

# Welcome Back!



# Cross Canada: The Changing Tides of EPR

Mike Birett

CIF

# EPR/IPR is Gaining Momentum

- Significant recent activity
  - Proposed new program in BC
  - 75% EPR Program in Saskatchewan
  - Stewards working on harmonization under CSSA
  - Sharps & pharma reg speaks to a new view
  - Environmental Commissioner roundtable on EPR
  - OWMA published their ReThink Waste report

# What Does an IPR World Look Like?

- With 100% responsibility comes 100% authority
  - Fee for service system
- What happens to established programs?
- How will accessibility & service levels be affected?
- What about enforcement?

# Speakers

- Alec Scott, AMO/WDO
  - CNA/OCNA Update
- Darryl Drohomerski, City of Winnipeg
  - Winnipeg Recycling Program
- Shelly Nicolle-Phillips, Saskatchewan Environment
  - Saskatchewan Programs
- Glenda Gies, Multi-Material British Columbia
  - Producer Responsibility for Packaging and Printed Paper in British Columbia

# CNA/OCNA Update

Alec Scott  
AMO/WDO



- Cross country telephone survey done in late 2012
- No consistent handling of CNA/OCNA
- Provincial Programs range from:
  - non existent;
  - voluntary contributions from newspapers & other stewards;
  - partial EPR / IPR; to
  - model approaching full IPR.
- We'll hear from BC, Saskatchewan & Manitoba

# British Columbia

- Newspapers do not pay - run by municipalities
- Multi-Material BC PPP Stewardship Plan submitted Nov. 2012 (February 2013 update)
  - Implementation: May 19, 2014
- No in-kind contribution
  - Treated as a producer like others
  - Newspaper to pay 100%

# Prairies

- Alberta: individual Municipal Funding
- Saskatchewan: 100% municipal funding
  - Recent legislation has moved benchmark to 75% EPR – all cash for newspapers
  - Household Packaging & Paper Stewardship Program Regulations passed: February 11
- Manitoba: up to 80% net eligible program costs
  - Efficient collection/processing of designated material
  - \$23.80/T steward obligation paid by province; tax based funds from Sustainable Development Innovation Fund
  - \$10/T is landfill operator obligation for all wastes

