

**REGIONAL DISTRICT OF NANAIMO  
SOLID WASTE MANAGEMENT SELECT COMMITTEE  
AGENDA**

Thursday, September 5, 2019

1:30 P.M.

Board Chambers

**Pages**

**1. CALL TO ORDER**

**2. APPROVAL OF THE AGENDA**

That the agenda be approved as presented.

**3. ADOPTION OF MINUTES**

**3.1 Solid Waste Management Select Committee Meeting - June 18, 2019**

**3**

That the minutes of the Solid Waste Management Select Committee meeting held June 18, 2019 be adopted.

**4. INVITED PRESENTATIONS**

**4.1 Single-Use Plastic Update**  
*Staff will present.*

**4.2 Performance Monitoring of New Waste Technology – Sustane Chester**

**4.3 Solid Waste Management Plan Implementation Update**

**5. DELEGATIONS**

**6. CORRESPONDENCE**

**7. UNFINISHED BUSINESS**

**8. COMMITTEE MINUTES AND RECOMMENDATIONS**

**5**

That the minutes of the Solid Waste Plan Monitoring Committee meeting held May 15, 2019 be adopted.

**9. REPORTS**

**9.1 CleanBC - Plastics Action Plan Regional District of Nanaimo Submission 7**

That the Board endorse the submission to the Ministry of Environment and Climate Change Strategy regarding the Clean BC, Plastics Action Plan: Policy Consultation Paper.

**9.2 Brewers Recycled Container Collection Council Plan Draft Consultation Submission 25**

That the Board approve the draft letter prepared by staff and submit to the Brewers Recycled Container Collection Council in response to their draft Container Stewardship Plan.

**9.3 Industrial, Commercial and Institutional Recycling Letter to Minister Heyman 29**

That the Board Chair be authorized to sign the joint letter prepared by the Thompson-Nicola Regional District addressed to the Honourable Minister Heyman requesting that waste sourced from the industrial, commercial and institutional sectors be included in the *Recycling Regulation*.

**10. BUSINESS ARISING FROM DELEGATIONS**

**11. NEW BUSINESS**

**12. ADJOURNMENT**

**REGIONAL DISTRICT OF NANAIMO**  
**MINUTES OF THE SOLID WASTE MANAGEMENT SELECT COMMITTEE MEETING**

**Tuesday, June 18, 2019**  
**1:30 P.M.**  
**Committee Room**

In Attendance:	Director B. Geselbracht	Chair
	Director K. Wilson	Electoral Area A
	Director L. Krog	City of Nanaimo
	Director D. Bonner	City of Nanaimo
	Director E. Hemmens	City of Nanaimo
	Director I. Thorpe	City of Nanaimo
	Director M. Swain	District of Lantzville
Regrets:	Director B. Wiese	Town of Qualicum Beach
Also in Attendance:	Director M. Young	Electoral Area C
	Director B. Rogers	Electoral Area E
	Director L. Salter	Electoral Area F
	P. Carlyle	Chief Administrative Officer
	R. Alexander	Gen. Mgr. Regional & Community Utilities
	L. Gardner	Mgr. Solid Waste Services
	V. Schau	Zero Waste Coordinator
	R. Graves	Recording Secretary

**CALL TO ORDER**

The Chair called the meeting to order and respectfully acknowledged the Coast Salish Nations on whose traditional territory the meeting took place.

**APPROVAL OF THE AGENDA**

It was moved and seconded that the agenda be approved as presented.

CARRIED UNANIMOUSLY

**ADOPTION OF MINUTES**

**Solid Waste Management Select Committee Meeting - May 9, 2019**

It was moved and seconded that the minutes of the Solid Waste Management Select Committee meeting held May 9, 2019, be adopted.

CARRIED UNANIMOUSLY

## **COMMITTEE MINUTES AND RECOMMENDATIONS**

### **Solid Waste Plan Monitoring Advisory Committee Minutes - May 15, 2019**

It was moved and seconded that the minutes of the Solid Waste Monitoring Committee meeting held May 15, 2019 be adopted.

CARRIED UNANIMOUSLY

## **REPORTS**

### **Beverage Containers in British Columbia**

It was moved and seconded that the Board send a letter to the Minister of Environment supporting the BC Product Stewardship Council's recommendations to increase the beverage container recovery rate.

CARRIED UNANIMOUSLY

It was moved and seconded that staff provide an update to the Board on the details, as they become available, on the new federal government initiative to reduce plastic pollution.

CARRIED UNANIMOUSLY

## **IN CAMERA**

It was moved and seconded that pursuant to Section 90 (1)(k) of the Community Charter the Committee proceed to an In Camera meeting for discussion related to negotiations and related discussions respecting the proposed provision of a municipal service that are at their preliminary stages.

CARRIED UNANIMOUSLY

## **ADJOURNMENT**

It was moved and seconded that the meeting be adjourned.

CARRIED UNANIMOUSLY

TIME: 3:22 PM

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CHAIR

**REGIONAL DISTRICT OF NANAIMO  
MINUTES OF THE SOLID WASTE PLAN MONITORING COMMITTEE MEETING**

**Wednesday, May 15, 2019  
3:00 P.M.  
Board Chambers**

In Attendance:	Director B. Geselbracht	Chair
	Director D. Bonner	City of Nanaimo
	Ron Bolin	Member at Large
	Gregg Cherrington-Kelly	Member at Large
	Bob Colclough	Member at Large
	Craig Evans	Member at Large
	Jan Hastings	Member at Large
	Bill Manners	Member at Large
	Alec McPherson	Member at Large
	Jim McTaggart-Cowan	Member at Large
	Fred Statham	Member at Large
	Balakrishna (Viraat) Thammanna	Member at Large
Regrets:	Dean Jones	Member at Large
	Michelle MacEwen	Member at Large
	Peter Urquhart	Member at Large
	Wally Wells	Member at Large
Also in Attendance:	Kyle Young	District of Lantzville
	Larry Gardner	Mgr. Solid Waste Services
	Meghan Ebueza	Solid Waste Planner
	Rebecca Graves	Recording Secretary

**CALL TO ORDER**

The Chair called the meeting to order and respectfully acknowledged the Coast Salish Nations on whose traditional territory the meeting took place.

**APPROVAL OF THE AGENDA**

It was moved and seconded that the agenda be approved as presented.

CARRIED UNANIMOUSLY

**INVITED PRESENTATIONS**

Staff presented on the following items.

- Solid Waste Management Plan
- Solid Waste Management Plan Monitoring Advisory Committee Terms of Reference

- Communications

**ADJOURNMENT**

It was moved and seconded that the meeting be adjourned.

CARRIED UNANIMOUSLY

TIME: 5:46 PM

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CHAIR

**TO:** Solid Waste Management Select **MEETING:** September 5, 2019  
Committee

**FROM:** Meghan Ebueza **FILE:** 5365-02  
Solid Waste Planner

**SUBJECT:** Clean BC – Plastics Action Plan RDN Submission

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## **RECOMMENDATION**

That the Board endorse the submission to the Ministry of Environment and Climate Change Strategy regarding the Clean BC, Plastics Action Plan: Policy Consultation Paper.

## **SUMMARY**

The Regional District of Nanaimo (RDN) 2018 Board approved Solid Waste Management Plan (SWMP) is targeting a waste diversion rate of 90% by 2028. The SWMP relies upon 5% of the waste diversion goal from improvements to existing, or implementation of new, federal and provincial programs such as further advancements with the British Columbia (BC) Extended Producer Responsibility (EPR) program. Clean BC, Ministry of Environment and Climate Change Strategy, is engaging the public to solicit feedback from British Columbians and stakeholders on the path forward to reduce plastics pollution in BC (Attachment 1). The feedback on the Clean BC – Plastics Action Plan will be considered by the Province as part of developing a new regulatory framework for plastic waste in the Fall 2019/Winter 2020.

The proposed submission to the Minister of the Environment and Climate Change Strategy (Attachment 2) recommends bans on single-use packaging that does not have a viable recycling market; expansion of the *Recycling Regulation* to capture all printed paper and packaging regardless of the source; expanding and improving the capture of beverage containers; and reducing the production of new plastics by requiring recyclability and recycled content.

