

DATE: June 8, 2021

TO: Chair and Directors
Comox Strathcona Waste Management Board

FROM: Russell Dyson
Chief Administrative Officer

RE: Recycle BC Depot Eligibility Update

FILE: 5380-02

Supported by Russell Dyson
Chief Administrative Officer

R. Dyson

Purpose

To provide directors with a status update on the existing Quadra Island and Oyster River depots, as well as a contemplated depot at the southern end of the City of Campbell River.

Recommendation from the Chief Administrative Officer:

This report is presented for information only.

Executive Summary

Recycle BC has reviewed rural communities in BC that do not presently have Recycle BC depots to determine eligibility for inclusion in their program. In order to expand their network in a methodical and intentional way, with consideration of the necessary Recycle BC staff resources to support the expansion, Recycle BC cannot accept all depots immediately that request to join. For 2022, Recycle BC stated they will be focusing their depot onboarding efforts on providing depot service in rural areas that do not presently have a Recycle BC depot.

- Due to the travel restraint of being an island community, Recycle BC has approved a depot on Quadra Island for implementation in 2022. Staff will work with the Electoral Area Director and Quadra residents to determine siting options and investigate service levels; a separate report has been prepared to provide additional information on planned engagement.
- Despite being approved previously, the existing Comox Strathcona Waste Management (CSWM) depot in Oyster River did not meet Recycle BC's criteria for approval into their program in 2022, citing its proximity to the major service centers of Campbell River, Comox and Courtenay, and four Recycle BC depots located within an approximate 30 km driving distance.
- Staff will work with Electoral Area directors Leigh and Grieve to determine options and improvements, investigate service levels and provide back a staff report to the board with options and recommendations for the Oyster River Depot location.
- For the same reasons, a proposed Recycle BC depot in the southern part of the City of Campbell River is not possible at this time, but Recycle BC will continue to review their provincial depot accessibility and consider it within their onboarding priorities for future years.

- While there is no guarantee of future additions within the CSWM, Recycle BC has a need to continue to add more communities to their program and to expand its depot network. This is driven by increasing recovery rate targets, accessibility performance objectives and as more stewards (companies that sell materials) join the program.

Prepared by:

S. Willie

Sarah Willie
Solid Waste Analyst

Concurrence:

V. Schau

Vivian Schau
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Services

Concurrence:

M. Rutten

Marc Rutten
General Manager of
Engineering Services

Background/Current Situation

Quadra Island and Oyster River have been considered strategic locations for citing Recycle BC depots since the program was first proposed in 2012, under the brand of Multi-Material BC. These two locations were part of the original eleven depots approved for funding. A summary of the history of these depots, and their acceptance into the program, is included as Appendix A.

Subsequent to a report brought forward about accessibility and the future of all non-Recycle BC depot locations, the Board made the recommendation to close four unstaffed non-Recycle BC depots over 2021 and 2022, located at Canex, Courtenay Country Market, Strathcona Gardens and the Sportsplex. The two remaining unstaffed depots on Quadra Island and at Oyster River were identified as rural, and providing the only local option for recycling, and therefore making strategic locations for continued operation.

Due to the location of both the private Island Return-It depot (1580 Willow St.), and the Campbell River Waste Management Centre depot being located in the northern end of the City of Campbell River, it was also discussed if accessibility for residents would be improved with the addition of a second Recycle BC location in the southern end of the City of Campbell River.

The board gave the following recommendations to staff at the November 14, 2019 CSWM meeting:

THAT staff be directed to submit an application to Recycle BC for a recycling depot at the south end of Campbell River.

AND THAT the matter of the potential conversion of the Quadra Island recycling depot and Oyster River recycling depot to Recycle BC depots be referred to staff for discussion with the Area D (Oyster Bay – Buttle Lake) and Area C (Discovery Islands-Mainland Inlets) directors and a subsequent report.

On December 11, 2019, staff met with Director Abram and Director Leigh to discuss the challenges and opportunities of the depots located on Quadra Island and at Oyster River, respectively. The briefing notes provided to the Directors are included as Appendix B and C.