# Central Canada

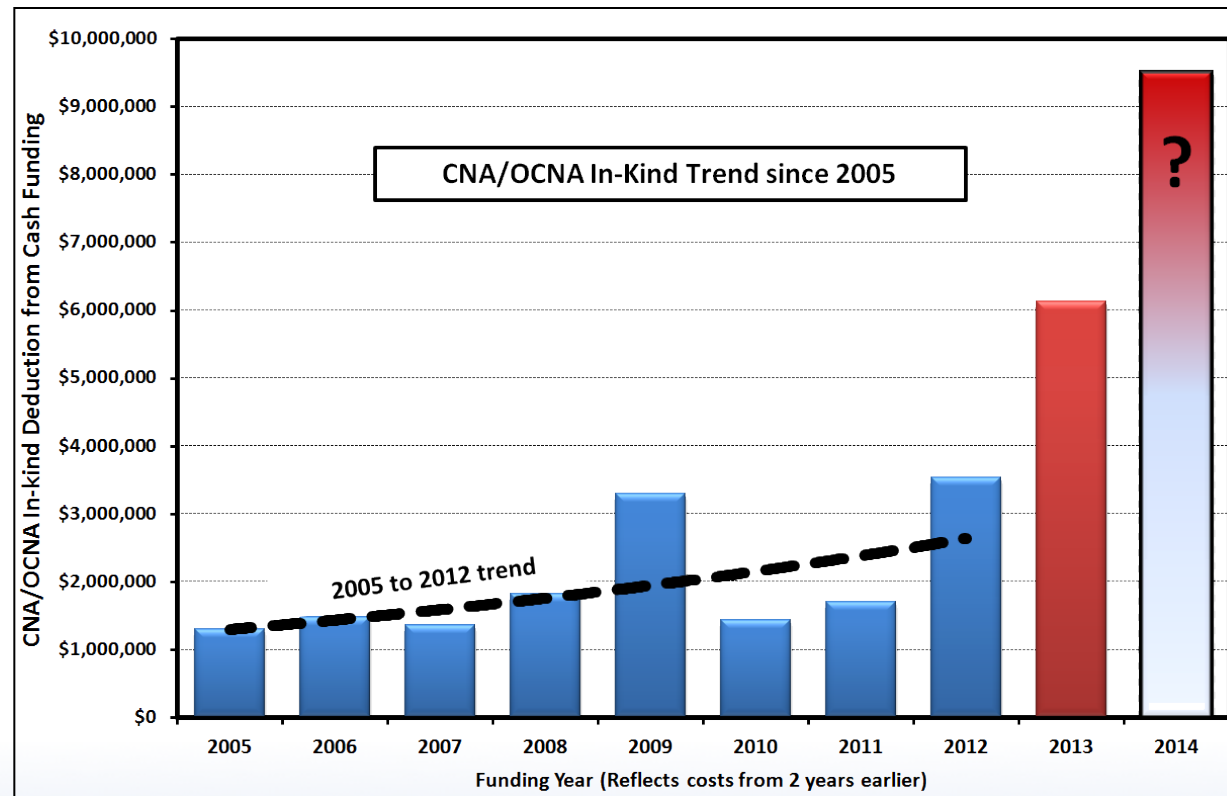
- Ontario
  - 50% Steward Obligation
  - CNA/OCNA pay municipal obligation as “in-kind” & steward obligation as cash
- Quebec:
  - Province can limit annual steward compensation payable
  - Newspaper obligation cap of \$6.46 million
  - In-kind not to exceed \$3.42 million (53%)
  - After 2015, not to exceed 50%

# Maritimes

- New Brunswick & Newfoundland
  - no provincial funding/no program
- Prince Edward Island
  - \$205/year: all residents incl. waste & recyclable pick up plus free depot drop off
  - Daily newspapers donate 13" × 5" every second Saturday for waste diversion ads
  - Residential & business sector users fund provincial waste administration
- Nova Scotia
  - Voluntary stewardship agreement; in-kind at "non-profit" rate
  - Quarterly tracking by Resource Recovery Fund Board

# The Ontario Situation

- Strong concern with escalating rates & uncertainty
- Unchecked obligation may exceed 10% of negotiated settlement
- Municipalities & CNA/OCNA stewards need to work with SO



# Concern - Allocation of Generation Rates

- Generation rates for some material categories appear somewhat arbitrary & require further clarification
  - CNA/OCNA & flyers are collected together
  - CNA/OCNA & flyers are processed together
  - CNA/OCNA & flyers are marketed together

*Why aren't their fees the same?*

# Concern - Aggregation/Disaggregation

- Printed paper materials are the only materials where material fees are aggregated [calculated as a group] as well as separately
  - Aggregation significantly increases the costs for newsprint since other paper streams are more expensive to process
  - Without aggregation, CNA/OCNA in-kind **drops by as much as 25%**

# Concern - Equalization Payments

- PIM rewards materials >60% recovery rates
  - materials below 60% pay into an equalization fund
  - Equalization penalties increase as recovery rates decrease
- Problem – equalization does not reflect single stream reality
  - Printed papers are equalized separately from containers
  - Printed papers are also partially aggregated
  - Printed papers all pay a penalty regardless of recovery

# Winnipeg Recycling Program

Darryl Drohomerski, C.E.T.  
City of Winnipeg

# How Funding works for Containers & Printed Materials

- Low tipping fees in Winnipeg - \$43.50/tonne
- Two IFO groups
- Multi Material Stewardship Manitoba
  - Responsible for Paper and Packaging Materials
  - Stewards responsible for program funding
- Canadian Beverage Container Recycling Association
  - Away from home beverage container recycling
  - \$0.02 levy on all beverage containers funds this program

