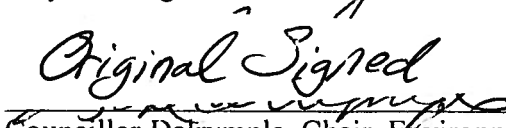


**Item No.**  
**Executive Standing Committee**  
**April 10, 2013**

**TO:** Mayor Savage and Members of the Executive Standing Committee

**SUBMITTED BY:** *Original Signed*  
  
Councillor Dalrymple, Chair, Environment & Sustainability Standing Committee

**DATE:** March 11, 2013

**SUBJECT:** Invitation to join Steering Committee of National Zero Waste Council

**ORIGIN**

- Invitation to HRM dated January 25, 2013
- Environment & Sustainability Standing Committee, February 7, 2013 – Item 6.1.3
- Environment & Sustainability Standing Committee, March 7, 2013 – Item 9.2

**LEGISLATIVE AUTHORITY**

- Terms of Reference, Environment & Sustainability Standing Committee - Objective B
- Terms of Reference, Environment & Sustainability Standing Committee – Section 3.1.1

**RECOMMENDATION**

The Environment and Sustainability Standing Committee recommends that the Executive Standing Committee:

1. Recommend to Regional Council that it accept the Federation of Canadian Municipalities' invitation for HRM to become a member of the Steering Committee of the National Zero Waste Council; and
2. Nominate Councillor Karsten or Councillor Walker to be HRM's delegate to the Steering Committee.

## **BACKGROUND**

The National Zero Waste Council is a joint initiative of the Federation of Canadian Municipalities (FCM) and Metro Vancouver to bring together municipalities and businesses with the purpose of reducing the amount of packaging produced and subsequently discarded. It is the offshoot of a national roundtable on zero waste, held in 2012, which attracted 46 representatives of local and provincial governments, including Deputy Mayor Rankin.

FCM and Metro Vancouver intend to officially launch the National Zero Waste Council in fall 2013. In the interim, it has established an eleven-member Steering Committee to:

- Confirm the Council's governance structure and terms of reference;
- Confirm the mandate, scope, roles and responsibilities of the Council;
- Recommend Council members; and
- Identify and confirm advocacy opportunities.

HRM has been invited to join the Steering Committee, along with Metro Vancouver and a municipality from Greater Toronto. The invitation was forwarded to the Environment and Sustainability Standing Committee (ESSC) in January 2013 for review.

## **DISCUSSION**

The invitation was well received by ESSC, which felt that the National Zero Waste Council's mandate was in line with HRM's policy objectives. At its meeting of February 7, 2013 ESSC directed staff to explore the possibility, and budget implications of HRM joining the Steering Committee. It similarly requested that staff sit in on the inaugural teleconference of the Steering Committee on March 4, 2013.

At ESSC's meeting of March 7, 2013, Mr. Gord Helm, Manager of Solid Waste Resources debriefed ESSC on the teleconference, noting that the Steering Committee will focus on stewardship and extended producer responsibility models. He recommended that HRM join the Steering Committee so long as the latter recognizes that diversion capabilities vary considerably across municipalities. He noted, further, that the Solid Waste Resources team would gladly support the Councillor who will represent HRM on the Steering Committee.

ESSC recommended that either Councillor Karsten or Councillor Walker be appointed to the Steering Committee as both are already FCM delegates.

## **FINANCIAL IMPLICATIONS**

The majority of meetings will be held via teleconference, and therefore incur only minimal expenses. However, HRM's delegate will be required to attend two meetings per year, in Ottawa and in conjunction with other FCM meetings. These costs can be absorbed by funding already allocated for FCM travel if Councillor Karsten or Councillor Walker is selected as the delegate.

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**COMMUNITY ENGAGEMENT**

Meetings of the Environment and Sustainability Standing Committee are open to the public.

**ENVIRONMENTAL IMPLICATIONS**

By participating on the National Zero Waste Council, HRM will help advocate for the reduction of retail waste and assist in the design of marketing programs to influence consumer behavior.

**ALTERNATIVES**

1. The Executive Standing Committee could recommend that HRM not appoint a Councillor to sit on the Steering Committee of the National Zero Waste Council.
2. The Executive Standing Committee could recommend that HRM participate on the Steering Committee but nominate a Councillor other than those identified by the Environment and Sustainability Standing Committee

**ATTACHMENTS**

1. Overview of National Zero Waste Council
2. Draft Terms of Reference of National Zero Waste Council

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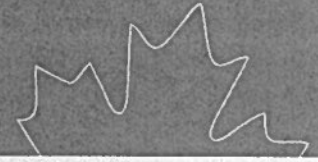
A copy of this report can be obtained online at <http://www.halifax.ca/council/agendasc/cagenda.html> then choose the appropriate meeting date, or by contacting the Office of the Municipal Clerk at 490-4210, or Fax 490-4208.

