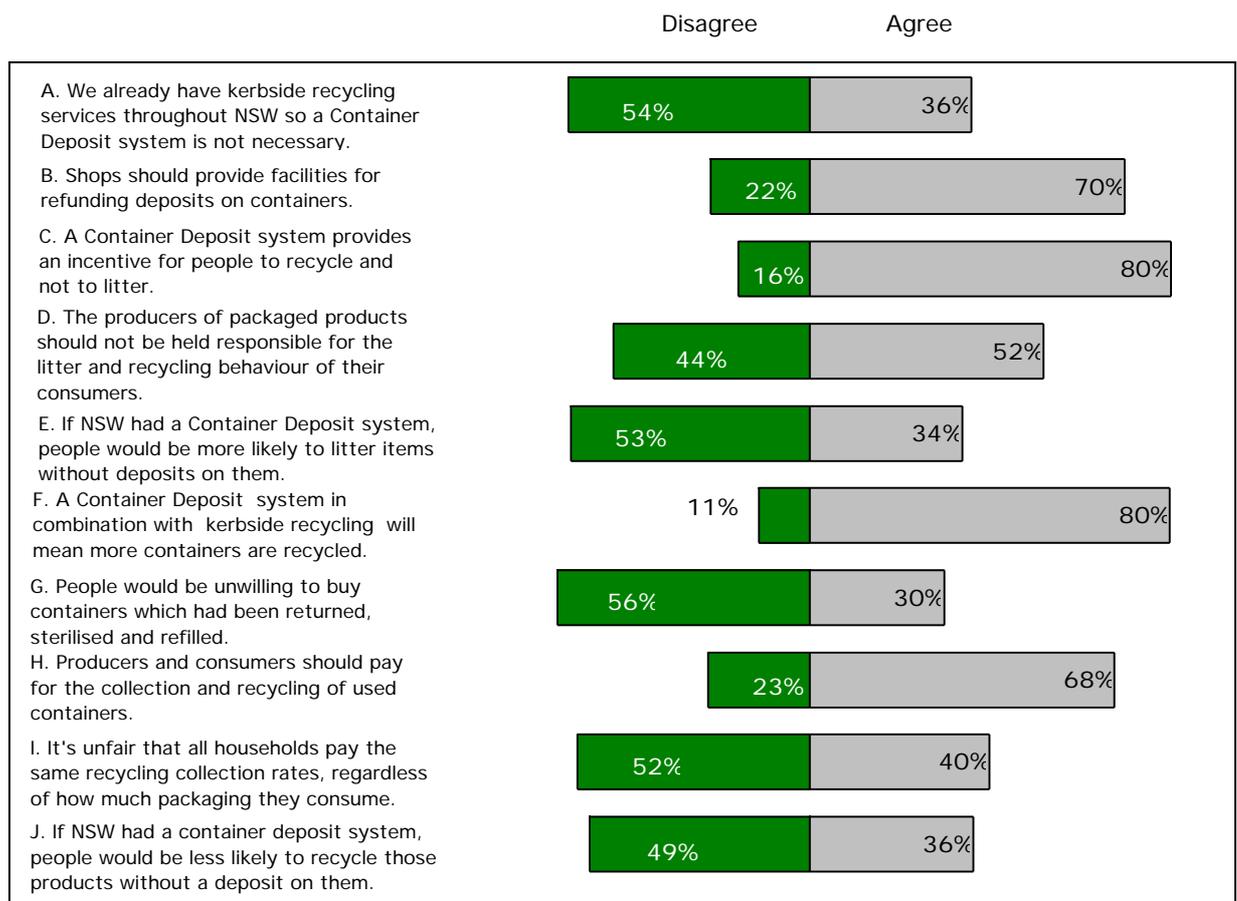


Figure 5.12-1: Level of agreement with various statements about CDL (N=400)

xxChart from agree\_stmt.xls

### 5.26 Attitudes on the impact of CDL on litter

Statements C and E related to the potential impact of the introduction of CDL on litter.

The majority of respondents (80%) felt that a container deposit system provides an incentive for people to recycle and not to litter (statement C). Interestingly, 34% of respondents felt that people would be more likely to litter items without deposits (statement E). There were 108 (or 27%) respondents who felt that CDL would provide an incentive to recycle and not to litter, but at the same time felt that people would be more likely to litter products without deposits on them. This may be related to a discrepancy in personal behaviour versus the behaviour of others, or it may be that respondents were considering two different products at each question – those attracting deposits on the one hand and those not attracting them on the other.

### 5.27 Attitudes to CDL and Kerbside

Statements A, C, F and J are related to respondent attitudes to the effect of the introduction of CDL in NSW on kerbside recycling services.

- Although 59% of respondents replied that they felt Container Deposit System should be in place in NSW, approximately 80% of respondents agreed or strongly agreed that a Container Deposit System in combination with a kerbside system will mean more containers are recycled (statement F), and that it would provide an incentive for people to recycle instead of littering (statement C). This may indicate that there is *in principle* support for CDL, but the respondents may be concerned about the logistics, personal inconvenience, or devotion of resources to a Container Deposit System.
- The majority (54%) of respondents disagreed with statement A (“*we already have kerbside recycling services throughout NSW so a Container Deposit System is not necessary*”) Respondents show consistency in answering the survey as those people who specifically answered that a recycling system is already in place and therefore CDL is not required, for the most part agreed with this statement.
- There were 85 (21%) respondents who agreed with statement A (“*we already have kerbside recycling services throughout NSW so a container deposit system is not necessary*”) and also agreed with statement F (“*a container deposit system in combination with kerbside recycling will mean more containers are recycle*”). These respondents feel that while CDL would increase the number of containers recycled, they do not feel that CDL is the most appropriate way to increase recycling, or they may feel that whatever is recycled through kerbside recycling systems is adequate.
- Although 97% of respondents answered that they would continue to use their kerbside recycling services for non-deposit items in the event that CDL were introduced in NSW (see **section XX : Kerbside behaviour under a CDL system – may be sec 5.9**), 36% agree with statement J (“*If NSW had a container deposit system people would be less likely to recycle those products without a deposit on them*”). This may indicate that respondents feel other people would be less likely to continue to use recycling services than themselves. Alternatively, because this question is more ambiguous about who it relates to, this may make the respondent more honest about indicating their own potential behaviour than the earlier question which asked the respondent how they themselves would act.

## 5.28 Attitudes to recycling collection rates

Statement I asked respondents how they felt about uniform recycling collection rates (“*It’s unfair that all households pay the same recycling collection rates, regardless of how much packaging they consume*”). There was a relatively even split among respondents on how they felt, with 52% disagreeing with the statement and 40% agreeing with it.

Based on analysis of the respondent characteristics in relation to how they answered this question, those people who opposed the introduction of CDL in NSW were more likely to disagree with this statement than those that supported the introduction of CDL in NSW.

## 5.29 Attitudes to packaging regulation and responsibility

Statements D and H focussed on respondent attitudes to personal and corporate responsibility over waste disposal and recycling.

Respondents appear split in their views on the responsibility of producers for the litter and recycling behaviour of consumers with 44% of respondents disagreeing with statement D (“*the producers of packaged products should not be held responsible for the litter and recycling behaviour of their*”).

consumers”). A slight majority (52%) of respondents feel that producers should not be responsible for the litter and recycling behaviour of consumers. Those respondents with a university education or higher were much likelier to disagree with statement D than other respondents. Similarly, those respondents who support the introduction of CDL in NSW were more likely to disagree with this statement than those who oppose the introduction of CDL in NSW.

Interestingly, the majority (68%) of respondents do feel that financial responsibility for the collection and recycling of containers should be shared between consumers and producers (statement H “*producers and consumers should pay for the collection and recycling of used containers*”). There was a distinct difference in respondent attitude to this question based on whether they support or oppose the introduction of CDL in NSW. Those people who oppose the introduction of CDL in NSW were more likely to agree to this statement than those who support it. There was also an education based split in respondent characteristics, with less educated respondents more likely to disagree with this statement.

### **5.30 Attitudes to point of sale return**

Statement B (“*shops should provide facilities for refunding deposits on containers*”) explores respondent attitudes to point of sale return for deposit containers in the event that CDL were introduced in NSW.

The majority (70%) of respondents felt that shops should provide facilities for refunding deposits on containers, indicating that they felt shops are an appropriate location for the return of deposit bearing containers. Of the respondents that disagreed with this statement, the majority did not support the introduction of CDL in NSW. A similar statement regarding returning containers to a collection depot was not asked therefore comparison between the shops and depots as areas to return containers to were not explored.

### **5.31 Attitudes to refillables**

Statement G asked respondents about their feelings toward refillable containers for products.

The majority (56%) of respondents disagreed with the statement “*people would be unwilling to buy containers which had been returned, sterilised and refilled*” while 30% agreed with this statement. The remainder were either unsure or did not agree or disagree with the statement.

Those people who oppose the introduction of CDL in NSW were more likely to agree with this statement than those who support its introduction.

### **5.32 Feedback on survey**

Respondents were asked for feedback on the survey process in order to assist in future development of similar surveys.

Of the 400 respondents that were contacted for the second survey, 366 (92%) respondents felt the Background Information material was useful. The main reasons stated were that it:

- helped explain the issues (62%)
- gave both sides of the argument (16%)

- increased knowledge/awareness about the issues and/or recycling (11%)

26 (7%) respondents felt the Background Information material had not been useful to them. The main reasons stated were that:

- the arguments were too contradictory (7 respondents)
- it was too complex (3 respondents)

A relatively large number (16 respondents) stated other reasons such as:

- the survey provided no new information that they were not already aware of, and
- they had already made up their mind regarding the issue and therefore the Background Information was irrelevant.

## **6 References**

Nolan ITU 2000

Ecorecycle 1998

**Appendix F: TELEVOTE QUESTIONNAIRES ONE & TWO  
BACKGROUND INFORMATION**





## Independent CDL Review

### Televote Survey

## Questionnaire 1 (of 2)

Jan/Feb 2001

### INTRODUCTION

Hello my name is ..... and I'm from NCS, a social research company. We are conducting a community survey about recycling and refundable deposits for containers for the University of Technology, Sydney as part of a Review for the NSW Minister for Environment.

Your household is one of 480 randomly selected households invited to take part. We'd like to interview one person who lives in your household who is aged 18 years or over. Is it possible for me to speak with the person in your household who last had a birthday?

Would you be interested in participating in this survey?

Yes           → **CONTINUE**  
No             → **TERMINATE**

The survey will be conducted in three parts. It involves:

- answering a 5 minute survey over the phone now
- reading some material which will be sent to you in the post – this should take about 15 minutes of your time
- then answering a 10 minute follow up survey over the phone a week later.

Would you be interested in participating?

Yes           → **CONTINUE**  
No             → **TERMINATE**

Are you able to read the information and answer another survey in a week?

Yes           → **CONTINUE**  
No             → **TERMINATE**

**IF TOO BUSY MAKE AN APPOINTMENT TO CALL BACK, OTHERWISE CONTINUE.**

**We may at any time during this interview be listened to by my supervisor for quality control procedures.**

**Before we start, I need to check a few details. Your answers will be treated as strictly confidential.**

### **1. DETAILS**

#### **1.1 Is this a home phone number?**

Yes            1            → 1.2  
No             2            → TERMINATE

**IF NO, SAY:** We are trying to reach people at home. Since this not a residential phone number, I don't need any further information. Thank you.

#### **1.2 Is this where you usually live?**

Yes            1            → 2.1  
No             2            → TERMINATE

**IF NO SAY** we are trying to reach people at their usual place of residence. Since this isn't where you normally live, I don't need any further information. Thank you.

**IF YES, SAY**

#### **1.3 So that we make sure we speak to people of all ages, which of the following age groups do you fall in?**

**READ OUT**

18-24yrs	1
25-34yrs	2
35-44yrs	3
45-54yrs	4
55-64yrs	5
65 -74yrs	6
75yrs +	7
Refused	8

#### **1.4 RECORD AUTOMATICALLY - Is the respondent.....?**

Male	1
Female	2

**I'm now going to ask you some questions about recycling.**

**2. EXISTING RECYCLING SERVICES AND PRACTICES**

**2.1 Is there a recycling collection service available where you live?**

- Yes 1 → 2.2
- No 2 → 3
- Unsure/ don't know 3 → 3

**2.2 What kind of recycling container do you have?  
PROMPT if necessary (allow MULTIPLE RESPONSE)**

- Crate(s) 1
- split wheelie bin for recycling (paper one side/ containers the other) 2
- split wheelie bin (garbage one side/ containers the other) 3
- wheelie bin for recycling (everything in together) 4
- other \_\_\_\_\_ (please specify) 5
- don't know/not sure 6

**2.3.1 How frequently does your recycling collection service operate?  
PROMPT if necessary (allow MULTIPLE RESPONSE if different services)**

- Weekly 1
- Fortnightly 2
- Monthly 3
- Other \_\_\_\_\_ (please specify) 4
- don't know/not sure 5

**2.3.2 How often does your household use this recycling collection service?  
READ OUT**

- All the time 1
- Most of the time 2
- Sometimes 3
- Never 4
- Unsure/ don't know 5

**2.4 Thinking about your recycling collection service - are you very satisfied, satisfied, or dissatisfied with this service?**

- PROMPT, IF NECESSARY**
- very satisfied 1 → 3
  - satisfied 2 → 3
  - dissatisfied 3 → 2.5
  - don't know/care 4 → 3

**2.5 Why are you dissatisfied with your recycling collection service?**

**RECORD EXACT WORDS**

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**CODE LATER (ALLOW MULTIPLE RESPONSE)**

**I'm now going to ask you some questions about Container Deposit systems.**

**3. CONTAINER DEPOSIT SYSTEMS**

We are interested in your opinion about whether or not a Container Deposit system should be introduced in New South Wales.

A Container Deposit system is where a small deposit, of say between 5 and 50 cents, is added to the cost of containers like, bottles, cans, jars and cartons. This deposit is refunded when the container is returned to a shop or to a collection depot.

You might know that South Australia has a Container Deposit system for some drink containers.

If a Container Deposit system was introduced in NSW, existing recycling collection systems would still operate in parallel to collect containers without deposits and other recyclable material.

**3.1 Do you think a Container Deposit system should be introduced in NSW?  
DO NOT PROMPT**

- Yes                                    1 → ASK 3.2
- No                                        2 → ASK 3.3
- Not sure/don't know    3 → ASK 4.1

**IFYES,**

**3.2 Why do you think a Container Deposit system should be introduced in NSW?**

**RECORD EXACT WORDS**

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**CODE LATER (ALLOW MULTIPLE RESPONSE)**

**GO TO    ←.1**

**3.3 Why you think a Container Deposit system should not be introduced in NSW?**

**RECORD EXACT WORDS**

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**CODE LATER (ALLOW MULTIPLE RESPONSE)**

#### 4. DEMOGRAPHICS

I'd now like to ask you a few more questions to make sure we have a good cross section of people for our survey. Just to remind you your answers will be treated as strictly confidential.

4.1 What is the highest level of education you have completed?

ENTER ONE ONLY

PROMPT IF NECESSARY

Never attended/ some primary school	1
Completed primary school	2
Some high school	3
Completed school certificate/ Intermediate/ Year 10/ 4th form	4
Completed HSC/ leaving/ Year 12/ 6th form	5
TAFE certificate/ diploma	6
University/ CAE/ or other tertiary institute degree or higher	7
Other, please specify _____	8
Don't know/refused	9

4.2 Which of the following best describes your household?

READ OUT (SINGLE RESPONSE)

Couple with child(ren)	1
Couple without child(ren) (at home)	2
One parent household	3
Other family	4
Single person household	5
Group household	6
Other, please specify _____	7

4.3 How many people live in your household, including yourself? RECORD \_\_\_\_\_

4.4 How many people in your household are under the age of 16? RECORD \_\_\_\_\_

4.5 Is English your first language?

Yes → 5.0

No → ASK 4.6

If NO,

4.6 What is your first language?

WRITE IN. \_\_\_\_\_ (RECORD LATER)

**5.0 EXPLAINING NEXT STEPS**

In the next few days we will mail a few pages of information to you about Container Deposit systems. We would like you to read the material and discuss it with your family and friends.

**So that I can send you the information, what is your name and postal address?**

Name: \_\_\_\_\_

Address: \_\_\_\_\_

**IF "REFUSED", SAY,**

Without your address we will not be able to send you any information to read. Thank you for your time. **TERMINATE**

The University of Technology, Sydney, who are running this survey, is also interested in the number of empty containers that your household generates over 7 days. You can help us by filling out a form that will be provided with the information we will send you.

A week after you've received the material we'll call you again for another 10 minute survey. We are interested in your opinion after you've read the material.

**NCS will call you back around \_\_\_\_\_ does this suit you?**

**Best follow up time for survey 2: \_\_\_\_\_**

Before we finish do you have any questions or comments?

**OTHER COMMENTS MADE:**

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**If for some reason you do not receive your information in the post within 5 days of this survey, please phone Nancy at NCS Australasia on 02 9467 6600 during working hours.**

**IF respondent would like more information, some contact details and a website address will be provided in the information package sent to them.**

If the respondent would like to hear about the results of the survey they will be available on a website in March 2001. The web address will be provided in the information package sent to them.

We will call you after you have received and read the information.  
Thank you for your time and cooperation. Goodbye.

## Independent CDL Review

### Televote Survey

## Questionnaire 2 (of 2)

Jan/Feb 2001

Hello my name is.....I'm ringing from NCS, a social research company on behalf of the University of Technology Sydney, could I please speak with \_\_\_\_\_ [FULL CONTACT NAME].

#### **IF AT NOT AT HOME.....**

A week ago we spoke to ..... [CONTACT NAME] about a **community survey** on recycling and refundable deposits for containers for the University of Technology, Sydney.

This is a follow up phone call about that survey.

Do you know if they have received the information package?

#### **IF YES, PROCEED**

I'd like to call back in the evening again, what day would be the best to reach [CONTACT NAME]?

**IF NO**, can I check your address so that I can send out the information again? Is it:

**[READ OUT ADDRESS]**

I'd like to call back in the evening in about 5 days, what day would be the best time to call [CONTACT NAME]?

