
Subject: Proposed Producer Responsibility Regulations for Hazardous and Special Products

Report to: Public Works Committee

Report date: Tuesday, April 13, 2021

Recommendations

1. That staff **BE AUTHORIZED** to submit comments on the proposed Hazardous and Special Products regulation to the Ministry of Environment, Conservation and Parks.
2. That staff **UPDATE** Public Works Committee upon the finalization of the Hazardous and Special Products regulation.

Key Facts

- The purpose of this report is to seek Council's support for staffs' submission on the proposed Hazardous and Special Products (HSP) regulation to the Ministry of Environment, Conservation and Parks (MECP) on behalf of Niagara Region.
- The proposed regulation would require Producers to establish a collection system, manage and properly dispose of materials collected, and report and keep program records.
- The proposed regulation has been posted to the Environmental Registry of Ontario for a 45-day public consultation from February 11, 2021 to March 28, 2021.
- Staff have conducted a preliminary review of the regulation and have included an overview of comments in this report.
- Under the proposed regulation, Niagara will transition from the current MHSW program to full producer responsibility on July 1, 2021 when the new regulation comes into effect. This will apply to designated materials only.

Financial Considerations

Under the current framework of the MHSW program, the total gross annual cost of Niagara Region's program, based on the 2021 budget, is approximately \$760,000, with various stewardship funding programs contributing 57% (\$433,000) of the total program cost. This results in an estimated 2021 net program cost to Niagara Region of approximately \$327,000 (43%) for operation of MHSW depots, collection, haulage and processing of these materials.

Under the proposed HSP regulation, if Niagara Region continues to collect the same materials, it is estimated that Niagara Region's annual cost will increase at least \$70,000 primarily due to having to pay for the disposal of propane tanks, fire extinguishers, aerosol cans, chlorofluorocarbons (CFC), and fluorescent tube lighting products.

Additionally, there is the potential that a portion of the funding that Niagara Region currently receives to operate the MHSW depots may be reduced as Producers / Producer Responsibility Organization's re-evaluate the current compensation model for the collection of paints and solvents. This will further increase future program costs.

Analysis

Background – Niagara Region Municipal Hazardous and Special Waste (MHSW) Program

Niagara Region has operated a MHSW program since the 1990's allowing residents to drop off household hazardous materials such as fertilizers, oil, paint, propane and a variety of chemical products.

Prior to 2016, Niagara's MHSW program was set up as a mobile monthly collection event, rotating through the various local area municipalities. A permanent MHSW depot has existed at the Niagara Road 12 Landfill site since 1996 where initially only residents from West Lincoln, Lincoln, Grimsby and Pelham could take their material. In 2014, this site was opened up to all residents of Niagara. In 2016, Niagara Region established permanent MHSW depots in Fort Erie, Thorold and Welland. At the Bridge Street Site in Fort Erie, residents are allowed to drop off select MHSW materials including paint, propane cylinders, vehicle batteries and used oil. As of 2016, the establishment of MHSW collection sites has allowed Niagara Region to eliminate monthly rotating MHSW collection events.

Background – Program Funding

- In 2006, the Ontario Minister of the Environment directed Waste Diversion Ontario to develop a waste diversion program for MHSW with Stewardship Ontario to oversee the program. Stewardship Ontario is a not-for-profit organization funded and governed by the brand owners, first importers and franchisors of the products and packaging materials managed under the MHSW program. The MHSW program began on July 1, 2008 with the directive that MHSW material be collected and recycled / disposed of in an environmentally sound manner. It was at this time that

Producers were first required to fund a portion of the costs that municipalities were incurring for the collection and handling of these materials.

- In 2015, Product Care Association became the Stewardship organization overseeing and providing funding (through the collection of fees from their members) for paints and coatings, aerosol and lighting material.
- In 2017, Automotive Materials Stewardship Inc. (“AMS”) was approved to be the Stewardship Organization for antifreeze, used oil filters and oil containers.
- Since 2017, over 85% of the funding Niagara Region receives for the operation of MHSW depots come from these two organizations, with Stewardship Ontario continuing to fund the remaining costs.
- The MECP has directed that the current MHSW program, operated by Stewardship Ontario under the Waste Diversion Transition Act, 2016, cease operation on June 30, 2021.

Review of Proposed Household Special Products Regulation

With the enactment of the *Resource Recovery and Circular Economy Act*, 2016 (RRCEA), the Province is shifting to a full producer responsibility framework for products and packaging, thereby making producers and brand holders accountable for recovering resources and reducing waste associated with products. The Province identified four (4) waste diversion programs to transition to a producer responsibility model (used tires, electrical and electronics equipment waste, municipal hazardous waste and blue box program).

On February 11, 2021, the Province released the proposed HSP regulation under the Resource Recovery and Circular Economy Act (RRCEA), and posted it to the Environmental Registry of Ontario for a 45-day public consultation. [Proposed HSP Regulations](https://ero.ontario.ca/notice/019-2886) (<https://ero.ontario.ca/notice/019-2886>).

The proposed HSP regulation, designed to make producers responsible for the collection, haulage and processing disposal of hazardous waste material, is based on the framework of the current Municipal Hazardous or Special Waste (MHSW) program.

The draft regulation is comprised of nine (9) parts including collection and management, promotion and education, reporting and continuation of existing municipal collection sites.

The key details of the proposed new regulation would require Producers to:

- establish collection networks for consumers;

- manage all collected materials properly by following recycling and disposal procedures;
- provide promotion and education materials to increase consumer awareness on how and where they may dispose of HSP materials; and
- register, report and keep data records

Since July 2020, staff have provided input in the development of the regulation by attending MECP workshops, participating on the Municipal Waste Association (MWA) Municipal Hazardous and Special Waste (MHSW) Committee and providing feedback to both the MWA and Association of Municipalities of Ontario (AMO). Attached in Appendix “A” is AMOs responses to the MECP on the proposed regulation.

On February 11, 2021, the MECP released the proposed regulation for a 45-day public consultation period, from February 11, 2021 to March 28, 2021. Unfortunately, the 45-day consultation period did not allow staff the opportunity to bring forth this information to Committee/Council prior to the issuance of staff’s response to the Environmental Bill of Rights (EBR).

On March 2, 2021 and March 3, 2021, staff participated in meetings with AMO and MWA to facilitate feedback from municipalities in preparing AMOs response to the MECP on the proposed HSP regulation. Attached in Appendix “B” are staff comments to AMO for their draft response.

On March 4, 2021, Niagara Region provided input during a MECP organized municipal workshop where the MECP solicited feedback to be considered as part of finalizing the HSP regulation.

If Council disagrees with the position put forward by staff as outlined in this report, there is an opportunity to withdraw staff’s comments to the MEPC.

The sections below provide a summary of the key elements of the proposed new regulation and staff’s response.

Designated Materials

The proposed regulation identifies the designated materials which Producers are required to manage. Designated materials are the list of materials that are included in Categories A to D in the proposed HSP regulation. Producers will be responsible for the management of these materials including funding all of the costs associated with collection, haulage and processing.

Designated materials are grouped into the following four (4) categories:

Category A

- Non-refillable pressurized containers
- Oil filters

Category B

- Antifreeze
- Paints and coatings
- Pesticides
- Solvents
- Oil containers
- Refillable pressurized containers

Category C

- Barometers
- Thermometers
- Thermostats

Category D

- Fertilizers

Non-obligated Materials

All materials that are not covered under the proposed HSP regulation may be considered non-obligated i.e. Producers are not required to manage these materials.

At the current time, Niagara Region collects, hauls and processes the following non-obligated materials which are not covered under the proposed HSP regulation:

- Acids
- Aerosol Containers
- Bases (caustics)
- Cooking Oil
- Fire Extinguishers
- Insect Repellent
- Organic Peroxide

- Pharmaceuticals
- Pool Chemicals
- Propane Tanks
- Sanitizers, disinfectants
- Sharps
- Used Oil
- Vehicle Batteries
- Light Bulbs
 - Fluorescent Tubes
 - Compact Fluorescent
 - Halide Bulbs

Note: Light Bulbs - will be covered under the Electronic and Electrical Equipment regulation, effective January 1, 2023.

