



2025 RPRRA program fees

Consultation report

November 29, 2024

Table of Contents	
2025 RPRA program fees	1
Table of Contents	2
Executive Summary	3
Introduction	4
About RPRA	4
Principles for public consultation	4
Consultation	5
Process	5
What we heard	5
Webinar evaluations	6
Conclusion	7
Appendix A: Stakeholders that submitted feedback	9
Appendix B: Response to stakeholder comments	10
Appendix C: Questions and answers	14

Executive Summary

The Resource Productivity and Recovery Authority (RPRA) is Ontario's regulator for the circular economy with a mission to implement the province's resource recovery programs for used tires; batteries; information technology, telecommunications and audio-visual equipment (ITT/AV); lighting; hazardous and special products (HSP); and Blue Box materials. RPRA also operates registries for Ontario's reporting and tracking programs for excess soil and industrial and liquid hazardous waste.

RPRA's activities are focused on the following strategic goals:

- Accessible registry services that provide value to registrants
- Effective enforcement that supports waste reduction and a healthy resource recovery sector
- Trusted and useful public information about resource recovery, waste and RPRA activities
- A connected culture where employees can grow and do meaningful work
- Robust internal systems and processes that remain innovative and adaptable to change

This report details RPRA's consultation process, the feedback received, and how RPRA incorporated the feedback into its decision-making on setting fees for:

- (i) Producer responsibility programs under the *Resource Recovery and Circular Economy Act, 2016* (RRCEA), which include fees for producers of Blue Box materials; HSP; ITT/AV and batteries; lighting; and tires; and
- (ii) fees for users of the Hazardous Waste Program (HWP) and Excess Soil registries

RPRA's fees are charges that registrants pay to RPRA annually to cover its costs for operating compliance and enforcement programs for producer responsibility programs, building and operating the registries and providing service to users. RPRA's [General Fee-Setting Policy](#) guides how fees are set in accordance with a list of principles and objectives.

Producers obligated under RRCEA regulations are required to report their supply data and pay the associated fees to RPRA in 2025.

HWP registrants are required to use HWP Registry and pay fees to RPRA for each manifest registered (invoices are sent monthly).

Excess Soil registrants are required to use the Excess Soil Registry and pay fees to RPRA based on their notices filed.

From September 27, 2024, to November 12, 2024, RPRA consulted on the proposed 2025 program fees.

The subjects of the consultation included the fee models for each RPRA program and the proposed fee rates.

The fee models for all programs were approved as proposed during the consultation. Fee rates for all programs were also approved as proposed with the exception of the variable per kilogram fee rate for the Blue Box program, which was adjusted from the originally proposed \$0.0076/Kg to \$0.0074/Kg as a result of an increase to predicted volume to be reported in 2025.

For more information on the final fee rates, review the [2025 Fee Schedules](#).

RPRA's 2025 Program Fees were approved on November 29, 2024. RPRA posted the final fees to its website on December 2, 2024, and stakeholders were notified the same day.

RPRA received 26 written submissions in response to the fee proposals. The comments are summarized in [What We Heard](#), and RPRA's responses are detailed in [Appendix B](#) of this report.

All questions received during the consultation webinars and responses provided by RPRA are detailed in [Appendix C](#) of this report.

Introduction

About RPRA

RPRA is the regulator created by the Ontario government to enforce the requirements of the RRCEA and the [Waste Diversion Transition Act, 2016](#) (WDTA).

RPRA has also been directed by the Minister of the Environment, Conservation and Parks to build and operate registries for the Hazardous Waste and Excess Soil programs, governed by the [Environmental Protection Act](#) (EPA).

The RRCEA establishes a resource recovery regime where producers are individually accountable and financially responsible for their products and packaging through their full life cycle, including recovering resources and reducing waste. The WDTA allows for the continuation of legacy waste diversion programs and sets out provisions to wind up those programs as directed by the Minister of the Environment, Conservation and Parks.

RPRA is a non-profit organization that does not receive any government funding. RPRA recovers its costs by setting and collecting program fee revenues from three sources:

- 1. Producer responsibility program registrants**

Fees to producers that are required to register and report to RPRA under the RRCEA regulations.

- 2. Excess Soil and Hazardous Waste Program registrants**

Fees to parties obligated to register and report through RPRA's Excess Soil and Hazardous Waste Program (HWP) registries. The Ministry of the Environment, Conservation and Parks is responsible for compliance activities related to these programs.

- 3. Waste Diversion and Transition Act, 2016 (WDTA) programs**

Monthly cost recovery charges to industry funding organizations (IFOs).

Fees are used to cover the costs of developing and operating registry services, registrant support services for all programs, and compliance and enforcement activities.

Before setting fees, RPRA must engage in public consultation for at least 45 days and post the fees on its website for 30 days.

Principles for public consultation

RPRA's consultations are guided by the following best practice principles developed by the Organization for Economic Cooperation and Development:

Inclusiveness and openness: *Engage broadly with a wide variety of stakeholders, provide clear and understandable information, and make the consultation process accessible, comprehensible and responsive.*

Timeliness: Engage stakeholders early before decisions are made and provide regular opportunities for engagement on key program and policy matters.

Accessibility and cost effectiveness: Consider a variety of tools and methods to gather feedback that promote efficient and cost-effective consultations.

Balance: Provide opportunities for diverse perspectives and opinions to be heard and considered.

Transparency: Record feedback, report back a summary to stakeholders, and synthesize feedback into programs and policies as appropriate.

Evaluation: Demonstrate the impact of public consultations on program delivery and policy development.