We spoke with you a week ago regarding a community survey on recycling and refundable deposits for containers.

This is a follow up survey, which should take about 10 minutes of your time. Do you have time to talk to me now?

**IF TOO BUSY MAKE AN APPOINTMENT TO CALL BACK, OTHERWISE CONTINUE.**

**Did you receive the information that was sent to you about Container Deposit Legislation?**

**IF YES, PROCEED**

**IF NO**, can I check your address so that I can send out the information again? Is it:

**[READ OUT ADDRESS]**

Address: \_\_\_\_\_

**Or, if the same, LINKAGE INSERT ADDRESS FROM DATABASE**

**Did you read this information?**

**IF YES, PROCEED**

**IF NO, ESTABLISH A CALL BACK TIME**

**Shall I call you back in about an hour, after you've read the material?**

**IF YES**, ok, thanks, I'll call you back at \_\_\_\_\_ (one hour from now)

**IF NO**, when is an appropriate time to call you back? \_\_\_\_\_

**Did you discuss the issues raised in the information with anyone else?**

Yes            1  
No             2 → 1.0  
Unsure        3 → 1.0

**Who did you discuss it with?**

**ALLOW MULTIPLE RESPONSES**

Husband/wife/partner	1
Family member	2
Friend	3
Neighbour	4
Work colleague	5
Other (please specify) _____	6
Refused	7

**1.0 CONTAINER DEPOSIT SYSTEMS**

**Having read the material, we'd like to hear your opinion on Container Deposit Systems.**

**1.1 Do you think a Container Deposit system should be introduced in NSW?**

**DO NOT PROMPT**

- Yes 1 → ASK 1.2
- No 2 → ASK 1.3
- Unsure / don't know 3 → ASK 2.1

**IFYES,**

**1.2 Why you do think a Container Deposit system should be introduced in NSW?**

**RECORD EXACT WORDS**

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**CODE LATER**

**GO TO 1.1**

**1.3 Why do you think a Container Deposit system should not be introduced in NSW?**

**RECORD EXACT WORDS**

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**CODE LATER**

**2. PRODUCTS COVERED**

**2.1 If a deposit system was introduced in NSW, which of the following products do you think should have a deposit on their containers?**

**ONLY IF RESPONDENT SAYS**

“I don’t want deposits on any products ”      **CODE**      1

**OTHERWISE READ OUT ( RANDOMLY ROTATED)**

	<b>PRODUCT</b>	<b>yes</b>	<b>no</b>	<b>unsure</b>
2	Beer	1	2	3
3	Soft drinks	1	2	3
4	Wine	1	2	3
5	Spirits	1	2	3
6	Juice, Water, sports drink and cordial	1	2	3
7	Plain milk	1	2	3
8	Other milk products such as flavoured milk, cream, yogurt, custard	1	2	3
9	Food sold in glass, metal, or plastic containers	1	2	3
10	Non-food items sold in glass, metal, or plastic containers	1	2	3

**3. LEVEL OF DEPOSIT**

I'm now going to ask you some general questions about what you would do if a Container Deposit system was introduced in NSW. Placing a deposit on a container will mean that the price of the product increases, but if you return the container to a shop or collection depot, you get this refund back.

**3.1** What do you think is an appropriate amount of money to be refunded on containers?

PROMPT IF NECESSARY..... 5, 10, 20, 50 cents or more?

RECORD \_\_\_\_\_

THEN CODE

Amount of deposit	
5c	1
10c	2
20c	3
50c	4
Other (please specify)	5
Nothing because I don't want container deposit system	6
Nothing	7
Unsure / don't know	8

**3.2** What level deposit would encourage you personally to return containers to either a shop or a collection depot .....

PROMPT IF NECESSARY .....5, 10, 20, 50 cents or more?

RECORD EXACT RESPONSE \_\_\_\_\_

**4. WILLINGNESS TO PAY**

Some Container Deposit systems cost money to set up and run. These costs may mean that the price of some products could increase.

Consumers of these products may have to pay to fund the running of the system in addition to paying for a refundable deposit.

**[SLOWLY]** The next question is about the additional costs of running the system not the deposit amount on the container.

**4.1** For a typical product in a container (costing around \$2.00) how much extra would you be prepared to pay to maintain this system?

PROMPT IF NECESSARY .....1, 2 or 5 cents or more?

RECORD EXCAT RESPONSE either money or as a percentage\_\_\_\_\_

## 5 BEHAVIOUR

In the information package we sent you there was a **green** Answer Sheet. Do you have the sheet in front of you?

### 5.1 IF YES, SAY, Now looking at the list under Question A.

Thinking about used-containers such as bottles, cans, jars and cartons that you have at home, which of these describes what you would be most likely to do if a Container Deposit system was introduced?

IF NO SHEET, READ OUT LIST

**(SINGLE RESPONSE)**

- |  |   |
|--|---|
| take them back to my usual shop or supermarket to get the refund       | 1 |
| take them back to a collection depot near your house to get the refund | 2 |
| put them in the household recycling bin and forget about the refund    | 3 |
| give them to charity organisation                                      | 4 |
| put them in the garbage bin  | 5 |
| other (please specify) _____   | 6 |
| unsure/don't know  | 7 |

### 5.2 IF YES SHEET, SAY Now looking at the list under Question B.

Thinking about containers that you use when you are away from home, for example out shopping, at a sporting event or picnic, which of these describes what you would be most likely to do?

IF NO SHEET, READ OUT LIST

**(SINGLE RESPONSE)**

- |   |   |
|---|---|
| take them back to a shop or supermarket for the refund          | 1 |
| take them to a collection depot for a refund                    | 2 |
| put them in the recycling bin and forget about the refund       | 3 |
| give to charity organisation                                    | 4 |
| put them in the garbage bin                                     | 5 |
| leave them for someone else to clean-up and collect the deposit | 6 |
| unsure /don't know  | 7 |

**6. RECYCLING SERVICES**

**CHECK RECYCLING SERVICE “LINKAGE TO Q 2.1 in questionnaire 1”.**

**If NO SERVICE → Go to 7.1**

**IF SERVICE → ASK 6.1**

**6.1 Last time we called you told us that you have a recycling collection service. If this service was maintained and a Container Deposit system was introduced in NSW, would you use your existing recycling service for products without deposits such as....?**

**READ OUT (RANDOMLY ROTATE)**

	<b>Materials</b>	<b>YES</b>	<b>NO</b>	<b>Unsure</b>
1	<b>Paper</b>	1	2	3
2	<b>Glass items that don't have a refund</b>	1	2	3
3	<b>Recyclable plastic items that don't have a refund</b>	1	2	3

**6.2**

**[SLOWLY] Currently it costs each NSW household between \$36 and \$60 per year for recycling collection services. If a container-deposit system was introduced in NSW, it is uncertain whether these costs would increase or decrease.**

**If the cost of recycling services increased, how much extra would you be prepared to pay to maintain your service?**

**RECORD EXACT WORDS**

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**PROMPT IF NECESSARY .....(per year) nothing, less than \$5, \$5-10, \$10-\$20, \$20-\$40, over \$40, not sure**

## 7 RETAIL BEHAVIOUR

**7.1** If some shops or supermarkets near you gave you a cash refund in return for used empty containers, would you be more likely or less likely to shop at these outlets compared with those that didn't provide this service?

### PROMPT OF NECESSARY

more likely 1  
less likely 2  
no influence 3  
unsure 4

**7.2** And what about if some shops or supermarkets near you instead gave you a credit that would come off your shopping bill in return for used empty containers. Would you be more likely or less likely to shop at these outlets compared with those that didn't provide this service?

### PROMPT OF NECESSARY

more likely 1  
less likely 2  
no influence 3  
un sure 4

**7.3** If you had a choice at shops or supermarkets between receiving your container refund as cash or as credit, which would you prefer?

### PROMPT OF NECESSARY

cash 1  
credit 2  
neither 3  
Other (please specify)\_\_\_\_\_ 4  
not sure 5

## 8 CONSUMPTION OF CONTAINERS

The next few questions relate to the number of containers that your household consumes.

**8.1 Did you record on the PINK form we sent you, the number of empty containers your household generated over the past 7 days?**

- Yes            1    .4  
 No             2

**IF YES,**

**8.2 What date did you start counting containers \_\_\_\_\_ RECORD DATE**

What date did you finish counting containers \_\_\_\_\_ RECORD DATE

**CODE NUMBER OF DAYS**

**IF NO,**

**8.3 Would you be able to estimate the number of empty containers your household generated over the past 7 days?**

- Yes            1    .4  
 No             2

**8.4 During this period, on average how many people were living in your household, including yourself? RECORD \_\_\_\_\_**

**8.5 How many of the following products did your household finish? (Note: we do not need the brand, size or type of container)**

	<b>PRODUCT</b>	<b>TOTAL Number</b>
1	Beer	
2	Soft drinks	
3	Wine	
4	Spirits	
5	Juice , sports drink cordial, and waters (mineral and stills) *	
6	Plain milk	
7	Other milk products (flavoured milk, cream, yogurt, custard etc)	
8	Food sold in glass, metal, or plastic containers	
9	Non-food items sold in glass, metal, or	

plastic containers	
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## 9. OPINIONS

Now I'd like to read out a series of statements, and ask you whether you:

- **strongly agree** 1
- **agree** 2
- **neither agree nor disagree** 3
- **disagree** 4
- **strongly disagree** 5
- **don't know** 6

### RANDOMISE

- We already have kerbside recycling services throughout NSW so a Container Deposit system is not necessary.
- Shops should provide facilities for refunding deposits on containers.
- A Container Deposit system provides an incentive for people to recycle and not to litter.
- The producers of packaged products should not be held responsible for the litter and recycling behaviour of their consumers.
- If NSW had a Container Deposit system, people would be more likely to litter items without deposits on them.
- A Container Deposit system in combination with kerbside recycling will mean more containers are recycled.
- People would be unwilling to buy containers which had been returned, sterilised and refilled.
- Producers and consumers should pay for the collection and recycling of used containers.
- It's unfair that all households pay the same recycling collection rates, regardless of how much packaging they consume.
- If NSW had a Container Deposit system, people would be less likely to recycle those products without a deposit on them.

**10. FEEDBACK ON THE SURVEY PROCESS**

We'd now like to ask you a few questions about the survey process to help us in the future.

**11.1 Did you find the information that we sent you useful?**

- Yes 1      **◀0.1**
- No 2      **◀0.3**
- Unsure 3      **◀0.4**

**IF YES,**

**10.2 Why was the information useful?**

**DO NOT PROMPT**

- It helped explain the issue 1
- Easy to read 2
- Just the right length 3
- Other \_\_\_\_\_ (please specify) 4

**IF NO,**

**10.3 Why was the information not useful?**

**DO NOT PROMPT**

- Too long 1
- Too complex 2
- Arguments too contradictory 3
- Other \_\_\_\_\_ (please specify) 4

**10.4 If the University of Technology, Sydney does more research on recycling and Container Deposit systems, are you interested in being involved in further surveys or discussion groups?**

- Yes 1
- No 2
- Unsure 3

**Before we finish, do you have any questions or comments?**

**OTHER COMMENTS MADE:**

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**IF NECESSARY.....**

If you have any further questions about this survey in general then please contact:  
INSTITUTE FOR SUSTAINABLE FUTURES CDL HOTLINE, FREE CALL 1800 220 200  
Or visit our website on [www.isf.uts.edu.au/CDL\\_Review](http://www.isf.uts.edu.au/CDL_Review)

If the respondent would like to hear about the results of the survey they will be available on the above website in March 2001.

**Thank you for your time and co-operation. We appreciate your help.  
Good bye.**

**Appendix G: CITIZENS' FORUM PANEL REPORT  
KEY RECOMMENDATIONS**





**Citizens' Forum  
on  
Container Deposit Legislation  
for New South Wales**

**Final Report**

*Organised by:*

Institute for Sustainable Futures, University of Technology, Sydney

*Held at:*

Women's College, University of Sydney

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## **1 Introduction**

We, the Citizens' Forum, a randomly selected diverse group of residents of New South Wales, have considered, discussed and deliberated over a period of three days on the advantages and disadvantages of the introduction of Container Deposit Legislation (CDL) in New South Wales.

The Forum was established by the Institute for Sustainable Futures to provide a community perspective as part of the Independent Review of CDL being undertaken for the NSW Minister for the Environment<sup>1</sup>.

Our considerations have been based on the information supplied to us by various sources<sup>2</sup>. Having considered all this information the following are our key recommendations.

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<sup>1</sup> See Appendix A for the Terms of Reference.

<sup>2</sup> See Appendix A for a list of information sources.

## **2 Key Recommendations**

The Citizens' Forum has unanimously agreed to the implementation of CDL in NSW within the framework of the following recommendations.

### **Recommendation 1: Easy Access**

The forum unanimously recommends that access to redemption venues for containers be easily accessible to all members of the community. Considerations must include:

- provision for urban collection depots to be within a 5 km distance of all residents;
- elderly, disabled, non-ambulatory, non-car owners and housebound groups are catered for; and
- consideration of the needs of all the rural population.

### **Discussion**

There are groups in our community who would not be able to transport redeemable containers to a depot. These groups would include the elderly, disabled, non-ambulatory and other housebound individuals. There would need to be a provision for these containers to be collected from their residences. There was considerable discussion on how this service could best be implemented. One suggestion would be to provide a mobile collection service to the residences of the above mentioned groups.

Another concern would be for isolated rural areas where access must be available for all including non-car owners. Some suggestions included shopping centres to provide Reverse Vending Machines (RVMs) or redemption centres in the shopping centres. Some concerns were hygiene, maintenance, aesthetics and staffing. Regular clearance of RVM's would be required to address the concerns previously mentioned. It was suggested that major retailers could provide a joint service within a shopping complex. The forum felt that it would be inequitable for smaller operators to provide the same facilities as those provided by larger centres.

There was discussion regarding the distribution of redemption centres and it was felt that a 5 km radius within suburban areas was acceptable. After discussion regarding locations and community acceptance of these centres, the forum felt that existing refuse centres could be modified for this use.

**Recommendation 2: Pricing**

1. When considering CDL it is recommended that any increase in cost due to the legislation be shared between industry and consumers and that any price increases not adversely effect low-income earners.
2. The Government should play an active role in monitoring any price increase as a result of CDL.

**Discussion**

The group was concerned that CDL may be used as a reason for companies to inflate the price of their products over and above their legitimate costs.

The group was concerned that pensioners and other low-income groups may be unfairly affected.

**Recommendation 3: Containers to be covered by CDL**

1. The Forum unanimously recommends that the following be included in the legislation:
  - all beverage containers including:
    - all alcoholic beverages (eg beer, wine, spirits, ciders etc);
    - soft drinks;
    - juice, water, sports drink and cordial;
    - all *flavoured* milk varieties; and
    - all other containers that would be a significant contributor to the waste stream.
2. The Forum unanimously recommends that the following be excluded from the legislation:
  - all *non-flavoured* milk varieties

**Discussion**

Those products that have not been listed above should not necessarily be excluded for consideration from CDL in the future.

The group generally sought to include products which were largely “use away from home”, potential litter hazards and choice items rather than essentials.

*Non-flavoured* milk was thought to be a necessity and including it in the legislation would have an unnecessary impact on the aged, young families and pensioners. In these cases the deposit would be an unnecessary cost impost.

In addition *non-flavoured* milk (plain milk) is not considered to be a litter item because it is mostly consumed in the home. There is an opportunity to use kerbside recycling for milk containers.

We have not included foodstuffs (including custard, yoghurt and other milk based food) because these containers do not constitute a high volume waste problem because they are generally consumed in the home and because kerbside recycling would still take these containers. We also considered the contamination problem – for reasons of hygiene these food containers would need cleaning before they could be stored.

It was decided that to include all containers would impact greatly on the price of weekly household shopping. It would be seen as imposing unnecessary costs on essential items and would also effect too many industries.

#### **Recommendation 4: Industry involvement in the design of system**

The Forum unanimously recommends the involvement of industry in the formulation and implementation of the CDL system to ensure that all parties co-operate and participate.

The industry should be required to comply with the following guidelines:

- convenient collection points and ease of access;
- a fixed target rate of return to be met within a specified period; and
- a government nominated fixed deposit.

#### ***Discussion***

After considering different CDL models already in place, the Forum was attracted to the Alberta system. It appears that in this instance, the industries were required to form a board to organise and manage the redemption system. The Forum felt that by involving industry in the design of the CDL system, it would be of mutual benefit to all involved.

**Recommendation 5: Level of Deposit**

It was unanimously agreed that the deposit be in the range of 5-10 cents.

**Discussion**

As a group we all agree that a 10c deposit would be more of an incentive (than 5c) to make this scheme work. However, some members of the panel have concerns that a 10c deposit would make the transition more difficult.

The discussion covered the socio-economic effects of a 5c deposit and the extra incentive to increase return that a 10c deposit would provide.

All members agreed that the amount of the deposit would affect the success of the scheme. The group was divided in their opinions on whether a higher deposit would provide an extra incentive to return containers, as opposed to a lower deposit providing a smoother transition and less adverse impact on lower income earners.

The impact on lower income groups was discussed because the group felt sure that the consumer would feel some impact and they had concerns for this potentially impacted group.

**Recommendation 6: Cost-benefit Analysis**

The Forum understands that CDL appears to be cost effective on the basis of:

- reduced landfill;
- reduced litter; and
- environmental benefits.

It is appreciated that the outcome of cost-benefit analysis depends on the range and composition of factors included in the analysis.

**Discussion**

The above statement is based on the information presented to the group during the Forum:

1. That a cost/benefit study including only litter and landfill may or may not produce a net benefit result, however the inclusion of the broader environmental factors produces a positive result.
2. The recommendation is based on the assumption that the data presented to the group is valid (though the difficulty of achieving validity is appreciated)

For example:

- cost of extracting resources/raw material vs. saving resources;
- cost of manufacturing raw material vs. chemical treatment of recycled material;
- pollution costs of transportation: new material vs. recycled material;
- the greenhouse gases: producing new products vs. recycled products.

