

**THE CORPORATION OF THE CITY OF PORT COQUITLAM  
ENVIRONMENTAL PROTECTION COMMITTEE**

Wednesday, November 2, 1994

Meeting Room No. 2  
2580 Shaughnessy Street, Port Coquitlam, BC

5:00 p.m.

**AGENDA**

**PERSONNEL IN ATTENDANCE:**

**CONFIRMATION OF MINUTES OF PREVIOUS MEETING**

**ITEM I: AIR POLLUTION IN COQUITLAM - LETTER FROM MR. TIM KELLEY  
(For Information)**

**ITEM II: PROPOSED COQUITLAM RIVER WILDLIFE MANAGEMENT AREA**

**ITEM III: OTHER BUSINESS**

NOV 02 1994 *SM*

**THE CORPORATION OF THE CITY OF PORT COQUITLAM**  
**ENVIRONMENTAL PROTECTION COMMITTEE**  
**MINUTES**

A meeting of the Environmental Protection Committee was held in the Second Floor Meeting Room, 2580 Shaughnessy Street, Port Coquitlam, Wednesday, November 2, 1994 at 5:00 p.m.

In attendance were:

Councillor M. Gates, Chairman  
Councillor R. Talbot, Co-Chairman  
J.E. Yip, P. Eng., Deputy City Engineer  
F. Cheung, P. Eng., Deputy City Engineer  
C. Deakin, Engineering Secretary

**CONFIRMATION OF MINUTES**

The Minutes of the Environmental Protection Committee Meeting held on Wednesday, October 26, 1994 were considered, read and adopted.

Carried

**ITEM I: AIR POLLUTION**

Committee received this item for information.

**ITEM II: PROPOSED COQUITLAM RIVER WILDLIFE MANAGEMENT AREA**

Committee asked that the information be circulated to other Committees for their review and comments.

**ITEM III: OTHER BUSINESS**


a) **Canadian Industry Packaging Stewardship Program**

Committee received this report for information.

b) **Draft Letter to Anita Drive Area Residents**

Committee reviewed letter and suggested that Philip Environmental's full name be in the letter (i.e. Philip Environmental Services Ltd.). Also to make sure that residents are aware that as soon as we know, they will know.

Cont'd .../2

  
NOV 02 1994

c) 1776 Broadway Street

The Deputy Engineer advised Council that some barrels were detected at the above address and Mr. Joe Leung, Ministry of Environment was contacted for a site investigation. The barrels were not hazardous so the City will proceed with the standard regulation of issuing a "Untidy Property" notice to the owners and have them remove it.

The meeting adjourned at 5:30 p.m.

  
J.E. Yip, P. Eng.,  
Deputy City Engineer

  
Councillor M. Gates  
Committee Chairman

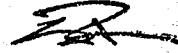
JEY/cd

**NOTE:**

Minutes not read and adopted by the Committee until certified correct by the Committee Chairman's signature.

cc:

Mayor and Councillors  
City Administrator  
Igor Zahynacz, P. Eng., City Engineer  
F. Cheung, P. Eng., Project Engineer  
Anne T. Pynenburg, Project Technician

  
NOV 02 1994

THE CORPORATION OF THE  
CITY OF PORT COQUITLAM

MEMORANDUM

TO: Environmental Protection Committee

DATE: October 24, 1994

FROM: F. K. K. Cheung, P. Eng.  
Project Engineer

FILE No: EPC

SUBJECT: AIR POLLUTION IN COQUITLAM

RECOMMENDATION:

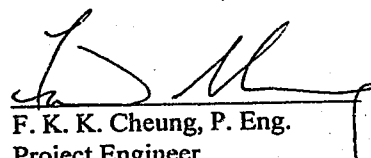
1. That Committee receive this memorandum for information only.

BACKGROUND & COMMENTS:

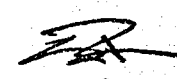
Attached is a copy of the letter from Mr. Tim Kelley to the Honourable Moe Sihota, Minister of the Environment, addressing his general concerns regarding the air quality in Coquitlam.

As part of the Greater Vancouver Regional District (GVRD) Air Quality Management Plan (AQMP), the AQMP will address most of the concerns that Mr. Kelley has raised in his letter. An AQMP Working Paper on hazardous air pollutants (i.e. gases, particulates or aerosols, PCBs, benzene, dioxins, furans, formaldehyde, trichloroethylene, and trace metals such as lead, arsenic and mercury) is scheduled for completion in 1994. This Paper will address emission reduction measures for hazardous air pollutants. The AQMP also address the way fuel products are marketed and distributed in the Lower Fraser Valley. Low-sulphur diesel fuel is now required at all distribution outlets. By the year 2000, a high-tech nozzle will be used to recover gasoline vapours when filling a gas tank, thereby, preventing the release of gas fumes into the air.

The Committee may consider referring Mr. Kelley's letter to the GVRD and respond to Mr. Kelley's letter. The letter should assure Mr. Kelley that the GVRD, as part of the AQMP, is working towards solving the air quality problems.

  
F. K. K. Cheung, P. Eng.  
Project Engineer

FKKC/  
attachment

  
NOV 02 1994





City of **PORT COQUITLAM**

2580 SHAUGHNESSY STREET, PORT COQUITLAM, B.C. V3C 2A8 / PHONE: 944-5411 / FAX: 944-5402

October 18, 1994

Mr. Tim Kelley  
2995 Surf Crescent  
Coquitlam, BC  
V3C 3S7

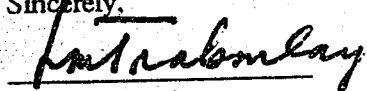
EPC  
By D.19  
FC. H Oct. 20

Dear Mr. Kelley:

Thank you for the copy of your letter of October 12, 1994 to the Honourable Moe Sihota in which you stated your concerns for the quality of the air in Coquitlam.

I have forwarded your concerns to our Environmental Protection Committee for their information and consideration.

Sincerely,



L. M. Traboulay  
Mayor

LMT/jm

cc: Councillor M. Gates  
Councillor R. Talbot  
Mr. J. Yip

October 12, 1994



Honourable Moe Sihota  
Minister of the Environment  
Government of British Columbia  
Parliament Buildings  
Victoria, B.C.

Dear Minister Sihota,

RE: AIR POLLUTION IN COQUITLAM

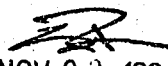
I called the Greater Vancouver Regional District Air Pollution Complaint Service ( 436-6777) again this morning. I could have called most days the past couple of months or so but usually I don't bother. Our air smells bad. It usually becomes noticeable between 3 - 7 AM. Some days I have been woken out of a sound sleep by the intensity of the smell. To me it usually smells like sulfur, burnt tires and a gasoline refinery but those are my subjective impressions. My neighbors describe the smells in their own terms. What has happened is that our community now smells like it is in the middle of an unrestricted industrial zone instead of the lovely green space that we moved into eight years ago. Our quality of life is deteriorating. We need help, we do not know where to turn.

The GVRD service gives some small comfort in that it provides a phone number to call and vent frustration. But it can do little else. During the times I have called, I have been told:

a) that it was a local problem with someone burning something in a fireplace and that I should go look around for a smoking fireplace.

b) that unless I could pinpoint exactly where the smell was coming from and when it was happening, there was nothing they could do. They did not have inspectors.

c) there was an inversion (as if somehow this absolves everything)

  
NOV 02 1994

This morning , Mr. Don Miller of the GVRD told me he would call the refineries in Port Moody to see what was going on. So what do you think they will tell him ?

I am not critical of the GVRD. I can see that they have an immense task with little or no budget to do it. What I am concerned about is that there is a growing crisis in our corner of the lower mainland and I am not sure who if anyone is taking responsibility for it.

An obvious starting point for any investigation are the mills, refineries and the Burrard Thermal Generating Plant in Port Moody. These have always been areas of concerns but what is being done to make sure they are not creating problems ? One day during the summer when our air pollution level was high (in the 40's as I recall), the Burrard plant had more stacks spewing out stuff than I have seen during the coldest days in the winter. I called the GVRD, but what could they do ?

So where do we turn ? Who will take charge ? Is it the Province, the Feds, the Regional District, the Municipalities ? Where can a citizen turn before his community's environment becomes completely degraded ? As the Minister of Environment, your office seemed the logical place to start. I would appreciate any help you might be able to provide me in seeking a cure for our problem.

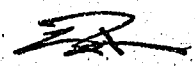
On a related issue, I was putting gasoline into my automobile on a warm day last week and could not help but notice the large amount of fumes that were escaping. My understanding is that these fumes are a major part of the problem when we get the brown ozone haze in the lower mainland. Why wouldn't we demand that the oil companies use fume recovery systems on their gas pumps such as the ones I have seen in Washington state ? It seems to me that this is a good start to a solution without any added cost to the government.

Thank you for your consideration about my concerns.

Sincerely,

Tim Kelley  
2995 Surf Crescent  
Coquitlam, B.C. V3C 3S7

cc: Michael Harcourt, Premier, Province of British Columbia  
Gordon Campbell, Leader of the Opposition, Province of British Columbia  
Barbara Copping, MLA, Province of British Columbia  
Michael Farnsworth, MLA, Province of British Columbia  
John Cashore, MLA, Province of British Columbia  
Greg Halsey-Brandt, Chairman Greater Vancouver Regional District  
Louis Sekora, Mayor, City of Coquitlam  
Len Traboulay, Mayor, City of Port Coquitlam  
John Northey, Mayor, City of Port Moody  
David White, Councilor, City of Coquitlam  
Ian Haysom, Editor, Vancouver Sun  
Brian Butters, Editor, Vancouver Province  
Mark Hamilton, Editor, Tri City News  
Pat Cooper, Editor, Coquitlam- Port Coquitlam Now

  
NOV 02 1994



THE CORPORATION OF THE  
CITY OF PORT COQUITLAM

MEMORANDUM

TO: Environmental Protection Committee      DATE: October 31, 1994

FROM: J.E. Yip, P. Eng.,      FILE: EPC  
Deputy City Engineer

SUBJECT: PROPOSED COQUITLAM RIVER WILDLIFE MANAGEMENT AREA  
REPORT

RECOMMENDATION:


- 1) That the draft report be forwarded to the Public Works Committee, Protective Services Committee, Planning and Development Committee and the Parks and Recreation Committee for their review and comments.
- 2) That the comments be returned by November 25, 1994.
- 3) Once all comments are received, a report will be prepared for the Environmental Protection Committee's review and discussion prior to replying to Mr. Bruce Cox, Ministry of Environment.

BACKGROUND & COMMENTS:

Attached is a copy of the proposed Coquitlam River Wildlife Management Area report (draft) as prepared by Mr. J. Norrie of the Regional Fish and Wildlife Branch.


The draft plan has been compiled to document the bio-physical features of the study area, to outline management practices that will be applied to habitat and maintain the biological productivity for fish and wildlife, and to describe acceptable recreational activities within the area. Also addressed are existing land uses and conflicts, legal arrangements and agreements with third parties as they pertain to the property.

It is recommended that the draft report be circulated to the Public Works Committee, Protective Services Committee, Planning and Development Committee and the Parks and Recreation Committee for their review and comments. Once all comments have been received a report will be prepared and reviewed by the Environmental Protection Committee with a subsequent reply to Mr. Bruce Cox.

  
J. E. Yip, P. Eng.  
Deputy City Engineer

JEY:cd

Attachments

  
NOV 02 1994

**THE CORPORATION OF THE  
CITY OF PORT COQUITLAM**

**MEMORANDUM**

TO: Jeff Yip, P. Eng.  
Deputy Engineer

DATE: October 26, 1994

FROM: Tony Chong, P. Eng.  
City Administrator

SUBJECT: Proposed Coquitlam River Wildlife Management Area

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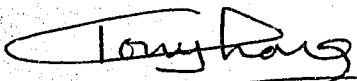
Attached please find a draft copy of the above report. I am forwarding this to you as the staff resource person for the Committee that is mandated to deal with issues related to the Coquitlam River.

Specifically, I would ask that you coordinate the review and compilation of comments from the City Departments that would be impacted by the proposals. Once you have the summary of all of the comments you should report back to the Environmental Committee before replying to Mr. Cox directly.

As you read the attached letter from Mr. Cox dated October 4, you will know that he is somewhat anxious in receiving comments from us on the draft report. However, we have been in contact with his office upon our receipt of his letter of October 4, 1994 and have advised him that we did not receive a copy of the report which he had apparently sent out in August, 1994. It was on the basis of this that his office forwarded another copy of the attached draft report.

To ensure that Mr. Cox knows that we will be reviewing this report with due diligence, I would like you to contact him and provide him with an approximate target date when he may expect a reply from us on this matter.

If you have any questions on this matter please do not hesitate to call. Thanks.



Tony Chong, P. Eng.  
City Administrator

attachment

cc: Councillor Gates  
Councillor Talbot  
City Engineer



Province of  
British Columbia  
MINISTRY OF  
ENVIRONMENT,  
LANDS AND PARKS

BC  
Environment  
LOWER MAINLAND REGION

10334 — 152A Street  
Surrey  
British Columbia  
V3R 7P8  
Telephone: (604) 582-5200  
Fax: (604) 660-8926

Our File: 39120-20

October 4, 1994

Mr Tony Chong, Administrator  
City of Port Coquitlam  
2580 Shaughnessy Street  
Port Coquitlam, B.C. V3C 2A8

Dear Mr. Chong:

Re: Proposed Coquitlam River Wildlife Management Area

A copy of the draft Management Plan for the proposed Coquitlam River Wildlife Management Area was sent to you in August 1993.<sup>47</sup> To date, we have not had a written response from the City regarding our proposal.

We would appreciate receiving a response from you as soon as possible. If you have any questions about the proposed WMA please contact me at 582-5217 or Tom Burgess at 582-5215. We look forward to hearing from you.

Yours truly,

Bruce N. Cox  
Regional Fish and Wildlife Manager

cc: Tom Burgess, Wildlife Section Head

  
NOV 02 1994

**COQUITLAM RIVER WILDLIFE MANAGEMENT AREA**

**Management Plan for Period: 1994 - 1999**

**Written by:**

**J. Norie,  
Wildlife Section**

**August 1994**

**Approved:**

\_\_\_\_\_  
**Regional Manager  
Fish and Wildlife Branch  
Lower Mainland Region**

\_\_\_\_\_  
**Date**

\_\_\_\_\_  
**Regional Director  
Ministry of Environment,  
Lands and Parks  
Lower Mainland Region**

\_\_\_\_\_  
**Date**



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## 1.0 INTRODUCTION

### 1.1 Purpose

This plan has been compiled to document the biophysical features of the study area, to outline management practices that will be applied to protect habitat and maintain the biological productivity for fish and wildlife, and to describe acceptable recreational activities within the area. Also addressed are existing land uses and conflicts, legal arrangements and agreements with third parties as they pertain to the property.

The writing of this plan is a necessary step in the process of transferring administrative control to B.C. Environment as outlined in Section 13 of the Land Act (designated use) and Section 4 of the Wildlife Act (under which Wildlife Management Areas are established).

### 1.2 Background

#### 1.2.1 Regional Importance

Steady population growth in the lower Fraser Valley has created a constant negative pressure on fish and wildlife habitats in the region. As more habitat is lost to new development, it becomes increasingly important to preserve remnant natural areas and their biological diversity for fish and wildlife populations and for public use and appreciation. The mature cottonwood floodplain forest at the Coquitlam River mouth represents a remnant habitat that supports a modest but successful Great Blue Heron colony, waterfowl, raptors, amphibians and reptiles, shorebirds and a variety of passerine birds and small mammals. Bear, deer and other fur-bearers may also use the area. Essondale Islet also contains valuable habitat beneficial to both fish and wildlife particularly because of its seclusion from human interference. These areas provide an excellent opportunity to protect one of the largest remaining tracts of floodplain forest habitat in the lower Fraser River delta.

#### 1.2.2 History of Land Tenure and Use

Prior to the development of the Mary Hill Bypass in 1985 the riparian forest portion of the study area was considered part of the Colony Farm property (Figure 1). During 1985 the Ministry of Transportation and Highways, in preparation for the Bypass construction, set aside the lands in this portion for management by the Fish and Wildlife Branch. Effective September 3, 1985, the Ministry of Lands, Parks and Housing established a five year Section 12 Map Reserve on the area (Appendix A) under the following description:

"Reserve No. 85293 covering parts of Lots 23 and 168, Group 1, New Westminster District, Plan 66109."

The reserve was extended for an additional nine years on September 3, 1990 (Appendix A).

An application for transfer of administration and control under Section 101 of the Land Act was made on July 17, 1989. In response, a Ministerial Order from Crown Lands was drafted on November 6, 1989 to effect the Section 101 transfer (Appendix A). A further application under Section 13 of the Land Act was filed on April 15, 1993 as a result of the amalgamation of the Ministry of Lands and Parks and Ministry of Environment in 1991 (Appendix A).

Essondale Islet is surveyed, vacant crown land described as District Lot 6429, Group 1, New Westminster District. It was not included in the initial Section 101 application noted above but was contained in the Section 13 application.

### **1.3 Effective Period of Plan**

This plan will be in effect from the date of approval by B.C. Lands for a period of 30 years before a review of the status is required. It is subject to review and revision every five years to reflect changing management objectives for the Wildlife Management Area.

## **2.0 GENERAL DESCRIPTION OF THE MANAGEMENT AREA**

### **2.1 Location and Jurisdictions**

The proposed Coquitlam River Wildlife Management Area is located within Fish and Wildlife Management Unit 2-8 at the confluence of the Coquitlam and Fraser Rivers. The area is composed of three parts - two sections of the riparian forest and one offshore islet. The forest straddles the Coquitlam River mouth and is situated between the Fraser River and the Mary Hill Bypass - beginning just east of the north foot of the Port Mann bridge. Essondale Islet is situated in the Fraser approximately 300 m due south of the east section of the riparian forest (Figure 1).