Consultation

Process

Consultation on RPRA's proposed 2025 fees for producer responsibility programs and the HWP and Excess Soil Registries took place from late September to early November 2024. A [dedicated web page](#) was created on RPRA's website with background information on the consultation, registration links for the webinars, and presentation materials.

On September 27, 2024, RPRA sent out three emails to announce the launch of the consultation for the proposed 2025 program fees for producer responsibility programs, the Excess Soil Registry, and the HWP Registry, along with details on how to participate.

The first email was sent to producers and Producer Responsibility Organizations (PROs) involved in producer responsibility programs overseen by RPRA. The second email was directed to registrants in the Excess Soil Registry. The third email targeted generators and Authorized Generator Delegates for the Hazardous Waste Program. Collectively, these emails reached over 29,000 total subscribers. Stakeholders were invited to submit feedback on the proposed fees via email or by attending one of the five webinars hosted in October 2024. Advisory council members were invited to a special advisory council meeting on October 3, 2024.

What we heard

RPRA received 26 written submissions via email, comments during a special advisory council meeting, and questions and comments during five webinars held on October 7, 9, 18, 22 and 23, 2024. Webinar presentations and recordings can be found on the consultation webpage.

Webinar attendance:

- HWP Registry fees:
October 7, 2024 – 272 attendees
- Excess Soil Registry fees:
October 9, 2024 – 133 attendees
- Tires program fees:
October 18, 2024 - 58 attendees
- HSP and Blue Box program fees:
October 22, 2024 – 193 attendees
- Electronics, Lighting and Batteries program fees:
October 23, 2024 – 72 attendees

Key feedback received is summarized in the bullet points below. Feedback that was not relevant to this consultation has been excluded from the summary. A more detailed description of feedback received and RPRA's response is in Appendix B.

- Concerns about unpredictability in fees and volatility in year over year increases, including a request to include a performance measure and target regarding fee increases annually (e.g., within +/- 10%)
- Request for RPRA to begin tracking and applying program surpluses (and deficits) by sub-program (i.e., by HSP material categories, and by ITT/AV and batteries programs separately)
- Request for RPRA to retain program surpluses and invest revenues in compliance and enforcement related to the program, if there is an identified need (i.e., program performance issues), or use program surplus for market research and development related to the program.
- Feedback provided by HWP registrants on opportunities to enhance RPRA's billing and payment process to improve user experience, respond to individual business needs and reduce administrative burden.
- Continued requests for a final decision on RPRA's use of administrative penalty funds consultation.
- Continued request from a stakeholder representing large ITT/AV producer businesses for flat or tiered flat fees instead of a variable rate based on supplied tonnage.
- Concerns about RPRA's planned budget increase, including increases in staffing resources; and requests for explicit cost containment measures; and two requests for a budget freeze.
- Request for more transparency around what fees pay for, additional performance measures to assess RPRA's effectiveness (i.e., service delivery standards and additional compliance and enforcement performance measures), and information on RPRA's resource and staffing needs assessment criteria
- Questions and concerns about the substantial increase in Excess Soil Registry program fees since the program's inception

Concurrently to the fees consultation, RPRA staff conducted a survey to gather feedback from registrants on current billing and payment processes as part of the discovery phase of a project to enhance these processes. Fee consultation participants that sent comments or questions regarding the HWP Registry payment system were invited to participate in the survey, and their comments were also forwarded to the project team for consideration.

For a list of stakeholders that submitted written feedback, see [Appendix A](#) of this report.

[Appendix B](#) outlines RPRA's responses to comments provided during the consultation.

For a list of all questions received during the webinars presented in October, see [Appendix C](#).

Webinar evaluations

To help RPRA improve future consultations and communications, participants were invited to complete a short survey following the consultation webinars. Of the 728 webinar attendees, 225, or 31%, completed the survey.

In response to the question, "Overall, how would you rate today's session?", 97% of respondents ranked the session "Excellent", "Good" or "Average" (based on a scale of Excellent, Good, Average, Fair, Poor).

80% of respondents said the information provided by the presenter was “Excellent or Good”, and 11% said it was “Average” or “Fair”.

The majority of respondents (78%) ranked the presentation slides as “Excellent,” “Good” or “Average”.

84% of respondents ranked the question-and-answer portion as “Excellent,” “Good” or “Average.”

Conclusion

The 2025 RPRA program fees were approved on November 29th, 2024. RPRA posted the final fees to its website on December 2, 2024, and stakeholders were notified the same day.

RPRA appreciates the thoughtful feedback provided through the consultation process, and considered each submission in setting the fees.

RPRA’s [2025 business plan](#) includes an overall 5% increase in the 2025 budget over the 2024 budget, in line with what was forecast when the 2024 business plan was published in fall 2023. The impact of this increase on fee rates varies by program.

RPRA recognizes the importance of fee predictability to its registrants. Volatility in year-over-year fee increases is caused by three main factors: volume estimates, program cost allocations, and the impact of the application of prior year program surpluses and deficits. Applying surpluses and deficits over multiple years helps RPRA to stabilize rates year over year. RPRA will continue to strive for predictability in fee rates; however, some annual variability is unavoidable. For example, changes in supply volume estimates cannot always be accurately predicted on a program-by-program basis, especially as programs continue to transition and mature.

RPRA is committed to initiating a review of our fee methodology, model, and fee-setting process in 2025. This review will consider, among other factors, the importance of reducing annual variability in fee rates for registrants.

RPRA continues to work to reduce fee fluctuations. However, overall growth and ongoing program transition increase unpredictability of budgets and program-level estimates. Fee stability will be considered as part of a fee methodology review set to begin in 2025 and be completed in 2026.

