

**REGIONAL DISTRICT OF NANAIMO  
SOLID WASTE MANAGEMENT SELECT COMMITTEE MEETING**

**TUESDAY, February 9, 2016, 12:00 PM – 2:00 PM  
RDN Committee Room**

**A G E N D A**

**PAGES**

**CALL TO ORDER**

**DELEGATIONS**

**MINUTES**

2-3                      Solid Waste Management Select Committee held December 2, 2015.

**BUSINESS ARISING FROM THE MINUTES**

4-7                      Select Committee Revised Terms of Reference.

**COMMUNICATIONS/CORRESPONDENCE**

8-9                      Progressive Waste Solutions Merger with Waste Connections.

**UNFINISHED BUSINESS**

**ADVISORY COMMITTEE**

10-14                    Minutes; Regional Solid Waste Advisory Committee meeting held  
November 26, 2015.

15-18                    Minutes; Regional Solid Waste Advisory Committee meeting held  
January 14, 2016.

**REPORTS**

19-28                    AVICC Special Committee on Solid Waste Management – Support for Priorities.

29-33                    Curbside Recycling Collection – Resident Education and Outreach.

**PRESENTATION**

Status Update on SWMP Review Process. (L. Gardner)

**ADDENDUM**

**BUSINESS ARISING FROM DELEGATIONS OR COMMUNICATIONS**

**NEW BUSINESS**

**ADJOURNMENT**

**REGIONAL DISTRICT OF NANAIMO**

**MINUTES OF THE SOLID WASTE MANAGEMENT SELECT COMMITTEE  
MEETING HELD ON WEDNESDAY, DEC. 2, 2015 AT 1:30 PM  
RDN COMMITTEE ROOM**

**Present:**

Director J. Stanhope	Chairperson
Director A. McPherson	Electoral Area 'A'
Director H. Houle	Electoral Area 'B'
Director M. Young	Electoral Area 'C'
Director B. McKay	City of Nanaimo
Director T. Westbrook	Town of Qualicum Beach

**Also in Attendance:**

D. Trudeau	Gen. Mgr., Transportation & Solid Waste Services, RDN
P. Thorkelsson	CAO, RDN
L. Gardner	Manager of Solid Waste, RDN
S. Horsburgh	Senior Solid Waste Planner, RDN
R. Graves	Recording Secretary, RDN
J. Hastings	Non-Profit Representative

**Regrets:**

Director B. Yoachim	City of Nanaimo
Director J. Kipp	City of Nanaimo
Director M. Lefebvre	City of Parksville

**CALL TO ORDER**

The meeting was called to order at 1:33pm by the Chairperson.

**MINUTES**

MOVED Director Houle SECONDED Director Westbrook that the minutes from the Solid Waste Select Committee meeting held October 7, 2015 be received. CARRIED

**BUSINESS ARISING FROM THE MINUTES**

**COMMUNICATIONS/CORRESPONDENCE**

**UNFINISHED BUSINESS**

**ADVISORY COMMITTEE**

MOVED Director McPherson, SECONDED Director McKay, that the following Advisory Committee minutes and Agenda be received for information only.

Minutes of the Regional Solid Waste Advisory Committee meeting held Thursday, November 5, 2015.

Agenda for the Regional Solid Waste Advisory Committee meeting held Thursday, November 26, 2015.

CARRIED

## REPORTS

### PRESENTATION

#### **Solid Waste Management Plan Review Update – *Where Are We, How We Got Here and What Are The Next Steps?***

L. Gardner provided an overview on the level of service discussions by the Regional Solid Waste Advisory Committee in the areas of non-deposit glass at curbside, yard and garden waste at curbside, compliance and enforcement at curbside, Share Sheds and EPR Stewardship Depots at regional facilities. The overview included the estimated waste diversion and cost for each service option. As well, the RSWAC support for each option was ranked as high, medium or low.

MOVED Director Westbrook SECONDED Director Young that the Solid Waste Management Plan Review Update be received.

CARRIED

MOVED Director McPherson SECONDED Director Westbrook that staff be directed to prepare a report recommending amendments to the Terms of Reference of the Solid Waste Management Select Committee to add the responsibility of providing advice and recommendations to the Board regarding Solid Waste Services operations, in addition to its current role as it relates to the Solid Waste Management Plan review process.

CARRIED

### NEW BUSINESS

### ADJOURNMENT

Moved Director Westbrook SECONDED Director Young that the meeting be adjourned.

CARRIED

### NEXT MEETING

Next SWMSC meeting will be February 9, 2016.

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CHAIRPERSON

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**TO:** Larry Gardner  
Manager, Solid Waste Services

**DATE:** January 29, 2016

**FROM:** Jeff Ainge  
Zero Waste Coordinator,  
Solid Waste Services

**MEETING:** SWMSC, February 9, 2016

**FILE:** 0360-20-SWMSC

**SUBJECT:** Solid Waste Management Select Committee – Revised Terms of Reference

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### **RECOMMENDATION**

That the Select Committee approves the Solid Waste Management Select Committee (SWMSC) revised Terms of Reference (January 27, 2016).

### **PURPOSE**

To provide the SWMSC with a revised Terms of Reference for approval.

### **BACKGROUND**

As part of the Solid Waste Management Plan (SWMP) review process, the SWMSC was established in 2014 to act as a liaison between the Board and the combined public and technical advisory committee (the Regional Solid Waste Advisory Committee). The original intent was for the SWMSC to exist during the SWMP review noting that it may continue for purposes of oversight during the plan implementation.

The SWMSC, at its December 2, 2015 meeting discussed the complexity and importance to the community of the solid waste function and the relationship between planning for future program delivery and on-going operations. As a consequence, the SWMSC passed the following motion:

*That staff be directed to prepare a report recommending amendments to the Terms of Reference of the Solid Waste Management Select Committee to add the responsibility of providing advice and recommendations to the Board regarding Solid Waste Services operations, in addition to its current role as it relates to the Solid Waste Management Plan review process.*

In response to that motion a revised Terms of Reference has been prepared for the SWMSC's consideration. The Terms now clearly state the purpose of the SWMSC is to provide oversight for the SWMP update, Plan implementation and delivery of the Solid Waste Services function. The revised Terms of Reference (January 27, 2016) are attached.

### **ALTERNATIVES**

1. Approve the Solid Waste Management Select Committee revised Terms of Reference (January 27, 2016) as presented.

- 2. Approve the Solid Waste Management Select Committee revised Terms of Reference (January 27, 2016) as presented with amendments.

**FINANCIAL IMPLICATIONS**

There are no financial implications associated with approving the revised Terms of Reference as the change only increases the scope of the Select Committee’s oversight.

**STRATEGIC PLAN IMPLICATIONS**

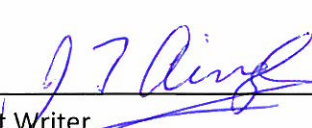
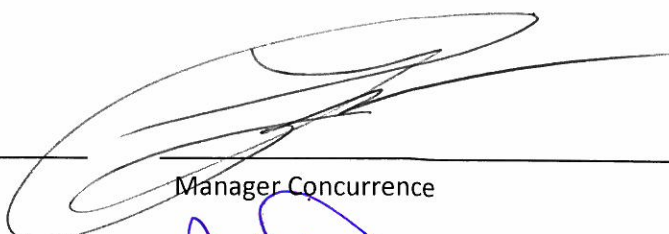


The current RDN Strategic Plan includes statements and action items recognizing the need to plan and consider future options for waste management, disposal and facility development to meet the needs of a growing population.

**SUMMARY**

The SWMSC was established in 2014 to act as a liaison between the Board and the combined public and technical advisory committee appointed to assist with the SWMP review. At its December 2, 2015 meeting the SWMSC discussed amending the Terms of Reference to add the responsibility of providing advice and recommendations to the Board regarding Solid Waste Services operations, in addition to its current role with the SWMP review process. A revised Terms of Reference reflecting those changes has been prepared.

**RECOMMENDATION**

That the SWMSC approves the SWMSC revised Terms of Reference (January 27, 2016).