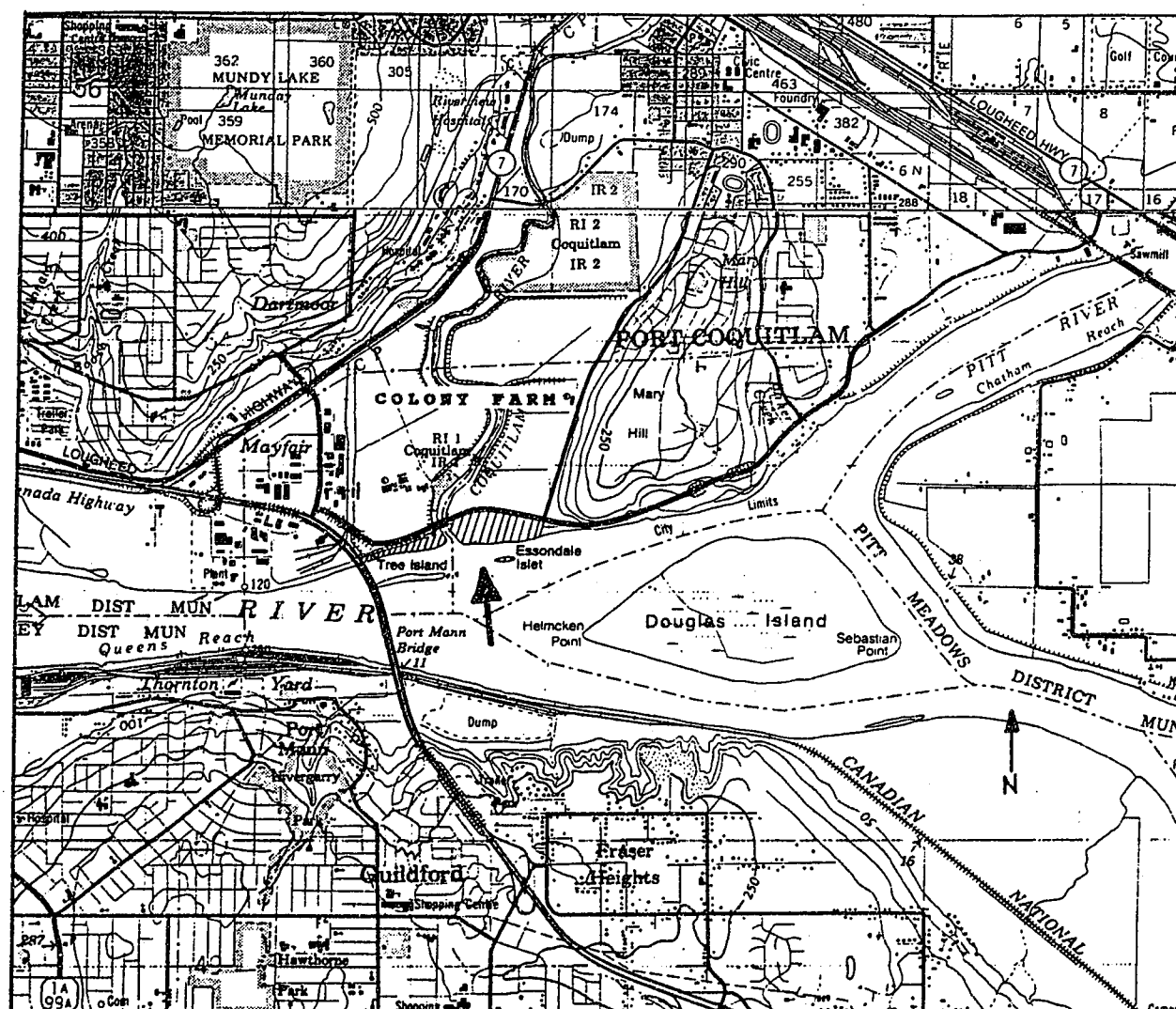


Figure 1. Coquitlam River W.M.A. regional location; scale: 1:50,000 (source: N.T.S. mapsheet 92 G/2)

The southwest corner of the plan area is located at 49 10'42" N latitude and 123 50'22" E longitude. The UTM grid reference is 10.5144.54525.

The proposed management area, including Essondale Islet, encompasses approximately 16.7 hectares (41 acres) of vacant Crown land (Figure 2).

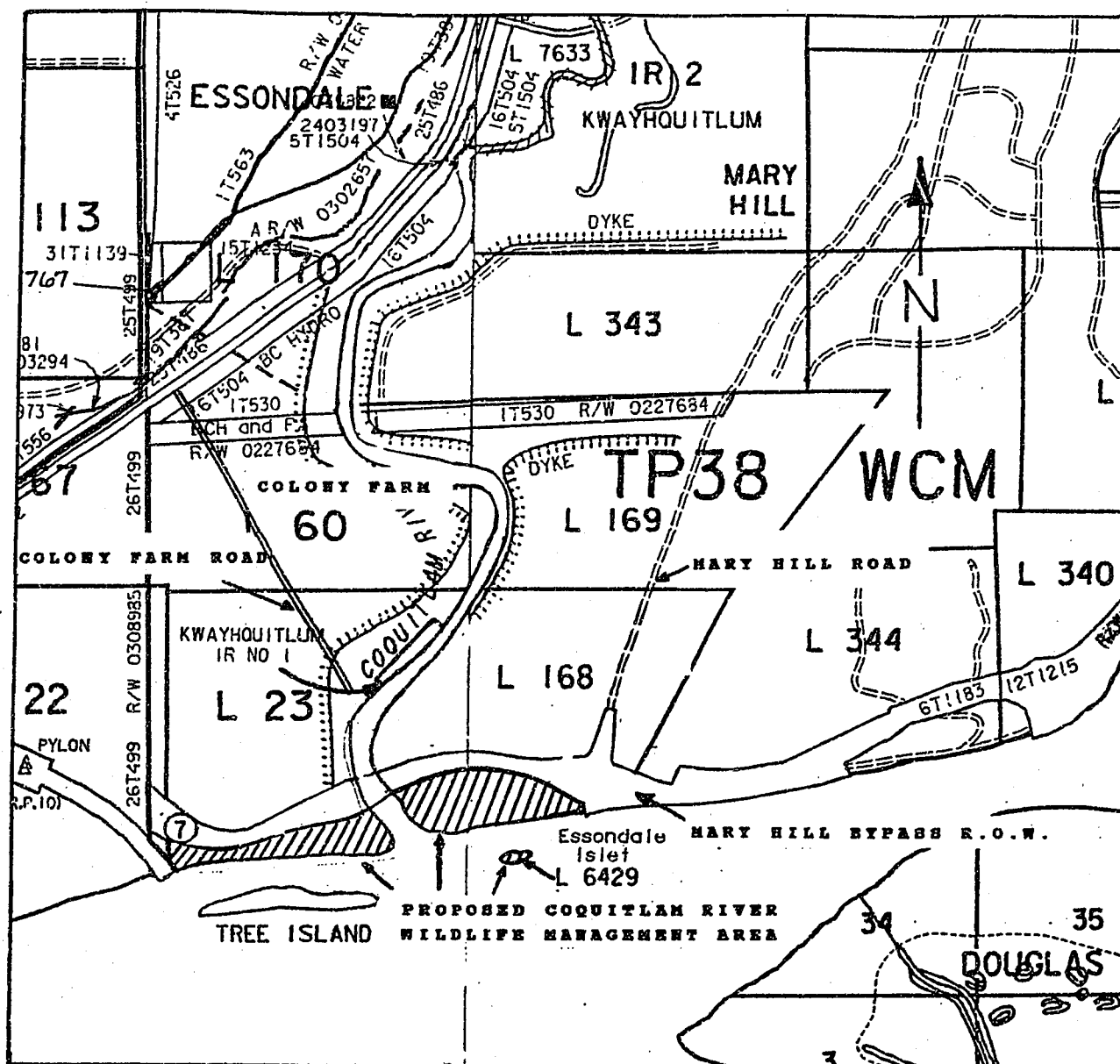


Figure 2. Coquitlam River W.M.A. site map; scale - 1:20,000  
(source: B.C. Lands reference mapsheets: R92G.026,  
R92G.027)

The east section of the riparian forest and Essondale Islet lie within Port Coquitlam District Municipality. The west section of the riparian forest is in Coquitlam District Municipality. Zoning for the riparian forest is A1 - Agricultural. The area is also within the Greater Vancouver Regional District and is included in the Agricultural Land Reserve.

## 2.2 Physiography and Geology

The proposed Coquitlam River Wildlife Management Area lies within the Fraser Lowlands Ecosection of the Lower Mainland Ecoregion of the Georgia Depression Ecoprovince (Campbell et al 1990).

Site geology can be described as quarternary postglacial Fraser River sediments. The land has been described as gently undulating to undulating - .5 to 5% slope (Luttmerding, 1980).

## 2.3 Climate

The proposal area is subject to the typical weather patterns of the lower Fraser Valley. Mild, wet winters and warm, sunny summers are the norm. The nearest, most complete weather statistics are from the "Burnaby Mountain Terminal" station located on the south slope of Burnaby Mtn. in the Lake City area of Burnaby (elev. 137m). Selected values are: mean annual precipitation - 1840.5 mm; mean temperatures: annual - 10.3 deg. C, January - 3.2 de C, July - 17.6 deg. C (Env. Can., 1991).

## 2.4 Soils

The dominant soil material is classed as orthic gleysol consisting of medium to moderately fine textured floodplain deposits. Drainage is poor to moderately poor due to the high groundwater table. The land immediately bordering the Coquitlam river mouth is classed as recent alluvium - generally unvegetated areas subject to frequent flooding (Luttmerding, 1980).

## 2.5 Vegetation

The riparian forest is almost exclusively covered with a stand of mature black cottonwood (*Populus trichocarpa*) and, to a lesser degree, red alder (*Alnus rubra*). Vegetation found in the understory and mudflat areas includes willow (*Salix* spp.), vine maple (*Acer circinatum*), salmonberry (*Rubus spectabilis*), red osier dogwood (*Cornus stolonifera*), ninebark (*Physocarpus capitatus*), skunk cabbage (*Lysichiton americanum*), reed canary grass (*Phalaris arundinacea*), horsetail (*Equisetum* spp.), cattail (*Typha latifolia*), sedges (*Carex* spp.) and rushes (*Juncus* spp.).

Essondale Islet is primarily forested with red alder. Other vegetation includes salmonberry, snowberry (*Symphoricarpos albus*), cascara (*Rhamnus purshiana*), saskatoon berry (*Amelanchier alnifolia*) and thimbleberry (*Rubus parviflorus*).

## 2.6 Land Capability

The Canada Land Inventory (CLI) provides a rating of the capability of land to support various wildlife and activities under specific categories. The following selected list of CLI ratings and other land capability assessments applies primarily to the riparian forest portion of the proposed W.M.A.

Waterfowl: CLI rating 3M - lands that may not be useful for waterfowl production, but are important as migration and wintering areas.

Ungulates: CLI rating Class 4 - lands that have moderate to low capability to support ungulates.

Recreation: CLI rating class 3 - lands that have a natural capacity to engender moderately high total annual use for intensive or moderately intensive activities. The area provides good shoreline angling opportunities from a variety of locations. Good potential exists for wildlife viewing on both sides of the Coquitlam River mouth.

Forestry: Due to soil conditions, the major coniferous species sought by the forest industry are virtually non-existent on the site. However the area supports a thriving stand of black cottonwood that could be considered valuable to commercial operators.

Agriculture: Although the study area is considered within the Agricultural Land Reserve no farming or livestock related activities could be easily undertaken in view of the property being undyked and entirely forested.

## 3.0 HISTORICAL AND PRESENT RESOURCE VALUES AND LAND USE

### 3.1 Wildlife

The riparian forest habitat of the study area supports a wide variety of resident and migrant bird life. One of the most visible species is the Great Blue Heron (*Ardea herodias*), a colony of which has established east of the river mouth. Red-tailed hawks (*Buteo jamaicensis*) were found nesting in the proposed W.M.A. in spring 1993. Bald Eagles (*Haliaeetus leucocephalus*) have built both primary and secondary nests on the site in recent years. Wood ducks (*Aix sponsa*) make use of both natural and artificial nesting sites in the east section of the riparian forest. Canada Geese (*Branta canadensis*) are often found foraging and loafing in the marsh at Coquitlam River mouth.

Other raptors, forest-dwelling passerines, waterfowl and shorebirds also inhabit the area, many of which have been



observed on the adjacent Colony Farm property by members of the Burke Mountain Naturalists (see Colony Farm Bird List - Appendix B).

Other wildlife that inhabit, or transit, the proposed W.M.A. include Black Bear (*Ursus americanus*), Coyote (*Canis latrans*), Black-tailed Deer (*Odocoileus hemionus columbianus*), Raccoon (*Procyon lotor*), Beaver (*Castor canadensis*), Muskrat (*Ondatra zibethicus*), various small mammal species and amphibians and reptiles (Appendix C).

### 3.2 Fisheries

Portions of the foreshore contain mudflats that provide feeding grounds for juvenile salmonids and other freshwater fish species. Commercial salmon fishing occurs on the Fraser River adjacent to the Coquitlam River mouth. Runs of chum (*Oncorhynchus keta*) and coho (*O. kisutch*) salmon utilize the Coquitlam River in variable numbers every year for spawning. Chinook salmon (*O. tshawytscha*) migrate into the river for approximately three months every spring as part of their overall downstream migration to the Strait of Georgia. Resident salmonids include steelhead/rainbow trout (*O. mykiss*), cutthroat trout (*O. clarki*) and dolly varden char (*Salvelinus malma*).

Non-game species found in the Coquitlam River include: Long-nosed Dace (*Rhinichthys cataractae*), Coastrange Sculpin (*Cottus aleuticus*), Prickly Sculpin (*Cottus asper*), Three-spined Stickleback (*Gasterosteus aculeatus*), Red-sided Shiner (*Richardsonius balteus*), Northern Squawfish (*Ptychocheilus oregonensis*), Pea-mouth Chub (*Mylocheilus caurinus*), Carp (*Cyprinus carpio*), Black Crappie (*Pomoxis nigromaculatus*).

### 3.3 Recreation

Foreshore angling is the most common form of recreation within the area occurring at the Coquitlam River mouth and near the east boundary. Sports fishing by boat is also common along the entire shoreline. Paddle-boaters can occasionally be found travelling the relatively calm waters of Coquitlam River. Bird-watching opportunities are good at the river mouth or along the foreshore when the tide is out. Bicyclers access the area along the gravel road beside the west riparian forest or along the paved path parallel to the Mary Hill Bypass on the east side of the Coquitlam River.

### 3.4 Adjacent Land Use

#### 3.4.1 Kwayhquitlum First Nation

The Kwayhquitlum First Nation (also known as the Coquitlam Indian Band) has title to two tracts of land bordering the Coquitlam River. Indian Reserve #1 is situated on the west side of the river approximately 600 m north of the proposed W.M.A. Indian Reserve #2 is located on the east side of the river bordering Colony Farm (Figure 2).

The Band conducts a food fishery every year at the mouth of the Coquitlam River. The hub of this activity is typically the east bank of the river mouth which is the Band's traditional fishing grounds. The Band has advised that they are planning to file a land claim for this site in the near future (Chaffee, 1994).

#### 3.4.2 Forensic Psychiatric Institute

The Ministry of Health operates the Forensic Psychiatric Institute on a 23.5 hectare site immediately north of the proposed W.M.A. on the north side of the Mary Hill Bypass and on the west side of the Coquitlam River. The development of a new facility followed by the demolition of the existing structures and site remediations are planned to begin in 1994.

#### 3.4.3 B.C. Buildings Corporation

B.C. Buildings Corporation owns and maintains the 240 hectares of land north of the proposed W.M.A. commonly referred to as Colony Farm. Portions of the Farm have been considered available for sale for several years. The majority of the west side of Colony Farm is leased to the Burquitlam Lions Club for cattle grazing.

BCBC commenced a formal land use study of Colony Farm in late 1993 to allow public input into the future of the area. Development options for the site have included a demonstration farm, horse race track, golf course and vegetable farming.

### 3.5 Booming Grounds

The foreshore of the riparian forest has in the past been the site of log boom storage and the area is still considered valuable for such activity. The most recent application for log boom storage, by the east end of the proposed W.M.A., was received in early 1992. The application was turned down by B.C. Lands in favour of fish, wildlife and recreational values. There are many other booming leases that exist nearby, but none are considered to cause management problems for the proposed W.M.A.

### 3.6 Other

The portion of the riparian forest east of the river mouth was studied as part of a spring 1992 report commissioned by the City of Port Coquitlam. The draft report, Port Coquitlam Riverfront Area Control Plan (U.M.A. Engineering), identified the following as development possibilities within the forest: trail along the Fraser shoreline, park and interpretive centre at the east end of the forest, vehicle parking lot adjacent to the interpretive centre, fishing pier adjacent to the interpretive centre (Appendix D). Port Coquitlam City Council has adopted the plan however the municipality does not intend to initiate any activity other than the parking area and that project is considered low priority at this time (Felip, 1994).

## 4.0 PROPOSED MANAGEMENT PLAN

### 4.1 Objectives

#### 4.1.1 Preservation Objectives for Coquitlam River W.M.A.

Much of the area comprising the proposed W.M.A. is an excellent example of the type of mature cottonwood/alder floodplain forest that once existed along much of the lower Fraser River. The appeal to the public of this area lies in its unique habitat diversity and its close proximity to urban areas. Preserving the site will ensure existing and future residents will have the opportunity to appreciate a type of untouched, natural habitat that is fast disappearing from other locations along the river.

#### 4.1.2 Management Objectives for Coquitlam River W.M.A.

The main objectives of the proposed Coquitlam River Wildlife Management Area are to preserve wildlife and their habitats and to provide limited recreational opportunities (bird-watching, shoreline fishing access) that are in keeping with the preservation objective.

#### 4.1.3 Regional Land Management Objectives

With the high biological value and public interest in wetland areas, the management objective of the South Coast Region is to establish wildlife management areas on wetlands - particularly those associated with the lower Fraser River. In decreasing order of priority, the areas of greatest concern are:

- \* all Fraser River estuarine habitats
- \* other estuarine habitats identified as threatened
- \* riverine marshlands along the Fraser, Pitt and Harrison Rivers

- \* riparian forest
- \* larger interior wetlands
- \* smaller interior wetlands

The proposed W.M.A. can be included in several of the habitat categories and therefore should be considered high priority for protection.

#### 4.1.4. Provincial Wildlife Management Objectives (MoELP, 1991)

1. Maintain and enhance wildlife and their habitats, and thus ensure an abundant, diverse and self-sustaining wildlife resource throughout B.C.
2. Maintain, enhance and promote opportunities to appreciate, study and view wildlife in their habitats.
3. Maintain, enhance and promote recreational opportunities to hunt game species in their habitats.
4. Facilitate commercial use of wildlife.
5. Protect people and their property from intolerable levels of danger or harassment by wildlife.

The proposal for creating the Coquitlam River Wildlife Management Area addresses the first two provincial objectives listed above.

#### 4.2 Land Use Conflicts

The one potential land use conflict that may emerge from the proposed W.M.A. involves Port Coquitlam Municipality and development plans that have been recommended to them for the Pitt River shoreline. Consultants for the municipality identified several different uses within the riparian forest all associated with public recreation. As part of the overall plan for the Pitt shoreline, these options were adopted by City Council. In spite of the Plan's acceptance, City staff recognize that any changes to the riparian forest must first be approved by the Province. While the Province's objectives for the site are quite different from Port Coquitlam's plans, it is likely the recreational activities identified in this plan will satisfy the City's goals for the area.

#### 4.3 Management Prescriptions

##### 4.3.1 Habitat Enhancement

The riparian forest does not require specific management activities at present. Spot measures (eg: falling of dangerous



trees) may need to be conducted occasionally to ensure public safety.