During consultation, the MECP has indicated that they intend to add more materials to the regulation in the future but have not identified in the proposed regulation which materials will be added nor any timelines when this may occur.

Transition Timeline

The proposed regulations allows Producers up to 18 months (July 1, 2021 - December 31, 2022) to transition and establish the required collection sites in order to meet the new regulation requirements. During the transition phase the current number of collection sites available in a local municipality must be maintained by the Producers so as not to impact residents of that municipality. It is anticipated that Producers will have municipalities continue collecting the designated material for most of the transition period.

During the transition phase Niagara Region will continue to collect all materials that it currently collects under the MHSW program including those in the proposed HSP regulations. Depending on the outcome of the final regulation, staff will evaluate the cost and impact to continue to collect both designated and non-obligated materials, and report back to Committee.

Management of HSP

In the current draft version of the proposed regulation, the MECP has only established collection targets for oil filters and non-refillable pressurized containers. There is no

requirement for Producers to collect a minimum percentage of the other designated materials. The MECP has included recycling efficiency targets meaning that when materials are collected they must be recycled to a prescribed percentage.

The lack of collection targets is a significant issue which municipalities have consistently identified during the various MECP consultations. As a result, there are no incentives for Producers to collect these materials to ensure that they are properly disposed and to prevent them from entering the waste stream i.e. landfilled.

Promotion and Education

Under the proposed regulation all Producers would be required to implement promotion and education programs. The Producers of certain products would be required to provide consumers with information on how to properly dispose (e.g. mercury containing devices) or use up such materials (e.g. fertilizers). Additionally, Producers would be required to inform consumers when a visible fee is charged at the point of purchase. Promotion and education would be web-based as well as through retailers selling these products.

Promotion and education is a key element since residents are accustomed to going to municipal MHSW depots to drop-off their hazardous materials. It is imperative that residents understand where and how they can drop-off hazardous materials in order to ensure that they are disposed of properly.

Registration, Reporting and Auditing

The proposed regulation requires Producers to register, report, audit, verify and properly maintain records. In order to determine program effectiveness it is important that Producers submit records on the amount of material collected, how much of it was recycled and how it was managed. Additionally, annual audits need to be completed in order to monitor performance on an annual basis as opposed to over a longer term e.g. three (3) years or longer.

Municipal Role

The current draft version of the proposed HSP regulation requires municipalities to continue accepting mercury containing devices such as thermometers and thermostats. This will require that municipalities operate a MHSW depot or another type of collection point. A number of municipalities have indicated they either do not have the ability and /

or willingness to accept mercury containing devices. Niagara Region currently accepts mercury containing devices at its MHSW depots.

Other than mercury, there are no other requirements for municipalities to accept designated materials. Municipalities will need to determine if they will continue accepting designated materials depending on the funding from Producers and non-obligated materials since producers are not required to provide funding for the collection and management of these materials.

Niagara Region Comments on Proposed Regulation

Niagara Region has provided previous comments via AMO on the proposed HSP regulation. Overall, the implementation of a producer responsibility framework for HSP is a positive step by the MECP, however, there are a number of issues that staff believe the MECP needs to address.

Niagara Region's comments are focused on a number of key items:

- Niagara Region supports AMO's request to the MECP to delay the implementation of the HSP regulation.
- In addition to the current list of designated materials, the proposed regulation should identify which materials will be designated in future and timelines of when they will be added. The list of designated materials should be consistent with AMOs submission to the MECP in July 2020.
- Collection targets for all materials should be established in order to provide incentive to Producers to collect and manage HSP. A lack of targets may result in materials being inappropriately disposed.
- Producers should be required to report on the amount of material collected and therefore management targets must be included in the regulation.
- Producers should be required to collect any designated HSP that has been illegally dumped or reimburse municipalities for collecting such materials.
- Robust promotion and education campaigns / activities are needed to inform the public on how materials are to be managed and to encourage participation.
- The proposed HSP regulation should not require municipalities to accept any designated materials e.g. mercury containing devices.
- Municipalities need to understand how many collection sites would be required in each jurisdiction.

- The requirement to record names and contact information at Niagara Region's MHSW depot may be labour intensive since we do not currently have an automated system to record this information.
- The collection of materials from municipal MHSW depots, by Producers, needs to occur more frequently than within three (3) months of being notified. A collection site may not have the space and/or collection containers to store materials up to three (3) months.
- Annual performance audits need to be completed in order to determine program effectiveness.

Next Steps

Staff will continue to work with AMO and through industry associations to ensure Niagara Region comments are being addressed. Staff will review the final draft version of the regulation once it is released in order to determine its impacts on Niagara Region. Staff will update committee and provide recommendations as appropriate.

Alternatives Reviewed

No alternatives were reviewed as part of this report.

Relationship to Council Strategic Priorities

This report supports Council's Strategic Priority of Responsible Growth and Infrastructure Planning.

Other Pertinent Reports

- WMPSC-25-2019 Municipal Hazardous or Special Waste Update

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This report was prepared in consultation with Emil Prpic Associate Director of Waste Disposal Operations and Engineering and Dan Ane, Manager, Program Financial Support, Corporate Services, and reviewed by Catherine Habermehl, Director, Waste Management Services.

Appendices

Appendix A AMO's Comments on Proposed Regulations on Municipal Hazardous and Special Waste

Appendix B 2021-03-04 Draft Municipal Submission on Draft HSP Regulation

Sent via email to: charles.o'hara@ontario.ca

July 24, 2020

Charles O'Hara
Director, Resource Recovery Policy Branch
Ministry of the Environment, Conservation and Parks
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Dear Charles:

**RE: Proposed Regulation for Municipal Hazardous or Special Waste under the
*Resource Recovery and Circular Economy Act, 2016***

The Association of Municipalities of Ontario ("AMO"), the City of Toronto, the Regional Public Works Commissioners of Ontario ("RPWCO") and the Municipal Waste Association ("MWA") collectively submit these comments on behalf of municipal governments regarding the Proposed Regulation for Municipal Hazardous or Special Waste ("MHSW") under the *Resource Recovery and Circular Economy Act, 2016* ("RRCEA"). We appreciate the opportunity to provide comments on this regulation.

Summary of recommendations:

- Continue to support transition of all Ontario's waste diversion programs over to full producer responsibility under the RRCEA.
- Transition and expand on the current list of MHSW currently captured in [O. Reg. 387/16](#) under the *Waste Diversion Transition Act, 2016* (WDTA) and do so in two distinct phases with implementation dates established in the regulation:
 - Phase 1 (July 1, 2021): Paint and coatings, expanded pesticides category, solvents, expanded fertilizer category, used oil filters, oil containers (under 30 litres), pressurized containers, anti-freeze, aerosols, portable fire extinguishers, mercury containing devices, fluorescent light bulbs (if not in the Electrical and Electronic Equipment (EEE) regulation), and all associated containers of the above.
 - Phase 2 (January 1, 2023): pharmaceuticals and sharps, automotive additives and cleaners, automotive additives and cleaner containers, fuels, miscellaneous flammable materials, oxidizers, corrosives – acids, corrosives – caustics, fuels, reactive chemicals, used oils and lubricants.
- For new materials being designated it is understood that the government may not have data to establish collection targets, however, this can be overcome by:

- Establishing the same accessibility requirements as other MHSW; and,
 - Establishing a recycling efficiency target that ensures the products collected are properly managed similar to other MHSW.
 - Establishing robust public education and communication requirements for producers to ensure consumers understand how and where to properly dispose of designated products and packages.
- Management targets in the first year should be established at levels that at least meet current performance with continued improvement sought in future years.
- Where applicable, continued promotion of targets that place an emphasis on higher end uses and foster the development of a strong circular economy that creates jobs within the province while reducing Ontario's greenhouse gas emissions.
- Support for the development of incentives for producers to market MHSW products with recycled content (paint).
- Municipalities are supportive of the approach taken on visible fees within the Used Tire Regulation that include reporting, auditing and promotion and education and requirements on producers that charge consumers a resource recovery fee, which allows for consumer transparency and flexibility for the producer.
- Requirements related to promotion and education are essential especially for consumables. Producers should be responsible for, at a minimum, delivering one piece of educational material directly to every household on an annual basis.
- Service providers, including collectors, haulers and processors, be required to register, record keep and report. This provides for an additional oversight and compliance function relative to recycling standards for waste service providers for designated materials.
- The Canadian Standards Association's Guideline - SPE-890-15 - A Guideline for accountable management of end-of-life materials provides the parameters by which the government can ensure standardized reporting and proper oversight. The sector supports the use of this guideline with quarterly reporting and annual third-party, independent audits.
- An RRCEA regulation on administrative monetary penalties should be enacted as soon as possible to ensure all participants understand the consequences of failing to comply.
- The Province should institute a program to compensate municipalities for the cost of legacy MHSW materials that are un-stewarded.

