

DATE January 15, 2013**REFERENCE No.** 1314420001-001-TM-Rev0**TO** Russ Smith, Anke Bergner
Capital Regional District**CC****FROM** Sarah Wilmot**EMAIL** sarah_wilmot@golder.com**REDUCE, REUSE AND EXTENDED PRODUCER RESPONSIBILITY OPTIONS**

The following is a list of options related to waste reduction and reuse, as well as extended producer responsibility (EPR). The options are related to reducing the amount of waste that requires management by local governments, and are at the top of the waste management hierarchy.

These options are presented for consideration at the January 24, 2012 meeting of the Public and Technical Advisory Committee (PTAC). This memo is intended to stimulate discussion both at the meeting and online (before and after the meeting).

As described in the Stage 1 report, the Capital Regional District (CRD) and its member municipalities already use a number of strategies to encourage waste reduction and reuse. Efforts to date have primarily focused on educating residents and businesses. The CRD supports EPR programs by hosting a variety of stewardship programs at the Hartland Landfill and by advocating for stronger EPR. However, more can be done to reduce the amount of waste entering the municipally and regionally managed waste stream. A number of additional strategies exist, many of which have been implemented in other jurisdictions in North America. These additional strategies are presented in the following document at a high level of detail. Additional details and examples will be provided at the PTAC meeting.

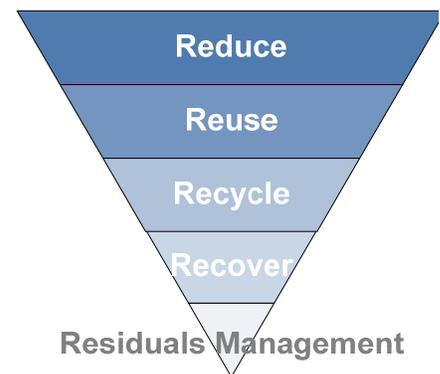


Figure 1: Waste Management Hierarchy

After review and discussion, the PTAC will be asked to select options for further investigation and evaluation. Options that are selected will be researched in more detail and evaluated against the criteria that were established by the PTAC in 2012. The results of the evaluation will be presented at the next meeting on February 28, 2013. Based on the evaluation, the PTAC will recommend which options should be included in the draft Integrated Solid Waste Resource Management Plan (ISWRMP) that will be presented for public consultation.



Reduction and Reuse

Reduction and reuse prevent waste from entering the waste management system. Waste reduction and reuse are at the top of the waste management hierarchy but are often given the least amount of attention as part of solid waste management system because the impact of programs targeting reduction and reuse are difficult to measure compared to waste diversion programs such as recycling and composting.

The CRD's mandate in waste management is often described as "regulation, education and facilitation". Reduce and reuse are key components of the education and facilitation roles.

The CRD's reduction efforts have focused on public education as well as financial support for the Victoria Compost Education Centre (backyard composting is one of the most effective methods of reducing the amount of waste that enters the municipal solid waste management system). Some retailers have voluntarily stopped providing single-use shopping bags for customers as a means of reducing the use and subsequent disposal of plastic bags.

There are many existing reuse opportunities in the CRD, some of which are managed directly by the CRD (such as reuse facilities at Hartland Landfill and some recycling depots and diversion credits for non-profits) and some of which are managed by the private sector and individuals (such as thrift and consignment stores, garage sales and on-line postings).

The top challenges related to waste reduction and reuse are:

- The dominant culture of consumption; and
- The design and manufacture of consumer goods which makes it cheaper and easier to replace them rather than repair them.

The CRD has limited power to change the dominant culture or to directly impact the design and manufacture of consumer goods. However the CRD can lead by example and promote desired behaviours. The following strategies illustrate the types of actions the CRD can take to encourage waste reduction and reuse.