#### **Recommendation 7: Impact on non-deposit recyclables and existing recycling systems**

The Forum recommends that CDL be introduced to work with existing recycling systems such as kerbside collection.

#### ***Discussion***

The Forum concluded that CDL would compliment the existing kerbside recycling already in place in most areas of NSW. There would be a decline in the amount of redeemable containers (with deposits) collected at the kerbside as these would be returned to collections points. This would also reduce the contamination rate and facilitate easier sorting of recyclables. Householders would have the option to redeem or not to redeem. The Forum believed that non-redeemable recyclables would not be negatively affected by CDL, but instead an improved culture of recycling would emerge.

#### **Recommendation 8: Impact on community groups**

The Forum recommends that established groups such as charitable organisations, non-profit community groups and "sheltered workshop" situations should not be disadvantaged by the introduction of CDL and if possible their involvement should be encouraged.

#### ***Discussion***

The group was unanimous in this view. The discussion covered the already established groups in both urban and rural areas of NSW such as Kurrajong-Waratah Industries in Wagga Wagga, Westhaven Industries in Dubbo, the Scouts, The Smith Family etc. The group was adamant that a new system should be constructed so that these groups do not lose a current income stream because of the "professionalisation" of recycling.

In many cases these non-profit organisations provide employment for people who might not get other work.

### **3 Other Recommendations**

The group is aware that CDL by itself will not solve the problems associated with landfill and other waste issues. Therefore the Government should ensure that the following matters are considered:

- more stringent controls to reduce unnecessary packaging;
- increase the focus on research and development on reducing the volume of commercial, industrial and demolition waste going into landfills;
- more effective marketing campaigns that will successfully inspire the community to act more responsibly when it comes to their waste management.

### **4 Additional Key Reflections**

The Forum became aware of:

- the existence of regional waste planning boards;
- the absence of a unified group of waste boards across the state leading to a lack of consistency and to inequity in the way in which waste is managed;
- the complexity of the CDL issue. One panel member commented that "there is a lot more involved in this issue than anyone would imagine";
- the extent of the landfill problem;
- the fact that more factual information on waste issues must be acquired by policy makers; and
- the fact that CDL will reduce contamination levels.

## **Appendix A**

### **Terms of Reference of the Citizens' Panel**

Should Container Deposit Legislation be introduced in New South Wales?

In considering this question, the Citizens' Panel is asked to reflect on the environmental, economic and social aspects of CDL, including its potential effects on:

- any matters the Citizens' Panel considers relevant;
- litter;
- waste;
- recycling;
- container return & reuse;
- ratepayers;
- consumers;
- the community;
- retailers;
- producers; and
- employment.

### **Purpose of the Citizens' Forum**

- To respond to the question set in the terms of reference for the Forum
- To present the views and recommendations of informed members of the public on Container Deposit Legislation

## Appendix B

### Information Sources

- Graeme Head, NSW EPA
- Steve Smith, South Australian EPA
- Frank Ackerman, Tufts University, USA
- Stuart White, Institute for Sustainable Futures
- Documents referred to:

Phillip Hudson in association with Cole Solicitors, (2000), *Report on the Review of the Economic and Environmental Impacts of the Beverage Provisions of Environment Protection Act 1993 (Container Deposit Legislation) in South Australia*. Prepared for Environment, Heritage and Aboriginal Affairs.

Nolan ITU Pty. Ltd. & Sinclair Knight Merz, (2000), *Independent Assessment of Kerbside Recycling in Australia*, Sydney.

**Appendix H: CITIZEN'S FORUM PANEL  
CHARACTERISTICS**



## CDL Forum Panel Characteristics

A summary of the key characteristics of the thirteen Panel members who were to participate in the Citizens Forum are as follows (the figures in italics in the brackets represent the quotas for a Panel of sixteen):

### *Sex*

- Equal numbers of men and women

### *Education*

- Basic: 8 (8), Skilled: 2 (4), Degree 3 (4)
- Matches quotas for NSW, with an equal division between men and women

### *Age*

- 15-34: 6 (6), 35-64: 6 (7), 65+: 1 (3)
- Under represented in 65+
- There is a good spread within each age bracket
- More women in the youngest age bracket

### *Locality*

- Metropolitan: 8 (12), Regional/Rural: 5 (4)
- According to the quotas, 'Metropolitan' is under-represented, although this may be a feature of the classification used - localities classified as 'regional' include: Wagga Wagga, Grose Vale, Katoomba, Walgett and Grafton

### *Household structure*

- With children: 5 (11), Without children: 8 (5)
- People with children are under-represented according to the quota. However, it was felt that the quota for this was quite high and that the numbers given are acceptable.

### *Ethnicity*

- English at a first language: 11 (13), Other: 2 (3)

### *Employment*

- Employed: 7 (9), Unemployed: 1 (1), Not in labour force: 5 (6)
- 'Not in the labour force' includes: retired, student, pensioner, home duties
- The occupations of those employed include: labourer, manager/administrator, trades person and professional
- Whilst the sample almost meets the quota overall, there are more women classified as 'not in the labour force' than men. However, this probably reflects what would be found in the community.



**Appendix I: CITIZENS' FORUM  
BACKGROUND MATERIAL  
SENT TO PANEL MEMBERS**





# Background Information

## Citizens' Jury on Container Deposit Legislation for NSW

*The Minister for the Environment in New South Wales, Bob Debus, has asked for an Independent Review of the economic, environmental and social costs and benefits of establishing a system of refundable deposits on containers in New South Wales.*

*The Independent Review is being conducted by Dr Stuart White at the Institute for Sustainable Futures, a research unit of the University of Technology, Sydney. As part of this Review, the Institute for Sustainable Futures is also conducting the Citizens' Jury.*

*Following is some important background information for the Citizens' Jury. It will help you become familiar with the terminology and some of the key arguments in favour of, and against, Container Deposit systems. This background document:*

- *outlines what waste and litter is, and what happens to containers in NSW*
- *describes what Container Deposit Legislation (CDL) is;*
- *how CDL is used around the world;*
- *lists the key issues and perspectives on CDL;*
- *describes some of the key arguments both for and against the introduction of CDL;*
- *provides details on where to seek further information.*

*Please read this information and think about the issues before the first day of Citizens' Jury. Do not worry if you cannot understand all of the issues raised in this document. Throughout the Jury, you will be provided with more information and have the opportunity to ask any questions you may have.*



## What is waste?

### Waste

Waste refers to any liquid, solid or gaseous material that is considered not to be of use to society anymore. We all produce waste: individuals, households, businesses, industries, and governments.

Looking at solid waste, there are four main 'streams': household, commercial & industrial, building & demolition and green waste. In NSW, about 859 kg<sup>1</sup> of solid waste is produced per person each year and most of this ends up in landfill sites. The New South Wales Government and industry have set targets to reduce the amount of waste going to landfill.

### What does the 1997 State of the Environment report say about waste?

Management of solid waste is a significant environmental and social issue in NSW in three areas:

1. waste disposal signals a depletion of natural resources which are used to manufacture products. Many products are used for relatively short periods before being disposed. Continuing population growth and economic upturn will make the task even more challenging
2. adverse impacts on the environment and public health can arise at many points in the "life cycle" of waste: at the site of generation, during its transport and disposal, and from recycling and reuse activities. These include pollution of surface and ground water, air pollution, generation of greenhouse gases, contamination of land, and noise, odours and other impacts on local amenity. After closing, landfills need to be monitored and cleaned up. These potential environmental impacts make new landfill sites difficult to locate in already developed areas and remote locations increase transport costs and energy use
3. there is an emerging shortage of landfill space in Sydney. Based on 1995 rates of waste disposal, it is estimated that space in existing landfills accepting putrescible wastes will be exhausted in less than 10 years. If the per capita amount of waste disposed is reduced in line with the NSW Government's 60% target for 2000, existing landfills will last a further 8 years or so. Proposals for new landfills in recent years have met with community opposition on environmental and equity grounds.

### Trends

- Total waste volumes are growing due to increased population growth, although per person disposal rates are slowly decreasing. Present rates of decrease are insufficient to meet the NSW Government's 60% waste reduction target by the year 2000.
- If waste disposal is reduced in line with the target, existing landfills in Sydney will last a further eight years or so.
- Community awareness of recycling options is reducing the amount of waste disposed although there is poor awareness of and participation in avoidance and reuse strategies.
- Recent waste reforms have increased the costs of disposal. This will provide an incentive for increased avoidance, reuse and recycling.

*Text from the NSW Environment Protection Authority's State of the Environment Report 1997. p 373. More up to date information will be available in forthcoming State of the Environment Report 2000, due to be released early in 2001.*

<sup>1</sup> 1995 figures from the NSW EPA (1997) State of the Environment Report, p 374.

## What is litter?

Litter refers to the dropping of items on the ground or leaving them in public or private property rather than disposing of, reusing or recycling them. Common litter includes small pieces of paper, chip and confectionery wrappers, fast-food and other consumer packaging, bottle caps, glass pieces, glass alcohol bottles, plastic straws and soft drink containers (both plastic and metal) and cigarette butts.

Litter has gone from being viewed as an aesthetic problem to an environmental one. In the past the NSW community saw litter as unpleasant and not aesthetically pleasing. Nowadays, litter is seen as an environmental issue involving paper, bottles and food packaging. It is variously described as something in the wrong place or as wasted material or resources.

## What currently happens to containers in NSW?

What do you do with your empty containers, such as glass and plastic bottles, jars, aluminium and steel cans and cartons, once you have finished with them? Some people reuse them, others place them in a recycling bin or rubbish bin and then there are a few people who throw them away as litter.

Currently in New South Wales, most households have containers and paper collected for recycling at the kerbside. These containers are taken to sorting plants and then transported to various reprocessing plants in NSW, interstate and overseas. Kerbside recycling collection is funded by local councils and their ratepayers and costs between \$36 and \$60 per household per year.

Recycling bins have also been provided in some public areas such as shopping centres, parks, sporting venues and show grounds or to special recycling collection depots. These have been provided by Local and State Government and in some cases with assistance from retailers and industry.

Other containers may be dropped on the ground as litter. At the moment, litter in New South Wales is primarily addressed through education programs and fines. Also, following large events such as the sports events or street parades, clean ups take place which are funded by the event organiser and in some cases with help from government and industry.

Many containers purchased in New South Wales end up in landfill sites. Most recyclable containers placed in recycling bins are recycled.

There are currently agreements between industry and government to increase the recovery and recycling of used packaging materials and to reduce the weight of packaging. These agreements specify the percentages of materials that industry must recover for used containers such as glass, PET (plastic), aluminum and steel cans.

## Who is involved in the life of a container in NSW?

The following box outlines who is involved in the different stages of the life of a container in NSW from its production and purchase through to its final fate.

- **Manufacturers** – produce containers and their contents
- **Retailers** – sell products in containers
- **Consumers** – buy these products and put out empty containers for recycling or disposal
- **Waste and recycling collectors** – collect empty containers as waste or for recycling
- **Recyclers** – reprocess used containers into raw material for new products
- **Local Government** – manage the collection of waste, recycling and litter
- **Waste boards and regional waste bodies** – manage and coordinate the regional waste and recycling issues
- **Waste Service** – manage landfill facilities
- **State Government** – regulates and sets policy on waste, litter and recycling
- **Commonwealth Government** – coordinates national initiatives such as the National Packaging Covenant

## How can container recycling be encouraged?

There are various approaches available to encourage the return of containers for recycling. Some of these include:

- providing households with recycling collection (kerbside recycling)
- establishing agreements with manufacturers to recycle a certain percentage of what they produce
- placing a refundable deposit on containers using Container Deposit Legislation
- increasing taxes on those products to pay for recycling services
- banning manufacturers from making products which cannot be recycled. For example, some countries have banned certain types of non-recyclable plastic containers.

The Citizens' Jury is focussing on one of these approaches – Container Deposit Legislation – which will now be discussed in more detail.

## What is Container Deposit Legislation?

Container Deposit Legislation (CDL) refers to a law, which requires producers to charge a refundable deposit on products to encourage people to return empty containers once they have been used. This legislation is often aimed at reducing litter and the number of containers in the waste stream as well encouraging their recycling and reuse.

### HISTORY

Originally Container Deposit systems were used by the beverage industry as a means of ensuring that their bottles were returned to be washed, refilled and sold. Improved manufacturing techniques led to the use of lightweight single use containers. This increase in disposable containers saw the phasing out of these voluntary deposit systems in most states in Australia.

In the early 1970s, some governments sought policies like CDL to address the growing litter problem. Container Deposit Legislation provided consumers with an incentive for returning the container to manufacturers for a refund. Whether it is refilled or recycled is dependent on the requirements of the particular legislation.

### HOW DOES IT WORK?

Container Deposit systems:

- provide a refund to people who return empty containers with deposits.
- usually focus on drink containers such as beer, wine, water and fruit juice containers including cans, bottles and cartons. However, the system could also include packaging for milk, food and cleaning products.
- cost money to set up and run recycling depots and point of sale return.
- are paid for by industry and people who buy the products in containers with deposits.
- may need to have collection depots set up and operated to recover empty containers for recycling. This would cost money.
- sometimes require shop owners and supermarkets to accept empty refundable containers.

Depending on how the Container Deposit system is set up, people would be able to return empty containers for a refund of their deposit to either:

- shops and other retail outlets where they are sold and/or
- to special collection depots.

People could also put the containers in their recycling or garbage bin but they would lose their deposit.

### HOW DOES CDL WORK IN OTHER PLACES?

Container Deposit legislation exists in South Australia and in other parts of the world eg. ten American states, most Canadian provinces and some European and Asian countries. In most cases the law focuses on certain drink containers. In Canada and Germany refundable deposits have also been introduced on batteries, tyres and electronic goods to encourage their return to manufacturers for recycling.

Some key features of the South Australian system are:

- CDL covers aluminum cans, plastic and glass bottles of soft drink, beer and water. Some containers, such as wine bottles, are not included. It has recently been decided to extend this system to include flavoured milk and fruit juice.
- these drink containers attract a refundable 5¢ deposit.
- consumers can obtain refunds at any one of the 120 approved collection depots.
- deposits which are not claimed by consumers are kept by manufacturers and are used to help fund the Container Deposit system.

The following examples are of places where some form of CDL has been introduced. There are, of course, other places in the world where there are other systems in place for collecting containers for recycling or reuse, including kerbside collection.

#### **Container Deposit Laws in North America**

Container deposit laws or “bottle bills” exist for drink containers in 10 states and one municipality in the US and in most provinces in Canada. In these states and provinces, consumers return their empty containers to shops or to collection depots.

In the US, the container deposit laws have been concentrated on carbonated drinks - primarily beer and soft drinks. Some states exclude mineral water and wine coolers and all exclude milk products. The deposits range from about 10-30 cents (Australian).

In Canada, brewers operate separate voluntary deposit-refund systems for domestic beer in refillables bottles in all provinces. For other containers, the provincial governments and various industry groups have been developing shared responsibility plans where consumers, industry and government share stewardship of packaging, including the costs of reuse, recycling and disposal. The deposits range from about 6 cents - \$1.00 (Australian).

#### **Container Deposit Laws in Europe**

Container deposits laws exist in the following European countries: Austria, Belgium, Denmark, Finland, Germany, Norway, Sweden and Switzerland. Each country has its own specific deposit laws and goals. The focus of container deposit legislation in Europe is largely on increasing the reuse and recycling of packaging. Some countries have introduced legislation in response to the environmental impact of the material. For example in Denmark and Sweden, because aluminium uses more energy in its manufacturing process than other packaging materials, legislation has been introduced to either ban its use or encourage its recycling.

The European legislation is typically applied to drink containers such as glass and plastic bottles as well as aluminium cans. In some countries, for example in Germany, there are deposits on other items such as car batteries.

Unlike in South Australia and in North America, Europe’s container deposits systems are usually used in combination with other tools like taxes and recycling targets. Some countries use deposits to achieve recycling or refillable targets, others use deposits in combination with taxes on non-refillable (single-use) containers. Some countries have regulated that refillable containers must represent a specific percentage of market.

The trend in Europe is towards encouraging manufacturers to take more responsibility for their products and packaging. Germany was one of the first countries to introduce such a law, which required manufacturers to take back the packaging of their products or fund a recycling program separate from regular waste disposal. Such packaging take-back systems have been criticised for being costly and inefficient and it is claimed that such laws create unfair trade barriers.

## What happens when CDL is introduced?

Experience in South Australia and in other countries suggests that Container Deposit Legislation results in increased collection of those containers with deposits including up to 84% return for both glass and aluminium containers. Also, the number of these containers found in the waste stream is reduced.

In the United States, in the states where Container Deposit systems are in place, the recovery rates for containers with deposits ranges from 72% to 93%.<sup>2</sup>

### WHAT DON'T WE KNOW?

All these examples are interesting but we need to think about whether such a system would work in New South Wales. Container Deposit Legislation has been the subject of considerable debate in New South Wales since the early 1970s. It is a complex area, which covers a number of different issues. It is also highly controversial, with strong views being expressed both for and against such a system. A whole range of groups and organisations have an interest in this issue. There are also many uncertainties in our knowledge.

For example, it is uncertain what impact Container Deposit Legislation in New South Wales would have on:

- existing kerbside recycling
- the recycling of products without a deposit, such as paper
- people's littering behaviour
- the price of products with a deposit
- council rates for waste

## What are the key issues?

- Litter
- Waste and recycling
- Container return and reuse
- Effect on consumers and the community
- Effect on local government and ratepayers
- Effect on producers and retailers
- Social implications (for example, effect on employment, low income earners and the role of charities)

## Who has an interest in CDL?

- producers and manufacturers
- retailers
- waste and recycling contractors
- material reprocesses (recyclers)
- environment organisations
- the public
- local government
- regional waste boards and bodies

Although there will not be enough time during the Citizens' Jury to go into detail on all these different aspects, we will be providing you with sufficient information to help you understand the issues. Your views, as everyday members of the public are a vital part of the whole process. Here are some questions you might like to think about before you come along to the Citizens' Jury:

- What would a CDL system mean for NSW?
- How do you think a CDL system would influence the community's recycling and littering behaviour?
- Would you be prepared to pay more for products covered by CDL?