#### 4.3.2 Research and Studies

The site provides excellent opportunities for studying riverine wildlife - especially in view of the easy access. Of special note for this activity is the Great Blue Heron colony.

#### 4.3.3 Trapping

It is not anticipated that trapping will be required as a management tool in the proposed W.M.A.

#### 4.3.4 Public Access

The two access routes currently existing for the east riparian forest are the paved foot/bicycle path bordering the south shoulder of Mary Hill Bypass and the undeveloped trail starting off the end of Mary Hill Road. No changes or additions to these routes are currently planned. The new public access proposed by UMA Engineering (Section 3.6) for the east riparian forest is of significant concern given the inevitable impact it will have on the resource. This proposal is not appropriate given the current management prescription for the area and it therefore would not have the approval of BC Environment.

As of July 1994, access to the west side of the Coquitlam River mouth has been restricted to foot and bicycle traffic only. A gate was installed across the gravel road near the foot of the Port Mann bridge in response to the frequent problems of illegal dumping, partying/rowdyism, 4X4 damage, overnight camping and firewood cutting. Pedestrians or bicycles can access the area past this gate, or from the end of Colony Farm Road.

Water access on the Coquitlam River is currently available to paddle boats only. In response to public concern over the use of personal watercraft (jet-skis, etc.) on the river, the Visitor Services department of B.C. Parks implemented a powerboat ban over the lower Coquitlam River in June 1993 (Appendix E). The ban applies to all of the general public except for members of the Coquitlam Indian Band who have been operating powered craft harmoniously on the river for decades. This policy is fully supported by the regional office of BC Environment in view of the unacceptable disturbance powered water craft create for both fish and wildlife in and around the river. Paddle boats will continue to be welcome in the area.

#### 4.3.5 Wildlife

Specific management activities will continue to be directed toward cavity nesting species such as Wood Ducks (*Aix sponsa*). BC Environment has installed and monitored 25 Wood Duck nestboxes in the east riparian forest since 1991. Additional nestboxes will be installed and annual surveys will be conducted to determine levels of nesting activity.

Control of Beaver damage to trees may be necessary in some areas. Stucco wire will be used to wrap tree trunks to prevent further damage.

#### 4.3.6 Interest in Adjoining Land

The construction of the Mary Hill Bypass effectively cut in two the cottonwood forest on the east side of Coquitlam River mouth. The portion on the north side of the Bypass is partially dyked but is still subject to flooding during freshet. It is virtually identical habitat to the south side forest and should be considered as a future addition to the W.M.A. This possibility is being discussed as part of the Colony Farm Land Use Study currently under way.

Other property worthy of addition to the Coquitlam River W.M.A. is Tree Island (Figure 2). This island and its surrounding mud flats contains valuable fish and wildlife habitat which is, except for booming operations, largely undisturbed by human activities. Tree Island is currently owned by International Forest Products Ltd.

BC Environment is also interested in securing some or all of the Colony Farm property. This acquisition, along with the land between the Coquitlam River dykes already under MoELP control, would eventually comprise the bulk of the Coquitlam River W.M.A. This possibility is also being discussed as part of the Colony Farm Land Use Study.

#### 4.3.7. Aboriginal Fishing

During the autumn salmon runs members of the Coquitlam Indian Band conduct food fishing on the east bank of the Coquitlam River mouth. BC Environment can see no conflict with existing management objectives and the Ministry fully recognizes and supports this annual activity. Band members using powerboats for this activity are exempt of the general powerboat ban on the river (Section 4.3.4).

#### 4.3.8 Wildfires

The possibility of accidental fires starting in the proposed W.M.A. is relatively high given the types of human activities (beach fires during drinking parties, warming fires by fishermen) that frequently occur. Despite this, it is unlikely that such fires, once out of control, would result in major vegetation loss due to the type of plant community that exists in the area - lush green growth with very little dry fuels present. In the event of wildfire on the site all means necessary would be employed to prevent its spread.

#### 4.3.9 Booming Lease Applications

The scientific community has long considered the presence of log booms as detrimental to aquatic resources wherever such booming has occurred for lengthy periods. A recent study has suggested that log booms may actually enhance aquatic resources. Despite this latest theory, Fish and Wildlife Management will remain with the view that log booming presents a net negative impact especially with respect to public recreation and esthetics. Therefore, any booming lease applications for areas near the proposed W.M.A. will be denied.

#### 4.3.10 Designated Archaeological Site

In 1976 artifacts associated with historical aboriginal activity were discovered in or near the east portion of the proposed W.M.A.; the exact location remains to be confirmed (Appendix F). A designated archaeological site was subsequently established. Fish and Wildlife Management acknowledges the presence of this site and has no plans to conduct soil surface or subsurface alterations that would harm its integrity.

#### 4.3.11 Port Mann Bridge Expansion

A conceptual plan exists with the Ministry of Transportation and Highways that calls for the twinning of the Port Mann Bridge (Szalay, 1994). The consultants involved are recommending that a second bridge be built within 300m upstream or downstream of the existing one - the preference being the upstream option given that it has not been developed. In the event that this bridge expansion would have a direct impact on the proposed W.M.A., Fish and Wildlife Management would request involvement in the planning process to ensure that habitat loss and damage is minimized.

#### 4.3.12 Storm Water Drainage

A flood gate system has been in operation for many years at the west end of the proposed W.M.A. The system is managed by the

City of Coquitlam and it provides the main storm water drainage outflow for the southwest area of Colony Farm and all of Mayfair Industrial Park. No management activities are planned that could jeopardize its continued successful operation.

#### 4.3.13 Commercial Signage

In recent years selected trees close to the Mary Hill Bypass in the proposed W.M.A. have been used by small businesses wishing to promote their operations with sign advertisements. Fish and Wildlife Management does not approve of this practice. Existing and future signage will be removed and attempts will be made to return them to the respective owners.

#### 5.0 LEGAL ARRANGEMENTS

In order to formally recognize the historic and current significance that some of the land within the proposed W.M.A. has for the Kwayhquitlum First Nation, the Province of British Columbia signed a Memorandum of Understanding (MOU) with the Kwayhquitlum on August 18, 1994 (Appendix G). The MOU also clearly indicates that management of the W.M.A. will be conducted so that the Kwayhquitlum's historic and current relationship with lands within the W.M.A. will not be adversely affected.

#### 6.0 PROVISIONS FOR REVIEW

The management plan will reviewed and amended every five years as required by the Wildlife Act.



## 7.0 REFERENCES

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- UMA Engineering Ltd., 1992. Port Coquitlam Riverfront Area Control Plan (draft), commissioned by the City of Port Coquitlam.

**APPENDIX A**

Section 101 Application  
Map Reserve Status  
Map Reserve Continuation  
Ministerial Order  
Section 13 Application



British Columbia

Parks and Housing

## Proposal for

RESERVES NOTATIONS  
DESIGNATIONS TAC

PROPOSAL

- ☐ ORDER-IN-COUNCIL RESERVE (SECTION 11) ☐ DESIGNATED USE AREA (SECTION 13)  
☐ MAP RESERVE (SECTION 12) ☐ DESIGNATED CLOSURE AREA (SECTION 61)  
☒ TRANSFER OF ADMINISTRATION (SECTION 101) ☐ NOTATION OF INTEREST

AGENCY  
NAMEMinistry of Environment, Fish and Wildlife Management  
Surrey, B. C. Lower Mainland RegionAGENCY  
FILE  
NO.

2402150

RESPONSIBLE  
OFFICIAL  
FOR CONTACTJ. T. Evans  
Wildlife BiologistAGENCY  
ADDRESS300 - 10334 - 152A St.  
Surrey, B. C. V3R 7P8

PHONE NO

584-8822

660-8926 Fax.

LAND  
PURPOSE

Conservation of Floodplain, Wildlife Habitat

LAND  
LOCATION

Mouth of Coquitlam River

LAND DISTRICT

New Westminster

AREA

16.191 ha

CROWN LAND  
IS:

Plan 66109 (files 0356526, 035624)

D.L.'s 23, 168 Gp. 1 N.W.D.

☒ SURVEYED  
GIVE LEGAL  
DESCRIPTION

- maps attached

OR

☐ SURVEYED  
GIVE METES  
AND BOUNDS  
DESCRIPTIONTERM  
REQUIRED

THE AREA REQUESTED IS OUTLINED IN RED ON ATTACHED MAP (IF APPLICABLE)

☐ 1 YEAR ☐ 2 YEARS ☐ 3 YEARS ☐ 4 YEARS ☐ 5 YEARS ☒ OTHER 60 yearsRATIONALE  
FOR  
PROPOSAL

See attached rationale

(ATTACH SEPARATE SHEET IF NECESSARY)

PROPOSAL  
IMPACT ON  
EXISTING OR  
POTENTIAL  
LAND USE

See attached

(ATTACH SEPARATE SHEET IF NECESSARY)

AGENCY  
AUTHORIZATION

17 July 1989

DATE

G. K. Lambertsen

SIGNATURE

Regional Wildlife Manager

TITLE

FOR USE BY  
MINISTRY  
LANDS, PARKS  
& HOUSING

DATE RECEIVED DAY MONTH YEAR	FILE NO	LAND MANAGEMENT DISTRICT	LAND INSPECTION REQUIRED <input type="checkbox"/> YES <input type="checkbox"/> NO
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PROPOSAL FOR <input type="checkbox"/> FORESHORE <input type="checkbox"/> OTHER	LAND IN <input type="checkbox"/> PLANNED AREA <input type="checkbox"/> UNPLANNED AREA <input type="checkbox"/> PROV. FOREST	ESTIMATE OF LAND VALUE \$
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NOV 07 1994



Province of  
British Columbia

Ministry of Lands,  
Parks and Housing

Land and Housing  
Regional Operations  
Lower Mainland Region  
McLaren Centre  
4240 Minor Street  
Burnaby, B.C.  
V5G 1B2 660-5500  
Telephone: (604) 429-5326 xxx

660-5500 Local 5516  
Attn: A. Scholtens  
File: 2402150  
Your File: 0646

Date: 85-10-10

Ministry of Environment  
10334-152A Street  
Surrey, B.C.  
V3R 7P8

Attention: Don Hehn, Regional Director

Dear Sir:

NOTICE OF ESTABLISHMENT OF SECTION 12 MAP RESERVE

WHEREAS: The undersigned has been charged with the administration of Section 12 of the Land Act; and

WHEREAS: The undersigned considers it advisable in the public interest to establish a Map Reserve over the area identified on the attached map;

THEREFORE: The Crown land area outlined in red on the attached map is hereby established as a Map Reserve No. 85293 covering parts of Lots 23 and 168, Group 1, New Westminster District, Plan 66109, containing 16.155 hectares more or less, on behalf of the Ministry of Environment due to its importance for fish and wildlife management purposes, for a period of five years, effective September 3, 1985.

ORIGINAL SIGNED  
BY  
J. A. LOYER

Regional Director  
Ministry of Lands, Parks  
and Housing

Date Signed

AES/db

cc: Senior Land Officer, Lower Mainland  
Survey and Land Records, Victoria  
W.D. Clifford  
Coquitlam L&H General





Province of  
British Columbia

Ministry of  
Crown Lands

Lower Mainland Region  
Suite 401, 4603 Kingsway  
Burnaby  
British Columbia  
V5H 4M4  
Telephone: (604) 660-5500  
RapiCom: 660-5538

Our File: 2402150  
Your File: 0646

Reserve #: 85293  
Attention: Ruth Green

Date: ~~91-01-16~~  
90-12-19

Ministry of Environment  
300 - 10334 152A Street  
Surrey, B.C.  
V3R 7P8


Attention: Ken Lambertsen

Dear Sirs:

NOTICE OF CONTINUATION OF SECTION 12 MAP RESERVE

The Crown Land area outlined in red on the attached map, covering those portions of Lots 23 and 168, Plan 66109, Group 1, New Westminster District is temporarily continued as a Map Reserve on behalf of the Ministry of Environment for fish and wildlife management purposes for a period of nine (9) years effective September 3, 1990.

Yours truly,

*for*   
R. H. Roberts  
Regional Director  
Lower Mainland Region

RG:jsm  
Enclosures

cc: Surveyor General Branch, Victoria, B.C.



Province of  
British Columbia  
Ministry of  
~~Forests and~~ Lands  
Crown

M.F.L. File No.: 2402150

## MINISTERIAL ORDER

IN PURSUANCE OF THE LAND ACT subsection 101 (2) the Minister of ~~Forests and~~ <sup>Crown</sup> Lands orders that the administration of

Firstly: those portions of District Lot 22 and 23, Plan 66109, together with all that foreshore or land covered by water being part of the bed of the Fraser River, all of Group 1, New Westminster District, shown outlined in red on Ministerial Order Schedule "A" (Sheet #1) attached,  
Secondly: that part of District Lot 168, Plan 66109, Group 1, New Westminster District, shown outlined in red on Ministerial Order Schedule "A" (Sheet #2) attached, containing a total of 16.191 hectares, more or less. CROWN

BE TRANSFERRED FROM THE MINISTRY OF ~~FORESTS AND~~ LANDS TO THE

MINISTRY OF ENVIRONMENT

for a term of sixty (60)

years from November 6, 1989.

Dated this 6th day of November, 1989.

\_\_\_\_\_  
Minister of ~~Forests and~~ Lands  
Crown

\_\_\_\_\_  
Minister of Environment



Province of  
British Columbia

Ministry of Lands,  
Parks and Housing

# Proposal for

RESERVES NOTATIONS  
DESIGNATIONS TAC

PROPOSAL  
FOR

- ☐ ORDER-IN-COUNCIL RESERVE (SECTION 11)  
☐ MAP RESERVE (SECTION 12)  
☐ TRANSFER OF ADMINISTRATION (SECTION 101)

- ☒ DESIGNATED USE AREA (SECTION 13)  
☐ DESIGNATED CLOSURE AREA (SECTION 61)  
☐ NOTATION OF INTEREST

AGENCY  
NAME

Ministry of Environment, Lands and Parks  
Fish and Wildlife Management, Surrey, BC

AGENCY  
FILE NO.  
2402150

RESPONSIBLE  
OFFICIAL  
FOR CONTACT  
J. T. Evans  
Wildlife Biologist

AGENCY  
ADDRESS  
10334-152A Street  
Surrey, BC V3R 7P8

PHONE NO  
582-5223  
Fax: 660-8926

LAND  
PURPOSE

Conservation of floodplain, wildlife habitat

LAND  
LOCATION

Mouth of Coquitlam River

LAND DISTRICT  
New Westminster

AREA  
16.7 ha

CROWN LAND  
IS:

Plan 66109 (files 036526, 035624)

DL's 23,168, 6429 Gp. 1 NWD

☒ SURVEYED  
GIVE LEGAL  
DESCRIPTION

-maps attached

OR  
☐ SURVEYED  
GIVE METES  
AND BOUNDS  
DESCRIPTION

TERM  
REQUIRED

THE AREA REQUESTED IS OUTLINED IN RED ON ATTACHED MAP (IF APPLICABLE)

☐ 1 YEAR ☐ 2 YEARS ☐ 3 YEARS 4 YEARS ☐ 5 YEARS ☒ OTHER 30 years

RATIONALE  
FOR  
PROPOSAL

See attached rationale

PROPOSAL  
IMPACT ON  
EXISTING OR  
POTENTIAL  
LAND USE

See attached

(ATTACH SEPARATE SHEET IF NECESSARY)

(ATTACH SEPARATE SHEET IF NECESSARY)

AGENCY  
AUTHORIZATION

April 15, 1993

DATE

*Bruce N. Cox*

SIGNATURE  
Bruce N. Cox

Regional Fish & Wildlife Manager

TITLE

FOR USE BY  
MINISTRY  
LANDS, PARKS  
& HOUSING

DATE RECEIVED DAY MONTH YEAR	FILE NO.	LAND MANAGEMENT DISTRICT	LAND INSPECTION REQUIRED <input type="checkbox"/> YES <input type="checkbox"/> NO
---------------------------------	----------	--------------------------	---

PROPOSAL FOR <input type="checkbox"/> FORESHORE <input type="checkbox"/> OTHER	LAND IN <input type="checkbox"/> PLANNED AREA <input type="checkbox"/> UNPLANNED AREA <input type="checkbox"/> PROV. FOREST	ESTIMATE OF LAND VALUE \$
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LAND BUSINESS FORMS LTD.

APPENDIX B

Colony Farm Bird List  
(excerpted from Burke Mountain Naturalists -  
The Birds of Colony Farm - 1993 ed.)



# BIRD LIST FOR COLONY FARM

The following is a list of the 148 species observed at Colony Farm and in the immediate area. The status of each species is indicated by an abundance level in each of four seasons. Resident species are found in all four seasons. Also indicated are species known to breed in this area.

## Abundance Levels:

c Common	Should be found, in suitable habitat, every visit.
u Uncommon	Not easily found; present in limited numbers or secretive.
r Rare	Can be present but in very low numbers; may be difficult to find.
ca Casual	Very rare; 1-3 records known.

## Seasonal Distribution:

Sp	Spring	March - May
S	Summer	June - late-August
F	Fall	late-August - November
W	Winter	December - February

## Breeding:

\* Species known to breed in this area.