## **BACKGROUND**

The Ministry of Environment and Climate Change Strategy has launched an initiative to reduce plastic pollution in BC and is seeking feedback from stakeholders through the release of the Clean BC – Plastics Action consultation paper with a deadline for written submissions by September 18, 2019, at 4pm. The Ministry is engaging on the development of new policy options and seeking feedback on proposed amendments to improve existing programs. The Consultation Paper poses specific questions related to proposed action in four connected areas as follows:

### **1. Bans on Single-Use Packaging**

*Determining which types of plastic packaging to phase out altogether, as well as any necessary exemptions, such as those for health, safety and accessibility to keep products available for people that need them.*

### **2. More recycling options**

*Dramatically reduce single-use plastic in landfills and waterways: requiring producers to take responsibility for more plastic products, ensuring more single-use items like sandwich bags, straws and cutlery get recycled.*

### **3. Expanding Plastic Bottle and Beverage Container Returns**

*Improving the deposit-refund system to cover all beverage containers – including milk and milk-substitutes – with a 10-cent refundable deposit, keeping millions more containers out of landfills and waterways.*

### **4. Reducing Plastics Overall**

*Supporting effective ways to prevent plastic waste in the first place and ensuring recycled plastic is re-used effectively.*

Plastics, particularly single-use plastics, have been a concern for the RDN and many other Regional Districts across BC. Regional Districts in BC do not have authority to ban the use of single-use plastics under the powers delegated to them by the *Local Government Act* and *Community Charter*. A number of local municipalities have already proceeded to introduce bylaws regulating the use of single use plastics including Vancouver, Victoria, Tofino, and Qualicum Beach. The BC Court of Appeal recently struck down the City of Victoria's checkout bag ban bylaw.

Managing plastic waste is a complex issue and each level of government has different authorities to regulate it:

#### **Government of Canada**

**Role:** Has the ability to regulate plastic products. Also, deals with discharge of waste to the oceans within our territorial limits and to work on the international level to stop dumping on the high seas.

#### **Actions:**

- On June 9, 2018, Canada, France, Germany, Italy, the United Kingdom, and the European Union adopted the Ocean Plastics Charter to demonstrate their commitment to act to address the problem. The Charter lays the groundwork to ensure plastics are designed for reuse and recycling. By signing the Charter, all signees commit to a more resource-efficient and lifecycle approach to plastics stewardship on land and at sea.
- The Government of Canada is taking the following steps to reduce plastic pollution, working with provinces, territories, businesses, and others. This includes ongoing work



through the Canadian Council of Ministers of the Environment to develop an action plan to implement the Canada-wide Strategy on Zero Plastic Waste<sup>1</sup>:

- Banning harmful single-use plastics as early as 2021 under the *Canadian Environmental Protection Act* and taking other steps to reduce plastic waste, where supported by scientific evidence and when warranted – and taking other steps to reduce plastic waste.
- Ensuring that companies that manufacture plastic products or sell items with plastic packaging are responsible for managing the collection and recycling of their plastic waste.
- Working with industry to prevent and retrieve abandoned, lost, or discarded fishing gear, known as ghost fishing gear – a major contributor to marine plastic debris.
- Investing in new Canadian technologies.
- Mobilizing international support to address plastic pollution.
- Reducing plastic waste from federal operations.
- Reducing plastic microbeads in freshwater marine ecosystems.
- Supporting community-led action and citizen-science activities.
- Launching Canada's Plastics Science Agenda.

### **Government of British Columbia**

Role: Provincial governments are also equipped, from the perspective of regulatory authority, to impose bans on single-use plastics that end up in its environment and in the waste stream.

Actions:

- Clean BC – Plastics Action Plan, this provincial consultation is an important opportunity to determine interest on how plastics might be managed and regulated across BC.
- In BC, EPR is an environmental policy approach in which the producer's responsibility for reducing environmental impact and managing the product is extended across the whole life cycle of the product, from selection of materials and design to its end-of-life. The two existing EPR programs in BC that have the greatest impact on plastic production and recycling are Encorp and Recycle BC:
  - Recycle BC – the stewardship program for residential packaging and paper products currently manages a large percentage of the residential plastic packaging in BC. Recycle BC's national service partner, Canadian Stewardship Services Alliance (CSSA) is among more than 350 organizations worldwide to endorse the New Plastics Economy Global Commitment<sup>2</sup> vision of a circular economy for plastics, where plastics never become waste. In addition to

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<sup>1</sup> <https://pm.gc.ca/en/news/backgrounders/2019/06/10/government-canada-taking-action-reduceplastic-pollution>

<sup>2</sup> <https://recyclebc.ca/new-plastics-economy-global-commitment/>

supporting CSSA's endorsement, Recycle BC has made following specific commitments with CSSA in support of the Global Commitment:

- Collaborate with businesses and governments in order to help increase reuse/recycling/composting rates for plastics;
  - Advocate for a system of harmonized EPR regulations across Canada as a critical mechanism for developing circular supply chains; and
  - Advocate for public procurement policies that require increasing amounts of recycled content in packaging and products and 100% recyclable plastic packaging as effective and visible means of promoting circular economy outcomes.
- Encorp – the stewardship program for all ready-to-drink beverage containers sets the rates for deposit-refund rates under approval of their Stewardship Plan from the Province. In 2018, Encorp recovered 77.4% of products sold in BC.

### ***Municipalities***

Role: Have one potential regulatory tool through the *Community Charter* allowing the regulation of business. Electoral Areas do not have this authority.

Actions:

- In December 2017, the City of Nanaimo Council passed a motion instructing staff to create a bylaw that would ban the use of plastic bags by retailers in the City of Nanaimo to the extent permitted by law. Earlier this year, City staff gathered feedback from the public and they are anticipated to bring a proposed regulation to Council in the Fall 2019<sup>3</sup>.
- Town of Qualicum Beach (TQB) adopted a plastic ban bylaw that as of July 1, 2019 businesses in TQB cannot provide customers with single-use plastic checkout bags, or single use plastic straws. These changes are outlined in the TQB Single-Use Item Regulation Bylaw No. 723, 2018<sup>4</sup>.

### ***Regional District of Nanaimo***

Role: Implementation of approved Solid Waste Management Plan.

Actions:

- Regional Districts can ban plastics from the waste stream by way of a bylaw adopted under s25(3) EMA *for the purpose of implementing an approved waste management plan*. Such a bylaw (and the plan itself) requires the approval of the Minister of Environment and given past history with the Ministry on these bylaws, approval is extremely unlikely. Even if such consent were given, it would not stop the sale nor the use of plastics; and would create a waste stream without a lawful means of disposal. Regional Districts have no regulatory to regulate the production, use or sale of plastics.

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<sup>3</sup> <https://www.nanaimo.ca/your-government/projects/projects-detail/single-use-checkout-bags>

<sup>4</sup> <https://www.qualicumbeach.com/plastic-bags> 10

- Advocate to the Ministry of Environment and Climate Change to encourage guidance and leadership on a provincial level to regulate the use of single use plastics.

The attached proposed submission to the Minister responds to the questions outlined in the Clean BC - Plastics Action Plan Consultation Paper.

## **ALTERNATIVES**

1. The Board endorse the submission to the Ministry of Environment and Climate Change Strategy regarding the Clean BC, Plastics Action Plan: Policy Consultation Paper.
2. That the Board provide amendments to the written submission or alternative direction to staff.

## **FINANCIAL IMPLICATIONS**

There are no financial implications associated with this report.

## **STRATEGIC PLAN IMPLICATIONS**

Environmental Stewardship - Achieve the 90% waste diversion target as per the Solid Waste Management Plan.

The Plastics Action Plan will assist the RDN in achieving the 90% waste diversion target. Programs and regulations at the provincial and federal level regarding waste diversion and waste reduction are anticipated to increase regional waste diversion by 5%.



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Meghan Ebueza  
[mebueza@rdn.bc.ca](mailto:mebueza@rdn.bc.ca)  
August 13, 2019

### **Reviewed by:**

- L. Gardner, Manager, Solid Waste Services
- R. Alexander, General Manager, Regional and Community Utilities
- P. Carlyle, Chief Administrative Officer

### **Attachments**

1. Clean BC - Plastics Action Plan Consultation Paper
2. Letter: Feedback on the Clean BC - Plastics Action Plan

# Plastics Action Plan

## POLICY CONSULTATION PAPER



*The ministry is seeking feedback on new policy opportunities and proposed amendments to the Recycling Regulation of the Environmental Management Act by September 18, 2019 to address plastic waste.*

*Instructions on how to provide comments are provided on the last page of this consultation paper.*



## Introduction

British Columbians want action on plastic waste. Too often plastic packaging and single use items end up as litter in our communities, waste in landfills or debris in lakes, rivers and oceans. Plastic pollution hurts wildlife and harms ecosystems, and it is increasing year after year. The Ministry of Environment and Climate Change Strategy recognizes that new steps are needed and is proposing action in four connected areas.