The Excess Soil Program revenue requirement has stabilized. However, lower volume estimates, plus required deficit recovery, are resulting in a fee increase. Fee rates for Excess Soil Registry project area notices are higher for higher-volume projects in order to protect smaller businesses from undue fee burden.

RPRA continues to consider feedback from stakeholders who would prefer that RPRA charge flat or unit-based fees rather than weight-based variable fees. RPRA charges fees based on the weight of materials supplied for the following reasons:

- It enables fees to be applied consistently to material categories with multiple material types, including materials that do not have a common unit of measure.
- It ensures that producers of the same products face the same costs on a per-kilogram basis, so that the fee has no competitive impact on the consumer markets producers operate in.

- Instituting single flat or tiered flat fees would benefit large producers at the expense of smaller businesses.
- Assigning variable fees to producers based on the weight of materials supplied is aligned with the objectives of the government's producer responsibility regulatory framework to hold producers individually accountable and financially responsible for the products and packaging they supply to Ontario.

RPRA's 2025 resource needs and its approach to achieving cost efficiency and value for money are addressed in RPRA's 2025 [Business Plan](#). During each business planning cycle, RPRA evaluates its ongoing resource needs and consults on those needs with its advisory councils. Substantial budget detail is presented to stakeholders. The 2025 Business Plan outlines in detail why RPRA's budget needed to increase in 2025.

Cost containment is embedded in how RPRA operates, including through good governance, effective procurement and purchasing policies, and transparent business planning. RPRA strives to minimize costs to fee payors while still delivering the services and operations required to support regulatory outcomes. RPRA is still growing to fulfill its compliance and public reporting mission, and to respond to requests for improved registry services. Direct cost containment would lead to unmet demand from registrants for service and delivery. RPRA fees are typically a small part of overall program costs.

Program surpluses result from collecting revenues over and above the costs to deliver the program in a given year. Deficits occur when revenues are lower than costs. RPRA applies surplus and deficit amounts to that same program's revenue requirement in the following years, in part to minimize annual fee fluctuations. The fee review planned to commence in 2025 will also consider how RPRA tracks its surpluses and deficits, and whether they should be tracked at the material category level for programs with multiple materials.

RPRA is committed to reporting on the outcomes of the programs it delivers by publishing [reports](#) on resource recovery and compliance activities on our website, and by tracking and reporting on a variety of key performance indicators and other performance measures in our [annual report](#). RPRA is considering additional performance measures as programs and processes mature.

Stakeholders with specific questions about fees that are not addressed in this consultation report received direct responses from RPRA.

Appendix A: Stakeholders that submitted feedback

26 written submissions were submitted by the following stakeholders:

- Atmus Filtration Technologies
- BASF Canada
- Ontario Provincial Police
- Transport Canada
- Niagara Health
- GHD
- ArcelorMittal Dofasco
- Blue Water Trailers
- Loblaws
- Automotive Materials Stewardship (AMS)
- Dwarka Plumbing
- Arthur Funeral Home
- City of Toronto
- Municipal Engineers Association
- Electro-Federation Canada
- Lactalis Canada
- Electronics Product Stewardship Canada
- Tire and Rubber Association of Canada (TRAC)
- Ontario Environment Industry Association (ONEIA)
- Restaurants Canada
- Canadian Consumer Specialty Products Association (CCSPA)
- Canadian Vehicle Manufacturers' Association (CVMA) (2 submissions)
- City of Windsor
- Qualified Persons Community of Ontario (QPCO)
- Grant Walsom (QP) of Trace Associates

Appendix B: Response to stakeholder comments

RPRA considered all feedback received during the consultation period. Key comments received and RPRA's responses are included below.

Feedback

General fee- and cost- related

- Concern about differentiation between small and large producers
- Confusion about the difference between the RPRA program fees and the PRO fees
- Confusion about whether fees are coming from PROs or producers
- Concerns about RPRA's planned budget increase, including increases in staffing resources; and requests for explicit cost containment measures; and two requests for a budget freeze.
- Request for more transparency around what fees pay for, additional performance measures to assess RPRA's effectiveness (i.e., service delivery standards and additional compliance and enforcement performance measures), and information on RPRA's resource and staffing needs assessment criteria
- Requests for changes to invoice details and enhancements to RPRA's billing and payment processes
- Concerns about unpredictability in fees and volatility in year over year increases, including a request to include a performance measure and target regarding fee increases annually (e.g., within +/- 10%)
- Request for RPRA to consult on program fees earlier to give producers more time to estimate costs for the following year
- Request for more industry participation in the budget-setting process
- Request for transparency around parties who pay the largest proportion of fees

Fee models

- Desire for RPRA to track and apply program surpluses (and deficits) by sub-program (i.e., by HSP material categories, and by ITT/AV and batteries separately), and for a specific policy on the application of surpluses and deficits
- Desire for RPRA to retain program surpluses and invest in greater compliance and enforcement for the program to which the surplus relates, if there is an identified need, or for market development and research related to the resource recovery program to which the surplus relates
- Concern that excess soil fees are going up rather than down with increased reported volume
- Questions and concerns about the substantial increase in Excess Soil fees since program inception, including a request to delay the excess soil fee increase, and consider increasing fees for the lowest tiers of project area notices.
- Continued request from a stakeholder representing large ITT/AV producer businesses for flat or tiered flat fees instead of a variable rate based on supplied tonnage.