	Sp	S	F	W		Sp	S	F	W
Red-throated Loon			r	r	Lesser Scaup				u
Common Loon	r				Common Goldeneye				u
Pied-Billed Grebe	u	u	u		Barrow's Goldeneye				r
Horned Grebe			r		Bufflehead			c	c
Red-necked Grebe			r		Hooded Merganser	u		c	c
Western Grebe			u	u	* Common Merganser		u		c
Double-crested			u	u	Osprey		u		
Cormorant					* Bald Eagle	u	u	c	c
American Bittern		r	r	r	Northern Harrier		u	c	c
Cattle Egret			ca	ca	Sharp-shinned Hawk				u
* Great Blue Heron	c	c	c	c	Cooper's Hawk			u	u
* Green-backed Heron		u	u		* Red-tailed Hawk	c	c	c	c
Black-crowned				ca	Rough-legged Hawk			c	c
Night-Heron					* American Kestrel		r	r	r
Tundra Swan	r				Merlin				r
Greater White-fronted			r		Peregrine Falcon				r
Goose					* Ring-necked Pheasant	c	c	c	c
Snow Goose				r	Ruffed Grouse	r	r	r	r
* Canada Goose	c	c	c	c	Sora	r			
* Wood Duck	c	c	c	c	American Coot				u
Green-winged Teal			c	c	Killdeer	c		c	c
* Mallard	c	c	c	c	Lesser Yellowlegs	r			
Northern Pintail				u	Spotted Sandpiper	c	u	c	
* Blue-winged Teal	u	u			Pectoral Sandpiper			r	
* Cinnamon Teal	u	u			Long-billed Dowitcher			r	
Northern Shoveler				u	Common Snipe			u	u
Gadwall		u	u	u	Mew Gull	c	u		u
Eurasian Wigeon				r	Ring-billed Gull				ca
American Wigeon			c	c	California Gull				ca
Canvasback				u	Thayer's Gull				ca
Ring-necked Duck				r	Glaucous-winged Gull	c	c	c	c
Greater Scaup				u	* Rock Dove	c	c	c	c

NOV 02 1994

	Sp	S	F	W		Sp	S	F	W
Band-tailed Pigeon		c			Varied Thrush				u
Mourning Dove			u		Gray Catbird			ca	
* Barn Owl	u	u	u	u	American Pipit			c	
* Great Horned Owl	u	u	u	u	Cedar Waxwing		c	u	
Short-eared Owl				u	Northern Shrike			u	u
Common Nighthawk		r			Loggerhead Shrike				ca
Black Swift		u			* European Starling	c	c	c	c
Vaux's Swift		c			Solitary Vireo			u	
* Rufous Hummingbird	c	c			* Warbling Vireo		c		
Belted Kingfisher			u	u	* Red-eyed Vireo		c		
Red-breasted			u	u	Orange-crowned	u		u	
Sapsucker					Warbler				
* Downy Woodpecker	c	c	c	c	* Yellow Warbler	c	c		
Hairy Woodpecker	u	u	u	u	Yellow-rumped Warbler	u		u	u
Northern Flicker	c		c		Black-throated Gray	u		u	
* Pileated Woodpecker	u	u	u	u	Warbler				
Olive-sided Flycatcher		u			MacGillivray's Warbler			u	
* Western Wood-Pewee	u	u			* Common Yellowthroat	c	c		
* Willow Flycatcher	c	c			Wilson's Warbler	c	c		
Hammond's Flycatcher	u				Western Tanager	u		u	
Pacific-slope		u			* Black-headed	c	c		
Flycatcher					Grosbeak				
Western Kingbird		r			Lazuli Bunting		r		
* Eastern Kingbird		c			* Rufous-sided Towhee	c	c	c	c
* Tree Swallow	c	c			American Tree				ca
* Violet-green Swallow	c	c			Sparrow				
Northern Rough-winged		u			* Savannah Sparrow	c	c		
Swallow					Fox Sparrow				u
Bank Swallow		ca			* Song Sparrow	c	c	c	c
Cliff Swallow		u			Lincoln's Sparrow			u	
* Barn Swallow	c	c			Golden-crowned			u	
Steller's Jay			u	u	Sparrow				
* Northwestern Crow	c	c	c	c	White-crowned	u		u	
Common Raven	u		c	c	Sparrow				
* Black-capped	c	c	c	c	Dark-eyed Junco			c	c
Chickadee					* Red-winged Blackbird	c	c	c	c
Chestnut-backed				r	Western Meadowlark			r	
Chickadee					Yellow-headed		ca		
* Bushtit	c	c	c	c	Blackbird				
Red-breasted Nuthatch				u	Brewer's Blackbird	u	u	u	u
Brown Creeper	u	u	u	u	* Brown-headed	c	c	c	c
* Bewick's Wren	c	c	c	c	Cowbird				
Winter Wren				u	* Northern Oriole		u		
* Marsh Wren	c	c	c	c	Purple Finch	u	u	u	u
Golden-crowned	c	c	c	c	* House Finch	c	c	c	c
Kinglet					Red Crossbill	u		u	u
Ruby-crowned Kinglet			u	u	Pine Siskin			c	c
Mountain Bluebird	ca				* American Goldfinch		c	c	
* Swainson's Thrush	c	c			Evening Grosbeak				u
* American Robin	c	c	u	u	House Sparrow	u	u	u	u

APPENDIX C

Unofficial Species List of Mammals, Amphibians and Reptiles  
in the Proposed Coquitlam River Wildlife Management Area

  
NOV 02 1994

Unofficial Species List of Mammals, Amphibians and Reptiles  
in the proposed Coquiltam River Wildlife Management Area


Mammals

*Canis latrans* - Coyote  
*Castor canadensis* - Beaver  
*Clethrionomys gapperi* - Southern Red-backed Vole  
*Didelphis virginiana* - North American Opossum  
*Eptesicus fuscus* - Big Brown Bat  
*Felis concolor* - Cougar  
*Glaucomys sabrinus* - Northern Flying Squirrel  
*Lasiycteris noctivagans* - Silver-haired Bat  
*Lasiurus cinereus* - Hoary Bat  
*Lontra canadensis* - River Otter  
*Mephitis mephitis* - Striped Skunk  
*Microtus longicaudus* - Long-tailed Vole  
*Microtus oregoni* - Creeping Vole  
*Microtus townsendii* - Townsend's Vole  
*Mus musculus* - House Mouse  
*Mustela erminea* - Ermine  
*Mustela frenata* - Long-tailed Weasel  
*Mustela vison* - Mink  
*Myotis californicus* - California Myotis  
*Myotis evotis* - Western Long-eared Myotis  
*Myotis keenii* - Keen's Long-eared Myotis  
*Myotis lucifugus* - Little Brown Myotis  
*Myotis volans* - Long-legged Myotis  
*Myotis yumanensis* - Yuma Myotis  
*Neurotrichus gibbsii* - Shrew-mole  
*Odocoileus hemionus columbianus* - Black-tailed deer  
*Ondatra zibethicus* - Muskrat  
*Peromyscus maniculatus* - Deer Mouse  
*Phoca vitulina* - Harbour Seal  
*Plecotus townsendii* - Townsend's Big-eared Bat  
*Procyon lotor* - Raccoon  
*Rattus norvegicus* - Norway Rat  
*Rattus rattus* - Black Rat  
*Scapanus orarius* - Coast Mole  
*Sciurus carolinensis* - Gray Squirrel  
*Sorex bendirii* - Pacific Water Shrew  
*Sorex cinereus* - Common shrew  
*Sorex monticolus* - Dusky Shrew  
*Sorex palustris* - Water Shrew  
*Sorex trowbridgii* - Trowbridge's Shrew  
*Sorex vagrans* - Vagrant Shrew  
*Spilogale putorius* - Spotted Skunk  
*Sylvilagus floridanus* - Eastern Cottontail  
*Tamias amoenus* - Yellow-pine Chipmunk  
*Tamiasciurus douglasii* - Douglas' Squirrel  
*Ursus americanus* - Black Bear  
*Zapus trinotatus* - Pacific Jumping Mouse

Amphibians and Reptiles

Ambystoma gracile - Northwestern Salamander  
Ambystoma macrodactylum - Long-toed Salamander  
Bufo boreas - Western Toad  
Ensatina eschscholtzi - Ensatina Salamander  
Hyla regilla - Pacific Treefrog  
Plethodon vehiculum - Western Redback Salamander  
Rana aurora - Red-legged Frog  
Rana catesbeiana - American Bullfrog  
Rana clamitans - Green Frog  
Rana pretiosa - Spotted Frog  
Taricha granulosa - Roughskin Newt

Charina bottae - Rubber Boa  
Chrysemys picta - Painted Turtle  
Gerrhonotus coeruleus - Northern Alligator Lizard  
Thamnophis elegans - Western Garter Snake  
Thamnophis ordinoides - Northwestern Garter Snake  
Thamnophis sirtalis - Common Garter Snake

  
NOV 02 1994



APPENDIX D

Map of east portion of riparian forest as found in  
"Port Coquitlam Riverfront Area Control Plan"

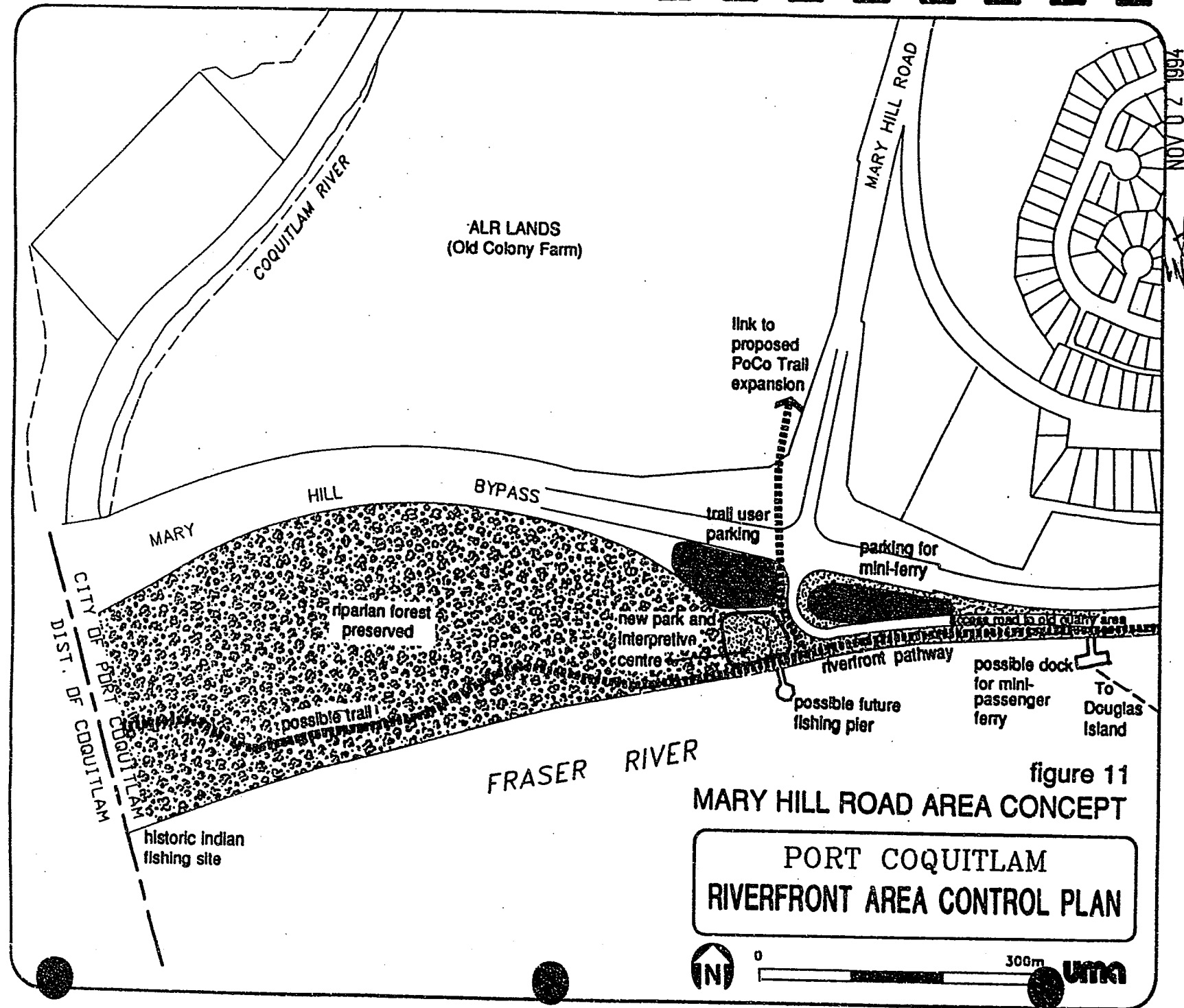


figure 11  
 MARY HILL ROAD AREA CONCEPT

PORT COQUITLAM  
 RIVERFRONT AREA CONTROL PLAN

**APPENDIX E**

**Powerboat Ban Notice - Coquitlam River**

6. Part II of Schedule II to the said Regulations is further amended by adding thereto the following items:

Item	Column I Name given by the Gazetteer of Canada, or description	Column II Local Name	Column III General Location	Column IV Location reference (Gazetteer of Canada reference system)
82.	That part of Boundary Bay from the point of Blackies Spit to Sullivan Point, then south from the point to Maple Street	Crescent Beach	Surrey	49°03'00" 122°53'00"
83.	Little Hefley Lake		Kamloops	50°51'00" 120°06'00"
84.	That part of Coquitlam River from approximately 2 km south of Port Coquitlam to Fraser River		Coquitlam	49°14'00" 122°48'00"

No Power Boats

6. La partie II de l'annexe II du même règlement est modifiée par adjonction de ce qui suit :

Article	Colonne I Nom indiqué dans le Répertoire géographique du Canada, ou description	Colonne II Nom local	Colonne III Lieu approximatif	Colonne IV Coordonnées géographiques (Système de référence du Répertoire géographique du Canada)
82.	La partie de la baie Boundary à partir de la pointe Blackies Spit jusqu'à Sullivan Point et, en direction sud, de cette pointe jusqu'à la rue Maple	Crescent Beach	Surrey	49°03'00" 122°53'00"
83.	Lac Little Hefley		Kamloops	50°51'00" 120°06'00"
84.	La partie de la rivière Coquitlam à partir d'approximativement 2 km au sud de Port Coquitlam jusqu'au fleuve Fraser		Coquitlam	49°14'00" 122°48'00"

7. Part III<sup>6</sup> of Schedule II to the said Regulations is amended by adding thereto the following items:

Item	Column I Name given by the Gazetteer of Canada, or description	Column II Specific Location	Column III Location reference (Gazetteer of Canada reference system)
12.	Doctor Lake		44°52'00" 76°14'00"
13.	That part of Chandos Lake in Lot 21, Cmn. XI, Chandos Twp., that is a zone extending 150 m into the lake, commencing at a point on the shoreline that is 415 m west of the mouth of the Doer River, thence following the shoreline in a westerly direction for 150 m		44°49'00" 78°00'00"

7. La partie III<sup>6</sup> de l'annexe II du même règlement est modifiée par adjonction de ce qui suit :

Article	Colonne I Nom indiqué dans le Répertoire géographique du Canada, ou description	Colonne II Lieu précis	Colonne III Coordonnées géographiques (Système de référence du Répertoire géographique du Canada)
12.	Lac Doctor		44°52'00" 76°14'00"
13.	La partie de lac Chandos située dans le lot 21, concession XI, Canton de Chandos, qui est une zone s'avancant sur 150 m dans le lac, à partir d'un point sur le rivage situé à 415 m à l'ouest de l'embouchure de la rivière Doer, et de là, le long du rivage en direction ouest sur 150 m		44°49'00" 78°00'00"

8. Items 9 to 19<sup>1</sup> of Part V of Schedule II to the said Regulations are revoked.

8. Les articles 9 à 19<sup>1</sup> de la partie V de l'annexe II du même règlement sont abrogés.

<sup>6</sup> SOR/87-340, 1987 Canada Gazette Part II, p. 2319

<sup>6</sup> DORS/87-340, Gazette du Canada Partie II, 1987, p. 2319

APPENDIX F

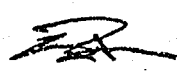
B.C. Archaeological Site Inventory Form



1. Site No. DhRq 19

## BRITISH COLUMBIA ARCHAEOLOGICAL SITE INVENTORY FORM

2. Previous designation(s) \_\_\_\_\_ 3. Site name(s) \_\_\_\_\_
4. Location (a) Sec. \_\_\_\_\_ Lot 168 Plan \_\_\_\_\_  
 (b) On the east side of the Coquitlam River near its confluence with the Fraser. The site is bounded by Mary Hill Road to the East, the Coquitlam River to the West, and the Dyke to the South. (the site area is part of the colony farm - Wilson farm - in cultivated field)
5. Access By boat or Motor vehicle. By boat, proceed up the Coquitlam River to the bridge over the river. The site is East and South of the bridge along the inner boundary of the Dyke. By car, from Coquitlam, proceed down Maryhill road to the Fraser River, walk West to the Dyke.
6. Previous and districts B.C. (a) Regional District Vancouver  
 (b) Forest and Grazing District Vancouver (c) Highways District New Westminster  
 (d) Provincial Park 7 (e) Resource Management Region Lower Mainland
7. Lat. 49° 13' 45" N. 8. Long. 122° 48' 00" W. 9. UTM 145 527
10. Air photo unknown 11. Map (a) 92 G/2W, New Westminster  
 (b) unknown
12. Drainage (a) minor Coquitlam River (b) major 10 Fraser
13. Elevation (a) 3 Meters ASL (b) \_\_\_\_\_
14. Cultural affiliation (a) Halkomelem (b) \_\_\_\_\_
15. Site type (7) General Activity - Lithic Scatter
16. Dimensions (a) exact \_\_\_\_\_ (b) estimated 240 x 10  
 (c) original \_\_\_\_\_
17. Condition (a) present 5% / 1979- unknown (b) future Under cultivation
18. Priority \_\_\_\_\_

  
 NOV 02 1994

(b) major vegetation Coastal Douglas Fir.  
(c) cultural matrix Silt and Clay  
(d) depth of cultural matrix 40 cm. (e) non-cultural matrix clay

20. Known finds and present location. 2 Adze blades  
2 possible core frags ? (J. Williams)  
1 possible core "

~~70 cm. depth~~

21. Photo record Roll # 11976 J. Williams and P. Winram

22. Published and unpublished references (a) \_\_\_\_\_

(b) \_\_\_\_\_

23. Site age and (or) date (a) \_\_\_\_\_ ☐ absolute ☐ relative  
(b) Source \_\_\_\_\_

24. Owner/Tenant Wilson Farm, part of Colony Farm  
Prov. Gov't

25. (a) Informant Mrs. Williams

(b) Observed by J. Williams and P. Winram 1976

(c) Recorded by "

(d) Revised by Hanson/Mohs 1978 / Vip/Cese 1979

26. Remarks Cultivation has disturbed cultural deposits to a depth of  
40 cm. DBS. Testing revealed NO evidence of cultural material or  
strata below this level.

(Expand on page 4 if necessary)

AUG-25-1993 15:57

ARCHAEOLOGY

604 3874420 P.004/006

~~on low lower flats (flood plain) South of The Dyke, Auger testing~~  
~~with a 1.2 meter Auger and test pits with shovel revealed charcoal~~  
~~layer with some F.C. rock 50 cm. DBS. At one locality.~~  
~~These are from natural causes.~~

1979: SK YIPP AND P GOSE: The exact location of the site is unknown  
(RE: Two different locations on the maps in this site form), Although  
MONS and HANSON'S map is probably the more accurate one. The 1979  
survey crew was unable to examine the site due to vegetation  
problems (eg. tall grasses). We recommend that DHRq 19 be checked  
as soon as the vegetation disappears, because a possible highway  
might be constructed on or near the site area.