Overview and Facts

Municipal governments play an important role as the final backstop to ensure many hazardous or problematic products do not end up in the environment. This includes keeping these products out of solid waste landfills, stormwater sewer systems and the wastewater system. Further, many municipal governments have requirements to establish collection systems for these materials as part of their waste disposal approvals from Ministry of Environment, Conservation and Parks. Municipal depots and collection event days become the destination of various products that are cleaned out of basements, garages, or medicine cabinets. The costs associated with collecting and managing these materials is a significant burden as compared to other materials collected by municipal governments. Despite many of these materials not having stewardship programs, municipal governments have collected them to reduce environmental degradation from improper disposal.

The current list of materials included in Ontario's municipal hazardous and special waste programs only make up a fraction of what municipalities are collecting and forced to manage. By way of example, the following four Figures illustrate the percentage of miscellaneous organics (e.g. wood glue, drywall patch, wood sealer etc.), pesticides, fertilizers and aerosols that are the responsibility of municipal governments as opposed to the companies that produce them. These Figures are based on lab pack analysis completed over the last five years and used to determine the cost split between producers and municipal collection sites. Producers have adapted a number of these products, and as a result an increasing amount of material does not meet the current definition. While the initial definitions were problematic as they excluded a large amount of materials, more burden is being placed upon municipal governments to pay for the end-of-life management of these materials.

