

# The Outdoor Power Equipment Institute Stewardship Program for Outdoor Power Equipment

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**Draft Submitted for Regulatory Approval**

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## Executive Summary

The Canadian Task Force of the Outdoor Power Equipment Institute (OPEI-CTF) has developed a stewardship program for Outdoor Power Equipment (OPE) in BC to ensure compliance with the requirements of the British Columbia Ministry of Environment's (MoE) Recycling Regulation.

OPE are currently defined in Schedule 3, Electronic and Electrical Product Category, Article 2.3 and includes items such as electrical snow blowers, electric lawn mowers and other electrical gardening tools. The MoE has asked that fuel-powered equipment be considered within the OPEI's Product Stewardship Program.

The Outdoor Power Equipment Institute's Stewardship Program for Outdoor Power Equipment has been structured by the OPEI-CTF. A Canadian federal non-profit organization is being formed to govern this Stewardship Program, the Outdoor Power Equipment Institute of Canada. The administration and implementation of the Stewardship Program is contracted to an association specializing in residuals management and stewardship. The Product Care Association (PCA) has been chosen to fill this role as Contract Program Manager.

The Stewardship Program will be implemented in three phases. The first phase of the Stewardship Program will focus on electrical-powered OPE. The second phase will research the situation regarding the ongoing recycling of fuel-powered OPE. The third phase will be a review and evaluation of the stewardship programs for the two product types.

The estimates of recoverable OPE are relatively small compared to other stewardship programs. The OPEI-CTF estimates that between 30,000 and 40,000 electric-powered OPEs are retired every year in BC or approximately 150 to 200 tonnes. The estimates for fuel-powered OPEs are less precise and the volume of fuel-powered OPEs to be recovered will be estimated as part of a two year study of fuel powered outdoor power equipment.

The collection network will feature a network of permanent return collection facilities, supplemented with other sites as appropriate including local government collection sites and dealer locations. Seasonal collection events will be planned as appropriate. The permanent recycling network will provide year-round recycling options for consumers wishing to return their unwanted OPE. The organization of steel recyclers, Canadian Association of Recycling Industries (CARI), has been chosen to provide this network of collection and processing facilities. These facilities are subject to regulation by the BC MoE and have established environmental management programs to insure proper handling of all materials processed. In addition, the PCA will encourage willing retailers to hold collection events in the spring and fall or partner with existing environmental programs. The events may be coordinated with brandowner promotion programs and environmental programs.

The stewardship program for OPE has opted for visible environmental handling fees for electric OPE with the intent to recover these fees at the point of retail sale to the consumer. Non-members of the OPEI are welcome and will be encouraged to participate in the OPEI Stewardship Program as long as they agree to follow the requirements of the Stewardship Program. The OPEI-CTF will evaluate the need for further action as appropriate for fuel-powered OPE following the two year research phase of the stewardship program's implementation. The OPEI will amend the Stewardship Program following the two year study of fuel powered products as appropriate.

# 1 Introduction

The Canadian Task Force of the Outdoor Power Equipment Institute (OPEI-CTF) has developed the following Stewardship Program to ensure its members fulfill the requirements under Part 2 of the BC Ministry of Environment's Recycling Regulation.

In the Stewardship Program, the term "Producer" is used in the context of the definition of the Recycling Regulation. Manufacturers, distributors and retailers may meet the definition of "Producer" depending on the products and their supply chain. Potential producers should contact the OPEI for more information.

## 1.1 *Governance, Management and Administration*

The OPEI-CTF will govern the Stewardship Program for OPEs and will form a Federally-registered Not-For-Profit organization under Part 2 of the Canada Corporations Act as the legal entity to govern the Stewardship Program. This entity is named the Outdoor Power Equipment Institute of Canada (OPEI of Canada).

Members of the OPEI will automatically become eligible to join the Stewardship Program developed by the OPEI-CTF and brandowners, distributors and retailers that are not members of the OPEI will be encouraged to participate and become signatories to the Stewardship Program. The non-OPEI Producers will need to agree to follow the terms and conditions for stewardship participation set by the Stewardship Program as well as be in compliance with other International, Federal and Provincial laws.

The OPEI will contract the program management, including the administration, service and delivery of the Stewardship Program as well as the two year research component for fuel-powered OPE. Product Care Association (PCA) has been chosen as the Contract Program Manager.