NOV 02 1994

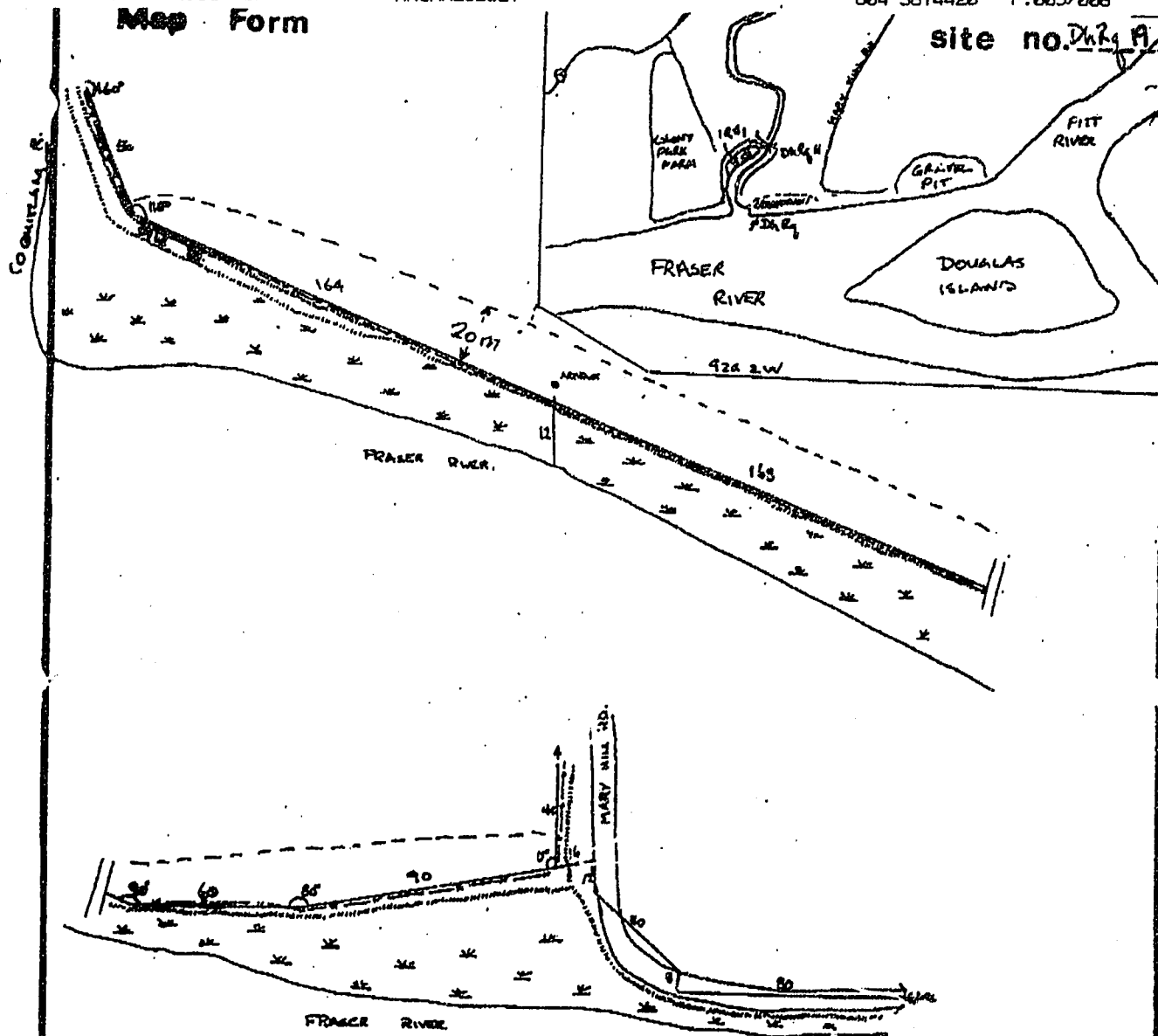
AUG-25-1993 15:57










ARCHAEOLOGY



604 3874420 P.005/006

# Map Form

site no. D29 A



BUILDING   
 FOUNDATION   
 ROAD  322  
 RIVER/CREEK   
 TRAIL   
 RAILWAY   
 FENCE   
 STEEP RISE   
 SITE AREA 

ADDITIONAL LEGEND  
 AREA FLOODED  
 BY HIGH WATER  
 SITE LIMIT AREA

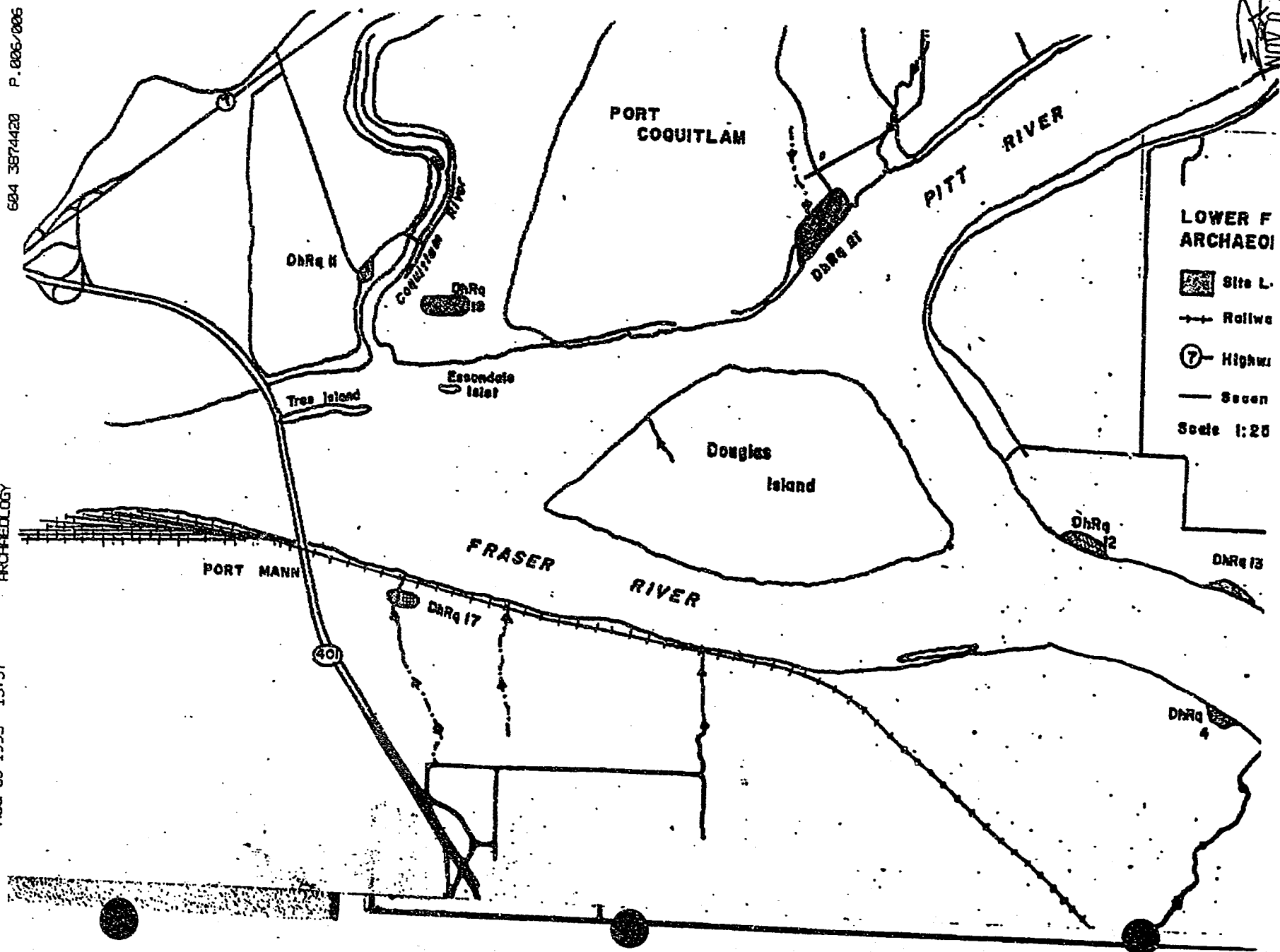
MAP 926/2W  
 DEC. 22-5  
 LAT. 49° 13' 43" N  
 LONG. 122° 47' 50" W  
 UTM GRID  
 SCALE:  
 1 mm TO 2 M



MUS-1973 15157

ARCHAEOLOGY

684 3874420 P. 006/006





**APPENDIX G**

**Memorandum of Understanding**

## MEMORANDUM OF UNDERSTANDING

**Between:** THE KWAYHQUITLUM FIRST NATION  
(also known as the Coquitlam Indian Band;  
hereinafter referred to as "Kwayhquitlum")

**And:** HER MAJESTY THE QUEEN  
IN RIGHT OF THE PROVINCE OF BRITISH COLUMBIA  
(hereinafter referred to as "British Columbia")

Whereas British Columbia wishes to create a Wildlife Management Area (hereinafter referred to as "WMA") to preserve the natural environment of the floodplain forest at the Coquitlam River mouth (see Addendum);

And Whereas the purpose of British Columbia in establishing the WMA is to preserve fish and wildlife habitat;

And Whereas some of the land of the WMA is both historically and currently one of special significance to, and use by, Kwayhquitlum;

And Whereas the purpose of Kwayhquitlum in entering into this Memorandum and in committing to jointly plan and manage the WMA is to ensure Kwayhquitlum's historic and current relationship to the area is not adversely affected by the establishment or management of the WMA;


And Whereas it is felt by the parties that the special relationship of Kwayhquitlum to land in the WMA should be respected and preserved, and need not detract from the fish and wildlife values contained therein;

And Whereas the parties agree that the rights, interests, and opportunities of Kwayhquitlum and the planning and management of the WMA would be best addressed in a spirit of mutual respect and understanding according to mutually agreed upon principles and the parties agree that the nature and extent of such rights can best be settled through treaty negotiations, and that no attempt is made herein to define such rights;

It Is Therefore Agreed by the parties to use the following principles and agreements to guide development of the cooperative working relationship in the establishment and management of the WMA, namely:

1. The establishment of the WMA does not establish, deny or diminish, the rights, title or interests of a private party. Specifically, the WMA is without prejudice to the aboriginal rights and title of Kwayhquitlum, and its establishment will not limit any future treaty negotiations.
2. British Columbia recognizes that Kwayhquitlum has identified a number of traditional and ongoing activities within the area of the WMA that include, but are not limited to: fishing, hunting, gathering, and berry picking.

.../2

  
NOV 02 1994

3. British Columbia recognizes that in the future, Kwayhquitlum may identify changing needs, interests, and opportunities with respect to the WMA. British Columbia and Kwayhquitlum agree to work cooperatively together in good faith to resolve issues arising from the identification of such changing needs, interests, and opportunities for the future.
4. British Columbia and Kwayhquitlum agree to work cooperatively together in good faith with respect to the planning and management of the WMA, to address issues respecting possible WMA development and use including how the rights, interests and opportunities of Kwayhquitlum may be exercised within the WMA.
5. British Columbia and Kwayhquitlum agree to work cooperatively together to ensure that the viability of the Great Blue Heron colony located within the WMA will not be jeopardized by the activities of either party.
6. British Columbia and Kwayhquitlum agree that in the event an agreement cannot be achieved on the issues pertaining to WMA planning, management or use, the parties will obtain the services of a neutral mediator agreeable to both parties to help resolve such matters.
7. In matters pertaining to the WMA, British Columbia and Kwayhquitlum will address issues of mutual interest in a manner consistent with a government-to-government relationship.
8. In keeping with the intent of the parties and the spirit of this Memorandum, the parties wish to seek consensual rather than adversarial or judicial remedies to matters of potential conflict pertaining to the WMA. British Columbia and Kwayhquitlum agree to work together constructively to ensure that the WMA is managed based on conservation of the natural environment, public safety, and other compelling public policy objectives. Where activities of a traditional nature or which may pertain to the exercise of an aboriginal right by a member of the Kwayhquitlum First Nation are at issue, British Columbia will make every effort through consultation with Kwayhquitlum to identify alternatives to legal enforcement for implementation where appropriate. Further, the Minister of Environment, Lands and Parks will convey the spirit of this agreement to other government agencies.
9. This Memorandum comes into force when signed by both parties, and remains in effect unless cancelled in writing by either party. This Memorandum may be amended at any time with the consent of both parties.

In Witness Whereof the parties hereto have executed this Memorandum of Understanding this 18th day of AUGUST, 1994.

Signed on behalf of The  
Kwayhquitlum First Nation  
(also known as the  
Coquitlam Indian Band) by  
Chief George Chaffee  
in the presence of:

Spence Paul  
WITNESS

George M Chaffee  
CHIEF GEORGE CHAFFEE

204 - 1603 Whiting Way  
Coquitlam, B.C.  
V3J 3S2

ADDRESS

SIGNED, SEALED AND DELIVERED  
on behalf of Her Majesty the Queen in  
Right of the Province of British Columbia  
represented herein by the  
Honourable Moe Sihota, Minister of  
Environment, Lands and Parks, and  
Minister Responsible for Multiculturalism  
and Human Rights, in the presence of:

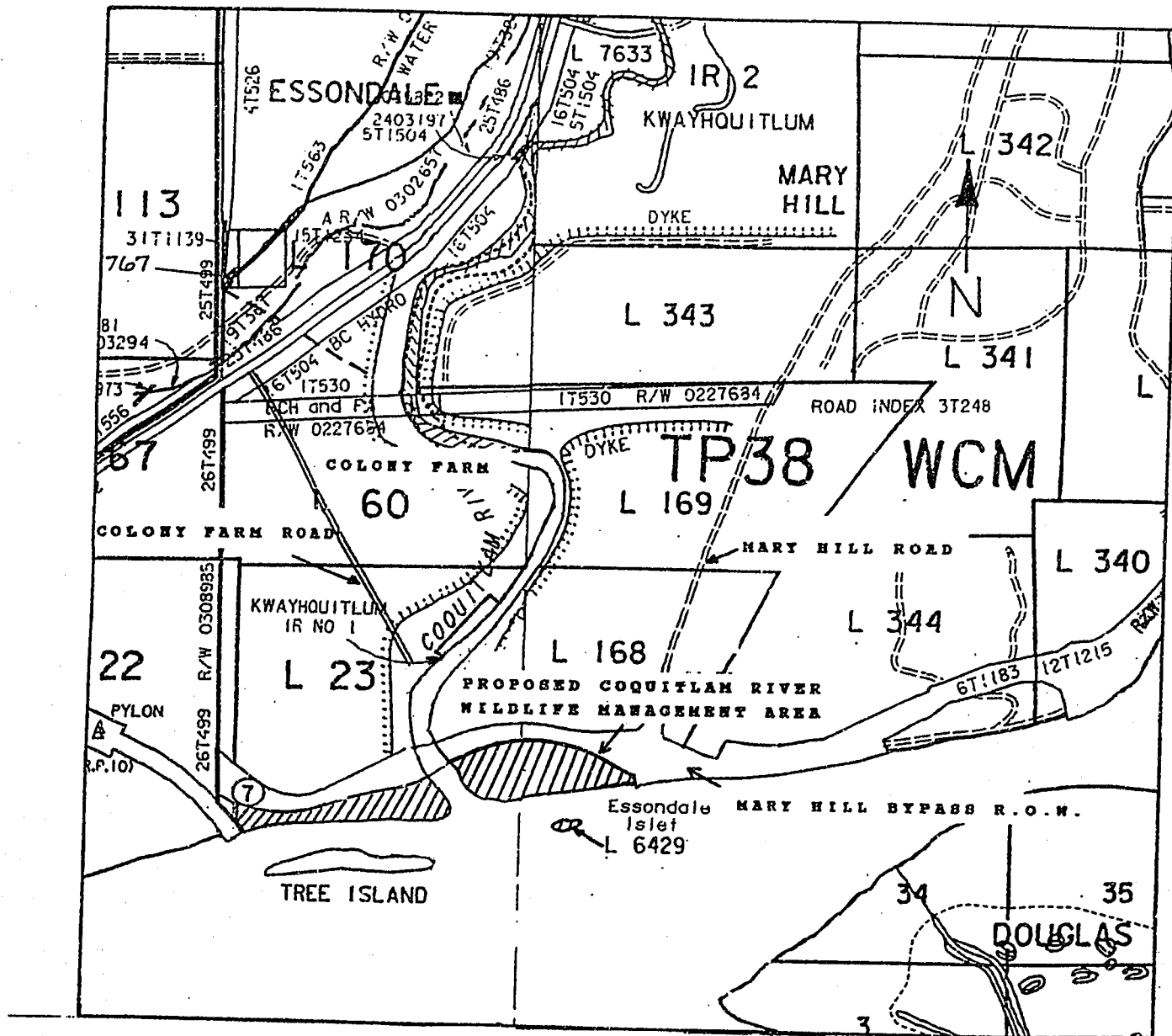
[Signature]  
BY 3446

PARLIAMENT BLDG  
VICTORIA BC V8V 1X4

[Signature]  
HONOURABLE MOE SIHOTA

[Signature]  
NOV 02 1994

# ADDENDUM



**PROPOSED COQUITLAM RIVER  
WILDLIFE MANAGEMENT AREA  
SITE MAP (scale 1:20,000)**



THE CORPORATION OF THE  
CITY OF PORT COQUITLAM

**MEMORANDUM**

TO: Environmental Protection Committee

DATE: November 01, 1994

FROM: F. K. K. Cheung, P. Eng.  
Project Engineer

FILE No: EPC

SUBJECT: CANADIAN INDUSTRY PACKAGING STEWARDSHIP INITIATIVE

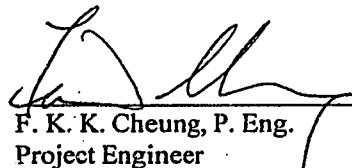
**RECOMMENDATION:**

1. That Committee receive this memorandum for information only.


**BACKGROUND & COMMENTS:**

The Canadian Industry Packaging Stewardship Initiative (CIPSI - B.C.) is a proposal by the packaged goods industry as a means of providing financial support to B.C.'s municipal curbside and depot recycling programs. The CIPSI - B.C. proposal by the packaged goods industry is a good initial step in addressing the packaging waste problems; however, there are many concerns over the enforcement strategies, financing structure, and perceived loopholes in the overall infrastructure of the plan itself. The packaged goods industry have initiated talks with the Ministry of Environment on the CIPSI - B.C. proposal. There will be a long reviewing process and amendments to the proposal before it can be implemented.

Attached is the memorandum regarding the CIPSI - B.C. which was discussed at the regular EPC meeting held on October 05, 1994.

  
F. K. K. Cheung, P. Eng.  
Project Engineer

FKKC/  
attachment

  
NOV 02 1994

THE CORPORATION OF THE  
CITY OF PORT COQUITLAM

MEMORANDUM

TO: Environmental Protection Committee

DATE: October 03, 1994.

FROM: F. K. K. Cheung, P. Eng.  
Project Engineer

FILE No: EPC

SUBJECT: CANADIAN INDUSTRY PACKAGING STEWARDSHIP INITIATIVE

RECOMMENDATION:

1. That Committee receive this memorandum for information only.

BACKGROUND & COMMENTS:

The Canadian Industry Packaging Stewardship Initiative (CIPSI) is a funding initiative being put forward by a coalition of industry sponsors prepared to provide financial support to B.C.'s municipal curbside and depot recycling programs. In addition, the stewardship program is prepared to provide economic incentives for responsible industries to reduce and reuse their packaging. The central idea of this proposal is that industry, municipalities and consumers have a shared responsibility for managing packaging waste.