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<sup>2</sup> McCarthy, James E. (1993) "Bottle bills and curbside recycling: are they compatible?", Congressional Research Service Report for Congress, January 27th.

## What are the key arguments?

There are arguments both in favour and against the introduction of Container Deposit Legislation (CDL) in NSW. A number of stakeholder groups have presented their views over recent years.

IN FAVOUR of CDL	AGAINST of CDL
<ul style="list-style-type: none"> <li>- Local Government organisations</li> <li>- Environmental organisations</li> </ul>	<ul style="list-style-type: none"> <li>- Beverage, packaging and retail industries</li> <li>- Waste and recycling contractors</li> </ul>

Here are some of the key arguments from these groups.

### EFFECT ON LITTER

IN FAVOUR	AGAINST
<ul style="list-style-type: none"> <li>• Container Deposit Legislation (CDL) would dramatically reduce litter because containers make up a significant proportion of litter in terms of volume, weight and visual impact.</li> <li>• CDL would reduce litter because it places a value on containers and creates a financial incentive for people not to litter. CDL complements littering reduction strategies for other types of litter because people would be less likely to litter other items in a cleaner environment without container litter.</li> <li>• With CDL, public place bins would no longer overflow as containers would be very unlikely to be discarded as waste or litter because of their value.</li> </ul>	<ul style="list-style-type: none"> <li>• Container Deposit Legislation (CDL) would not significantly reduce litter because container litter is only a small fraction of total litter. The items that are most littered will not have a deposit and so clean up costs will not be reduced.</li> <li>• CDL undermines community support for the <i>Do the Right Thing</i> message. People in South Australia think it is okay to litter other items, which are not valuable. Other litter education and reduction activities could be less effective and more confusing with only some products targeted by deposits.</li> <li>• People who litter deposit items think they are providing income for others. In SA people who scavenge through bins for deposit containers leave behind non-deposit litter which then has to be cleaned up.</li> </ul>

### EFFECT ON WASTE & RECYCLING

IN FAVOUR	AGAINST
<ul style="list-style-type: none"> <li>• CDL and kerbside recycling do not compete: they work well together, resulting in more containers collected for recycling overall and therefore less waste going to landfill. Container recycling rates in South Australia are as high as 85%, while in NSW, the majority of containers end up in landfill.</li> <li>• Kerbside recycling systems are NOT funded by industry: their continued existence depends on each household contributing about \$50 a year of their rates because containers are expensive to collect and provide a low return to councils as recycled materials.</li> <li>• Public place and special event recycling schemes such as those used at the Olympic Games have had limited success because people do not use the bins provided effectively, resulting in contamination and more waste.</li> </ul>	<ul style="list-style-type: none"> <li>• A Container return system would compete with kerbside recycling making it less efficient and more costly. Recycling of products with no money deposit, such as newspaper, could be discouraged. Overall recycling rates in SA are much lower than in NSW.</li> <li>• Kerbside recycling is a popular, convenient and cost effective way to recover used household containers for recycling. It should be supported rather than undermined.</li> <li>• The success of new recycling programs like those in the Sydney Olympics showed that the people of NSW can work together without deposits to effectively reduce litter and recycle in public places.</li> </ul>

### EFFECT ON CONTAINER RETURN AND REUSE

IN FAVOUR	AGAINST
<ul style="list-style-type: none"> <li>• There are many possible options for collection depots for NSW, including shops, shopping centres, council compounds, community groups etc. These can be visited as part of existing journeys.</li> <li>• Container Deposit systems encourage the use of refillable containers, which have additional environmental benefits over single use containers. Refillable containers are in widespread use throughout much of the rest of the world (European countries provide excellent examples).</li> </ul>	<ul style="list-style-type: none"> <li>• New South Wales is a huge state and providing enough depots for people to drop-off used containers would be difficult and expensive. Depots are dirty and noisy places that create traffic congestion and hygiene problems.</li> <li>• In today's world the refilling of used containers is not an option. It creates public health, hygiene and legal liability problems. Refilling used containers also no longer makes any environmental or economic sense as people don't want to buy refilled products.</li> </ul>

### EFFECT ON CONSUMERS and COMMUNITY

IN FAVOUR	AGAINST
<ul style="list-style-type: none"> <li>• The net cost of products in containers would not increase because the CDL would be funded by unclaimed deposits on those containers, which are not returned. Only those who choose not to return their containers would pay more.</li> <li>• Kerbside collection in NSW does not work successfully: it is heavily subsidised by ratepayers and has low return rates. CDL puts the onus on the consumer to manage the containers they purchase in a responsible way.</li> <li>• CDL would provide all people in the community with an opportunity to earn extra income and may particularly assist needy community groups, young people or disadvantaged citizens.</li> <li>• In rural communities, which currently do not have access to any recycling facilities or services, CDL would provide recycling collection depots.</li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• In addition to the deposit, the price of products in containers would increase because of the administration costs of the Container Deposit system. If used containers are not returned the deposit is lost to the consumer.</li> <li>• It is not the consumer who is responsible for the collection of empty containers. Kerbside collection works well in NSW and it is unnecessary and inconvenient to make people feel obligated to drop off used containers at depots.</li> <li>• Funding a deposit system with collection depots will mean less money will be available for kerbside, public place and away-from-home recycling programs.</li> <li>• Rural areas cannot support many depots because of the cost so it will be far less convenient for rural residents to use the deposit system.</li> </ul>

### EFFECT ON RATEPAYERS

IN FAVOUR	AGAINST
<ul style="list-style-type: none"> <li>• The NSW community supports kerbside because it is the only option available to them. Placing a deposit on containers gives them a higher value. So, containers that do end up in the household recycling bin provide an income for councils – helping pay for kerbside recycling and reducing rates.</li> <li>• A Container Deposit system means that the “user” pays - consumers rather than all rate payers fund the collection of containers.</li> </ul>	<ul style="list-style-type: none"> <li>• The NSW community supports current kerbside recycling programs. An additional system with deposits and depots will lead to inefficiencies, higher costs and rates could increase.</li> <li>• Everyone who currently uses kerbside recycling would have the second costs imposed of an extra recycling system. They would have to pay twice as consumers of products provided in containers and kerbside recyclers.</li> </ul>

**EFFECT ON PRODUCERS**

<b>IN FAVOUR</b>	<b>AGAINST</b>
<ul style="list-style-type: none"> <li>The costs to the producers of setting up and running the container deposit system would be more than covered over time with the unclaimed deposits that are not collected by consumers. This is the case in South Australia.</li> <li>CDL would encourage new business to enter the market, promote smaller bottle companies and foster great levels of competition. This would help control prices by ensuring multinational companies no longer dominate the market place.</li> </ul>	<ul style="list-style-type: none"> <li>Producers have the initial costs of setting up and running the Container Deposit system. These high costs would be passed onto their consumers. This money could be more productively used to support away-from-home recycling and litter management programs like those used in the Sydney Olympics.</li> <li>Unclaimed deposits will never pay for the cost of the CDL system and depots.</li> </ul>

**EFFECT ON RETAILERS**

<b>IN FAVOUR</b>	<b>AGAINST</b>
<ul style="list-style-type: none"> <li>Retailers currently derive significant profits from the sale of beverages and containers. Shops and shopping complexes could attract more customers by providing convenient return facilities for containers. Refunds on containers would boost business by promoting return custom.</li> </ul>	<ul style="list-style-type: none"> <li>Returning dirty, used containers to shops imposes additional costs through changes to cash registers, extra storage, and additional hygiene requirements. Sorting all the used containers is time consuming and costly for shop keepers who have to find room to store the containers. These costs may send some businesses broke.</li> </ul>

**EFFECT ON EMPLOYMENT**

<b>IN FAVOUR</b>	<b>AGAINST</b>
<ul style="list-style-type: none"> <li>CDL would increase employment, as experienced in South Australia and many other parts of the world. Jobs are created in handling and sorting containers at collection facilities, as well as transporting and processing collected materials. Kerbside collection of other materials and non-returned containers would actually become more financially viable.</li> </ul>	<ul style="list-style-type: none"> <li>A Container Deposit system would result in a transfer of jobs rather than an increase in employment. There would be losses in production industries, recycling collectors and small businesses due to increased costs and impact on existing kerbside recycling systems.</li> </ul>

## Some possible websites

If you have access to the internet, you may find the following websites interesting. These are listed alphabetically and are only a starting point - there are plenty of others that you might find as well.

- Australasian Soft Drink Association  
<http://www.softdrink.org.au/html/Policies/environment/environment.html>
- Beverage Industry Environment Council of Australia  
<http://www.recycle.net/assn/bevniec.html>
- Clean Up Australia  
<http://www.cleanup.com.au/>
- Earthworks - NSW Waste education program  
<http://www.epa.nsw.gov.au/earthworks/>
- Friends of the Earth Report "Container Deposit Legislation for NSW - Bringing back returnables" 1992  
<http://www.geko.net.au/~gargoyle/CDL/Reports/BringingBackReturnables/>
- Local Government and Shires Association  
<http://www.lgsa.org.au/ environ/Contents.htm>
- National Packaging Covenant  
<http://www.environment.gov.au/epg/covenant/>
- Nature Conservation Council of New South Wales - waste website  
[www.nccnsw.org.au/waste/](http://www.nccnsw.org.au/waste/)
- New South Wales Environment Protection Authority (NSW EPA)  
WASTE <http://www.epa.nsw.gov.au/waste/>  
LITTER <http://www.epa.nsw.gov.au/litter/>
- New South Wales Waste Boards  
<http://www.wasteboards.nsw.gov.au>
- OECD and Waste Management  
<http://www.oecd.org/ehs/waste/index.htm>
- Packaging Council of Australia  
<http://www.packcoun.com.au>
- Planet Ark - CDL Page  
<http://www.planetark.org/recycling/page.cfm?pageid=14.01.00.00.00>
- South Australian Environment Protection Authority (SA EPA)  
<http://www.wastecom.sa.gov.au/wmc/FactSheets/cdl.html>
- USA, Canada, and Europe - overview of CDL  
<http://www.bottlebill.com/>
- Waste service  
<http://www.wasteservice.nsw.gov.au>
- World Resource Foundation  
<http://www.wrf.org>

## Some possible reading

A lot of the written material is in the form of reports produced by the various organisations involved in the issue. These are unlikely to be available from your local library, but some of these will be available for you to refer to during the Citizens' Jury. However, your library may have books on some of the more general issues such as waste, recycling and litter, which may provide you with some useful background.

**APPENDIX J: CITIZENS' FORUM ROLE  
DESCRIPTIONS OF  
FACILITATOR AND OBSERVER**



## **CITIZENS' FORUM ON CONTAINER DEPOSIT LEGISLATION**

### **Guidelines for observers**

#### **Role of observers**

- Observers will be part of a non-participative audience, to listen to and watch the proceedings of the Citizens' Forum

#### **Permission to attend**

- The presence of observers must be agreed to by the Citizens' Panel
- This will be discussed with the citizens on Thursday evening
- Those people wishing to observe will need to contact ISF (tel: 9209 4350) on Friday morning to confirm the citizens' decision

#### **Rules of attendance**

- All information presentation and discussion sessions are open to observers
- During some of the Citizen Panel sessions, the Panel may ask observers to leave
- Observers are there to observe, not participate
- Observers will not be permitted entry once a session is underway. Once in a session, observers must stay until the end of that session.
- No questions or comments from observers will be allowed during the proceedings
- Observers must treat all that they see and hear at the Citizens' Forum as confidential. Anyone wishing to publish material on the Forum must first clear this with ISF
- Individual Citizens' Panel members should not be singled out as an object for discussion
- Observers should not seek to influence the citizens in any way
- Mobile phones must be turned off
- If there are any issues observers would like to raise, these should be directed to an ISF staff member
- The number of observers will be limited to 12 each session (so as not to out-number the Citizens' Panel) therefore it may not be possible for observers to attend all open sessions

#### **To fulfil their role, observers agree to:**

- Return the observer registration form and confidentiality agreement, indicating which sessions they would like to attend
- Contact ISF on Friday morning 9 February to confirm if they will be able to attend
- Understand that, depending on the numbers of people interested in observing, they may not be able to attend all sessions they would like to
- Respect the wishes of the Citizens' Panel since this is the citizens' process
- Respect the roles of the Citizens' Panel, chair, facilitator and project organisers
- Not to participate in any way during the presentation sessions

#### **ISF agree to:**

- Give all interested parties an opportunity to observe
- Treat all observers fairly and equally

**CITIZENS' FORUM ON CONTAINER DEPOSIT LEGISLATION  
OBSERVER REGISTRATION FORM**

CONTACT NAME.....

POSITION.....

ORGANISATION.....

ADDRESS.....

.....

PHONE.....

MOBILE.....

E-MAIL.....

FAX.....

Observers are welcome to sit in on the information presentation and discussion sessions (provided the Citizens' Panel agree to the presence of observers). Space is limited and so it would be helpful if you could indicate which sessions you would be interested in attending. Observers will need to contact ISF (tel: 9209 4350) on Friday morning to confirm that observers are permitted by the Forum.

Please tick as appropriate (for more detail on the sessions, please see attached program)

**Friday 9 February**

10.15 - 12.45 Morning Sessions

12.45 - 13.30 Lunch

14.15 - 17.15 Afternoon Sessions

**Saturday 10 February**

9.15 - 13.00 Morning Sessions

13.00 - 13.45 Lunch

13.45 - 17.15 Afternoon Sessions

**Sunday 11 February**

9.30 - 13.00 Morning Sessions

13.00 - 13.45 Lunch

13.45 - 17.00 Afternoon Sessions

18.00 - 19.00 Presentation of Citizens' Panel's recommendations

**Observers may be asked to make a small contribution towards the cost of lunch and refreshments.**

Please specify any dietary requirements.....

I agree to attend the Citizens' Forum in accordance with the Guidelines for Observers and treat all proceedings of the Citizens' Forum as confidential.

Signed.....

Date.....

***Please return by fax to Jane Palmer at the Institute for Sustainable Futures, fax: 9209 4351.  
If you have any questions, please contact Jane Palmer on tel: 9209 4354***

## **CDL Citizens' Jury Role of the Facilitator**

### **Purpose**

An independent facilitator acts as the 'guardian of the process', supporting the jury through the process & managing the group dynamics.

### **Accountability**

The facilitator is responsible for ensuring the jury performs their task effectively and efficiently and is ultimately responsible to the project manager.

### **Tasks**

- Ensure the jury members understand & feel comfortable with their role
- Help the jury work together as a team, with all members contributing effectively and equally
- Introduce the jury to techniques for assessing and challenging expert knowledge
- Ensure that the jury achieves the tasks set within the time available, including the production of their report (which will be under extreme time pressure)
- Focus the attention of the jury on the key questions throughout the process
- Liaise closely with the project manager and chair throughout the process and attend meetings as necessary

### **Essential attributes**

- Excellent skills and experience in facilitation, communication and group dynamics
- Effective mediation and motivational skills
- Experience in empowering a diverse group of people with different learning capabilities
- Independence with no vested interests
- Ability to remain neutral at all times and guide the jury without influencing their deliberations in any way
- Ability to work under pressure and to tight deadlines
- Energy, stamina and flexibility

### **Desirable attributes**

- A commitment to fair and democratic processes
- A belief in the ability of all people to make a contribution to an informed discussion
- An understanding of the role and limitations of 'expert knowledge'
- A background in education



**Appendix K: CITIZENS' FORUM  
FINAL PROGRAM**



## PROGRAM FOR THE CDL CITIZENS' FORUM

9-11 Feb 2000

*The following program gives a likely outline for the Citizens' Forum and has been designed to be flexible so that we can respond to your needs and is open to discussion. There will be plenty of breaks throughout all the sessions and tea and coffee will be available all day at the venue.*

### **Thursday 8 Feb**

**18.00** Introductions, objectives, role of the Forum and establishing ground rules.

Followed by dinner at the Women's College

### **Friday 9 Feb**

**9.00 - 10.10 Citizens' Session 1**

- Recap on ground rules - decide on presence of observers, and dealing with the media
- Evaluation - brief talk from the evaluator and explanation of their role
- Contract, roles and terms of reference
- Process outlines and revised program
- Clarification of key CDL issues/building map
- Outline structure of report/presentation

**10.15 - 12.45 Information Session 1 - Setting the context**

(15 min presentations, 5-10 minutes citizen deliberation, 20 min questions)

- 10.15 - 11.00: Current situation in NSW (NSW EPA)
- 11.00 - 11.15: Break
- 11.15 - 12.00: SA CDL system (SA EPA)
- 12.00 - 12.45: International experience (Frank Ackerman, Tufts University, USA - by phone)

**12.45 - 13.30 Lunch**

**13.30 - 14.00 Citizens' Session 2 - Review of information session 1**

**14.15 - 17.15 Issue Session 1 - Identifying the key issues & questions**

(includes break 15.30 - 15.45)

Citizens' Panel works together, with the support of the facilitator, to identify the key questions they would like to focus on and address in their report.