RPRA's response

General cost- and fee-related

Concurrently to the fees consultation, RPRA staff conducted a survey to gather feedback from registrants on current billing and payment processes as part of the discovery phase of a project to enhance these processes. Fee consultation participants that sent comments or questions regarding the HWP Registry payment system were invited to participate in the survey, and their comments were also forwarded to the project team for consideration. Certain enhancements to billings and payments are being planned for 2025.

2025 fee rates are changing compared to 2024 rates as follows:

- Variable per kilogram fee rates for tires, oil containers and Blue Box materials are increasing by 9.7%, 9.6% and 20% respectively, due to decreasing supply of tires and oil containers, and increasing direct costs to Blue Box producers to support the required compliance activities for this complex program and a new facilities registry portal
- Variable per kilogram fee rates for batteries and electronics, paints, oil filters, and lighting are decreasing by 9.6%, 15%, and 4.4% respectively due to increasing volumes
- The variable per kilogram fee rate for lighting is increasing by 39.6% due to an increase in volume, and because a prior year deficit was fully recovered in 2024
- The 2025 HWP per manifest and per tonne fees remain steady, consistent with 2024 per manifest and per tonne fees
- 2025 Excess Soil project area notice fee rates are increasing by 30%, and reuse site notices fee rates are increasing by 5% due to decreases to predicted volumes and filings for 2025 (based on 2023 and 2024 volumes and filings to-date), and the ongoing recovery of deficits incurred in 2022 and 2023
- The 2025 fixed fee for small producers for all programs is increasing by 5.6% to \$95

Further details on the factors influencing fee rate changes can be found in the program-specific webinar presentations on the [consultation webpage](#).

RPRA recognizes the importance of fee predictability to its registrants. Volatility in year-over-year fee increases is caused by three main factors: volume estimates, program cost allocations, and the impact of the application of prior year program surpluses and deficits. Partial application or deferral of prior year surpluses and deficits enables RPRA to stabilize rates year over year. RPRA will continue to strive for predictability in fee rates; however, some annual variability is unavoidable. For example, compliance costs cannot always be accurately predicted on a program-by-program basis, and outside factors such as interest rates can affect RPRA's costs due to the amortization of registry builds and RRCEA program start-up expenses.

RPRA is committed to initiating a review of our fee methodology, model, and fee-setting process in 2025. This review will consider, among other factors, the importance of reducing annual variability in fee rates for registrants. The review will be targeted for completion sometime in 2026, after the Blue Box program has fully transitioned.

RPRA's 2025 resource needs and its approach to achieving cost efficiency and value for money are addressed in RPRA's [2025 Business Plan](#). During each business planning cycle, RPRA evaluates its ongoing resource needs and consults on those needs with its advisory councils.

The 2025 Business Plan outlines in detail why RPRA's budget needed to increase in 2025. Cost containment is embedded in how RPRA operates, including through good governance, effective procurement and purchasing policies, and transparent business planning. RPRA strives to minimize costs to fee payors while still delivering the services and operations required to support regulatory outcomes.

RPRA is committed to reporting on the outcomes of the programs it delivers by publishing [reports](#) on resource recovery and compliance activities on our website, and by tracking and reporting on a variety of key performance indicators and other performance measures in our [annual report](#).

Stakeholders with specific questions about fees that are not addressed in this consultation report received direct responses from RPRA.

Fee models

RPRA continues to consider feedback from stakeholders who would prefer that RPRA charge flat fees or unit-based variable fees rather than weight-based variable fees. RPRA charges fees based on the weight of materials supplied for the following reasons:

- It enables fees to be applied consistently to material categories with multiple material types, including materials that do not have a common unit of measure.
- It ensures that producers of the same products face the same costs on a per-kilogram basis, so that the fee has no competitive impact on the consumer markets producers operate in.
- Instituting single flat or tiered flat fees would benefit large producers at the expense of smaller businesses.
- Assigning variable fees to producers based on the weight of materials supplied is aligned with the objectives of the government's producer responsibility regulatory framework to hold producers individually accountable and financially responsible for the products and packaging they supply to Ontario.

Through the business planning process, RPRA determines the activities required to achieve our strategic goals and objectives and continue to fulfill our mandate, and forecasts the resources required to deliver those activities. Program surpluses result from collecting revenues over and above the costs to deliver the program in a given year. RPRA applies surplus amounts to that same program's revenue requirement in the following years, with a goal of minimizing annual fee fluctuations. This approach will be retained for 2025. The fee review commencing in 2025 will consider how RPRA tracks its surpluses and deficits, and whether they should be tracked at the material category level for programs with multiple materials.

For 2025, \$1.2M in program surpluses from Blue Box, HSP, Lighting and ITT-AV program surpluses will be retained to stabilize future rates. However, during 2025, should program specific resources be required to support unanticipated compliance and enforcement activities over and above the 2025 approved budget, approval could be sought from the RPRA board of directors to utilize a program surplus or RPRA's operating reserve.

There is no budget increase proposed for the Excess Soil Registry program in 2025. However, while volume estimates for project area notices were more accurate in 2024 than previous years, they are still approximately 30% lower year-to-date in 2024 than staff predicted when 2024 fees were set. Revenues are also lower, partly because of volumes and partly because a substantial number of notices were filed before a scheduled fee increase in spring 2024. Lower volume estimates, plus the additional deficit recovery, are resulting in a proposed fee increase

for project area notices of 30%. Fee rates for Excess Soil Registry project area notices are higher for higher-volume projects in order to protect smaller businesses from undue fee burden.

Appendix C: Questions and answers

Questions received during the consultation webinars and RPRA's responses are recorded in the tables below. Questions have been organized by topic, and questions not relevant to this consultation have been excluded. Some questions were edited for length and clarity.

