DEPOSIT-REFUND SYSTEMS FOR ONE-WAY BEVERAGE PACKAGING IN EUROPE

THE CASE OF THE NETHERLANDS

JANUARY 2019
DESCRIPTION OF THE SYSTEM

BACKGROUND FOR INTRODUCING THE SYSTEM

In the Netherlands, a deposit system was introduced in the early 1960s by the regulatory body for producers and retailers of beer, soda and water. At that time, bottles were predominantly made of glass. Deposit money was also levied on glass bottles for milk throughout the 1950-1980s. However, starting in the mid-1980s, glass bottles were rapidly replaced by plastic (PET) bottles, especially in the soda and water markets, and by composite cartons for milk.

In the end of the 1980s, the Ministry of Environment aimed to reduce the negative effects of packaging on the environment. To promote product reuse and recycling the deposit system was included in the agreement on packaging policy between the government and the packaging producers in 1991 (Convenant Verpakkingen I). It prescribed a deposit on all reusable and one-way bottles and stated that the costs related to the functioning of the system were to be borne by the packaging producers. The deposit system mandated by the 1st Covenant included mandatory reuse of plastic bottles (i.e. refilling of collected used bottles). Small plastic bottles (of maximum 0.5l) started to be introduced on the market in the mid-1990s but in a gentlemen’s agreement concluded during that time, the government and the producers agreed to exempt these small bottles from the deposit system. The argument was that they constituted only a marginal part of the market, and producers agreed to keep their share low (not exceeding 2% of total plastic bottles sales). However, since their introduction on the market, the sales of small plastic bottle grew significantly in the following years. Because the small bottles were left outside of the deposit system, this led to environmental loss and increased litter in the streets. Therefore, in the year 2000, the Minister of Infrastructure and Water Management aimed to extend the deposit system to small plastic bottles. The Minister faced fierce opposition from the packaging producers. In 2002, the companies managed to shelf the expansion of the deposit system by promising to reduce the number of bottles and cans in litter by 80% until 2005.

The provisions for the establishment of the DRS were included in the Decree on management of packaging and paper and board of 2005. It was foreseen that the DRS would apply to plastic and glass bottles for soft drinks and water with a volume of 0.1l or more (beverage cartons were excluded). It also envisaged a compulsory collection rate of 95%. However, this legislation was never enforced and at the

1 Stichting Ons Statiegeld – Veelgestelde vragen over statiegeld (Frequently asked questions about deposit refund) [website]
2 Smink M. – Disruptive institutional work. Deinstitutionalization of an icon: the Dutch bottle deposit system. 2015 [Report]
end of 2010 the relevant provisions were deleted³.

The DRS in the Netherlands has been a subject of continuous discussion between various stakeholders with the questions relating to whether to maintain the system, to extend it or to scrap it altogether. A report commissioned by the producers in 2012 argued that the positive environmental contribution of the DRS comes at high costs and that there would be major cost advantages in ending the system⁴. Following the report, the Dutch Government agreed to end the deposit system in place. However, later the cost advantages were shown to be exaggerated. A more recent study (2014) on the same issue carried out by the CE Delft research consultancy and commissioned by Tomra Systems (the biggest seller of RVM) suggested that the costs of recycling large PET bottles are 50% lower than those estimated in the aforementioned study⁵. Following this, in mid-2014 the government dropped its plans to abolish the deposit on large plastic bottles⁶. The guidelines for the deposit system were later included in the Packaging Management Decree of 2014.

Nonetheless, the possibility to abolish the DRS system remains. The Framework Agreement for Packaging 2013-2020 signed in 2013 between the national government and the packaging producers (the Association of Dutch Municipalities did not sign the agreement) contains several requirements that have to be fulfilled in order to abolish the DRS⁷.