**17.30 - 18.00 Citizens' Session 3 - Review of the day**

- How the Citizens' Panel is working together
- Feedback from the Citizens' Panel on the process

**18.30/19.00 Dinner at the Women's College**

## **Sat 10 Feb**

**9.00 - 9.15 Citizens' Session 4 - Review of previous day and day ahead**

**9.15 - 13.00 Issue Session 2 - Working on the key issues**

(includes break 10.45 - 11.00)

- Small group work on each of the key issues identified on Friday afternoon. 'Resource helpers' will be on hand to provide the citizens' with the information they require from the various publications and reports available.
- For each issue, the suggested format is:
  - 40 minutes: Small group work with assistance from the facilitator and resource helpers
  - 15 minutes: Report back to full Citizens' Panel to share findings
  - 5 minutes: Identifying any outstanding/additional questions

**13.00 - 13.45 Lunch**

**13.45 - 17.15 Issue Session 3 - Working on the key issues**

(includes break 15.00 - 15.15)

- Review of morning and how things are working
- Continued small group work on the key issues
- Full Citizens' Panel Forum to pull recommendations together

**17.30 - 18.00 Citizens' Session 5 - Review of the day**

**18.30/19.00 Dinner at the Women's College**

## **Sun 11 Feb**

**9.30 - 13.00 Morning Sessions**

- Review of previous day
- Citizens' Session - Report writing

**13.00 - 13.45 Lunch**

**13.45 - 17.00 Afternoon Sessions**

- Citizens' Session - Report writing
- Review of process

**17.00 - 17.45 Evaluation questionnaire**

- Completion of the second evaluation questionnaire

**18.00 - 19.00 Presentation**

- Citizens' Panel presents their recommendations to the interested parties
- Close of Forum

**19.30 Dinner at a local restaurant**

**Appendix L: CITIZENS' FORUM  
EVALUATION REPORT**



**CITIZENS' FORUM ON CONTAINER DEPOSIT LEGISLATION  
IN NEW SOUTH WALES**

**EVALUATION REPORT**

**Prepared for the Institute for Sustainable Futures  
University of Technology, Sydney**

**by**

**Elaine McKay**

**Principal Associate, P J Dawson & Associates  
Suite 1A, 23 Manuka Circle, Forrest, ACT 2603**

**2 March 2001**

# CITIZENS' FORUM ON CONTAINER DEPOSIT LEGISLATION IN NSW

## EVALUATION REPORT

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## **Executive Summary**

As part of a wider review of the NSW Waste Minimisation and Management Act (1995), an Independent Review of Container Deposit Legislation (CDL) has been commissioned by the New South Wales Minister for the Environment. This Review was undertaken by the Institute for Sustainable Futures (ISF) at the University of Technology, Sydney. Part of the Review involved public participation which included a Citizens' Forum. The Citizens' Forum was evaluated by a Consultant who was independent of the Institute for Sustainable Futures and the NSW Government.

The Citizens' Forum was held in Sydney between 8-11 February 2001. Eleven Panellists were randomly selected, as far as possible, matching the demographics of NSW. They were asked to address the question "Should Container Deposit Legislation be introduced in NSW?"

They were informed about CDL by Background Information sent to them before the Forum and by three presenters during the Forum. When some stakeholders withdrew, the Organisers decided there would be no direct stakeholder presentations. Questions were answered by the person from ISF who is conducting the Independent Review. Further reference material was available for Panellists to access.

The Evaluation used both qualitative and quantitative methodologies which included pre and post Forum questionnaires to assess attitude change to CDL and related issues and semi-structured interviews with Panellists, Facilitators and Organisers. The Evaluator also attended all sessions of the Forum as an observer.

The ISF hosted a successful Forum which was conducted with openness and rigour taking account of the limitations placed on the process by the absence of stakeholders. The process accessed the views of a diverse group of citizens which were further informed by the process.

Most of the Panellists held clear positive attitudes on the needs for litter control and on the environment before the Forum. Other data, including from the Australian Bureau of Statistics, indicate that these positive attitudes are shared by the rest of the Australian population. The Panellists were also positively inclined towards CDL before the Forum. The effect of the Forum was to increase commitment to CDL and clarify and better inform these attitudes. They discovered their views were shared with the majority of others at the Forum. They came to appreciate that the question was more complex than they had first thought and to modify their attitudes by taking into account other issues, such as manufacturers concerns, overall costs and the effects of CDL on particular groups in the community.

The key reasons for support of the legislation related to litter and waste, effect on landfill and effect of the environment, but the future also played a part in terms of making people aware of their habits and giving future generations a positive attitude to recycling.

The consensus process had the effect of introducing qualifications to the majority view because the minority reservations had to be taken into account. The majority did not find this a difficult accommodation and the minority believed that answers to their reservations would result in well-founded policy-making by the government.

The Citizens' Forum on CDL has been a further example of a participation process where lay people, randomly selected from the community, can be trusted with information on contentious and complex issues and, with good organisational infrastructure and facilitation, can be guaranteed to produce thoughtful and rational opinions which are of use to policy makers.

A number of lessons were learned which could help future organisers of deliberative processes of a similar nature to a Citizens' Forum:

- ❑ A Citizens' Forum at which stakeholders do not make presentations in person is an acceptable and rigorous method of accessing informed public opinion which can be added to the battery of methods available.
- ❑ The amount of information made available to the Panellists will always be an issue for organisers. How much is sent out before a Forum will be a matter of judgement but 12 to 20 pages is probably enough. It should however be a clear and balanced exposition of the contending views associated with the subject. It is the quality of the information rather than the volume which is crucial and references can be given to other sources available in libraries and via the internet. Further written material, in addition to the verbal presentations, should be available for those Panellists who require it and time should be made available in the program for it to be read.
- ❑ Acknowledgement should be made of different learning styles. Thus organisers, facilitators and speakers should build into the program and their presentations opportunities for all learning styles to be accommodated. These include visual, as well as audio presentations, access to detailed information and activities to enhance the learning process.
- ❑ Use of the full range of questions and enhancing the skills of the Panellists by the Facilitator in questioning would help elicit information and improve the depth of the Final Report. Techniques, such as argument mapping, should be explored for assisting the Panellists to absorb and keep new information before them, to track arguments and add rigour to the process.
- ❑ Organisers should seriously consider engaging both a Facilitator and an Assistant Facilitator.
- ❑ It is highly desirable that the Evaluator be responsible for the evaluation of both attitude change and the success of the process.

- Trust can be placed in the Panellists to use the occasion and the opportunities provided to aid them in meeting their commitments to the process. While planning requires that organisers must anticipate the needs of the Panellists, there is no need to make judgements which are too limiting about how much information they can cope with. Each participant will have different needs and make that judgement for themselves.

# CITIZENS' FORUM ON CONTAINER DEPOSIT LEGISLATION

## EVALUATION REPORT

### 1. BACKGROUND

As part of a wider review of the NSW Waste Minimisation and Management Act (1995), an Independent Review of Container Deposit Legislation (CDL) has been commissioned by the New South Wales Minister for the Environment. It is being undertaken by Dr Stuart White from the Institute for Sustainable Futures (ISF) at the University of Technology, Sydney.

Public participation in the Independent Review of CDL has taken several forms:

- ❑ Interviews and discussions with key stakeholder groups
- ❑ Written public submissions
- ❑ A Televote
- ❑ A Citizens' Forum.

ISF commissioned an independent evaluation of the Citizens' Forum and selected Elaine McKay, Principal Associate, P J Dawson & Associates of Canberra to undertake the task. Elaine McKay was the principal evaluator for the First Australian Consensus Conference on Gene Technology and the Food Chain held in 1999. The Evaluator appreciated being responsible for the evaluation of both attitude change and the conduct of the deliberative process. This made the integration of both these aspects of the evaluation easier and she found the two methodologies informed each other.

ISF organised the Citizens' Forum including the panel recruitment and its random selection. It developed the Background Information in conjunction with two external reference groups: an advisory committee (for process issues) and a stakeholder reference group (for content issues). ISF was also responsible for the logistics and management of the three-day Forum.

The Citizens' Forum was asked to consider:

“Should Container Deposit Legislation be introduced in New South Wales?”

In considering this question, the Citizens' Panel is asked to reflect on the environmental, economic and social aspects of CDL, including its potential effects on: any matters the Citizens' Panel considers relevant; litter; waste; recycling; container return & reuse; ratepayers; consumers; the community; retailers; producers; and employment.

The purpose of the Citizens' Forum was

- ❑ To respond to the question set in the terms of reference for the Forum
- ❑ To present the views and recommendations of informed members of the public on Container Deposit Legislation

The original intention had been to hold a Citizens' Jury but a week prior to the event, a number of key stakeholders withdrew from the process. After consultation with their Advisory Committee and the Facilitator, ISF amended the process to a Citizens' Forum.

### **1.1 Definition of a Citizens' Forum**

A Citizens' Forum is one way in which a government or organisation can access informed and considered public opinion on a particular issue. It is an innovative approach to gaining public input into complex policy decisions. Other related ways include deliberative polls, citizens' juries and consensus conferences. They are all ways of overcoming the limitations of public meetings and focus groups. A Citizens' Forum:

- ❑ Brings together a relatively small group (12-16) of randomly selected citizens
- ❑ Provides time in which the Panellists can consider how best to deal with an issue of public importance
- ❑ Takes place over a number of days during which Panellists are given balanced information about the issue, hear a range of views from presenters, are able to question these people and seek out any additional information they might want
- ❑ Is organised in consultation with an Advisory Committee and a Stakeholder Reference Group whose role is to make sure that the process is sound and that the background material and presenters are balanced and of high quality
- ❑ Has a neutral Facilitator who ensures that Panellists are able to get the information they need and at the same time takes care that all presenters are treated fairly
- ❑ Concludes with the Panellists preparing a report which records recommendations and any dissenting points of view.

The basic difference between a Citizens' Jury and a Citizens' Forum is the way in which the information is presented. Rather than have the stakeholders presenting their perspectives in person, information is presented by people who are not members of these interest groups. In this case, information was presented by two people from Australia and an academic from the United States of America. Dr Stuart White, the independent consultant conducting the Review of CDL, gave an overview of the perspectives from both sides and answered questions concerning factual information requested by the Panellists.

### **1.2 Venue and Dates**

The Citizens' Forum on CDL in NSW was held from the evening of Thursday, 8<sup>th</sup> February until the evening of Sunday, 11<sup>th</sup> February at The Women's College, The University of Sydney.

### **1.3 Selection of the Panellists**

An important part of the process is the selection of the Forum members (Panellists). It is essential that the selection is random and that, as far as is possible with such a small number, it reflects the demographic spread of the relevant population, ie. the state of NSW. In this case,

- 2000 randomly selected residents were sent a letter inviting them to participate in the Citizens' Jury/Forum – the topic under discussion was not disclosed.
- Interested citizens returned a form with some demographic information on their age, sex, ethnic background, highest level of education completed, occupation and type of household. It should be noted that whilst the process is somewhat self-selecting, volunteers were at this stage attracted to the panel because of the process rather than topic.
- Based on primary demographic statistics, such as age, sex, location and occupation, the respondents were grouped.
- A short list of citizens was randomly selected from these groups and contacted to notify them of the topic and to ask if they had any significant involvement with the CDL issue or if they were a paid employee or volunteer of an organisation, campaign group or research establishment concerned with CDL issues.

The final number of Panellists who participated in the full three days of the Citizens' Forum was 11. Although 16 had originally agreed to participate, five withdrew at one stage or another for personal reasons.

### **1.4 Observers**

Observers were permitted to attend and were committed to strict conditions which included that they were not to participate in any way in the deliberations and that they were not to make contact with the Panellists at any time during the Forum. They were required to sign an undertaking which detailed these conditions. The Panellists were told of these conditions and, in generic terms who the Observers would be. The Panellists agreed to their attendance.

Seven observers attended for most or some of the time. They included an academic and a consultant with professional interests in deliberative processes, a representative of each of a Waste Management Board and the Local Government and Shires Association, and representatives from conservation groups.

At certain times during the course of the Forum, all observers (except the evaluator) were asked to leave while Panel discussions were held in private.

The Evaluator did not observe any breach of their undertakings on the part of the Observers.

## **2. EVALUATION**

### **2.1 Aims of the Evaluation**

- To evaluate the effectiveness of the Citizens' Forum process, focussing on the three days of the Forum
- Identify lessons learnt and any areas where improvements could be made.

### **2.2 Methodology and Scope**

The Evaluation methodology used a mix of quantitative and qualitative approaches.

- Pre and post Forum questionnaires were administered to gauge shifts in attitudes towards CDL. The post Forum questionnaire attempted to identify reasons for any shifts in attitude which could be associated with the process.
- All panel members, the organisers from ISF and the Facilitator were interviewed before and after the Forum to evaluate the process. The Assistant Facilitator was interviewed only after the Forum.
- The Evaluator was present at all sessions of the Forum as an observer.
- When some of the stakeholders declined to be part of the Forum, the scope of the evaluation was reduced. At ISF's request, no presenters or observers were interviewed. The same was true for the Chair. However the Chair, in the course of the Forum, became the Assistant Facilitator and thus an integral part of the process.

The analysis in this report has been based on the results of the survey questionnaires conducted with the 11 Panellists. As all the Panellists completed both the pre and post Forum surveys in their entirety, the results are valid descriptive statistics of the entire population that attended the Forum. This means that these results are not subject to the potential sampling error issues that are typically associated with surveys because they are based on the entire number attending the Forum and not a sample of that population.

The results obtained from the Forum should not be seen as representative of those of the whole adult population of New South Wales. It is likely that a number of factors, such as the specialized nature of the Forum, the level of confidence needed to volunteer and the time commitment required to participate, have acted to mean that people who attended the Forum were not a truly representative sample. The Organisers were aware of this and did not claim at any time that the Panellists were "representative" of the adult population of NSW. Rather the Panel reflected a cross-section of those people who were interested in participating in a Citizens' Jury on any public policy topic. The Panellists themselves thought that, given the small number, they were a fair cross-section of the NSW population though some mentioned that there were no really wealthy people present nor anyone with manufacturing or industrial experience. Though a number came from rural towns, none was a farmer.

### **3. KEY FINDINGS CONCERNING ATTITUDES OF PANELLISTS**

#### **3.1 Pre Forum Attitudes to CDL**

This section presents the findings of the pre Forum questionnaire sent to Panellists for completion prior to attendance at the Forum. Most of the Panellists (9 out of 11) had already read the CDL background information sent to them by the Forum Organisers at the time of completing this survey.

##### ***3.1.1 Background Attitudes and Experience***

The most common reason for participating in the Citizens' Forum, whether any Forum or specifically on CDL, was the opportunity to contribute to the development of public policy (5). Other reasons were a strong feeling for the topic at hand (3) and an opportunity to do something different (3).

The most common expectation of the participants was to gain experience as part of a decision making body (5) and to contribute to public policy (3).

After the topic of CDL was revealed to the Panellists, five panellists reported no change in their level of interest in participating, while three were more interested in participating.

Most Panellists (7) had not been actively involved in general community activities prior to attending the Forum.

The most pressing environmental concerns for the Panellists prior to attending the Forum was the sustainability of ecosystems (6), followed by concern for future generations (5) and quality of life (4). (Although Panellists were asked to nominate only one concern, some were unable to, and thus gave a multiple response.) Most Panellists described themselves as having either a 'great deal' (4) or a 'fair amount' (6) of concern about environmental problems. Having said this, however, most (7) had not registered, through a specific action, any concern about the environment in the past. Of those who had registered concern, the most common methods used were letter and petition. Similarly, most Panellists had not ever been a member of an environmental or conservation organisation (9), nor had they ever donated time or money to environmental protection (9).

In their concern for the environment, the Panellists reflected attitudes which have been found to exist in NSW (73%) and all other states and territories of Australia (71%) (ABS, No. 4602.0, 1998, 6). Furthermore, the Australian Bureau of Statistics reported in 1999 that 43% believed that over the last ten years, the quality of the environment had declined (ABS, No. 4602.0, 1999, 3). Research done by the TAVENER Research Company for the NSW Environment Protection Authority (EPA) puts the figure in NSW at 88% of people showing 'a fair amount' or 'a great deal' of concern for the environment. This study indicates that the community is now more concerned about the limits of natural resources and the detrimental effects that humans have on the delicate balance of nature.

Furthermore, the community overwhelmingly perceives waste as the most significant contributor to environmental problems. (TAVERER Research Company, 2000, 1-2, 10)

### **3.1.2 Attitudes to CDL prior to reading the Background Information**

An appreciable proportion of Panellists had a positive attitude towards CDL, based on positive memories of collecting bottles and cans for recycling when they were young (5). Some Panellists (4) felt that it sounded like a good idea, while others did not have an opinion or know much about CDL prior to reading the background material (3).

The majority of Panellists (7), however, were in favour of introducing a Container Deposit system in NSW, while the remainder (4) were unsure. The key reasons for support of the system were as an incentive to recycle and reduce waste (5) and as an enhancement of kerbside system (3). Those who were unsure, felt that they needed more information to make a decision.

### **3.1.3 Attitudes to CDL after reading the Background Information**

After reading the Background Information, there was little change to Panellists views on CDL. Most Panellists (6) still remained in favour while 1 respondent had become opposed to the legislation and 4 remained unsure of the merits of such legislation. While concerns over landfill constituted a stated reason for 3 Panellists, an equal number felt that the information presented was contradictory or unclear in its arguments. Other reasons were concerns for storage and hygiene factors (2), a feeling that it would encourage more recycling (2), and a feeling that the positive gains from such legislation would far outweigh the negatives (2). Two Panellists were keen to have more information.

Panellists were asked to state their level of agreement or disagreement with certain statements. Overall, the statements to receive the **strongest overall level of agreement** were:

- A Container Deposit system provides an incentive for people to recycle and not to litter.
- A Container Deposit system, in combination with kerbside recycling, will mean more containers are recycled.
- Producers and consumers should pay for the collection and recycling of used containers.

Panellists also agreed that it would be unfair that all households pay the same recycling collection rates, regardless of how much packaging they consume.

**A neutral or close to neutral overall opinion** was registered for the following statements:

- Shops should provide facilities for refunding deposits on containers.
- People would be unwilling to buy containers which had been returned, sterilised and refilled.

- If NSW had a Container Deposit system, people would be less likely to litter items without deposits on them.
- If NSW had a Container Deposit system, people would be more likely to recycle those products without a deposit on them.

Panellists tended to **disagree** with the following statements (where 1= "strongly agree", 3 = "neutral" and 5 = "strongly disagree"):

- We already have kerbside recycling services throughout NSW so a Container Deposit system is not necessary. (The mean score was 3.9)
- The producers of packaged products should not be held responsible for the litter and recycling behaviour of their consumers. (The mean score was 4.2)

### 3.2 Attitudes to CDL after the Citizens' Forum

Upon completion of the Citizens' Forum and within one to three days, Panellists completed a survey, registering their thoughts and opinions on both the topic of CDL and the Forum in general. Their thoughts and opinions on the process and organisation are presented later in this report.