### 1 BANS ON SINGLE-USE PACKAGING



*Determining which types of plastic packaging to phase out altogether, as well as any necessary exemptions, such as those for health, safety and accessibility to keep products available for the people that need them.*

### 2 DRAMATICALLY REDUCE SINGLE-USE PLASTIC IN LANDFILLS & WATERWAYS



*Requiring producers to take responsibility for more plastic products, ensuring more single-use items like sandwich bags, straws and cutlery get recycled.*

### 3 PLASTIC BOTTLE AND BEVERAGE CONTAINER RETURNS



*Expanding the deposit-refund system to cover all beverage containers — including milk and milk-substitutes — with a 10-cent refundable deposit, keeping millions more containers out of landfills and waterways.*

### 4 REDUCING PLASTICS OVERALL



*Supporting effective ways to prevent plastic waste in the first place and ensuring recycled plastic is re-used effectively.*

Through the release of this consultation paper, B.C. is engaging on the development of new policy options and seeking feedback on proposed amendments to improve existing programs.

B.C. has been actively involved in the development of a Canada-wide Strategy and Action Plan on Zero Plastic Waste ([Strategy](#) and [Action Plan](#)), and will continue to support and align with longer-term proposed federal initiatives to ban harmful single-use plastics.



## Dramatically Reducing Plastic Use

### DEVELOPING A PATH FORWARD WITH NEW POLICY OPTIONS

The Ministry of Environment and Climate Change Strategy (the ministry) recognizes that waste prevention is the highest priority. Plastic bans have been adopted in different forms in different jurisdictions to address the growing problem of plastic pollution — for British Columbia, it's critical that we solicit public input on what forms potential bans on plastic packaging could take. For instance, there may be items of interest to British Columbians which are not covered by the proposed federal ban and that are within B.C.'s jurisdictional authority, or that are a priority due to B.C.'s coastal and remote geography.

There are also actions being taken by local governments in B.C. that could be supported by a provincial harmonized approach. B.C. proposes to collaborate with all levels of government both to avoid duplicating regulatory initiatives, and to progress actions that would have an immediate impact and protect B.C.'s environment. In addition, B.C. proposes to work with the federal government to develop national recycled content standards to ensure that in the longer term any new plastics and packaging produced contain recycled plastic.

#### NEW POLICY OPTIONS

- » Consider provincial bans for plastic packaging under the *Environmental Management Act*.
- » Support the development of recycled content performance standards being led by the federal government.



*More than 40% of plastic is used only once. We can do our part to change this, and we want your thoughts and ideas on how to do it best.*

## Expanding Recycling and Recovery

### AMENDMENTS TO THE RECYCLING REGULATION

By expanding recycling and recovery of plastics that are in use, we can significantly reduce the waste that accumulates in landfills and waterways. By doing this as efficiently as possible, we can improve the supply of clean recycled plastics for re-manufacturing. When this strategy is combined with higher recycled content standards for products, it can reduce the need for new plastics to be created.

Both expanding producer responsibility and expanding B.C.'s beverage container return system can be achieved through changes in existing regulations. B.C. currently regulates Extended Producer Responsibility (EPR) for many products, requiring producers (manufacturers, distributors and retailers) of designated products to take responsibility for the life cycle of their products, including collection and recycling. This shifts the responsibility from taxpayers, local government or Indigenous communities to the producers and consumers of a product.

By requiring producers to be accountable, EPR programs reduce waste by incentivizing producers to design products that are recyclable and durable in order that they can be recovered for future use instead of going to disposal. This further supports a circular economy approach to waste management where resources are continually conserved and reused as raw materials.

B.C. proposes to expand existing EPR by including single-use items and packaging-like products under the [Recycling Regulation](#)<sup>1</sup> to ensure that these items are being managed responsibly through EPR programs prior to any potential federal bans coming into force (estimated for 2021 and beyond).

B.C. is able to move quickly in this regard as the North American leader with more than twenty-two EPR programs already in place. Expanding EPR to cover these items enables B.C. to capture any items that are beyond the scope or exempted from any federal ban.

<sup>1</sup> <https://bit.ly/2Oaqi5n>

The proposed amendments also include an update to the beverage container deposit system that would reduce the prevalence of littered single-use bottles in the environment and landfills by an estimated 50 million bottles per year.

As these actions would result in an increase in plastic items to be recycled, the Province would work with the federal government to develop national recycled content standards — ensuring that new single-use plastics and packaging-like products are produced using recycled plastic content.

#### PROPOSED AMENDMENTS TO THE RECYCLING REGULATION

- » Add 'packaging-like products' and 'single-use items' as obligated products to the Recycling Regulation to be recovered and recycled by producers.
- » Add all single-use beverage containers to the deposit-refund system.
- » Amend the refundable deposit amount to 10 cents for all beverage containers.
- » Allow electronic refund options for beverage containers in addition to cash.

*Too often plastic packaging and single use items end up as litter in our communities, waste in landfills or debris in lakes, rivers and oceans. Plastic pollution hurts wildlife and harms ecosystems, and it is increasing year after year.*



## We Want Your Input

### HERE ARE SOME SOLUTIONS WE ARE CONSIDERING

#### 1 BANS ON SINGLE-USE PACKAGING



*Determining which types of plastic packaging to phase out altogether, as well as any necessary exemptions, such as those for health, safety and accessibility to keep products available for the people that need them.*

The *Environmental Management Act*<sup>2</sup> (EMA) governs the management of waste in British Columbia, to protect public health and the environment. The EMA allows for the banning of packaging by prohibiting, regulating or restricting the use or sale of packaging materials. British Columbia is considering bans as a policy option for plastic packaging and would like input on viable approaches.

Bans can be an effective policy tool to prevent plastic waste from occurring in the first place and help reduce the use of plastics that are commonly found in the environment and littered in our communities. Bans can also be used to divert recyclable plastics away from landfills to recycling facilities. They are also used to stop the use of plastics that are not recyclable or are considered difficult to recycle and manage.

Plastic packaging includes items such as plastic films (e.g., plastic bags, pouches or wraps) and containers (e.g., bottles, cups, tubs, and other hard plastics) that are used to package food and beverage products, consumer goods, cosmetics and personal care items.

Recent studies have shown that plastic packaging accounts for approximately 47% of all plastic waste discarded, and the majority of single-use plastics are used as packaging<sup>3</sup>.

<sup>2</sup> <https://bit.ly/1FETB2d>

<sup>3</sup> <https://bit.ly/320HPTJ>

## EXAMPLES OF BANS

- » The European Union will ban single-use plastic products (plastic cotton swabs, cutlery, plates, straws, drink stirrers and sticks for balloons), as well as cups, food and beverage containers made of polystyrene foam and all products made from oxo-degradable plastics by 2021.
- » Many US states such as Maine, Vermont, California, and New York have enacted bans on plastic packaging including plastic bags and polystyrene foam.

### B.C. Local Governments:

- » The City of Vancouver single-use item reduction strategy includes bans for plastic straws, foam cups and foam take-out containers beginning in 2020.
- » More than 23 communities in B.C. have been actively working on developing bans for single-use plastic items such as bags and straws.

Plastic packaging bans are typically implemented through the following approaches:

- » **Bans to regulate the sale or use:** regulate the supply of certain plastic packaging into the marketplace or prevent or restrict the use of certain plastic packaging — e.g., a ban on the use of polystyrene foam in packaging and takeout containers and cups, or a ban on an identified type of packaging, such as a ban on plastic bags to contain or transport goods at the point of sale.
- » **Disposal bans:** prohibit the disposal of plastics that instead can be readily recycled. These bans are typically implemented at the disposal site located within the jurisdiction applying the ban — e.g., an energy-from-waste facility or landfill — and at transfer facilities where wastes are aggregated for transport to a final disposal facility. Bans on the disposal of materials, such as plastics, are implemented after systems are in place to collect and recycle the banned materials (such as those created under EPR programs).

Globally there are a number of new regulations banning plastics. Bans on the sale of plastic bags have been introduced in 65 countries, as well as many regional and local jurisdictions. The federal government recently announced their intention to ban harmful single-use plastics as early as 2021 to reduce pollution from single-use plastic products and packaging, such as shopping bags, straws, cutlery, plates, and stir sticks.

British Columbia communities have also taken significant steps to implement strategies, including bans, levies or fees on plastic bags. Beyond plastic bags, many B.C. communities are pursuing single-use plastic bans on items including plastic bags and straws, polystyrene foam, disposable cups and takeout food containers.