In 2018, the government had given the packaging producers until 2021 to boost the recycling of small bottles or face the introduction of a deposit system on them. The producers must therefore ensure that 90% of one-way plastic bottles are recycled and that the number of plastic bottles in litter is reduced by 70% - 90%. The results of the producers’ efforts will be assessed in autumn 2020. If the targets have not been met, small bottles (up to 1l) will be subject to a deposit of 0.10 to 0.15 EUR from the beginning of January 2021⁸. This has come after an agreement between the producers and the government which is also open to different approaches other than a deposit system, as long as the results of avoiding littering and closed-loop recycling are achieved⁹.

In the meantime, a number of organisations from the Netherlands and the neighbouring Belgian region of Flanders founded the Deposit Alliance (Statiegeldalliantie) in November 2011. Their objective is to call on their governments to introduce a deposit on all one-way plastic bottles and cans¹⁰.

**LEGAL BASIS, SCOPE AND TARGETS. LINKS TO OTHER POLICIES OR INSTRUMENTS**

In the Netherlands, packaging policy is characterised by a period of predominantly voluntary agreements (1991-2005), followed by predominantly regulatory period (2006-2012). During the period of voluntary agreements, producers and importers were effectively exempted from individual company responsibility.

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³ Recycling Netwerk – Steeds meer afval van PET-flessen (Ever more waste from PET bottles) 2014 [website]
⁷ Rijksoverheid – Raamovereenkomst tussen lenM, het verpakkende bedrijf en de VNG over de aanpak van de dossiers verpakkingen en zwerfafval voor de jaren 2013 t/m 2022 (Framework agreement between Infrastructure and Environment Ministry, lenM, the packaging industry and the Association of Dutch Municipalities, VNG, on the handling and litter files for the years 2013 to 2022) [document]
⁸ Government of the Netherlands – Breakthrough in combating plastic soup. 2018 [website]
⁹ Retail Detail – Deposit for small plastic bottles in the Netherlands. 2018 [website]
¹⁰ Statiegeldalliantie – organisaties uit Vlaanderen en Nederland slaan de handen in elkaar voor statiegeld (21 organisations from Flanders and The Netherlands join forces for a deposit system). 2017 [website]
With the Decree on management of packaging and paper and board of 2005 (which expired in 2015)\(^{11}\) an important change was introduced: the companies became individually and financially responsible for the prevention, collection and recycling of their packaging put on the market. A collective organisation of producers and importers – Afvalfonds Verpakkingen – was assigned to implement the Decree and organise collection and processing of packaging waste on behalf of producers\(^{12}\).

The Decree also set the legal basis for the DRS as the Ministry of Infrastructure and Water Management intended to have a possibility to introduce a deposit on certain beverage packaging in case the packaging producer does not meet the set targets for collection and recycling of plastic packaging\(^{13}\). However, this provision never entered into force. Therefore, de facto, there is no legislation in place for mandatory deposit. However, if a producer does not charge a deposit, he has to join the Afvalfonds Verpakkingen and pay fees which are higher than in the DRS (eg. as much as 0.25 EUR per bottle compared to 0.02 EUR per kilo of deposit PET).

Currently, the guidelines for the deposit system are included in the Packaging Management Decree of 2014\(^{14}\). It requires those marketing drinks to charge a deposit. The take-back of the packaging and the repayment of the deposit shall occur at the same place where packages of the same material are marketed (or in the “immediate vicinity”). Exception is granted for places of sale with a surface of less than 200m\(^2\) as they can limit the take-back to packages of the same type as marketed by the point of sale. Further exceptions are applicable to medicinal drinks, wine (and fruit wine), spirits and alcoholic beverages, packages filled with beverage directly at the retailer, beverage packaging of 100ml or less. Producers or importers who are putting less than 500,000 units of beverage packaging on the Dutch market per year are also exempted from the deposit obligation.

The Decree also notes that the level of deposit is determined by ministerial regulation, and it can vary depending on the type and volume of packaging. The deposit mark is also determined by the Ministry and shall be included on the packaging by the producer in a clear and indelible manner\(^{15}\).

Currently, the DRS system is administered by the Stichting Retourverpakkingen Nederland (SRN) and applies to large PET bottles (0.75 l)\(^{16}\). One-way cans and small plastic bottles are exempt from the system\(^{17}\). The deposit amount for those plastic bottles included in the SRN system stands at 0.25 EUR\(^{18}\).