## 1.2 *Reporting and Review*

The stewardship program will be reviewed every five years and OPEI will submit an updated stewardship program to the Ministry of Environment for approval. The OPEI of Canada and PCA will be responsible for ensuring that all regulatory reporting, consultation and writing of the stewardship program for regulatory agencies is completed on time.

In addition, the Stewardship Program will undertake a two year study of fuel-powered OPEs and submit a separate report to the MoE on those results in April 2015. This study will be conducted during the calendar years of 2013 and 2014. The report will be available for public review on the Program's website.

### **1.3 Management of Program Costs**

The development costs associated with the Stewardship Program will be borne by the OPEI and those costs will be recovered once the stewardship program has been developed and implemented.

An Environmental Handling Fee (EHF) will be applied on electric-powered OPEs within the distribution chain and retailers will be encouraged to make the EHF visible to the consumer. The revenue collected will be used to cover the development costs incurred by the OPEI as well as fund the ongoing administration and implementation costs associated with the stewardship program. The OPEI-CTF and PCA will determine the structure and amount of the EHF closer to the implementation date.

### **1.4 Dispute Resolution**

The Stewardship Program will contract with all suppliers and service providers to the program by the use of commercial agreements. Any disputes arising from collection or processing contracts would be resolved using normal commercial legal procedures.

The dispute resolution mechanism will be accessible to consumers, local governments, retailers and non-commercial stakeholders such as environmental groups.

## **2 Stakeholder Consultation**

The OPEI-CTF undertook an extensive stakeholder consultation starting in mid-August 2011. All information and details related to the consultation were posted at [www.opei.ca](http://www.opei.ca).

The consultation involved meetings in Richmond, BC on September 12, 2011 and Nanaimo, BC on September 13, 2011. Webinars were held for participants in Kelowna on September 14, 2011 and Prince George on September 16, 2011. In addition, an International webinar was held on Tuesday September 27, 2011. Participants from Germany and the USA joined the webinar along with some stakeholders that were unable to make previous consultation meetings. Finally, written submissions were received from some Regional Districts.

A summary of the stakeholder comments and a listing of the 80 people that participated in the consultation are summarized in Appendix 1.

A change to the Stewardship Program as a result of the consultation was the recognition that the supply chain for OPEs needs to be further evaluated to find the most appropriate point to introduce the Environmental Handling Fee (EHF). A more detailed discussion needs to take place with distributors and wholesalers; with

the general principle of a visible EHF at the point of sale remaining in the Stewardship Program.

### 3 Product Life Cycle

Outdoor power equipment is a broad category of products that are used in consumer applications. The products can be very small handheld electric products to much larger fuel powered products.

The products as defined in the requirements of the regulation are; Schedule 3 Electronic and Electrical Product Category, Section 2.3 “Effective July 1, 2012, the electronic and electrical product category is expanded to include the following products:”

(b) “electronic or electrical tools, other than large-scale stationary industrial tools, including, without limitation,”

(v) “snow blowers and mowers and other gardening tools”.

The electrical outdoor power equipment identified as either battery or corded products that will have an EHF applied as of July 1, 2012 include the following:

#### Corded and Battery Products

Chainsaws	Blowers	Lawn Vacuum
Trimmers	Hedge Trimmers	Stick Edger
Snow thrower	Pole Pruner	Tiller/Cultivator
Garden Shears	Pressure Washer	Garden Sprayer/Insect Fogger
Brush Cutter	Rakes/thatchers	Pruning Saw
Post Hole Digger	Pole Chainsaw	Lawn Aerator
Lawn Mower	Edger/Trimmer	Pressure Washer
Wood Splitter	Chipper/Shredder	Lawn Tractor

OPEI reserves the right to amend this list of products in the future as appropriate.

### 3.1 Market Size

There are a wide range of OPEs currently sold in British Columbia. Typical products include lawn mowers, snow blowers, leaf blowers, trimmers and finally chain saws. While there is a wide range of product types, they can be categorized into two power groups: electric and fuel.

#### 3.1.1 Electric-Powered Outdoor Power Equipment

The electric-powered OPEs include electric lawn mowers, electric snow blowers and electric-powered garden equipment. They can be battery powered (primarily Lithium Ion and perhaps some Lead-Acid) or electric powered (primarily 110V that are plugged into a regular electrical socket).

