



SECTION 2
COUNCIL CORRESPONDENCE
City Manager
Deputy City Manager
Dir. Engineering
Environment Committee (June 14)

June 2, 2016

File: 11-5380-01-0001/2016

To: UBCM Member Municipalities

Re: Cigarette Butt Deposit Return Program

City Council, at its Regular meeting of Monday, May 30, 2016, unanimously endorsed the following resolution:

"PURSUANT to the report of the Environmental Sustainability Specialist, dated May 25, 2016, entitled "Cigarette Butt Deposit Return Program":

THAT Council submit the following resolution to the Union of BC Municipalities (UBCM):

WHEREAS cigarette butts are a significant source of litter in many local communities;

WHEREAS cigarette butts are non-biodegradable and leach toxic organic chemicals and heavy metals into the environment impacting soil, fresh and saltwater, and have a significant negative impact on the aquatic and land-based organisms that ingest them;

WHEREAS a Cigarette Butt Deposit – Return Program offers a promising solution to significantly reduce cigarette butt litter and improve environmental health;

THEREFORE BE IT RESOLVED THAT the BC Ministry of Environment implement a province-wide Cigarette Butt Deposit – Return Program for the elimination of cigarette litter.

THAT the resolution be circulated to UBCM member municipalities in advance of the 2016 convention;

AND THAT the City implement an outreach program aimed at reducing cigarette butt litter."

Yours truly,

Karla Graham, MMC
City Clerk

Attachment - Report

cc J. Lowry, Environmental Sustainability Specialist



 Department Manager	 Director	 CAO
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The Corporation of **THE CITY OF NORTH VANCOUVER**
ENGINEERING, PARKS AND ENVIRONMENT DEPARTMENT

REPORT

To: Mayor Darrell R. Mussatto and Members of Council

From: Julie Lowry, Environmental Sustainability Specialist

SUBJECT: CIGARETTE BUTT DEPOSIT RETURN PROGRAM

Date: May 25, 2016 File No: 11-5380-01-0001/2016

The following is a suggested recommendation only. Please refer to Council Minutes for adopted resolution.

RECOMMENDATION:

PURSUANT to the report of the Environmental Sustainability Specialist, dated May 25, 2016, entitled "Cigarette Butt Deposit Return Program":

THAT Council submit the following resolution to the Union of BC Municipalities:

WHEREAS cigarette butts are a significant source of litter in many local communities;

WHEREAS cigarette butts are non-biodegradable and leach toxic organic chemicals and heavy metals into the environment impacting soil, fresh and saltwater, and have a significant negative impact on the aquatic and land-based organisms that ingest them;

WHEREAS a Cigarette Butt Deposit – Return Program offers a promising solution to significantly reduce cigarette butt litter and improve environmental health;

THEREFORE BE IT RESOLVED THAT the BC Ministry of Environment implement a province-wide Cigarette Butt Deposit – Return Program for the elimination of cigarette litter.

AND THAT the above resolution be circulated to UBCM member municipalities in advance of the 2016 convention;

AND THAT the City implement an outreach program aimed at reducing cigarette butt litter.

ATTACHMENTS:

1. Letter to the Minister of the Environment, March 11, 2016 ([Citydocs #1376335](#))

PURPOSE:

This purpose of this report is to report back regarding Council's recent motion in support of a cigarette butt deposit return program.

BACKGROUND:

On March 7, 2016 Council unanimously passed the following motion in support of a deposit return program for cigarette butts:

WHEREAS cigarette butts are the leading source of litter by both number and weight in Canada and worldwide, where billions are littered daily;

WHEREAS cigarette butts are non-biodegradable and leach toxic organic chemicals and heavy metals into the environment impacting soil, fresh and saltwater, and have a significant negative impact on the aquatic and land-based organisms that ingest them;

WHEREAS a Cigarette Butt Deposit – Return Program has been identified by public health professionals as a promising solution to reduce cigarette litter that also aligns with positive public health outcomes;

WHEREAS existing awareness campaigns and increased enforcement have only transient and marginal effects on cigarette litter reduction, and cigarette receptacles serve to re-normalize smoking and even have the potential to undermine smoke free regulations;

THEREFORE BE IT RESOLVED THAT staff report back on options for the implementation of a Cigarette Butt Deposit – Return Program in the City of North Vancouver and the potential for collaboration with surrounding municipalities;

AND THAT a letter be written to the BC Minister of Environment in support of a province-wide Deposit – Return Program for the elimination of cigarette litter.