Options: Reduce

- 1) Promote the practice of renting or sharing instead of purchasing infrequently used equipment either by educating residents about existing sharing networks such as <http://neighborgoods.net/>, <http://www.getable.com> or by establishing a Sharing Economy Working Group, following the example of San Francisco.
- 2) Provide financial support for the establishment of a tool library (see: <http://vancouveroolibrary.com/> or <http://www.septl.org/about-us/faq/>).
- 3) Facilitate a "repair café" (see <http://repaircafe.org/>)
- 4) Conduct or sponsor "repair your stuff" workshops for the community (similar to Home Depot workshops).
- 5) Promote the practice of repairing durable goods instead of replacing them (e.g., a suitcase with a broken handle can be repaired for much less than the cost a new suitcase).
- 6) Develop campaigns that promote "reduce" as key part of a green lifestyle, connected to other green behaviours such as reducing energy or water use, active transportation, etc.

- 7) Promote the gift of experiences over material goods for special occasions, following the example of Metro Vancouver's "Green Angel" campaign (<http://www.metrovancouver.org/Christmas/Pages/Solutions.aspx>).
- 8) Deliver a food waste reduction campaign, following the example of programs such as the UK's Love Food Hate Waste (<http://www.lovefoodhatewaste.com/>).
- 9) Promote grasscycling and xeriscaping
- 10) Continue providing financial support to the Victoria Compost Education Centre to promote backyard composting.

Options: Reuse

- 1) Promote and maintain existing reuse facilities that are managed by the CRD and its contractors.
- 2) Continue to support and expand the list of not-for-profit organizations involved in the reuse of goods by providing a diversion credit for non-saleable goods that need to be disposed.
- 3) Investigate having professional salvage operators recover materials (e.g., scrap metal, appliances, wood). (Note that other strategies related to construction and demolition waste will be provided in a subsequent memo).
- 4) Work to establish (by providing a site, facilitation or directly operating) a building material reuse centre such as Urban Ore (<http://urbanore.com/>) or the RE Stores in Bellingham and Seattle (<http://www.re-store.org>). (Note that other strategies related to construction and demolition waste will be provided in a subsequent memo).
- 5) Promote reuse by coordinating region-wide reuse events e.g., "Reuse Rendezvous" or community-wide garage sales.
- 6) Hold an annual art contest and display using reused/salvaged materials.

Extended Producer Responsibility

Extended Producer Responsibility (EPR), also referred to as Product Stewardship, is a policy approach in which a producer's responsibility, physical and/or financial, for a product is extended to the post-consumer stage of a product's life cycle. British Columbia's EPR program requires producers of designated products to take responsibility for the life cycle management of their products, including collection and recycling. The effects of the EPR programs are to shift the physical and economic responsibility for the management of the products upstream to the producer and away from municipalities, and to provide incentives to producers to take environmental considerations into the design of the product. EPR has the potential to positively impact the design and manufacture of consumer goods.

Many EPR programs operate through a take-back model, where producers provide a product take-back service through retailers, so that the public can return used products to the point of sale. A good example of this type of program is the used-oil management program, which accepts used oil, filters and containers for recycling. The CRD has made arrangements with most product stewardship agencies to collect stewardship materials at the Hartland Landfill recycling area.

Items covered by EPR programs in BC include: antifreeze, beverage containers; electronic and electrical equipment; lead acid batteries; used lubricating oil, filters and containers; pharmaceuticals; paint; solvents, flammable liquids, gasoline and pesticides; and tires. Packaging and printed paper were added to the Recycling Regulation in May 2011, and will be collected and managed by industry beginning in 2014.

Challenges related to EPR in the CRD are:

- Lack of public awareness for some products (what products are covered, how and where to properly manage covered products);
- Uncertainty regarding the impact of adding packaging and printed paper to EPR on the type and level of collection service provided and the CRD's role in providing services; and
- Uncertainty regarding the types of materials that will be included in future EPR programs, the timing of those future programs, and the impact that those programs will have on cost recovery and landfill life expectancy.