Cost allocation and budget

Fee model and application of surplus and deficits

RPRA's role, mandate and strategic goals for 2025

Proposed fees for the Hazardous Waste Program Registry

Proposed fees for the Tires Program

Proposed fees for the Blue Box and Hazardous and Special Waste Programs

Question	Response
What is the total contingency reserve by program?	RPRA does not fund program-specific contingency reserves. There is a single "operating reserve" for all programs to ensure sufficient cash flow throughout the year. Each program is allocated a contribution to RPRA's contingency reserve annually as part of the program's share of RPRA's total budget. As set out in the 2025 Business Plan , RPRA's 2025 total revenue requirement of \$27.2 M includes budgeted expenses of \$26.1M and an operating reserve contribution of \$1.1M. RPRA's operating reserve as a percentage of 2025 budgeted expenses is forecasted at 38%.
Registrants pay for the HWP Registry, but it seems that they have no input on the budget that drives the registrant fees...	As part of RPRA's annual business planning process, we consult on our proposed budget with MECP and various stakeholders, including RPRA's advisory councils, which include service providers, producers, and representatives of HWP and Excess Soil program registrants.
Will RPRA's budget increase by 5% every year?	RPRA's annual business plans include the budget for the coming year as well as high-level forecasts for two subsequent years. As set out in the 2025 Business Plan , the 2026 forecast provides for a budget increase of 5% over the 2025 budget, and the 2027 forecast provides for an increase of 5% over the 2026 forecast. However, these forecasts may change and our budget is not set to increase by 5% indefinitely. Our revenue requirements are determined annually based on the services and activities we need to resource to fulfill our mandate and strategic objectives.
Why do registry and IT costs continue to increase, and remain among RPRA's highest	The upfront costs of registry portal builds are amortized over 10 years. Portals have been built each year since 2019, and thus we continue to recover the amortized

<p>expenses? When are these expenses expected to decrease to zero or close to zero?</p>	<p>costs of these builds in 2025 and beyond. Technology assets also require software licensing costs, maintenance and enhancements to continue servicing registrants efficiently, easily and securely.</p>
<p>A 5% budget increase is substantial. What control measures are in place to reduce cost increases where feasible?</p>	<p>RPRA operates under an accountability framework that includes robust governance, proactive and transparent stakeholder engagement – including consulting our advisory councils and MECP on our budget and resourcing plans annually, and the rationale for budgetary changes year over year – transparency and cooperation with the ministry to ensure effective oversight, and public reporting on RPRA performance. We also have equitable procurement policies, and effective cost controls such as rigorous business cases for expenditures, as well as cost estimations, risk and mitigation analysis, expense variance tracking and reporting, and disciplined portfolio and project management on all registry projects.</p>
<p>RPRA staff demonstrate accountability to the public through the use of timesheets?</p>	<p>RPRA does not use timesheets. However, during our budget-setting process, we consult with MECP and our advisory councils on our budget, resourcing plan, and what is required to deliver on our mandate across all programs. We also report on compliance activities and metrics on our website and key performance indicators in our annual report.</p>
<p>Are common costs split proportionally between programs or evenly?</p>	<p>Common costs include:</p> <ul style="list-style-type: none"> • <i>Indirect expenses</i>, which are not directly related to program delivery and are needed for the overall organization's health and operations, including overhead expenses, and • <i>Shared service expenses</i>, which are incurred to deliver services to all or some of RPRA's programs. <p>Some indirect expenses are allocated based on a program's percent of total salaries and benefits, and some are shared equally across programs. Indirect expenses do not vary between programs and do not change regardless of the volume of activity in a given program.</p>

	<p>Some shared expenses are allocated across all programs based on a variety of cost drivers, including the number of registrants in the program, while other shared expenses are allocated to and divided among specific programs that incur the expense. Shared expenses vary between programs and change according to the volume of activity in a given program.</p> <p>Visit RPRA's Fees webpage for more information.</p>
<p>Are there detailed breakdowns on how RPRA spends its budget?</p>	<p>RPRA's annual business plans, available on our website, contain breakdowns of revenues and expenses budgeted for upcoming years. RPRA's annual reports, published on or just before June 1st each year, detail all RPRA's financial activities for the previous year.</p>
<p>Are RPRA board members compensated? There seems to be a large number of board members when compared to other entities with similar budgets. Why?</p>	<p>Board and staff compensation levels are posted to our website. The make-up of RPRA's board is set out in the Resource Recovery and Circular Economy Act, 2016. More information about our board and board members can be found on our board of directors webpage, and in our Operating Agreement with MECP.</p>
<p>Can the fees be changed/reduced if the 2025 budget has already been approved?</p>	<p>Proposed fee rates can be changed (and have historically changed in some cases) during the consultation period. Final fee rates are approved by RPRA's board toward the end of November, after the consultation period has closed. The fee proposal and RPRA's webinars discuss and solicit feedback on all fee inputs, which include:</p> <ul style="list-style-type: none"> - decisions about how to apply prior year surpluses or deficits to a program's revenue recovery target, - the predicted number of fee-paying program registrants and amount of material that will be reported as supplied to the Ontario market, - each program's revenue requirement derived from RPRA's budget, and - each program's fee model.
<p>What measures does RPRA use to report on effectiveness in achieving the objectives of the RRCEA and its regulations?</p> <p>For example, if producers are not in compliance, is the</p>	<p>A full list of RPRA's performance measures and KPIs can be found in RPRA's 2025 business plan. They include, among others, the percent of the previous year's reported supply tonnage submitted by registered producers by expected deadlines.</p> <p>Compliance activities and metrics, including the number of potential free riders by program, and the number of free</p>