On March 11, 2016, Mayor Mussatto, on behalf of the City of North Vancouver, sent a letter to the Minister of the Environment, requesting that the Province implement a province-wide deposit return program for cigarettes to accelerate efforts to eliminate cigarette litter (Attachment 1).

A streetscape litter audit completed by the City in 2013 observed that discarded cigarette butts comprise 46% of litter items. Cigarette butts create a unique challenge: the temptation to discard them as litter is higher than other forms of waste and if they do make it into the trash, they need to be extinguished properly. Cigarette butts are not biodegradable and leach toxic organic chemicals and heavy metals into the

environment, negatively impacting soil, water and aquatic and land-based organisms that ingest them.

A study completed by Vancouver Coastal Health found that 13% of City residents smoke daily or occasionally and it is estimated that 87,000 cigarettes are smoked in the City each day.

Cigarette butts pose a significant fire and wildfire risk when not extinguished properly. During the 2015 drought, this was an issue of significant concern both for the North Shore municipalities and for the local mountain tourism areas. Reduction in littering of cigarette butts significantly reduces fire risk.

Staff have looked into options for the implementation of cigarette butt deposit return programs both within the City and on a Province-wide basis. Staff's findings are presented below.

DISCUSSION:

Deposit return programs

Deposit return systems effectively reduce litter through motivating people to recycle by providing a financial incentive. Deposit return programs operate by charging a deposit fee at the time of sale which is then refunded when the item is returned to a designated retailer or collection depot. An example is the Province's beverage container return program which incents recycling while also reducing littering since beverage containers have a monetary value.

A cigarette butt deposit return program would charge a deposit fee, which would then be refunded when the butts are returned to a designated retailer or depot. Cigarette packs would need to be marked, likely at the time of manufacture, so that they could be easily identified when returned to the retailer for deposit refund. This step would be essential in ensuring cigarette packs outside of the program, where a deposit was not paid, would not receive a refund.

Operational costs, including communication campaigns, collecting, transporting, and processing the returned butts would be funded by cigarette manufacturers and supplemented by unreturned deposits. Cigarette manufacturers would be responsible for covering program start-up costs. All of these costs would be passed on to cigarette consumers, shifting the cost of managing cigarette litter away from municipalities and the general tax payer.

City operated deposit return program

Staff have investigated the feasibility of a deposit return in the City and have concluded that such a program would be very challenging, if not impossible, to administer. All 54 cigarette retailers in the City would have to participate in the program along with cigarette manufacturers themselves. It would be difficult to track cigarettes purchased outside of the City, which would be a financial draw on the program if they were returned for a deposit.

Therefore, staff conclude that a cigarette butt deposit program in the City itself would not be possible, and that such a program would only be effective on a Province-wide scale.

Province-wide deposit return program: UBCM resolution

British Columbia leads the country in extended producer responsibility (EPR) programs such as the beverage container program operated by Encorp. These programs are in place due to regulations enacted by the Province through the Recycling Regulation of the Environmental Management Act.

Staff's discussions with Ministry of Environment staff suggest that no new EPR programs are currently planned for implementation in the near future.

Therefore, staff recommend that the City submit a resolution to the Union of British Columbia Municipalities (UBCM) to advocate for a province-wide cigarette butt deposit return program.

Outreach program: potential partnership with the City of Vancouver

Staff have discussed the problem of cigarette butt litter with other Metro Vancouver municipalities and staff from the City of Vancouver have indicated significant interest in partnering with the City to deliver an outreach to discourage smokers from littering cigarette butts.

Through partnering with the City of Vancouver and developing consistent messaging, such an outreach program could have a very significant impact in raising awareness and changing behavior, thereby laying the groundwork for any potential provincial deposit return program.

FINANCIAL IMPLICATIONS:

There are no financial implications associated with the report recommendation. Costs of a cigarette butt litter reduction outreach program would be funded by the City's existing litter management utility. Reduced costs would be achieved through partnering with the City of Vancouver.

INTER-DEPARTMENTAL IMPLICATIONS:

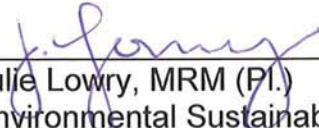
This report was reviewed and endorsed by the Directors Team on April 26, 2016. Engineering, Parks and Environment staff would work with Bylaws and Communications staff in the implementation of a cigarette butt litter reduction campaign.