Since one purpose of EPR is to reduce the effort expended by local governments on the management of the materials covered by the EPR programs, the options presented below do not focus on implementation of the EPR programs, but rather on advocacy and facilitation.

Options

- 1) Include information about EPR programs (what products are covered, how and where to properly manage those products) with other educational information produced by the CRD. Provide consistent information to the municipalities for inclusion with their outreach efforts.
- 2) Work with product stewards and the Ministry of Environment to ensure that services are well sited and meet the needs of the communities (address access issues).
- 3) Advocate to have more products covered under EPR under the BC Recycling Regulation and increase the 75% recovery rate with definite timelines for implementation.
- 4) Lobby for minimum post-consumer recycled content requirements for consumer goods.
- 5) Lobby senior governments to prohibit the manufacture and distribution of non-recyclable packaging.
- 6) Encourage design for environment principles and sustainable manufacturing.
- 7) Maintain landfill bans on EPR-managed materials and update disposal ban list as new EPR programs are launched.
- 8) Advocate for a broader deposit-based return system (provides incentive to generators to have materials be properly managed).
- 9) Establish a preferred service delivery approach:
 - a. Hybrid:
 - i. Continue to partner with stewardship agencies to provide collection services in a "one stop drop" at Hartland Landfill.
 - ii. Continue to negotiate agreements with stewards to more fully compensate for the costs, while providing supplementary funding as necessary.
 - iii. Continue to promote CRD and private return facilities.
 - b. High Service:
 - i. Develop additional "one-stop drop" facilities and/or expand existing facility.

- ii. Negotiate agreements with stewards to more fully compensate for the costs, while providing supplementary funding as necessary.
- iii. Promote CRD and private return facilities.
- c. Full EPR:
 - i. Maintain existing CRD/municipal services.
 - ii. Require stewards to bear full costs.
 - iii. Promote existing private services and provide specific messages to residents and businesses about why the CRD is opting not to start new services.
- d. Discontinue collection of stewardship items at regional facilities.

Promotion/Education Options

Education programs are a primary tool for waste reduction and are also critical to the success of waste diversion programs. Education supports long-term positive behaviour change.

Promotional activities increase awareness of services and programs and can be used to generate enthusiasm for a program.

The CRD has devoted considerable resources to promotion and education related to waste management, including on-line resources, brochures, and the development of school curricula. Current services are well received and no significant issues have been identified.

Options

- 1) Continue existing promotion and education activities for solid waste management and zero waste, including schools.
- 2) Increase CRD staff resources for promotion and education to deliver additional programs (e.g., business waste reduction program including waste audits and customized waste reduction plans, food waste reduction program).
- 3) Conduct CRD-specific research on barriers and benefits to waste reduction and implement programs based on findings.
- 4) Expand education programs for the multi-family, institutional and business sector.
- 5) Promote recycling at festivals and events.
- 6) Continue public involvement in the development and implementation of solid waste and resource management issues.
- 7) Continue to use a variety of communication tools, including:
 - a. Web-based information, including a searchable database
 - b. Maintain CRD telephone hotline
 - c. Brochures/print based information
 - d. Social media - e.g., Facebook, Twitter
 - e. TV and Radio campaign
 - f. Newspaper advertising
 - g. Community Outreach

Closure

We trust that the information contained in this memorandum meets your present requirements. Please contact us if you have any questions or concerns regarding the above.

GOLDER ASSOCIATES LTD.

ORIGINAL SIGNED

Sarah Wilmot. M.Sc., MCIP, RPP
Senior Planner

SW/MC/rem

ORIGINAL SIGNED

Michael Cant, B.A.
Principal, Canadian Waste Sector Leader

y:\vancouver\final\2013\1442\13-1442-0001\1314420001-001-tm-rev0 15jan_13\1314420001-001-tm-rev0-reduce reuse epr memo 15jan_13.docx