At the request of the Board, a letter was sent to Jordan Best, Director of Collection on February 12, 2020 requesting that Recycle BC consider adding to their depot collection network:

1. A Recycle BC depot on Quadra Island; and
2. A Recycle BC depot in the southern end of the City of Campbell River.

Staff did identify that closure of the depot at Oyster River would result in a recycling service gap, but in consultation with the Electoral Area Director, stated that we would continue to review options for Oyster River, and may seek a Recycle BC depot in this area at a future date. A copy of that letter is included as Appendix D.

Considerable time passed before staff received a response from Recycle BC, as the COVID-19 pandemic resulted in dramatic changes to their operations across the province, including temporary depot closures, adjusted hours, PPE shortages and the need to protect staff. In addition, Recycle BC was undertaking an analysis of their entire depot network and collection system to establish criteria for expansion for a fair and level playing field for all collectors requesting expansions. They would not provide us a response, until this provincial level analysis was completed.

We received a written response from Recycle BC on April 21, 2021 via email (letter dated April 30, 2021) appended as Appendix E. To determine depot expansion for 2022, Recycle BC reviewed rural communities in BC that do not presently include Recycle BC depots, and considered factors such as population, the inclusion of other relevant services (stores), distance to a larger service center and distance to an existing Recycle BC depot.

In order to expand their network in a methodical and intentional way, with the Recycle BC staff resources to support the expansion, Recycle BC cannot accept all depots immediately that request to join. For 2022, Recycle BC stated they will be focusing their depot onboarding efforts on providing depot service in rural areas that do not presently have a Recycle BC depot.

- Due to the travel restraint of being an island community, Recycle BC has approved a depot on Quadra Island for implementation in 2022. Staff will work with the Electoral Area Director and Quadra residents to determine siting options and investigate service levels, and then provide a staff report at a future board meeting with anticipated costs, options and recommendations.
- At this time the existing CSWM depot in Oyster River does not meet Recycle BC's criteria for approval into their program in 2022, siting its proximity to the major service centers of Campbell River, Comox and Courtenay, and four Recycle BC depots located within an approximate 30 km driving distance. Staff will work with Area directors Leigh and Grieve to determine options and improvements, investigate service levels and provide back a staff report to the board with options and recommendations.
- For the same reasons, a proposed Recycle BC depot in the southern part of the City of Campbell River is not possible at this time, but Recycle BC will continue to review their provincial depot accessibility and consider onboarding priorities for future years.
- Recycle BC will continue to assess its need to add more communities to the program and expand its depot network. This will be driven by increasing recovery rate targets, accessibility performance objectives and as more stewards (companies that sell materials) join the program.

The two remaining unstaffed depots on Quadra Island and Oyster River continue to be challenged with similar issues of contamination, and relatively high costs for the CSWM service. Transitioning these depots to staffed facilities will help to bring these depots to meet the standards of a CSWM facility, providing residents with a positive experience, with a clean facility and uncontaminated materials.

- Residents all over the CSWM service area are voicing concerns over the material accepted at these depots being landfilled, particularly overseas and want to ensure it is being managed responsibly and ethically.

- Converting to a Recycle BC depot will reduce contamination and provide a higher level of service in terms of materials accepted.
- Converting to a Recycle BC depot will allow residents to increase the volume of recycling – which will decrease the volume of garbage being self-hauled to Campbell River.
- Depot hours will be reduced to balance staffing with accessibility, staff will be required to control materials, fencing and site security will be improved.
- Extensive communication to residents and other users will be completed prior to any changes taking place.

To move forward the following next steps are considered:

- Engagement sessions with the residents on Quadra Island are proposed in a separate report, to gauge the interest of converting the existing recycling depot to a Recycle BC depot in 2022 and expanding recycling opportunities for residents there.
- The Oyster River depot will continue to function as a non-Recycle BC depot for now, outreach at this depot by staff will be completed this summer, and options for this depot will be brought forward to the board in a September 2021 report.
- Citing a Recycle BC supported depot in the southern part of the City of Campbell River is not possible at this time, but staff will check in with Recycle BC as they consider on boarding priorities for future years and staff will consider accessibility overall for residents in this area.
- The 2020 closure of the Strathcona Gardens and Country Market depots have not had an adverse impact on other CSWM depots, or on the private Return-it Depots in Campbell River or the Comox Valley, nor have they resulted in an increase to illegal dumping.
- Closure of the Sportsplex and Canex depots non-Recycle BC depot remains a high priority due to improper use, illegal dumping, weak recycling markets (outside of Recycle BC's program) and high costs. Their closure will also help to drive the material into the Recycle BC program through the Return-It depots, curbside programs for municipal residents and our CSWM Recycle BC depot network.