The City of Victoria was the first municipality in B.C. to ban plastic bags in July 2018 through a business licensing bylaw. Municipalities may regulate in relation to a number of areas under the *Community Charter*. On July 11, 2019 the B.C. Court of Appeal ruled, however, that the intent of the bylaw was for the *protection of the natural environment* and therefore under the *Community Charter*, municipalities wishing to exercise their regulatory authority for protection of the natural environment are required to obtain Provincial approval. The Province is currently reviewing all aspects of the decision and recognizes that local governments need clarity on what their authorities are and the process for acting on those authorities should they so desire. Feedback from this engagement process will inform actions and processes moving forward.

*Recent studies have shown that plastic packaging accounts for approximately 47% of all plastic waste discarded, and the majority of single-use plastics are used as packaging.*





When policy tools, such as a ban, are evaluated, it is important to consider all impacts and to ensure that viable alternatives are available. For example, research has shown that switching from single-use plastic bags to single-use paper bags results in simply trading one set of environmental costs for another. A single-use paper bag can require up to four times as much energy to manufacture and produces two times the greenhouse gas emissions when compared to a single-use plastic bag; however, they are bio-degradable and do not persist in the environment like plastic bags do. Successful policies have included the use of bans, generally in combination with levies and fees to decrease unnecessary single-use consumption and to encourage the reuse of bags and other sustainable alternatives. It is critical to find the right policy approach that results in the fewest unintended consequences.

In addition, exemptions to the ban are often required where no viable alternative is found, or to ensure that the essential safety, health, and wellness of all individuals is maintained. For the remaining plastic packaging and single-use plastics, EPR programs are necessary to ensure these materials can be collected and recycled back into new packaging and products.

- » **Do you think bans on plastic packaging should be implemented in B.C.? What plastic packaging products are a priority for B.C. to ban?**
- » **What types of bans should be considered (examples include bans on sale of a certain type of packaging or ban on use of a certain type, or bans on disposal)?**
- » **If a ban was applied, how should exemptions be considered?**
- » **Bans can be implemented in some form by all levels of government due to the different regulatory powers in place. Are there bans best suited for implementation at the federal, provincial or local government level? Should local governments be given the authority to ban problematic plastic items in their community? What types of bans should be considered?**

## 2 MORE RECYCLING OPTIONS



*Dramatically reduce single-use plastic in landfills and waterways: requiring producers to take responsibility for more plastic products, ensuring more single-use items like sandwich bags, straws and cutlery get recycled.*

### EXPANDING PRODUCER RESPONSIBILITY FOR PACKAGING-LIKE PRODUCTS AND SINGLE-USE ITEMS

British Columbia is a national leader in recycling with the widest range of regulated items collected — its existing province-wide Extended Producer Responsibility (EPR) program regulates recycling of packaging and paper products. The inclusion of packaging-like products and single-use items in the Recycling Regulation would expand the type of plastic products that producers are required to collect for recycling from sectors that may include, but are not limited to, residential and municipal properties province-wide.

Packaging-like products are materials that are sold as a product but are in turn used as packaging. This includes re-usable plastic containers, freezer/sandwich bags, canning jars, wrapping paper, and moving boxes. Single-use items are materials that are not necessarily packaging but similarly serve a one-time purpose. This includes plastic straws, stir sticks, cutlery and 'disposable' items purchased in multiples, such as plates, bowls, cups, and party supplies that could be easily diverted in a manner similar to packaging and packaging-like products. This change would require an amendment to the Recycling Regulation.

- » **Do you have comments or suggestions regarding the ministry's proposal to include packaging-like products in the Recycling Regulation? Are there any packaging-like products you believe should be exempt from the Recycling Regulation?**
- » **Do you have comments or suggestions regarding the ministry's proposal to add single-use items to the Recycling Regulation? Are there any single-use items you feel should be exempt from the Recycling Regulation?**

# 3

## EXPANDING PLASTIC BOTTLE AND BEVERAGE CONTAINER RETURNS



*Improving the deposit-refund system to cover all beverage containers — including milk and milk-substitutes — with a 10-cent refundable deposit, keeping millions more containers out of landfills and waterways.*

### EXPANDING RECOVERY AND RECYCLING OF BEVERAGE CONTAINERS

Expanding the EPR deposit-refund system to cover all beverage containers and standardizing the refundable deposit to 10 cents, as well as modernizing the system, would capture and recycle millions more single-use containers, while reducing consumer and retailer confusion over what is and is not covered under a deposit-refund program.

Beverage containers that are currently excluded from the deposit-refund system would now be included, such as milk and milk substitutes (e.g., rice milk, soya milk, flavoured milk, and the array of milk-like products including energy drinks and caffeinated milk beverages). Milk and related products are currently under the residential packaging and paper products schedule of the Recycling Regulation. Obligating these products under the beverage container deposit-refund schedule would provide the needed incentive for greater returns from residents and would capture all containers from commercial generators (e.g., restaurants, schools, offices) that are currently exempted from the Recycling Regulation.

This change would require an amendment to the Recycling Regulation, which currently has a range of deposit-refund amounts from 5 to 20 cents depending on the container type. Creating a uniform 10 cent deposit-refund for all beverage containers translates into an estimated additional 50 million beverage containers diverted from landfills and our environment. Most plastic beverage containers sold today have a 5 cent deposit and are frequently discarded, yet beverage containers with a 10 cent deposit, such as beer cans/bottles, are returned more often by consumers.

The Recycling Regulation currently requires all refunds for returning beverage containers to be paid in cash. Modernizing the Recycling Regulation to also allow refunds to be electronic and paid in an alternative form of cash (e-transfer, cheque, in-store credit, charitable donation, or similar alternatives), would increase ease and efficiency for the consumer. An example includes convenience options such as drop-and-go systems where customers set up an account, tag their mixed bag of containers and drop it in an automated receiving system. Bags are later picked up and sorted, and credit is applied to the customer's account. The existing depot network and cash refunds would still be maintained as an option to ensure those individuals and communities depending on cash refunds continue to have access to this immediate source of income.

Other jurisdictions have seen success with raising deposit-refund rates, expanding to more products and modernizing return systems. Oregon's recovery rate was stagnant at 65% in 2016 until a doubling of deposit-refunds from 5 to 10 cents (for all beverage containers), coupled with enhanced return options such as drop-and-go bags, resulted in an overall return rate of 90% in 2018. In 2008, Alberta increased deposit-refunds to a minimum 10 cents and expanded the program to include milk and related products, resulting in total recovery rates since increasing from 75% to 85%.

In two years' time, B.C would review the impact of the deposit rate changes to determine if further increases to the beverage container deposit rate are required to improve the recovery rate.

- » **Do you have comments or suggestions on the ministry's proposal to include milk and milk substitutes in the beverage container deposit-refund schedule?**
- » **Do you have comments or suggestions on the ministry's proposal to create a uniform 10 cent deposit-refund for all beverage containers?**
- » **Do you have comments or suggestions on the ministry's proposal to allow refunds to be electronic and paid in an alternative form of cash (e-transfer, cheque, in-store credit, charitable donation, or similar alternatives)?**

# 4

## REDUCING PLASTICS OVERALL



*Supporting effective ways to prevent plastic waste in the first place and ensuring recycled plastic is re-used effectively.*

### DEVELOPMENT OF NATIONAL RECYCLED CONTENT PERFORMANCE STANDARDS

Recycled content performance standards (standards) go hand in hand with extended producer responsibility programs. EPR programs collect and recycle the materials, turning them into recycled plastic commodities. Standards create the demand for recycled plastic materials by requiring a minimum content of recycled plastic in new packaging and products.

Standards help producers of plastic products to design products with recyclability in mind, which helps to eliminate products that are hard to recycle. Having a common national standard provides clarity and avoids a patchwork approach across provinces and territories for producers. National standards also incentivize and complement government procurement policies and targets requiring purchased plastic products to contain recycled plastic. Procurement policies at all levels of government can stimulate and support market development in this area.

Increasing the levels of recycled plastic content in products can also result in greenhouse gas emissions reductions to help meet the goals set out in [CleanBC](#)<sup>4</sup>, the Government's plan to reduce carbon pollution. The production and manufacturing of packaging and products, including the increasing use of plastics, generates greenhouse gas emissions. These emissions can be substantially mitigated by ensuring that packaging and products are reused and, once they reach the end of their life, are collected to be recycled back into new packaging and products. This reduces the need to produce more plastic from virgin materials and fossil fuels.

Recycling plastic beverage containers, for example, has been shown to reduce greenhouse gas emissions by almost 70% compared to producing plastic from virgin resources<sup>5</sup>.

As noted earlier, B.C. has been actively involved in developing the Canada-wide Action Plan on Zero Plastic Waste<sup>6</sup> which identifies the federal government as leading the development of national performance requirements and standards for plastics. British Columbia has a significant opportunity to collaborate and influence the development of these standards, in particular with the proposed recycled content standard.

