

Producer supported Municipal Blue Box Recycling Collection in Ontario

How it started and how it works

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City of Toronto Waste Statistics

- Serve close to 1 million units
 - 453,000 single family homes
 - 441,000 multi-unit homes
 - 20,000 small commercial
 - 5,000 litter/recycle bins (soon to be 12,000)
 - City Agencies, Boards, Commissions & Divisions
 - Private commercial and industrial waste accepted at transfer stations



Toronto's Current Situation

- Residual waste to Green Lane Landfill:
 - City of Toronto owned landfill located in Southwold, 200km southwest of Toronto.
- Projected Green Lane Landfill lifespan:
 - 2026 at current diversion;
 - 2034 with Target 70.
- Waste/Diversion Statistics:
 - Manage over 1 million tonnes of waste annually;
 - Recycle/Compost 47% of all waste generated;
 - 63% single residential homes;
 - 18% multi-residential homes.



Collection Programs

- Blue Bin - printed paper, paper and packaging (bi-weekly)
- Green Bin - separated organic waste (weekly)
- Waste Collection (bi-weekly)
- Leaf and Yard Waste Collection (March - December)
- White Goods Collection - large appliances (bi-weekly)
- Durable Goods Collection (bi-weekly)
- Electronics Program - Depot, Curbside Collection (bi-weekly)
- Household Hazardous Waste - Call-in and Depot



The Origins of the Blue Box in Ontario

- 1980s – Remaining landfill capacity in Ontario becomes an issue.
- Traditional refillable soft drink containers being replaced in favour of disposable containers.
- 1990 - Regulations 340 and 357 under the Ontario EPA:
 - O Reg. 357 – Requires soft drinks to be sold in refillable containers; Provides a framework for a deposit return program for soft-drink containers.
 - O. Reg. 340 – Provides an exemption for soft-drink containers which are non-refillable, but that are recycled in a multi-material recycling program; Sets out reporting requirements for soft drink Brand Owners.
- Soft drink association established Ontario Multi-Materials Recycling Incorporated (OMMRI).
- OMMRI provided funding (\$20M) to develop a curbside Blue Box Program:
 - That amount was matched by Province of Ontario and Municipalities.
- Blue Box curbside pilot program: Kitchener Ontario 1988.



Ontario Regulation 101/94

- Regulation under Ontario EPA, established in 1994.
- Requires municipalities (pop.>5000) to operate a Blue Box program which accepts at least:
 - PET bottles;
 - Glass containers;
 - Steel Cans;
 - Aluminum Cans;
 - Newsprint.
- As well as 2 other materials on a supplementary list specified by the Act (e.g., corrugated cardboard, magazines, plastic film, EPS, telephone directories, etc.).



Funding the Blue Box

- Pressures:
 - High cost of running program;
 - Low revenue from sale of recovered Blue Box material;
 - Municipalities were dependant on Provincial funding (from the start of the program until 1995);
 - Municipalities were considering not continuing the program
 - In response LCBO started to provide additional funding
- 1998 – The MOE asked Recycling Council of Ontario (Industry) to look at Roles and Responsibilities of the various stakeholders:
 - Report: “Recycling Roles and Responsibilities Final Report”
- 2000 – AMO, RCO and MOE (Municipalities, Industry and Province) produced a report:
 - Report: “Achieving Sustainable Municipal Waste Diversion Programs in Ontario”
 - This report was a precursor to the Waste Diversion Act



Waste Diversion Act

- Ontario Waste Diversion Act (WDA), 2002 came into effect June 2002.
 - Allows for the implementation of Stewardship/extended producer responsibility (EPR) programs.
 - Requires the Stewards (brand owners, first importers or retailers) to bear the physical and/or financial responsibility for ensuring proper management of products and packaging at end of life cycle.
 - Blue Box Program Plan was approved by the Minister in December 2003



Stewardship Funding

Currently 4 stewardship programs:

- Packaging and printed paper - Blue Box waste
- Municipal Hazardous and Special Waste (MHSW)
- Waste Electrical and Electronic Equipment (WEEE)
- Used Tires



Packaging and Printed Paper

- Fund 50% of the net provincial costs of municipal recycling programs.
- Since 2004 Toronto has received approximately \$55 M from industry steward funding.
- Funding primarily offsets collection, processing, promotion and some capital costs.



