



To: Public Works and Transportation Committee

Date: March 2, 2012

From: Tom Stewart, AScT.
Director, Public Works Operations

File: 10-6370-00/Vol 01

Re: **BC Stewardship Regulation Relating to Packaging and Printed Paper**

Staff Recommendation

That the staff report dated March 2, 2012 regarding BC Stewardship Regulation Relating to Packaging and Printed Paper, be received for information.

Tom Stewart, AScT.
Director, Public Works Operations
(604-233-3301)

Att. 1

FOR ORIGINATING DEPARTMENT USE ONLY		
CONCURRENCE OF GENERAL MANAGER		
REVIEWED BY TAG	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>
REVIEWED BY CAO	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>

Staff Report

Origin

This report provides information regarding an amendment to the B.C. Environmental Management Act Recycling Regulation to include a stewardship program for Post-Consumer Packaging and Printed Paper in B.C.

Analysis

Background

On May 19, 2011, the B.C. Government amended the Recycling Regulation to include the Packaging and Printed Paper Product category (PPP) (Schedule 5). As a result of this amendment, all PPP producers must submit a stewardship plan for the management of these materials to the Ministry of Environment by November 19, 2012 and implement the recycling program by May 19, 2014. The Regulation applies to residential premises and municipal property but *not* industrial, commercial or institutional property. The Regulation requires producers to be 100% responsible for the life cycle management of their products, including collection, processing and marketing for all PPP throughout the province.

To respond to the stewardship plan and implementation requirements, the producers have established one representative agency, Multi-Materials B.C. (MMBC). MMBC is a non-profit agency, the Board of which is made up of representatives of the following groups:

- Retail Council of Canada
- Food and Consumer Products of Canada
- Canadian Federation of Independent Grocers
- Canadian Restaurant and Food Services Association
- Canadian Newspaper Association

Items Included in Packaging and Printed Paper Product Category

Packaging and printed paper is defined in the regulation as follows:

- Printed paper means “paper that is not packaging, but is printed with text or graphic as a medium for communicating information, and includes telephone directories but does not include
 - (a) other types of bound reference books,
 - (b) bound literary books, or
 - (c) bound text books.”
- Packaging is defined as “a material, substance or object that is:
 - (a) used to protect, contain or transport a commodity or product, or
 - (b) attached to a commodity or product or its container for the purpose of marketing or communicating information about the commodity or product.”

An example list of products that will be included in the new PPP program is included in **Attachment 1**. The listing is broken down into those items already included in typical municipal recycling collection programs vs. new items that will fall under the PPP program definitions. Staff note that beverage containers (except milk containers) are not included since they are already included in the deposit/refund stewardship program.

Current Status

MMBC is currently in the process of preparing the product stewardship plan for submission to the Province. The plan will require the Province's approval to ensure it meets the intent of the regulation. To assist in this process, MMBC has retained a consultant to prepare a steady state assessment (i.e. "Current System for Managing Residential Packaging and Printed Paper in British Columbia"); and an options document ("Packaging and Printed Paper Stewardship Program Design Options"). The steady state assessment document basically identifies the current collection, processing and marketing infrastructure in the province. The design options document identifies a multitude of options for managing these various aspects of the PPP regulation. While the wide variations provided made it difficult to make meaningful comparisons, the design options centre around four key possibilities:

1. MMBC creates a business branch to provide all the services;
2. MMBC contracts with others to provide the services;
3. MMBC provides financial incentives;
4. Any combination of the above options.

As part of their consultation process, the above documents were presented at a public workshop forum on February 14th held in Vancouver. Richmond staff were in attendance. Comments on these two documents were to be submitted by February 28th. In particular, municipalities were asked to confirm the information about their programs as contained in the steady state assessment. Richmond staff have provided feedback directly to MMBC on this document. In addition, on behalf of member municipalities, Metro Vancouver provided feedback principally on the PPP Design Options document. Key points highlighted included: proposed criteria for evaluating the various options; clarification of jurisdictional issues relating to collection on municipal lands; potential challenges for consideration; need for municipal autonomy in program delivery with appropriate compensation provided; and additional questions for consideration.

A copy of the steady state assessment or design options reports are available at: Stewardship Agencies of BC - <http://bcstewards.com/mmbc.htm>.

Impact to the City of Richmond

The impacts of this new regulation to local governments are not known at this time. They will become more evident once the proposed product stewardship plan, which will identify how industry intends to meet the requirements of the regulation, is provided. The impacts could range from MMBC providing all recycling collection services for PPP products, to more of a status quo arrangement, where producers offset municipal costs (or a portion thereof) for providing recycling services. How services are delivered may also vary between urban vs. rural

environments. This is all very subjective at this stage without knowing what the stewards will propose, however, staff will report to Council with more information as it becomes available.