CORPORATE PLAN AND/OR POLICY IMPLICATIONS:

The recommendation is in keeping with the goals and objectives in the City's Official Community Plan, specifically:

- Objective 4.3.5: Work with the community, partners and agencies to accelerate waste reduction and avoidance in support of regional goals.
- Objective: 8.1.9 Pursue the reduction of waste throughout the lifecycle of production, consumption, recycling and disposal to achieve local and regional waste management goals.

RESPECTFULLY SUBMITTED:



Julie Lowry, MRM (Pl.)
Environmental Sustainability Specialist

The City of North Vancouver
OFFICE OF MAYOR DARRELL MUSSATTO



March 11, 2016

The Honourable Mary Polak
Minister of Environment
Province of British Columbia
Room 112, Parliament Buildings
Victoria, BC V8V 1X4

Dear Minister Polak:

Mary,

Further to North Vancouver City Council's unanimous resolution on March 7, 2016 (attached), I am writing to request that the Province of British Columbia implement a province-wide deposit-return program for cigarettes to accelerate efforts to eliminate cigarette litter.

Cigarette butts are the leading source of litter both in number and weight, with an estimated 6.6 million cigarettes smoked daily in British Columbia. Not only are they non-biodegradable, they also leach toxic organic chemicals and heavy metals into the environment which negatively impacts soil, water and the aquatic and land-based organisms that ingest them. Furthermore, discarded butts can lead to increased litter generally, have the potential to start fires, and their clean-up creates a significant and ongoing cost to taxpayers.

Existing awareness campaigns and enforcement efforts have had limited effects on reducing cigarette litter. Furthermore, cigarette receptacles present the risk of re-normalizing smoking and giving the impression that smoking is common, potentially undermining existing smoke-free regulations. A deposit-return program avoids these pitfalls.

As public health professionals have identified smoking as the leading cause of preventable death in Canada and worldwide, it is imperative that communities implement solutions to cigarette litter that support positive environmental and public health outcomes. The concept of a deposit-return program offers the Province of BC the opportunity to show leadership in both of these areas to support healthy communities now and in the future. On behalf of City Council I therefore express our support once again for a province-wide deposit-return program for cigarettes.

Thank you for your consideration of this request, and we look forward to working with the Province of BC to further promote a healthy, clean environment.

Yours sincerely,

Darrell

Darrell Mussatto
Mayor

Enclosures (2)

cc: Honourable Naomi Yamamoto, MLA, North Vancouver – Lonsdale
North Vancouver City Council

MINUTES OF THE REGULAR MEETING OF COUNCIL HELD IN THE COUNCIL CHAMBER, CITY HALL, 141 WEST 14th STREET, NORTH VANCOUVER, BC, ON MONDAY, MARCH 7, 2016.

NOTICE OF MOTION

**25. Support for a Deposit – Return Program for Cigarettes
– File: 10-4900-01-0001/2016**

Submitted by: Mayor Mussatto

Moved by Mayor Mussatto, seconded by Councillor Buchanan

WHEREAS cigarette butts are the leading source of litter by both number and weight in Canada and worldwide, where billions are littered daily;

WHEREAS cigarette butts are non-biodegradable and leach toxic organic chemicals and heavy metals into the environment impacting soil, fresh and salt-water, and have a significant negative impact on the aquatic and land-based organisms that ingest them;

WHEREAS a Cigarette Butt Deposit – Return Program has been identified by public health professionals as a promising solution to reduce cigarette litter that also aligns with positive public health outcomes;

WHEREAS existing awareness campaigns and increased enforcement have only transient and marginal effects on cigarette litter reduction, and cigarette receptacles serve to re-normalize smoking and even have the potential to undermine smoke-free regulations;

THEREFORE BE IT RESOLVED THAT staff report back on options for the implementation of a Cigarette Butt Deposit – Return Program in the City of North Vancouver and the potential for collaboration with surrounding municipalities;

AND THAT a letter be written to the BC Minister of Environment in support of a province-wide Deposit – Return Program for the elimination of cigarette litter.

CARRIED UNANIMOUSLY

A Provincial Deposit – Return Program for Cigarettes

A well structured program can protect the environment and overcome the deficiencies of public ashtray programs.

Cigarette butts are the leading source of litter, both by number and weight, both in Canada and worldwide, where billions are littered daily. They are unsightly, non-biodegradable and toxic to the environment. They are increasingly getting the attention that they deserve as an environmental concern.