Figure 1 - Responsibility Based on Lab Pack Analysis for Misc. Organics

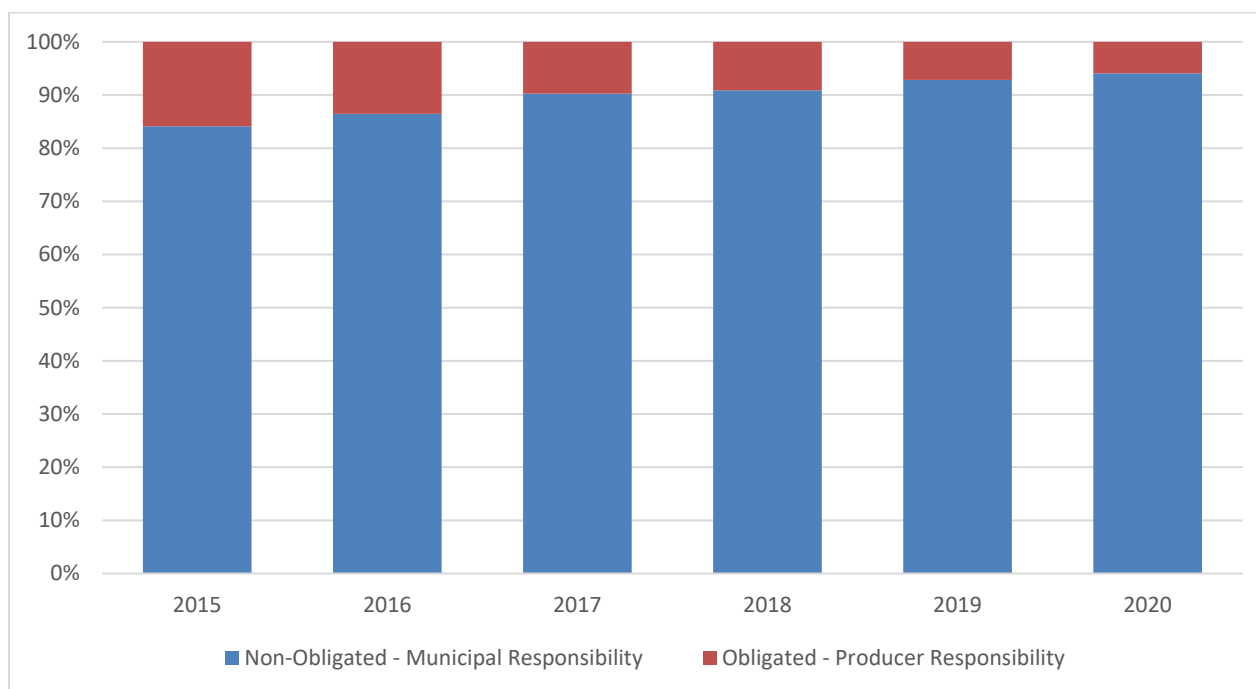


Figure 2 - Responsibility Based on Lab Pack Analysis for Pesticides

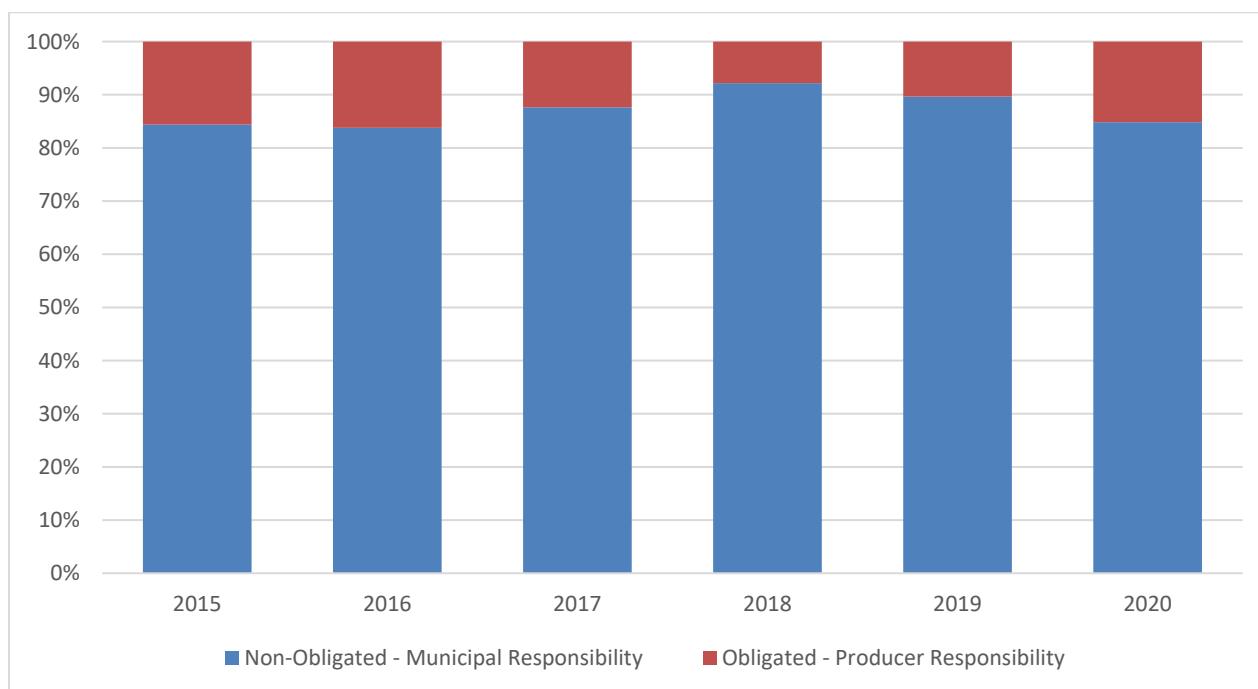


Figure 3 - Responsibility Based on Lab Pack Analysis for Fertilizers

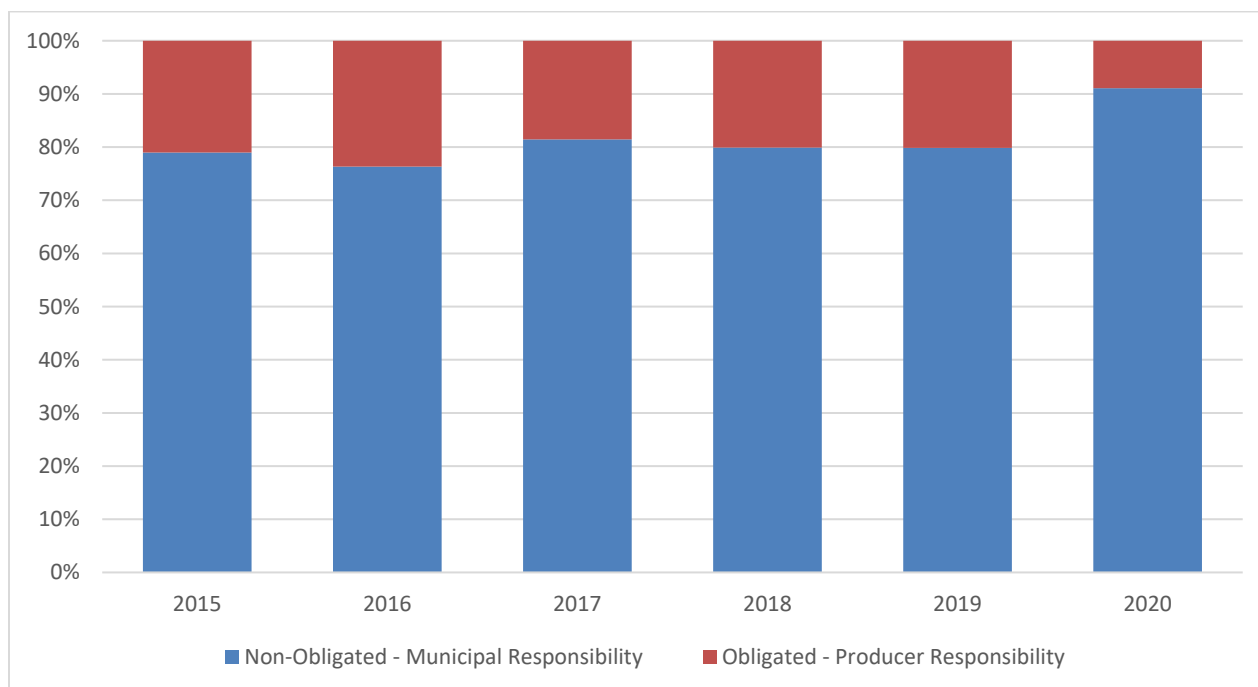
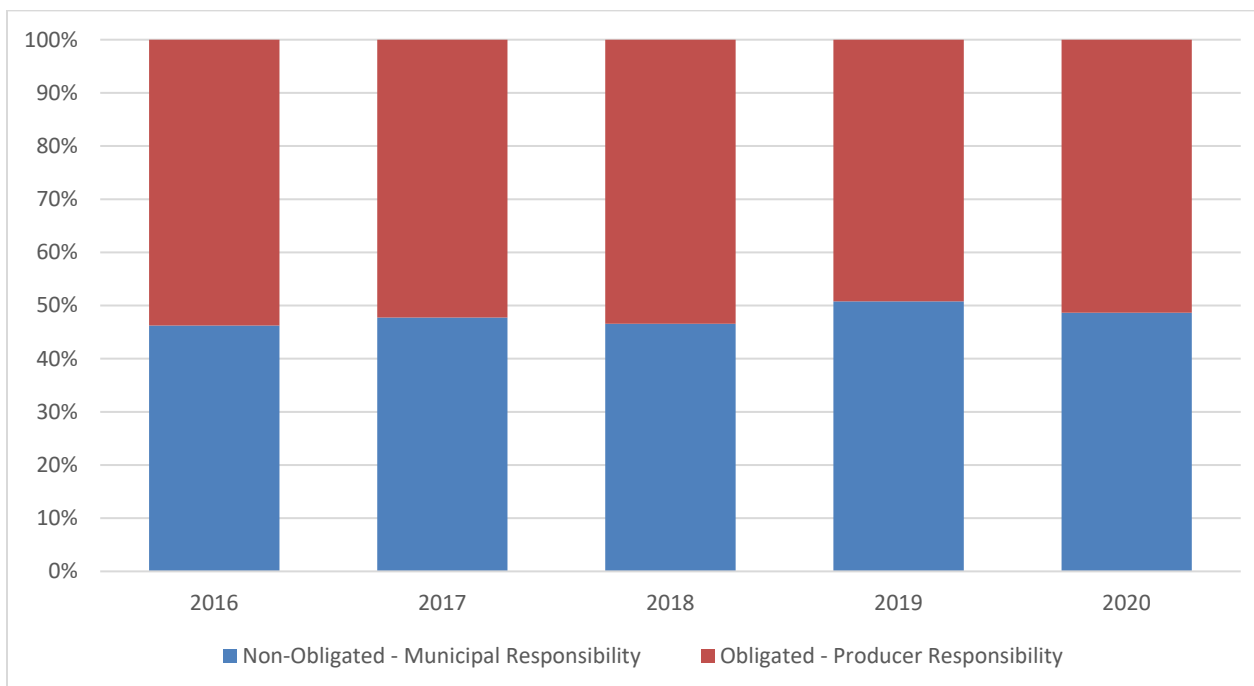


Figure 4 - Responsibility Based on Lab Pack Analysis for Aerosols



Municipal governments understand that some of the producers of these products are advocating that they should not be included in producer responsibility regulations as they have functioning diversion initiatives already in place. However, an assessment of 2019 data for eight Ontario municipalities representing about a quarter of Ontario's population indicates consumers are bringing high quantities of these materials to municipal depots and collection event days. When extrapolated Province-wide this data showed that Ontario municipalities collected over 52,500 kg of pharmaceutical waste and 20,000 kg of sharps and 170,000 kg of propane cylinders in 2019. If these programs were functioning well, municipalities would not be forced to manage this amount of materials.

For pharmaceuticals and sharps, municipal governments strongly believe the current Ontario Medications Return Program (OMRP) and the Ontario Sharps Collection Program (OSCP) are underperforming. These programs were regulated under Ontario Regulation 298/12 "Collection of Pharmaceuticals and Sharps – Responsibilities of Producers", which was a stop gap measure introduced as new producer responsibility legislation was under development. Municipal governments do not believe this regulation has been properly overseen by the Province in a manner similar to Regulation 102/94 and 103/94, which were meant to increase recycling in the industrial, commercial, and institutional sectors.

Municipal hazardous or special material needs to be managed properly. It continues to arrive in large volumes to municipal depots and event days on an annual basis due to many reasons, including expiry dates and excess quantities not needed. Table 1 and 2 provide a breakdown of quantity and costs for some of these non-obligated MHSW materials for both a large regional urban municipality as well as a regional rural municipality. Important to note these costs are based on management and do not include collection cost, nor promotion and education.

Table 1 - MHSW Management Costs from a Large Regional Urban Municipality (Based on [O. Reg. 387/16](#) Phases)

	Total Management Costs	EPR Funding	Municipal Costs	% Covered
Phase 1	\$1,218,413	\$879,888	\$338,524	72%
Phase 2/3	\$275,214	\$0	\$275,214	0%
Total	\$1,493,627	\$879,888	\$613,738	59%

Table 2 - MHSW Management Costs from a Regional Rural Municipality (Based on [O. Reg. 387/16](#) Phases)

	Total Management Costs	EPR Funding	Municipal Costs	% Covered
Phase 1	\$106,226	\$36,016	\$70,210	34%
Phase 2/3	\$21,993	\$0	\$21,993	0%
Total	\$128,219	\$36,016	\$92,203	28%

Phase 1 materials represent a significant amount of paint that would be funded by producers but also includes large amounts of pesticides, and fertilizers (see Figures 2 and 3) not obligated which would account for the municipal costs. Phase 2 and 3 materials include materials such as misc. flammables, portable fire extinguishers and mercury containing devices.