There are virtually no public statistics for the sale of lawn mowers and snow blowers sales in BC. For the purpose of the Stewardship Program, the OPEI-CTF has estimated the number of lawn mowers sold based on the statistic that there are 1 million homes in BC, a 10 year life-span for an electric powered lawn mower and electric powered lawn mowers have a small market share. Based on these assumptions, an estimate of 10,000 electric lawn mowers are sold in BC annually.

The estimate for electric-powered snow blowers is even less precise with an estimate of 1,000 electric snow blowers sold annually.

The majority of electric-powered OPEs are in the handheld category and the industry has some statistics on the market size in BC (Table 2). Based on the industry data, approximately 35% of the handheld category will be electric or battery powered.

**Table 2: Handheld Products Sold in British Columbia**

Unit	Market Size			Life Span			
	Fuel	Electric	Battery	Commercial	Years	Consumer	Years
Chain Saws	20,800	3,250	130	20%	3	80%	15-20
Trimmers Brushcutters	35,100	13,000	390	20%	3	80%	10-15
Leaf Blowers	10,400	7,500	130	20%	5	80%	10-15
Hedge Trimmers	1,700	2,600	130	20%	7	80%	10-15
Other Power Tools (cement saws, augers, tillers)	2,600	650	0	95%	3	5%	15-20
Totals	69,600	27,000	780				

\*Based on Canadian (population) statistics and BC being 13% of the Canadian Market Share.

The average life span of an electric-powered OPE varies depending on their design and application. However, the OPEI believes that the market share of electric-powered OPE has been stable for a number of years and as such, the number of electric-powered OPEs sold in British Columbia is thought to be a close approximation of the number of unwanted OPEs that will need to be accounted for in the Stewardship Program.

If this assumption is correct, the potential number of collected electric-powered equipment is estimated to be 30,000 to 40,000 units per year. Using an average weight of 5kg, the OPEI estimates that the weight of the collected electric product is 150,000 to 200,000kg/yr in British Columbia.

Of significance is the relatively small number of electric-powered OPEs that are expected to be recovered on an annual basis. In comparison, small appliances and



electronics are expecting 7,500 and 18,000 tonnes annually as compared to the 150 to 200 metric tonnes for electric OPE.

### **3.1.2 Fuel-Powered Outdoor Power Equipment**

The volumes of fuel-powered OPEs are more difficult to estimate mainly because of the longer life cycle of the product. In addition, the existing steel recycling infrastructure has been collecting these materials for many years due to the commodity value of the metals. As these products are already well taken care of as part of the overall metal recycling industry, there will be a need to differentiate the fuel-powered products from the electric products to have solid data regarding the fuel-powered OPE.

The OPEI will undertake a two year study for mapping of the existing recycling network, evaluation of the product life cycles, and provide data assessing the effectiveness of the existing recycling process for these products.

### **3.1.3 Seasonality of Sales**

Outdoor Power Equipment is a seasonal product with the majority of sales occurring in the spring and fall. The winter months (December through February) have the lowest sales presumably because this is a period of low utilization of OPEs by consumers.

## **3.2 *Product Composition***

### **3.2.1 Electric Outdoor Power Equipment**

Metals and plastics are the primary commodities recovered from electric-powered OPEs. The metals are primarily steel, aluminum and copper and the target is to recover and sell over 90% of the metals for their commodity value.

Options to recycle plastics will be explored once the program has been established.

### **3.2.2 Fuel-Powered OPE**

From program launch, the CARI collection sites will be collecting and processing both electric and fuel-powered outdoor power equipment. The CARI sites currently collect these types of products. Information and data processes will be implemented to assist with the two year study of fuel powered products.

In addition to the metal and plastics recycling considerations listed above, gas-powered OPE contain hazardous materials such as gasoline mixed with oil, gasoline, waste oil and lead-acid batteries. The CARI system of recyclers in BC are ideal return collection facilities for fuel-powered OPEs because they are regulated by the MoE and have established Environmental

Management Programs for hazardous wastes to insure proper recycling methods are employed.

The two year research study of fuel-powered OPEs will be commissioned and managed by the Stewardship Program beginning in calendar year 2013. The study will quantify the existing recycling network for fuel-powered OPE and identify possible gaps in coverage.

