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TO:	CHAIR AND MEMBERS CIVIC WORKS COMMITTEE MEETING ON JULY 22, 2013
FROM:	JAY STANFORD, M.A., M.P.A. DIRECTOR, ENVIRONMENT, FLEET & SOLID WASTE
SUBJECT:	STATUS REPORT: UPDATE OF ROAD MAP TO MAXIMIZE WASTE DIVERSION 2.0

RECOMMENDATION

That, on the recommendation of the Director – Environment, Fleet & Solid Waste, the addition of plastic garden containers and large pails (up to 20 litres) to the Blue Box program **BE APPROVED** noting that revenue from the sale of these materials will offset most or all of the recycling costs.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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Relevant reports that can be found at www.london.ca under City Hall (Meetings) include:

- Timeline For Major Environmental & Engineering Reports (February 25, 2013 meeting of the Civic Works Committee (CWC), Item #3)
- Status – Green Bin and Modified Garbage Collection Pilot Project (October 1, 2012 meeting of the CWC, Item #4)
- Solid Waste Management Updates (April 23, 2012 meeting of the CWC, Item #17)
- Updates on Green Bin Program and Zero Waste Strategies August 16, 2011 meeting of the Community and Neighbourhoods Committee (CNC), Item #18)
- Update - Green Bin and Modified Garbage Collection Pilot Project Update (February 15, 2011 meeting of the CNC, Item #13)
- Update: Interim Business Plan for Green Bin Program and Zero Waste Strategies (May 10, 2010 meeting of the Environment and Transportation Committee (ETC), Agenda Item #13)
- Interim Business Plan For The Green Bin Program and Zero Waste Strategies (January 11, 2010 meeting of the ETC, Agenda Item #11)

BACKGROUND

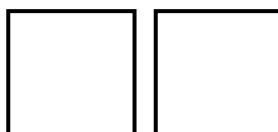
PURPOSE:

The purpose of this report is to provide Committee and Council with an update on the status of the report *Update on Road Map to Maximize Waste Diversion in London* and key details on new proposed provincial waste management legislation.

CONTEXT:

In December 2007 the document *A Road Map to Maximize Waste Diversion in London* (Road Map) was released for public comment and input. This document looked at a wide range of program changes, initiatives and new measures to increase waste diversion. Following extensive consultation on the Road Map the *Interim Business Plan for the Green Bin Program and Zero Waste Initiatives* (Interim Business Plan) was developed and approved by Council in January 2010. The Interim Business Plan required Council approval of each proposed individual program change, initiative or new measure before they could be implemented.

In February 2013, staff informed Council that a report would be coming that would provide an update to the status of the original Road Map and look at potential next steps for achieving higher waste diversion (Road Map 2.0).



On June 6, 2013, Bill 91 was introduced into the provincial Legislature. The government is proposing to replace the existing *Waste Diversion Act, 2002* with the proposed *Waste Reduction Act, 2013* (WRA). The Province is also proposing a new Waste Reduction Strategy (WRS). If passed by the Legislature, the WRA and accompanying WRS will result in significant changes to how recyclables, organics and residential waste (garbage) are to be managed in Ontario (and London).

This report is divided into two parts:

- Part A: Status of *Road Map To Maximize Waste Diversion (Road Map 2.0)*
- Part B: Overview of the Waste Reduction Act (Bill 91) and Waste Reduction Strategy

DISCUSSION

PART A: STATUS OF ROAD MAP TO MAXIMIZE WASTE DIVERSION (ROAD MAP 2.0)

Actions Resulting from Interim Business Plan

Overview details on the status of key components of the Interim Business Plan are summarized on Tables 1 and 2 below:

Table 1 – Measures Implemented

<i>Interim Business Plan Component</i>	<i>Measures Undertaken</i>
✓ New Materials Added to the Blue Box Program	<ul style="list-style-type: none"> • milk and juice cartons • drinking boxes • steel paint cans and aerosol cans • #3, #6 and #7 plastic bottles, tubs and jugs • thermoform PET plastic (e.g., clamshell containers) • cardboard cans
✓ New Materials Added to the EnviroDepots	<ul style="list-style-type: none"> • tires, appliances • used clothing and small household items • batteries • fluorescent tubes & bulbs • empty oil containers • vegetable oil (HSW Depot only)
✓ Convenience and Capacity Added to Blue Box Program	<ul style="list-style-type: none"> • delivered 117,000 large capacity Blue Boxes • delivered 35,000 reusable Blue Bags • added over 50 apartment buildings to the program • added 1,800 Blue Carts to existing apartments • expanded public space recycling
✓ Convenience and Capacity Added to the EnviroDepots	<ul style="list-style-type: none"> • expansion of Oxford EnviroDepot • HSW open 5 days/week, up from 1 day/week • allow small businesses to use HSW Depot
✓ Enhanced Education and Education Programs	<ul style="list-style-type: none"> • Many initiatives over the last 5 years including: <ul style="list-style-type: none"> ○ Sort it Right campaign ○ Plastic Containers are In campaign ○ 12 Days of Cleaning (as part of London Clean & Green)
✓ Behaviour Change and Other Initiatives	<ul style="list-style-type: none"> • Eliminate use of non-compostable bags for the collection of yard materials
✓ Green Bin Pilot Project	<ul style="list-style-type: none"> • four season (yearlong) pilot study completed • 760 homes participated in pilot project which included seasonal collection schedule studied (weekly Blue Box and Green Bin, Weekly garbage in summer and Bi-weekly garbage in winter) • initial reporting to CWC of pilot study results