Packaging and Printed Paper (Continued)

- Approximately 30-35% of annual net recycling costs.
- Funding primarily offsets collection, processing and promotions costs.
- Additional conditional funding has been provided for designated projects:
 - Improving Multi-residential diversion;
 - MRF equipment purchase;
 - Collection vehicle purchase.



Stewardship Funding - MHSW

- Municipal Hazardous and Special Waste:
 - MHSW Program launched July 2008 and to date Toronto has received approximately \$1.5 M.
- Proposed Plan:
 - Stewards pay for Phase 1 material representing 70% of the total MHSW costs (e.g., paints, solvents, oil, etc.).
 - Phase 2 Material will be funded by the MOE representing 5% of the costs (e.g., fluorescent lights, pharmaceuticals, rechargeable batteries).
 - Phase 3 Material will be funded by the City representing 25% of the costs (all other hazardous material e.g., some solvents, fertilizers etc.).



Stewardship Funding – WEEE and Used Tires

- Waste Electrical and Electronic Equipment:
 - WEEE Program was launched April 2009 and to date Toronto has received approximately \$425,000.00
 - Industry 100% responsible for the costs of transportation/processing designated waste electronics (computers, televisions, cameras, cell phones, etc.)

- Used Tires:
 - Industry 100% responsible for the costs of processing transportation and collection costs.
 - The City receives \$88 per tonne which covers the full cost to operate the depot program.



Stewards and Municipalities

- Municipal and Industry Partnership Committee (MIPC)
 - Verify program costs;
 - Funding allocation (to municipalities);
 - Issues facing Blue Box Program:
 - Market development;
 - Best practices;
 - MRF study;
 - CIF Budget and Priority setting.
- Continuous Improvement Fund (CIF):
 - Funding for studies, pilot programs, capital improvements that increase the efficiency of the Blue Box program or increase the capture of designated materials.
 - Best practices should be transferable to other municipal Blue Box programs.



Waste Diversion Act (WDA) Review

- Waste Diversion Act 2002, and the Blue Box Program Plan are to be reviewed after the first 5 years by the Ministry of the Environment (MOE)
- Comments on WDA sought from stakeholders in early 2010:
 - No recommended changes to WDA brought by MOE as yet.
- Toronto's comments supported the designation of additional materials the City manages for stewardship programs, such as:
 - Branded organics (diapers, paper towels);
 - Bulky items (furniture, mattresses);
 - All electronic waste;
 - Construction and demolition waste;
 - Litter (gum, tobacco, packaging).



WDA Review (Continued)

- Toronto's Position – Packaging and Printed Paper:
 - Designate all packaging and printed paper sold in Ontario.
 - Stewards should be financially responsible for all packaging and printed paper regardless of where it is captured.
 - Resident convenience, program accessibility and performance must be maintained.
 - The Blue Box program's success is based on the collected basket of goods approach, which makes the program cost-effective. Too much fragmentation, would result in collapse of Blue Box system (e.g., separate schemes for each material).



WDA Review (Continued)

- Recovery and diversion targets should be material-specific (e.g., a newsprint target, an aluminum target). Where applicable there should also be consideration for targets within specific material types, such as within plastics (e.g., an HDPE target, a PET target).
- To ensure that recovery targets are met, the penalties for Stewards who do not meet their targets must be significant.