Report Prepared by: Ted Aubut, Legislative Assistant, 490-6519

Financial Approval by:

*Original Signed*  
Greg Keefe, Director of Finance and Information Technology/CFO, 490-6308

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*The National Zero Waste Council is a joint initiative of the Federation of Canadian Municipalities and Metro Vancouver. The Federation of Canadian Municipalities has been the national voice of municipal government in Canada since 1901. Close to 2000 members include Canada's largest cities, small urban and rural communities, and 21 provincial and territorial municipal associations. Working together, local governments partner constructively with the federal government and influence policy and programs*

*Metro Vancouver is a federation of 22 municipalities, one unincorporated Electoral Area and one Treaty First Nation located on British Columbia's southwest coast. With over 2.3 million residents, it is Canada's third largest metropolitan area. Metro Vancouver is responsible for managing the region's utilities, including solid waste, and its solid waste management plan gives a top priority to reducing the generation of waste and increasing recycling rates.*

### **Reframing the Solid Waste Discussion**

Every year local governments in Canada spend approximately \$2.6 billion to manage waste – a consequence of Canadians producing 34 million tonnes of waste materials, and disposing over three quarters of that in landfills or incinerators. Unfortunately the waste volumes are growing, along with the costs of managing them, and the environmental impacts from such a high level of waste. However, the factors driving waste generation, such as lifestyle expectations, product design and packaging, are substantially beyond the control of local governments.

Given this situation, Metro Vancouver and the Federation of Canadian Municipalities have collaborated to establish a National Zero Waste Council (NZWC) that will act as a unified, national voice for local governments and other stakeholders to advance a waste prevention and reduction agenda in Canada. The Council aims to better align and harmonize waste prevention and reduction initiatives across Canada and establish links with leading work across the globe.

Tackling this kind of agenda requires a new frame of reference – one that involves greater collaboration among key stakeholders. All orders of government, businesses, NGOs, and community groups will need to work together to implement actions that will reduce the amount of waste that needs to be handled – by not producing it in the first place.

*The Council will develop two streams of work:*

1. Advocating for the development and enhancement of government policy and regulation and other approaches that encourage manufacturers and retailers to redesign products and packaging to reduce material intensity and allow them to be more easily be reused, repaired and recycled.
2. Developing and broadly utilizing social marketing programs to influence consumer behaviour and reduce the amount of waste entering the waste stream.

### **The Cornerstones of Waste Prevention and Reduction**

Conventional solid waste management is focused on how best to recycle and dispose of products at the end of their life – a linear, cradle-to-grave approach. Ambitious recycling and material recovery programs have been successful in increasing the amount of waste diverted from final disposal, but not in reducing the aggregate amount of waste being handled. Moreover, the cost and challenges of handling solid waste are effectively disconnected from the decisions made in the early stages of a product's life cycle (i.e., during the design, manufacturing and packaging stages). Waste prevention and reduction is necessary to reduce the amount of resources, materials and energy used the production and distribution of goods that eventually end up in the waste stream.

The objective is to continue to provide a high quality of life, environmental sustainability and economic prosperity while consuming fewer resources and less energy. Taking early action will ensure that Canadian businesses are well placed to effectively compete in a resource constrained world.

**The elements of the Council's approach to waste prevention and reduction are:**

**Behaviour change** on the part of consumers as well as within the private and public sector. Education and marketing campaigns can sway consumer decisions toward more durable and recyclable products. In addition, governments need to look at new approaches, such as regulatory and procurement policies, and businesses need to follow new practices.

**Design for the environment** refers to changes in products and packaging that take into account the total product lifecycle at the design phase. Designing for the environment, or a cradle-to-cradle approach, will result in less material and energy being used, and eventually discarded. It will also reduce or eliminate the use of toxic chemicals, and will lead to the manufacture of products that can more easily be disassembled into reusable and recyclable components. Design change is normally initiated by businesses that recognize opportunities to reduce costs or to create new markets for their products, but governments will need to ensure the regulatory and economic environment supports cradle-to-cradle design.

**Regulation and incentives** will continue to be tools that governments use to manage natural resources and waste in a manner consistent with public health and environmental objectives. However, in order to reduce the generation of waste, Extended Producer Responsibility polices and similar programs will need to be strengthened and harmonized in order to send appropriate signals to global markets about new waste objectives. As well, financial programs can be designed to stimulate the desired behaviours among businesses and consumers.