 _____ Report Writer	 _____ Manager Concurrence
 _____ General Manager Concurrence	 _____ CAO Concurrence

## REGIONAL DISTRICT OF NANAIMO

### SOLID WASTE MANAGEMENT SELECT COMMITTEE TERMS OF REFERENCE

January 27, 2016

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#### 1.0 BACKGROUND

The Province of BC requires all Regional Districts to have a Solid Waste Management Plan (SWMP). The Regional District of Nanaimo's (RDN) first SWMP was prepared in 1988 and was subsequently updated in 1996 and 2004. The current update of the SWMP that is underway began in December 2013 and is expected to be completed by the end of 2016.

As part of the plan review process, the Solid Waste Management Select Committee (SWMSC) was established in 2014 to act as a liaison between the Board and the combined public and technical advisory committee which is named the Regional Solid Waste Advisory Committee (RSWAC). The original intent was for the SWMSC to exist during the SWMP review noting that it may continue for purposes of oversight during the plan implementation.

In December 2015, the SWMSC discussed the complexity and importance to the community of the solid waste function and the relationship between planning for future program delivery and on-going operations. As a consequence, a motion was passed to add the responsibility of providing advice and recommendations to the Board regarding Solid Waste Services operations, in addition to that of the Solid Waste Management Plan review process.

#### 2.0 PURPOSE

The purpose of the Solid Waste Management Select Committee is to:

- Provide political oversight of the SWMP review and act as a liaison between the RSWAC and the Regional Board; and,
- Provide political oversight on delivery of the of solid waste function and monitor implementation of the SWMP.

#### 3.0 RESPONSIBILITIES

The SWMSC's responsibilities are:

- To liaise with and make recommendations on behalf the RSWAC to the Regional Board;
- To pursue matters referred to the SWMSC by the RSWAC and ensure the effective exchange of information with the Regional Board; and,
- To identify problems, issues and opportunities and ensure that the Solid Waste Services function meets the community needs, and, provide advice and recommendations to the Regional Board in this regard.

#### **4.0 COMPOSITION**

- The Committee is comprised of a minimum of seven RDN Directors with a mix of municipal and electoral area representation; and,
- The Board Chair will appoint committee members and Chair.

#### **5.0 MEETINGS**

- The Committee meets approximately every second month; and,
- The General Manager responsible for Solid Waste Services will assign staff to support the Committee including the coordination of agendas, minutes and staff contacts for Committee members.

#### **6.0 TERM**

The SWMSC is ongoing and will provide oversight for the SWMP update, Plan implementation and delivery of the Solid Waste Services function.

# ***Texas-based Waste Connections to take over Ontario's Progressive Waste Solutions***

BY DAVID PADDON, THE CANADIAN PRESS



Progressive Waste Solutions has agreed to a friendly deal that will see the Canadian waste management company merged into a new business that's controlled by shareholders and management of Texas-based Waste Connections.

The deal — a type of stock transaction known as a reverse takeover — will create a new Canadian corporate entity that's 70 per cent owned by shareholders of Waste Connections and 30 per cent by shareholders of Progressive Waste.

The nature of the transaction, which will leave the Canadian operations largely intact and divest certain American holdings, takes advantage of Progressive's low corporate tax rate and Waste Connection's high level of tax deductions.

"Some of that could have been lost if we had structured it with a traditional Waste Connections acquisition of Progressive," Ronald Mittelstaedt, Waste Connections chairman and CEO, told analysts in a conference call.

"We sort of achieved the best of both companies' tax situations from the way the structure is thus derived. It's pretty straightforward after that."



The deal will also require minimal regulatory involvement on either side of the Canada-U.S. border. Competition authorities aren't expected to raise objections because there's little overlap between the two companies' operations, he said.

Mittelstaedt said the combined company will generate about 15 per cent of its revenue in Canada through Progressive, 25 per cent from what is now Waste Connections' west region, 25 per cent from its east region and 25 per cent from a new south division that includes parts of both companies.

"They have a leading market position in virtually every area they are in within Canada," Mittelstaedt said.

Similarly, in Texas and Florida, the Canadian company has a fully integrated collection and disposal business in a leading market position and "you could make the same statement about Louisiana, their position in Missouri."

The companies expect to cut US\$50 million in sales and administration expenses and "accelerate Progressive Waste's progress in turning around certain underperforming markets in the U.S. that have hampered them in 2015."

The announcement comes two weeks after Progressive confirmed it was reviewing its strategic options.

Based on Monday's closing stock price in New York, Progressive's stock was worth US\$2.8 billion and Waste Connections (NYSE:WCN) was worth about US\$6.24 billion as stand-alone companies.

Progressive's shares rose after stock markets opened, gaining about four per cent in Toronto and eight per cent in New York. Waste Connections shares were up about five per cent.

Waste Connections is based in Woodlands, Texas — north of Houston — and it operates in 32 states.

The companies say the current management of Waste Connections will lead the combined company, which will maintain a Canadian headquarters in the Toronto area.

**REGIONAL DISTRICT OF NANAIMO  
REGIONAL SOLID WASTE ADVISORY COMMITTEE MEETING  
HELD ON THURSDAY, NOVEMBER 26, 2015  
BOARD CHAMBERS**

**Present:**

Alec McPherson	Chair, RDN Director
Jim Kipp	Deputy Chair, RDN Director
Frank Van Eynde	Member at Large
Derek Haarsma	Business Representative
Jan Hastings	Non Profit Representative
Jim McTaggart-Cowan	Member at Large
Craig Evans	Member at Large
John Finnie	Member at Large
Gerald Johnson	Member at Large
Michele Green	Member at Large
Amanda Ticknor	Member at Large
Larissa Coser	Community Representative
Stewart Young Jr.	Business Representative

**Also in Attendance:**

Maureen Young	RDN Director
Larry Gardner	Manager of Solid Waste, RDN
Rebecca Graves	Recording Secretary, RDN
Sharon Horsburgh	Senior Solid Waste Planner, RDN
Meghan Larson	Special Projects Coordinator, RDN
Dennis Trudeau	GM, Transportation & Solid Waste Services, RDN

**Regrets:**

Chief & Council	Nanoose First Nation
Chief & Council	Snuneymuxw First Nation
Glenn Gibson	Island Heath
Al Leuschen	Ministry of Environment
Karen Muttersbach	Environment Canada
Michael Recalma	Qualicum First Nation
Fred Spears	District of Lantzville
Michael Tripp	Business Representative
Wally Wells	Business Representative
John Marsh	Town of Qualicum Beach
Ed Walsh	Waste Management Industry
Ellen Ross	Member at Large
Charlotte Davis	City of Nanaimo
Jeff Ainge	Zero Waste Coordinator

**CALL TO ORDER**

The Chairperson called the meeting to order at 5:03 PM and respectfully acknowledged the Coast Salish Nations on whose traditional territory the meeting took place.

## DELEGATES

### **Darlene Arksey, Administrative Assistant, Woodgrove Centre**

D. Arksey gave a verbal presentation on Woodgrove Centre's Corporate Sustainability Policy and their recycling program. In the spring, a company comes to the Centre and performs a waste audit. Woodgrove facilities staff provides education to their retail tenants however, their biggest challenge is trying to get customers, retailers and staff on board with recycling. Retailers are concentrating on selling not sorting recyclables and the majority of stores lack the space for storing recyclables for collection. The Centre has 30 – 95 gallon totes for organics which are changed out twice a week or more if needed. The loading bays have 6 blue bins for recycling and organic bins are available in the back hallways in the food court for tenants to dispose of their organics. Garbage is gathered from retailers and is sorted through, pictures are taken and then the retailers are approached to review what could have been recycled.

J. McTaggart-Cowan asked if she is aware of the recycling efforts in other malls.

D. Arksey responded she is unsure of the level of recycling at Nanaimo North and Country Club Mall.

C. Evans questioned if the expansion plans for Woodgrove Centre include resolving the lack of space or storage issue?

D. Arksey explained that the Centre is not expanding but renovating which includes new tile and lighting changes, etc.

J. Hastings questioned if it was mandatory or optional for the businesses to recycle?

D. Arksey replied that the Centre tries to make it mandatory when new leases are signed. There are strict rules but enforcement doesn't occur as they don't have the staff to enforce.