Target 70 Initiatives

- In 2007 Toronto set a target of 70% waste diversion from landfill:
 - Programs and policies adopted by council to drive waste diversion and waste reduction:
 1. Source Reduction Initiatives
 2. Green Bin Organics in Apartments/Condos
 3. Enforcement Mandatory Diversion By-law
 4. Behavioural Change
 5. New Materials for Recycling
 6. Improved Recycling Capacity
 7. Reuse/Disassembly of Durable Goods for Recycling
 8. Townhouse Collection
 9. Biogas Composting Facility
 - Physical Biological Processing of Mixed Residential Waste



In-Store Packaging

- Target 70 recommendations included a stakeholder taskforce:
 - In-Store Packaging Working Group;
 - Representatives from industry, retail, Councillors, staff.
- Toronto specified 3 categories:
 - Plastic retail shopping bags;
 - Hot drink cups (takeout);
 - Plastic takeout food containers.
- November 2008 Report recommending:
 - Mandatory discount of \$0.10 at retail for every bag “not taken” by customers;
 - Mandatory discount of \$0.20 at retail for customers using refillable hot drink mugs;
 - Targets for recyclability of plastic takeout food containers and hot drink cups;
 - Material bans for plastic retail shopping bags, plastic takeout food containers and hot drink cups that were “not compatible” with Toronto’s Blue Bin program;
 - Ban on sale of bottled water in City facilities;
 - Targets for increasing access to tap water at City facilities.



Retail Plastic Bag By-law

Council Adopted a 3Rs approach

- Source Reduction and Reuse:
 - Retailers in City of Toronto must accept use of reusable bag or container.
 - Must charge a minimum of 5¢ for each plastic retail shopping bag.
 - If plastic retail shopping bags not offered, retailers must provide a free alternative (i.e., paper bag, cardboard box).
 - A retailer offering and charging for plastic retail bags is not obligated to provide a free alternative.
 - Must communicate the charge:
 - Prominent signage at point of sale;
 - Itemize charge on the transaction receipt if one is issued.



Retail Plastic Bag By-law (cont.)

- Retailers keep 5¢ charge – money is not remitted to City.
- By-law requiring retailers to remit charge back to City would be deemed a sales tax.
- COTA does not allow City to impose sales tax on plastic bags.
 - Under COTA, the City has the authority to pass by-laws respecting matters related to the environmental well-being of the City.
- City encourages retailers to reinvest the funds in local environmental or community-based initiatives.



Retail Plastic Bag By-law (cont.)

Recycle:

- Toronto introduced plastic retail shopping bags into the Blue Bin program December 2008.

By June 1, 2010:

- Any single use bags distributed must be compatible with the City of Toronto recycling program:
 - Biodegradable or compostable plastic bags are not compatible with the City of Toronto recycling program;
 - Plastic bags with metal detailing or grommets, rope or hard plastic handles are not compatible.



Communications

- Meetings with retail associations.
- City's website:
 - www.toronto.ca/5centbag
- 3 different sizes of signs produced and made available free of charge – postcard style, 3 ½" by 6 ¾" – sticker, 4" by 5" – poster, 8.5" by 11".
- Unlimited supply of signs made available at various Civic Centres and given to those retail associations who wanted to distribute to members. Print quality signs available on City website, for downloading.
- Print ad campaign.



Communications (cont.)

- Letters to retailers
 - May 2009:
 - Details of the new by-law including requirement for \$0.05 charge and June 1, 2010 ban on non-compatible plastic bags.
 - Two point-of-sale stickers describing the by-law for customers.
 - December 2009:
 - Letter clarifying the “free alternative” section of the by-law
 - Reminder about the June 1, 2010 ban on non-compatible plastic bags
- 311 City information line
 - General questions about by-law
 - Specific questions forwarded to policy staff

5¢ Plastic Bag Charge Signage

5¢
Plastic bags
now cost a minimum of

The City of Toronto Municipal Code Chapter 604, Packaging

To reduce the volume of plastic bags and encourage the use of reusable bags/bins, stores are now required to charge a minimum of 5 cents per plastic bag requested by the customer at checkout. This charge will appear on your receipt. The money will be kept by retailers, not remitted to the City of Toronto.