The principles of this proposal are that:

- packaged goods industries, governments and consumers share responsibility for packaging stewardship;
- recycling programs should be cost-effective, and the funding proposal environmentally responsible and economically sustainable;
- market-driven incentives are most effective in encouraging industry to reduce packaging, to use recyclable packaging and to ensure market development, and in encouraging municipalities to establish and maintain efficient recycling program;
- recycling solutions for packaging must be flexible and must fit in with other municipal multi-material waste management programs in a manner that is cost-effective and minimizes environmental impact.

Through a levy system, brand owners of packaged products (i.e. goods that are packaged in glass bottles, cans, paper and plastic, etc.) would provide municipalities with funds to support recycling of these materials. Industry would also support programs to strengthen markets and reduce municipal recycling costs. Municipalities would be paid a specific amount per tonne based on the amount of qualifying packaging material collected.

How it Would Work

Raising Funds - Brand owners in British Columbia would pay levies in two phases:

*Phase 1 (two-year transition)*

- Pay a levy of \$24 a tonne base on the weight of the final consumer packaging for products sold in the province.
- During this phase, the true cost of handling and recycling each individual packaging type would be determined on a material-specific basis. This information would be used to establish the levy to be applied in Phase 2.

Cont'd. .../2

NOV 02 1994

*Phase 2 (year three and beyond)*

- Levies would be assessed on a material-specific basis.
- Objectives of the Phase 2 levy are:
  - to encourage source reduction;
  - to encourage greater capture of materials for reuse or recycling;
  - to minimize the cost of the system
  - to minimize overall environmental impact;
  - to ensure that each material is making a fair contribution to overall system funding.

*Payment to Municipalities*

*Phase 1*

- CIPSI proposed to pay municipalities a per tonne levy for all qualifying packaging materials.

*Phase 2*

- Municipalities would be paid for each packaging material, based on its true cost to be managed in the recycling system.

*Economic Instrument to Encourage Reduction and Reuse*

- Members of the stewardship organization would be eligible to receive rebates of up to 50 per cent of their levy based on the average rate at which the particular packaging material is collected and recycled in British Columbia.
- The rebates encourage brand owners to develop markets for materials in order to increase the recycling rate.

*Markets for Recovered Materials*

- Funds designated for market development would be used to finance:
  - new, improved or expanded uses for recycled packaging materials;
  - new or improved methods for processing or marketing these materials;
  - policies and programs which support increased demand for secondary materials;
  - projects aimed at increasing demand for recycled content in packaging;
  - opportunities to improve overall system efficiencies.

*Partnership Roles and Responsibilities*

*Industry's Role:*

- Raise the funds needed to make payments to municipalities and for market development activities.
- Conduct audits to ensure that members contribute the proper levies, and submit reports to the provincial government outlining progress on its commitments.

**Provincial Government's Role:**


- Asked to prepare and enforce a regulation requiring all who are responsible for introducing packaged products to the marketplace to take action to divert that packaging from disposal, either through reuse or recycling.

**Role of Municipalities:**

- Asked to operate cost-effective and efficient recycling programs.
- Would be responsible, directly and indirectly, for:
  - collecting and processing final consumer packaging materials;
  - funding their share of the costs for collecting and processing final consumer packaging materials ('municipal share');
  - having representatives participate in the Management Forum which would establish the operating cost standard and revenue factor;
  - having representatives participate in the Stewardship Council;
  - providing local education and promotion of the municipal multi-material recycling program.

***Proposed Schedule***

- Should negotiations begin immediately, CIPSI-B.C. would propose the following schedule for moving forward:
  - circulate draft agreement for public consultation in September;
  - promulgate regulations;
  - within three months, brand owners required to join the B.C. Stewardship Organization or file their own plans with the Ministry;
  - within nine months, municipalities become eligible for Phase 1 funding;
  - twenty seven months after Phase 1 begins, municipalities are eligible for Phase 2 funding.

  
F. K. K. Cheung, P. Eng.  
Project Engineer

FKKC/  
attachment

THE CORPORATION OF THE  
CITY OF PORT COQUITLAM

MEMORANDUM

DATE: September 15, 1994

TO: Jeff Yip, P. Eng,  
Deputy Engineer

FROM: Gwen Reimer-Pitt  
Administration Dept.

RE: **ENCLOSED BROCHURES**

Mayor Traboulay is referring the enclosed brochures for your Environmental Protection Committee.

Thank you.

CITY OF PORT COQUITLAM		
ENGINEERING DEPT.		
SEP 15 1994		
603.9		
TO	FROM	DATE
	JY	521
FC	K	Ext 3



## Canadian Industry Packaging Stewardship Initiative

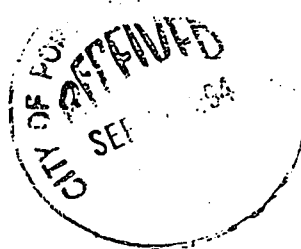
# C ♦ I ♦ P ♦ S ♦ I

*Sponsored by:*

*Canadian Council of Grocery Distributors (CCGD), Canadian Federation of Independent Grocers (CFIG), Canadian Soft Drink Association (CSDA), Grocery Products Manufacturers of Canada (GPMC), Environment and Plastics Institute of Canada (EPIC), Packaging Association of Canada (PAC), and Retail Council of Canada*

September 8, 1994

Mayor Len Traboulay and Council  
CITY OF PORT COQUITLAM  
2580 Shaughnessy  
Port Coquitlam, B.C.  
V3C 2A8



Dear Mr. Mayor and Council:

The Canadian Industry Packaging Stewardship Initiative (CIPSI) is a funding initiative being put forward by a coalition of industry sponsors prepared to share responsibility for the care of our environment.

Municipalities in British Columbia have been involved in the initiation, management, and financing of recycling programs for a long time. Industry acknowledges your leadership and efforts in these areas and, through CIPSI, is offering to share with you the responsibility for packaging stewardship.


Our proposal is attached to this letter. It builds on the recycling infrastructure that you have already provided your community. We believe that the implementation of the CIPSI initiative will augment and greatly enhance the current recycling initiatives in the Province of British Columbia.

The CIPSI initiative will:

- Reduce the overall use of packaging
- Increase the number and amount of materials being recycled
- Significantly reduce the waste stream to land fills
- Facilitate the marketing of recyclable materials



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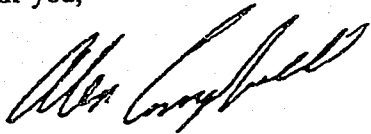
- Significantly reduce the cost to local taxpayers and consumers of current and alternate recycling initiatives

As this is a significant and comprehensive proposal, CIPSI is undertaking an extensive consultation process with municipal governments in British Columbia to answer your concerns and questions. We are confident this endeavour will provide an opportunity for us to learn from each other ways in which we can work together to improve the environment.

We feel it is both necessary and beneficial to meet with you and members of your council. This is why, as part of our consultation process, we will be attending the UBCM Convention. At the convention we will not only be making our technical experts available to answer questions but also in attendance will be several British Columbian business leaders. They will be at the UBCM Convention to explain to you how the CIPSI funding initiative will work in your community. We hope this will facilitate future dialogue leading to a mutually agreeable industry/municipal waste reduction program throughout British Columbia.

Please contact CIPSI at 688-2505 to schedule a meeting during the Whistler Convention and we will be happy to listen and respond to your questions.

Thank you,



Alex Campbell  
President, Thrifty Foods  
Co-Chair CIPSI British Columbia



Bob Holt  
President & CEO, Sun-Rype Products Ltd.  
Co-Chair CIPSI British Columbia

Canadian Industry Packaging Stewardship Initiative

**C ♦ I ♦ P ♦ S ♦ I**

*Sponsored by:*

*Canadian Council of Grocery Distributors (CCGD), Canadian Federation of Independent Grocers (CFIG), Canadian Soft Drink Association (CSDA),  
Grocery Products Manufacturers of Canada (GPMC), Environment and Plastics Institute of Canada (EPIC),  
Packaging Association of Canada (PAC), and Retail Council of Canada*

**FUNDING PACKAGING STEWARDSHIP**

**IN**

**BRITISH COLUMBIA**

**A proposal by**

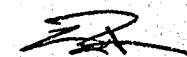
**Canadian Industry Packaging Stewardship Initiative - B.C.**

*Bill Bell - 600-2505  
600-2519 (fax)*

*Derek Stevenson (Technical staff)*



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NOV 02 1994

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## Introduction

The Canadian Industry Packaging Stewardship Initiative (CIPSI-B.C.) is being proposed by the packaged goods industry as a means of providing financial support to B.C.'s municipal curbside and depot recycling programs, which currently serve more than 75 per cent of the province's households. The stewardship program goes a step further by providing economic incentives for responsible industries to reduce and reuse their packaging. Central to the proposal is the idea that industry, municipalities and consumers have a shared responsibility for managing packaging waste.

It is hoped this proposal will be used as a focus for discussion on the appropriate roles and responsibilities of all partners in maintaining and expanding B.C.'s municipal multi-material recycling programs. The members of CIPSI-B.C. invite your comments and suggestions.

## Background

There is general agreement in British Columbia that municipal recycling programs are a critical part of managing consumer packaging waste. Most householders fully support their local recycling initiatives. More than 150,000 tonnes of residential waste were collected for recycling by municipally-run recycling programs in 1993. These materials included food and beverage cans, glass containers, plastic containers and plastic film, corrugated cardboard, telephone directories and newspapers. These were reprocessed into hundreds of new products.

The costs of running B.C.'s recycling system are covered for the most part by municipal taxpayers. The balance comes from revenues from the sale of recovered materials. But there is agreement in British Columbia that a long-term funding arrangement for municipal recycling programs must be found, an arrangement that represents a more equitable distribution of costs for residential recycling. CIPSI-B.C. is industry's answer to this concern.

The principles at the heart of this proposal are that:

- *packaged goods industries, governments and consumers share responsibility for packaging stewardship;*
- *recycling programs should be cost-effective, and the funding proposal environmentally responsible and economically sustainable;*
- *market-driven incentives are most effective in encouraging industry to reduce packaging, to use recyclable packaging and to ensure market development, and in encouraging municipalities to establish and maintain efficient recycling programs;*



- *recycling solutions for packaging must be flexible and must fit in with other municipal multi-material waste management programs in a manner that is cost-effective and minimizes environmental impact.*

### Who's Working Towards a Solution?

CIPSI-B.C. is sponsored by a group of associations representing Canada's major packaged goods and other related industries, including brand owners, material suppliers, distributors and retailers:

Canadian Council of Grocery Distributors (CCGD)

Canadian Federation of Independent Grocers (CFIG)

Canadian Soft Drink Association (CSDA)

Environment and Plastics Institute of Canada (EPIC)

Grocery Products Manufacturers of Canada (GPMC)

Packaging Association of Canada (PAC)

Retail Council of Canada

Recently the B.C. Manufacturers' Association, Major Wineries of B.C. and the Association of Canadian Distillers have expressed support for the model. The proposal has also been discussed with dozens of other organizations and major companies. Fourteen other organizations in the food, packaging, hardware and drug industries, as well as the United Food and Commercial Workers International Union, have added their names to the list of supporters.

### Major Elements of the Initiative

The idea behind packaging stewardship is that those who create packaging waste should share the costs of managing these wastes. Through a levy system, brand owners of packaged products (i.e. goods that are packaged in glass bottles, cans, paper and plastic, etc.) would provide municipalities with funds to support recycling of these materials. Industry would also support programs to strengthen markets and reduce municipal recycling costs. Municipalities would be paid a specific amount per tonne based on the amount of qualifying packaging material collected.

## Definitions

Seven terms used throughout this outline of the stewardship proposal require some explanation:

- **Brand Owner**

- the owner or licensee of intellectual property rights to packaged goods, the importer/first seller; and, with respect to in-store packaging, the company which manufactures packaging material to be used in the store

- **Final Consumer Packaging**

- packaging sold to individual consumers and most often managed through municipal solid waste systems including packaging needed for foods, beverages (including alcoholic beverages), tobacco products, drug products, cosmetics, personal care products (including toiletries and paper products), toys, apparel, jewelry, household products, hardware, housewares, appliances and electronics

- **Operating Cost Standard**

- the calculated cost of running an efficient recycling program which would be determined by an audit of a reference group of municipalities, representative of the diversity of communities in British Columbia

- **Qualifying Packaging**

- includes all final consumer packaging collected in British Columbia through multi-material, municipally-sponsored recycling programs serving residences and shipped for recycling to a viable market.

- **True cost**

- refers to what it actually costs to collect and ship, in other words to manage, individual packaging material types in the municipal recycling system.

- **Revenue Factor**

- a negotiated amount under the stewardship program reflecting the average revenues received by municipalities for recyclables and the prevailing market prices for these recyclables

- **Municipal Share**

- the share of the packaging stewardship program which would fall to municipalities and which is proposed to be one-third of the operating cost standard for packaging

## How it Would Work

### Raising Funds

Brand owners in British Columbia would pay levies in two phases:

#### *Phase 1 (two-year transition)*

Brand owners using consumer packaging would pay a levy of \$24 a tonne based on the weight of the final consumer packaging for products sold in the province. Companies could receive rebates depending on the provincial recycling rates for the packaging materials they use. During this phase, the true cost of handling and recycling each individual packaging type would be determined -- on a material-specific basis -- through detailed auditing of municipal programs in B.C. This information would be used to establish the levy to be applied in Phase 2.

#### *Phase 2 (year three and beyond)*

Levies would be assessed on a material-specific basis. The stewardship organization described below would monitor the actual costs of managing each material type so that accurate variable levies could be charged. The objectives of the Phase 2 levy are:

- *to encourage source reduction.*
- *to encourage greater capture of materials for reuse or recycling;*
- *to minimize the cost of the system;*
- *to minimize overall environmental impact;*
- *to ensure that each material is making a fair contribution to overall system funding;*

## Payments to Municipalities

The goal of the stewardship program is to have payments to municipalities based on the true cost of recycling packaging materials. In order to reach this goal a two-phased approach to implementation is required.

### *Phase 1*

In Phase 1 of the program, it is proposed that CIPSI-B.C. pay municipalities a per tonne levy for all qualifying packaging materials. This payment to municipalities is industry's share of costs and is in addition to the revenues received by municipalities from the sale of materials collected and shipped for recycling.

During this period, the operating cost standard (defined above) would be established. An audit would determine what it costs municipalities in British Columbia to collect and process individual packaging types. The audit would analyze the costs of efficient programs in a reference group of municipalities representative of the diversity of communities in the province. The reference group would take into account rural, urban, north, south, large and small geographic distribution and population, and whether services are delivered by the public, private or non-profit sector.

### *Phase 2*

In Phase 2, municipalities would be paid for each packaging material, based on its true cost to be managed in the recycling system. A key feature of this phase is that the municipal share would be one-third of the operating cost standard established for each packaging material type as shown in the funding formula. Additional costs above the operating cost standard would fall to the municipality. On the other hand, those programs whose costs are below the standard would see their share of costs reduced.

The formula protects municipalities from fluctuations in the market price for recyclable materials. When the price of a material ("revenue factor") drops, then the "Industry Payment to Municipalities" goes up.

## Economic Instruments to Encourage Reduction and Reuse

Because the amount of the levy is based on the amount of final consumer packaging used, brand owners are further encouraged to reduce packaging waste in order to reduce their levy. In Phase 1, members of the stewardship organization would be eligible to receive rebates of up to 50 per cent of their levy based on the average rate at which the particular packaging material is collected and recycled in British Columbia. At the same time, the rebates encourage brand owners to develop markets for materials in order to increase the recycling rate.



Because the levy applies only when packaging first enters the marketplace (or not at all if a brand owner has set up an acceptable, separate system to divert packaging from disposal) brand owners are motivated to consider reuse options. For example, packages that are reused by the consumer, such as refillable liquid soap containers, would be levied when they are first sold in British Columbia but would have the advantage of avoiding the levy every time the package is reused.

Similarly, the refill pouch would carry a lower levy because it weighs less. Use of this type of packaging represents a direct saving to both the consumer and the brand owner, providing an economic incentive to move to reusable packaging.

### Markets for Recovered Materials

Market development is a critical component of this proposal. The ongoing sustainability of the recycling system depends on stimulating new and expanded markets for materials collected in recycling programs. The stronger the markets for secondary materials, the greater the revenues accruing to recycling programs and the lower the cost of the recycling system as a whole. For example, the creation of strong markets for mixed-colour plastics will increase their value: the revenue received from their sale would therefore help cover more adequately the cost of collection and shipment of plastics packaging.

Funds designated for market development would be used to finance:

- *new, improved or expanded uses for recycled packaging materials;*
- *new or improved methods for processing or marketing these materials;*
- *policies and programs which support increased demand for secondary materials;*
- *projects aimed at increasing demand for recycled content in packaging;*
- *opportunities to improve overall system efficiencies.*

The stewardship program would also try to leverage its market development funds to attract new financing from other investors.

### Partnership Roles and Responsibilities

A basic principle of the stewardship program is that the packaged goods industries, governments and consumers share responsibility for packaging stewardship. Each of the active partners -- industry, municipal governments and the provincial government -- have a role to play in the implementation and ongoing management of the program. Those roles and responsibilities are outlined here.



### Industry's Role

Under CIPSI-B.C., industry in the province would establish a corporation to represent brand owners -- the B.C. Stewardship Organization. This organization would raise the funds needed to make payments to municipalities and for market development activities. It would also conduct audits to ensure that members contribute the proper levies, and submit reports to the provincial government outlining progress on its commitments. The specific functions and structure of the B.C. Stewardship Organization are outlined below.

All brand owners of packaged goods using final consumer packaging sold in British Columbia would be urged to join the stewardship organization. Brand owners are the focal point for packaging stewardship because it is brand owners who determine packaging type and design. When the brand owner is not located in British Columbia, the stewardship responsibility would fall on the first company in the province to sell the packaged product.

### Provincial Government's Role

The B.C. Government would be asked to prepare and enforce a regulation requiring all who are responsible for introducing packaged products to the marketplace to take action to divert that packaging from disposal, either through reuse or recycling.

### Role of Municipalities

In general, municipalities would be asked to operate cost-effective and efficient recycling programs. As a key partner in the stewardship program, municipalities would be responsible, directly and indirectly, for:

- *collecting and processing final consumer packaging materials;*
- *funding their share of the costs for collecting and processing final consumer packaging materials ('municipal share')*
- *having representatives participate in the Management Forum (see below) which would establish the operating cost standard and revenue factor;*
- *having representatives participate in the Stewardship Council (see below); and*
- *providing local education and promotion of the municipal multi-material recycling program.*

## Making Packaging Stewardship Work

The B.C. Stewardship Organization would be the corporation that would represent brand owners in the collection, management and distribution of program funds. But industries involved in CIPSI-B.C. believe other stakeholders must be able to participate in the organization's decision-making process. For example, the involvement of packaging material suppliers is critical in terms of market development opportunities, system cost-reductions, and developing new technologies in packaging materials.