Awareness and enforcement campaigns are ineffective and/or impractical, therefore recently public ashtray-equivalent-based programs have been proposed. This tactic is supported by the tobacco industry and clean-up groups, who often do not see any problem in partnering with them.

A pilot program of such is currently underway in Vancouver, yet is not succeeding (estimated 3% to 6% efficacy) with multiple butts seen not only meters away from the “receptacles”, but even directly below them. A properly designed deposit-return program will likely be much more effective as it relies only on personal financial self-interest, and not any plea to “do the right thing”.

Ashtray programs are bad for public health.

1 By nature, these programs counter a principal public health tenet - the denormalization of tobacco use. Government programs should aim to lessen the visibility and acceptability of the tobacco industry and smoking. The widespread presence of ashtrays (Vancouver's ultimate plan was for 2000 of them) imply tacit government consent, acceptance and even approval of widespread smoking in public. They strengthen the impression that smoking is common, and create smoking zones in public places. Such re-normalization of smoking is directly aligned with the strongest interests of the tobacco industry.

2 Many of these ashtrays are placed within no-smoking buffer zones around doorways etc.. This ridicules and encourages violations of, hard-fought for, City Health Bylaws.

3 These programs often involve partnering with the tobacco industry (as initially was the case in Vancouver, albeit indirectly). This is inappropriate and runs counter to government obligations under Canada's participation in the WHO Framework Convention on Tobacco Control.

Deposit-Return Programs can support public health objectives.

1 Tobacco litter serves as free, albeit perverse, advertising for the tobacco industry, possibly just the sort that appeals to rebellious teenagers, the highest risk group for starting.

2 Tobacco litter serves as withdrawal triggers/reminders to all smokers, and especially those trying to quit.

3 Tobacco litter in places where smoking is prohibited (eg: building entrances, park benches) is used as an excuse by the next potential smoker to break the bylaw as well, knowing that so many others have previously ignored it.

4 Although (in this proposal) fully refundable, the increased up-front cost of purchasing a pack, as well of the inconvenience of needing to return it to a depot, will likely dissuade some smokers/potential smokers from the purchase.

Physicians *for a* Smoke-Free Canada

134 Caroline Avenue ♦ Ottawa ♦ Ontario ♦ K1Y 0S9
Tel: 613 600 5794 ♦ www.smoke-free.ca ♦ psc@smoke-free.ca

DESIGN PRINCIPLES:

Deposit: this must be large enough to dissuade most smokers from actually littering. We would suggest \$1 per package or \$0.05 per cigarette butt.

Fully Refundable: on return of the pack with all 20 used (or preferably unused!) filters. It is important to be able to state that this is not an additional tobacco tax in order to help foster public consent for the program.

Return: this should be done at central depots. This will decrease the visibility of smoking and of tobacco litter, thereby furthering the public health mandate of denormalizing the tobacco industry.

(In British Columbia, Encorp Pacific, <http://www.return-it.ca> is a federally incorporated, not-for-profit, product stewardship corporation with beverage container management as their core business, who are also charged with collecting multiple other products. They have 172 locations across the province and would seem an obvious fit. It is likely that individuals will spontaneously design business arrangements whereby they collect and return multiple packs from other smokers for a small percentage of the return; we see no reason to discourage such.)

Recycleability: it should be recognized that being able to recycle the butts is an added bonus, and not necessary to the usefulness of the program. Even if all the butts were to end up being placed en-masse in a landfill, this would be infinitely better than billions entering sensitive areas of the environment individually.

(Currently, to our knowledge, TerraCycle is the only company recycling cigarette butts, and they do so in open partnership with the tobacco industry. We recommend that the government either develop their own recycling facility, or consider partnering only with private companies willing to forgo all ties with the tobacco industry. Whether TerraCycle would have the capacity to handle the considerably increased volumes that would be generated via a deposit-return program is unknown.)

Portable ashtrays: these cost very little, and their use can be encouraged as a means to extinguish and transport the butts before placing them in the packs. In reality a few seconds care in extinguishing the butt and a plastic baggie is all that is required. Alternately the packs could easily be redesigned with a foil pocket in order to serve as their own portable ashtrays from the beginning.

Marking of packs eligible for return: cigarette packs are already marked by provincial origin and multiple options are available to enhance such including stamps, bar codes, and other electronic means. This will lead to the packs themselves as the functional holders of most of the deposit value, and therefore any littered packs will become quite valuable, as they could be filled up with any 20 littered butts for a full refund (such is not a problem as ultimately the same end will result).