Please recycle plastic bags when no longer usable.

Toronto **Livegreen Toronto**

5¢
Plastic bags
now cost a minimum of

PLASTIC BAGS END UP IN PLACES THEY DON'T BELONG.
To reduce the volume of plastic bags and encourage reusable alternatives (bags, bins, boxes), retailers will charge a minimum of 5¢ for every plastic shopping bag as of June 1st, 2009. Visit toronto.ca/5centbag or call 416-392-2010 for more.

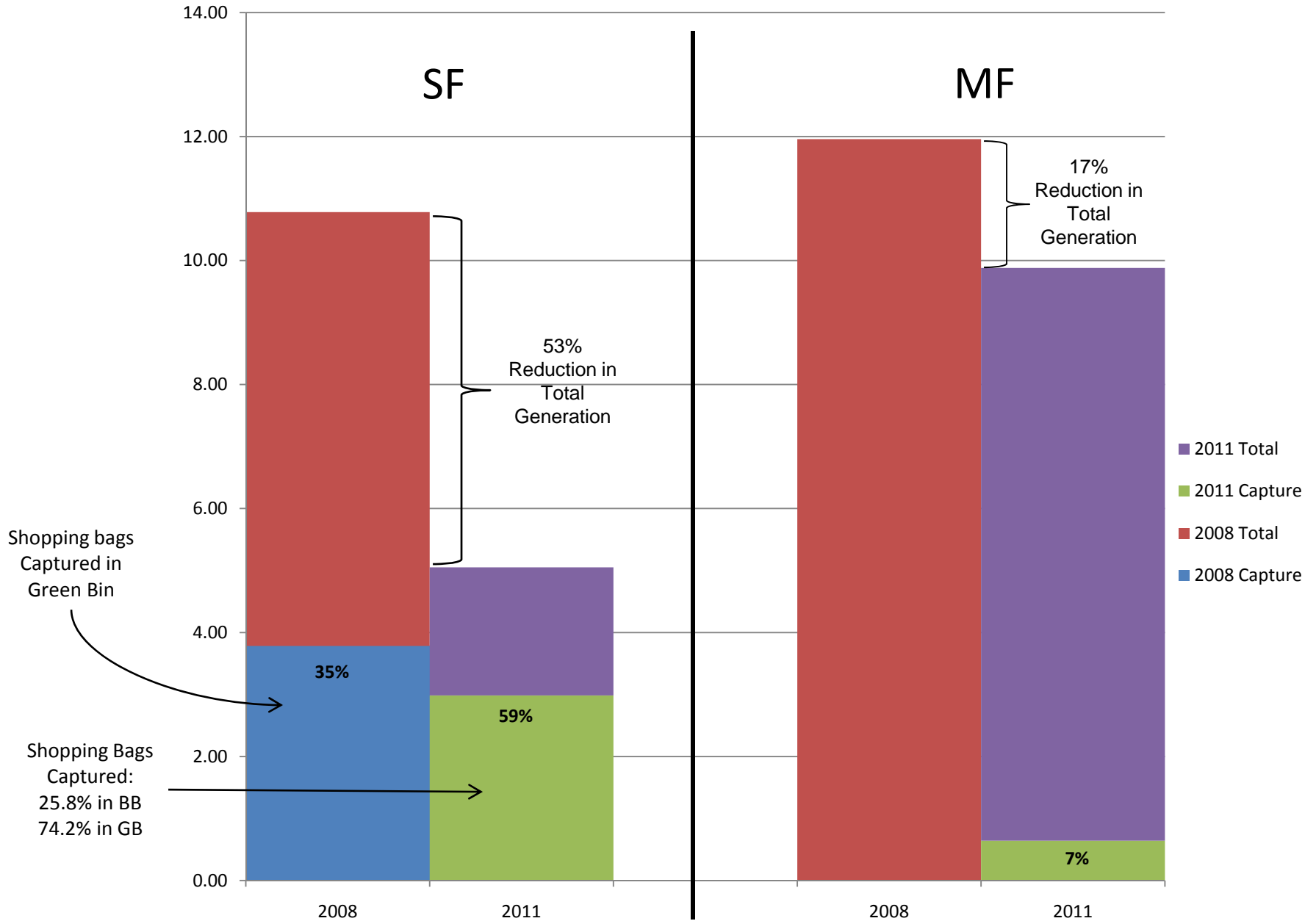
Toronto **Livegreen Toronto**



How is it working?