**Changes in the market** refer to new approaches by businesses that support lower consumption of material products, such as businesses retaining ownership of their products while ensuring customers gain the services they need. For example, some printing companies have transformed their operations from selling printers to servicing printers for their customers. In this way, there are strong incentives to design durable, re-usable, recyclable products. Similarly, business and community organizations have been effective at creating sharing arrangements for products such as tools and cars so that they are more efficiently and effectively used.

**Transparent collaboration** among all stakeholders – industry and business representatives, governments and non-government organizations – to address issues and identify initiatives that that could promote the adoption of zero waste practices in all business sectors. Developing each of these approaches effectively may

involve initiatives and efforts of multiple stakeholders. Together they can create the conditions for waste prevention and reduction

**Next Steps for the National Zero Waste Council**

On September 15, 2012 – as an adjunct to its second annual Zero Waste Conference – Metro Vancouver collaborated with the Federation of Canadian Municipalities to bring together national stakeholders in a roundtable discussion to assess interest in and support for the concept of a National Zero Waste Council. The roundtable attracted 46 representatives from local and provincial governments, businesses and business associations, and non-governmental organizations from across the country. Another 90 people participated by live stream.

The roundtable participants were unanimous in supporting the establishment of a National Zero Waste Council to better collaborate on waste prevention and reduction. Following the Roundtable, Metro Vancouver was asked to prepare a briefing on the Council for the B.C. Minister of the Environment, Terry Lake, who presented the idea and discussed it at a meeting of the Canadian Council of Ministers of the Environment.

A follow-up meeting of National Zero Waste Council in November began work on detailed terms of reference and initial shared advocacy and communications initiatives.

An Interim Steering Committee is being formed, with representation from local and senior levels of government, businesses and non-government organizations. The Steering Committee will appoint working groups to develop the two streams of activity: advocacy with senior levels of government, and broad social marketing campaigns with the public.

The National Zero Waste Council will be formally launched in 2013.

Discussion document attached.

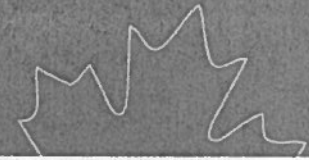
For further information contact Heather Schoemaker

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Phone:

**604-314-4922** (mobile)

**604-432-6364** (office)



## NATIONAL ZERO WASTE COUNCIL

### Draft TERMS OF REFERENCE

#### Background

Historically, local governments have assumed the responsibility for managing organic waste, discarded products, packaging and other garbage to maintain healthy, functional and livable communities. Over the last decades, the volume and complexity of the garbage that needs to be managed has grown significantly, and management costs have risen in parallel with that trend. In 2008, local governments across Canada spent over \$2.6 billion managing waste, diverting scarce dollars from municipal coffers and other important initiatives.

Beyond this financial burden, these large volumes of garbage represent an unfortunate waste of resources and labour, and generate environmental and social costs that are borne across society. For economic, environmental and social reasons, reducing the waste our society produces is an important goal. But while managing waste is the responsibility of local governments, the generation of waste is influenced by practices largely beyond their jurisdiction.

Waste is the product of a linear economic model – from production to consumption to final disposal. Current efforts to increase recycling rates to reduce the garbage that needs to be disposed are valuable, but have technical and financial limits. This is particularly true if products and packaging are not designed to be easily separated into reusable or recyclable materials.

In contrast, alternative approaches are being developed that reduce waste at its source. Industry, design practitioners and non-government organization are investigating and investing in new designs for products and packaging that aim toward a cradle-to-cradle lifecycle, where waste is dramatically reduced or even eliminated. With this approach, products are designed to be durable, reusable, and recyclable, so that at the end of their useful life they can be readily disassembled into biological or technical nutrients.

To accelerate progress toward cradle-to-cradle approaches – design changes aimed at reducing the generation of waste – Metro Vancouver and the Federation of Canadian Municipalities are collaborating to establish a National Zero Waste Council. The intent is that the Council will be an agent of change. Its objective is to advance the waste prevention and reduction agenda by developing a unified national voice across all stakeholders – governments, businesses, and NGOs – that aligns existing initiatives within Canada and establishes links with efforts internationally.