The fuel powered products included in the two year study include the following:

#### Fuel Powered Products

Chainsaws	Blowers	Lawn Vacuum
Trimmers	Hedge Trimmers	Stick Edger
Snow thrower	Pole Pruner	Tiller/Cultivator
Multi-Tool Product	Split-Boom Shaft Product	Garden Sprayer
Brush Cutter	Rakes/Thatchers	Pruning Saw
Post Hole Digger	Pole Chainsaw	Lawn Aerator
Lawn Mower	Edger/Trimmer	Pressure Washer
Wood Splitter	Chipper/Shredder	Generator
Lawn Tractor	Garden Tractor	Zero Turn Rider

OPEI reserves the right to amend this list of products in the future as appropriate.

### **3.3 Re-Use of Product**

Every Stewardship Program is required to consider reuse of product. . Currently the re-use of OPE is very well developed though re-selling websites such as Craig's List; garage sales as well as charitable organizations such as the Salvation Army or local product dealerships.

Valuable OPEs that are not at the end of the functional life are not expected to be dropped off at return collection facilities or events because they have a residual value.

Outdoor power equipment dealers frequently receive used product as trade-in on new product purchases. It is expected that "re-use product" will be in good working order and function properly. Dealer organizations can repair and refurbish used product as appropriate to insure they are in proper working order.

## **4 Program Performance**

The program will be implemented in three phases. The first phase will focus on electrical OPE. The second phase will undertake research on the current recycling of fuel-powered OPEs. The third phase will be a review and evaluation of the stewardship programs for both fuel and electrical OPE products.

The program's performance will be measured and reported for BC at the OPEI's stewardship website [www.opei.ca](http://www.opei.ca). The following sections summarize the different performance measures and the actions used to achieve the program's long-term targets.

### **4.1 Consumer Awareness**

The key factors to the successful recovery and processing of products in a Stewardship Program are awareness and support for the program by consumers.

The action items related to consumer awareness are:

1. Undertake consumer awareness surveys to determine the level of public awareness of the program. The program will conduct a consumer awareness study after the first complete year of program operation (2013) to create a baseline of consumer awareness. The program will target an awareness level of 25% in this survey. Surveys will then be conducted every two years. The program will target an awareness level of 35% in 2015 and 45% in 2017.
2. Prepare the written communication materials in the first year and distribute 5,000 brochures/yr to:
  - consumers at the point of purchase;
  - return-collection and recycling facilities; and,
  - the RCBC hotline and local governments.

The communication materials will focus on raising the awareness and support for the reuse and recycling of OPE and the safe handling of unwanted OPE. Further, the OPEI-CTF will work with national brandowners and encourage national advertising campaigns that can include the communication materials about the recycling of OPE and the subsequent environmental benefits.

3. Ensure the stewardship website and Producers websites contain current information and communication materials regarding the Stewardship Program for OPEs in British Columbia. The stewardship website will be established by July 1, 2012 and will be the central website for consumers and industry to obtain information about the location of return collection facilities in their community. Before the end of 2013, a Google Maps application will delineate the locations of the return collection facilities for consumers.

#### **4.2 Collection System**

The current stewardship model in BC is to have a network of return-collection facilities that bulk ships the unwanted products to a central facility for processing. This model is not desirable for OPEs because many of the stewarded products are large, bulky and heavy.

As such, the OPEI-CTF recognizes that OPE is a different type of product from the typical Stewarded product and the OPEI-CTF believes that the collection and transportation network for OPEs should:

- be capable of handling larger and heavier products,
- be capable of processing the products close to the point of collection thus minimizing transportation costs; and,
- recognize the inherent value of the copper, aluminum and steel in the product.

The OPEI-CTF is proposing to take an environmentally-conscious non-conventional approach and utilize the existing collection and transportation network operated by the steel recycling business. The following are examples of Steel Recyclers that currently collect and recycle OPEs.

<b>City</b>	<b>Steel Recycler</b>
Victoria	Schnitzer Steel Pacific
Duncan	Schnitzer Steel Pacific
Nanaimo	Schnitzer Steel Pacific
Courtney	Schnitzer Steel Pacific
Campbell River	Schnitzer Steel Pacific
Richmond	Richmond Steel
Surrey	Schnitzer Amix Steel

Burnaby	ABC Recycling
Abbotsford	CCON Metals
Chilliwack	Schnitzer Amix Steel
Langley	ABC Recycling
Powell River	Augusta Recycling
Penticton	Action Steel Sales
Kelowna	Action Steel Recycling
Kamloops	Rivershore Used Auto Parts
Williams Lake	Williams Lake Salvage
Prince George	Richmond Steel
Fort St John	Richmond Steel
Terrace	Bold Metals
Nelson	Balfour Metals
Cranbrook	Columbia Metals

The steel recyclers listed above have an elaborate collection network that can serve as drop-off locations where the public can drop off unwanted OPEs at no charge. The additional drop-off locations include as many as 120 steel and automotive recyclers in urban and rural locations as well as local governments that have roll-off-bins for steel in rural and remote locations.

