

**REGIONAL DISTRICT OF NANAIMO
REGIONAL SOLID WASTE ADVISORY COMMITTEE MEETING**

**THURSDAY, April 14, 2016, 5:00 PM - 7:30 PM
RDN Board Chambers**

A G E N D A

CALL TO ORDER

DELEGATIONS

MINUTES

- 3-6 Minutes of the Regional Solid Waste Advisory Committee meeting held March 17, 2016.

BUSINESS ARISING FROM THE MINUTES

UNFINISHED BUSINESS

COMMUNICATIONS/CORRESPONDENCE

REPORTS

- Results of Last Meetings Exercise (presentation only; R. Alexander)
- Levels of Services Matrix Review. (presentation only; L. Gardner)
- 7-14 Complimentary Disposal Services at Regional District of Nanaimo Solid Waste Facilities. (S. Horsburgh)
- 15-20 Solid Waste Management Education. (M. Larson)
- Future Residual Disposal (presentation only; L. Gardner)

ADDENDUM

BUSINESS ARISING FROM DELEGATIONS OR COMMUNICATIONS

NEW BUSINESS

ADJOURNMENT

Distribution:

Alec McPherson	Chair, RDN Director	Gerald Johnson	Member at Large
Bill McKay	Deputy Chair	Ellen Ross	Member at Large
Derek Haarsma	Business Representative	Amanda Ticknor	Member at Large
Jan Hastings	Non Profit Representative	Michael Recalma	Qualicum First Nation
Dean Jones	Waste Management Industry	Chief & Council	Nanoose First Nation
Jim McTaggart-Cowan	Member at Large	Chief & Council	Snuneymuxw First Nation
Michael Tripp	Business Representative	Geoff Goodall	City of Nanaimo
Stewart Young Jr.	Business Representative	John Marsh	Town of Qualicum Beach
Wally Wells	Business Representative	Al Leuschen	Ministry of Environment
Craig Evans	Member at Large	Fred Spears	District of Lantzville
John Finnie	Member at Large	Karen Muttersbach	Environment Canada
Ben Geselbracht	Member at Large	Glenn Gibson	Island Health
Michele Green	Member at Large		

RDN Staff:

Larry Gardner	Manager, Solid Waste Services, RDN
Sharon Horsburgh	Senior Solid Waste Planner, RDN
Randy Alexander	GM, RCU & Solid Waste Services, RDN
Meghan Larson	Special Projects Coordinator
Jeff Ainge	Zero Waste Coordinator, RDN
Rebecca Graves	Recording Secretary, RDN

For information only:

Regional Board Members: CAO's: Dennis Trudeau (RDN), Brad McRae (District of Lantzville), Debbie Comis (City of Parksville), Daniel Sailland (Town of Qualicum Beach), Tracy Samra (City of Nanaimo)

**REGIONAL DISTRICT OF NANAIMO
REGIONAL SOLID WASTE ADVISORY COMMITTEE MEETING
HELD ON THURSDAY, MARCH 17, 2016
BOARD CHAMBERS**

Present:

Alec McPherson	Chair, RDN Director
Bill McKay	Deputy Chair, RDN Director
Jan Hastings	Non Profit Representative
Derek Haarsma	Business Representative
Wally Wells	Business Representative
Dean Jones	Waste Management Industry
Craig Evans	Member at Large
Ben Geselbracht	Member at Large
Michele Green	Member at Large
Gerald Johnson	Member at Large
Jim McTaggart-Cowan	Member at Large
Ellen Ross	Member at Large
Geoff Goodall	City of Nanaimo

Also in Attendance:

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
Randy Alexander	General Manager, RCU, RDN

Regrets:

Charlotte Davis	City of Nanaimo
John Marsh	Town of Qualicum Beach
Chief & Council	Nanoose First Nation
Chief & Council	Snuneymuxw First Nation
Michael Recalma	Qualicum First Nation
Glenn Gibson	Island Heath
Al Leuschen	Ministry of Environment
Karen Muttersbach	Environment Canada
Michael Tripp	Business Representative
Dennis Trudeau	CAO, RDN
Fred Spears	District of Lantzville
Stewart Young Jr.	Business Representative
John Finnie	Member at Large
Amanda Ticknor	Member at Large

CALL TO ORDER

The Chairperson called the meeting to order at 5:07 PM and respectfully acknowledged the Coast Salish Nations on whose traditional territory the meeting took place.