- » **What should B.C. consider in the development of a national standard on recycled content and any associated targets?**
- » **Do you have comments or suggestions on any related provincial policies or actions?**

*Recycling plastic beverage containers, for example, has been shown to reduce greenhouse gas emissions by almost 70% compared to producing plastic from virgin resources.*



<sup>4</sup> <https://cleanbc.gov.bc.ca/>

<sup>5</sup> <https://bit.ly/30UDrkd>

<sup>6</sup> <https://bit.ly/2Q0QVtP> and <https://bit.ly/2XbqmAx>

## Implementation

The actions proposed in this consultation paper will further advance the reduction, diversion and recyclability of plastics and other single-use items in B.C.

Feedback received will help B.C. determine other potential actions that should be developed or further consulted upon at the provincial level. Your input is welcomed regarding other potential products for inclusion in the Recycling Regulation, or other policy initiatives to minimize plastic waste.

All comments received through webinars, meetings, mail or email by 18 September 2019 will be compiled for review by ministry staff before final drafting of the regulatory amendments. This is expected to be completed in 2019.

*By expanding recycling and recovery of plastics that are in use, we can significantly reduce the waste that accumulates in landfills and waterways.*



## Additional Information Sessions

The ministry will conduct a series of webinars on the proposed revisions. The webinars will review the information contained in this consultation paper and provide an opportunity to ask questions and provide comments.

If you are interested in participating in a webinar, please contact the email below:

Email: [Plastics@gov.bc.ca](mailto:Plastics@gov.bc.ca)

## Providing Feedback

The ministry welcomes comments on the information and proposals outlined in this consultation paper, and has provided the following opportunities for feedback:

- 1. Complete the public survey at:**  
<https://cleanbc.gov.bc.ca/plastics>
- 2. Send a formal submission to: [Plastics@gov.bc.ca](mailto:Plastics@gov.bc.ca)**  
**Read the guidelines for formal submissions at:**  
<https://cleanbc.gov.bc.ca/plastics>
- 3. Email your comments to: [Plastics@gov.bc.ca](mailto:Plastics@gov.bc.ca)**
- 4. Mail your comments to:**  
*Ministry of Environment and Climate Change Strategy –  
Recycling Regulation Amendments  
PO Box 9341 Stn Prov Govt  
Victoria, BC V8W 9M1*

All comments received through the public survey, formal submission, webinars, mail or email by September 18, 2019 will be compiled for review by ministry staff before final drafting of the amendments to the Recycling Regulation or other policy changes. This is expected to be completed in 2019.

Please note that each organization's submission with opinions and identifiers could be made public either through a decision by the Ministry or if a Freedom of Information request is made under the *Freedom of Information and Protection of Privacy Act*.

*Thank you for your time and comments.*

September 17, 2019

The Honourable George Heyman  
Ministry of Environment and Climate Change Strategy  
Recycling Regulation Amendments  
PO Box 9341 Stn Prov Govt  
Victoria, BC V8W 9M1

Dear Minister;

**Re: Clean BC - Plastics Action Plan**

Thank you for the opportunity to provide a written submission on the Clean BC Plastics Action Plan. The Regional District of Nanaimo (RDN) Solid Waste Management Plan (SWMP), which is waiting for Ministry approval, is targeting a waste diversion rate of 90% by 2028. The RDN SWMP identifies a potential 5% of the 90% diversion goal will be the result of improvements to existing or implementation of new federal and provincial programs. The RDN welcomes the provincial and federal interest in plastic waste and looks forward to seeing alignment of longer-term proposed initiatives for plastic waste.

In response to the request for submissions on the Province's Clean BC - Plastics Action Plan Consultation Paper, the RDN is pleased to provide the following responses to questions identified in Paper:

**Bans on Single-Use Packaging**

**Question 1:** *Do you think bans on plastic packaging should be implemented in BC? What plastic packaging products are a priority for BC to ban?*

Bans on plastic packaging that do not have a viable recycling market would be beneficial to further support waste reduction and diversion. Bans on plastic packaging align with the RDN Zero Waste Hierarchy by reducing the amount of 'unnecessary' plastic packaging at the production level rather than the consumer level. Plastic packaging products recommended as priority for BC to ban are:

- Foam cups and foam take out containers
- Plastic straws, stir sticks, and plastic cotton swabs
- Single-use plastic utensils and plates
- Biodegradable and Oxo-degradable plastic material
- Multi-laminate packaging

These items are difficult to recycle and have limited viable recycling markets. In addition, the bans should work to phase out materials that cannot be recycled or composted. Instead, initiatives should promote the production of new materials that are readily recycled and are made from recycled content.



**Question 2:** *What types of bans should be considered (examples include bans on sale of a certain type of packaging or ban on use of certain type, or bans on disposal)?*

Bans on sale and ultimately production of certain types of packaging is the preferred option as this prevents the material from being created in the first place. Disposal bans can be extremely difficult and impractical to implement or enforce at the local level and fines associated with bans are often considered as the “*cost of doing business*” rather than driving the desired behavioral change of waste reduction. Disposal bans can also encourage the export of waste to other jurisdictions which does not have the desired outcome of waste reduction.

Again, eliminating plastic packaging that is difficult to recycle at point of manufacture or sale will be more effective at reducing the amount of plastic that ultimately ends up in landfills or elsewhere in the environment. Material types that should be targeted are multi-laminated packaging (i.e. both plastic and plastic/paper). An alternative to bans on these types of packaging would be to set standards on recyclability, ensuring that the packaging can be readily recycled.

**Question 3:** *If a ban was applied, how should exemptions be considered?*

Ban exemptions should be considered only when supported by evidence that the ban will be problematic for individuals with accessibility needs or are a health care requirement.

**Question 4:** *Bans can be implemented in some form by all levels of government due to different regulatory powers in place. Are there bans best suited for implementation at the federal, provincial or local government level? Should local governments be given the authority to ban problematic plastic items in their community? What types of bans should be considered?*

Several BC municipalities are considering or have already introduced bans or restrictions on the use of plastic grocery bags and other single-use plastic items. While the RDN supports these efforts, the Province is best equipped from the perspective of regulatory authority and for the ease of consistency, to impose bans on single use plastics that may end up in the environment and waste stream. Provincial and federal level regulations allow large and small businesses to adapt with less disparity that might result from as bans introduced at a local level. Furthermore, the broader reach of provincial and federal programs allows for consistent messaging, common understanding by those affected and facilitates adoption of new programs.

### **More recycling options**

**Question 1:** *Do you have comments or suggestions regarding the ministry’s proposal to include packaging-like products in the Recycling Regulation?*

The Ministry should include all recyclable plastic products and packaging in the Recycling Regulation. Expanded Extended Producer Responsibility (EPR) programs will ensure that producers are responsible for safely recycling and disposing of their materials. The Recycling Regulation is an effective tool in promoting the production of products and packaging that limit pollution risk to the environment, contain higher levels of recyclable content and can be easily recycled. There is significant opportunity to further utilize the Recycling Regulation in advancing a circular economy

**Question 2:** *Do you have comments or suggestions regarding the ministry's proposal to add single-use items to the Recycling Regulation? Are there any single-use items you feel should be exempt from the Recycling Regulation?*

Similar to other plastic packaging items, the Recycling Regulation should be more inclusive to materials generated from institutions and commercial businesses as given the current recycling market, recycling options are limited for these generators. Packaging and printed paper should be included in the EPR program regardless of where they are sourced. As well, any single-use items that continue to be produced should be regulated to contain a set percentage of recycled materials and meet a recycling standard.

### ***Expanding Plastic Bottle and Beverage Container Returns***

**Question 1:** *Do you have comments or suggestions on the ministry's proposal to include milk and milk substitutes in the beverage container deposit-refund schedule?*

Gable top containers (i.e. milk, milk alternatives and juice cartons and bottles) are readily accepted under Recycle BC. If recyclable items under the Recycle BC EPR program do not include packaging from institutions and commercial businesses, then the Ministry should consider including these items in the beverage container deposit-refund schedule. Ultimately the goal is to provide convenience to customers to ensure that recyclable items get recycled not disposed of in a landfill.

**Question 2:** *Do you have comments or suggestions on the ministry's proposal to create a uniform 10 cent deposit-refund for all beverage containers?*

Increasing deposit-refunds will drive higher container recovery and contribute to overall waste diversion. Deposit-refunds are an important source of income for many not-for-profit agencies and vulnerable communities and, therefore, these entities will also benefit from an increase.