The CARI steel and automotive recyclers in BC are ideal return collection facilities for OPEs because they are regulated by the MoE and have established Environmental Management Programs to insure proper handling of hazardous wastes.

To ensure that the stewardship program is adequate for rural areas, the OPEI will contact Regional Districts to assess the effectiveness of the outreach programs.

#### **4.2.1 Return Collection Facilities**

The OPEI-CTF has selected the steel recycling network, CARI, for the collection, transportation and recycling of OPEs. The agreement will require contracts for over 80 return collection facilities across BC by the end of 2013 and 100 by the end of 2014. The return collection facilities must be convenient for the public to drop off electrical OPE and capable of processing fuel-powered OPE.

The OPEI-CTF will include a requirement to provide adequate coverage for the collection of OPEs in rural communities. The agreement will require CARI to consider the guidelines prepared by the Product Stewardship Council of BC as well as individual input from the Regional Districts.

By the end of 2015 CARI will provide a minimum of 120 return collection facilities distributed across BC. The program will target

an accessibility standard of 90% of the population by the end of 2015, where access is defined as within a 45 minute drive for those in rural areas and within a 30 minute drive for those in urban areas.

#### **4.2.2 Events**

The program may supplement the collection system with one-day events, possibly in collaboration with retailers and/or dealers of outdoor power equipment."

#### **4.2.3 Linkages to Other Stewardship Programs**

The OPEI Stewardship Plan will engage other stewardship programs that may receive outdoor power equipment along with the products they target for collection, such as the CESA Part 2: Phase 5 Products Program that includes power tools. This will include discussions on how to reconcile each other's collected products.

Outdoor power equipment comes in a wide range of shapes and sizes, from a very simple machine to larger and more complex product. The larger OPEs may have components that are included in other stewardship programs. Some OPEs have tires, lead-acid batteries, oils, fuel and in some cases antifreeze.

The CARI return collection facilities that provide the collection and processing network will be linked into the collection networks for other stewarded products including lead-acid batteries, tires, used oil, fuel and waste antifreeze.

### **4.3 Recovery Rates**

Absolute collection quantity, expressed as the weight collected across BC by the program on an annual basis, will be summarized in the program's annual reports. As OPE will be recycled through the CARI network, which manages various types of scrap metal, it will not be possible to segregate all OPE from the mixed-stream of recycled metal products. The program may therefore conduct sampling studies to estimate the quantity of OPE that is managed through the scrap metal system as part of the program's collection system. Details on these studies and the corresponding results will be provided in the program's annual reports.

Absolute collection rate targets will be developed after a baseline of 18 months of program operation have occurred (July 2012-December 2013). The program will file an amended program plan with the BC Ministry of Environment containing updated collection rate targets by April 1, 2014. The program will conduct public consultation events on these targets through the use of webinars.

## 5.0 Management of Environmental Impacts

The program will report annually on the estimated greenhouse gas (GHG) impact of the program, commencing with the program's 2014 annual report for calendar year 2013. Once this baseline has been established, the program will develop strategies to improve the environmental outcomes of the program and will report annually on these efforts.

The OPEI Stewardship Program will report on how recovered materials are processed, referencing the Pollution Prevention Hierarchy. Of particular interest is the percentage of metals recovered during processing as well as initiatives designed to promote higher end use. The OPEI recognizes that outdoor power equipment is included in an existing commodity and recycling network and that commodity pricing and markets may influence the level of higher end use.

## 6.0 Summary of Targets and Timelines

### Performance Measures and Targets

Targets for the performance measures will be adjusted after the baseline data is collected during the first 18 months of the program. The adjusted targets will be communicated in April, 2014.