What is known at this stage is that the regulation applies to all products currently collected in the City's blue box (single-family) and blue cart (multi-family) recycling programs, as well as to the PPP products accepted at the Recycling Depot. In addition, packaging materials currently disposed of in the garbage (meat trays and wraps, chip bags, milk cartons, etc.) will also be included, as will PPP materials in public streetscapes, parks, etc. (i.e. public spaces recycling program).

This legislation is quite different from other industry stewardship programs, which have principally focused on items not already included in municipal recycling programs. It is the first legislation of its kind that places total responsibility for PPP management on producers, and requires 100% industry funding. However, because the regulation does not apply to commercial premises, it is interesting to note that there will be some variations. For example, if an individual consumes a cup of coffee from a disposable cup inside a commercial establishment and disposes of it there (or in another commercial establishment), the coffee cup *is not* covered under the regulation. However, as soon as the individual walks outside of the commercial establishment onto a public streetscape or takes the disposable coffee cup home for disposal, the coffee cup *is* captured by the regulation.

Municipalities have agreed to work collectively to ensure that common issues and concerns are understood and addressed. As part of this, Richmond staff have participated in a number of discussions at the Metro Vancouver level on this issue that has resulted in a municipal issues document which has also been provided to MMBC. This document includes issues such as emphasis on the waste reduction hierarchy (i.e. packaging reduction), design for environment principles, maintenance or improvement of service levels, etc. as well as other general issues for consideration of the MMBC group as they move forward on this important legislative initiative.

Next Steps

MMBC will be using the information from the steady state assessment and design options documents to prepare their stewardship plan for submission to the Province by November 19, 2012. The stewardship plan will require provincial approval prior to scheduled implementation on May 19, 2014. Prior to being submitted to the Province, stewardship plans must undergo public consultation. Once the stewardship plan is made available as part of the consultation process, City staff will provide additional information to members of Council on the potential impacts to the City.

A consolidated summary timeline is provided in Table 1 for information. Table 2 lists the specific industry representatives on the Board of MMBC.

Table 1: PPP Stewardship Plan/Regulation: Timelines and Consultation

Timeline	Description
May 19, 2011	The government of BC added Schedule 5 to the BC Recycling Regulation
February 14, 2012	MMBC Packaging and Printed Paper Stewardship Program Workshop and Webcast on Steady State Assessment and Design Options Document
February 28, 2012	Comments due to MMBC on above
Spring, 2012	Industry consultation with stakeholders on stewardship plan
November 19, 2012	Deadline to submit Stewardship Plan to the Ministry
May 19, 2014	Program implementation

Table 2: MMBC Board of Directors

Name	Title	Company
Allen Langdon	Vice President, Sustainability	Retail Council of Canada
Gary Sands	Vice President	Canadian Federation of Independent Grocers
John Hinds	CEO	Canadian Newspaper Association
Mark von Schellwitz	Vice President, Western Canada	Canadian Restaurant & Foodservices Association
Rachel Kagan	Senior Director, Environment and Sustainability Policy	Food & Consumer Products of Canada

Financial Impact

None.

Conclusion

The B.C. Government amended the Recycling Regulation to include the Packaging and Printed Paper Product category. This requires that producers implement a stewardship program by May 19, 2014. This is the first legislation of its kind. As the regulation applies to many of the materials currently collected in the City's recycling programs, there will be an impact to the City's programs. Until the draft stewardship plan has been prepared by MMBC, it is not yet clear what those impacts will be. Staff will continue to monitor this issue and report back to Council once the details of the stewardship plan are made available.



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Attachment 1

Following is an example list of products that will be included in the new PPP EPR program:

Material Type	Typical Municipal Collection	Items in PPP EPR
Fibre		
Newspaper and Inserts	✓	✓
Magazines/Catalogues	✓	✓
Phone Directories	✓	✓
Office Paper	✓	✓
Corrugated Cardboard	✓	✓
Milk Cartons	x	✓
Tetra-Paks	x	✓
Coffee Cups	x	✓
Other Printed Paper	✓	✓
Glass		
Glass Bottles & Jars	✓	✓
Metal		
Metal Food & Beverage Cans & Tin	✓	✓
Plastics		
Rigid Plastic Bottles & Containers – Types 1,2,4, & 5	✓	✓
Disposable Shopping Bags & Other Film Plastics	x	✓
Take-Out Food Containers	x	✓
Styrofoam Trays & Packaging	x	✓
Aseptics		
Milk Gable-Tops	x	✓