DELEGATES

Ellen Ross gave a brief presentation on reusable bags that she helped to design and that are now distributed by Loblaw's. Approximately 7 years ago she approached the corporate office at Loblaw's and requested that a standard bag be designed, and it is now available for purchase to help keep plastic bags out of the landfill.

MINUTES

MOVED J. McTaggart-Cowan, SECONDED B. McKay, that the minutes from the meeting of the Regional Solid Waste Advisory Committee regular meeting held February 4, 2016, be adopted. CARRIED

MOVED B. McKay, SECONDED G. Johnson, that the minutes from the meeting of the Regional Solid Waste Advisory Committee regular meeting held February 18, 2016, be adopted. CARRIED

BUSINESS ARISING FROM THE MINUTES

UNFINISHED BUSINESS

COMMUNICATIONS/CORRESPONDENCE

REPORTS

Construction and Demolition Waste – Current State & Future Options (S. Horsburgh – Presentation)

S. Horsburgh gave a presentation on the current state of the Construction and Demolition (CD) Waste and future options and to estimate additional waste diversion potential from the CD sector of the waste stream.

J. McTaggart-Cowan questioned the use of the word items that are “difficult” to recycle but simply because of quantity here in the RDN we don’t have enough to make it profitable for companies to do it. Perhaps we need to find another way to work with other regional districts or Vancouver area to get items over there.

S. Horsburgh commented that in BC there are no new stewardship programs being considered for introduction in the short term. The RDN currently accepts asbestos from the Cowichan Valley at the landfill.

L. Gardner remarked that a significant portion of non-recyclable materials is asbestos, insulation/drywall with asbestos, painted materials, treated wood, and as regulatory requirements are tightening up there are more items coming to the landfill as it is the only option for disposal.

J. Hastings questioned what would the diversion options be if composite or painted wood ends up in the landfill?

S. Horsburgh commented that the mills have less tolerance to accept treated wood and the only alternative at the moment is to landfill.

D. Jones commented that DBL ships ground wood waste to Catalyst mills and they have a 2% tolerance for contaminants. Products that are problematic are wood laminated with other materials such as countertops. These materials along with pressure treated wood are landfilled.

Typically, house demolitions require hazardous materials testing to be conducted to identify if the building contains lead based paints and or asbestos. Removal of these materials requires staff to follow strict handling procedures to meet health and safety regulations.

J. McTaggart-Cowan questioned how much of the self-haul is small industry versus the homeowner?

S. Horsburgh replied that the majority of self-haul customers are residential.

D. Jones commented that the building industry has moved away from lead based paint as people are demanding more environmental friendly products.

C. Evans asked if the wood waste that's received at the landfill was processed for beneficial purposes.

L. Gardner commented that the landfill uses the wood grind to build road bases to move equipment around the site.

C. Evans questioned if that is considered diversion from the landfill?

S. Horsburgh responded that ground wood waste and asphalt shingles are counted as beneficial use as these materials are used in landfill applications.

L. Gardner commented that beneficial use is considered diversion from the landfill. We report to the Ministry of Environment standards but as far as utilization on site we would import one way or another because we need it to operate.

C. Evans asked if there was anywhere in the lower mainland taking old carpets for recycling?

J. Hastings replied to C. Evans that there are two possible kinds of carpet recycling. What's currently being done now is the new carpet because P.E.T. can be recovered for recycling. However, what you are describing is repurposing and grinding up carpet for other uses. There are definitely markets for recycling underlay that can be crushed and reused so this item could be diverted from landfill.

D. Jones remarked on the interpretation of the term beneficial use when wastes used in a landfill application is considered diversion?

L. Gardner commented that the RDN promoted a more restrictive definition of beneficial use but it wasn't supported by the waste management sector or the province. In the end we report as directed and follow rules that are given to us by the province

B. Geselbrecht asked what is the fraction of the percent of the total waste used for the roads?

S. Horsburgh replied it is a very small component of the overall waste stream that is being repurposed on site.

B. McKay mentioned a person in Vancouver that sets up in a warehouse such as Jordan's and carpets/underlay are dropped off and then he takes the product away for recycling. Perhaps a similar initiative could be developed on Vancouver Island and this opportunity could be taken on by a social enterprise?

B. McKay questioned once a permit has been issued, where can we go to ensure that the CD waste is properly being disposed of?

S. Horsburgh replied that this is an opportunity in the future to work with Community Planning and development departments region wide, so a standardized process for including recycling plans as part of issuing demolition permits to demonstrate how the waste is being handled.

G. Johnson remarked that the solution is simple; they should need to amend the demolition permit to include a recycling plan?