# Provincial Master Plan/Direction for recycling Blue Box Materials in Next Five Years

- Province passed legislation in 2009, amendments proposed in 2012
- Five year goal to increase municipalities & aboriginal communities participating in recycling programs
- No discussion about adding or dropping materials in the program in the near future
- Container recycling goal is 75% of beverage containers, but no date as yet

# Extended Producer Responsibility vs. Individual Producer Responsibility

- Rationale for how plan was set up (consider local special circumstances & historic development)
  - Winnipeg City treated as special entity
  - Proximity to markets considered in end use (glass containers)
  - Separate take-back program for film plastics (plastic grocery bags). Not required to collect in curbside program
- Payment for non recovered materials
  - Non program materials considered residue which is capped at 5%; contractor responsible for hauling to landfill & disposal costs

# Program Responsibility (1)

- **STEWARDSHIP RESPONSIBILITY**
  - Establishing & administering waste reduction & prevention programs
  - Education programs for the purpose of waste reduction & prevention
  - Expenditures incurred in the collection, transportation, storage, processing & disposal of the waste for the purposes of waste reduction & prevention programs

# Program Responsibility (2)

- **STEWARDSHIP RESPONSIBILITY**
  - Research & development
  - Promotion & development of activities & economic instruments to encourage waste reduction & prevention
  - Promotion & development for marketing of the products resulting from recycling
  - The appropriate disposal of designated material

# Program Responsibility (3)

- **MUNICIPALITY'S RESPONSIBILITY**
  - Municipal Funding Agreement – agreement to participate
  - Efficient Collection & Processing Program
  - Acceptable end-uses of Collected Materials
  - Program Promotion
  - Consultation with MMSM

# Program Responsibility (4)

- **Methodology for Funding Payments**

- The annual net program costs = eligible gross program costs MINUS reasonable revenue from the sale of recyclables
- MMSM will reimburse up to 80% of the annual net program cost
- Administration costs capped at 5% for programs run by municipality & 3% for contractor operated programs
- Acceptable Residue amount capped at 5%

# Program Challenges

- Funding capped each year
  - Program changes difficult to capture
- Practical vs. theory collection & processing
  - Not a lot of experience at Steward level
- Program change approval
  - Seem to take longer & less control if we want funding

# Eligible Materials (1)

- **Mandatory Materials**
  - Newspapers & flyers
  - Aluminum food & beverage containers
  - Glass food & beverage containers
  - Steel food & beverage containers
  - PET (#1 plastic bottles)

# Eligible Materials (2)

- **Optional Materials**
  - Magazines & catalogues
  - Gable top containers (e.g. milk cartons)
  - Boxboard (e.g. cereal boxes)
  - Telephone directories
  - Residential corrugated cardboard
  - Aseptic packaging (e.g. juice boxes)
  - HDPE (#2 plastic) containers
  - #4, 5 & 7 household plastic containers

# Eligible Materials (3)

- **NOT COLLECTED IN THE WINNIPEG PROGRAM**
  - Plastic Bags (plastic film)
  - Fiber Cans (with metal/plastic bottom & lid)
  - Paper hot drink cups, Paper ice cream containers
  - Expanded Polystyrene(foam packaging)
  - Beverage Pouches

# Contact Information

- Darryl Drohomerski  
Manager of Solid Waste Services  
City of Winnipeg  
phone – 204-986-4484  
[ddrohomerski@winnipeg.ca](mailto:ddrohomerski@winnipeg.ca)

# Saskatchewan Programs

Shelly Nicolle-Phillips

Senior Waste Management Coordinator

Waste Stewardship & Recycling Section

Ministry of Environment

# Current EPR Based Programs - Regulated

## **The following programs are supported by regulations:**

- Used Oil & other Automotive Products
- Scrap Tires
- Waste Paint
- Waste Electronics
- Household Packaging & Printed Materials  
(regulations passed February 6, 2013)