In parallel, there is a voluntary deposit system on reusable glass beer bottles (from 0.2 to 0.5 l). The introduction of such system originated from the Dutch breweries themselves and was motivated by environmental, economic and market incentives\(^{19}\). The deposit for reusable glass bottles is 0.1 EUR.

In principle, two systems (for reusable glass containers and large PET bottles) operate as one from the consumer perspective, as the same RVMs are used to collect both types of packaging\(^{20}\).

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\(^{11}\) Decree 2005 – Besluit van 24 maart 2005, houdende regels voor verpakkingen, verpakkingsafval, papier en karton (Besluit beheer verpakkingen en papier en karton) (Decree of 24 March 2005, containing rules for packaging, packaging waste, paper and cardboard (Decree on management of packaging and paper and cardboard)), expired as of 01 January 2015. [website]


\(^{13}\) Overheid.nl – Besluit beheer verpakkingen (Packaging management decree). 2014 [website]

\(^{14}\) Decree – Besluit van 27 oktober 2014, houdende regels voor verpakkingen en verpakkingsafval (Besluit beheer verpakkingen 2014) (Decree of 27 October 2014, containing rules for packaging and packaging waste (2014 Packaging Management Decree)) [website]

\(^{15}\) Overheid.nl – Besluit beheer verpakkingen (Packaging management decree). 2014 [website]

\(^{16}\) Stichting Retourverpakkingen Nederland – de Stichting (the foundation) [website]

\(^{17}\) CE Deft – Costs and impacts of a deposit on cans and small bottles in the Netherlands. Update. 2017 [website] and Rijksoverheid – verpakkingen en verpakkingsafval (Packaging and packaging waste) [website]

\(^{18}\) Stichting Retourverpakkingen Nederland – de Stichting (the foundation) [website]

\(^{19}\) NVC Netherlands Packaging Centre – No mandatory deposit for beer bottles [website]

Initially, the Decree on management of packaging and paper and board of 2005 included a collection target of 95%. However, the legislation was never enforced and at the end of 2010 the relevant articles were removed from the Decree\textsuperscript{21}. The Packaging Management Decree of 2014 does not set specific targets for the packaging collected through the DRS system. Instead, it sets national recycling targets for packaging materials in 2015: 45% of plastics, 90% of glass, and 85% of metal. Each year, the general targets for plastics (not DRS-specific) are raised by 1% until 2022, when the targets will be fixed at 52% for plastics\textsuperscript{22}.

The document implementing separate collection in the Netherlands is the National Waste Management Plan 2009-2021. It lays down the roles of different authorities with regards to separate waste collection. Municipalities are responsible for establishing a suitable separate waste collection system, promoting separation and communicating about the policy and the results. As such, every municipality can determine a unique collection system in its own way, as long as the national targets are achieved and guidelines are followed\textsuperscript{23}.

Civic amenity sites exist in each municipality and serve for collecting paper and carton, glass, plastic, metal and other waste streams. Throughout municipalities the largest differences are found between door-to-door collections and bring points. In large cities bring points are practiced rather than door-to-door collection. In towns and smaller cities with space for separate waste containers, door-to-door collection is rather organised\textsuperscript{24}.

The Packaging Management Decree foresees that companies that place packaged goods on the market are legally obliged to contribute to their recycling. For this purpose they have established the Packaging Waste Fund - Afvalfonds Verpakkingen - to collectively meet their responsibilities. The Packaging Waste Fund is a non-for-profit organisation, governed by a board of directors, who are themselves appointed by producers and importers\textsuperscript{25}. The Packaging Waste Fund collects a packaging waste management contribution from obliged companies (depending on the material and the type of packaging) and finance the collection, recovery and correct disposal of the packaging waste (by outsourcing these activities to a partner organisation Nedvang\textsuperscript{26}).