L. Gardner answered that we could ask for a recycling plan but we could not enforce the plan without additional authorities. If we ask for permission, in the SWMP, to say we would like to regulate the conditions in the building permit, and if the province agreed, then we could proceed.

J. McTaggart-Cowan questioned what is needed or what is the new authority to ask for to step up and get control on the demolition permit?

L. Gardner replied if we can get a mandate from the RSWAC and it gets Board support we would create a draft bylaw. If there is no interest at this stage we wouldn't pursue further.

GROUP EXERCISE

L. Gardner introduced the group exercise and the Committee broke off into groups to discuss the topics that have been topics of interest with the committee. A summary of the chart was distributed to committee members on March 23rd. Based on the summary, as well as discussions during the exercise, the following themes emerged and required further discussion:

- Education
- Enforcement/Regulatory Tools
- Zero Waste
- Economic Drivers/Incentives to drive diversion
- Residual Management

ADDENDUM

NEW BUSINESS

ADJOURNMENT

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

Time: 7:37 pm.

CHAIRPERSON

TO: Larry Gardner
Manager, Solid Waste

DATE: April 5, 2016

FROM: Sharon Horsburgh
Senior Solid Waste Planner

MEETING: RSWAC, April 14, 2016

FILE: 5365-00

SUBJECT: Complimentary Disposal Services at Regional District of Nanaimo Solid Waste Facilities

PURPOSE

Board representatives suggested that the Regional Solid Waste Advisory Committee (RSWAC) consider introduction of “Complimentary Disposal” service at the Regional Solid Waste Facilities (Church Road Transfer Station (CRTS) near Parksville and Regional Landfill in south Nanaimo) as an option for future service. This was a service provided in the past and was well supported by a segment of the population who were the recipients of free waste disposal.

BACKGROUND

A complimentary disposal program was in place in the Regional District of Nanaimo (RDN) from approximately 1992 – 1998. The program was introduced soon after the RDN user-pay system was implemented for garbage pickup and dropoff; there were concerns by the Board that new fees would result in increased illegal dumping in and around the RDN¹. The Complimentary Disposal program gave RDN residents the opportunity to drop off household waste at the Regional Landfill and CRTS without charge, four times per year. The program began with a complimentary disposal day each season, then was decreased to twice per year, before being cancelled in 1998, when it was determined by the Board that the complimentary disposal service created risks to public safety and environmental protection.²

On a complimentary disposal day, an average of 1,450 customers passed through the Regional facilities, disposing approximately 1,250 tonnes of waste each year.³ This turnout represented approximately 3% of eligible RDN households on a Complimentary Disposal day, and an almost 400% increase in traffic at the facilities. All Landfill employees were required to be on site on complimentary disposal days, and additional staff were hired to assist with traffic control. Employees recall traffic lined up the entire length of Cedar Road, from the Landfill to the intersection of Cedar Road and Highway 19, approximately 1.5km.

At the Regional Landfill facility, customers were directed to drop off their waste in the bin area, but many were sent to the active face of the Landfill if they had a large load and their vehicle was capable.

¹ Regional District of Nanaimo. (1996). *Solid Waste Management Free Day Policy at the Solid Waste Management Facilities* (Freedays rpt 9607-1). Donnelly, Mike.

² Regional District of Nanaimo. (2000). *Solid Waste Management Self-Haul Tipping Fees* (SelfHaulrpt003). Mclver, Carey.

³ Regional District of Nanaimo. (1998). *Solid Waste Management Free Day Policy at Solid Waste Management Facilities* (SW Free Day rpt 9804). Mclver, Carey

Some customers proceeded to the working face without direction, increasing the potential for accidents with Landfill equipment or other residential vehicles. Employees recall long traffic lineups along the Haul Road, between the Landfill face and the exit. All waste was accepted and little to no screening for recyclable or hazardous items took place; waste volume was very high, and bins were emptied continuously. Operational concerns included out-of-district trips, and multiple trips; additionally, each complimentary disposal day took two to three days of clean up, sorting, and moving of all the material brought to the Landfill, which disrupted commercial flow of traffic, and causing the system to slow down.

Staff recall that complimentary disposal days were extremely busy and very hectic. The primary concerns were traffic control and the safety of customers and staff. Photographs from the mid-90's appended to this report illustrate some of the challenges in managing much of the large bulky material received over these one day events.