J. Hastings enquired if one of the options was to have local government regulate businesses and what do you think it should look like to be useful?

D. Arksey replied that the attitude is that once the recycling is put into the Centre's bins it is no longer the retailer's responsibility and even if legislation was put into place it would be hard to enforce. The fact that the Centre's diversion rate has increased shows improvement.

D. Haarsma enquired if their shopping mall in Alberta was actually recycling or landfilling?

D. Arksey commented she wasn't sure but would find out and forward that information to him.

J. McTaggart-Cowan commented that his observation on EPR is that it is not working because the retailers are part of the production side and EPR is producer responsibility not consumer responsibility. The retailers aren't recognizing that part of their business is to manage materials put out there that end up as waste.

J. Kipp stated that Nanaimo malls are the biggest tax payers as well as large generators of waste and have the potential to recycle more and should be receiving assistance from the City or the region.

**Larissa Coser, Zero Waste Nanaimo**

L. Coser from Zero Waste Nanaimo provide a Presentation on how Zero Waste works and the Zero Waste Hierarchy. Some principles and practical steps towards zero waste include:

1. Adopt the Zero Waste definition of ZWIA
2. Establish targets and a timeline
3. Engage the whole community
4. Demand decision makers manage resources not waste
5. Educate residents, businesses and visitors
6. Build Residual Separation and Research Facilities
7. Develop New Rules and Incentives to move towards ZW
8. Remove government subsidies for wasting
9. Support Zero Waste Procurement
10. Expand Zero Waste Infrastructure
11. Challenge Businesses to lead the way to Zero Waste.

L. Coser described Zero Waste in Action which includes community engagement and education within businesses, waste management at events, product and packaging information for the public and being the voice of Zero Waste to local government. Industrial, commercial and institutional sectors produce more than half of our waste and one question is how can we change the behavior of these large waste generators and help them get to Zero Waste? This would include waste audits, toolkits, Green Teams, Industry experts and consultants and education that supports regulations & bans.

G. Johnson questioned what cost would the community be willing to bare to achieve zero?

L. Coser replied that 69% surveyed were willing to pay more and if we know our goal is zero waste we know how to target our resources.

G. Johnson mentioned he believes we should be looking at introducing a grant application process for community groups and other organizations like Zero Waste Nanaimo, and consider it as a recommendation.

J. McTaggart-Cowan questioned what rules are there within the RDN to make sure the RDN is only purchasing recyclable/returnable items and avoiding generating waste?

D. Trudeau replied that the RDN does not have a formal purchasing policy for purchasing recycled/returnable items but rather our polices ensure, on the financial side, that we are giving value to the taxpayers and making sure we use the competitive bid process.

J. Kipp commented that zero waste has always been a vision for the community and it is an ethical decision to aim for 100% waste diversion.

L. Coser questioned if it would be possible to put a vote forward on using zero waste as a road map for the decisions made in the Committee?

A discussion ensued around the topic of zero waste and how it should be included in the future Solid Waste Management Plan.

D. Trudeau advised the committee that a staff report will be prepared outlining the RDN's current zero waste plan and brought forward to the next meeting.

## MINUTES

MOVED J. McTaggart-Cowan, SECONDED G. Johnson, that the minutes from the meeting of the Regional Solid Waste Advisory Committee regular meeting held November 26, 2015, be adopted. CARRIED

J. McTaggart-Cowan requested that his comment regarding adding a status quo option for the in the electronic polling exercise be reflected in the November 5, 2015 minutes.

L. Gardner commented that minutes would be amended accordingly.

## BUSINESS ARISING FROM THE MINUTES

G. Johnson conducted some independent research on glass recycling in the US and shared the following findings with the committee: glass is being used as a component in aggregate, in concrete and asphalt and also as glass pellets for sandblasting. G. Johnson requested that the RDN do further research and find similar ways to use recycled glass content.

A. McPherson noted that the RDN does not have a highway facility and this research would fall under Ministry of Transportation's jurisdiction.

## COMMUNICATIONS/CORRESPONDENCE

MOVED G. Johnson, SECONDED J. McTaggart-Cowan, that the following communications / correspondence be received. CARRIED

NextUse Presentation to RDN Letter July 2015.

Residual Management Scope of Work Staff Report Nov. 2015.

Solid Waste Management Plan Community Consultation Summary Report.

## UNFINISHED BUSINESS

### REPORTS

#### **Technical Memorandum: Share Shed Programs at Regional District of Nanaimo Solid Waste Facilities. (S. Horsburgh)**

S. Horsburgh introduced a slide presentation on Share Shed programs at Regional Waste Facilities. Share Sheds give customers the opportunity to set aside items in good condition for re-use by others instead of landfilling as this may result in higher waste diversion.

Installing Share Sheds would have a number of short term costs including site preparation, engineering, buildings and signage and capital costs at the two facilities could be approximately \$13,000. It is estimated that annual operating costs could be approximately \$190,000 per annum for the two sites.

The RSWAC made the following comments on the presentation:

- agreed that a Share Shed type program is an excellent idea but not to be located at regional facilities.
- Nanaimo already has other options provided by social service organizations in the community.
- A share Shed at a Regional facility should not be operated by the RDN but possibly operated by a non-profit organization.

**Technical Memorandum: EPR Materials at Regional District of Nanaimo Solid Waste Facilities.  
(M. Larson)**

M. Larson presented a slide presentation on the RDN introducing EPR recycling program at the Regional Landfill and CRTS for products such as packaging, cell phones, & batteries.

Currently, there are several for-profit and non-profit depots in the Nanaimo and Parksville areas where EPR items are accepted. Taking on EPR at the regional facilities could negatively impact revenue at these facilities that depend on the materials collected from EPR programs. Collection rebates are offered by some programs, and help to offset the costs of providing this service.

The introduction of EPR programs at the sites would have a number of short term costs including site preparation, engineering, new equipment, buildings and signage. The preliminary cost is estimated at \$250,000 to accommodate increased recycling. Over the long term there would be additional labour costs in providing two additional personnel. It is estimated that there would be an additional cost of \$380,000 per annum to staff the expanded recycling at both regional facilities.

Discussion on this item will take place at the next RSWAC meeting under unfinished business.

**ADDENDUM**

J. McTaggart-Cowan introduced the topic of challenges with source separation faced by the IC&I sector that hasn't been addressed. Given the nature of the size of the sector the need for a report with solid statistics on categories, breakdowns of the IC&I sector, and classes of the groups involved is needed.

L. Gardner replied that staff report is currently developing a report and it will be sent out in advance for the next meeting.

D. Haarsma's comments on the IC&I sector will be presented at a future meeting.

**SOLID WASTE MANAGEMENT SELECT COMMITTEE MEETING MINUTES**

**NEW BUSINESS**

**ADJOURNMENT**

MOVED J. McTaggart-Cowan, SECONDED G. Johnson, that this meeting be adjourned.

  
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CHAIRPERSON

**REGIONAL DISTRICT OF NANAIMO  
REGIONAL SOLID WASTE ADVISORY COMMITTEE MEETING  
HELD ON THURSDAY, JANUARY 14, 2016  
BOARD CHAMBERS**

**Present:**

Alec McPherson	Chair, RDN Director
Frank Van Eynde	Member at Large
Jan Hastings	Non Profit Representative
Jim McTaggart-Cowan	Member at Large
Craig Evans	Member at Large
John Finnie	Member at Large
Gerald Johnson	Member at Large
Amanda Ticknor	Member at Large
Michael Tripp	Business Representative
Wally Wells	Business Representative
Geoff Goodall	City of Nanaimo

**Also in Attendance:**

Maureen Young	RDN Director
Larry Gardner	Manager of Solid Waste, RDN
Rebecca Graves	Recording Secretary, RDN
Sharon Horsburgh	Senior Solid Waste Planner, RDN
Meghan Larson	Special Projects Coordinator, RDN
Dennis Trudeau	GM, Transportation & Solid Waste Services, RDN

**Regrets:**

Chief & Council	Nanoose First Nation
Chief & Council	Snuneymuxw First Nation
Glenn Gibson	Island Heath
Al Leuschen	Ministry of Environment
Karen Muttersbach	Environment Canada
Michael Recalma	Qualicum First Nation
Fred Spears	District of Lantzville
John Marsh	Town of Qualicum Beach
Ed Walsh	Waste Management Industry
Ellen Ross	Member at Large
Charlotte Davis	City of Nanaimo
Jeff Ainge	Zero Waste Coordinator
Jim Kipp	Deputy Chair, RDN Director
Derek Haarsma	Business Representative
Michele Green	Member at Large
Larissa Coser	Community Representative
Stewart Young Jr.	Business Representative

**CALL TO ORDER**

The Chairperson called the meeting to order at 5:05 PM and respectfully acknowledged the Coast Salish Nations on whose traditional territory the meeting took place.