#### Mandate

- *The Council will advocate for the enhancement of existing government policy and regulations and other approaches that encourage manufacturers and retailers to redesign products and packaging*

*to both reduce material intensity, and allow products to be more easily reused, repaired and recycled.*

- *The Council will also develop and market national social marketing programs to influence consumer behaviour and reduce the amount of waste entering the waste stream.*

The elements of the Council's approach to waste prevention and reduction are:

- **Behaviour change** on the part of consumers as well as the private and public sector. Changing behaviour is normally associated with education and marketing campaigns to sway consumer decisions but can include efforts to alter decisions made by businesses and governments (i.e., purchasing and procurement policies).
- **Design for the environment** refers to changes in products and packaging at the design phase that take into account impact through their total lifecycle. Doing so should result in less material and energy being used, the reduction or elimination of toxic chemicals, and the manufacture of products that can more easily be disassembled into reusable and recyclable components. Design change can be initiated by the private sector to reduce costs or create new markets for products and actions of governments to initiate or support designing for the environment.
- **Regulation and incentives** will continue to be tools that governments use to manage natural resources and waste in a manner consistent with public health and environmental objectives. However in terms of preventing and reducing waste efforts, harmonizing EPR and similar programs will be important in sending strong signals to global markets about new waste objectives. As well, financial programs can be designed to stimulate the desired behaviours among businesses and consumers.
- **Changes in the market** refer to alterations made by businesses that support less consumption of material products. Good examples are printing companies that have transformed their operations from selling printers to the servicing of their printers. Business and community organizations have also been effective at creating sharing arrangements for tools and automobiles so that these products are more efficiently and effectively used.
- **Transparent collaboration** among all stakeholders – industry and business representatives, governments and non-government organizations – to address issues and recognize industry innovations and zero waste practices.

Developing each of these initiatives and efforts effectively may involve initiatives and efforts of multiple stakeholders. Together they can create the conditions for waste prevention and reduction.

## **Governance**

Under the joint leadership of Metro Vancouver and the Federation of Canadian Municipalities (FCM), the National Zero Waste Council will be made up of representatives from local government,

federal/provincial/territorial governments, businesses, NGOs, academia, municipal associations and other key stakeholders, as required.

The Council will initially be co-Chaired by Metro Vancouver and FCM, with the Council determining a permanent Chair(s) at a future date to be agreed upon by the Council as a whole.

#### Interim Steering Committee

The mandate, scope, and roles and responsibilities of the Council will be researched and developed by an interim Steering Committee, with the goal of providing a fuller proposal and action plan for the implementation and full scale launch of the Council by the fall of 2013.

- The interim Steering Committee, may, at its discretion, strike working groups from interested parties to focus initial work in specific areas and build the profile and credibility of the National Zero Waste Council.

At a later date, the Council may consider the establishment of two permanent working groups: the National Marketing Working Group and the National Advocacy Working Group.

The **National Marketing Working Group** will develop opportunities for national campaigns directed at consumers to influence behaviour and reduce the amount of waste entering the waste stream.

The **National Advocacy Working Group** will look at opportunities to advocate with governments and the private sector to implement “cradle to cradle” product/packaging design, expand and harmonize producer responsibility programming on a broad range of products, and support existing and new initiatives to prevent and reduce waste.

Compositions of Working Groups will be at the discretion of the Steering Committee.

#### Steering Committee Composition and Responsibilities

The Steering Committee will be co-Chaired by Metro Vancouver and FCM, and shall include an *additional membership* of 13, with individual members appointed by sector according to the following formula:

- Local government – elected officials: 2 (two) members;
- Local government – staff representatives: 1 (one) member (likely a rotating position to more effectively engage local governments across the nation)
- Federal government: 1 (one) member;
- Provincial government: 2 (two) members;
- Businesses/business associations: 2 (members);
- Non-government organizations: 1 (one) member;
- Members-at-large: 2 (two) members
- Metro Vancouver: 1 (one) member;
- FCM: 1 (one) member



As much as possible, representation on the Steering Committee will include an appropriate ratio of members from each of the five regions of Canada: The Territories (Yukon, Northwest Territories, Nunavut), BC, the Prairies (Alberta, Saskatchewan, and Manitoba), Ontario/Quebec, and Atlantic Canada (Newfoundland/Labrador, New Brunswick, Nova Scotia, and Prince Edward Island).

Quorum for the Steering Committee shall be defined as 50% plus one of total membership, or a minimum of 8 (eight) members.

The initial tasks for the interim Steering Committee will be to:

- Prepare a proposal and action plan for the implementation of a Council that includes finalizing mandate, scope, and resources for moving forward.
- Support and advance advocacy and behaviour change initiatives through the National Advocacy Working Group and National Marketing Working Group respectively.
- Continue to develop and build support for the Council through the development of a comprehensive stakeholder scan that identifies key stakeholders nationally.

#### **Administration/Resources**

Initial administrative support to the Council will be jointly provided by Metro Vancouver and FCM as required; however, individual Council members will be expected to cover their individual costs for Council meetings. A role for the interim Steering Committee will be to determine longer term resource requirements for the Council including options and/or opportunities to financially support the Council. A national location or locations for a permanent secretariat is also to be determined.

Date: December 3, 2012