After the implementation of the Packaging Decree, it became clear that the packaging producers would not be able to collect and process household packaging waste as required by the legislation without the cooperation of local authorities. Therefore, the producers, the Association of Dutch Municipalities and the Dutch Ministry for the Environment signed a Famework Agreement in 2007 to establish the conditions for the cooperation\textsuperscript{27}.

A result of this cooperation is the “Plastic Heroes” system – collection of several types of plastic packaging not included in the DRS (ex. small PET bottles, plastic packaging for butter and other plastic containers such as shampoo bottles, etc.). Municipalities may decide how to organise the plastic collection and get financial compensation from the Fund. The collection could be done directly from households (in a transparent Plastic Heroes bag) or by installing a Plastic Heroes container to which consumers bring their plastic packaging waste. Alternatively, plastic packaging can be collected together

with metal and carton packages for beverages. In this case, waste is sorted in a later stage\textsuperscript{28}. The recycling rate of the Plastic Heroes collection reaches 42\%\textsuperscript{29} and accounts for the majority of collected plastic packaging\textsuperscript{30} (the DRS constituted 17\% of collection in 2014\textsuperscript{31}).

An additional campaign of the Fund is a reward system for small PET bottles – Nederland Schoon\textsuperscript{32}. More than 70 municipalities, schools, sports clubs and other social organisations are collecting and cleaning up small plastic bottles and other packaging materials. For this activity, municipalities reward the participating entities, financed by the Fund in order to encourage consumers to collect their small bottles without a deposit on them\textsuperscript{33}.

**SYSTEM FUNCTIONING, ROLES AND RESPONSIBILITIES OF MAIN STAKEHOLDERS**

**Deposit operators**

There are several DRS operators in the Netherlands. For the vast majority of bottles (estimated at around 540 million) there is one system in which several supermarkets are connected\textsuperscript{34}. It is operated by Foundation Return Packaging Netherlands (Stichting Retourverpakking Nederland – SRN); a non-for-profit organisation established on initiative of the soft drink and mineral water suppliers in cooperation with the food trade\textsuperscript{35}. The SRN was established as a result of the provisions included in the 2005 Decree mandating that companies are responsible for the organisation of collection and recycling of their packaging as well as the related costs. In addition, Aldi and Lidl have developed their own closed system where deposit bottles from the SRN system are not accepted\textsuperscript{36}. The number of bottles from Aldi and Lidl is estimated at around 110 million\textsuperscript{37}.

The SRN is responsible for the financial equalisation between producers and retailers, counting and sorting. On mandate by the producers SRN can also resell their share of collected bottles. To finance its activities, the SRN receives a contribution from the producers in form of administration fee (0.01 plus 0.02 EUR per bottle). It also handles the transfer of deposit and handling fees (VBR - Vergoeding Behandeling extra Retouremballage) between producers and retailers. The VBR aims to compensate the retailers when they have to handle more bottles than they sell. In addition to the deposit, the retailer pays 0.06 EUR to the producer/importer for every bottle they buy. The producer pays the amount back to the retailer which returns the bottle. Due to the return rate not reaching 100\%, the retailer pays for handling of the bottles and thus motivates the retailer to get as many bottles as possible back.

Returned bottles from the stores are brought in large bags to distribution centres, locations where retailers have concentrated the logistics of goods. From there they are transported to 2 counting centres

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\textsuperscript{28} Plastic Heroes – Veelgestelde vragen (Frequently asked questions) \textsuperscript{[website]}

\textsuperscript{29} Beelen J., Hanegraaf R. et al – Upcycling the Dutch deposit-refund system: Assessing and Recommending on Improvements for Complex Systems\textsuperscript{”}. 2015

\textsuperscript{30} Ministerie van Infrastructuur en Milieu – Besluitvorming vrijgeven statiegeld (Deposit decision-making publication). Ministerie van Infrastructuur en Milieu 2014 \textsuperscript{[document]}

\textsuperscript{31} NVC Netherlands Packaging Centre – What consumers think about ending the deposit system, 2015 \textsuperscript{[website]}