**Question 3:** *Do you have comments or suggestions on the ministry's proposal to allow refunds to be electronic and paid in an alternative form of cash (e-transfer, cheque, in-store credit, charitable donation, or similar alternatives)?*

Any method that increases convenience to customers and encourages participation and more returns should be promoted with consideration to negative impacts to existing partnering return depots.

### ***Reducing Plastics Overall***

**Question 1:** *What should B.C. consider in the development of a national standard on recycled content and any associated targets?*

Canada's policies should, at a minimum, meet global standards and align with the regulations proposed by the European Strategy for Plastics in a Circular Economy. By aligning with other countries, a much larger market creates a greater incentive for research and development for the recycling industry and the creation of better and easier to recycling products.

**Question 2:** *Do you have comments or suggestions on any related provincial policies or actions?*

Through the SWMP approval process currently before the Minister, the RDN is requesting that the Province grant the RDN authority to require the commercial, institutional and multi-family residential sector to source separate materials (i.e. refuse, recyclable, organics). *Mandatory Source Separation* would put all waste generators on par with what has been happening with single family residents in the RDN for more than a decade. Such authority, granted to the RDN, would help ensure that recyclables and organics do not end up in the landfill. Regulations such as *Mandatory Source Separation* provide local government the tools to achieve provincial and regional waste diversion targets.

The RDN hopes to participate in any follow-up engagement opportunities with regards to the Clean BC – Plastics Action Plan and looks forward to the innovations and updates that follow from this consultation.

Thank you for the opportunity to comment on this important initiative.

Sincerely,

Ian Thorpe, Board Chair  
Regional District of Nanaimo

T: 250-390-6534 | Email: [ian.thorpe@nanaimo.ca](mailto:ian.thorpe@nanaimo.ca)



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**TO:** Solid Waste Management Select Committee      **MEETING:** September 5, 2019

**FROM:** Meghan Ebueza  
Solid Waste Planner      **FILE:** 5360-02

**SUBJECT:** Brewers Recycled Container Collection Council Draft Stewardship Plan 2020-2024

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## **RECOMMENDATION**

That the Board approve the draft letter prepared by staff and submit to the Brewers Recycled Container Collection Council in response to their draft Container Stewardship Plan.

## **SUMMARY**

The Brewers Recycled Container Collection Council's (BRCCC) Schedule 1 Stewardship Plan for containers is due for renewal this year. The BRCCC as regulated by the Ministry of Environment and Climate Change Strategy is conducting stakeholder consultation on the draft Container Stewardship Plan<sup>1</sup>. The deadline for submission is September 10, 2019 however, staff have requested an extension of deadline to September 30, 2019.

## **BACKGROUND**

BRCCC, under Schedule 1 of the *Recycling Regulation*, is the stewardship agency for all refillable glass beer and cider bottles, as well as all metal beverage alcohol cans. BRCCC is seeking to renew this product stewardship plan on behalf of its stewards, for collection and processing of these containers for the period of 2020-2024.

RDN staff have reviewed the draft Container Stewardship Plan and participated BRCCC live Q&A webinar on August 22, 2019 along with BC Product Stewardship Association members. Some of the key areas for improvement identified in the Plan are:

- Coordination of education and drop-off locations for all beverage containers with other stewardship agencies (i.e. Encorp, Recycle BC)
- Clearer reporting on recycling and disposal of packaging for alcohol beverage containers (i.e. caps, six pack rings and boxboard)
- Improved reporting on containers processed through other Stewardship agencies for example BRCCC aluminum containers from curbside collection.

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<sup>1</sup> <https://envirobeerbc.com/wp-content/uploads/2019/07/BRCCC-BC-2020-2024-Schedule-1-Stewardship-Plan-FINAL.pdf>

BRCCC should be recognized for its commitment to high performance in overall program and individual container recovery rates at 91% which is well over the regulated requirement of 75% as well as container specific performance which promotes the reuse of containers through refill.

The deadline for submission of feedback to BRCCC's draft plan is September 10, 2019. Staff have requested an extension of the deadline to September 30, 2019 to allow time for the Board to review the draft letter (Attachment 1) prior to submission.

## **ALTERNATIVES**

1. The Board approve the draft letter prepared by staff and submit to the Brewers Recycled Container Collection Council in response to their draft Container Stewardship Plan.
2. The Board provide staff with alternate direction.

## **FINANCIAL IMPLICATIONS**

Advocacy and education that promotes waste diversion are key elements of the RDN Solid Waste Management Plan and budgets have been established for carrying out these activities.

## **STRATEGIC PLAN IMPLICATIONS**

Environmental Stewardship - Achieve the 90% waste diversion target as per the Solid Waste Management Plan.

Improvements to BC EPR programs assist the RDN in achieving the 90% waste diversion target. Programs and regulations at the provincial and federal level regarding waste diversion and waste reduction are anticipated to increase regional waste diversion by 5%.



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Meghan Ebueza  
[mebueza@rdn.bc.ca](mailto:mebueza@rdn.bc.ca)  
August 13, 2019

Reviewed by:

- L. Gardner, Manager, Solid Waste Services
- R. Alexander, General Manager, Regional and Community Utilities
- P. Carlyle, Chief Administrative Officer

Attachment

1. RDN Feedback on Brewers Recycled Container Collection Council draft Container Stewardship Plan

September 17, 2019

Brewers Recycled Container Collection Council  
Email: [stewardship@bdl.ca](mailto:stewardship@bdl.ca)

**Re: RDN Response on Brewers Recycled Container Collection Council Draft Container Stewardship Plan**

Dear Brewers Recycled Container Collection Council:

Thank you for the opportunity to comment on the Brewers Recycled Container Collection Council (BRCCC) Draft Container Stewardship Plan. The Regional District of Nanaimo (RDN) recognizes that the efforts of the BRCCC have been effective in allowing British Columbia to achieve a 91% recovery rate for beer glass bottles and metal cans. We recognize that BRCCC plans to continue to exceed the regulated requirement of 75% and, it would be beneficial to see the increased target goal in the Plan.

In the recent consultation on the BRCCC Container Stewardship Plan Consultation BC Product Stewardship Council members, including RDN staff, discussed recommendations to advance the EPR program and included the following:

1. Education
  - a. There is no indication in the Plan that BRCCC intends to work with Encorp on public engagement strategies. This education partnership should be encouraged to reduce customer confusion.
  - b. BRCCC should commit to working with Encorp depots to minimize customers having to go to different locations for beer containers vs. all other beverage containers.
2. Recyclability of BRCCC packaging
  - a. While the plan does mention refillable kegs, shrink-wrap, pallets and can bins, there is minimal information provided on recycling of secondary packaging. Considerations for minimizing and recovering secondary packaging should be presented in the plan.
  - b. The consultation plan should specifically address caps, six pack rings and boxboard associated with beer containers. There was some indication in the webinar that all BRCCC depots must accept these products.
  - c. There should be a level of fairness and clarity between Recycle BC and BRCCC as lids and boxboard are going into the Recycle BC stream and six pack rings are frequently disposed of as garbage.
3. Improved reporting on containers processed through other Stewardship agencies
  - a. From the call BRCCC has no formal processing agreement with Recycle BC and the percentage received through Recycle BC is not counted towards BRCCC diversion rate. There should be a commitment that BRCCC work with Recycle BC in terms of

capture of beverage containers and the allocation of deposits collected for containers that do not flow through BRCCC. EPR programs should be responsible for accounting for their product no matter how it is diverted.

The RDN Solid Waste Management Plan, which was submitted to the Ministry in July 2018, targets a 90% waste diversion goal over the 10 year plan period. The Plan outlines that this target can be achieved through the combined efforts of the RDN initiatives and the Province's action on advancing EPR programs. Further advancing EPR programs is in line with the RDN and Provincial interest in waste diversion.

On behalf of the RDN Board, I thank you in advance for your consideration of this matter.

Sincerely,

Ian Thorpe, Board Chair  
Regional District of Nanaimo

T: 250-390-6534 | Email: [ian.thorpe@nanaimo.ca](mailto:ian.thorpe@nanaimo.ca)

cc: Bob McDonald, Director, Extended Producer Responsibility, [Bob.McDonald@gov.bc.ca](mailto:Bob.McDonald@gov.bc.ca)  
Meegan Armstrong, Unit Head, Industry Products Stewardship, [Meegan.Armstrong@gov.bc.ca](mailto:Meegan.Armstrong@gov.bc.ca)

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**TO:** Solid Waste Management Select Committee      **MEETING:** September 5, 2019

**FROM:** Meghan Ebueza  
Solid Waste Planner      **FILE:** 5365-02

**SUBJECT:** Industrial, Commercial and Institutional Recycling Letter to Ministry of Environment and Climate Change Strategy

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### **RECOMMENDATION**

That the Board Chair be authorized to sign the joint letter prepared by the Thompson-Nicola Regional District addressed to the Honourable Minister Heyman requesting that waste sourced from the industrial, commercial and institutional sectors be included in the *Recycling Regulation*.