<p>program considered to be adequately budgeted for?</p>	<p>rider cases closed, are reported annually on our Compliance Activities webpage.</p> <p>Through the business planning process each spring, RPRA determines the resources it needs to achieve its strategic objectives, including effective enforcement of RRCEA regulations.</p>
<p>Aside from asking the public for information, how much of the budget is used for RPRA to proactively identify "free riders" or other non-compliance issues?</p>	<p>A significant portion of RPRA's budget is for our human resources. It is the job of our skilled compliance staff to proactively identify free riders and other non-compliance issues. Our communications team also contributes to this effort through targeted outreach to obligated industry sectors. RPRA's business plan provides a breakdown of headcount by department.</p>
<p>here is a 12% increase in salary and benefits. Is RPRA adding resources?</p>	<p>As detailed in the 2025 business plan, our 2025 budget includes resources for seven new full time equivalent positions, for a total of 93 FTEs.</p>

Fee model and application of surplus and deficits

<p>When are tonnage fees applied? Our facility is only being charged manifest fees, and I could not find any additional information.</p>	<p>Tonnage fees are applied to certain types of hazardous waste that are generated and transferred, as per <u>Regulation 347: General – Waste Management</u>.</p> <p>Some types of waste are exempt from variable fees, so if you are only charged a manifest fee, it is likely that your facility is exempt from tonnage fees. To confirm your specific obligations under the regulation, please contact the Ministry of Environment, Conservation and Parks (MECP) at <u>HazardousWasteProgram@ontario.ca</u>.</p>
<p>If a private entity incorrectly estimates costs or revenue from a program, the entity is responsible for the deficit. If RPRA has incorrectly estimated revenues, why can RPRA pass this deficit on to regulated private entities forced to accommodate the error (deficit) in the initial estimate.</p>	<p>RPRA's actual expenses have historically been lower than approved budgets and any shortfall arose due to volume fluctuations in the producer supply markets, which are not within RPRA's control. As a cost recovery organization, fees charged to our regulated community are the sole source of funds to resource the delivery of RPRA's mandate, and shortfalls must also be recovered through fees. In deciding how to recover program deficits, RPRA considers how to minimize fee fluctuations year over year.</p>
<p>To what costs are the surpluses attributable? Meaning what expenses did not match up to the 2023 budget?</p>	<p>A surplus occurs when more fee revenue is collected than is required to cover a given program's actual costs for the same year. Lower than budgeted salary and benefit and professional fees expenses occurred in 2023. Additionally, in some programs, more supply tonnage was reported than was estimated. Both supply fluctuations and lower than budgeted expenses are the main factors in the accumulation of program surpluses and deficits. Program surpluses are used to reduce program revenue requirements in future years, with a goal of minimizing fee fluctuations.</p>

<p>Will a future surplus from oil container fees be given back to oil container producers, or will it be part of a generic HSP surplus fund?</p> <p>Are surpluses tracked by material (e.g. oil containers) or program (e.g. HSP)?</p>	<p>Surpluses are tracked at the HSP program level, rather than at the material category level. This means fees are tracked against the overall revenue requirement for the HSP program, and future surpluses would be applied to that overall revenue target before it is allocated between obligated materials.</p>
<p>Is the \$900K+ surplus from Batteries and Electronics in 2024 separate from the 2023 surplus shown on the previous slide, or does the \$900K represent the combined surplus from both years?</p>	<p>There is a \$900K surplus related to Batteries and Electronics from 2023, and RPRA is proposing to apply \$617K of that surplus to the cost recovery target for Batteries and Electronics for 2025.</p>
<p>For programs where performance has declined, shouldn't surpluses be used to address these issues first, rather than reducing fees?</p>	<p>During each business planning cycle, RPRA evaluates its ongoing resource needs, including needs for resources to support compliance activities and actions.</p> <p>Program surpluses result from collecting revenues over and above the costs to deliver the program in a given year. RPRA applies surplus amounts to that same program's revenue requirement in the following years, in part to minimize annual fee fluctuations.</p>
<p>Will there be more information about improvements to billing and payment?</p>	<p>Yes, RPRA is currently working with a vendor who specializes in payment processes to explore improvements. Some registrants received a survey to provide feedback on challenges with the current billing and payment system and suggest opportunities for improvement. Our goal is to make paying RPRA invoices easier and reduce the burden on registrants.</p>

RPRA’s role, mandate and strategic goals for 2025

Question	Response
<p>Who oversees the producer-funded programs outside of RPRA programs?</p>	<p>In Ontario, RPRA is responsible for compliance and enforcement of producer responsibility programs under the <i>Resource Recovery and Circular Economy Act, 2016</i>.</p> <p>The Ministry of Environment, Conservation and Parks oversees compliance and enforcement related to obligations to register on the Hazardous Waste Program and Excess Soil registries.</p> <p>Other producer funded programs exist outside of RPRA’s jurisdiction. Programs in the United States, Europe, and other Canadian provinces are overseen by different organizations.</p>
<p>How do you determine whether RPRA’s registry services ‘provide value’?</p>	<p>We’ve heard from our registrants via our registrant surveys and from our advisory councils that registry services provide value when they are user-friendly and efficient, and equip the user to meet their regulatory requirements. Frontline service, whether by email or phone, should be responsive and timely. In 2025, RPRA will introduce enhancements to our service delivery model, including the development of a service standard.</p>
<p>If it is MECP that does enforcement, what is meant by effective enforcement as part of RPRA's strategic goals?</p>	<p>RPRA’s strategic goal regarding effective enforcement relates to enforcing the requirements of producer responsibility regulations under the RRCEA, and excludes the HWP and Excess Soil Registry programs, for which the MECP provides compliance and enforcement.</p>
<p>What is the timeline for open inspection cases to be resolved?</p>	<p>RPRA is testing service standards, including the time it takes to close cases of known noncompliance. More information will be communicated about our service standards in 2025.</p>
<p>Why would RPRA, who is not funded by the government, execute mandates driven by provincial laws?</p>	<p>RPRA was created under the <i>Waste Free Ontario Act</i> and <i>Resource Recovery and Circular Economy Act, 2016</i> as a delegated administrative authority. Our website and the acts themselves provide more information on our establishment and role. Our operating agreement with MECP is also available to read in the Corporate Documents section of our website.</p>
<p>Many stakeholders are not feeling positive impacts from the RPRA program – what is</p>	<p>The key new activities planned for 2025 to help RPRA progress towards our strategic objectives, which include improved registry services, effective compliance actions</p>