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Table 2 – Measures In Progress

<i>Interim Business Plan Component</i>	<i>Measures In Progress</i>
Green Bin Program Update	<ul style="list-style-type: none"> comprehensive report on pilot project and city-wide implementation assessment
Collection Frequency Changes (in conjunction with Green Bin)	<ul style="list-style-type: none"> weekly recycling collection seasonal garbage collection (weekly summer and biweekly winter) increase yard material collection to every 5 weeks
New Materials Added to the EnviroDepots	<ul style="list-style-type: none"> unwanted paint not added because of reduced MHSW funding expanded polystyrene foam (still being evaluated)
Convenience and Capacity Added to the EnviroDepots	<ul style="list-style-type: none"> expansion of Clarke Road Depot (in planning stages) proposed 3rd Depot in north end of the City (in planning stages)
Behaviour Change and Other Initiatives	<ul style="list-style-type: none"> reduce container limits (in conjunction with the Green Bin)

Next Steps

Staff are working on an update to the Road Map now that the majority of measures originally proposed have been implemented. Road Map 2.0 will look at potential next steps for continuing to make improvements to the City’s waste management system and achieving higher waste diversion.

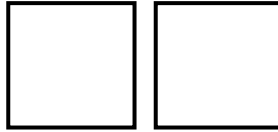
It was originally planned to bring this report to Council in early summer however the completion of this report has been delayed as a result of the introduction of Bill 91 in the provincial Legislature on June 6, 2013. As previously discussed, the government is proposing to replace the existing *Waste Diversion Act, 2002* with the proposed WRA. The Province is also proposing a new WRS. This legislation, if passed, could result in significant changes to how recyclables, organics and garbage are to be managed.

The proposed legislation and the potential impacts from implementation need to be understood before the update to the Road Map can be completed. It is expected this report will be completed by the fall 2013.

Proposed Blue Box Material Additions

Although the complete report cannot be finalized at this time, there are a couple of proposed changes to the Blue Box program that could proceed as the proposed legislation is unlikely affect their implementation. It is recommended that plastic garden containers and large pails (up to 20 litres) be added to the City’s Blue Box recycling program as of October 1, 2013. These changes need to be approved now if they are to be included in the 2013/2014 Waste Reduction and Conservation Calendar.





These materials are recommended because:

- they have stable Ontario and North American markets
- many of these items are currently being placed in the Blue Box (container stream) in error and have been successfully recycled on a trial basis
- there are no processing or collection issues with adding these materials
- there is a negligible cost (less than \$5,000) to adding these materials as processing costs will marginally exceed revenues

Financial, environmental and social considerations as well as technical issues of adding these materials to the City's recycling program are presented in Appendix A.

PART B: OVERVIEW OF THE WASTE REDUCTION ACT (BILL 91) AND WASTE REDUCTION STRATEGY

Background

The proposed WRA and WRS for Ontario is a vision to divert more waste resources from landfill to the benefit of the Ontario economy and environment. This is an outcomes based strategy that will promote Individual Producer Responsibility (IPR) and fully internalize the costs of recycling in the price of products if the WRA is passed.

The City will benefit financially as the reasonable cost of diversion and recycling for designated products will be the responsibility of producers. The WRA if implemented may also provide opportunities for business investment to utilize and manufacture new products from a sustainable stream of new material feedstocks. London's Regional Material Recovery Facility (Regional MRF) could play an important role in processing waste resources for the value chain and manufacturing.

Currently the proposed WRA enshrines the municipal role in collection and processing (which needs to be confirmed) and provides a yet to be defined process by which municipal programs diverting designated materials will be compensated. There are also potential risks in the new IPR regime as producers look for options to manage their waste products that might not include City diversion infrastructure.