### **SUMMARY**

The Thompson-Nicola Regional District (TNRD) is sending a letter to the Honourable George Heyman, Minister of Environment and Climate Change Strategy requesting packaging and printed paper (PPP) from industrial, commercial, and institutional (ICI) sector be added to the *Recycling Regulation*. The TNRD is inviting other Regional Districts to be co-signatories on the letter. Further, the TNRD proposes that the letter be delivered in person to the Minister at a meeting at the Union of British Columbia Municipalities 2019 Convention and that participating Board Chairs attend the meeting.

### **BACKGROUND**

In 2014, the BC *Recycling Regulation* was expanded to include PPP which changed the landscape of recycling in BC and has resulted in improved recycling for the residential sector. However, there is still a gap in service for ICI customers (i.e. schools, small business, restaurants, health care facilities). The exclusion of ICI PPP from the *Recycling Regulation* means ICI customers are dependent on the private sector or local governments for access to recycling and does not hold the producers of ICI PPP accountable for the costs of recycling these materials.

With the recent changes in the global recycling commodity market, particularly in China, local governments and the private sector are facing challenges that include reduced access or lack of access to recycling for the ICI sector.

Without being included in the *Recycling Regulation*, ICI recyclables such as cardboard, paper, metal, plastic and glass containers run the risk of being landfilled. The 2018 RDN Board approved SWMP identifies expanded ICI waste management as a new zero waste program. The RDN encourages recycling by the ICI sector through variable tipping fees and landfill bans which prohibit the landfilling of recyclables. The 2012 RDN waste composition study estimated

that 16% of ICI garbage disposed of contained recyclables consisting primarily of paper and cardboard.

The TNRD has sent a request to BC Regional Districts requesting they support and sign the joint letter to Honourable Minister Heyman. By signing the letter (Attachment 1), it provides a unified message that producers should be responsible for the cost of recycling and disposal for all packaging and products and not limited to residential packaging and products only. The Columbia Shuswap Regional District (Attachment 2) and qathet Regional District (Attachment 3) have already sent letters to the Minister with concerns regarding ICI recycling. The TNRD will be presenting the letter to the Minister at the UBCM conference in September and is asking participating Board Chairs to be present in the meeting.

## ALTERNATIVES

1. The Board Chair be authorized to sign the joint letter prepared by the Thompson-Nicola Regional District addressed to the Honourable Minister Heyman requesting that waste sourced from the industrial, commercial and institutional sectors be included in the *Recycling Regulation*.
2. The Board provide alternate direction to staff.

## FINANCIAL IMPLICATIONS

There are no financial implications associated with this report.

## STRATEGIC PLAN IMPLICATIONS

Environmental Stewardship - Achieve the 90% waste diversion target as per the Solid Waste Management Plan.

The inclusion of ICI packaging and printed paper in the *Recycling Regulation* will assist the RDN in achieving the 90% waste diversion target. Programs and regulations at the provincial and federal level regarding waste diversion and waste reduction are anticipated to increase regional waste diversion by 5%.

People and Partnerships - Seek opportunities to partner with the provincial and federal governments, other government agencies, and community stakeholder groups in order to advance strategic plan goals and objectives.

By partnering with other local governments to provide feedback to the Ministry of Environment and Climate Change Strategy on the regulations that will assist the Province in reaching the provincial waste disposal target of 350 kg per person by 2020/21.



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Meghan Ebueza  
mebueza@rdn.bc.ca  
August 23, 2019

Reviewed by:

- L. Gardner, Manager, Solid Waste Services
- R. Alexander, General Manager, Regional and Community Utilities
- P. Carlyle, Chief Administrative Officer

Attachments

1. Letter to Minister Heyman re: ICI Recycling
2. Columbia Shuswap Regional District Letter
3. qathet Regional District Letter

July 31, 2019

The Honourable George Heyman  
Minister of Environment and Climate Change Strategy  
PO Box 9047 Stn Prov Govt  
Victoria, BC V8W 9E2

Dear Minister Heyman,

Subject: Request to include Industrial, Commercial, and Institutional (ICI) Recycling in the Recycling Regulation

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Throughout North America, BC is recognized as a leader in Extended Producer Responsibility (EPR) programs. In particular, the addition of Packaging and Printed Paper (PPP) to the Recycling Regulation in 2014 has resulted in better access to recycling services province wide. Many small rural communities now have access to recycling, which was not economically viable prior to this change. We believe EPR programs set the framework for stable, long term end markets for recyclable material to be created here in British Columbia.

We are writing to request that the Recycling Regulation be amended to include PPP from the Industrial, Commercial, Institutional (ICI) sector. Presently there is a gap in service to many members of our communities. The ICI sector, including small businesses, schools, hospitals, municipal offices, care homes, and tourism resorts are often left with no viable option for recycling. Because PPP from the ICI sector is not included in the provincial EPR program, many of our regions have seen an increase in recyclable material ending up in landfills.

Furthermore, in many cases fees are paid into the Recycle BC program for products that are not accepted in the Recycle BC system, simply because of where the material is discarded. For example, a paper cup from a coffee shop can be recycled by a resident (either at depot or curbside), but the same paper cup can't be recycled at a school, public library, or senior's home. In our experience, trying to distinguish between ICI and residential PPP is challenging, frustrating, and arbitrary.

We recognize this challenge is heightened by the drastic changes in the global commodity market for recyclables. We also recognize that we are moving into a new reality where countries need to develop more capacity to process recyclable material locally, instead of shipping to overseas markets. As the current Recycle BC system controls a large portion of PPP in the province, there is little opportunity or incentive for competing commercial recycling companies to expand. In some cases, commercial recycling companies have reduced service because there is less material on the open market. We feel that regulating ICI recycling will give industry more confidence to invest in technology to process materials within the province.

At present, most Regional District's are in a dilemma. Do we step in to provide recycling services to the ICI sector at a significant cost to the tax payers, or do we allow recyclable materials to end up in our landfills? Each of the undersigned RD's have unique characteristics and are responding to this challenge in different ways. However, we are united in our view that adding ICI PPP to the Recycling Regulation will accomplish the following:

- Improve the level of service to businesses and institutions in our communities;
- Create framework for processing recycling materials in BC;



- Remove the burden of handling ICI recycling from taxpayers; and
- Reduce recyclables going to landfill.

We, the undersigned, urge you to give serious consideration to adding ICI generated PPP into the Recycling Regulation, enabling appropriate collection and processing of these materials. We see this as a natural and crucial next step for EPR programs, showing that BC will continue to be a leader in waste reduction policy.

Thank you for your time and attention on this matter. We look forward to hearing from you.

Sincerely,

**THOMPSON-NICOLA REGIONAL DISTRICT**

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Chair

**\*\*Add more signatures as needed**



# COLUMBIA SHUSWAP REGIONAL DISTRICT

PO Box 978, 555 Harbourfront Drive NE, Salmon Arm, BC V1E 4P1  
T: 250.832.8194 | F: 250.832.3375 | TF: 1.888.248.2773 | [www.csr.d.bc.ca](http://www.csr.d.bc.ca)

January 22, 2019

5360 01

VIA EMAIL: [ENV.Minister@gov.bc.ca](mailto:ENV.Minister@gov.bc.ca)

The Honorable George Heyman  
Minister of Environment and Climate Change Strategy  
PO Box 9047 Stn Prov Govt  
VICTORIA, BC V8W 9E2

Dear Minister Heyman:

**RE: Commercially Generated Recycling – Update to Recycle BC Stewardship Program**

At the Columbia Shuswap Regional District (CSR D) Board meeting held on January 10, 2019, the Board unanimously endorsed the following resolution:

*THAT: the Board authorize staff to send a letter to the Minister of Environment requesting the Recycle BC Stewardship program be amended to include commercially generated recycling.*

The CSR D has recently renewed its agreement with Recycle BC for the operation of the CSR D's recycling depot network. One of the challenges to administering the program is ensuring that commercially generated recycling materials are not accepted in the residential depot collection program. Small businesses are left with no viable option to recycle the same products that are accepted at depots from residents.

The CSR D has implemented commercial depot collection options to manage commercial printed paper and packaging (PPP) at CSR D landfills. However, given the recent changes in worldwide recycling markets, the cost to manage PPP has increased while the availability of local recycling facilities for PPP has decreased. The Ministry of Environment's current policies do not allow for the inclusion of commercially generated PPP into the Recycle BC stewardship program, which results in increased costs for local governments and decreased recycling options for commercial businesses across the province.