The structure and functions of the stewardship organization would not only provide efficient management of funds but an appropriate level of involvement by stakeholders through management and stewardship forums. It would be composed of three inter-related groups, the Board of Directors, the Management Forum, and the Stewardship Council which, together, would co ordinate the overall funding program.

## B.C. Stewardship Organization

The mandate of the organization would be to:

- *raise the funds to cover payments to municipalities;*
- *provide payments to municipalities;*
- *fund research and market development for recovered packaging materials and packaging materials not currently collected;*
- *encourage packaging reduction through incentives;*
- *establish audits to ensure members submit the proper levies and reporting structures to indicate how obligations will be met;*
- *conduct administrative and other duties, setting policy, creating working committees;*
- *liaise with municipalities, parallel organizations in other provinces, and the national organization.*

### Board of Directors

The board would be chosen from industry to be representative of various industry sectors according to procedures set out in the by-laws. The board would be responsible for ensuring that the mandate of the B.C. Stewardship Organization is carried out as identified above.

### Management Forum

- *The Management Forum's responsibilities would be:*
- *to determine operating cost standards and revenue factors;*
- *to consider issues referred by the board or the Stewardship Council;*
- *to provide advice to the board; and*
- *to establish working level committees to carry out tasks within its mandate.*

The Forum would comprise one non-voting member elected by the Stewardship Council (see below) and 13 voting members selected as follows: six by the board, six by the Union of British Columbia Municipalities (UBCM) and a voting chairperson appointed by the board, in consultation with UBCM. Decisions would be reached by a simple majority vote; nine members would represent a quorum; members would be appointed for two years.

### Stewardship Council

The Stewardship Council would represent the views of environmental groups, packaging suppliers, municipal associations, labor unions, consumers, industries and others. It would be responsible for the election of a non-voting member to the Management Forum, consideration of such issues referred to it by the board and the Management Forum and the provision of advice to those bodies.

Twelve members would sit on the Council: four appointed by the board, four appointed by UBCM and four appointed jointly by those two bodies.

## **From Initiative to Implementation**

While industry has brought CIPSI-B.C. forward voluntarily, provincial government regulation is needed to require all who are responsible for introducing packaged products to the marketplace to take action to divert that packaging from disposal, either through reduction, reuse or recycling.

## **Backdrop Regulation**

The regulation would apply to all retail and food service "final consumer packaging," whether domestic or imported, and would require brand owners or the first person to sell the packaged product in British Columbia to take stewardship responsibility for the packaging. It would offer two alternatives to brand owners: provide financial support to municipal recycling programs by joining industry's stewardship program, or manage their own packaging waste through a reuse or recycling program other than the public system.

If a company chooses not to participate in CIPSI-B.C., it would have to demonstrate to the provincial government that it would take stewardship responsibility for its own final consumer packaging materials through a separate non-municipal system.

## **Implementation Steps**

The sponsoring associations of CIPSI-B.C. are ready to begin negotiations with the B.C. provincial government on the elements of the proposal and an implementation schedule as soon as possible.

## **Proposed Schedule**

Should negotiations begin immediately, CIPSI-B.C. would propose the following schedule for moving forward:

Circulate a draft agreement for public consultation in September

Promulgate regulations

Within three months, brand owners required to join the B.C. Stewardship Organization or file their own plans with the Ministry

Within six months, levies would have to be paid to the stewardship organization or non-exempt companies would have to implement their individual plan

Within nine months, municipalities become eligible for Phase 1 funding

Twenty seven months after Phase 1 begins, municipalities are eligible for Phase 2 funding

### CIPSI-B.C. -- An Environmental and Economic Winner

The initiative should be supported by all partners in recycling in British Columbia because it:

- provides municipalities with a reliable, stable funding source based on the amount of consumer packaging material collected and shipped for recycling;
- ensures that all industries responsible for introducing packaged products to the marketplace will pay their fair share to support recycling programs;
- encourages packaged goods industries to reduce the amount of packaging they put into the marketplace, and to consider more reuse and refill options;
- would, after a two-year transition period, base its funding structure on the true costs of managing each type of packaging material;
- ensures long-term effectiveness of the program through the development of strong markets for recovered packaging material shipped for recycling, and through linking market development in B.C. to a national network;
- rewards efficient operation of municipal recycling programs by establishing a benchmark operating cost standard.



PN

RECYCLING CANADA

SPECIAL REPORT: CIPSI

# Stewardship at the crossroads

If adopted, the Canadian Industry Packaging Stewardship initiative (CIPSI) will represent a turning point in the development of a comprehensive waste management model in Canada. But is the initiative really stewardship, or just business as usual? Columnist Diana Spear gauges the reaction of the Canadian waste management establishment to the proposal.

By DIANA SPEAR

Each day, millions of Canadians conscientiously separate recyclables from their household garbage ready for collection by the municipality. But local governments are facing an ongoing crisis with their recycling services.

## CONCERNS ABOUT MUNICIPAL RECYCLING PROGRAMS

There are three key areas of concern, costs, market development and recyclability of products (Recycling Council of British Columbia, 1992):

- a) Increasing costs to accommodate waste management planning and expanded recycling services—generally waste diversion strategies have not reduced municipalities' waste management expenditures.

The ability of markets to handle the massive quantities of recyclable materials raises questions, since existing recycling programs depend

on "open loop" recycling to use up some materials (e.g.: glass into fill, paper into compost, tires into fuel).

- c) As production of non-recycled and non-recyclable products expands, pressure on municipal waste management systems increases.

The crux of the problem under the current system, is that municipalities are responsible for handling a waste stream over whose composition they have no control. Under regulations such as Ontario's *3R's Regulations* and New Brunswick's *Beverage Containers Act*, some industries will be reducing packaging, but generally producers have little incentive to design their products to facilitate municipal 3R's programs (e.g.: using recovered materials in products or packaging).<sup>15</sup>

## A SUSTAINABLE RECYCLING SYSTEM

The current structure of most municipal recycling programs is simply not

sustainable. Because of lack of responsibility by industries and limited control of local governments, the existing recycling systems are open-ended and out of control. A sustainable system would more fairly share the responsibilities and would incorporate the concept of stewardship.

## STEWARDSHIP — A SHIFT TOWARDS SUSTAINABLE RESOURCE USE

"Product/industry stewardship" applies the "polluter pay" principle and assumes that producers are accountable for their products "from cradle to grave." Under product stewardship:

- The producer assumes responsibility for avoiding negative environmental impacts throughout the life cycle of its product, i.e.: from extraction of raw materials to the fate of waste materials.

The rationale is that only a producer is in a position to select raw

materials and design features to minimize the environmental impact of a product throughout its lifecycle.

- Full cost pricing is used so that product costs include the value of avoiding environmental damage during the product's lifecycle. Such costs include factors such as landfill operations, and siting a new landfill and are ultimately shared by the consumer.

Product stewardship offers an equitable solution for financing our 3Rs infrastructure and provides incentives for incorporating the 3Rs hierarchy into product design and use. By internalizing the costs of post-consumer management of products, producers have a strong incentive to incorporate the 3Rs hierarchy into all aspects of doing business.<sup>15</sup> This has far reaching implications for sustainable resource use in all industries.

#### A NATIONAL STEWARDSHIP INITIATIVE FOR PACKAGING MATERIALS

One attempt to develop a national approach of stewardship for packaging is the Canadian Industry Packaging Stewardship Initiative (CIPSI). This is a strategy to assist municipalities to pay

### SPECIAL REPORT: CIPSI

for their recycling programs. It is sponsored by seven industry organizations representing more than 6,000 companies across Canada (CIPSI, 1994).

CIPSI addresses "final consumer packaging" for products ranging from food, to personal care and household products, to appliances. It would apply to all Brand Owners — i.e.: those with the intellectual property rights to packaged goods, the importer/first seller, or the manufacturer of packaging for use at the in-store level (CIPSI, 1994).

#### How CIPSI Would Work

CIPSI is currently under review by the provincial governments to consider its implementation. If implemented, Brand Owners would have a choice, either to participate with the Canadian Industry Packaging Stewardship Organization (CIPSO) or to meet the provincial "backdrop" legislation.

For those joining CIPSO, there would be two implementation phases:

#### Phase 1

Participants of CIPSO would pay a

levy based on the weight of their final packaging. Companies would be eligible for a rebate depending on the provincial recycling rates for the packaging used.

CIPSO would pay municipalities a rate (per tonne) for all packaging materials recovered by their recycling programs. CIPSO would collect data from "typical" municipal programs, to develop an Operating Cost Standard by material type (e.g.: glass, steel, aluminum). This standard would be used to determine levies paid by industry in Phase 2.

#### Phase 2

In Phase 2, levies are expected to be higher than during Phase 1. By more accurately reflecting "real" costs, they are intended to promote at-source waste diversion activities for packaging (e.g.: light weighting materials, selecting more recyclable materials).<sup>16</sup>

Also, since the Operating Cost Standard payment would be based on cost effective programs, municipalities with higher than average operating costs are expected to improve their efficiency and to work towards this standard.

Municipalities would pay one-third of the gross cost of recycling packaging materials. CIPSO would pay two-thirds. If consensus cannot be achieved on the "true costs" of operation for Phase 2, then a default formula would allocate the proportion of costs shared by industry. Details of the funding formulae would be agreed on by the respective provincial government.<sup>2</sup>

#### ORGANIZATIONAL FRAMEWORK

CIPSI proposes three inter-related organizations to administer its proposal: the Board of Directors would ensure that CIPSO performed its mandate.

## Fibreboard recycler secures feedstock

**Toronto** — The CanFibre group has signed an agreement with Laidlaw Waste systems for the supply of suitable waste wood to CanFibre's planned medium density fibreboard (MDF) plant under construction in Toronto.

CanFibre's process turns waste wood and paper products into high quality fibreboard. Laidlaw Waste Systems has agreed to secure contracts for the supply of 100,000 tonnes per year of acceptable waste

wood for the next ten years.

Using a process that eliminates traditional (and toxic) urea formaldehyde bonding resins, CanFibre can produce MDF from this waste that is stronger, equally workable, and that costs up to 40 per cent less to produce than conventional MDF.

According to CanFibre, the use of recycled waste wood will save the cutting of approximately 3,000 acres of forest per year. Contact: Andy Schwab, CanFibre; 604/685-2430.

Management Forum would develop the Operating Cost Standards and establish working committees; and the Stewardship Council would represent various provincial interests in the 3R's such as environmental groups, packaging suppliers, municipal associations, labour, consumers and industry.

Municipalities would be represented in the above structures and would be responsible for collecting and processing packaging for recycling, and for promoting the recycling program.

#### BACKDROP LEGISLATION APPLIES TO NON CIPSO MEMBERS

A critical aspect of CIPSI is regulatory support from the provinces to establish a "level playing field" so that no business would be at an unfair advantage by not joining CIPSO.

Backdrop legislation would require that Brand Owners who choose not to participate with CIPSO, to independently take stewardship responsibility for their packaging. Such businesses would not have access to municipal recycling programs sponsored by CIPSO.

For example, in Ontario, the province has released a draft regulation that would require Brand Owners to develop waste management plans, recover 50 per cent of their packaging used in a given year, and submit reports to the province very six months, documenting their performances.<sup>4</sup>

Active members of CIPSO would be exempt from the backdrop legislation, as long as CIPSO complies with its agreement with the province.

#### MARKET DEVELOPMENT — A MAJOR GOAL FOR CIPSI

The overall goal of CIPSI is to develop strong sustainable markets for more

### SPECIAL REPORT: CIPSI

materials, and ultimately to reduce recycling costs.

CIPSI explains that markets would be developed by: finding new, improved or expanded uses for recycled packaging materials; developing new or improved methods for marketing or processing; and promoting policies and programs which support increased demand for secondary materials. No details on market development can be determined until the organizational structure is established. It is estimated, however, that market development expenditures in Ontario would be \$10 — 20 million over the first five years.<sup>1</sup>

#### HOW DOES CIPSI MEASURE UP?

*Recycling Canada* contacted various agencies and organizations across the country. Response to the CIPSI proposal has been guarded from most provinces. However, there is unanimous agreement to the principle of product stewardship as it has been long recognized that too much of the financial burden of municipal recycling programs has been unfairly on the public sector.

An understanding of how stewardship should work appears to hinge on five key elements, as identified below along with some comments about the CIPSI proposal.

##### (i) 3Rs Hierarchy

Industry should place highest priority on waste reduction, followed by reuse and then recycling.

CIPSI relies on market incentives for business to resolutely adopt the 3Rs hierarchy. The adequacy of this approach is questioned in terms of its effectiveness under current and variable market conditions.<sup>16,11</sup>

Performance requirements such as specific diversion rates to reduce packaging or to use recycled material are not identified for CIPSO members. Non-CIPSO members must divert 50 per cent of their total packaging each year, but no reduction or reuse requirements are identified.<sup>16</sup>

CIPSI appears to focus on recycling (i.e.: the Blue Box) rather than waste avoidance. Helen Spiegelman of the Recycling Council of British Columbia challenges the use of a goal of 50 per cent diversion for non-CIPSO members and proposes that higher targets be considered.

##### (ii) Polluter Pay Principle

Environmental costs should be internalized so that producers and consumers share responsibility for environmental impacts of products' total life cycles.

CIPSI does not require industry to accept full responsibility for its products. It compromises the Polluter Pay principle by allowing the polluter to pay some and the municipality to pay the remainder.<sup>14,6</sup> Adoption of the "Polluter Pay" principle ensures full cost accounting for the producers.<sup>7</sup> For example, deposits on packaging (e.g.: *The Beverage Containers Act* of New Brunswick) fully internalize such costs rather than relying on public subsidies for one-third of recycling costs.<sup>6</sup> In contrast, CIPSI would discourage a deposit system for packaging because it is arguably less efficient and would reduce revenue from municipal recycling programs.

The CIPSI proposal does not include newspapers, which can account for up to 60 per cent (by weight) of Blue Box contents in urban centres.<sup>10</sup> Nor does CIPSI include transportation packaging. Critics believe that stewardship principles should apply to a broader range of clearly defined prod-

ucts and materials.<sup>7</sup>

Economies of scale, geographical location and lack of existing recycling infrastructure means that some municipalities would be unable to pay one-third of recycling program costs, as proposed by CIPSI.<sup>5,6,8</sup>

In general, municipalities agree that industry should pay the largest portion of stewardship costs, that industry funding should be directly to municipalities, and that funding formulae should not include avoided costs or generate prohibitive costs to smaller municipalities.<sup>3</sup>

Concern was expressed about CIPSI's funding structure and its basic assumptions. There are questions whether revenues from the levies will be sufficient to cover two-thirds (CIPSO's portion) of the recycling costs, whether the funding formulae will provide sufficient incentives for industry to reduce packaging and for municipalities to start/expand recycling programs, and whether the formulae can withstand wide fluctuations in

## SPECIAL REPORT: CIPSI

market prices.<sup>7</sup> A related consideration is who will bear the risk if setup and operation costs exceed, and revenues fall short, of expected amounts.<sup>13</sup>

### (iii) Monitoring and Enforcement

The stewardship system should be visibly monitored and enforced with requirements integrated with directives of existing provincial legislation.

CIPSI expects industry compliance in response to market forces. It is not clear what provincial governments would do if CIPSO fails in its mandate. Documentation of compliance by non-CIPSO members as well as their monitoring and enforcement would be problematic. Moreover, their prosecution would present a significant political and administrative challenge because of the large number and small size of such businesses across the country. Use of this approach questions the level

of commitment to enforce CIPSI's requirements or the backdrop legislation.<sup>16</sup>

### (iv) Stakeholder Consultation

All stakeholder sectors should be involved in the development, operation and monitoring of the stewardship program.

CIPSI's proposed organizational structure appears to be controlled by industry.<sup>6</sup> The Stewardship Council represents diverse interests in the 3R's, but has no voice in the management structure.<sup>16</sup> A multi-stakeholder body should oversee the process, such as the "arm's length" corporation in Manitoba's Stewardship Program. Also, CIPSO needs to identify a democratic resolution process for management disputes.<sup>7</sup>

Concerns were expressed over the lack of public involvement in preparing the CIPSI proposal, since early public consultation would have been valuable to the process.<sup>7,13</sup> However, a number of provinces are involving the public in forming their responses to the proposal.

### (v) Market Development

Market development should occur at a national level. Procurement policies of

## Region begins shingle recovery initiative

**Brampton** — The Region of Peel has initiated a program to divert asphalt-based roofing shingles from landfill. Beginning earlier this month, area residents and builders were invited to drop off waste shingles at the Region's Caledon Sanitary Landfill Site.

From there, the shingles will go to Brampton-based Finoll Recycling where the shingles will be processed into new pavement products. Finoll's recovery process accepts not only the shingles, but nails as well, resulting in little waste.

Asphalt-based shingles currently account for between two and four per cent of the waste at the Caledon Landfill. This initiative could divert up to 100 tonnes from the landfill

over the next year as residents begin to use the service.

"This is a great initiative for everyone concerned," says Don Markle, Commissioner of Public Works. "The Region is supporting local industry through this partnership with Finoll, and in turn, offering a cost-effective method of diverting waste and therefore using up less landfill space."

Disposal costs for garbage in Peel Region run at about \$70 per tonne, while the cost of recycling asphalt shingles is a mere \$50 per tonne.

Contact: Nigel Chubb, Waste Reduction and Recovery, Peel Region; 905/791-7800, ext. 4727.

### CLARIFICATION

In the May issue of *Recycling Canada* it was reported that Ontario's Region of Peel was not collecting a provincially-required surcharge on loads of recyclables entering landfill. In fact, no such surcharge exists at the provincial level. The Region of Peel maintains that haulers arriving at their landfill are well aware of current bans on recyclables, and that violators of these bans are issued written notices of their transgressions. These notices may result in a surcharge being levied on the load. *Recycling Canada* regrets the error.



both the public and private sectors should adhere to the 3R's hierarchy and maximize use of recycled content in new products.

A prime objective for CIPSI is market development, but there are few details in this area. The amount of and percentage of total funds to be spent on market development should be specified along with the type of market development that CIPSO will direct.<sup>7</sup>

#### A STARTING POINT...

There is no doubt that CIPSI offers an important starting point for stewardship discussions because the private sector has acknowledged the need to take responsibility for its products. However government and non-government agencies interested in the 3Rs address concerns over virtually every aspect of this proposal: what products are included, basic assumptions and formulae for cost calculations, and the organizational structure.

Many concerns are founded on what stewardship means and how to achieve a sustainable system of resource use. In assessing CIPSI, it is important that we do not lose sight of that long-term goal. And that we are open to changing the way we currently operate waste management programs.