DIVERSION AND ILLEGAL DUMPING

Recycling/Screening

There are waste diversion policies in place to prevent the disposal of recyclable items in the Landfill; recycling stewardship programs include management for kitchen and yard waste, tires, batteries, electronics, packaging and printed paper, hazardous waste, wood, metal, cardboard and small appliances. These items are banned from the Landfill, and a Complimentary Disposal service would need to involve screening for, and separation of, these items from household garbage.

Illegal Dumping

Complimentary disposal days were introduced in 1992, partially to alleviate concerns that the newly introduced user-pay system would result in increased illegal dumping in the RDN. In 1995, Latimer Consulting Services provided a report entitled "Examination of Changes in Illegal Dumping Since 1992", where it was determined that illegal dumping was not increasing, and that dumping is carried out by residents who would not be enticed by policy changes, rate incentives, or educational efforts to change their behaviour. It was unlikely that residents who participated in the complimentary disposal service were part of that group, as wait times to dispose of waste on a complimentary disposal day were often at least 30 minutes; it's doubtful that residents who dump illegally would wait that long to dispose of their waste appropriately.⁴

FINANCIAL IMPLICATIONS

From 1992 – 1998, approximately 1,450 residents per complimentary disposal day visited the two facilities, resulting in 1,250 tonnes of waste disposal yearly.⁵

In 1996, costs to operate complimentary disposal services at the two facilities were estimated to be approximately \$74,000 per year, or \$18,500 per day; lost revenue was calculated to be \$61 000, and additional staffing costs were \$13,000 per year. Total costs per vehicle visiting the sites on a complimentary disposal day were estimated at \$12.75 each.

⁴ Regional District of Nanaimo. (1996). *Solid Waste Management Free Day Policy at the Solid Waste Management Facilities* (Freedays rpt 9607-1). Donnelly, Mike.

⁵ Regional District of Nanaimo. (1998). *Solid Waste Management Free Day Policy at Solid Waste Management Facilities* (SW Free Day rpt 9804). McIver, Carey.

Based on 1996 complimentary disposal tonnages (53% garbage, 14% Construction and Demolition, 33% Scrap Metal and Yard Waste), but with 2015 tonnage rates, lost revenue could be \$39,000 per day if a complimentary disposal program is re-introduced as it was in 1992. At 2015 rates, additional staffing costs could be \$3,500 per day, resulting in a possible loss of \$42,500 in costs and lost revenue to operate a complimentary disposal day at two facilities. Additionally, costs to haul recyclables and pay recycling fees could increase costs by \$1,500.

“Complimentary Disposal” is not really free. Not collecting a fee for residential garbage means that costs to cover Landfill expenses are not met, including Landfill airspace, engineering costs, environmental monitoring, and contributions to Landfill equipment and other purchasing needs. Additional staffing required to manage high traffic volumes is also not covered by the users. Users who pay for their drop-off are subsidizing those who don’t.

OPTIONS

There are options to re-introduce complimentary disposal at Regional facilities, with restrictions that would reduce traffic volume, thus increasing safety, and allowing for appropriate sorting and separation of items.

Drop Off by Municipality or Electoral Area

Individual Municipalities or Electoral Areas could be granted one day per year where the resident is permitted to drop off their waste without charge at either facility. Dividing the areas up by population would control the amount of traffic on site in one day, allowing for proper screening and sorting of waste.

Uncertainties

Complications could arise with Electoral Area drop off as the Scale Clerks would be required to check the address of each customer to confirm eligibility of free drop off. The hauler of the waste may not be the resident, and the resident may not be present during drop off. Unless some form of Area permit was provided, each driver passing through the Scale would need to provide address information; backlash could be experienced if a customer was from the free Area on a given day, but paid for their dropoff because they were unaware of the day.

The RDN may wish to restrict vehicle size and/or waste weights, as questions could arise regarding whether or not the waste is residential or commercial. Another option could be to restrict the weight of “complimentary” waste to a certain number of kilograms, with a fee being applicable over that weight.

Trash It! Ticket

Trash It! By Area

Customers could be provided with a “Trash It! Ticket” with their residential tax package, utility billing or annual collection calendar; this system would help prevent out-of-district trips and multiple loads. The ticket could provide information regarding the approved drop off date for their Area, as well as facility locations, and outline the requirements to drop off (pre-sorting, recycling requirements, hazardous waste information). Customers would be required to provide and relinquish their ticket upon drop off.

Uncertainties

Distribution of the Trash It! Tickets could be complicated; many residents are not the owner of the home in which they reside, and tickets would need to be provided to the resident by the home owner if sent out with tax packages.