The CSR D understands that the Ministry of Environment is currently reviewing Recycle BC's revised stewardship plan and suggests that this is an opportune time to consider expanding the program to include commercially generated PPP. Changes in market conditions have made recycling extremely challenging and many commercial recycling programs are no longer economically viable. Consequently, an increased amount of commercially generated recyclable materials are being disposed of at landfill sites, rather than being recycled. An expansion of the program to include commercial PPP fully supports the Ministry's goal to divert waste being deposited at landfills wherever possible.

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#### ELECTORAL AREAS

A GOLDEN-COLUMBIA  
B REVELSTOKE-COLUMBIA

C SOUTH SHUSWAP  
D FALKLAND-SALMON VALLEY

34  
E SICAMOUS-MALAKWA  
F NORTH SHUSWAP-SEYMOUR ARM

#### MUNICIPALITIES

GOLDEN  
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The CSRD requests the Ministry give serious consideration to the addition of commercially generated PPP into the Recycling Regulation and amend the Recycle BC Stewardship Program to enable the appropriate collection and processing of these materials. The CSRD Board understands that the provision of recycling options for all PPP products regardless of how they are generated is an important next step in the evolution of environmental stewardship and responsibility. The CSRD looks forward to the Ministry advancing solutions on the full capture of PPP under a fully-funded producer responsible stewardship model.

Yours truly,

**COLUMBIA SHUSWAP REGIONAL DISTRICT**

Per:

A handwritten signature in black ink, appearing to read "Rhona Martin", written over a horizontal line.

Rhona Martin, Chair



April 29, 2019

The Honourable George Heyman  
Minister of the Environment and Climate Change Strategy  
Room 112 Parliament Buildings  
Victoria, BC V8V 1X4

Dear Minister:

BC is known across Canada and North America as a leader in Extended Producer Responsibility (EPR).

Most recently, in 2014, the BC Recycling Regulation was expanded to include Packaging and Paper Products (PPP) which changed the landscape of recycling in BC and has resulted in improved recycling for the residential sector.

However, there is a gap in service and the qathet Regional District is writing to ask that the Ministry of Environment and Climate Change Strategy (MOECCS) expand the scope of the Recycling Regulation for PPP to include the Industrial Commercial and Institutional (ICI) sector.

In 2014, many British Columbia local governments signed on to the Multi Materials BC (now Recycle BC) program. The program is only responsible for residential PPP, leaving the ICI sector, including schools, hospitals and entertainment events, dependent on the private sector or local governments for access to recycling and does not hold the producers of the ICI PPP accountable to fund the costs for recycling.

With recent changes in the global commodity market, as a result of the Chinese National Sword, local governments and the private sector are facing challenges that include reduced access or lack of access to recycling for the ICI sector.

Without being included in the Recycling Regulation, ICI recyclables such as cardboard, paper, metal, plastic and glass containers run a huge risk of being landfilled.

Additionally, Regional Districts, through their Solid Waste Management Plans, are required to set waste diversion targets which rely on restricting recyclable material from the garbage from both the residential and ICI sectors. This shortfall in ICI recycling services will delay local government's ability to meet diversion targets and implement key initiatives such as landfill bans. As well, in many cases the current PPP EPR programs have local government taxpayers

subsidizing the ICI sector. The qRD's Solid Waste Management Plan, approved by the MOECCS in 2018, outlines a Zero Waste Strategy for our region. This strategy outlines waste diversion targets, including increasing ICI recycling. Working with ICI to increase recycling is scheduled to start in 2019 and is supported by the qRD waste Bylaw 532 which restricts recyclable material from the garbage.

Being an isolated community (only accessible by ferry or plane), the only ICI materials accepted for free by the one private local recycler, Sunshine Disposal and Recycling, was paper, cardboard and #2 plastics. In response to small businesses expressing frustration by the lack of recycling options available to them in 2016, the qRD worked with Recycle BC and Green By Nature to conduct a 3 month audit at our central recycling depot to determine the percentage of ICI materials being collected. With the percentage of ICI materials weighing in at 8%, the qRD allowed small businesses to bring limited amounts of PPP materials to our central recycling depot at a cost to the qRD of \$266 per tonne. The tipping fee for municipal solid waste is currently at \$225 per tonne.

With commodity market prices in freefall, Sunshine Disposal is currently losing money requiring them to implement a tipping fee to clients for cardboard and paper. Sunshine Disposal advised that they anticipate 80% of their customers will opt out of this paid service, which, including bin rental, will be a similar fee to garbage. The qRD can only accept a small amount of ICI at our central depot, otherwise we will be over 8%, which will be cost prohibitive.

The qRD and the rest of the province need a solution to avoid valuable resources like cardboard ending up in the landfill.

We are not coming to you in exasperation expecting the province to give us the answer. No, quite the opposite, we want to be a part of the solution and have developed some options for you to consider which would require cooperation and collaboration with the province to make any of them a reality.

Immediate:

- Expand the Recycling Regulation to include PPP from the ICI sector

The Ministry may recall that back in 2014 our Regional District met with the then Minister and Ministerial staff during the annual UBCM Convention. Our meeting included a 'show and tell'. We demonstrated that the products taken from retail shelves by consumers were produced by the very same manufacturers who distribute their products to the various wholesalers, major sporting and entertainment events, restaurants, coffee shops, hotels, schools, universities, hospitals and the like. The irony of it all is that their shipping and consumer packaging enters every market sector, whether you are a residential, institutional, commercial or industrial consumer. This solution will ensure that ICI recyclables are recycled instead of landfilled. It will shift costs to



the producers of the PPP and will help local government jurisdictions province-wide meet waste diversion targets.

Short-term:

- Relax burning permits in places like Paper Excellence Canada - Powell River

Currently, Paper Excellence burns wood hog fuel in a biomass boiler to generate steam for heat and power production. They do this under Permit 3149. With the onslaught of excess cardboard not being able to go to foreign market, relax or modify the burning permits to allow cardboard to be incinerated as a fuel source. In places like ours, we will reduce the carbon footprint of shipping out cardboard by barge or ferry from our remote and isolated community. Other communities may also have compelling factors to minimize shipping costs and transport cardboard to regionally located biomass boilers at other paper mills or industry.

Mid-term:

- Provide seed funding to create an economically efficient re-purposing industry

After markets for expended recyclables must be resilient and insulated from off-shore market economies. This could be achieved with added-value industries. Cardboard for instance, could have alternate uses. If shredded, cardboard could be used in the agriculture industry as bedding. But for safety and protection to animals, contaminants such as staples should first be removed. Capital start-up for sophisticated equipment of this nature is required. If economies of scale could be driven down, eventually strategic locations throughout the province could be established to serve local economies in various regions. This again is an attempt at reducing the carbon footprint for transporting cardboard. Invariably, the product will re-enter the ecosystem as manure and be spread on farming fields. Or it may enter the system directly as a compost feedstock.

Long-term

- Mandate recycling content in finished products

Stabilization is a responsibility of upper tier governments. Market systems are characterized by economies that can create extremes of prosperity and business cycles that produce great decline (University of Alberta/Dalhousie University, 2005). Such is the case with the policy of the Chinese National Sword. This is where upper tier governments need to step in and take measures to correct the market. Upper tier governments have the tools and the resources to do this. "Since capital and labour generally flow freely across governmental jurisdictions within a country, much of the impact of stabilization policies of one government unit will likely spill over into other jurisdictions" (Bird & Slack, 1993, p. 16). The proposed mid-term option above is also an upper tier government intervention for the good of the whole. This long-term option is to

mandate recyclable material as a percentage into feedstock for finished products such as writing paper, toilet paper, facial tissue, paper towels, packaging, etc. Some of these products are proven examples of including recyclable materials in production, but these and more products need to be expanded upon. Eliminating virgin feedstock will reduce the carbon footprint and revitalize the already consumed cardboard and packaging waste. Additionally, eliminating subsidies on virgin materials such as oil will create a more level playing field.

Thank you for your time. We respectfully ask that you move expediently on these solutions to assist in promoting a healthy and sustainable environment.

Yours sincerely,



Patrick Brabazon, Chair

cc Nicholas Simons, MLA - Powell River-Sunshine Coast

#### References

*Local government finance*. (Spring 2005). (2005). Edmonton, AB: University of Alberta.

Bird, R.M. & Slack, N.E. (1993). *Urban public finance in Canada*. Toronto, ON: John Wiley & Sons