#### 3.2.1 Post Forum Views on CDL

The most common sentiment after attending the Citizens' Forum was that Panellists were in favour of the concept of CDL and that they considered it worthwhile (9). Having said this, a significant group felt that other issues must be considered to make it successful (5). Two Panellists felt that CDL represented a good start but that other options had to be considered.

On the question of whether CDL should be introduced to NSW, clearly attendance at the Forum caused more people to be in favour of CDL.

<b>Opinion</b>	<b>No of Panellists Pre Forum</b>	<b>No of Panellists Post Forum</b>
Yes	7	10
No	0	0
Unsure	4	1

The key reasons for support of the legislation related to the reduction of litter and waste (7), effect on landfill (6) and environment (5), but the future also played a part in terms of making people aware of their habits and giving future generations a positive attitude to recycling (2). (Panellists could choose more than one reason.)

Once again, Panellists were asked to state their agreement or disagreement to a list of statements concerning recycling. The following table illustrates any change in opinion pre and post Forum. The symbols used are as follows:

- '+' = agreement with the statement
- '-' = disagreement with the statement

‘/’ = neither agree or disagree with statement

	<b>Pre Forum Opinion</b>	<b>Post Forum Opinion</b>
We already have kerbside recycling services throughout NSW so a Container Deposit system is not necessary	-	-
Shops should provide facilities for refunding deposits on containers.	/	/
A Container Deposit system provides an incentive for people to recycle and not to litter.	+	+
The producers of packaged products should not be held responsible for the litter and recycling behaviour of their consumers.	-	-
If NSW had a Container Deposit system, people would be more likely to litter items without deposits on them.	-	-
A Container Deposit system in combination with kerbside recycling will mean more containers are recycled.	+	+
People would be unwilling to buy containers which had been returned, sterilised and refilled.	/	-
Producers and consumers should pay for the collection and recycling of used containers.	+	+
It's unfair that all households pay the same recycling collection rates, regardless of how much packaging they consume.	+	/
If NSW had a Container Deposit system, people would be less likely to recycle those products without a deposit on them.	-	-

In most cases, opinion on the issues above remained static, with only 2 issues showing small shifts in opinion. These were the feeling that consumers would be unwilling to buy reused containers (neutral to disagreement), and the opinion that it is unfair for all households to pay the same recycling collection rates (agreement to neutral).

### **3.2.2 Attitudes to Involvement in Community Activity**

Overall, participation in the Citizens' Forum seems to have increased the propensity of the Panellists to become involved in community issues. A substantial proportion now felt that they were more likely to become involved in community activities (6), though some felt no change in their attitude (4). Similarly, 6 now felt that they were likely to become involved in environmental or conservation groups, while 3 out of 11 reported no change in their views. Finally, 6 out of 11 Panellists now felt that they were more likely to donate time or money to environmental protection.

After attending the Forum, the key concerns of Panellists altered only slightly:

<b>Reason</b>	<b>No of Panellists Pre Forum</b>	<b>No of Panellists Post Forum</b>
Sustainability of ecosystems	6	5
Concern for future generations	5	5
Quality of life	4	4

Since attending the Forum, concern about environmental issues has been slightly raised.

<b>How concerned are you about the Environment?</b>	<b>No of Panellists Pre Forum</b>	<b>No of Panellists Post Forum</b>
A great deal	4	6
A fair amount	6	5
Not very much at all	1	0
Not at all	0	0

## 4. KEY FINDINGS CONCERNING THE PROCESS

### 4.1 Consensus

The Facilitator presented a draft definition for discussion of consensus early in the process. It included the words “The provisional agreement is a result of concessions made from both majority and minority views, and is only taken after each participant’s contribution has been considered.” Discussion on defining consensus included the understanding that not all Panellists had to be committed 100% to the conclusion and that they could have their reservations included in the Final Report. The definition and discussion was helpful because Panellists’ own definitions ranged from ‘a unanimous decision’ to ‘no idea’. It ensured that all Panellists were working from the same base.

Before the Forum most of the Panellists felt that it was very important that a common or consensus view be reached by the conclusion of the Forum. After the Forum, the majority of Panellists still felt that it had been very important to reach a common view or consensus by the end of the three days.

<b>Opinion</b>	<b>No of Panellists Pre Forum</b>	<b>No of Panellists Post Forum</b>
Very important	7	8
Somewhat important	0	2
Unsure	4	1

In light of this, the majority of Panellists felt that they had been able to reach a common view while only making a few compromises (10 out of 11). The remaining Panellist felt that he/she had made no compromises but now had better reasons for his/her opinions. One Panellist, in the post Forum interviews, pointed out that they could afford to make compromises to reach consensus because “We had nothing to lose. We were all agreed on the problem but were not responsible in law for the conclusion we reached.”

### 4.2 Background Information provided before the Forum

The Organisers posted 13 pages of Background Information for the Panellists to read before the Forum. The amount of material was based on overseas and Australian experience of the average amount of material that lay people will read about a contentious issue which is new to them. The document included a list of 18 websites where additional information could be found by those with such access.

The Background Information was prepared in conjunction with of the Stakeholder Reference Group (SRG). It contained a section on facts which had been agreed upon by the SRG and a section on the arguments for and against CDL. The second section was largely written by the two sides of the argument who were allowed 5 pages to present their arguments under certain headings. The whole document was approved and signed off by the SRG.

The Background Information was rated by the Panellists as good (6) to very good (4) at presenting a balanced account of the arguments while 1 Panellist felt the literature was adequate. Three out of 11 Panellists found some of the arguments presented to be contradictory or unclear.

- ❑ *“It was good to start with but then I wanted more data”.*
- ❑ *“ There was not enough information. It was weak on the opposition side. Don’t refer to the Olympics – they were a one-off occasion”.*
- ❑ *“The for and against arguments sounded like they had been worded from each other rather than presenting a particular case”.*
- ❑ *“The pro case was strong and the anti case was ridiculously weak”.*

Clearly, at least some Panellists already wanted more information. Only one person used the web to access more information.

### **4.3 Panellists’ Preparation for the Forum**

The most useful method of preparation for the forum was reading the CDL background information (10) and talking with friends and relatives (7). Most Panellists (7) spent between 3 to 5 hours preparing their thoughts and opinions for the forum. Two Panellists spent in excess of 5 hours in their preparation, while a further 2 Panellists spent 1 to 2 hours. Prior to the Forum, one Panellist visited a Materials Recovery Facility (MRF) where recycling processing occurs.

### **4.4 Presenters**

The next source of information came from three Presenters, one each from the NSW Environmental Protection Authority (EPA) and the South Australian (SA) EPA, and an academic expert, Dr Frank Ackerman from Tufts University in the USA.

The Presenters received a mixed reception from the Panellists. The NSW EPA representative was criticised harshly for making an unhelpful presentation and for his avoidance of direct answers to their questions. The SA EPA representative was generally favourably received as providing information about a successful CDL system though again some Panellists made negative comments about the presentation.

All Panellists appreciated the presentation from the USA. This presentation was made by phone accompanied by his PowerPoint presentation which had been sent in advance to the Organisers. Copies of the PowerPoint sheets were given to all Panellists. The Panellists valued the information given about other systems and the different roles industry plays in different places. In response to the Panellists’ question on why industry were so opposed to the concept of CDL, Dr Frank Ackerman described the key concerns of industry from a US and Canadian perspective. He also outlined the view that CDL’s

acceptability depended on how the CDL system had been established and the level of industry's involvement in designing the system. The Alberta case in Canada was cited by Dr Ackerman as an example where industry's resistance was minimised due to their high level of involvement in the CDL system design.

These discussions with Dr. Ackerman on the US and Canadian systems influenced the conclusions of the Forum. He made a powerful impression initially on some Panellists with his opinion that CDL is an expensive way of recycling and that the strongest argument for its introduction is as a litter control measure. He also stated that there were other environment issues which CDL did not address.. This view was not taken further by the Panellists for reasons which were not pursued in the Evaluation. Possible reasons were that it was not understood, or it was not accepted by the majority of Panellists or it was not seen as a priority in light of other concerns raised throughout the panel discussions. A minority group accepted these views and they appear in Part 3: Other Recommendations in the report.

The differential costs of recycling different items was raised but in the end became too much of a detailed issue to be addressed in the report.

The Panellists asked further questions of the Presenters via email and received answers in the same way.

#### **4.5 Absence of Stakeholders**

The absence of stakeholders was a disappointment to all Panellists.

- ❑ *“I would have liked them to be there. It probably would have made the decision harder but they would have added to the discussion.”*
- ❑ *“I was disappointed to hear no one from the manufacturers or even the greenies. I don't know if it would have affected the outcome but we would have gone away feeling we had really weighed the pros and cons.”*
- ❑ *“Our conclusions put the onus on industry. They should have been there.”*

The absence of stakeholders as Presenters caused modifications to the process. These modifications included the change from a Citizens' Jury to a Citizens' Forum. Panellists became frustrated at not being able to access stakeholder points-of-view and the persistence of one panellist in particular, ensured that they received more information than might otherwise have been the case. It is the Evaluator's judgement that if action had not been taken to satisfy these demands by Saturday morning, some Panellists may have withdrawn from active participation in the process and it is possible that at least one would have left the Forum altogether, such was the level of frustration from this minority.

The additional information was supplied by Dr Stuart White from the ISF. The ISF had been extremely reluctant to play this role since it was hosting the Forum and Dr White was in charge of the Independent Review. Paradoxically, that position also made him perhaps the best informed person in NSW since he has been studying the issue intensively, had interviewed most key CDL interest groups and had read all the public, industry and other submissions. He was therefore well placed to present the arguments of different stakeholders at a level which the panel could readily digest and understand and then answer further questions.

Dr White contributed significantly to satisfying Panellists' need for answers to their questions, thus giving them a more secure foundation for their ultimate conclusions.

- ❑ *“If it wasn't for Stuart we'd still be there...He got the answers to us when we were close to being very frustrated.”*
- ❑ *“I would have liked to have heard him sooner”.*
- ❑ *“He was neutral but we got the facts from him – we should have heard him earlier.”*
- ❑ *“Stuart was very important. He gave more data and more solid data than anyone.”*

#### **4.6 Other Sources of Information**

Other sources of information were available in written form during the Forum. In fact, the ISF had transported the whole CDL library from ISF to The Women's College and it was available in one of the break-out rooms. It included all 73 submissions made to the Review, some of which were more than 100 pages long. At the request of the Panellists, two reports were tabled in the Forum meeting room. They were the 'Hudson Report' from SA and the Nolan ITU& Sinclair Knight Merz (2000) report on kerbside recycling in Australia.

Two Panellists scanned these reports during the Forum and shared this information with some of the others. Two Panellists were not aware that these reports were available. None of the Panellists looked at the information in the break-out room. The Facilitator made a decision in the latter stages of the Forum not to suggest that they delve into this material on the grounds that there was so much of it and that the time spent on it may have distracted them from their immediate task which was to prepare the Final Report.

One Panellist, anxious to have more detailed information, contacted an ex-employee of a beverage company to ask about the costs and benefits of recycling. He attempted to present this information to the Forum on Sunday morning but was cut short by the Assistant Facilitator and then the Facilitator on the grounds that he would be putting the views of industry and had not sought information from environment groups. He objected that his efforts had been in the interests of getting more data on which to draw conclusions and not in order to represent manufacturers.

Panellists were asked to rank the information they received in terms of how influential each information source was, from most influential to least influential:

1. Stuart White – the presenter from ISF
2. Discussions with and opinions of other Panellists
3. Professor Frank Ackerman – the presenter from the USA
4. Written material provided at the Forum (in particular, email answers from Presenters, copies of OHP sheets from Presenters)
5. Background information sent to you
6. Steve Smith – the presenter from South Australia
7. Information or stories brought to the forum by other Panellists
8. Opinions held before the Citizens' Forum
9. Graeme Head – the presenter from NSW EPA
10. Websites

#### **4.7 Key Issues concerning CDL identified by Panellists**

Despite or perhaps because of the concern about the information available at various times in the process, all the key issues appear to have been aired. The Evaluator says “appeared” because, not being an expert on the issue, she herself was not able to judge. However, Dr White complimented the Panellists on the questions they asked and the list of issues they had formulated as comprehensive and key to the discussions.

Concentration shifted in the course of the Forum from litter to landfill and then to environment and pollution. Questions of access and equity (effects on pensioners, the unemployed, disabled etc and rural/urban residents), distance of people from collection depots, kerbside collection versus CDL, the effect on non CDL items, range of items, contamination of kerbside collections, the impact of CDL on kerbside collection, the involvement of industry, the effects on employment of different systems and the effects on community groups were addressed. The lists of items attracting deposits and those that should be exempt were discussed.

A great deal of time was devoted to how much the deposit should be in order to make it an incentive to recycle. It emerged that the panellist, most committed to a high deposit, had misunderstood the system and did not realise that although the deposit was refundable it would still mean that the price of the products would increase by at least the deposit amount, if not more.

Recycling as a means of conserving resources was addressed though the costs and benefits were not analysed to any great extent to the concern of the three most demanding Panellists. The cost of energy in the recycling process and the amount of recouped waste were issues which were mentioned but not pursued.

The key issues are reflected in the Final Report.

#### 4.8 Role of Facilitator

The Facilitator saw her role as enabling the group to meet its objectives, ensuring equitable participation and keeping the process on track. All Panellists and the organisers believed the Facilitator did an excellent job, was balanced, warm and caring for individuals, gauged the mood of the group well, generally kept the process moving and ensured a report was written which they were all willing to sign. She was not directive but did at times ask Panellists to consider other views.

There was some confusion during the writing process when all groups were not working by the same rules. For example, some Panellists took some liberties and reinterpreted the words of others but this was righted with good will and clarified with the whole Panel before the Final Report was finished.

Despite the fact that the Facilitator came from South Australia, the Panellists did not know where she stood on the issue.

- ❑ *“She did a very good job. She held herself back. She didn’t force points nor was she directive.”*
- ❑ *“Excellent. She could gauge the group and act to correct things. Debriefing and cooling off sessions were good. She was big enough to admit when things were not going right.”*
- ❑ *“She gave people the opportunity to speak though I felt cut out at times.”*

#### 4.9 Role of Assistant Facilitator

The Chair was invited by the Facilitator to play the role of Assistant Facilitator when his Chaining role became unnecessary due to the decreased number of presentations given as a result of the withdrawal of some key stakeholders. Unfortunately the details of how they would share the facilitation duties was not discussed and this might explain the difference in their respective interpretations of this role, one being less directive than the other.

One technique the Assistant Facilitator used became a turning point in the dynamics of the process. On Saturday, his attempt to sum up following the reporting back from small group work, was objected to by some Panellists. He then used a group process to enable the Panellists’ various positions on CDL to become more explicit. This took the form of an “opinion line” where the Panellists formed a line according to the degree of their commitment and opposition to CDL. On one hand, it broke the log-jam in the process and it identified the issues which had to be addressed. It moved the process forward. On the other hand, the technique showed clearly that three Panellists were not, at that stage, committed to CDL. When interviewed after the Forum, the view of these three was that

any conclusion should be drawn only after all the issues had been discussed, not before. Interviews with the other Panellists after the Forum revealed that no Panellist held strong critical views about this intervention. Those who were not committed to CDL at that stage, though they had felt some slight resentment at the time, said it did not alter their views and it had led the other Panellists to giving more detailed attention to the issues that most concerned them.

The Assistant Facilitator acted as scribe in one of the small groups for the drafting exercise. This was a cause of concern for both the Organisers and the Facilitator who spoke to him about this role and his possible influence on the outcome. Panellists gave no indication their drafting had been influenced by his scribing and he indicated that this had occurred because of the idiosyncratic nature of his laptop which was being used. In this small group, he detected the misunderstanding of the deposit process held by one Panellist and acted to clarify this confusion.

The Assistant Facilitator was well-regarded by the Panellists and his humour was appreciated. Most Panellists had not given any thought to what his opinions on CDL might be although at least two believed they knew what his views were.

- ❑ *“He did well. His humour kept people alive.”*
- ❑ *“He and Margaret were totally different but complementary.”*
- ❑ *“At the time he called for the (opinion) line, I was thinking of calling for a straw vote.”*
- ❑ *“The line didn’t worry me that much for myself though it could’ve been intimidating for some people. You are asked to stand and be exposed and you can’t be hidden.”*

Organisers should seriously consider engaging both a Facilitator and an Assistant Facilitator. They may or may not be known to each other but they should be compatible and complementary and have an agreed strategy for the conduct of the process. The task over three days is a heavy one. In addition, different personalities will relate better to some Panellists than others. When one is not active in the role of Facilitator, he/she can be monitoring the process for active participation by the panellists, levels of understanding, timing, etc.

#### 4.10 Organisation

Overall, all aspects of the Forum were scored highly. A seven point scale was used to rate excellence where 1 means 'very poor' and 7 means excellent.

	Statements	Average Rating
j	The Facilitator	6.7
a	The general location of the Forum (ie University of Sydney)	6.6
b	The venue in which the Forum was held (Women's College)	6.6
k	the Resource Helpers	6.6
l	The overall organisation of the Citizens' Forum	6.6
c	The presentation and discussion rooms in which the Forum was held	6.4
i	The opportunities to ask questions and present views	6.3
e	The refreshments: breakfast, lunch and dinner as well as tea/coffee	6.1
g	The number of Panellists attending the Forum	5.6
d	The accommodation	5.5
f	The length of the Forum (3 days)	5.5
h	The opportunity to interact with experts	5.3

They believed that ISF could not be held responsible for the absence of the stakeholders which was their greatest disappointment.

Some Panellists wanted access to more information as discussed above and the availability of that information could have been announced. Other comments included:

- Presenters notes should have been handed out earlier/night before (3)
- Rearrangement of the order of information presented would have helped debates (2)
- Presenters talks were too short (1)

Changes to the program were not always announced and sometimes led to minor confusion. For example, one person was not aware that the Chair had become the Assistant Facilitator and could not understand why he was playing such an active role. Another said she was still expecting the assistance of resource helpers who had been a feature of the earlier, Citizens' Jury, program.