Performance Measure	Target
<b>Consumer Awareness:</b>	
Percent of population aware of the program	25% of the population by end of 2013, 35% of the population by end of 2015, 45% of the population by end of 2017
<b>Collection System:</b>	
Number of collection sites	80 by end of 2013, 100 by the end of 2014, 120 by end of 2015
Percent of population with access to a collection site	90% by end of 2015
<b>Recovery Rate:</b>	
Absolute collection by weight	Targets to be set during the first quarter of 2014 after baseline has been established

**TARGET SUMMARY TABLE**

Year	Recovery Rate Absolute Collection	Consumer Awareness	Collection System # of sites	Population With Access
2012 - 2013	Set baseline	25%	80	80%
2014	TBD	30%	100	85%
2015	TBD	35%	120	90%
2016	TBD	40%	120	90%
2017	TBD	45%	120	90%

**Gather Baseline Data July 2012 thru December 2013**

Program start is July 1, 2012

Each year, the OPEI of Canada and PCA will publish relevant information on the stewardship website summarizing information provided in the annual report to the BC MoE.



## Appendix 1: Summary of Comments and Responses Made During Consultation Process

### Regional Meetings and Webinars

Comment	Response
Will there be a “Re-Use” Option in the Stewardship Plan	Yes. OPEs that are in working order are currently sold and given away by the consumer. The life span for a premium product can approach 20 to 30 years. The communication materials will promote reuse; however, when a product is returned to a recycling centre, the expectation is that the product will be destroyed and the commodities recovered. The only exception to that will be the OPEs that are returned during events to dealers. The dealers have the professional expertise to determine if a product or its parts can be re-used.
Will commercial products be included in the Stewardship Program and how are they defined.	Some commercial products will be included in the Stewardship Plan but the boundaries of the size and weight of the products within the stewardship plan are still being negotiated with the MoE. The majority of commercial products will be fuel powered and some of those items will not be included until July 1, 2014. The majority of these products are already recycled through the existing metal recycling industry.
Will products that have high plastic content and hence no commodity value be excluded or refused at a recycling depot	No. All OPE in the stewardship plan will be taken at a depot – even if it does not have sufficient commodity value to justify the recycling. The collection of all OPE will be a requirement of a recycler in the program and fortunately, the majority of OPEs will have sufficient metals to provide a positive value to the recycler.
As more product stewardship programs are added, there are more depots added and that may not be the same location and this is confusing to the public.	Agree; however, the Stewardship Program must provide a collection, transportation and processing network that meet the needs of the product.  In many communities, the depots will be the same location. Unfortunately some of the fuel-powered products have hazardous materials and some

	<p>depots will not be suitable to take OPE.</p> <p>Further, it will be equally confusing to the public if they have to take an electrical-powered OPE to one location and a fuel-powered OPE to another location.</p>
<p>Some Regional Districts currently collect OPE and they generate money from the commodity value of the recovered product. How will the program work with the different regional districts to maintain the current infrastructure and avoid conflicts?</p>	<p>The OPEI will be in contact with each regional and ensure that the existing recycling network is respected and utilized.</p> <p>It is the expectations of the OPEI to enhance the existing recycling system not disrupt the existing recycling system. If the regional districts have a profitable steel recycling system, then they can expect to continue to recycle for OPEs.</p>
<p>There are many sites already accepting OPEs. Will they be excluded from the program and the OPE currently collected be given to a competitor.</p>	<p>No. There are no plans to exclude recyclers from collecting OPEs. Rather the goal of the OPEI program is to promote competition; however, the sites already accepting OPEs will be expected to meet all regulatory requirements for the management of hazardous materials.</p>
<p>Will there be Operational Controls and inspections of the facilities removing hazardous materials – will there be a level playing field between recyclers.</p>	<p>Yes. The OPEI recognizes the importance of the management of hazardous wastes and the depots will be required to recover, store and transport the hazardous materials in a manner that is compliant with the Hazardous Waste Regulation (HWR). In addition, depots will be required to demonstrate compliance to the HWR.</p>
<p>Eco-fees are too low</p>	<p>The OPEI is very conscious of the eco-fee problems experienced in Ontario last year and the public outcry against excessive eco-fees.</p> <p>The OPEI recognizes that there are limits to what the public will tolerate and the OPEI has tried to minimize the impact on consumers by:</p> <ol style="list-style-type: none"> <li>1) utilizing and enhancing the existing network of steel and other recyclers that are current collect and recycle OPEs;</li> <li>2) capitalizing on the commodity value in the residual metals to cover the cost of the collection, transportation and recycling;</li> <li>3) minimizing the overhead of the Stewardship Program by contracting out the administration of</li> </ol>