\textsuperscript{32} Nederland Schoon – Home \textsuperscript{[website]}

\textsuperscript{33} Rijksoverheid – verpakkingen en verpakkinfsafval (Packaging and packaging waste) \textsuperscript{[website]}

\textsuperscript{34} Thoden Van Velzen E.U., Bos-Brouwers H.E.I. – Analyse van het Nederlandse Statiegeleysysteem voor PET flessen (Analysis of the Dutch deposit return system for PET bottles). Wageningen UR Food & Biobased Research 2012 \textsuperscript{[report]}

\textsuperscript{35} Logistiek.nl – Retourbag-systeem voor PET-flessen is succes (Return bag system for PET bottle is a success). 2007 \textsuperscript{[website]}

\textsuperscript{36} Recycling Network – Waarom is er (nog) geen statiegeld op plastic flesjes en blikjes in Nederland en België? (Why isn’t there deposit system for plastic bottles and cans in The Netherlands and in Belgium (yet)?). 2017 \textsuperscript{[website]}

\textsuperscript{37} Thoden Van Velzen E.U., Bos-Brouwers H.E.I. – Analyse van het Nederlandse Statiegeleysysteem voor PET flessen (Analysis of the Dutch deposit return system for PET bottles). Wageningen UR Food & Biobased Research 2012 \textsuperscript{[report]}

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where the bags with deposit bottles are emptied into a counting machine and the bottles are scanned on barcodes. In their contract with SRN producers assume a “transport obligation” and have to organise the transport of collected bottles from retailers to a counting centre.

After the count, the bottles are compacted and can be sold and/or transported to locations where the bottles are recycled. Each bottle has an EAN-code which allows “individualising” it, i.e. identifying the respective producer. Based on counting outcomes, SRN distributes the deposits and handling fees to retailers, and writes reports for all members.

The retail chains Aldi and Lidl have their own closed systems. At Aldi, the bottles are automatically compacted immediately after ingestion in the RVM. At Lidl, the bottles are automatically deposited with a lift in large transparent bags. For both systems, no separate centre is necessary for counting and settlement between the various supermarkets. At Aldi, for example, settlement between the various branches takes place via the cash register.

Producers

According to current legislation, producers who put packed beverages on the market should charge a deposit on that packaging. They remain the owner of the material while outsourcing DRS-related activities to SRN and can therefore decide what SRN does with that material: transport the collected PET to a recycler in order to make new bottles or sell the materials collected. As not all bottles are brought back to the retailer, the “unredeemed deposits” are collected by the importers/producers.

Retailers

The retailers are responsible for organisation of collection of empty beverage containers that are subject to deposit from consumers. In order to facilitate deposit-refund service they install RMVs at their stores. In 2017, there were a total of 4,200 RVMs across the Netherlands.

Consumers

The consumer is required to pay the deposit at the retailer. The reverse logistics start when the consumer takes back the plastic bottle to the retailer and receives the 0.25 EUR deposit back. Deposit money for refillable glass beer bottles is set at 0.1 EUR.

Supervision

Supervision of compliance with the Packaging Management Decree of 2014 and administrative enforcement are the responsibility of the Ministry of Infrastructure and the Environment. The manufacturer or importer who places more than 50,000 kg of packaging annually shall submit yearly reports to the Ministry of Infrastructure and the Environment by 1 August each year about its implementation of the DRS during the preceding year. The report shall be accompanied with the documents demonstrating the accuracy of the information in the report.

38 Stichting Retourverpakkingen Nederland – Werkwijze (Method) [website]
39 CE Delft – Costs and impacts of a deposit on cans and small bottles in the Netherlands. 2014 [website]
42 Recycling Network – Waarom is er (nog) geen statiegeld op plastic flesjes en blikjes in Nederland en België? (Why isn’t there deposit system for plastic bottles and cans in The Netherlands and in Belgium (yet)?)? 2017 [website]
44 Recycling Network – Waarom is er (nog) geen statiegeld op plastic flesjes en blikjes in Nederland en België? (Why isn’t there deposit system for plastic bottles and cans in The Netherlands and in Belgium (yet)?)? 2017 [website]
45 Overheid.nl – Besluit beheer verpakkingen (Packaging management decree). 2014 [website]
RESULTS

In the Netherlands, it is estimated that around 5.7 billion of cans and bottles are placed on the market yearly. Around 38.5% (2.19 billion) of these are refillable glass bottles subject to deposit. PET bottles larger than 0.75 l constitute around 1% (620 million)\(^\text{46}\).