<p>RPRA doing to show its impact and what is the plan to improve?</p>	<p>and timely public information about waste, recovery and our compliance actions, are laid out in the 2025 Business Plan. They include activities to implement a service delivery standard, enhance the industry knowledge of our front line staff, prioritize our compliance and enforcement activities where the greatest risks exist, review and enhance our billing and payment processes, and expand our public reporting.</p>
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Proposed fees for the Hazardous Waste Program Registry

Question	Response
<p>Will annual fees be due when annual renewals are completed?</p>	<p>Fees for the HWP Registry are billed through monthly invoices. The HWIN program operated by MECP required annual payments along with submission of paper manifests. The payment structure for the HWP Registry that RPRA operates is different. There is no longer an annual registration fee, and users receive invoices monthly.</p>
<p>Who enforces the requirements of the HWP Program? RPRA, MECP, or a mix of both?</p>	<p>The Minister of Environment Conservation and Park's directed RPRA to build and service the HWP Registry, including providing support to registrants to use the registry to report on the transfer of hazardous waste. RPRA has no compliance, enforcement or auditing role. The MECP is responsible for supporting compliance with requirements and enforcing the regulation.</p>
<p>What resources are available on how to use the HWP Registry?</p>	<p>Resources including how-to videos, simulations and guidance documents tailored to generators, authorized generator delegates, carriers and receivers are available from the HWP program section of our website.</p>
<p>Could a list of carriers and the waste classes they are registered to carry be created?</p>	<p>RPRA currently publishes a list of generator facilities, along with their addresses and associated waste classes to its website. RPRA is preparing to publish a downloadable Excel file containing generator, carrier and receiver information, including waste classes, along with manifest data submitted to the HWP registry in 2023. A 2024 data set will be published in 2025.</p>

Proposed fees for the Excess Soil Registry

<p>What enforcement activities did RPRA undertake between 2023 to 2024 that warranted a 500+% increase in rates? Why is an additional fee increase warranted for 2025?</p>	<p>MECP is responsible for compliance and enforcement activities related to the Excess Soil Registry program. RPRA is responsible for building and maintaining the Excess Soil Registry and providing service and support to registrants to help them use the portal. Activities related to compliance and enforcement would not affect the cost recovery target for the Excess Soil Registry program because RPRA only recovers costs for the activities it undertakes.</p>
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	<p>The fee increase between 2023 and 2024 was due in large part to the need to recover a deficit the Excess Soil Program that was incurred in 2022 and 2023. The number of filings and quantity of soil recorded in the Excess Soil Registry in 2023 were significantly lower than what was predicted when the registry launched. There was also a pause in the requirement to use the registry from part way through 2022 to the beginning of 2023.</p> <p>In 2025 we are still working to recover that deficit (full recovery is spread over five years) and the number of filings and volume of soil are still lower than predicted based on 2023 filings and volumes, warranting an increase to avoid incurring further deficit.</p>
<p>It has been my observation that the increased fees have had the unfortunate effect of actually pushing private industry more 'underground.' Less and less private land owners are reaching out for consulting services, while the 'good actors' seem to be the one's facing enforcement. Can RPRA confirm that enforcement moving forward will focus on source sites which are no on the Registry?</p>	<p>MECP is responsible for compliance and enforcement for the Excess Soil Registry program. In addition to building and maintaining the registry and supporting registrants to file notices, RPRA is taking action to try to reach Ontario businesses that may not have already heard about the registry and communicate to them about how to use it.</p>
<p>Are excess soils fees paying for blue box programs?</p>	<p>No. Excess soil fees cover direct costs related to the excess soil program, and a portion of common costs allocated based on RPRA’s cost allocation methodology, which uses cost drivers including number of registrants to fairly allocate shared and indirect costs among registry programs. For more details on the breakdown of costs in 2025, please view the Excess Soil webinar presentation.</p>
<p>Are there any plans to improve the usability of the website to make it easier to find reuse sites? For example, with a map?</p>	<p>There are no immediate plans for major enhancements to the Excess Soil Registry. As a cost recovery organization, any enhancements to our registry would require additional direct costs to the Excess Soil Registry program, which would be borne by registrants through their fees to RPRA. The benefit of any potential enhancement will be carefully weighed against its cost to registrants.</p>