Municipal governments advocate that the responsibility to manage all these materials should be that of the producers that manufacture these products rather than the municipal taxpayer and ratepayer. This responsibility includes ensuring that consumers purchase the appropriate amount, use all of the product and ensures that any remaining product and the packaging are properly managed at end of life. These companies have a much more direct relationship with the consumer rather than municipalities, who are forced to address the 'end of the pipe'. Government policies like producer responsibility have an opportunity to create efficient market signals. Burden will only be increased on the municipal taxpayer and ratepayer if the Province decides to retract rather than expand producer responsibility.

Defining Responsible Person

Municipal governments recommend that the definition of "responsible producer" should take a similar cascading approach to [Ontario's Used Tires Regulation](#), [BC's PPP program plan](#), and in [Stewardship Ontario's draft amended Blue Box Program Plan](#) (e.g. brandholder, first importer, marketer [resident and not]).

Designating Materials

The proposed Regulation should ensure that all the materials currently captured in [O. Reg. 387/16](#) under the *Waste Diversion Transition Act, 2016* (WDTA) are included in the new regulation. The Table below includes all the consumables and containers/products that should be included. Each continues to represent a significant portion of what is being returned to municipal depots and needs to be managed properly at the end-of-life.

Two stages are being recommended:

- Phase 1 (July 1, 2021): Paint and coatings, expanded pesticides category, solvents, expanded fertilizer category, used oil filters, oil containers (under 30 litres), pressurized containers, anti-freeze, aerosols, portable fire extinguishers, mercury containing devices, fluorescent light bulbs (if not in the EEE regulation), and all associated containers of the above.

- Phase 2 (January 1, 2023): pharmaceuticals and sharps, automotive additives and cleaners, automotive additives and cleaner containers, fuels, miscellaneous flammable materials, oxidizers, corrosives – acids, corrosives – caustics, fuels, reactive chemicals.

Further detail on the materials and the proposed phases are included in Appendix A.

Phase 1 transitions materials that are already designated while expanding to include a broadened pesticides and fertilizer categories as the previous definitions did not account for the types of materials being returned.

Municipal governments do not believe there is rationale to exempt products such as fertilizers and propane cylinders, which as identified earlier, are being dropped off by residents in large quantities.

It is also recommended the government extend the designated material to include those that were a part of the Recycling Council of Ontario MHSW program, which reimbursed municipalities for certain Municipal Hazardous or Special Waste (MHSW) materials. This includes aerosols, portable fire extinguishers, mercury containing devices, and fluorescent light bulbs (if not in the EEE regulation). The data has already been captured by the Ministry as part of this program, and makes these materials easier to designate.

The definition of pesticides should be expanded to include Schedule IV of the Pest Control Products Regulation¹ as this represents the bulk of retail pesticides that residents currently return to municipal depots. As noted earlier, based on producer lab pack analysis, currently 85-90% of all pesticides returned are non-obligated. Automotive additives and cleaners and their containers have been included as they are similar to other materials like used oil containers and anti-freeze that are already being collected.

Phase 2 includes the bulk of other materials being collected via municipal depots. As noted above, municipalities continue to receive large volumes of these products back through their municipal depots – including increasing amounts of products that are not obligated but need to be properly managed at the end-of-life.

Including these materials would help to align with other provinces like British Columbia, Quebec, and Manitoba, which include a broader range of flammable, corrosive and toxic materials and their containers. Currently based on the total residential MHSW materials that municipalities manage at their household hazardous depots, 20-30% of materials by tonnage are un-stewarded and must be subsidized by the property tax base or by the public directly.

We would also recommend that the Province institute a program to compensate municipalities for the cost of legacy MHSW materials that remain un-stewarded.

Management and Standards

Producers should be required to report on the amount of materials collected (e.g. consumables and products/containers separately) and how all of the collected materials were managed.

It is acknowledged that the goal for some of these materials is to simply ensure they are used up properly rather than disposed of. The Table below outlines the recommended targets (including new and stockpiled items).

¹ Available at Pest Control Products Regulation - <https://laws-lois.justice.gc.ca/eng/regulations/SOR-2006-124/index.html>

Categories	Reporting on Collection	Target on Collection	Reporting on Management	Target on Management
Paints and Coatings	✓	✗	✓	80%
Paint and Coatings Containers	✓	80% (year 1), 85% (year 2), 90% (year 3)	✓	80%
Solvents	✓	✗	✓	Best efforts to improve outcomes
Solvent Containers	✓	80% (year 1), 85% (year 2), 90% (year 3)	✓	80%
Oil Filters	✓	80% (year 1), 85% (year 2), 90% (year 3)	✓	80%
Oil Containers	✓	80% (year 1), 85% (year 2), 90% (year 3)	✓	80%
Used Oil and Lubricants	✓	✗	✓	Best efforts until targets set
Antifreeze	✓	✗	✓	80%
Antifreeze Containers	✓	80% (year 1), 85% (year 2), 90% (year 3)	✓	80%
Pressurized Containers	✓	80% (year 1), 85% (year 2), 90% (year 3)	✓	80%
Fertilizers	✓	✗	✓	Best efforts to improve outcomes
Fertilizer Containers	✓	80% (year 1), 85% (year 2), 90% (year 3)	✓	80%
Pesticides	✓	✗	✓	Best efforts to improve outcomes
Pesticide Containers	✓	80% (year 1), 85% (year 2), 90% (year 3)	✓	80%
Aerosols	✓	80% (year 1), 85% (year 2), 90% (year 3)	✓	80%
Portable Fire Extinguishers	✓	Best efforts until targets set	✓	Best efforts until targets set
Pharmaceuticals	✓	✗	✓	Best efforts to improve outcomes
Sharps	✓		✓	Best efforts to improve outcomes
Mercury Containing Devices	✓	Best efforts until targets set	✓	Best efforts until targets set
Automotive additives and cleaners	✓	✗	✓	Best efforts until targets set
Automotive additives and cleaner containers	✓	Best efforts until targets set	✓	Best efforts until targets set
Fuels	✓	✗	✓	Best efforts to improve outcomes
Miscellaneous Flammable Materials	✓	✗	✓	Best efforts until targets set
Oxidizers and Containers	✓	✗	✓	Best efforts until targets set

Categories	Reporting on Collection	Target on Collection	Reporting on Management	Target on Management
Corrosives- Acids	✓	✗	✓	Best efforts until targets set
Corrosives – Caustics	✓	✗	✓	Best efforts until targets set
Reactive Chemicals	✓	✗	✓	Best efforts until targets set

Promotion and Education

MHSW materials are hazardous waste by definition and the proper management of materials and containers is of paramount importance. The basis for proper management begins with an educated consumer relative to the human health and safety and environmental risks associated with MHSW products, and clear direction on how to dispose of the material into a collection system that is convenient to use and widely available for designated products and containers.

Promotion and education activities should at a minimum inform the public of how materials can be managed, to encourage participation, and to motivate consumers to adopt and maintain the desired environmental behaviour. We suggest that a social marketing campaign focuses on two major messages:

- Manage MHSW appropriately and do not dispose of with regular waste; and
- The “B.U.D.” message:
 - Buy only what is needed
 - Use it up or (if a resident can’t, consider giving it to a neighbour or family member to use, or deliver it to a MHSW Drop-off in the original container so that other Ontarians may use it), and
 - Drop off the rest at a local drop off site to be recycled, reprocessed or safely disposed of.

In addition, due to the human health and safety and environmental risk associated with MHSW products and the absence of material management targets, producers should be required to provide at least one direct educational piece to every household once per year. This outreach could be through direct promotion and education engagement with households or could be through waste collection calendars and other educational materials in conjunction with municipalities.

Collection and Consumer Accessibility

Collection requirements and targets are pivotal for MHSW materials. Residents need convenient and easy access to collection points to ensure these materials are managed properly and are not simply disposed of down the drain, into municipal solid waste landfills or incorrectly managed through the Blue Box program.

For automotive products, the regulation should establish similar accessibility rates to those in the Used Tire Regulation, which captures a similar collection system of municipal depots and auto shops².