With regards to the system’s results, it is estimated that approximately 95% of large PET bottles are returned through the current DRS system and almost all are recycled. The remaining part of large PET bottles (2-5%) is collected either through the Plastic Heroes system, residual household waste or ends up in litter\(^\text{47}\). The return rate for reusable glass bottles is estimated to reach 90%\(^\text{48}\).

All bottles are recycled; most of them into new bottles, but that depends on the destination the producers choose for their bottles as they can sell the bottles themselves.

Regarding litter, it is estimated that, in 2015, large PET bottles constituted 0.3% of total packaging waste found in litter. The share of glass bottles was 0.6% accordingly\(^\text{49}\).

Based on the results of recently conducted polls with regards to the extension of the DRS system, the general perception of the DRS in the country appears more positive than negative. A poll conducted in 2016 shows that 74% of the Dutch population is positive about the extension of the deposit system to small bottles and cans\(^\text{50}\). In 2018, the number increased to 80%\(^\text{51}\). However, a poll conducted in 2015 also suggests that 46% of respondents would support bringing together the two systems of the deposit-refund and Plastics Heroes\(^\text{52}\).

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\(^{46}\) CE Delft – Costs and impacts of a deposit on cans and small bottles in the Netherlands. Update. 2017 [website]
\(^{47}\) CE Delft – Costs and impacts of a deposit on cans and small bottles in the Netherlands. Update. 2017. p. 18 [website]
\(^{48}\) A European Refunding Scheme for Drinks Containers, European Parliament, DG for External Policies, 2011 [document]
\(^{49}\) CE Delft – Costs and impacts of a deposit on cans and small bottles in the Netherlands. Update. 2017. p. 18 [website]
\(^{50}\) Radar – Drie kwart wil statiegeld op flesjes en blikjes (Three quarters want deposit system for bottles and cans). 2016 [website]
\(^{51}\) Revealed by market researcher GTK: Delaying the expansion of the deposit system ignores calls from society and is bad news for the environment, 2018 [website]
\(^{52}\) TNS Nipo – Van statiegeld naar Plastic Heroes hoe groot is het draagvlak hiervoor? (From Deposit system to Plastic Heroes how big is the support for this?). 2017 [document]
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Nedvang – Home [http://www.nedvang.nl/] Accessed in December 2018

NVC Netherlands Packaging Centre – No mandatory deposit for beer bottles [https://www.en.nvc.nl/news/item/nl-staatssecretaris-mansveld-gaat-statiegeld-op-bierflesjes-niet-verplicht-stellen/] Accessed in December 2018

NVC Netherlands Packaging Centre – What consumers think about ending the deposit system, 2015 [https://www.en.nvc.nl/news/item/nl-wat-vinden-consumenten-van-beeindigen-statiegeld/] Accessed in December 2018

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Statiegeldalliantie – 21 organisaties uit Vlaanderen en Nederland slaan de handen in elkaar voor statiegeld (21 organisations from Flanders and The Netherlands join forces fo a deposit system). 2017 [https://statiegeldalliantie.org/2017/11/412/] Accessed in December 2018

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Disclaimer

This country report is based on publicly available information gathered by ACR+ team and validated by Stichting Retourverpakking Nederland (SRN).
Deposit-refund systems for one-way beverage packaging in Europe

This country report is part of a wider study of ten deposit-refund systems in Europe covering the following countries: Croatia; Denmark; Estonia; Finland; Germany; Iceland; Lithuania; the Netherlands; Norway and Sweden.

The full report is available for ACR+ members on www.acrplus.org.