The institution of stewardship can have profound implications on the sustainability of the global economy. If we choose to settle for less than true stewardship, we are neglecting our responsibilities as producers and consumers and may ultimately shortchange ourselves and future generations. ■

*Diana Spear is a writer and consultant specializing in waste management and pollution control.*

## SPECIAL REPORT: CIPSI

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## Toronto begins wood waste recovery

**Toronto** — Metro Toronto has launched a pilot program designed to provide an alternative means of disposal for wood waste. Starting September 6, wood waste generators were encouraged to bring their waste to a new collection depot set up as part of a study to determine the quantity and quality of wood waste material being generated in Metro Toronto. The study will also gauge the feasibility of establishing permanent wood waste recycling depots.

Wood waste that is acceptable at the new depot includes wood pallets, end cuts, crating, plywood, treated and painted wood, doors without hardware, old decking, brush and tree limbs. Not accepted for recycling is

wood attached to other materials such as windows, shingles and drywall.

Currently, all recyclable wood waste is banned from Metro's solid waste management facilities. Only non-recyclable wood waste can be disposed of at Metro's landfill sites. Under Metro Works' free residential disposal policy, Metro residents can dispose of up to 150 kgs of wood waste for free each day. Residents with large amounts of wood waste may apply for the annual free disposal exemption for up to one tonne of material.

Contact: Art Smith, Solid Waste Management Division, Metro Works; 416/397-0951.



## OWMA says CIPSI proposal is a threat

**Toronto** — The Ontario Waste Management Association has rejected the proposal offered by the Canadian Industry Packaging Stewardship Initiative as impractical and incomplete. In a letter to Environment Minister Bud Wildman, the OWMA asked that the Ontario government consider a broader product stewardship plan that would apply to all items purchased by all consumers, not just the packaging of some selected products.

As an alternative, the OWMA wants the government to assess at source a Recycling Incentive Levy on all products manufactured and/or distributed in Ontario. The funds

derived from this levy would be used to defray the costs of operation of all material diversion programs, whether they are operated by the public or the private sector. The OWMA says the levy would also act as an incentive to increase the recyclability of products and the packaging in which they are distributed.

The OWMA sees the proposal as a threat to its membership, which collects waste primarily from the institutional/commercial/industrial (IC&I) sector. The association says that because the CIPSI proposal does not precisely define the residential waste stream, it opens the door to the encroachment of municipal govern-

ments on the traditional turf of private waste haulers in the province. "The spectre of a municipality being subsidized to collect recyclables from the industrial and commercial customers of the private sector waste management industry is a threat," argued the OWMA in a statement released earlier this month.

The OWMA adds that the proposal gives municipalities an unfair advantage over private waste haulers because no comparable support is offered to the private sector.

Contact: Terry E. Taylor, Executive Director, OWMA; 416/236-0172.

## Rubber recyclers eyeing revenues from Alberta tire tax

**Edmonton** — Alberta's tire recycling industry has been granted \$3 million in provincial funds as its share of the \$4-per-tire levy paid by the province's tire buyers. More than 2.5 million tires are purchased annually across the province. The tire recycling fund now stands at about \$10 million.

Edmonton-based Inland Cement has received about \$1 million from the fund for the development of its process of converting some 625,000 tires into fuel each year. Another

\$200,000 has gone to Alberta Environmental Rubber Products, also based in Edmonton, to develop its rubber crumbing facility.

This latest round of funding will be administered by the Tire Recycling Management Board and will be used for research and development and to assist smaller firms develop new products made from waste tires.

Contact: Doug Wright, Executive Director, Tire Recycling Management Board; 403/990-1111.

## Process developed for mining industry

*Continued from page 1*  
tation. It was developed in the mining industry to solve cyanide use problems, and has since been successfully applied in industries involved in mining as well as the production of toxic liquors. The company has also recently received

its first commercial order to treat municipal sewage.

The repayable federal contribution of \$170,976 is provided under the Environmental Technology Commercialization Program. Contact: Bob Baldock, President, Microsep; 604/432-7660.

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Waste Age's

# RECYCLING TIMES

AUGUST 23, 1994

THE NEWSPAPER OF RECYCLING MARKETS

## Canadian Packaging Initiative Has Serious Loopholes, Critics Say

By Jennifer A. Goff

The Canadian Industry Packaging Stewardship Initiative (CIPSI), which was released for public comment in June by the Ontario Ministry of Environment and Energy, has already come under fire from several key observers.

The CIPSI proposal aims to address market development for secondary packaging materials; to provide incentives for brand-owners to reduce and reuse their packaging; and to supply private-sector funding for municipal curbside programs. Though some recycling officials have noted that CIPSI—a voluntary initiative sponsored by seven packaging industry associations—is “a step in the right direction,” many have expressed concerns over the enforcement strategies, financing structure, and perceived loopholes in the overall infrastructure of the plan itself.

The CIPSI proposal, which relies on both industry and government participation, maintains two phases of implementation (see *Recycling Times*, Nov. 2, 1993). In Phase 1, CIPSI would require brand-owners of “final consumer packaging” to pay C\$24 for each tonne (by weight) of packaging they use for items such as food, beverages, and household products. One metric tonne equals 1.1 short ton. (See box on page 7 for complete listing of packaging types.)

The C\$24 would be paid to the Canadian Industry Packaging Stewardship Organization (CIPSO), an entity comprised of industry officials that would act as facilitator of the funds. CIPSO would then pay municipalities C\$65 per tonne for all final consumer packaging collected in Ontario for recycling. This payment, deemed a “top-up” fee, would essentially help to offset costs of maintaining Ontario’s soon-to-be mandatory recycling system, or “blue box” program.

Also in Phase 1, rebates would be offered to brand-owners who use recovered materials in their packaging.

In Phase 2, municipalities would be responsible for supporting one-third of the costs of managing the packaging. Unlike in Phase 1, wherein CIPSO would contribute a set price, Phase 2 would require that CIPSO pay municipalities based on the “true costs” of collecting and processing specific packaging (see CIPSI Funding Formula in box on page 7).

The responsibility for establishing both the operating cost standard and the revenue factor would fall to a sub-entity called the Management Forum, comprised of 14

*continued on page 7*

## House Committee Su Measure, Passes Inte

By Patrick M.

The House Energy and Commerce Committee passed two related bills: one that would allow local government to control practices and another that would limit in members said they may later merge these bills.

Legislators predict, however, that even if the bills pass, a battle over flow control and solid waste management will continue. The House is expected to vote on the bills early next month.

“This is a very serious, very contentious issue,” said Rep. N.M.).

Flow control, the right of local government to determine the destination, became a legislative issue in Maine in *Carbone v. Town of Clarkstown* that local government won (see *Recycling Times*, May 31).

The ruling was a victory for private waste haulers, but it meant that such regulations allow cities and counties to continue to lose needed customers at local disposal facilities that would allow them to continue the program.

The Energy and Commerce Committee struck down one that some larger private haulers said they opposed. Rep. Frank Pallone (D-N.J.), the amendment that would allow local governments to place prior to the *Carbone* decision to continue flow control for residential waste.

“Flow control is a very important tool for local governments to manage the large amounts of garbage we generate,” said Rep. Pallone, one of the amendment’s co-sponsors.

The unsuccessful amendment, sponsored by Rep. Pallone, would have grandfathered existing flow control contracts for five years, whichever was longer.

## Judge Turns Down SPI Suit Until Ore. DEQ Decides Pyrolysis

By Randy Woods

*Recycling Times*, March 8).

An Oregon circuit court judge recently

SPI had argued that pyrolysis—a process that breaks down plastics into a liquid feed-

wrote: “Plaintiffs have not made a showing of premature judicial review under the Oregon judgment statute. I find it in-

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## Canadian

members—six industry representatives, six individuals from the Association of Municipalities of Ontario (AMO), a voting chair designated by CIPSO, and one non-voting member, chosen to reflect the interests of Ontario stakeholders.

The linchpin of the proposal lies in enforcing universal participation in the initiative. In order to push industry to join CIPSO, the CIPSI proposal calls on the government to enact legislation that would require all brand-owners and importers of packaged products to either:

- Join CIPSO, which would exempt brand-owners from certain diversion and disclosure regulations, or
- Create their own plan for diverting at least 50% (by weight) of "final consumer packaging."

Under the tenets of this "backdrop legislation," brand-owners who opted not to join CIPSO would have to submit an outline of their diversion strategy to the Ministry of Environment and Energy within three months of the backdrop regulation's enactment, as well as a status report on their waste diversion plan every six months.

If the brand-owner neither joins CIPSO nor devises an alternative diversion plan, that brand-owner would be prohibited from marketing products in Ontario. Prosecuting non-compliance would fall under the jurisdiction of the Environmental Protection Act, according to Mark Winfield, research director for the Canadian Institute for Environmental Law and Policy.

"It's going to be hard to enforce this," said Christine Lucyk, president of Environmental Directions (Toronto) and director of environmental affairs for the Newspaper Publishers of Ontario. "The cost of enforcement falls to government and in the day of shrinking tax dollars, I'd rather have [the money] go to hard crime than to chasing someone who didn't pay the levy on their pickle jar."

## Paper's role in CIPSI

Indeed, making sure that all relevant parties are held accountable is a major bone of contention among critics of CIPSI. For example, the paper industry is reluctant to participate in CIPSI, and many recycling organizations regard the paper industry's lack of participation inequitable.

"This is not a complete program...Paper products make up the lion's share, by weight, of what is in the blue box program," said John Hanson, executive director of the Recycling Council of Ontario. "Everybody is hoping that the paper users will be proactive and come up with a stewardship model of their own" if they do not sanction CIPSI, he added.

"Clearly, they've gotten off lightly," echoed Winfield. Though the paper industry contributes about \$1.5 million per year to Ontario Multi-Material Recycling ("a fund to help kick-start the blue box program," according to Lucyk), "that, in no way, covers the cost of collecting newspaper in the blue box system," Winfield said.

The paper industry, however, regards

cont. from 1

CIPSI as fundamentally flawed by virtue of the fact that it is a weight-based system. "When you use a weight-based system, you are inherently biased against the heavier products [such as newspaper]," Lucyk argued. And the rebate allowance, though partial compensation, will only apply in Phase 1 of the proposal, she added. "The fact of the matter is...we pay our own way."

## Financing the details

Observers have also objected to the financing structure of CIPSI, complaining that important details—such as how the monies will be accounted for and distributed—have been neglected in the proposal.

"I don't think they've figured out how the distribution of cost is going to work," Winfield said. "The differential between commodities can be enormous."

"Nowhere do they give out a [dollar] figure for how much the levies will raise, how much will go to municipalities...what's the budget for administration, market development, etc.," Lucyk said.

Lucyk also contended that given the fact that the levy could "apply to a wide range of packaged goods," the administrative burden on companies that make packaging changes could be alarming. "Every time they make a packaging format change—e.g. bonus sizes, etc.—they have to reweigh the package, track quantities, and adjust levies. Imagine the audit nightmare!" she said.

"Sometimes the recycling of packaging through top-up fees is not full-cost internalization," said Evelyn Ruppert, manager of policy for AMO.

In addition, the municipal funding formula that would be implemented in Phase 2 to determine the "true costs" of specific packaging worries some observers.

"The function of the [Management] Forum is to agree on operating cost standards and revenue standards, and these standards will determine how much the top-up fee should be," Hanson explained. "This structure would tend to favor an industry resolution. Plus, there is concern—with regard to the structure—that the Management Forum [will have] difficulty coming to a resolve when it comes to a polarization of issues."

Some have even likened this aspect of the proposal to taxation without proper representation because large and influential companies could have more voice than smaller enterprises in deciding the amount of levies. "It sets a dangerous precedent. It's giving taxation ability to a third party that is unaccountable," Lucyk argued. "Brand-owners could sit down and decide what the levy should be. They're basically setting the ground rules of companies they compete against."

## Full disclosure

Though the proposal has a public comment period of 45 days, both Hanson and Lucyk worry that not enough has been understood and discussed about the initiative.

"There's been little public discussion about it," Hanson admitted. "The blue

## Canadian Industry Packaging Stewardship Initiative (CIPSI)

Phase 1  
(First Two Years)

- Brand owners pay C\$24 per tonne levy based on weight of packaging.
- True Cost of managing individual types of packaging evaluated.
- CIPSO pays C\$64 per tonne to municipalities.
- Brand-owners are eligible for rebates up to 50% of their levy based on the average rate of collection and recycling of packaging.

## Example:

Refillable containers would only be levied upon initial sale. A refillable container would carry a lower levy because it is lighter.

- CIPSO defines and publishes revenue standard for each packaging material group, reflecting optimum and prevailing market prices.

Phase 2  
(Beginning Year Three)

- Levies assessed on material-specific basis (see formula below).
- Rebate incentive no longer applies.

## CIPSI Funding Formula:

Operating Cost Standard

minus

Revenue Factor

minus

Municipal Share

equals

Industry Payment to Municipalities

Final Consumer Packaging is defined as, but not limited to:

- foods, beverages (including alcoholic beverages), tobacco products, drug products, cosmetics, personal care products (including toiletries and paper products), toys, apparel, jewelry, household products, hardware, housewares, appliances, and electronics.

box program costs [C]\$86 million, but [the CIPSI proposal document] can't tell me how much the packaged goods industry is going to pay. It is unfair to ask people to judge [based] on the written word, when the information is not available in the documentation," Lucyk added.

But despite concerns about the details of the proposal, CIPSI may go to Cabinet as early as September in order to begin drafting backdrop legislation.

Admonishments from Canada's Environment Minister, Sheila Copps, may have helped impel the approval process of the proposal. "Copps has made very strong statements publicly that industry has to get its act together [by the fall] or the federal government will step in and take action," Hanson said.

## In defense of CIPSI

In spite of the criticisms CIPSI has incurred, most observers see the proposal as a move in the right direction, and are looking to Ontario to be the leader in establishing a model for stewardship.

"If CIPSO can get Ontario, they think that will provide some leverage with other provinces," Winfield said. "Ontario

is probably the biggest producer, and is often looked at as the leader. It also has one of the most advanced recycling programs already in place," Ruppert added.

"Our objective in market development...is demonstrating a will and a commitment to start more deliberately addressing the development of markets for secondary packaging materials," added Sandra Banks, vice president of government relations for the Grocery Products Manufacturers of Canada (Toronto), the organization that was part of CIPSI's conception. "It is not intended as a panacea; it is very much a seed-money approach, recognizing that there are other interests...who may well be investment partners in efforts...to expand the use, and increase the value, of secondary materials."

Even those who have concerns about the logistics of the proposal assert that the initiative promotes the ideal of shared stewardship. "We are happy to be moving in this direction, generally," Hanson concluded. "Whether or not the levels of funding are appropriate, we have made a significant leap forward."

## House

cont. from 1

"Our amendment would protect those facilities that rely on flow control, but would look to the free market in the future," said Rep. Jack Fields (R-Texas), a co-sponsor of the amendment.

Many in the waste industry found both amendments unpalatable.

"We are against flow control," said Sheila Hixson, director of congressional relations for Environmental Industry Associations (Washington, D.C.). "It's an election year, and the cities, the counties, the local municipalities were the factor. They were supporting it. In the end, the consumers are going to pay the price."

Some recyclers, however, supported the amendments because "they give recyclers some credibility," said Pablo Collins, an associate at Davidson Colling Group (Washington, D.C.), who represents the Paper Recycling Coalition. Legislators often improperly consider recycling to be a part of waste management, he said.

"We're not part of the waste industry, we're part of the manufacturing industry...All in all, we're very pleased with the bill. It protects recyclers from municipal waste flow control," he said.



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Ms. Kamana NEL

Hi. Pamela,

Good to talk with you  
look forward to your comments  
would welcome opportunity to  
meet with you group. Regards Jim

A Sustainable Conservation Loop Concept -  
Municipal Solid Waste Recyclables

Summary

The concept proposed attempts to illustrate how a Sustainable Conservation loop may be achieved, regarding the recycling component of an integrated waste management system. Free market forces managed by minimal regulation and mutually rewarding cooperation are considered critical.

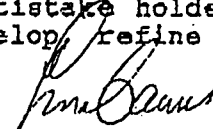
Six key elements, represented by coloured gears, are aligned in such a manner that the free market forces drives the configuration or loop. Optimum conservation is generated by recognizing and managing the negative impact created by cyclically low raw material pricing caused by free market supply/demand imbalance created by this element, a recurring scenario in cyclical commodity type markets.

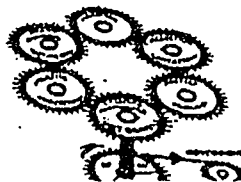
In general, industry is apprehensive regarding any regulation; yet without a "degree" of regulation we have recurring loss of conservation. Cooperative focused regulation - not strangulation is the balance sought.


It is generally recognized that the cost of environmental care, in this instance sustainable recycling, will probably be shared (eventually) by the irresponsible polluting consumer and industry - the question is one of "share" and timing!

The concept being proposed attempts to recognize, simultaneously, the principles of sharing through Polluter Pay and internalization of costs. Although the author's background is Plastics, it is felt the approach is generic.

Each element is described, also the basic regulatory approach and stewardship techniques to manage the system. Multistake holder process of the concept is encouraged to develop, refine and generate "reasonable consensus".

  
Jim Cairns, EPAS  
Vancouver, BC



  
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Environment Canada/Federal German Government - Symposium September 27th & 28th  
Some West Coast Comments:

Dear Tom Foote,

The opportunity to be a participant, on what turned out to be a comparison of the German Green Dot relative to the evolving Canadian Industry Packaging Stewardship Initiative (CIPSI), proposal was very much appreciated, as I am sure it was by all responsible parties seeking to accelerate the development and implementation of a Sustainable Model. Although B.C. representation did not voice public opinion, those opinions expressed by Dr. Dixon Thompson, Alberta, Rick Penner, Manitoba and so eloquently by Martin Janowitz, Nova Scotia are certainly shared by EPAS.

CIPSI is to be commended for their leadership initiative in that it acknowledges the following realities and the urgent need for change:

- a) To date, the Canadian Taxpayers continues to bear the major costs via Provincial/Municipal Taxes for recycling infrastructure.
- b) Volunteerism, although meeting the National Packaging Protocol's initial goals the current systems will have severe financial difficulty in achieving the 1998/2000 goals.
- c) The primary decision makers are the brand owners and retailers, regarding what packaged goods are developed and presented for the consumer to take from the shelf.
- d) Regional diversity and disparities are beginning to be recognised/addressed while striving for a level National Playing Field.

No doubt some criticism and further (constructive) dialogue will arise regarding issues such as:

Is enough attention being focused on environmental versus economic issues?  
Does Phase 1 treat all Packaging Components fairly?  
Are the definition of brand owner, retailers, distributors and others adequate?  
Are regions outside of the Windsor/Quebec corridor obliged to accept recycle infrastructure costs without due regard for the regional "up value" potentials?

It is sincerely hoped that the continued evolution of a leadership initiative such as CIPSI will accelerate the implementation of Sustainable Model to meet Canadian requirements in achieving our National Packaging Protocol Goals.

Yours truly,

*Jim Cairns - Oct 4/94.*

Jim Cairns EPAS

*P.S. Tom: I have taken the liberty of distributing this letter to things*