# Current EPR Based Programs - Voluntary

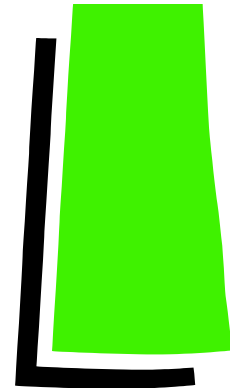
- Refillable Beer Bottles
- Dairy Containers
- Cell Phones
- Rechargeable Batteries
- CFL Bulbs
- Pesticide Containers
- Automotive Batteries



# Current EPR Based Programs – Government Operated

## Beverage Container Program

- Government owned & oversight
  - Both deposit & environmental handling fee
- Operated by SARCAN
  - 71 recycling centres & two processing plants
  - Also operate collection centers for paint & electronics
  - Social benefit
    - Over 600 employees of all abilities
    - One of the largest affirmative employers in Canada
- One of the most efficient recyclers in North America & has one of the highest return rates



# Multi-Material Recycling Program (MMRP)

- Regulations came into effect on February 7, 2013
- Program is based on a 75/25 split between industry stewards & municipalities
- Program plan is currently being developed by industry stewards
- Multi-Material Stewardship Western (MMSW) has been formed & represents many industry stewards
- All obligated stewards must participate financially in the program – no exemptions, no in-kind service in place of fees

# Multi-Material Recycling Program (MMRP)

## What is captured under the program?

- Packaging – glass, metal, paper, boxboard, cardboard, paper fibre or plastic or any combination
- Paper – flyers, brochures, booklets, catalogues, telephone directories, newspapers, magazines, paper fibre, & paper used for copying, writing or any other general use



# Multi-Material Recycling Program (MMRP)

## **Role of Industry Stewards:**

- Operate a Product Management Program (PMP) approved by the Minister; or
- Enter into an agreement with another party to operate an approved PMP on their behalf
- Ensure the PMP is operated according to the regulations

# Multi-Material Recycling Program (MMRP)

## **The PMP must include details describing:**

- how the program will be structured, governed & operated
- consideration of various interests including existing recycling service providers & municipalities
- the public education & communication strategy
- how financial disputes related to the program will be resolved
- the policies & procedures to be followed by participants in the program &
- etc...

# Multi-Material Recycling Program (MMRP)

## **Role of Municipalities:**

- Decide on whether or not to participate in program
- Decide what level of service is appropriate for their community
- Operate recycling programs as per agreement with MMSW
- Operate an efficient & effective program
- Cover at least 25 per cent of the net costs of operating the program

# Multi-Material Recycling Program (MMRP)

## **Provincial Government Role:**

- Enact regulations
- Minister of Environment approves PMP
- Receive reports & ensure approved PMP is operated as approved
- Enforcement as necessary
- Regulatory changes as necessary

# Multi-Material Recycling Program (MMRP)

## Role of the Public

- Participate in program!



# Future Programs

- Agricultural Plastics
  - Currently under development /consultation
  - Anticipated implementation in 2014
- Household Hazardous Waste
  - No timeline yet established
- Others?

# **Producer Responsibility for Packaging and Printed Paper in British Columbia**

Glenda Gies  
Project Manager  
Multi-Material  
British Columbia

# Presentation Overview

- BC Context for Packaging and Printed Paper (PPP) Producer Responsibility
  - Municipal Role & Responsibilities
  - Existing EPR Programs
  - Ministry of Environment
  - Municipal Policy Position
- Producer responsibility for PPP in BC
  - Roles & Responsibilities
  - What is Changing
- What does this mean for Ontario?

# Municipal Role & Responsibilities (1)

- Local Government Act, 1996
  - Responsibility for planning
- Environmental Management Act, 2003
  - Regional districts (RD) required to develop solid waste management plans for provincial approval
    - Led to municipal diversion targets, related activities
  - Bylaw authority to licence waste facilities in/waste transport through RD subject to provincial approval