The RDN may wish to restrict vehicle size and/or waste weights; questions could arise regarding whether or not the waste is residential or commercial.

Area complimentary disposal days may require additional staff on hand at both facilities in order to appropriately manage traffic volume and screen waste items.

Trash It! Any Day

Customers could be provided with a "Trash It! Ticket" with their residential tax package, utility billing or annual collection calendar that could be used on any day of the year, regardless of residential Area. The Ticket could provide information regarding facility locations and outline the requirements to drop off (pre-sorting, recycling requirements, and hazardous waste information). Customers would be required to provide and relinquish their Ticket upon dropoff.

Uncertainties

Distribution of the Trash It! Tickets could be complicated; many RDN residents are not the owner of the home in which they reside, and tickets would need to be provided to the resident by the home owner if sent out with tax packages.

The RDN may wish to restrict vehicle size and/or waste weights; questions could arise regarding whether or not the waste is residential or commercial.

Trash It! by Weight

In addition to either *Drop Off by Area* or *Any Day Drop Off*, the RDN could introduce a weight restriction for the free waste.

Trash It! Decisions by Area

Some Electoral Areas may show more interest in free dropoff than others, and drop off services to particular areas based on the level of interest could be explored. Based on historical numbers, 3% of the eligible population participated in complimentary services at the facilities. An increased tax rate for an area could be discussed, or a discussion could ensue to help residents understand that "complimentary drop off" is not really free, and that disposal services come at an expense. For example, if Area H were to enter into an agreement with the RDN for complimentary services four times per year, 105 out of 3,509 residents (2011 population) might take part in the service per day. Services provided to those 105 people could cost \$22 per person, or \$2,300 per day. To cover these costs four times per year could cost each Area H resident an additional \$2.60 per year.

Uncertainties

Communicating a request for interest in a free day to the various areas could be difficult, as well as increasing the understanding that disposal could come at a cost in another area of service.

REGULATORY AUTHORITY

There is a possibility that providing complimentary disposal to residential self-haul customers is discriminatory⁶. The Municipal Act allows the RDN to set rates for different classes of people, property or types of land use; however, charging fees to some residents and not to others could be considered discriminatory. It may not be legal to waive tipping fees for residential, but not for commercial, users.

SUMMARY

Complimentary disposal services were introduced in 1992 to offset concerns regarding illegal dumping in response to the new RDN user-pay system. The program ran until 1998, when complimentary disposal services dropped from four per year, to two, and then was eliminated due to public safety and environmental protection concerns.

There are recycling stewardship programs in place for electronics and small appliances, packaging and printed paper, hazardous waste, wood waste, and cardboard, among others. Screening for these items must be maintained for each load. An average complimentary disposal day saw 1,450 customers pass through the two facility's scales, disposing of 1,250 tonnes of waste per year, and representing 3% of eligible RDN households. This volume resulted in a 400% increase in traffic at the facilities, resulting in little to no sorting or recycling of waste. Operational concerns included out-of-district trips, and multiple trips; additionally, each complimentary disposal day took two to three days of clean up, sorting, and moving of all the material brought to the Landfill, disrupting commercial flow of traffic, and causing the system to slow down.

In 1995, a consulting service provided a report entitled "Examination of Changes in Illegal Dumping Since 1992" which determined that illegal dumping was not on the increase since the RDN user-pay system was put in place, and that it was unlikely that the complimentary disposal program was utilized by those who dump their waste illegally.

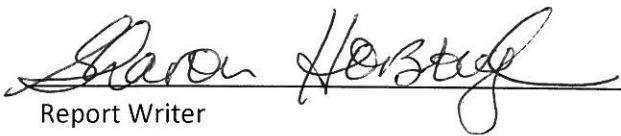
Not collecting a fee for residential garbage means that costs to cover Landfill costs are not met, including Landfill airspace, engineering costs, environmental monitoring, and contributions to Landfill equipment and other purchasing needs. Additional staffing required to manage high traffic volumes is also not covered by the users. In 1996, costs to operate Complimentary Disposal services at the two facilities were estimated to be approximately \$74,000 per year, or \$18,500 per day. Based on 1996 complimentary disposal tonnages (53% garbage, 14% Construction and Demolition, 33% Scrap Metal and Yard Waste), but with 2015 rates, the RDN could have a possible loss of \$42 500 per day in revenue and staffing costs to operate a complimentary disposal service at two facilities if the program was re-introduced as it was in 1992.