² See sections 5 – 10 - <https://www.ontario.ca/laws/regulation/r18225#BK7>

For pharmaceuticals and sharps, the regulation should increase the accessibility requirements in place in O. Reg. 298/12: Collection of Pharmaceuticals and Sharps to address the large volume of materials still being returned to municipal depots.

For the rest of the materials, which are largely captured by municipal depots and special events, it would be reasonable to follow similar accessibility rates to the draft electronic and electrical equipment regulation.³

Fundamental to the new regulation is the requirement that accessibility and collection not be curtailed or impeded when producers are approaching or have met any management targets before the end of the reporting year. In this case, the regulation must require that all materials and containers collected must be managed and recycled with the costs being borne by producers. This requirement should mirror similar requirements in the Tire Regulation.

Producers should be required to report on the amount of materials collected (e.g. products and containers separately) and how all of the collected materials and their containers were managed.

If the accessibility requirements and collection targets for containers in some categories are robust, then there may not be a need to specify management targets for certain products. In some categories, collection targets for containers and accessibility requirements will lead to excess consumable materials being collected. These materials will require management by the producer if the regulatory concept around accessibility and collection described above is adopted. These material categories would include paint, pesticides, solvents, fertilizers, pressurized containers, aerosols, sharps and pharmaceuticals. Where no material collection or management target has been established, it is essential that Resource Productivity and Recovery Authority (RPRA) oversight include assessing producer performance for collection and material management against historical norms to ensure there is no 'slippage' and progressive annual increases in both collection and management volumes are achieved.

Registration Reporting and Auditing

Municipal governments appreciate how important it will be to collect and track data to assess progress towards objectives and continuous improvement.

We are however concerned with compliance in the first year of the regulation. It is difficult to determine if Producer Responsibility Organizations (PROs) and producers under the current Tires regulation are meeting their obligations. The concern is that if the required audit uncovers problems, those problems will not be known until over a year after the regulation came into force. By that point, the market may have been substantially disrupted and it may be difficult to rectify problems created. Additional forms of interim auditing within the first year would help to ensure the right market conditions are established at the onset of the program.

It would also be helpful to make sure the regulation on administrative monetary penalties is enacted as soon as possible to ensure all participants understand the consequences of failing to comply.

³ See sections 6 – 10 - https://prod-environmental-registry.s3.amazonaws.com/2019-04/Electrical%20and%20Electronic%20Equipment_Consultation%20Version%20April%2026%202019.pdf

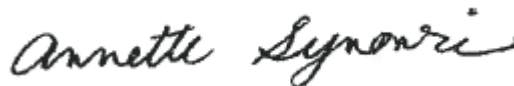
Additionally, while not specific to the draft Regulations, the Province should consider having the Resource Productivity and Recovery Authority (RPRA) perform periodic waste composition audits across the Province to assess performance of the program.

Thanks for the opportunity to provide input on this important Regulation. We would be happy to answer any questions you have or provide further details.

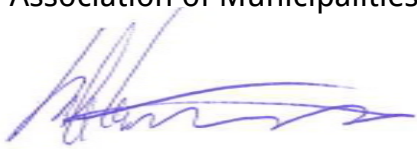
Sincerely,



Dave Gordon
Senior Advisor, Waste Diversion
Association of Municipalities of Ontario



Annette Synowiec
Director, Policy, Planning & Outreach
Solid Waste Management Services
City of Toronto



Mark Winterton
Chair, Regional Public Works
Commissioners of Ontario



Melissa Kovacs-Reid
Chair, Municipal Waste Association

cc: Atif Durrani, Manager, Policy Development, Resource Recovery Policy Branch, Ministry of the Environment, Conservation and Parks

Appendix A: Proposed Phase 1 and 2 Material Categories:

Categories	Definitions	Stage
Paints and Coatings	All materials that are designed and intended to be used to coat a surface including but not limited to Architectural paints, automotive paints, furniture paints, undercoating's, bitumen-based driveway sealers, roof patches, tars, high heat paints, wood stains, varnishes and sealers, foundation coatings, industrial paints etc.	1
Paint and Coatings Containers	All forms of containers that are used to contain paints and coatings	1
Solvents	Thinners, mineral spirits	1
Solvent Containers	All forms of containers that are used to contain solvents	1
Oil Filters	All sizes of oil filters after they have been used for intended purpose	1
Oil Containers	All size of oil and lubricant containers that were used for the purpose of containing lubricating oil	1
Used Oil and Lubricants	All types of oils and lubricants designed and intended to lubricate any engines including but not limited to automotive oils, small engine oils, chain oils, hydraulic fluids, power steering fluids, brake fluids etc.	2
Antifreeze	All materials that are designed and intended to be used as a coolant or anti-freezing agent including but not limited to automotive antifreeze, RV antifreeze, plumbing antifreeze, coolants etc.	1
Antifreeze Containers	All forms of containers that are used to contain Antifreeze and coolants	1
Pressurized Containers	All refillable and non-refillable pressurized containers including but not limited to propane cylinders, oxygen cylinders, acetylene and other forms of compressed gasses	1
Fertilizers	All forms of fertilizers designed and intended to be used for the purpose of encouraging the growth of plants (certified compost should be excluded)	1
Fertilizer Containers	All durable containers that contained fertilizers	1
Pesticides	All materials with chemical compositions designed and intended to kill or repel pests, insects, vectors, vermin and invasive plants, including but not limited to pesticides, herbicides, fungicides, insect repellants, insecticides, Algicides	1
Pesticide Containers	All durable containers that contained pesticides	1
Aerosols	All forms of aerosols including but not limited to paint aerosols, body sprays, hair sprays, insect repellants, etc.	1
Portable Fire Extinguishers	All size and chemical formulas of portable fire extinguishers	1
Fluorescent light bulbs	If not included in the EEE regulation should include all sizes of Fluorescent light bulbs including Compact Fluorescent lights etc.	1
Pharmaceuticals	All forms of materials designed for the intended purpose of improving the health and wellness of humans and animals including but not limited to over the counter and prescribed medications, vitamins, cold medications, supplementals etc.	2
Sharps	All forms of devices that are designed and can break the skin. Including but not limited to needles, syringes, diabetic lancets, glucose sensors, acupuncture needles, straight razors from all potential residential sources and public spaces.	2
Mercury Containing Devices	Including but not limited to thermometers, thermostats, Barometers and all other mercury containing switches or devices	1
Automotive additives and cleaners	Including but not limited to Diesel exhaust Fluid, Brake fluid, and other fuel cleaners and additives	2
Automotive additives and cleaner containers	All containers that contained automotive additives and cleaners	2
Fuels	Including but not limited to Kerosene, gasoline, diesel, camping fuels, mixed fuel blends for small engines.	2
Miscellaneous Flammable Materials	All products that by chemical formulation have the inherent risk of being flammable if not included in any of the other categories. Including but not limited to Adhesives, contact cements, glues, epoxies, caulking, fiberglass resins, polishes, waxes, water proofing solutions, acetone, nail polish remover etc.	2

Categories	Definitions	Stage
Oxidizers	All products that by chemical formulation have the characteristics or being an oxidizer including but not limited to Peroxides, bleach, Oxidizer cleaners, organic peroxides (Methyl Ethyl Ketones), Hardeners, Some Pool Chemicals and Some Photo Chemicals	2
Corrosives- Acids	All products that have a pH between 0 – 7 including but not limited to Acid cleaners, rust removers, masonry cleaners, deck washers, boric acid, muriatic acid, pH down, some photo chemicals, furniture and paint strippers	2
Corrosives – Caustics	All products that have a pH between 7.5 – 14 including but not limited to Caustic cleaners, soaps, etching solutions, oven cleaners, toilet and drain cleaners etc.	2
Reactive Chemicals	Products that are by their chemical characteristics reactive to light, water or vibrations including but not limited to sodium metal, phosphorus, lithium, organic peroxides, picric acid, calcium carbide	2
Fireworks and Flares	As identified	2



March 26, 2021

Allison Deng
Senior Policy Advisor, Resource Recovery Policy Branch
Foster Building 8th Floor,
40 St Clair Ave W,
Toronto, ON
M4V 1M2

Dear Ms. Deng:

RE: ERO # 019-2836: Proposed producer responsibility regulation for Hazardous and Special Products (HSP)

The Association of Municipalities of Ontario ("AMO"), the City of Toronto, the Regional Public Works Commissioners of Ontario ("RPWCO") and the Municipal Waste Association ("MWA") collectively submit these comments on behalf of municipal governments regarding Proposed producer responsibility regulation for Hazardous and Special Products (HSP).