## **DELEGATES**

### **MINUTES**

MOVED J. McTaggart-Cowan, SECONDED G. Johnson, that the minutes from the meeting of the Regional Solid Waste Advisory Committee regular meeting held November 26, 2015, be adopted. CARRIED

### **BUSINESS ARISING FROM THE MINUTES**

M. Larson reviewed her slide presentation from the Nov. 26, 2015 RSWAC meeting giving an overview of EPR collection practices in the Region.

Currently, there are several for-profit and non-profit depots throughout the Region that accept stewardship items as well as return to retailer options. Taking on EPR at the regional facilities could negatively impact revenue at these facilities that depend on the materials collected from EPR programs. EPR collection at both Regional Facilities could result in an estimated 0.2-0.5% waste diversion. No additional authorities would be required for the RDN to introduce EPR collection at both regional facilities, however, it would require RDN Board approval. Things to consider for the SWMP are convenience, cost implications, diversion impacts, current regulatory framework and impact on other depots.

J. McTaggart-Cowan questioned if the EPR Stewardship agencies in the region felt that coverage was adequate?

M. Larson replied that the RDN did speak with EPR agencies and on average they do have high user rates for local depots. Northern regions there are not so many options for depots.

S. Horsburgh responded that the RDN is a member of the BC Product Stewardship Council and discussions do occur with Ministry of Environment on the topic of stewardship programs in Regional Districts.

J. Hastings commented that she would much rather see collection for hard to recycle items than already stewarded items that would compete with existing depots.

W. Wells questioned why compete with existing programs and rather subsidize or find mechanisms to deal with existing programs and keep jobs in private sector?

The discussion demonstrated a low level of support to proceed with EPR collection at regional facilities.

### **COMMUNICATIONS/CORRESPONDENCE**

#### **UNFINISHED BUSINESS**

#### **REPORTS**

#### **Technical Memorandum: Jurisdictional Scan Regarding Waste Diversion Programs. (L. Gardner – Presentation)**

L. Gardner introduced a slide presentation on waste diversion programs in Edmonton, San Francisco and the UK reviewing disposal rates vs. diversion rates. It was concluded that it is virtually impossible to derive valid comparisons of waste disposal rates from elsewhere in the world. The jurisdictional scan suggests that the RDN has one of the lowest disposal rates within the developed nations of the world.



J. McTaggart-Cowan questioned where Edmonton's materials end up that aren't acceptable into the composting or metal recycling?

L. Gardner replied that their new system assumes a 90% diversion target. The remaining 10% is either landfilled or is gasified.

G. Johnson questioned how enforcement in San Francisco occurs?

L. Gardner replied that the generator is regulated by San Francisco and fines can be applied at source.

**Technical Memorandum: RDN's Zero Waste Plan. (S. Horsburgh - Presentation)**

S. Horsburgh presented a slide presentation on the RDN's Zero Waste Plan which included guiding principles, zero waste strategy, key policies, performance objects/metrics and future opportunities.

The RDN has achieved 68% waste diversion and an annual per capita disposal rate of 347 kilograms which is one of the lowest disposal rates in Canada. The RDN and Cowichan Valley Regional Districts are believed to have the lowest per capita disposal rates in North America. With continued promotion and enforcement of our Zero Waste programs, we could see continued improvements in diversion rates.

G. Johnson enquired if the role of local government is to make money, breakeven or can chances be taken and venture into investments and develop markets and then have an entrepreneur take over?

L. Gardner replied it is to provide services and utilities that the community would like to see.

J. Finnie remarked that local government is here to provide services that the Province imposes, at a reasonable cost to the taxpayer. Regional Districts are the most accountable level of governments and need to get Electoral support for funding mechanisms.

M. Tripp described the investments in recycling equipment made by his company demonstrates their commitment in improving recycling in the RDN.

J. McTaggart- Cowan questioned what is needed from the RDN to make it more profitable?

M. Tripp remarked that capital investment is needed to make businesses profitable. Access to capital is tight due to fluctuating markets. MMBC made the Nanaimo operation profitable.

J. McTaggart-Cowan commented that we need EPR on mattresses and we need to pressure industry to make producers responsible for residuals. The provincial government has a role to implement more EPR programs. We have talked about working with the generators, what authorities does the RDN need to give you the capability to enforce?

J. McTaggart-Cowan requested staff draft a bylaw.

L. Gardner commented if there's a desire to go down that path we can include the draft in the SWMP.

A. McPherson replied that if the draft bylaw goes into the plan it will be forwarded to the Province for approval.

J. Finnie felt it's bigger than the RDN and industry is a powerful lobby group and will oppose increased government regulation. We need to get together with other regions to go forward.

L. Gardner replied that our requirement is to produce the SWMP with a Zero Waste component. There are strategies and continued efforts to reduce our waste. Our current strategies are specific corner stones and we need to identify our next targets.

**Technical Memorandum: Multi-Family & IC&I Recycling in the RDN. (M. Larson - Presentation)**

M. Larson gave a presentation on the Multi-Family and IC&I recycling in the RDN. The IC&I and Multi-Family sectors waste stream contain significant amounts of recyclable material and compostable organics despite landfill bans being in place for various recyclable materials and commercial organics. These sectors provide the greatest opportunity for further waste diversion in the RDN.

The IC&I sector represents 63% of landfilled waste at the Regional Landfill. Examples of waste generators in this sector include businesses, industries, or commercial operations including stores, offices, hotels, hospitals, schools, restaurants, construction companies, factories etc., and the Multi-Family housing sector. In the RDN, the IC&I sector (including Multi-Family) is serviced by private waste haulers. Outreach has been done to promote diversion in these sectors and has largely relied on voluntary compliance with the landfill bans and applying fines. Increased effort in both outreach and enforcement consistent with the current strategies can achieve a moderate increase of about 3% in overall waste diversion. It is believed that the provision of authorities available through the SWMP can provide additional regulatory and economic tools to drive very high levels of diversion up to a 10% increase in overall waste.

J. Finnie questioned if there was a blend of these two options that would be more efficient?

M. Larson commented that each new program will require some level of education and outreach.

M. Tripp commented that scenario one with a more blended pro-active approach is the way to go and relaunching the program for 10<sup>th</sup> Anniversary is beneficial to his company to get the organics out of the waste stream.

J. McTaggart-Cowan questioned how many are not MMBC haulers and why are we allowing that?

M. Tripp replied that just because a hauler is not an MMBC hauler it doesn't mean we're not doing the right things.

**ADDENDUM**

**SOLID WASTE MANAGEMENT SELECT COMMITTEE MEETING MINUTES**

**NEW BUSINESS**

**ADJOURNMENT**

MOVED J. McTaggart-Cowan, SECONDED G. Johnson, that this meeting be adjourned.

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CHAIRPERSON

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**TO:** Larry Gardner  
Manager, Solid Waste Services

**DATE:** January 21, 2016

**FROM:** Jeff Ainge  
Zero Waste Coordinator  
Solid Waste Services

**MEETING:** SWMSC, February 9, 2016

**FILE:** 0360-20-SWMSC

**SUBJECT:** AVICC Special Committee on Solid Waste Management – Support for Priorities

---

### **RECOMMENDATION**

That the Select Committee endorses the priority focus areas identified by the AVICC Special Committee on Solid Waste Management.