A new program could be implemented at the Regional facilities that would reduce the traffic volume and allow for appropriate screening of items. This new program could involve complimentary disposal acceptance from particular Municipalities and Electoral Areas on certain days, where each area could be given a different day for complimentary dropoff at either the Regional Landfill or the CRTS. Other options include distributing a "Trash It! Ticket" to residents that they would provide and relinquish at the time of drop off. Tickets could be distributed with residential tax packages, utility billing or annual

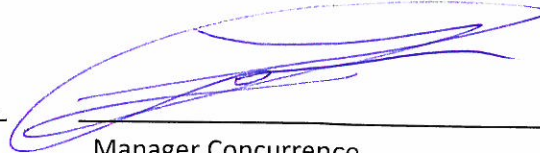
⁶ Regional District of Nanaimo. (1998). *Solid Waste Management Free Day Policy at Solid Waste Management Facilities* (SW Free Day rpt 9804). Mclver, Carey.

collection calendar, and may provide particular disposal days by Area, or could be used on any day of the year. Areas could be given the opportunity to accept a tax increase in exchange for complimentary service, and weight restrictions could be implemented to reduce the likelihood of commercial loads. There are several uncertainties for all these options: how to determine the source of the waste if the program is implemented by Area; how to distribute Trash It! Tickets to residents; limiting load size, and; how to communicate that complimentary waste disposal comes at a cost that must be subsidized by users and non-users alike.

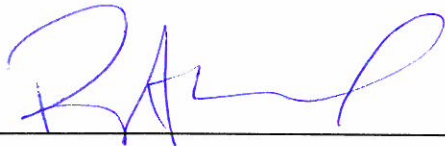
Charging fees to some residents and not to others could be considered discriminatory. Introducing a program that a small percentage of the population participates in, means that costs are transferred to a larger population of those who do pay. Additionally, it may not be legal to waive tipping fees for residential, but not for commercial, users.



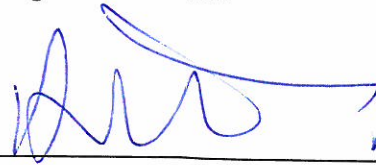
Report Writer



Manager Concurrence



General Manager Concurrence



CAO Concurrence

PHOTOS





TO: Larry Gardner
Manager, Solid Waste Services

DATE: April 5, 2016

FROM: Meghan Larson
Special Projects Coordinator

MEETING: RSWAC, April 14, 2016

FILE: 5365-00

SUBJECT: Solid Waste Management Education

PURPOSE

This report is for information only for the Regional Solid Waste Advisory Committee (RSWAC) regarding the current Solid Waste Management Education strategy in the Regional District of Nanaimo (RDN).

BACKGROUND

Both the City of Nanaimo and the Regional District of Nanaimo (RDN) undertake promotion and education related to solid waste management in a variety of formats. All Solid Waste Management programs include an education component and any new programs introduced by the RDN include an education and outreach component.

Websites

The RDN has information related to solid waste management planning, bylaws, disposal and transfer facilities, and zero waste programs on the Solid Waste and Recycling pages of the RDN's website.

A website dedicated to providing information on curbside recycling in the region was developed in partnership with the City of Nanaimo. Both organizations partner to co-host two distinct websites focusing on recycling in our region (www.recycling2016.ca) and curbside composting (www.beyondcomposting.ca). Although the CoN and RDN operate separate collection programs, there are efficiencies in having a central location to visit for locally relevant information which is the basis for establishing the co-hosted website.

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.

Additionally, the RDN Solid Waste Services also produces and distributes a bi-yearly Solid Waste Management newsletter region-wide containing updates on the Solid Waste Management planning progress, bylaws, regional trends and zero waste goals.

Curbside Setout Inspections

Utilizing money received from MMBC for administration and education, the aim of the curbside outreach activity is 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. RDN 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.

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).

School Education Program

The RDN contracts a 3rd party non-profit agency to deliver a zero waste school education program which provides free classroom workshops to schools throughout the RDN. Facilitators bring examples of things made from recycled material to show how recycling is helping work towards the goal of Zero Waste. They discuss how a landfill works and show the results of a recent waste audit using a Garbage Pizza.

Participants learn about natural resources and the importance of wisely using renewable resources. The Zero Waste workshop can be tailored to adults who want to improve home or office recycling.