Return of "orphaned" littered butts: these should also be considered for refund, however at a much lower rate, We suggest 1¢/butt. This should be done in bulk by dry weight.

A pilot project run by WestEnd Cleanup June 18, 2013 proved that this will work, and gathered widespread media attention and approval (as proof of principle for a deposit-return program and a call for such), collecting 60 000 butts in several hours by paying \$20/ pound of butts, calculated to be 1¢ each.

Including this component will virtually guarantee that almost all cigarette litter will rapidly disappear one way or the other. This also provides a small source of income for many disadvantaged individuals, although such should not be viewed as the principal goal of the program (having the butts not be littered in the first place is). The lower rate of return is necessary in order to prevent a degree of inevitable cheating from bankrupting the system, as we see no way to prevent such cheating (both attempts to mix in non-cigarette litter, and the return of non-eligible butts from other sources).

There should also be a maximum weekly return of these, such as 7lbs/wk/individual, and names/addresses should be recorded in order to discourage organized cheating. We would also suggest that the roll-out of this aspect of the program occur only following a 3-6 month delay for two reasons: Firstly, so that the percentage of marked packs being returned can be assessed; if it is very high (~95%?) then there would be less need for this component, and also both a tendency for a greater percentage of cheating, and less available funds to cover such. Secondly there should be time for an attempt to clean up butts pre-existing from before the deposit program was initiated as, of course, all such butts will not have been covered by any deposit.

Funding: with the above details the program would be ahead 4¢/littered butt, this should be enough to both cover cheating (even if an unimaginable 50% by weight, the program would still be ahead 3¢/littered butt), and administration costs. Therefore, after start-up, the program should be self-funding. There also will be some income from the temporary holding of funds. Should the above calculations fail, the program could be modified to claw back a small percentage of the deposit. Current efforts to clean up tobacco litter are quite expensive-estimated at over \$7 million/yr by the City of San Francisco.

Anticipated Volumes: according to Propel's Tobacco Use in Canada¹ British Columbia has 515,000 smokers, who smoke an average of 12.9 cigarettes per day, suggesting a daily consumption in this province of 6.6 million cigarettes or 330,000 packages.

The following calculations obviously make multiple assumptions, but should serve as a useful guide:

- If all eligible and returned in full packs, the above would translate to \$330,000 in deposit funds collected daily, or \$120 million in a year.
- If there were 172 depots, each would be expected to handle on average 1,900 packages per day, providing \$1,900 in refunds.
- Most customers could be assumed to batch packs and return them on an infrequent (say monthly) basis, resulting in about 65 transactions per depot per day.

The tobacco industry should not be involved:

other recycling programs do involve the source industry, via the notion of Extended Producer Responsibility.

However as a pariah industry which has repeatedly shown that its intentions are not in-line with the good of society, and the sole to be affixed the relationship status of "denormalization" by the government, the tobacco industry should be allowed no role in this program. Deposit funds awaiting return should be held either by the government, the collecting corporation, or one of their proxies.

The industry's views on this program are not known at this time. Given that it would lessen the visibility of their product, their opposition could be anticipated.

Pilot projects are not advisable: The feasibility of a deposit-return model has already been demonstrated by the success of B.C.'s beverage container recovery system. Additionally any smaller pilot jurisdiction would face challenges that would be less daunting province-wide, including the incentive for smokers to just buy their packs outside the region and the marking of packs eligible for deposit-return.

However if a pilot project is viewed as politically expedient, we believe that if designed properly such could be successful. It would be most feasible in isolated communities such as islands (Haida Gwaii?) or up north (or if larger is desired an entire health region could be considered, such as Island Health or Northern Health) where the closest tobacco vendor outside the region would be quite far, and hopefully local leaders would sign on and help instill a sense of pride in the community at being pioneers in this fully refundable environmental/health initiative. We advise against including any return for "orphaned" littered butts in such a pilot as there would be too great a potential for butts being brought in from elsewhere.

British Columbia's beverage container recovery system, enacted in 1970, is the oldest legislated deposit-return system in North America, and has been highly successful, and widely copied.

British Columbia can again take the environmental lead with a bold and innovative approach to fighting cigarette litter.

It must do so in a manner that is consistent with public health objectives.

Dr. Stuart H. Kreisman
stuarthk@telus.net

Physicians for a Smoke-free Canada
British Columbia
June, 2014

¹ *Propel Centre for Population Health Impact. Tobacco Use in Canada. Patterns and Trends – 2014 edition.*