# Municipal Role & Responsibilities (2)

- No equivalent to Ontario's Reg. 101 for Blue Box Waste
- Local governments are delivering PPP programs
  - ~80% of households receive collection service
  - 25 local governments also provide depots
  - 28 local governments provide depot-only service
- Most collection services delivered via contractors
  - A few exceptions e.g. City of Vancouver
- Most PPP processing via private sector contractors
  - A few not-for-profit organizations in municipally-owned multi-stream MRFs with mostly manual sorting
  - No large municipally-owned MRFs with investment in mechanical sorting systems

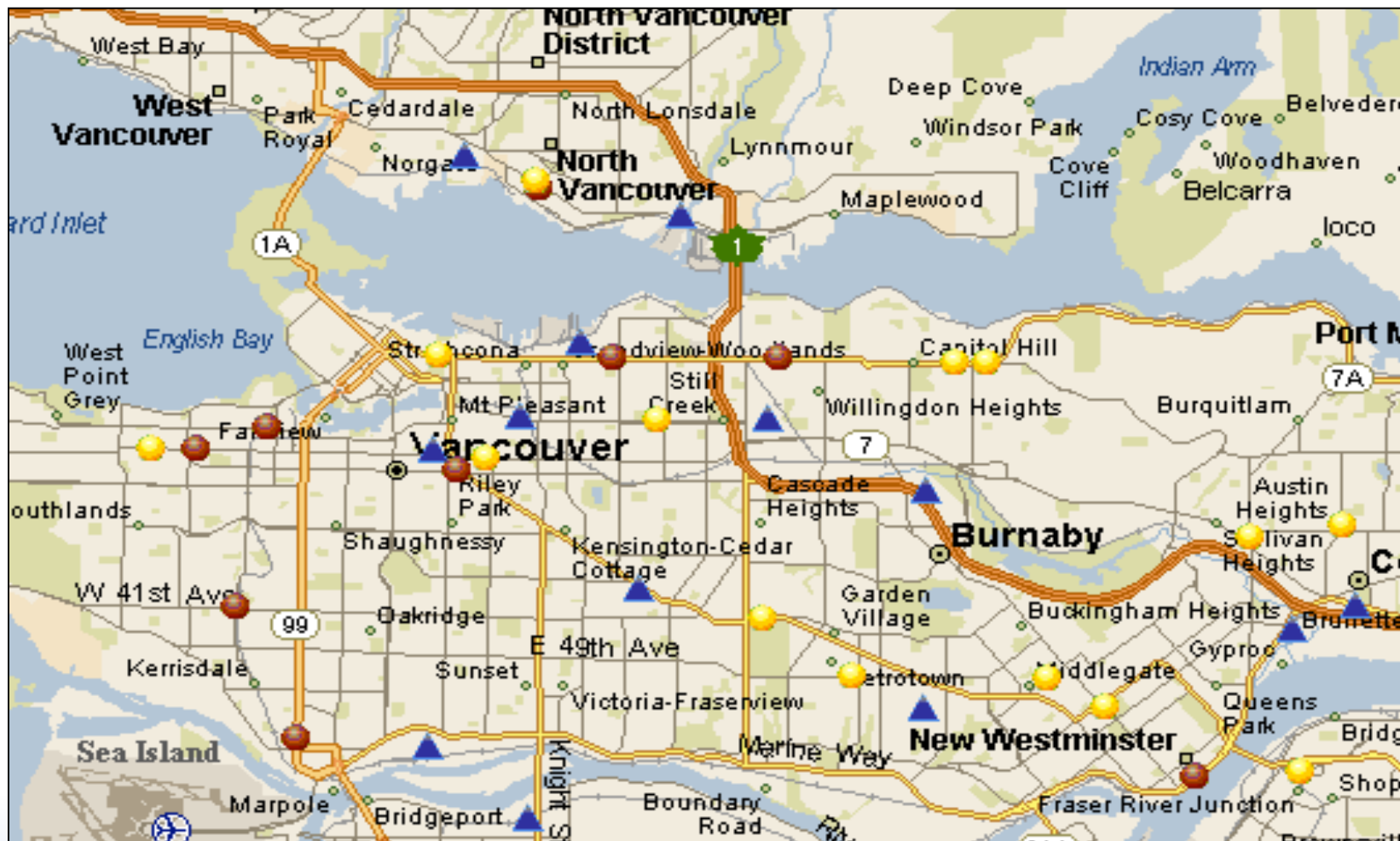
# Existing EPR Programs

- Used tires, used oil materials
- Beverage containers (except milk)
- Leftover paint/paint containers, domestic pesticides, solvents/flammable liquids, antifreeze, gasoline
- Pharmaceuticals
- Single-use, rechargeable, lead acid batteries
- Small & large appliances
- Electronic/electrical equipment including toys
- Fluorescent lamps, smoke detectors, thermostats
- Cell phones