City of Nanaimo

The City of Nanaimo operates their budget for solid waste education in the city. The City of Nanaimo distributes a “Trash Talk” newsletter to all City addresses in the spring and fall of each year; has a dedicated web page on the City’s website that includes information related to the City’s residential collection services, a link to the RDN recycling directory along with a list of reuse and recycling organizations operating in the City; and promotes solid waste campaigns through traditional print ads, signage (i.e. trucks and bus stops), radio, cinema ads and regular media releases as well as online social media to engage residents in solid waste related topics. Annual curbside collection schedules are also distributed to all serviced homes in the City of Nanaimo. The City has recently started to attend public events to promote and gauge public satisfaction with current services provided. They host and promote an annual “Reuse Rendezvous” event which is a city wide swap meet where residents are encouraged to place unwanted items at the curb for collection by freebie hunters. In 2014, they hosted and promoted the first annual “Zero Waste Challenge” where residents were encouraged to compete to slim their bin and in the Fall of 2015 the City has plans to launch a “Keep Nanaimo Clean” anti-littering campaign. The City works regularly with Shaw TV to produce light hearted and informative solid waste news stories.

Identified Gaps in Current Education Strategy

Based on feedback from our stakeholders including the public, RSWAC, industry and other municipal partners some of the gaps in education that have been identified in the RDN and the City of Nanaimo are:

- *Multi-family Buildings:* Particularly in cities lots of people are living in multi-family buildings and are completely unaware of the services available to them in the region. Most buildings have garbage and some form of recycling collection. In 2010, the RDN conducted a study of multi-family building recycling and found that 86% of complexes in the region were meeting the requirements of the RDN’s landfill bans. It is the responsibility of building managers and/or private haulers to increase waste services to these buildings. The City, RDN and Nanaimo Recycling Exchange are currently conducting a pilot program with The Beacon (118 unit high rise strata condo building in downtown Nanaimo) to introduce organics collection to the residents. As part of the pilot program a “Tool Kit” will be compiled to assist other building managers and residents to implement similar programs in their buildings.
- *Depot Items:* The RDN contributes funds to the Recycling Council of British Columbia to provide communications on stewardship programs that exist in our region however, unless residents are aware of RCBC the RDN typically fields these calls. There is no real comprehensive method of informing residents about what they can take to the depots. In this region, local government does not partner with the various stewardship agencies to provide take-back locations; the depots have taken on the important role, however it is difficult to explain because some depots accept more items than others and the RDN does not control what is and is not accepted at these locations. The RDN does maintain an online recycling directory which includes depot locations through the region but it can be hard to navigate for certain items. Maintaining an up to date directory is an ongoing challenge.
- *New Residents:* People moving into the region do not always receive information about our programs and services. The RDN currently mails out new information to owners of newly constructed homes located in electoral areas or if a single family home has changed hands. The

zero waste newsletters are currently the only tool for reaching new residents with program and service information for rentals or other dwelling units.

OPTIONS FOR IMPLEMENTATION

A number of considerations would need to be made in targeting public education including but not limited to staffing, program development and program delivery.

As an example the Cowichan Valley Regional District (CVRD) provides adult education through a contract with Cowichan Green Community. The contract is funded by three CVRD divisions and offers workshops on sustainable transportation, water conservation and waste reduction to community groups by request as well as at public events. The RDN could consider partnering with other departments to put out a joint RFP for public education.

Alternatively the RDN could consider hiring a full or part time staff person to work under a public education role. Such a role could include writing/editing of zero waste newsletters, development and delivery of public workshops/event displays and focused campaigns/strategies for multifamily or ICI sector, and maintaining an active social media presence.

The RDN could also consider improvements to its current online recycling directory. By partnering with the City of Nanaimo both organizations could implement a Waste Wizard widget similar to the current Online Collection look up feature which could be used online or through the RDN Curbside Collection App. The widget would allow residents to enter the item they are interested in disposing of and the results would produce a list of locations that accept that item for recycling and/or disposal. The widget would require regular updating of information to maintain accurate database but would be locally relevant and easy to use for residents and regional staff. This widget would provide background analytics to help support future outreach and communication based on frequently searched items.

Alternatively, the RDN and City could more actively promote the use of the BC Stewards Recyclepedia App which has a series of drop down lists for EPR items in BC.

COMMUNITY IMPLICATIONS

Depending on the type of adult education delivered to the public there could be improved support/use of current services and facilities for solid waste (both private and public) with no required changes to existing service levels.

There are already a number of organizations and NGOs that provide adult education opportunities in the region, including but not limited to:

- Home Depot: delivers workshops on DIY and reuse projects to promote reuse in the community
- Repair Café: delivers workshops to the community on basic repairs to a variety of household items to promote reuse.
- Stewardship Groups: A number of the stewardship groups in BC visit the region to host displays at public events promoting recycling of stewarded items.