### **PURPOSE**

To provide the Solid Waste Management Select Committee with a summary of the work prepared through the Association of Vancouver Island Coastal Communities Special Committee on Solid Waste Management, and to seek endorsement of the AVICC Special Committee’s priority focus areas.

### **BACKGROUND**

The AVICC Special Committee on solid waste management was formed in 2015 with the objective of finding a long-term sustainable strategy for solid waste management on Vancouver Island and the coastal communities. The nine regional districts within the AVICC region are committed participants.

Over the course of 2015 the Committee has convened several times both by teleconference and in person. One of the Committee’s first tasks was to retain Tetra Tech EBA consultants to assist in summarizing the array of solid waste management programs, practices, facilities and trends found throughout the AVICC catchment area. A workshop to present this information was facilitated by the consultant on June 19, 2015. Following the presentation, the participants were invited to identify and prioritize issues and challenges along with potential solutions.

An in-depth report titled “The State of Waste Management”, authored by the consultant, was submitted to the Committee at a workshop held September 11, 2015. The report (attached for reference) included:

- An overview of solid waste trends seen across Canada;
- An overview of facilities, solid waste plans, disposal and diversion metrics and financial models of the AVICC communities;
- In-depth profiles of the AVICC communities;
- A review of relevant policies and bylaws in place throughout the area;
- A Strength-Weakness-Opportunity-Threat (SWOT) analysis; and
- Twenty-one Recommendations and Options for AVICC Solid Waste Collaboration identified by the participants through the previous meetings (see Appendix 3).

At their October 16, 2015 meeting, the Committee members participated in a facilitated session to assign priorities and achieve consensus on identifying the top three recommendations, with the purpose of building a long-term strategy for solid waste management around the agreed to items. The facilitated discussion resulted in consensus on the 21 recommendations being broken into three priority timeframes – Immediate, Short-Term, and Long-Term.

**The Immediate Priorities** (items 1, 2, & 21) focus on the AVICC Partnership and Advocacy. Action items include developing a vision and goals; continuing to meet regularly; and advocating for the review and expansion of waste reduction and diversion policies.

**The Short-Term Priorities** (items 3 & 17) focus on Long-term disposal and Regulations and Enforcement. Action items include conducting an assessment of future disposal demand over 20/40/60 year timeframes; and seeking consistency across the AVICC area in the development and application of disposal bans and bylaws.

**The Long-Term Priorities** (items 4-16 & 18-20) covers a range of items which can be addressed as part of an evolving approach over time. These include organics waste reduction strategies, recycling programs, solid waste management financials, and diverting waste from the commercial sectors.

At this time, the Chair of the AVICC Special Committee on Solid Waste Management is seeking endorsement of the Immediate and Short-Term Priorities from the participating Regional District Boards by March 4, 2016. A letter from the Special Committee Chair, dated November 20, 2015 along with minutes of the October 16, 2015 meeting are both appended to this report for reference (Appendices 1 & 2).

## **ALTERNATIVES**

1. Endorse the Immediate and Short-term priority focus areas identified by the AVICC Special Committee on Solid Waste Management.
2. Receive the report for information and provide an alternate response to the AVICC Special Committee on Solid Waste Management.

## **FINANCIAL IMPLICATIONS**

At this time there are no financial implications associated with endorsing the priority focus areas as identified by AVICC Special Committee on Solid Waste Management.

## **STRATEGIC PLAN IMPLICATIONS**


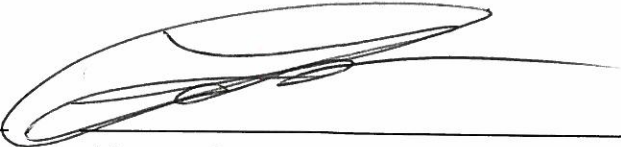
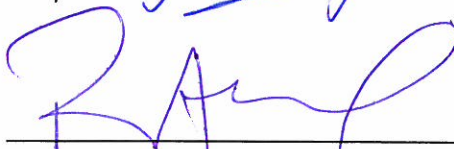

The current RDN Strategic Plan includes statements and action items which support involvement with the AVICC Special Committee. These include promoting collaboration with Vancouver Island regional districts and the Lower Mainland in their waste management efforts, and recognizing the need to plan and consider future options for waste management, disposal and facility development to meet the needs of a growing population.

**SUMMARY**

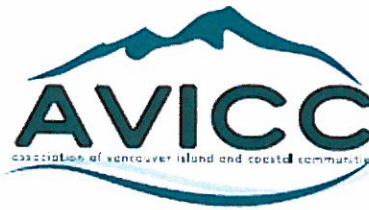
The Regional District of Nanaimo has been an active participant on the AVICC Special Committee on Solid Waste Management. The Committee was formed in 2015 with the objective of finding a long-term sustainable strategy for solid waste management on Vancouver Island and the coastal communities. A set of priorities to guide the ongoing work of the Committee has been identified. The Board's support for those priorities has been requested by the Special Committee's Chair.

**RECOMMENDATION**

That the Select Committee endorses the priority focus areas identified by the AVICC Special Committee on Solid Waste Management.

 _____ Report Writer	 _____ Manager Concurrence
 _____ General Manager Concurrence	 _____ CAO Concurrence

Appendix 1  
 Letter from AVICCC Special Committee Chair



November 20, 2015

Attention: Regional District Boards participating on AVICC Special Committee on Solid Waste

Re: AVICC Special Committee on Solid Waste Management

The AVICC Special Committee on Solid Waste Management would like to report back and seek support for a long-term strategy from the 9 Regional Districts participating on the Committee. Please find attached a report prepared by Tetra Tech EBA consultants for the Committee; a report from Jerry Berry Consultants Inc. prioritizing recommendations from the Tetra Tech EBA report; and minutes from a workshop and committee meeting held on October 16, 2015.

Below is a status report of the special committee’s work on solid waste management pursuant to the terms of reference.

Task	Action	Status
prepare a report to summarize AVICC regional district solid waste management plans;	Report titled “The State of Waste Management” dated September 2015 prepared by Tetra Tech EBA Consultants	Completed
conduct the required analysis and review including the provincial legislative framework to inform AVICC-wide joint solutions (or sub-AVICC solutions, as appropriate, between partnering jurisdictions) on the topic of solid waste management;	Report titled “The State of Waste Management” dated September 2015 prepared by Tetra Tech EBA Consultants; Ministry of Environment review of legislation – Solid Waste Management Plan	Ongoing depending on specific action required for each priority.
develop a long-term strategy for solid waste management ensuring that the affected local governments have reached consensus;	Facilitated special committee session October 16 <sup>th</sup> , 2015 to prioritize recommendations by Tetra Tech EBA. Session outcomes report	Pending review and feedback from participating regional districts with deadline of March 4, 2016.

525 Government St, Victoria, BC V8V 0A8  
 Email: [avicc@ubcm.ca](mailto:avicc@ubcm.ca) • Tel: 250-356-5122 • Fax: 250-356-5119 • [www.avicc.ca](http://www.avicc.ca)

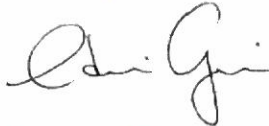
Representing Local Government on Vancouver Island, Sunshine Coast, Powell River and Central Coast

	prepared by Jerry Berry Consultants Inc. dated October 2015.	
present the findings and recommendations of the analysis as requested by AVICC;	AVICC special committee Chair Edwin Grieve, provides status update to AVICC executive committee.	Briefed at November 6, 2015 Executive Committee meeting, and ongoing.
report out on work of the special committee at the 2016 AVICC Annual General Meeting and Convention; and		Timeline: April 2016
present a briefing to the Province of BC.		To be determined following AVICC Convention April 2016

The Committee is seeking support from the Regional District members to adopt the long-term strategy for solid waste management as attached. As Chair, I am available to come and present on the reports and recommended strategy at a Board meeting. Please contact me directly at [edwingrieve@shaw.ca](mailto:edwingrieve@shaw.ca)

Please provide your response to [avicc@ubcm.ca](mailto:avicc@ubcm.ca) by Friday, March 4, 2016.