	the program.
Reporting will be a challenge	<p>Agreed. The OPEI recognizes that imposing reporting requirements on recyclers that are currently collection and recycling OPEs will be a challenge.</p> <p>Further, because of the positive commodity value of the larger OPE, there will be many OPEs that are not reported to program and this “leakage” around the program is inevitable.</p> <p>The goal of the program is to ensure that OPEs do not end up in municipal landfills and other types of surveys may be utilized by the OPEI to demonstrate that OPEs are being recycled appropriately and not landfilled.</p>

### Written Comments Received by OPEI-CTF

Comments	Response
The OPEI Plan is insufficiently detailed – stewardship plans should provide firm details on program governance, collection systems, recovery rates and program monitoring – cannot provide meaningful comments on a plan that provides few concrete commitments	The OPEI recognizes that it is difficult for a Regional District to assess the impact of a stewardship plan without sufficient detail. However, the OPEI cannot enter into commitments with recyclers prior to the completion of consultation and there is some indication from the regulatory authorities that the approach will be approved by the Director.
The approach to stakeholder consultation is inadequate and there is only 5 days for the OPEI to review and meaningfully consider stakeholder comments.	The OPEI followed the MoE Consultation Guidelines and provided a similar level of consultation as the other stewardship programs. Further, the OPEI has been compiling and evaluating the stakeholder comments throughout the 45 days of consultation and making adjustments as necessary.
<p>The OPEI plan describes a problematic approach to product stewardship in BC for rural areas for the following reasons:</p> <ul style="list-style-type: none"> <li>• Too few collection facilities leaving many communities without service;</li> <li>• Complicated return system that is</li> </ul>	The OPEI acknowledges that the servicing of rural communities is a challenge. On the one hand the stewardship program is expected to provide province wide service for rural programs and on the other hand, new programs are expected to achieve high

<p>difficult for consumers to understand;</p> <ul style="list-style-type: none"> <li>• Inadequate promotion of the program by producers and product stewards</li> </ul>	<p>recovery rates.</p> <p>The OPEI will evaluate the Position Paper on Implementation of EPR by the Regional District of Bulkley-Nechako and test its suitability for other Regional Districts.</p> <p>The OPEI also acknowledges that as more product stewardship programs are designated in the Recycling Regulation, the return collection systems will get more complicated. That is one of the reasons why the OPEI choose to work with the steel recyclers that are already recycling OPEs in the communities.</p> <p>The OPEI is confident that after several years of program delivery, consumers will be well informed about the recycling options for Outdoor Power Equipment.</p>
<p>The OPEI program relies on local government to fulfill some of the responsibility of the product stewards.</p>	<p>Where possible, the OPEI will use commercial operations as return collection facility and any transactions with Regional Districts will be on a business-to-business relationship.</p>
<p>Not including gas powered system is going to make it difficult to educate residents on the program</p>	<p>The OPEI has made a commitment to include gas powered systems after a two year research period. In the meantime, the Recycling Regulation designates Outdoor Power Equipment in the Electronic and Electrical Product Category. Clearly fuel powered OPEs are not regulated in the Electronic and Electrical Product Category.</p>
<p>By applying an eco-fee to non-gas powered equipment there is a financial incentive to use gas powered equipment vs. human powered and electric powered.</p>	<p>The OPEI understands this concern but believes that, on average, an electric powered product will be priced around the \$50 to \$70 price range while a fuel powered product will be start at a \$200. A small eco-fee on an electric product should not influence the consumer choice because of the large price difference between the two product categories.</p>
<p>Consumer awareness is totally unacceptable.</p>	<p>The OPEI will contract out the consumer</p>

	<p>awareness part of the program. To date, the OPEI has discussed the program implementation with StewardEdge, Product Care and Waste Management Inc. The consumer awareness portion of the program will be contracted out prior to the implementation of the stewardship program on July 1, 2012.</p>
<p>Stewards should rely more on waste composition data and studies for evaluating their programs. Recovery rates are not a reliable measure of evaluating and are too easy to manipulate.</p>	<p>The OPEI agrees that waste composition studies can provide useful information and demonstrate that OPEs are being recycled by steel recyclers and being diverted from landfills.</p>
<p>Does the program include parts from outdoor power equipment or equipment that is fully intact?</p>	<p>The OPEI will accept OPE parts from the public as they will have a metal content and a commodity value. The challenge will be to track these parts and incorporate the parts in the recovery rates.</p>