Having the use of lap-top computers was helpful in the small group drafting process. The use of PowerPoint during the writing process was considered a very good idea because everyone could see the text and follow the editing process.

Two of the Panellists believed it would have been helpful to have had the overall structure of the Final Report given to them early in the process so that they could have started working towards that end sooner.

- ❑ *“ISF are to be congratulated on their organisational skills.”*
- ❑ *“It was a new experience all round in group discipline, facilitation and government processes. It opened my eyes. I didn’t realise what went into making laws or the role of lobbyists.”*
- ❑ *“Yes, I would participate again. Overall it was a five star experience.”*
- ❑ *“It was a very transparent process.”*

#### **4.11 Panellists’ Conclusions at the end of the Forum**

- ❑ The Forum produced a consensus report in favour of CDL but with some significant qualifications as to issues that needed to be taken into consideration.
- ❑ Most Panellists stated that they had come to understand the issue was more complex than they had at first appreciated.
- ❑ The most common reasons given were that it would be positive for the environment, would reduce litter and improve the process of recycling, and would give future generations a positive attitude towards recycling.
- ❑ The frequency of being concerned about environmental problems increased for all but one of the Panellists, as did the health effects of pollution and long-term economic sustainability of resource use.
- ❑ All regretted they had not heard the full range of stakeholder views on CDL, including from industry groups and environmentalists. There was more frequent mention of the absence of industry groups perhaps because most Panellists already had views on and a general commitment to the environment before the Forum process began. Despite the absence of views from the food and drink producing and packaging industries, the Forum believed these industries should have a major role in developing a solution to the problem rather than having it imposed upon them. (See Recommendation 4)
- ❑ They were impressed by the Alberta model of cooperation between the various stakeholders and the Canadian government.

In general, Panellists gained a lot from the experience of participating in the Citizens' Forum. Specifically:

<b>Reason</b>	<b>No of Panellists</b>
A sense of involvement and contribution	6
A better understanding of the issue	5
Gained more than they expected to out of the Forum	4
A opportunity to debate issues and appreciate others views	4
Increase in awareness of wider community issues	4
An influence on the final outcome	3

The reasons were derived from a thematic qualitative analysis of open-ended questions.

In terms of the expectations of the Panellists, the two most common sentiments were that the Forum were that it was as they expected it would be (3) and the level of bonding with other Panellists which was unexpected (3). Other aspects of the Forum that were not expected were the:

- intensesness of debate (2)
- race to achieve a result by the final day (2)
- tiredness at the end/the hard work (2)
- excellent support of the facilitators (2).

The most positive aspects of the Forum seemed to relate to the experience of participating:

<b>Positive Aspects</b>	<b>No of Panellists</b>
Respect for everyone's opinions	5
Opportunity to debate important topic and reach consensus	4
Tight, well run experience	3
Enjoyed talking to people from different backgrounds	3

These views were derived from a thematic qualitative analysis of open-ended questions.

<b>Improvements</b>	<b>No of Panellists</b>
Need more factual information	5
Better balance of presenters needed	5
Needed the perspective of an industry representative	4
Presentations needed to be longer to adequately present case	4

These views were derived from a thematic qualitative analysis of open-ended questions.

In summary, the CDL Citizens' Forum seems to have provided a worthwhile experience to all who attended, giving an important opportunity to participate in the development of Government policy. The process increased awareness in not only the topic, but also the difficulties inherent in the development of public policy. The opportunity to learn about new information and discuss and debate freely seemed to have been valued by Panellists, as was the reaching of consensus at the end of the Forum. In a number of areas, opinions

held by the Panellists were changed by information learned. During the three days, Panellists reported enjoyment of meeting and talking to other Panellists with wide ranging and differing views, with a real camaraderie having developed and a respect for the opinions of others. While improvements were suggested to the presentations made, overall, the organisers were congratulated on a job well done.

## **5. CONCLUSIONS**

### **5.1 Strengths of the process**

- ❑ The process produced a report based on consensus which was a comprehensive statement of the Forum's views and it was produced in the time provided.
- ❑ The Panellists were seriously committed to the process, worked well together, and generally played by "the rules of the game" established at the beginning of the process.
- ❑ Panellists, with one exception, enjoyed the experience which is testament to the fact that the weaknesses did not outweigh their sense of achievement. The opportunity to debate an important topic and reach consensus, and the respect shown for everyone's opinions were cited as the best aspects of the Forum.
- ❑ Most Panellists appreciated the opportunity as lay citizens to have some input into a government decision-making process.
- ❑ The Facilitator and Assistant Facilitator contributed very positively to the process and helped to ensure an outcome which satisfied all Panellists.
- ❑ The organisational staff from ISF were clear in their purpose and established a structure which would deliver the desired outcome.

### **5.2 Weaknesses in the process**

- ❑ Disappointment at the absence of the stakeholders was felt by all Panellists. They were not told who withdrew or the reasons for why some stakeholders withdrew but they did not make an issue of it. Some who were particularly curious, asked the Organisers informally after the Forum was over. The Panellists did their best to understand the issues and to seek information about the industries' objections to CDL but acknowledged that this understanding was not comprehensive.
- ❑ It is not possible to speculate on the outcome if the stakeholders had been present though it is likely that their views would have been better represented in the 'Discussion' paragraphs of the Report.
- ❑ It was possible that more information could have been sent out before the Forum though the Organisers made the judgement that 12 pages was enough preliminary reading.
- ❑ The fact that more written information was available could have been announced to the Panellists. Some Panellists who were demanding more "factual material" may have read this at night and could have been given the opportunity to report back to the Forum the next morning. Alternatively or in addition, one or two twenty minute time-out periods for reading could have been built into the

program. The needs of these Panellists were not well understood (See 6.2 Learning Process). It is not possible for the Evaluator to judge whether any other institutional arrangement for conducting the Forum would have resulted in the participation of the stakeholders. However, in the future, governments or other contractors should give consideration to separating some elements of a review process and contracting out the accessing of public opinion by deliberative processes to another body. This would not mean that the expertise of the reviewers would be denied to the Forum, indeed they would be invited in as “expert” witnesses/presenters along with a range of stakeholders and could be consulted by the organisers to ensure all aspects of the subject matter were covered.

### **5.3 Summing up**

- ❑ The ISF hosted a successful Forum which was conducted with openness and rigour taking account of the limitations placed on the process. Within these parameters, the process accessed the views of a diverse group of citizens which were further informed by the process.
- ❑ Most of the Panellists held clear attitudes on litter and on the environment before the Forum. The effect of the Forum was to clarify and better inform these attitudes, to discover their views were shared with others from a cross-section of the community and to modify their attitudes by taking into account other issues such as manufacturers’ concerns, overall costs and the effects on particular groups in the community.
- ❑ The consensus process had the effect of introducing qualifications to the majority view because the minority reservations had to be taken into account. The majority did not find this a difficult accommodation and the minority believed that answers to their reservations would result in well-founded policy-making by the government.
- ❑ The Citizens’ Forum on CDL has been a further example of a consultation process where lay people, randomly selected from the community, should be trusted with information on contentious and complex issues and, with good organisational infrastructure and facilitation, can be guaranteed to produce thoughtful and rational opinions which are of use to policy makers.

## **6. DISCUSSION**

ISF has asked for the evaluation to comment on certain criteria and these form the structure of the discussion which follows.

### **6.1 Deliberative/Discursive Nature of the Process**

Underlying a deliberative process is the assumption that participants will be interacting, sharing information and opinions and addressing a problem or issue to which they are all committed to seeking a resolution. Thus, whatever the deviations, the participants are on an intellectual journey to a definite goal. Defining the goal (which is the answer to the problem) is the object of the journey. A feature of the process is the access that participants have to information whether from academic experts in the field, technical experts, or protagonists/stakeholders in the debate. The information may be delivered orally or in written form. The full timeframe for the process is from the time of selection and receipt of written background information to the completion of the participants written report.

Perhaps the most elaborate form of this process is the Consensus Conference where the educative process includes up to three residential weekends of receiving and processing information. The Citizens' Jury is an abbreviated form of the process with only one weekend's commitment by the participants. The Citizens' Forum is a variation on the Jury where the stakeholders views are accessed, not directly by the presentations of 'witnesses', but via written information and by oral presentations given by others who do not have a vested interest in the outcome of the Forum. This information, whether written or oral, should provide a balanced exposition of all sides of the issue.

One feature of all three of these processes as currently developed for accessing informed public opinion is that the participants are randomly selected from the population and are thus "lay" citizens, ie. having no necessary expertise in, or particular position on the subject matter. Another feature is the requirement for consensus around the final report.

Alternative ways of accessing public opinion include public meetings, opinion polls and focus groups. Public meetings can often become dominated by well-organised interest groups or by more articulate and highly motivated individuals. They can be intimidating to less assertive people. Opinion polls tap views held at a particular point in time, do not allow for a further educative process and answers are tightly constrained by the statistical requirements of the methodology. Focus groups are usually self-selecting and are thus composed of people who already have a particular view on the issue. The aim of the focus group is to access and understand in more detail the views of those with an interest in the issues but not to further inform those views or work towards finding a consensus view. The Televote Survey, also conducted for the CDL Review, falls between an opinion poll and a deliberative process because it included a small educative component of written Background Information between two polls.

The key to the deliberative process is its educative feature. Education is itself a process whereby an individual comes to new understandings by interaction with new information and by developing and refining those understandings through verbal and written interaction with other people. The requirement to strive for a consensus report is also educative in that it forces participants to consider all points-of-view very carefully and to intellectually manoeuvre to accommodate them. It is therefore a very appropriate process for any agency that truly wants the opinions of randomly selected lay people who are informed about the basic considerations of an issue.

In the case of the CDL Citizens' Forum, the deliberative process generally worked well. The qualifications are discussed in the next section. Participants reported an increasing appreciation of the complexity of the problems associated with waste, recycling and litter and of the issues facing the industries involved, as well as the issues for the environment. The interviews with the Panellists revealed that the Background Information began the educative process. It was continued by the Presenters who provided information and alternative examples on which the Panellists could generate a range of questions. The answers to those questions both by the Presenters and by Dr White, were the next most important influence on their opinions.

The process, however, was still far from over. Discussions with their peers led to an appreciation of the effects of CDL on specific groups in the community which may have been overlooked if those groups had not been represented in the Forum. Questioning and demanding further information by individuals whose experience and learning pattern differed from the majority of the group played a role in encouraging the other Panellists to focus on other aspects of problem solving, such as the cost-benefit analysis of recycling.

The requirement to strive for consensus had the effect of intellectually challenging the participants to find solutions which would accommodate the interests and concerns of all. Finally, the report-writing requirement ensured that those solutions were incorporated in a form of words which accurately represented the positions developed by all the participants.

## **6.2 Learning processes**

It is clear from the discussion above that the process adopted for the Citizens' Forum, including its discursive features, was a learning process. Educators know that problem solving is a very powerful way of learning. They also know that individuals have a preference for receiving information via at least three different channels: visual, auditory, and kinaesthetic. Kinaesthetic people prefer to learn-by-doing and by actively manipulating material, including information. There is a sub group of people who favour detailed information and like to collect data, calculate, weigh-up balance sheets, etc. before drawing conclusions. These people have been categorised as audio digital (Ad). These channels are not exclusive and most people have a primary and a secondary channel. Although most people prefer to learn via either the visual or kinaesthetic channels, to satisfy the learning of everyone in a group, all four preferences should be

provided for. There are other factors in learning situations, such as pace, tone of voice, degree of comfort and many others which impinge on learning and which will not be elaborated here.

At the Citizens' Forum, there was a problem (a combination of addressing waste issues including recycling and CDL, litter issues and broader environmental concerns) that was relevant to the lives of almost all the Panellists. Only one declared no interest in the subject of CDL but said he was interested to participate in the process of a Citizens' Forum. There was also a dominance of visual and auditory means of communication. The two Presenters who used both pictures and overhead sheets received close attention. This does not mean that the Panellists were uncritical of the information received or of other aspects of the delivery, such as pace. One of these two, presented information at a very fast pace and, not unnaturally was criticised for this since the information was new and deemed to be valuable for the purpose of the Forum. The other, who was not physically present, was a successful communicator because he had provided visuals and talked to them. In addition, his pace was good and his information was relevant to the purpose of the Forum.

Individuals with a kinaesthetic primary or secondary preference (apparently almost all Panellists), were favourably disposed to the 'opinion line'. This was true even when there was some discomfort with the technique that exposed their views before they were ready. The other activity which received favourable comment from Panellists in the interviews was the "red dot activity" where they were asked to put a red dot against the issues they considered the most important to be addressed before consensus was sought. This provided the added reinforcement of being visual and was a point of reference for the Panellists until all the issues had been discussed. Among the Panellists were some people who felt the confinement within the building for whole days at a time as very uncomfortable and wished there had been some sessions outside or breaks to allow them to walk outside.

The three individuals most discomforted by the 'opinion line', were also the ones who were seeking more data and they would liked to have done a thorough cost-benefit analysis. Although, through the persistence of one of their number, they did receive more information, they were less than satisfied and expressed their reservations in the report.

The amount of information to make available to the Panellists was an issue for the Organisers who also had to satisfy the strictures of the Stakeholder Reference Group. They made a judgement about how much was appropriate to be sent out as Background Information and they made all their resources available during the Forum. It is true that most people would not have read a great deal more than the Background Information and the email answers to their questions sent by two of the Presenters. As can be seen from the explanation above and the experience of the Forum, audio digital (Ad) people would have read more. They would have taken information away at night and gladly informed the rest of the Panellists the next day. If the whole group had been aware of these different learning styles and if the Ad learners in particular had been able to satisfy their learning needs, there would have been more goodwill towards this sub group and they

may have further enriched the final report. Naturally, there is a time factor involved and their enthusiasm for their new information would have had to be managed by the Facilitator.

It is a truism that individuals have different capacities to absorb new information and the various deliberative processes make different demands on those capacities. The human mind simply cannot encompass at one time all aspects of a complex debate, as well as grappling with a lot of new information. We tend to focus on those few aspects of the discussion which are particularly salient to us, usually because they support our prior opinion, and neglect the rest. The Evaluator witnessed all these things happening during the Citizens' Forum, however the diversity in learning patterns amongst the Panel ensured that different issues and problems were raised

There is a technique which helps a group to process greater amounts of new information and with increased rigour. It also helps a group to research for immediately relevant information (so they don't go down "rabbit holes"), to set out cases logically and to argue clearly. The technique is called 'argument mapping'. It is a process whereby boxes and arrows are used to graphically record the development of a debate or discussion, to ensure the logical development of the different streams of thought, to test them for assumptions and evidence, and all the time to keep the issues visually before the participants. It will be clear in the light of the discussion above that this technique will have appeal to visual, kinaesthetic and Ad learners and, since the technique is conducted orally, it is appealing to auditory learners as well.

The learning process, the related research and the richness of the outcome are also enhanced by skills in questioning: what, how, when, where, why and what if...? The questions asked by the Panellists were generally good and raised the key issues. Ad learners are the ones most likely to ask the "what if..." questions and this was the case at the Forum. They tended to be cut off by the judgement of the Facilitator and the Assistant Facilitator that their questions were going beyond the Terms of Reference or that there was not time to pursue these "rabbits down a burrow". It is not possible to say if this were so but future planners might consider ways of building "what if..." questions into one session of the program. Indeed, helping Panellists to come to an understanding of different types of questions and lifting their skills in challenging each other for the basis of their views, and the assumptions on which they are based, would also enhance the quality of the outcome.

### **6.3 Independence and Rigour**

The process by which the Panellists were selected appears to have been thoroughly independent and rigorous and conducted according to accepted random sampling procedures based on the demographics of the state of NSW.

The agenda was carried through as planned and the Terms of Reference were addressed. The purpose of the Forum was achieved and a report written which answered the question "Should Container Deposit Legislation be introduced in New South Wales?" The report was the work of the Forum members who reached consensus and were happy to have

their names attached to the document. They were supported in a technical sense by the Facilitator, Assistant Facilitator and the Organisers.

The Presenters were independent of the process and after presenting their information and answering questions, played no further part in the proceedings. ISF personnel provided answers to questions in an objective way. Observers were conscientious in observing the conditions of the agreements which allowed them to be present and did not seek to influence the Panellists.

The Background Information was prepared and agreed upon by all stakeholders. Two reports were requested by the Panellists and made available at the Forum. A great deal of further written information was available in one of the break-out rooms. The Evaluator spent some time going through this information and it was clear it came from a great variety of sources and included submissions made to the Review. However, apart from the two reports requested, no more of this information was read by the Panellists.

#### **6.4 Openness and Transparency**

The purpose of the CDL Forum was clear and accepted by all Panellists. The selection of the Panellists was accepted by the participants as random and generally represented as fair a cross-section of the population of NSW as the total number would allow. One panellist wanted to know why some of the original 16 Panellists had withdrawn before the start of the Forum. The Evaluator understands from the Organisers that their withdrawal was for personal reasons.

The reasons for the absence of the stakeholders and the subsequent change from a Jury to a Forum was not explained to the Panellists. Somewhat surprisingly, only some of the Panellists were curious to have an explanation for this development. The limited amount of information presented orally about the stakeholders' views was seen by the Panellists to be a result of the stakeholders' absence, not an attempt to circumscribe the decision-making process by the Organisers.

The Panellists did not believe there was any 'hidden agenda' or that they were being manipulated to reach a particular conclusion. The 'opinion line' technique was seen as a device to move the process forward at a time when the Panellists had become bogged down in minutiae. The three Panellists who had reservations about the technique had no hesitation in voicing their concerns and successfully had them incorporated into the Final Report.

The Evaluator believes the process was open and transparent. She believes the organisers were justified in not discussing the reasons why the stakeholders were not present before or during the Forum. To do otherwise could have negatively influenced the Panellists' opinion of those stakeholders who precipitated the change.

## 6.5 Fairness and Balance

Six features of the process were examined to judge the question of fairness and balance: background reading, the roles of the Facilitator and Assistant Facilitator, the presenters, the handling of questions by ISF, additional written information provided and the role of the Panellists themselves.