Sincerely,



Director Edwin Grieve, Chair, Special Committee on Solid Waste Management  
AVICC 2<sup>nd</sup> Vice President



**MINUTES OF THE AVICC  
SPECIAL COMMITTEE ON SOLID WASTE MANAGEMENT  
HELD AT THE REGIONAL DISTRICT OF NANAIMO  
FRIDAY, October 16, 2015**

**REPRESENTATIVES:**

AVICC 2<sup>nd</sup> Vice President Edwin Grieve, Committee Chair  
Director John McNabb, Alberni Clayoquot  
Director Judy Brownoff, Capital  
Director Rod Nichol, Comox Valley  
Director Ian Morrison, Cowichan Valley  
Director Alec McPherson, Nanaimo  
Director CaroleAnn Leishman, Powell River  
Director Larry Samson, Strathcona

**ALTERNATES AS OBSERVERS:**

1<sup>st</sup> Vice President Mary Marcotte, AVICC

**STAFF IN ATTENDANCE:**

Russ Smith, Capital Regional District  
Debra Oakman, CAO, Comox Valley  
James Mathers, Sr. Manager, Comox-Strathcona Waste Mgt Services  
Brian Carruthers, CAO, Cowichan Valley  
Paul Thorkelsson, CAO, Nanaimo  
Dennis Trudeau, Gen Manager, Trans & Solid Waste, Nanaimo  
Russ Hotsenpiller, CAO, Strathcona  
Glen Brown, GM Victoria Operations, UBCM  
Liz Cookson, AVICC Executive Coordinator (Recorder)

**UNAVAILABLE PRIMARY REPS:**

Director Dennis Dugas, Mount Waddington  
Director Stan Gisborne, Powell River  
Director Ian Winn, Sunshine Coast

**ALSO:**

AVICC President Barbara Price, Ex-officio  
Jerry Berry, Consultant, Jerry Berry Consultants

Chair AVICC 2<sup>nd</sup> Vice President Edwin Grieve called the meeting to order at 11:15 am, welcoming all of those in attendance, and thanking attendees for making the time to participate in today's meeting and workshop.

**MINUTES OF SEPTEMBER 11, 2015 MEETING**

On motion by Comox Valley Director Nichol, seconded by Capital Director Brownoff,  
That the minutes of the September 11, 2015 meeting be amended to correct the title for AVICC 1<sup>st</sup> Vice  
President Marcotte and for Tetra Tech was CARRIED

On motion by Cowichan Valley Director Morrison, seconded by Powell River Director Leishman,  
That the minutes of the September 11, 2015 meeting be adopted was CARRIED



## RECEIPT OF DOCUMENTS

(1) CVRD, October 8, 2015: Tetra Tech State of Waste Management Report

Debra Oakman spoke to Tetra Tech EBA's State of Waste Management report, and noted that Jerry Berry would be facilitating a prioritization of report recommendations later in the meeting. She noted that the last bullet on page 83 is adjusted to "joint emerging technologies". Alberni Clayoquot Director John McNabb questioned discrepancies in reported landfill capacity in years between Table 2 and Figure 7. Debra Oakman to review with Tetra Tech EBA.

On motion by Comox Valley Director Nichol, seconded by Powell River Director Leishman, That the October 8, 2015 report from the CVRD and the September 2015 "The State of Waste Management" report from Tetra Tech be received.

CARRIED

(2) CVRD, October 8, 2015: AVICC Grant Application for Capacity Building

On motion by Powell River Director Leishman, seconded by Cowichan Valley Director Morrison, That the CVRD report dated October 8, 2015 on AVICC Grant Application for Capacity Building be received.

CARRIED

(3) Comox Valley Director Rod Nichol, September 2, 2015: Reducing Volumes of Municipal Solid Waste to Landfills

Director Nichol spoke to his report and circulated a sample of material. The CVRD staff will be undertaking research in this area, and will share the report with Committee members once completed.

On motion by AVICC 2<sup>nd</sup> Vice President Grieve, seconded by Capital Director Brownoff, That the September 2, 2015 report on Reducing Volumes of Municipal Solid Waste to Landfills be received.

CARRIED

## PRIORITIZATION OF REPORT RECOMMENDATIONS

Jerry Berry, Consultant with Jerry Berry Consulting facilitated a review of priorities for implementing the recommendations and options for Solid Waste Collaboration that are set out as twenty-one items in Table 14 of the Tetra Tech EBA report. Participants from each RD indicated first, second and third working priorities. There was support for items 1 and 2 together as the first priority (AVICC partnership), and item 21 (Advocacy) as the second priority. Each RD reviewed and then advised again of respective third priorities from the remaining items. There was support for 3 (Long-term disposal demand forecast), 5 (Organics waste reduction strategy), 8 & 9 (Recycling collection and drop-off programs) and 17 (Disposal Bans and bylaw consistency). Items 3 and 17 were selected by consensus as short-term work priorities.

Jerry Berry will prepare a briefing report with the immediate, short-term and long-term priorities recommended to go back to each RD. He noted that no items are being removed from consideration, it is a matter of prioritization and time frames.

The session wrapped up at 2:15 pm with AVICC 2<sup>nd</sup> VP Grieve thanking Jerry Berry for facilitating today's workshop; elected and staff in attendance allowing for face-to-face networking, and the Regional District of Nanaimo for providing the meeting space.

On motion by Strathcona Director Samson, seconded by Cowichan Valley Director Morrison,  
That the AVICC: State of Waste Management (produced by Tetra Tech EBA dated September 2015)  
be sent to AVICC member regional districts seeking support for the AVICC special committee on solid  
waste management to continue working on the following recommendations from Table 14:

1. Immediate: AVICC partnership (items 1 & 2)
2. Immediate: Advocacy (item 21)
3. Short-term: Long-term disposal (item 3)
4. Short-term: Regulations and enforcement (item 17)

CARRIED

On motion by Strathcona Director Samson, seconded by Nanaimo Director McPherson,  
That the AVICC special committee on solid waste management apply for grant programs to assist  
with organizational capacity building;

AND FURTHER THAT the Comox Valley Regional District support the AVICC in its application efforts.

CARRIED

#### NEXT STEPS

On motion by Powell River Director Leishman, seconded by Alberni Clayoquot Director McNabb,  
That the next meeting be confirmed for 9:00–10:00 am, Friday, November 20, 2015 via  
teleconference, and that the current meeting be adjourned at 2:20 pm.

CARRIED

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AVICC 2<sup>nd</sup> VP Edwin Grieve  
Chair

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Liz Cookson, AVICC Staff  
Meeting Recorder