# Existing EPR Systems

- All existing EPR programs operate using
  - Return-to-retail
    - Auto retailers accept used tires & used oil
    - Pharmacies accept pharmaceuticals
    - Some do-it-yourself big box stores accept paint, batteries, fluorescent lamps, cell phones
    - Grocery stores accept beverage containers
  - Private sector depots
    - ~ 75 locations accept range of EPR materials
    - ~ 200 locations only accept beverage containers
  - None use municipal collection services

# EPR Program Depots in Metro Vancouver



# Ministry of Environment

- Described 'Why packaging and printed paper?' in presentation to SWANA in September 2011
  - Public discontent
    - 262 letters to Minister over last 5 years
    - 20,000 inquires to provincial recycling hotline in 2010
  - Local government demand
    - 20% to 30% (by weight) of landfill despite curbside programs
    - Increasing costs
    - Landfill & incinerator siting issues
  - Canada-wide Action Plan for EPR
    - Requires EPR for PPP by 2015
    - Commitment by BC government

# Municipal Policy Position

- Union of British Columbia Municipalities (UBCM) established PPP Working Group
- Developed PPP Policy Paper with 24 recommendations
- Policy paper summarized recommendations as
  - Producers responsible for all PPP including ICI within 3 years
  - Program should
    - Provide equitable level of service for urban/rural
    - Maintain or exceed existing levels of service
    - Provide first right of refusal to local governments to provide PPP services
    - Include incentives for producers to redesign PPP

# Under EPR - Role of Producers

- Individual producers responsible to either
  - Submit a plan to MOE Director
  - Be part of a plan submitted by an agency
- Multi-Material British Columbia's (MMBC) PPP Stewardship Plan is required to
  - Achieve, or be capable of achieving, 75% recovery within a reasonable time
  - Provide for reasonable access
  - Provide for collecting & managing PPP from residential premises & streetscapes (i.e. public spaces)

# Under EPR - Role of Municipalities (1)

- No municipal role defined in regulation
  - Producers not required to involve municipalities
- PPP Stewardship Plan
  - Proposes to offer financial incentive to municipalities currently providing PPP or garbage curbside collection to provide PPP curbside collection
  - If municipality declines, MMBC will implement competitive procurement process to retain a contractor to deliver PPP curbside service

## Under EPR - Role of Municipalities (2)

- PPP Stewardship Plan proposes to offer financial incentive to any qualified organization to
  - Collect PPP from multi-family buildings
  - Operate staffed depot to receive PPP from residents
- Organizations could include local governments, private companies & not-for-profit organizations
  - To encourage competition on services to multi-family buildings to improve performance
  - So that existing depots are able to participate in PPP collection system

# Financial Arrangements

- Financial incentive for collection services set by MMBC
  - To reflect value of efficient collection service
  - To act as market-clearing mechanism to collect available PPP
- Municipalities can choose to accept or decline
  - If municipalities accept, MMBC will contract with local government to provide collection service subject to terms & conditions
  - If municipalities decline
    - MMBC will deliver service where local government currently provides PPP curbside collection service & may deliver service where local government currently provides garbage curbside collection service
    - Others can accept incentive to provide multi-family building & depot collection services
- MMBC will contract directly for transfer, transport, processing