We appreciate the opportunity to provide comments on this proposed regulation.

Summary of recommendations:

- Continue to support transition of all Ontario's waste diversion programs over to full producer responsibility under the RRCEA, however we urge the government to delay implementation to ensure this regulation is properly drafted and all parties have time to properly plan. This will mean the need to extend the current program timelines but believe it to be prudent given the potential for issues with this regulation and the lack of time to plan.
- The regulation should designate the materials municipal governments recommended in our July 2020 submission:
 - Phase 1 (July 1, 2021): Paint and coatings, expanded pesticides category, solvents, expanded fertilizer category, used oil filters, oil containers (under 30 litres), pressurized containers, anti-freeze, aerosols, portable fire extinguishers, mercury containing devices, and all associated containers of the above.
 - Phase 2 (January 1, 2023): pharmaceuticals and sharps, automotive additives and cleaners, automotive additives and cleaner containers, fuels, miscellaneous flammable materials, oxidizers, corrosives – acids, corrosives – caustics, fuels, reactive chemicals, and lubricating oils.

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Note municipal governments strongly disagree with the exclusion of refillable propane cylinders and the lack of management requirements for fertilizers. For new materials being designated it is understood that the government may not have data to establish collection targets, however, this can be overcome by:

- Establishing the same accessibility requirements as other HSP;
 - Establishing a recycling efficiency target that ensures the products collected are properly managed similar to other HSP; and,
 - Establishing robust public education and communication requirements for producers to ensure consumers understand how and where to properly dispose of designated products and packages
- Section 8 of the proposed regulation that provides producer exemptions should be removed.
 - Producers should be required to report on the amount of materials collected (e.g. consumables and products/containers separately) and how all of the collected materials were managed. Management targets should be in place for all containers based on a 3-year average of the current program performance, which will help to drive unused consumable products back to sites where they can be properly managed.
 - Fertilizers should have management requirements, specifically a 100% recycling efficiency rate.
 - Antifreeze and mercury containing devices recycling efficiency rates should start in 2022 not 2023.
 - Due to the human health & safety and environmental risk associated with HSP and the absence of material management targets, producers should be required to provide at least one direct educational piece to every household once per year. This outreach could be through direct promotion and education engagement with households or could be through waste collection calendars and other educational materials in partnership with municipalities.
 - Section 23(1)1 should be amended as not all municipal collection sites are able or willing to accept mercury containing devices.
 - Municipalities are supportive of the approach taken on visible fees within the Used Tire Regulation that include reporting, auditing and promotion & education and requirements on producers that charge consumers a resource recovery fee, which allows for consumer transparency and flexibility for the producer. Municipalities do have concerns, given previous issues that the complexity of this regulation will lead to consumer fees being charged inappropriately, especially given the rushed timeline.
 - Municipal governments are concerned with the complex approach being proposed to determine accessibility requirements. It is not clear what number

of sites and events that would be required in each jurisdiction and how that compares to what exists currently.

- Municipal collection sites and events should be exempted from the requirements in section 13(1)(6).
- Section 11(1) should be amended to require producers to collect materials that have been illegally dumped.
- Performance audits should be required on an annual basis to reduce risks and promote continuous improvement.
- There appear to be a number of drafting errors in the draft regulation that include, but are not limited to the following:
 - Section 10(2) 1i appears to be missing the word 'producer';
 - Section 13 and 14 do not clearly delineate the difference between collection sites and collection events;
 - Appears that section 26 might be missing the need to report supplied data past 2021;
 - Section 30 includes a question mark.
- An RRCEA regulation on administrative monetary penalties should be enacted as soon as possible to ensure all participants understand the consequences of failing to comply.

Need for Delay

Given the amount of issues with the regulation in its drafting and with policy decision made within it, municipalities are seeking a delay in implementation until January 1, 2022. This will provide additional time for the Ministry to consult with stakeholders over the next two months to get the regulation right and provide four months for all stakeholders to properly plan based on the final regulation.

Proposed Timeline:

Amend draft and finalize HSP Regulation	June 30, 2021
Existing MHSW program ends	December 31, 2021
New RRCEA regulation starts	January 1, 2022

Contingency funds were built into the wind-up plan for this type of occurrence and the programs can be extended to ensure the continued management of these materials. While we understand this is not the ideal decision, we are also keenly aware of problems created in the past when complicated recycling programs were rushed. It is important we get the fundamentals right and provide time for planning.

Designated Materials

Municipal governments are disappointed so few of our comments on what materials should be designated were incorporated in the draft regulation, given the amount of detail that was provided in our initial submission dated July 24, 2020 (see appendix).

The regulation appears in spirit to transition a status quo list for:

- Pesticides, which represent less than 20% of the types of pesticides municipalities manage;
- Solvents, which represent less than 10% of the types of miscellaneous organics municipalities manage;
- Aerosols, which represent ~55% of the types of aerosols that municipalities manage.

The Provincial government has discussed expanding the designated lists for over a decade. We appreciate that the notice on the ERO references future consultations to add further designated materials, however, municipal governments had hoped that the Ministry would provide a schedule for new materials to be added or for data to begin to be captured for these other material types. Given the nature of these products, this expansion should be a priority.

We are pleased to see the addition of barometers, thermometers and thermostats. However, these materials do not reflect all of the mercury containing devices that municipalities manage such as mercury switches and other devices.

The regulation has also removed responsibility from some existing materials such as refillable propane cylinders. As noted in our previous submission, municipal depots received 170,000 kg of propane cylinders in 2019 which would equate to over 20,000 20-pound propane cylinders. Most return-to-retail centres do not accept cylinders if they are not being exchanged for new ones and there is a significant concern there would not be the space in current retail infrastructure to manage these materials. The additional cost this would add to municipal costs is in excess of roughly 10 times any savings that might be attributed to the addition of certain mercury containing devices.

The proposed regulation has also exempted fertilizers. Fertilizer producers will be required to encourage consumers to use up all their fertilizer and not return it to municipal depots and/or events. We note that fertilizer producers have committed to doing this for over a decade, yet municipalities continue to receive large volumes of this material. Based on Product Care's last three annual reports (e.g., 2017-2019), Ontario municipalities have consistently received over 25 tonnes of fertilizers (see Table below). Note designated fertilizers being dropped off at municipal depots over the last years are increasing. A good portion of this fertilizer has been exposed to moisture and is a solid mass that cannot be applied or has expired.

	2017	2018	2019
Amount of currently designated fertilizers received by municipalities	26 tonnes	27.3 tonnes	28.5 tonnes

Based on the current exemptions, this regulation moves Ontario further away from a producer responsibility regime and instead adds more cost on municipal governments (see example in Table 1).

Table 1 – Cost impact for one municipality based on Designated Material Changes

Changes to Designated Materials	Cost Saving / Increase
Removal of currently obligated refillable propane	\$123,000 (cost increase)
Removal of currently obligated fertilizers	\$1,200 (cost increase)
Addition of certain mercury containing devices	-\$12,000 (cost savings)
Total	\$112,200 (cost increase)

Municipal governments advocate that the financial and operational responsibility to manage all these materials should reside with producers that manufacture these products rather than the municipal taxpayer. This responsibility includes ensuring that consumers purchase the appropriate amount, use all of the product and ensures that any remaining product and the packaging are properly managed at end of life. These companies have a much more direct relationship with the consumer rather than municipalities who are forced to address the 'end of the pipe'. Government policies like producer responsibility have an opportunity to create efficient market signals. Burden

will only be increased on the municipal taxpayer if the Province decides to retract rather than expand producer responsibility.