Appendix 3

Recommendations and Options for AVICC Solid Waste Collaboration

Area of Work	Item #	Recommendation and/or Option Description	Key Driver
AVICC partnership	1.	Develop a vision and goals for the AVICC including: <ul style="list-style-type: none"> <li>▪ A communication strategy</li> <li>▪ A unified education program</li> </ul>	<ul style="list-style-type: none"> <li>▪ Establish a platform for effective collaboration</li> <li>▪ Develop clarity of all recycling efforts across the AVICC</li> </ul>
	2.	Continue to meet regularly – identify one solid waste challenge or opportunity to investigate at each meeting. <ul style="list-style-type: none"> <li>▪ Establish a 3 to 5 year process to maintain and update the 2015 baseline report information</li> </ul>	<ul style="list-style-type: none"> <li>▪ Establish a platform for effective collaboration</li> <li>▪ Build understanding of priorities</li> </ul>
Long-term disposal	3.	Conduct an assessment to forecast future solid waste disposal demand of AVICC member populations in 20, 40, and 60 years' time.	<ul style="list-style-type: none"> <li>▪ Ensure accurate data and assumptions for making long-term investment decisions</li> </ul>
	4.	Review the mid and long-term business case for a WTE energy facility with all AVICC members giving waste as a feedstock.	<ul style="list-style-type: none"> <li>▪ Need to effectively manage residual waste</li> </ul>
Organics waste reduction strategies	5.	Develop a comprehensive AVICC organics strategy that engages the residential and ICI sectors. Build on existing organics systems in place in RDN and CoVRD.	<ul style="list-style-type: none"> <li>▪ Reduce per capita garbage generation</li> <li>▪ Increase diversion rate</li> <li>▪ Ensure regional processing capacity aligns with organics diversion strategies (e.g., curbside programs and disposal bans)</li> </ul>
	6.	Conduct an assessment of organic feed stock and analysis of capacity needs along with a review of combined existing and planned organics infrastructure to ensure sufficient processing capacity is in place, either in the private and/or the public sector.	
	7.	Standardize organics curbside collection to provide consistency for materials collected, including food scraps and food-soiled paper.	
Recycling collection and drop-off programs	8.	Establish consistency in materials collected in curbside recycling programs and accepted at depots.	<ul style="list-style-type: none"> <li>▪ Increase diversion</li> <li>▪ Optimize services and program efficiency</li> <li>▪ Maximize participation</li> </ul>
	9.	Implement common promotion and education programs throughout the AVICC. Focus on standardizing messaging, colours and system types.	
Financially sustainable model	10.	Explore implications of establishing unified tipping fee: <ul style="list-style-type: none"> <li>▪ Impact on revenue;</li> <li>▪ Impact on tonnages disposed;</li> <li>▪ Impact on leakage; and</li> <li>▪ Impact on illegal dumping.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Establish a sustainable financial model</li> </ul>
	11.	Assess leakage and export of waste by private haulers and private landfills. Explore opportunities for government control of waste collection systems (flow control/franchising).	
ICI sector strategy	12.	Engage the ICI sector in constructive dialogue to identify opportunities for collaboration to address waste diversion issues. Establish an initial network of ICI contacts and use to educate and promote goals (e.g., organics and other disposal bans).	<ul style="list-style-type: none"> <li>▪ Increase diversion</li> </ul>

Area of Work	Item #	Recommendation and/or Option Description	Key Driver
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<b>C&amp;D sector strategy</b>	13.	Track all C&D waste generated including what is disposed in the region and what is exported.	<ul style="list-style-type: none"> <li>▪ Increase diversion</li> <li>▪ Increase longevity of existing landfill capacity</li> </ul>
	14.	Expand or add areas to existing landfills to sort and separate recyclable C&D materials while other materials are stockpiled to be used for cover at the landfill or shipped out of region for recycling or beneficial reuse or energy recovery.	
	15.	Develop permit process that requires contractors to assess waste materials generated and develop a diversion strategy, and provide contractors with tools to support them.	
	16.	Ensure all regional districts have requirements that all C&D waste must be disposed of at a licensed facility, and have similar rules regarding the requirement of disposal and diversion.	
<b>Regulations and enforcement</b>	17.	Ensure that disposal bans and bylaws are consistent across regions to reduce leakage across borders.	<ul style="list-style-type: none"> <li>▪ Track material generation and movement</li> <li>▪ Increase diversion</li> <li>▪ Ensure program costs are efficient</li> </ul>
	18.	Ensure that accurate and consistent metrics and statistics are taken for all materials (MSW, C&D, Recycling, Organics, Etc.) and receiving facilities (including private) are documented in terms of meeting standards and providing accurate data.	
	19.	Develop a consistent enforcement strategy to support regulations.	
	20.	Develop standards for odour levels for organic processing	
<b>Advocacy</b>	21.	Advocate British Columbia MOE and industry groups to review and expand waste reduction and diversion policies.	<ul style="list-style-type: none"> <li>▪ Adopt and implement new EPR programs</li> <li>▪ Refine and improve existing EPR programs</li> </ul>

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**TO:** Larry Gardner  
Manager, Solid Waste Services

**DATE:** January 29, 2016

**FROM:** Jeff Ainge  
Zero Waste Coordinator,  
Solid Waste Services

**MEETING:** SWMSC, February 9, 2016

**FILE:** 5380-20 STEW

**SUBJECT:** Curbside Recycling Collection – Resident Education and Outreach

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### RECOMMENDATION

That the Select Committee receives the report for information.

### PURPOSE

To provide a review of recent outreach activities undertaken by Solid Waste Services staff in support of the Regional District of Nanaimo (RDN) curbside collection program, specifically residential curbside recycling.

### BACKGROUND

In May 2014, curbside recycling collection in this Province changed with the implementation of the Province's revised Recycling Regulation to include Packaging and Printed Paper as a product stewardship material. A new stewardship agency, Multi Material BC (MMBC), was created to assist producers in meeting their new obligations.

Under the Board's direction the RDN signed on to become a collection provider on behalf of MMBC. The RDN now receives approximately \$925,000 annually to offset contracted collection costs, and a further \$90,000 annually specifically to assist with new administration and education obligations resulting from the new arrangement. The City of Nanaimo (CoN) entered into a similar agreement for its curbside collection program.

Changes to the RDN's collection program included new materials being accepted at the curb (such as plant pots, spiral wound containers, non-paint aerosols, tetra paks and more), while textiles could no longer be accepted as they are not a stewardship item and fall outside the scope of the MMBC mandate.

In preparation for the collection program changes, and following on from the May 2014 implementation, RDN staff has been involved with numerous education and outreach efforts over the past 15 months.

### *Websites*

A website dedicated to providing information on curbside recycling in this region was developed in partnership with CoN. Although the CoN and RDN operate separate collection programs, there are efficiencies in having a central location to visit for locally relevant information.

This site launched as [www.recycling2014.ca](http://www.recycling2014.ca) and visitation spiked shortly after the May 2014 program implementation. The site was refreshed and updated for 2015 and again in 2016 ([www.recycling2016.ca](http://www.recycling2016.ca)), and is promoted as a hub for general recycling information in this region.

In addition to the new website, information on the main RDN website was updated to reflect changes to recycling collection.

### ***Social media***

Solid waste staff routinely posts information on the RDN Facebook and Twitter feeds. These media are used to promote solid waste related events, newsletters and reminders of program changes. In November 2014, a new curbside collection reminder app and web feature was launched to provide an added level of service to RDN curbside customers. In addition to collection day reminders, the app is a portal for information on materials accepted at the curb. The app is available by keying in “RDN Curbside” through the Apple App Store, or for Android devices through Google Play.

### ***Utility billing insert (2014) & Recycling Brochure (2015)***

An information insert outlining the changes to curbside recycling was prepared to accompany the 2014 utility billing inserts sent to Regional District curbside program recipients. In partnership with RDN Finance staff and those at Lantzville and Qualicum Beach, over 22,400 registered property owners received the information. Timing of the Parksville billing cycle precluded the insert being sent to residents in that municipality. On Parksville collection routes, the contractor’s collection staff kept the literature on hand and provided it to residents seeking recycling information.

The content was refreshed in 2015 to create a “Recycling In Our Region” brochure. This is provided to new residents, those seeking additional recycling information, and is available at outreach events.

### ***Newsletters***

Three Zero Waste Curbside Program newsletters are produced annually and distributed by Canada Post to 24,000+/- homes receiving RDN curbside service. The 2014 and 2015 editions featured content explaining and promoting the new recycling stewardship program and its impact on our curbside collection program. The newsletters are also accessible via the RDN website and social media feeds.

### ***Annual collection schedules***

The annual collection schedule for 2015 included information on curbside recycling as well as depot locations. This will be carried over into the subsequent years’ schedules.

### ***Event attendance***

Over the past 15 months Staff have attended a number of local events presenting solid waste information, including curbside collection information, to a range of organisations and audiences.

### ***Curbside Setout Inspections***

Shortly after the new program took effect, and following the RDN’s collection contractor (Progressive Waste Solutions) expressing concerns with the amount of potentially non-acceptable materials being placed in curbside recycling, a curbside outreach initiative was developed.

Utilizing money received from MMBC for administration and education, the aim of the curbside outreach activity was to reach out to residents to clarify common issues and concerns resulting from the MMBC changes to curbside collection, to reinforce residents’ good recycling practices, and to provide encouragement where there was room for improvement. Staff from the Solid Waste Service casual labour pool who are comfortable interacting with the public and knowledgeable about recycling within

the RDN were employed for the task. Duties included inspection of recyclables set out at the curb for collection, identifying and tagging non-compliant recyclables, talking with residents, and distributing information regarding curbside collection.