# What is Changing?

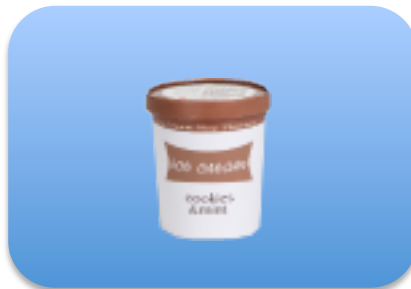
- MMBC is proposing to
  - Collect uniform list of PPP across BC
  - Collect all types of recyclable PPP
  - Implement R&D for PPP not currently recyclable with objective of including in collection system
  - Improve material quality, reduce residues
  - Remove glass from commingled collection
    - Collect at depots or via segregated periodic collection
  - Encourage consolidation & transfer through province-wide procurement process for post-collection services
  - Track PPP to final destination
  - Report against a pollution prevention hierarchy that includes reduce, reuse, recycling, recovery & landfill

# Expanding Types of PPP Collected (1)

Proposing to collect at curbside & multi-family buildings



Gabletop  
containers



Polycoat packaging  
(e.g., frozen food)



Aseptic packaging  
(e.g., rice/soy milk  
& soup cartons)



Multi-laminated paper packaging  
(e.g., microwaveable  
paper containers)



Hot & cold drink cups  
(paper & plastic)

# Expanding Types of PPP Collected (2)

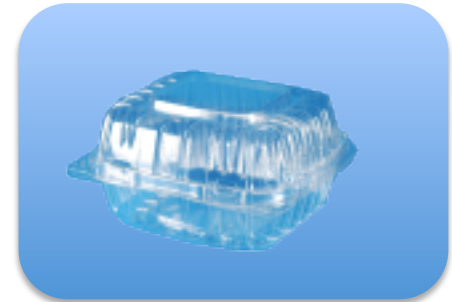
Proposing to collect at curbside & multi-family buildings



Empty aerosol containers  
(steel & aluminum)



Aluminum foil  
containers



Clamshells (PET &  
rigid polystyrene)



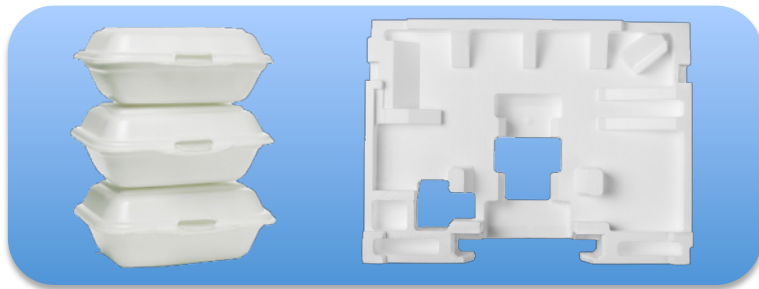
Plant pots



Spiral wound cans

# Expanding Types of PPP Collected (3)

Proposing to collect at depots



Foam polystyrene



Polyethylene Film

# What is Changing?

- MMBC has an opportunity to
  - Collect broader list of PPP consistently across province
  - Meet expectations of more producers to be ‘in the box’
  - Provide province-wide public education based on consistent list of PPP collected
  - Directly deliver PPP curbside collection in some areas
  - Deliver reasonable access
  - Become directly involved in resolving processing & marketing challenges
  - Deliver an efficient & effective PPP system
  - Deliver 75% recovery over a reasonable time

# What Does this Mean for Ontario?

- If MMBC delivers on these expectations
  - Ontario producers will want their PPP in Blue Box (BB)
  - Ontario producers will increasingly call for input into
    - Design & delivery of PPP collection services e.g.
      - PPP collected
      - Quality of PPP collected
    - Design & delivery of post-collection services e.g.
      - Consolidation & transfer
      - MRF rationalization
    - Determining effective system at reasonable cost

# To Follow MMBC Activities

Check MMBC website for updates

[www.multimaterialbc.ca](http://www.multimaterialbc.ca)

Register to be on mailing list

# Questions?



# Closing Remarks

Mike Birett  
CIF

**See you at the  
fall ORW!**

*Thank you to ORW  
speakers, attendees  
& support team*