### **International Webinar Held September 27<sup>th</sup>, 2011**

<p>The ISO has developed guidelines for the standardization of terminology for OPE the guidelines may help the OPEI-CTF better define the products that are covered by the Recycling Regulation. Specifically, the ISO guidelines provide clear definitions for garden, forestry and farming OPE.</p>	<p>The OPEI-CTF will obtain and review the ISO documents developed for the EU and use these guidelines to better define the products included in Recycling Regulation.</p>
<p>The European Union has debated whether or not fuel powered OPEs should be recycled with electrical powered OPEs. The EU concluded that fuel powered OPEs should be in a separate recycling stream because of the hazardous materials within the fuel powered. The EU decided to include the fuel powered OPEs within the same recycling stream as vehicles.</p>	<p>The OPEI-CTF was not aware of the EU's decision; however, the OPEI-CTF has come to the same conclusion. Because the steel recycling industry represented by CARI-BC processes end-of-life vehicles, the OPEI-CTF believes that the proposed approach is consistent with the approach in the EU. The OPEI-CTF will review the conclusions of the EU and adopt policies and procedures where appropriate.</p>
<p>There is a gray area with respect to the definition of commercial products within the stewardship program. ESABC will face this dilemma when implementing Phase 4 products come July 1, 2012. The Phase 4</p>	<p>The OPEI-CTF will continue to work with the Ministry of Environment to clearly identify the commercial products that are to be included in the stewardship plan. The OPEI-CTF hopes that the ISO guidelines</p>

<p>products include more commercial printers and the gray area is whether or not large commercial printing presses are included or excluded from the stewardship program.</p>	<p>mentioned earlier in the webinar to provide clarity to the discussion.</p>
<p>The Mow Down Pollution program operated by Summerhill Impact and Home Depot have used the steel recyclers in BC to assist with the collection and processing of OPEs. The Mow Down Pollution program has been working across Canada for the past 11 years and the steel recyclers have provided the service to the program at no charge because there is a residual value for the metals in the OPE.</p>	<p>The OPEI-CTF has been in discussions with the steel recyclers through CARI-BC. The CARI-BC recyclers have been supportive of the Mow Dow Pollution Program for the past 11 years and the OPEI-CTF will discuss the expansion of the program where possible.</p>
<p>Will there be any special consideration for batteries in the OPE program. Most of the batteries used in electrical OPEs are Lithium Ion. Lithium ion batteries over 100 Watt hours are considered are considered to be a Class 9 TDG.</p>	<p>Based on discussions with manufacturers, the majority of battery operated OPEs are Lithium ion although there remain some small sealed lead-acid batteries within that product category.</p> <p>A 100 Watt hour Lithium battery will weigh approximately 1.8kg and hence will qualify for stewardship under the Call2Recycle program.</p> <p>The operational controls for batteries collected under the OPEI program will be developed to ensure regulatory compliance and partnerships will be sought with the Call2Recycle Stewardship Program for the recycling of small rechargeable batteries.</p>
<p>The supply distribution chain for OPEs will pose challenges for the collection of eco-fees at the manufacturer level.</p>	<p>The OPEI-CTF recognizes that there remain some important challenges as the implementation details are being finalized. However, these internal issues do not require consultation with stakeholders nor do these operational issues require regulatory approval. As such, the OPEI-CTF's first priority is to complete the consultation and submit the stewardship plan on October 1, 2011 for regulatory approval.</p> <p>Once the OPEI-CTF gets confirmation that the basic approach proposed to use the</p>

	<p>existing steel recycling infrastructure will be accepted by the regulatory agencies, then the implementation issues will be tackled by the OPEI-CTF team.</p> <p>Finally, the approach proposed in the draft OPEI stewardship plan is consistent with the approach used by other stewardship programs. The other stewards on the webinar noted that they use the term Environmental Handling Fee instead of eco-fees.</p>
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### List of Participants in the Consultation Process

Jay Aarsen	Interior Freight and Bottle
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Meegan Armstrong	Ministry of Environment
Corinne Atwood	BC Bottle Depot Association
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Blake Clarke	Kootenays WM
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Peter Hughes	TNRD
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