The content of the Background Information sent to the Panellists was the result of intensive deliberations between the stakeholders and the final version was agreed by all stakeholders as a fair and balanced representation of the case for and against CDL. Most of the Panellists agreed with this assessment although three believed the case against CDL was not strong and in one case was described as “ridiculously weak”.

The Evaluator understands that the stakeholders prepared the text of the argument section themselves.

The Facilitator, with the Assistant Facilitator, was credited with ensuring balance and fairness in the Forum meetings. The Facilitator established the rules of operation at the beginning of the Forum and these were generally adhered to throughout. This ensured that there was equity in participation. The Panellists believed this generally to be the case and the period when enthusiasm or passion on the part of some caused lapses, the less assertive Panellists recognised that the episode was brief and the Facilitator successfully reminded the Forum of their commitment to the rules. Both the Facilitator and the Assistant Facilitator made reference to the terms of reference to keep the process on track and balanced. The aim of achieving consensus ensured that all views were heard and were represented in the final report.

Of the presenters, the representative from the NSW EPA spoke only of the current situation in his state and gave no view about CDL. The South Australian presenter was clearly presenting the case for CDL based on the experience in his state. The presenter from the USA made an academic presentation that introduced the complexities of waste management and issues of cost effectiveness. He offered examples of different approaches to CDL and briefly gave reasons for industry opposition in the USA and the Canadian example of handling this opposition. His presentation provided valuable information in a balanced way.

After the formal presentations and subsequent discussion, the Forum had many more questions than answers. For some in particular, this was a very frustrating situation and their feelings were shared to a lesser extent by some of the others. The Evaluator judged that the level of frustration to be high and, with some, to be very high. Despite their reluctance to do so, the ISF organisers realised that further information needed to be offered if the process was to be saved. The following day Dr Stuart White attended the Forum to answer questions in person. He did so within the framework of the Terms of Reference and drew on information provided in submissions as well, no doubt, from his academic research. He did not offer his opinions on CDL.

Two reports were tabled during the course of the Forum as requested by some of the Panellists. In the event, only two scanned the information rather than read it closely. The full range of information collected by the Review process was available for the Panellists if they had required it.

The final report is a fair and balanced representation of the views of the Panellists. It was their work and their words. The effort to arrive at consensus ensured that all points of view and all exceptions and qualifications were taken into account.

## **6.6 Critical Success Factors**

The success of the Citizens Forum can be attributed to the following factors:

- ❑ Random selection of Panellists which resulted in a fair cross-section of the NSW population given the limited numbers of the Forum. This ensured a diversity of views and a representation of views which may not have been tapped had another discursive method, such as focus groups, been used to access public opinion.
- ❑ Active participation of the Panellists was crucial to the success of the Forum. Their commitment to the process and its rules of procedure, their respect for each others' views and their determination to achieve consensus were essential features of this success.
- ❑ The role of the Facilitator and the Assistant Facilitator in keeping the process on track and the Panellists generally happy was also crucial to the success of the Forum.
- ❑ Organisational infrastructure was acknowledged by all participants as highly commendable.

## **7. LESSONS LEARNED AND RECOMMENDATIONS**

- ❑ A Citizens' Forum at which stakeholders do not make presentations in person is an acceptable and rigorous method of accessing informed public opinion which can be added to the battery of methods available.
- ❑ The amount of information made available to the Panellists will always be an issue for organisers. How much is sent out before a Forum will be a matter of judgement but 12 to 20 pages is probably enough. It should, however, be a clear and balanced exposition of the contending views associated with the subject. It is the quality of the information rather than the volume which is crucial and references can be given to other sources available in libraries and via the internet. Further written material, in addition to the verbal presentations, should be available for those Panellists who require it and time should be made available in the program for it to be read.
- ❑ Acknowledgement should be made of different learning styles. Thus organisers, facilitators and speakers should build into the program and their presentations opportunities for all learning styles to be accommodated. These include visual, as well as audio presentations, access to detailed information and activities to enhance the learning process.
- ❑ Use of the full range of questions and enhancing the skills of the Panellists by the Facilitator in questioning would help elicit information and improve the depth of the Final Report. Techniques, such as argument mapping, should be explored for assisting the Panellists to absorb and keep new information before them, to track arguments and add rigour to the process.
- ❑ Organisers should seriously consider engaging both a Facilitator and an Assistant Facilitator.
- ❑ It is highly desirable that the Evaluator be responsible for the evaluation of both attitude change and the conduct of the deliberative process.
- ❑ Trust can be placed in the Panellists to use the occasion and the opportunities provided to aid them in meeting their commitments to the process. While planning requires that organisers must anticipate the needs of the Panellists, there is no need to make judgements which are too limiting about how much information they can cope with. Each participant will have different needs and make that judgement for themselves.

The use of deliberative processes to access informed opinions of lay people, such as this Citizens' Forum, is relatively new in Australia and each experience is a learning process. It is hoped that, over time, constructive evaluations will fine-tune the process and add to the quality of the outcomes and the satisfaction of the participants.

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2 March 2001

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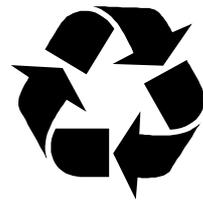
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Work is being done on 'argument mapping' by The Australian Thinking Skills Institute [www.austhink.org](http://www.austhink.org) and at the Philosophy Department at the University of Melbourne by Dr Tim van Gelder's Reason! Project. Tools have been developed for use in teaching. See [www.Reason!Able.com](http://www.Reason!Able.com)

# Background Information on Container Deposit Legislation



## *We need your opinion on refundable deposits for containers in NSW*



The Minister for the Environment in New South Wales, Bob Debus, has asked for an independent study of the environmental, economic and social costs and benefits of establishing a system of refundable deposits on containers in New South Wales.

We **NEED YOUR OPINION** on whether you think such a system should be introduced.

The following information provides some important background on refundable deposits for containers along with some of the key arguments for and against. Please read it, think about it and discuss it with your friends, neighbours and workmates. We will call you back in a week and ask for your views on the issue.

### *What currently happens to containers in NSW?*

What do you do with your empty containers such as glass and plastic bottles, jars, aluminium and steel cans and cartons once you have finished with them? Some people reuse them, others place them in a recycling bin or rubbish bin and then there are a few people who throw them away as litter.

Currently in New South Wales, most households have containers and paper collected for recycling at the kerbside. These containers are taken to sorting plants and then transported to various reprocessing plants in NSW, interstate and overseas. Kerbside recycling collection is funded by local councils and their ratepayers and costs between \$36 and \$60 per household per year.

Recycling bins have also been provided in some public areas such as shopping centres, parks, sporting venues and show grounds or to special recycling collection depots. These have been provided by Local and State Government and in some cases with assistance from retailers and industry.

Other containers may be dropped on the ground as litter. At the moment, litter in New South Wales is primarily addressed through education programs and fines. Also, following large events such as the sports events or street parades, clean ups take place which are funded by the event organiser and in some cases with help from government and industry.

Many containers purchased in New South Wales end up in landfill sites. Most recyclable containers placed in recycling bins are recycled.

There are currently agreements between industry and government to increase the recovery and recycling of used packaging materials and to reduce the weight of packaging. These agreements specify the percentages of materials that industry must recover for used containers such as glass, PET (plastic), aluminum and steel cans.

## ***What is Container Deposit Legislation? (CDL)***

Container Deposit Legislation (CDL) refers to a law, which requires producers to charge a refundable deposit on products to encourage people to return empty containers once they have been used. This legislation is often aimed at reducing litter and the number of containers in the waste stream as well encouraging their recycling and reuse.

### ***How does it work?***

#### **Container Deposit systems:**

- provide a refund to people who return empty containers with deposits.
- usually focus on drink containers such as beer, wine, water and fruit juice containers including cans, bottles and cartons. However, the system could also include packaging for milk, food and cleaning products.
- cost money to set up and run recycling depots and point of sale return.
- are paid for by industry and people who buy the products in containers with deposits.
- may need to have collection depots set up and operated to recover empty containers for recycling. This would cost money.
- sometimes require shop owners and supermarkets to accept empty refundable containers.

Depending on how the Container Deposit system is set up, people would be able to return empty containers for a refund of their deposit to either:

- shops and other retail outlets where they are sold and/or
- to special collection depots.

People could also put the containers in their recycling or garbage bin but they would lose their deposit.

### ***How does CDL work in other places?***

Container Deposit legislation exists in South Australia and in other parts of the world eg. ten American states, most Canadian provinces and some European and Asian countries. In most cases the law focuses on certain drink containers. In Canada and Germany refundable deposits have also been introduced on batteries, tyres and electronic goods to encourage their return to manufacturers for recycling.

#### **Some key features of the South Australian system are:**

- CDL covers aluminum cans, plastic and glass bottles of soft drink, beer and water. Some containers, such as wine bottles, are not included. It has recently been decided to extend this system to include flavoured milk and fruit juice.
- these drink containers attract a refundable 5¢ deposit.
- consumers can obtain refunds at any one of the 120 approved collection depots.
- deposits which are not claimed by consumers are kept by manufacturers and are used to help fund the Container Deposit system.

## ***What happens when CDL is introduced?***

Experience in South Australia and in other countries suggests that Container Deposit Legislation results in increased collection of those containers with deposits including up to 84% return for both glass and aluminium containers. Also, the number of these containers found in the waste stream is reduced.

In the United States, in the states where Container Deposit systems are in place, the recovery rates for containers with deposits ranges from 72% to 93%.<sup>1</sup>

## ***What don't we know?***

All these examples are interesting but we need to think about whether such a system would work in New South Wales. For example, it is uncertain what impact Container Deposit Legislation in New South Wales would have on:

- existing kerbside recycling
- the recycling of products without a deposit such as paper
- people's littering behaviour
- the price of products with a deposit
- council rates for waste

## ***What do you think?***

### **We would like to know if you think Container Deposit Legislation should be introduced into New South Wales.**

When making your decision, these are some things you might like to consider:

- What do you currently do with your containers?
- What would you do with your containers if a Container Deposit system was introduced?
- Would a refundable deposit encourage you to return your empty containers for recycling?
- Would there be changes in your recycling and littering behaviour?
- Would you be prepared to pay more for products covered by CDL?

To help you in your discussions and decision we have provided you with some of the key arguments put forward by different groups in favour and against the introduction of CDL.

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<sup>1</sup> McCarthy, James E. (1993) "Bottle bills and curbside recycling: are they compatible?", Congressional Research Service Report for Congress, January 27th.

## What are the key arguments?

There are arguments both in favour and against the introduction of Container Deposit Legislation (CDL) in NSW. A number of stakeholder groups have presented their views over recent years.

<b>IN FAVOUR</b> <b>of Container Deposit Legislation</b>	<b>AGAINST</b> <b>Container Deposit Legislation</b>
<ul style="list-style-type: none"><li>• Local Government organisations</li><li>• Environmental organisations</li></ul>	<ul style="list-style-type: none"><li>• Beverage, packaging and retail industries</li><li>• Waste and recycling contractors</li></ul>

## Effect on Litter

<ul style="list-style-type: none"><li>• Container Deposit Legislation (CDL) would dramatically reduce litter because containers make up a significant proportion of litter in terms of volume, weight and visual impact.</li><li>• CDL would reduce litter because it places a value on containers and creates a financial incentive for people not to litter. CDL complements littering reduction strategies for other types of litter because people would be less likely to litter other items in a cleaner environment without container litter.</li><li>• With CDL, public place bins would no longer overflow as containers would be very unlikely to be discarded as waste or litter because of their value.</li></ul>	<ul style="list-style-type: none"><li>• Container Deposit Legislation (CDL) would not significantly reduce litter because container litter is only a small fraction of total litter. The items that are most littered will not have a deposit and so clean up costs will not be reduced.</li><li>• CDL undermines community support for the <i>Do the Right Thing</i> message. People in SA think it is okay to litter other items, which are not valuable. Other litter education and reduction activities could be less effective and more confusing with only some products targeted by deposits.</li><li>• People who litter deposit items think they are providing income for others. In South Australia, people who scavenge through bins for deposit containers leave behind non-deposit litter which then has to be cleaned up.</li></ul>
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## What are the key arguments?

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## Effect on Waste & Recycling

<ul style="list-style-type: none"><li>• CDL and kerbside recycling do not compete: they work well together, resulting in more containers collected for recycling overall and therefore less waste going to landfill. Container recycling rates in South Australia are as high as 85%, while in NSW, the majority of containers end up in landfill.</li><li>• Kerbside recycling systems are NOT funded by industry: their continued existence depends on each household contributing about \$50 a year of their rates because containers are expensive to collect and provide a low return to councils as recycled materials.</li><li>• Public place and special event recycling schemes such as those used at the Olympic Games have had limited success because people do not use the bins provided effectively, resulting in contamination and more waste.</li></ul>	<ul style="list-style-type: none"><li>• A Container return system would compete with kerbside recycling making it less efficient and more costly. Recycling of products with no money deposit, such as newspaper, could be discouraged. Overall recycling rates in SA are much lower than in NSW.</li><li>• Kerbside recycling is a popular, convenient and cost effective way to recover used household containers for recycling. It should be supported rather than undermined.</li><li>• The success of new recycling programs like those in the Sydney Olympics showed that the people of NSW can work together without deposits to effectively reduce litter and recycle in public places.</li></ul>
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## What are the key arguments?

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## Effect on Container Return & Reuse

<ul style="list-style-type: none"><li>• There are many possible options for collection depots for NSW, including shops, shopping centres, council compounds, community groups etc. These can be visited as part of existing journeys.</li><li>• Container Deposit systems encourage the use of refillable containers, which have additional environmental benefits over single use containers. Refillable containers are in widespread use throughout much of the rest of the world (European countries provide excellent examples).</li></ul>	<ul style="list-style-type: none"><li>• New South Wales is a huge state and providing enough depots for people to drop-off used containers would be difficult and expensive. Depots are dirty and noisy places that create traffic congestion and hygiene problems.</li><li>• In today's world, the refilling of used containers is not an option. It creates public health, hygiene and legal liability problems. Refilling used containers also no longer makes any environmental or economic sense as people don't want to buy refilled products.</li></ul>
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## Effect on Ratepayers

<ul style="list-style-type: none"><li>• The NSW community supports kerbside because it is the only option available to them. Placing a deposit on containers gives them a higher value. So, containers that do end up in the household recycling bin provide an income for councils – helping pay for kerbside recycling and reducing rates.</li><li>• A Container Deposit system means that the "user" pays - consumers rather than all rate payers fund the collection of containers.</li></ul>	<ul style="list-style-type: none"><li>• The NSW community supports current kerbside recycling programs. An additional system with deposits and depots will lead to inefficiencies, higher costs and rates could increase.</li><li>• Everyone who currently uses kerbside recycling would have the second costs imposed of an extra recycling system. They would have to pay twice as consumers of products provided in containers and kerbside recyclers.</li></ul>
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## Effect on Consumers & Community

<ul style="list-style-type: none"><li>• The net cost of products in containers would not increase because the CDL would be funded by unclaimed deposits on those containers, which are not returned. Only those who choose not to return their containers would pay more.</li><li>• Kerbside collection in NSW does not work successfully: it is heavily subsidised by ratepayers and has low return rates. CDL puts the onus on the consumer to manage the containers they purchase in a responsible way.</li><li>• CDL would provide all people in the community with an opportunity to earn extra income and may particularly assist needy community groups, young people or disadvantaged citizens.</li><li>• In rural communities, which currently do not have access to any recycling facilities or services, CDL would provide recycling collection depots.</li></ul>	<ul style="list-style-type: none"><li>• In addition to the deposit, the price of products in containers would increase because of the administration costs of the Container Deposit system. If used containers are not returned the deposit is lost to the consumer.</li><li>• It is not the consumer who is responsible for the collection of empty containers. Kerbside collection works well in NSW and it is unnecessary and inconvenient to make people feel obligated to drop off used containers at depots.</li><li>• Funding a deposit system with collection depots will mean less money will be available for kerbside, public place and away-from-home recycling programs.</li><li>• Rural areas cannot support many depots because of the cost so it will be far less convenient for rural residents to use the deposit system.</li></ul>
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## Effect on Retailers

<ul style="list-style-type: none"><li>• Retailers currently derive significant profits from the sale of beverages and containers. Shops and shopping complexes could attract more customers by providing convenient return facilities for containers. Refunds on containers would boost business by promoting return custom.</li></ul>	<ul style="list-style-type: none"><li>• Returning dirty, used containers to shops imposes additional costs through changes to cash registers, extra storage, and additional hygiene requirements. Sorting all the used containers is time consuming and costly for shop keepers who have to find room to store the containers. These costs may send some businesses broke.</li></ul>
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## What are the key arguments?

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## Effect on Producers

<ul style="list-style-type: none"><li>• The costs to the producers of setting up and running the container deposit system would be more than covered over time with the unclaimed deposits that are not collected by consumers. This is the case in South Australia.</li><li>• CDL would encourage new business to enter the market, promote smaller bottle companies and foster great levels of competition. This would help control prices by ensuring multinational companies no longer dominate the market place.</li></ul>	<ul style="list-style-type: none"><li>• Producers have the initial costs of setting up and running the Container Deposit system. These high costs would be passed onto their consumers. This money could be more productively used to support away-from-home recycling and litter management programs like those used in the Sydney Olympics.</li><li>• Unclaimed deposits will never pay for the cost of the CDL system and depots.</li></ul>
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## Effect on Employment

<ul style="list-style-type: none"><li>• CDL would increase employment, as experienced in South Australia and many other parts of the world. Jobs are created in handling and sorting containers at collection facilities, as well as transporting and processing collected materials. Kerbside collection of other materials and non-returned containers would actually become more financially viable.</li></ul>	<ul style="list-style-type: none"><li>• A Container Deposit system would result in a transfer of jobs rather than an increase in employment. There would be losses in production industries, recycling collectors and small businesses due to increased costs and impact on existing kerbside recycling systems.</li></ul>
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