Legislation Overview

An overview of the key components of the proposed legislation is presented below:

Individual Producer Responsibility (IPR)

- Establish "Individual Producer Responsibility (IPR)" for the diversion of end of life designated products/wastes producers sell into Ontario.
- Producer responsibility for designated paper and packaging waste entering the ICI sector to be established through the 3R's regulations review.
- Transition of Industry Funded Organizations such as Stewardship Ontario, Ontario Electronic Stewardship and Ontario Tire Stewardship into the new IPR regime over the next four years.

No Eco Fees at the Point of Sale

- Include all-in recycling costs in the advertised shelf price of the product.

Municipal Role

- Require producers to compensate municipalities for the reasonable cost of collection and handling of designated wastes.

Government Role

- Set recycling targets for producers to meet – outcome based approach.
- This will start with industrial, commercial and institutional (ICI) recycling of paper and packaging waste.
- The announcement does not specify what type of targets (i.e. aggregated or material specific) would be implemented. This will be addressed through consultation with stakeholders.
- Clearly define accountability and roles of government, municipalities and producers.

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Waste Reduction Authority

- Create a new Waste Reduction Authority (replace Waste Diversion Ontario) to provide oversight and with the ability to penalize stewards not meeting waste diversion objectives and targets. The intention is to ensure a level playing field for all stewards in a competitive environment.

Blue Box 50% Funding Cap Removed

- The industry/producers Blue Box funding cap is currently at 50% of net Blue Box recycling costs.
- Expect producers to fund a larger share of Blue Box net costs.
- The actual percentage will be addressed over a longer transition period with increases in funding at earlier stages.

Next Steps

Since the WRA and accompanying WRS was made public, waste management organizations across the Province are reviewing and establishing their positions. City staff is actively involved in several of these organizations (e.g., Association of Municipalities of Ontario, Regional Public Works Commissioners of Ontario, Ontario Waste Management Association, etc.) and are following others.

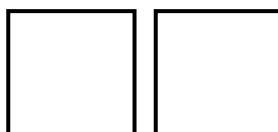
The Ministry of the Environment is holding a series of consultation meetings across the province on the new legislation including a session in London on July 16, 2013. City staff will be in attendance at this session.

Staff will be bringing comments on the WRA and WRS forward to the August CWC meeting for approval at Council. Comments are due by September 4, 2013 through the Environmental Bill of Rights Registry.

ACKNOWLEDGEMENTS

This report was prepared with the assistance of Mike Losee, Manager, Solid Waste Engineering & Planning and Anne Boyd, Waste Diversion Coordinator.

PREPARED BY:	
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APPENDIX A

Table A-1: Overview of Key Environmental, Social & Financial Considerations and Technical Issues of Materials of Adding Materials to the Blue Box Recycling Program

Consideration		Material Recommended to be Added	
		Plastic Garden Containers (e.g., pots, trays, planters)	Large Plastic Pails (e.g., pet food pail)
Environmental	Estimated Annual Tonnes Diverted	50	30
	Estimated Annual Units Diverted (a)	750,000	40,000
	Annual GHG Savings Equivalent to (b)	50 tonnes 12 cars removed from the road	40 tonnes 10 cars removed from the road
Social	Public Support	<ul style="list-style-type: none"> • Strong • Many residents already place in Blue Box 	<ul style="list-style-type: none"> • Strong • Many residents already place in Blue Box
	Resident Issues	<ul style="list-style-type: none"> • Removes some confusion about which plastics are recyclable • Light weight materials may increase street litter on windy days • Residents can return plastic garden containers to many retail outlets 	<ul style="list-style-type: none"> • Removes some confusion about which plastics are recyclable
Financial	Additional Collection Cost (c)	\$0	\$0
	Estimated Processing Cost (c)	\$4,500	\$2,700
	Market/Revenue	<ul style="list-style-type: none"> • Ontario • Stable • \$30 to \$50/tonne (\$1,500 to \$2,500/yr) 	<ul style="list-style-type: none"> • Ontario • Stable • \$30 to \$50/tonne (\$1,000 to \$1,500/yr)
Technical	Collection Issues	<ul style="list-style-type: none"> • None 	<ul style="list-style-type: none"> • None
	Processing Issues	<ul style="list-style-type: none"> • No processing issues • Significant portion of plastic garden containers are already being placed in blue box and are being recycled on a trial basis 	<ul style="list-style-type: none"> • No processing issues • Some large plastic pails are already being placed in blue box and are being recycled on a trial basis

Notes

- (a) Based on average size of units.
- (b) Estimated Greenhouse Gas (GHG) savings are the emissions avoided equivalent to the specified number of cars being removed from the road per year (i.e., the recycling of these materials has avoided the GHG emissions equivalent to the identified number of vehicles per year). GHG savings were estimated using the Waste Reduction Model (WARM) created by the United States Environmental Protection Agency. This model was developed to help solid waste planners and organizations track greenhouse gas (GHG) emissions reductions from several different waste management practices.
- (c) Based on current contract pricing.