Recommendation 1: The regulation should designate the materials municipal governments recommended in our July 2020 submission:

- Phase 1 (July 1, 2021): Paint and coatings, expanded pesticides category, solvents, expanded fertilizer category, used oil filters, oil containers (under 30 litres), pressurized containers, anti-freeze, aerosols, portable fire extinguishers, mercury containing devices, and all associated containers of the above.
- Phase 2 (January 1, 2023): pharmaceuticals and sharps, automotive additives and cleaners, automotive additives and cleaner containers, fuels, miscellaneous flammable materials, oxidizers, corrosives – acids, corrosives – caustics, fuels, reactive chemicals, and lubricating oils.

Note municipal governments strongly disagree with the exclusion of refillable propane cylinders and the lack of management requirements for fertilizers.

For new materials being designated it is understood that the government may not have data to establish collection targets, however, this can be overcome by:

- Establishing the same accessibility requirements as other HSP;
- Establishing a recycling efficiency target that ensures the products collected are properly managed similar to other HSP; and,
- Establishing robust public education and communication requirements for producers to ensure consumers understand how and where to properly dispose of designated products and packages.

Definition of Producer

Municipal governments are unclear as to why different terminology is being used for this regulation versus the Blue Box regulation. Noting that marketplace facilitator / seller terms are used in the Blue Box regulation and not this regulation. Municipalities want to understand the difference in approaches to ensure online sales are properly captured.

It is unclear of the need for producer agreements established in section 6 of the regulation. Municipal governments want to ensure that individual producers remain liable.

Exemptions

Municipal governments fundamentally disagree with removing responsibility from companies that only contribute a 'small amount' of hazardous or special products into the market. All producers should be responsible for these materials given their hazardous nature and potential for environmental harm. The exclusion of these

materials also causes potential issues with understanding the amount of material supplied into the market and impacts diversion targets. These exemptions are not in place for the current program plan and municipal governments are not aware of other policies that provide these exemptions for the management of hazardous materials.

Recommendation 2: Section 8 of the proposed regulation should be removed.

Collection, Management and Recycling Efficiency Targets

Municipal governments have substantial concerns with how targets have been established in the proposed HSP regulation as it provides little incentive for producers to ensure materials are being properly managed at the end-of-life (see Table 2). It does not currently appear that there are any requirements for the recycling of any containers, except for oil containers. As a result, these containers can simply be disposed of. There are no requirements to collect any amount of products that are meant to be consumable, other than recycling efficiency rates based on the amount of material collected. There needs to be pressure on producers to capture these materials so they do not end up being disposed of inappropriately. Municipal governments have consistently raised continual concerns about this with the pharmaceutical and sharps regulation.

Table 2 – Targets for Designated Materials in Proposed HSP Regulation

Designated Material	Collection Target based on supplied 3 year average	Management Target based on supplied 3 year average	Recycling Efficiency Rate Based only on what is collected
Antifreeze	None	None	100% - 2023 & forward
Antifreeze Containers	None	None	Unclear
Paints and Coatings	None	None	70% - 2022 & forward
Paints and Coating Containers	None	None	Unclear
Pesticides	None	None	10% - 2022 & forward
Pesticides Containers	None	None	Unclear
Solvents	None	None	10% - 2022 & forward
Solvents Containers	None	None	Unclear
Oil Filters	None	100% (& oil residue) for each	None

Designated Material	Collection Target based on supplied 3 year average	Management Target based on supplied 3 year average	Recycling Efficiency Rate Based only on what is collected
		performance period	
Oil Containers	None	None	100% - 2022 & forward
Refillable Pressurized Containers	None	None	100% - 2022 & forward
Non-Refillable Pressurized Containers	None	20% - July 2021 to end 2022 25% - 2023 & 2024 30% - 2025 & forward	None
Certain Mercury Containing Devices	None	None	100% - 2023 & forward
Fertilizers	None	None	None

Recommendation 3: Producers should be required to report on the amount of materials collected (e.g. consumables and products/containers separately) and how all of the collected materials were managed. Management targets should be in place for all containers based on a 3-year average of the current program performance, which will help to drive unused consumable products back to sites where they can be properly managed.

Recommendation 4: Fertilizers should have management requirements, specifically a 100% recycling efficiency rate.

Recommendation 5: Antifreeze and mercury containing devices recycling efficiency rates should start in 2022 not 2023.

Promotion and Education

HSP materials are hazardous waste by definition and the proper management of materials and containers is of paramount importance. The basis for proper management begins with an educated consumer relative to the human health & safety and environmental risks associated with HSP products and clear direction on how to dispose of the material into a collection system that is convenient to use and widely available for designated product and containers.

Promotion and education activities should at a minimum inform the public of how materials can be managed, to encourage participation, and to motivate consumers to adopt and maintain the desired environmental behaviour. Similar to the Tires program,

it would be helpful if consumers can access a look up tool to find the nearest collections sites for safe disposal of these materials.

Recommendation 6: Due to the human health & safety and environmental risk associated with HSP products and the absence of material management targets, producers should be required to provide at least one direct educational piece or communications campaign in each community on an annual basis. This outreach could be through direct promotion and education engagement with households or could be through waste collection calendars and other educational materials in partnership with municipalities.

Recommendation 7: Section 23(1)1 should be amended as not all municipal collection sites are able or willing to accept mercury containing devices.

Recommendation 8: Municipalities are supportive of the approach taken on visible fees within the Used Tire Regulation that include reporting, auditing and promotion & education and requirements on producers that charge consumers a resource recovery fee, which allows for consumer transparency and flexibility for the producer. Municipalities do have concerns, given previous issues that the complexity of this regulation will lead to consumer fees being charged inappropriately, especially given the rushed timeline.

Collection and Consumer Accessibility

Municipal governments are concerned with the complexity of how accessibility requirements are being determined. It is not clear to municipal governments on the number of sites and events that would be required in each jurisdiction and how that compares to what exists currently. We also do however have concerns related to section 13(6) which would require municipal sites or events to record a person's name, contact information, any unique identifier assigned by the Registrar and the weight of hazardous or special products accepted if the person drops off 25 kg or more materials in a day.

This would be highly problematic for most municipal sites/events as:

- Most would not have access to weight scales;
- Would require municipal staff to be available to sort designated and non-designated materials to understand if the weight had been established;
- Most municipal sites would not have the staff or time to efficiently complete this work based on use of sites;
- Many residents bring in a substantial amount of materials at one time so many would exceed the limit of 25 kg (which would be equivalent to a few paint cans);
- Many sites would have concerns about taking this information due to privacy concerns.

It is not understood the rationale for these requirements as municipal sites already have requirements in their Environmental Compliance Approval about who are permitted to use their sites and the amount of hazardous waste they can collect and store onsite. These requirements were removed for this reason in the Used Tire regulation for municipal and provincial sites.

Collection requirements should be in place not just post-collection, but post-consumer. This will help motivate producers to ensure proper accessibility to motivate consumers to properly manage their materials.

Recommendation 8: Municipal collection sites and events should be exempted from the requirements in section 13(6).

Recommendation 9: Amend section 11(1) to require producers to collect materials that have been illegally dumped.

Annual performance audits

Producers should be required to perform annual performance audits, as is being proposed for Ontario's beverage container deposit return systems. The current proposal requires performance audits every three years, which increases risks and does little to actually reduce any administrative burden (i.e., it simply condenses three years of audits into one year). Furthermore, there would be no publicly available data to monitor producer performance through the 2023 through 2029 period (six years) making it difficult to identify potential problems and to make any program adjustments required.

Recommendation 10: Performance audits should be required on an annual basis to reduce risks and promote continuous improvement.

Administrative Penalties Regulation

Recommendation 11: It would also be helpful to make sure the regulation on administrative monetary penalties is enacted as soon as possible to ensure all participants understand the consequences of failing to comply.

Housekeeping

Recommendation 12: There appear to be a number of drafting errors in the draft regulation that include, but are not limited to the following:

- Section 10(2)1i appears to be missing the word 'producer';
- Section 13 and 14 do not clearly delineate the difference between collection sites and collection events;
- Appears that section 26 might be missing the need to report supplied data past 2021;

- Section 30 includes a question mark.

Thanks for the opportunity to provide input on this important Regulation. We would be happy to answer any questions you have or provide further details.

Sincerely,

AMO, Toronto, RPWCO, MWA

DRAFT