The RDN could explore more opportunities to partner with other organizations to further solid waste education in the region. Other conduits to channel solid waste related information to an adult audience include service clubs, seniors' associations, residents' associations, having a presence at locations such as grocery stores, hardware stores and retailers, and through promoting solid waste messages through schools (with the expectation some or all of the message will make it home to the parents).

IMPACT ON DIVERSION

The impact of more education on diversion is difficult to predict and measure as the number of interactions or participants does not always correlate with a change in behaviour (i.e. higher diversion). It can take time for a behaviour change to become an established habit, meaning messages have to be delivered repeatedly through a range of media formats and kept fresh so as not to become ignored or overlooked.

FINANCIAL IMPLICATIONS

Not all costs listed below would be required, however they are provided for information only as a form of comparison for selecting future education strategies. Please note the information provided here is based on the current RDN program only (with most funded through the curbside collection user fee). Table 1 summarizes the existing solid waste management education budget for 2016.

Table 1: Current Solid Waste Management Education Budget

Current Education Expenses funded by Curbside Collection User Fees	Yearly Budget
Curbside Program Newsletter (3x per year)	\$42,000
Operations and Maintenance for ReCollect collection reminder system	\$8,000
Promotional Materials (Curbside)	\$10,000
Review and upkeep of relevant curbside collection content available on three websites (Beyond Composting, Recycling2016, main RDN site)	\$10,000 major* \$2,000 minor
Advertising Budget (Curbside)	\$10,000
Current Education Expenses funded by RDN Tipping Fees	Yearly Budget
Region Wide Zero Waste Newsletter (2x per year)	\$54,000
RCBC Hotline	\$5,000
Compost Program	\$5,000
Nanaimo Recycling Exchange School Education Program Contract	\$30,000
Total	\$166,000

* In 2016 the RDN has budgeted for a major review and update of website content however most years only require minor updates.

Additionally, the City of Nanaimo has a yearly budget of \$60,000 for solid waste education and promotion.

If the RDN chose to increase the profile of public education as part of the solid waste management plan it is expected to cost in the range of \$20,00-\$40,000 depending on the method of deliver (i.e. contract, part-time staff). This amount is in addition to targeted education as a component of options previously discussed by the RSWAC (i.e. curbside, ICI & Multi-Family Diversion, CD). Table 2 provides a summary of these solid waste management options specially targeted at education:

Table 2: Potential Solid Waste Management Education Options

Option	Yearly Budget
Compliance and Enforcement to Improve Diversion in Curbside Collection	\$36,000
Industrial, Commercial, Institutional & Multi-Family Diversion	\$20,000
Construction Demolition	\$20,000
Increased Solid Waste Public Education	\$20,000-\$40,000


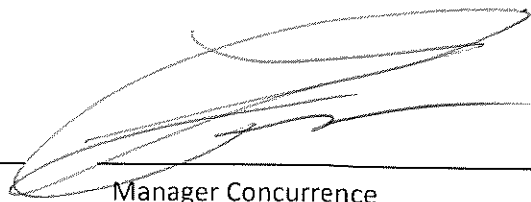
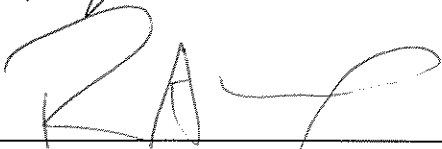
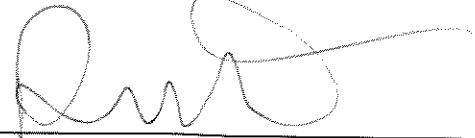
REGULATORY AUTHORITY

No new regulatory authority would be required by the RDN to include an enhanced level of education and outreach within the action items of the Solid Waste Management Plan.

SUMMARY/CONCLUSIONS

Education and promotion related to solid waste management practices and programs is currently provided through a variety of formats, and funded through the existing solid waste budgets for approximately \$166,00/year. A greater emphasis could be placed on "pushing" relevant information to targeted adult audiences through traditional and social media, as well as being more active in locations where the solid waste message would be well received. Increasing the profile of solid waste public education would cost an additional \$20,000-\$40,000/year.

A variety of options are available to the RDN to enhance education, ranging from boosting or refocusing the current education offerings, contracting out for such a service, to employing a staff person to take a proactive role in overseeing and delivering education and solid waste related communications.

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