- Based on single-family waste composition audits in 2010 and 2011 there has been a 53% reduction in total plastic bag generation and a 65% reduction of bags in the garbage stream compared to 2008.
- Loblaws (grocery retail chain) reported 75% fewer bags used in their Toronto stores.
 - Implemented a \$0.05 fee for bags in their stores Canada-wide.
- Other retailers:
 - Sobeys, Foodland and IGA (grocery) – 72% reduction in bag use
 - Metro stores (grocery) – 70% reduction in bag use
 - Chapters, Indigo (book stores) – 78% reduction
 - Lee Valley Tools – 89% reduction in Toronto stores

Plastic Retail Shopping Bags





Consumer Research

- Research conducted for Stewardship Ontario in September 2010 found:
 - 90% of Torontonians have changed their behaviour (decreased their use of plastic bags) in response to the fee.
 - Only about one-quarter were not happy about the by-law.
 - 43% felt that it had a worthwhile impact on reduction of plastic bag use



How is the Plastic Bag Fee Being Used?

- **Toronto City Council adopted:**
 - *“If there are new funds generated from the sale of plastic retail shopping bags, the City supports the retailer reinvesting these funds in community or environmental initiatives, or utilizing them to mark down the selling price of re-usable bags. In addition, retailers be encouraged to identify where these funds are being re-invested for the awareness of the public.”*
- **Loblaws (grocery):**
 - \$3 Million corporate donation to WWF, including partial proceeds of plastic bag fee
- **Home Depot Canada:**
 - Sustainable housing and community projects across Canada.
- **Chapters Indigo (book stores):**
 - Partial proceeds to WWF Canada
- **Shoppers Drug Mart:**
 - Partial proceeds to the Shoppers Drug Mart Women’s Cancer Research Program at Princess Margaret Hospital in Toronto.



Committee Decision on Other In-Store Packaging

- Committee requested more study on:
 - Hot Drink Cups;
 - Plastic Takeout Food Containers.
- Hot Drink Cup Taskforce:
 - Industry/Manufacturing;
 - Hot drink retail/restaurants;
 - Recyclers of post-consumer paper;
 - Staff/Consultants.
- 3 areas of study:
 - Would “behaviour change” discount achieve waste reduction?
 - Could existing MRFs effectively separate hot drink cups in the single-stream Blue Bin mix?
 - What recycling markets were available to receive post-consumer polycoat paper cups and polystyrene lids?



Hot Drink Cup Taskforce

- Stakeholder Group met from January – May 2010.
- Additionally, explored areas of:
 - Business impact of a mandatory discount.
 - Health and safety aspects of reusable containers (mugs).
 - Changing packaging to make post-consumer cups and lids more recyclable/marketable.
- Industry and retail opposition to mandatory discount and packaging changes
- Ultimately, lack of consensus on a number of issues resulted in no final report submitted to City committee.



Further Reading

- **“A Brief History of Waste Diversion in Ontario” (2008)**
 - http://www.cielap.org/pdf/WDA_BriefHistory.pdf
- **“Recycling Roles and Responsibilities Final Report” (1998)**
 - https://www.rco.on.ca/uploads/File/policy/Roles_&_Responsibilities_Report.pdf
- **“Achieving Sustainable Municipal Waste Diversion Programs in Ontario” (2000)**
 - <http://www.ontla.on.ca/library/repository/mon/ont/ev/2000/sept1full.pdf>



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