<p>A loss of revenue from the government pausing the requirement to use the registry should not be a cost that the registrants should have to cover.</p>	<p>RPRAs developed a purpose-built registry for Excess Soil program, and as a cost recovery organization, RPRAs must recover all costs associated with its development and maintenance, as well as the cost of providing service to registrants, regardless of the factors affecting those costs.</p>
<p>Is there any information available that explains prior year fee increases?</p>	<p>The Registry portal costs for the Excess Soil Registry program are amortized over ten years, and will be recovered by the end of 2032. A deficit resulting from revenue shortfalls from 2021 to 2023 will be recovered by the end of 2028. RPRAs goal is to minimize fee fluctuations for registrants, and recover RPRAs costs within 5% of annual budgets. As the program matures, the number of filings and the soil volume registered annually are expected to become more predictable. Detailed information about 2022 and 2023 fees is available through prior year consultation materials.</p>
<p>Once the excess soil registry is running at a net-zero, will there still be annual increases to do with overall increases to RPRAs operating budgets?</p>	<p>It is not possible to say with certainty that increases will be unnecessary when the program is running at net-zero. Overall budget increases attributed to factors such as inflation could still cause the Excess Soil budget to increase to a degree. RPRAs goal is to minimize annual fluctuations, and the cost allocation methodology divides costs amongst our programs in a manner that accounts for their size and draw on RPRAs resources.</p>
<p>Is there any information available that explains prior year fee increases?</p>	<p>RPRAs annual business plans, available on our corporate documents webpage as well as previous fee consultation materials have detailed information on previous years' budgets and fee proposals.</p>
<p>I've heard there are notices filed on the Excess Soil Registry for projects that are actually exempt from the requirement to file.</p>	<p>RPRAs does not conduct compliance and enforcement activities for the Excess Soil Regulation. Anyone who files a complete notice on the Excess Soil Registry will receive an invoice from RPRAs. Regardless of whether a registrant is obligated to file a notice under the Excess Soil Regulation, their notices are accepted and invoices are generated. RPRAs does not have the ability nor the responsibility to determine whether a registrant is obligated to file a notice.</p>

Proposed fees for the Tires Program

<p>What does RPRA do in terms of minimizing the environmental impact of tire waste?</p>	<p>RPRA is the Ontario regulator responsible for enforcing Ontario's regulations under the RRCEA. For tire waste, producers are required to set up collection systems that meet accessibility requirements and achieve specific recycling targets based on how many tires they supply in Ontario. It's the producers' responsibility to meet those targets and divert tires from landfills, while RPRA administers and ensures they comply with these regulations.</p> <p>For more information, visit our tires webpage.</p>
<p>How are you estimating a 6% decrease in 2025 reported tire supply? Have you validated this with the tire industry?</p>	<p>Our estimated tire supply for 2025 is based on a rolling three year average of reported supply for in 2021, 2022 and 2023. Tire supply reported to RPRA has been decreasing for the past three years.</p> <p>If you have any supporting information that would help us with our supply estimates, please contact consultations@rpra.ca.</p>
<p>Does your 2025 projected tonnage volume include imported offshore commercial tires? Additionally, how effectively are the monitoring and enforcement measures in place to ensure accurate reporting and fee collection on these offshore imported tires?</p>	<p>Our projected tonnage volume includes anything reported as supplied to the Ontario market in previous years.</p> <p>Producers must follow specific reporting and verification procedures, and our compliance officers conduct inspections to ensure accurate reporting and fee collection. If you have any information on "free riders" (businesses not complying with the regulations), you can report it to our compliance team at registry@rpra.ca.</p>
<p>How do these tire fee changes impact municipalities?</p>	<p>RPRA's tire program fees do not impact municipalities directly. RPRA fees are paid by producer businesses – manufacturers, importers, distributors or retailers of obligated tires.</p>
<p>Why are we paying more per tire when less tires are being wasted?</p>	<p>Our variable per-tire fee goes up when the number of tires supplied declines. It is designed to recover our costs to operate the program, regardless of how many tires are supplied to the Ontario market.</p>
<p>Tire "program" costs are increasing by approximately 3% (net of the 2023 surplus refund), but as a result of lower</p>	<p>Correct. The increase to the Tires variable per tire rate is a result of an increase to the program's allocation of RPRA's overall revenue target, and a decrease in the estimated number of tires expected to reported to RPRA in 2025. The Tires webinar presentation contains further detail.</p>

<p>projected supply in 2025, the fee rate is increasing by 10%. Is this correct?</p>	
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Proposed fees for the Blue Box and Hazardous and Special Waste Programs

<p>Who needs to use the Blue Box facilities portal?</p>	<p>Certain facilities including multi-residential buildings, long-term care homes, and other eligible sites, will be part of the common collection system beginning in 2026, and will use the Blue Box facilities portal to register.</p>
<p>What do the Blue Box program fees pay for? Is it for recycling waste?</p>	<p>RPRA charges fees to regulated parties to recover costs for building and operating registries, providing service to registrants, and for undertaking compliance and enforcement activities for producer responsibility programs.</p> <p>Blue Box producers with management requirements are required to fund and operate a collection and management system for obligated materials. Producers can fulfil these obligations individually, or contract directly with a producer responsibility organization (PRO) and pay the association PRO fees (also referred to as material management fees).</p>
<p>Has there been a change in the total number of Blue Box material producers from 2023 to 2024?</p>	<p>Producer numbers in all programs fluctuate year over year as participants entering or exiting the market or changing their businesses, and because of free riders who were previously un-registered being brought into compliance.</p>
<p>Will the 2025 HSP costs be aligned with the proposed amendments to the HSP regulation (e.g. Category B refillable containers moving to Category E)?</p>	<p>The 2025 fees are based on the published regulations. If any future regulatory amendments impact fees, the fee rates or models can be adjusted.</p>