In 2014, the inspections took place over two months (late August to mid-October). In 2015, the inspections ran from early June to mid-August with the staff members in the field on the different recycling collection routes. The field staff (for safety and efficiency it was a pair of staff) would start at one end of the collection route and proceed along the streets inspecting recycling at the curb. If the recycling contained no contamination it was given a sticker thanking the resident for doing a great job. Non-compliant items were pulled out and set aside with a different sticker identifying why the recycling would not be collected, with information provided to encourage compliance. Staff worked until meeting up with the collection truck, at which point they would move to another area yet to be collected and continue until meeting the collection truck again.

Daily inspections ranged from 100 to 250 homes depending on housing density, interactions with residents, amount of material requiring inspection, and so on. Summary data is shown in Table 1. Appendix 1 provides additional information from the 2015 field work.

**Table 1 Summary of Inspection data**

	<b>2014</b>	<b>2015</b>
Total setouts inspected	3,434	4,285
Compliance	48%	50%
Room for Improvement	52%	50%

Common non-compliance issues encountered by the curbside outreach staff included:

- Plastic bags and/or film plastic
- Styrofoam
- Non-deposit glass containers
- Refundable beverage containers
- Broken hard plastic products
- Recycling in single use plastic bags
- Textiles
- Shredded paper in non-clear plastic bags

In spite of the ongoing education efforts, non-compliant material is being set out for collection; soft plastic being the predominant material. Staff surmises that similar to other well-established collection programs, our residents have entrenched behaviours and opinions as to what an acceptable recyclable item is. Changing those long-held opinions and established behaviours to meet the requirements of the Provincial stewardship program will take time and a concerted effort.

The outreach program was well received by many of the residents who had direct contact with the field staff. Many residents indicated they were not aware of the changes to the curbside program or were confused as to what materials were accepted under the program. A small number of interactions involved angry and verbally abusive residents; in those situations the staff did what they could to diffuse the anger and moved on to another street. Some of those tagged as having non-compliant recycling did contact the RDN office or the collection contractor seeking clarification, or to complain that they were singled out. These conversations were opportunities for additional education.

***Collection Staff***

As part of their collection contract, Progressive Waste Solutions staff both on the trucks and those providing customer service play an important education role. The diligence of the collectors on the routes tagging and leaving behind the most obvious non-compliant materials is critical to reinforcing messages regarding acceptable materials (in all three material streams collected, not just recycling).

**Multi Material BC Feedback**

As per the contract entered into with MMBC, penalties can be applied if the level of contamination (non-compliant materials) exceeds acceptable levels on an ongoing basis. The application of penalties is not an arbitrary action, but would only happen after MMBC and the collection provider had worked through a set process over several months to bring the material loads into compliance, and if that process had failed to produce the desired result.

MMBC has provided limited data regarding compliance and material quality which would assist in reviewing the effectiveness of the various outreach and education efforts. It is anticipated that correlations could be drawn from data showing spikes in compliance corresponding to newsletter distribution, or curbside inspections for example. Staff have been advised that material collected from the residents in the RDN has improved (in terms of compliance) over the course of MMBC's first year of operations. If there is reason for concern MMBC has advised they will contact us.

**ALTERNATIVES**

This report is provided for information purposes only.

**FINANCIAL IMPLICATIONS**

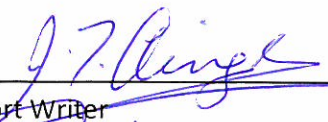
The RDN receives over \$1 million annually to collect residential recycling on behalf of MMBC. Approximately \$90,000 of the money received is provided to cover increased administration and education responsibilities. A two-year temporary position has been funded with the MMBC money to assist with the implementation of the program and to cover the bulk of the administrative reporting, customer service responses, and data management. Many of the education and outreach activities outlined in this report form part of the business as usual operations of the curbside collection program. The funding received from MMBC enables these to continue (and to be enhanced in the case of the curbside inspections) with a reduction to the residential annual utility fee.


**STRATEGIC PLAN IMPLICATIONS**

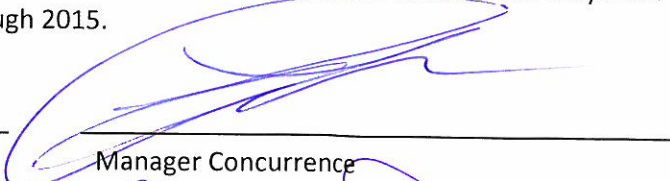
Resident education and outreach as presented in this report is consistent with the Solid Waste Management Plan and is intended to promote service excellence as well as zero waste initiatives.

**SUMMARY/CONCLUSIONS**

RDN staff have been active in promoting the Packaging and Printed Paper product stewardship program as it pertains to residential curbside recycling. A variety of outreach and education activities have been funded through monies received from MMBC. These activities commenced in advance of the May 2014 launch of the changes, and have continued through 2015.

  
\_\_\_\_\_  
Report Writer

  
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General Manager Concurrence

  
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**Appendix 1 List of 2015 Curbside Recycling Set-outs and Routes Visited**

Route # Date	Area Visited	# Households Tagged	% Compliant	% Non- Compliant
RA1 22 July	Nanoose Bay – Collins, Schirra, Powder Point	196	45%	55%
RA1 06 Aug	West Nanoose – River's Edge, Peterson, Matthew, Morello, Summerset, Sea Blush	152	43%	57%
RA2 09 June	Lantzville – Lantzville Rd, Blackjack, Aulds, Phantom	133	70%	30%
RA3 08 July	East Wellington – Jingle Pot, E. Wellington, Jameson	154	49%	51%
RA4 23 June	Extension – Nanaimo R. Rd, S. Forks, White Rapids	118	56%	44%
RB1 24 June	South Wellington – Scotchtown, S. Wellington Rd	125	48%	52%
RB2 10 June	Cedar – Decourcy, Pylades, Hemer	114	60%	40%
RB2 07 Aug	Cedar – Blue Jay, Woobank, Starling, Gould, Thomas Park	180	44%	56%
RB3 09 July	Cedar – Lofthouse, Holden Corso	128	38%	63%
RB4 23 July	Gabriola Island – Berry Point, Norwich, Ricardo	166	43%	57%
RC1 10 July	French Creek – Mulholland, Robertson, Lee, Barclay	251	43%	57%
RC1 10 Aug	French Creek – Sandpiper Johnstone, Hawthorne, Drew, Sunrise	265	40%	60%
RC2 25 June	Parksville – Temple, Pym	209	55%	45%
RC3 24 July	Parksville – Pym, Finholm, Morison, Forsyth	263	57%	43%
RC4 11 June	Whiskey Creek – Chatsworth, Poplar, Pratt	133	56%	44%
RD1 26 June	Qualicum – Canyon Cres, Chestnut, Maple	240	44%	56%
RD1 27 July	Qualicum Beach – Chartwell, Miraloma, Wellington Dr	228	52%	48%
RD2 12 June	Errington – Middlegate, Price, Errington Rd	167	68%	32%
RD2 13 June	Errington – Englishman R, Dobson, Errington Rd	136	39%	61%
RD2 11 Aug	Errington – Little Mtn, Grafton, Station Rd	154	42%	58%
RE1 22 June	San Parel/Parksville – Molliet, Pioneer, Maple Lane	144	52%	48%
RE1 05 Aug	Parksville – Craig, Moss, Butler, Hamilton, Trill	254	46%	54%
RE 2	No outreach on this route in 2015			
RE3 08 June	Qualicum Bay– Koskimo, Meadowood, View	104	58%	42%
RE3 07 July	Deep Bay/ Bowser – Gainsberg, Crosley	173	50%	50%
RE3 21 July	West Qualicum/Hilliers – Rupert, Bennett, Parker, Hilliers Rd	98	47%	53%
	<b>Total</b>	<b>4,285</b>	<b>50%</b>	<b>50%</b>