Area directors Grieve, Leigh and Abram have asked that we engage with their communities to better understand the use and needs for their residents. Staff have begun this outreach and will bring back findings to the CVRD Directors and Board for consideration in September.

Policy Analysis

Operation of depots in strategic locations throughout the service area supports the 2012 Comox Strathcona Waste Management Plan to work towards achieving our waste diversion target of 70 per cent. Participation in the Recycle BC program would also assist Recycle BC to achieve their collection targets by supporting the extended producer responsibility program, and ensuring all materials are collected and managed through their provincially approved program. This also provides the best value to the taxpayer, as Recycle BC manages a fund of \$100,000,000 collected from producers to manage their products.

Options

This report is presented for information only.

Financial Factors

Financial implications of converting the Quadra Island depot to a Recycle BC depot will be discussed in greater detail in a separate report. As no changes are suggested at this time for the Oyster River depot there are no financial factors to discuss.

Legal Factors

There are no legal factors to discuss related to this report.

Intergovernmental Factors

With no additional services planned for the City of Campbell River and the scheduled closure of the Campbell River Sportsplex and Canex Retail Store depots in July 2021, staff will monitor resident's behaviour patterns and adjust education and public messaging as needed to support this transition. These facilities are known to be used by both municipal and rural residents.

Interdepartmental Involvement

This report was prepared by Engineering Services, with support from Corporate Services.

Citizen/Public Relations

Community outreach at the Campbell River Sportsplex and Canex Retail Store depots are underway in anticipation of their closure in July 2021. Following that, community outreach by CSWM staff and educators will be done at the Oyster River depot to gauge any impact of the closures and to discuss the future of the facility.

Attachments: Appendix A – Historical Context of Quadra Island and Oyster River Depots
Appendix B – Directors Brief Oyster River, December 11, 2019
Appendix C – Directors Brief Quadra Island, December 11, 2019
Appendix D – Letter to Recycle BC from CSWM, February 12, 2020
Appendix E – Letter from Recycle BC to CSWM, March 30, 2021

Appendix A

Historical Context of Quadra Island and Oyster River Depots

- Since 1997 the CSWM service has been providing recycling collection depots throughout the CSWM service area. The depots collected cardboard, mixed paper, plastic, metal cans and glass. In 2012 there were twelve multi material collection and seven paper only collection locations.
- In 2012, Multi Material BC (MMBC) was formed in response to the Recycling Regulation, to start up a provincial recycling stewardship program for packaging and printed paper for all residents throughout BC.
- In 2013, the CSWM service paid for all processing, marketing the recovered recyclables, transportation and depot maintenance operations for the multi-bin recycling program, at a cost of \$416,000 per year.
- Operating depots under the MMBC program provided several benefits to the service including access to recycle additional materials (foam packaging, plastic film, glass) as well as lower costs, however with these benefits came the drawback that access to the depot would be more restrictive by requiring fencing and staffing which would result in reduced hours of operation, in order to ensure product quality.
- The CSWM service applied for and was approved under the program for eleven depots within our service area; nine were put into service in May 2014 at the beginning of the program:
 - Gold River, Tahsis, Zeballos, Cortes Island, CRWMC, CVWMC, Hornby Island, Denman Island and Sayward
- Two approved depots, Quadra Island and Oyster River, were approved by MMBC, but were not converted to MMBC depots at the program onset, at the request of the area directors.
- Under the MMBC contract, depots are not to include ICI products, only residential recyclables. In response to this, some depots were identified as receiving ICI materials and requiring contracts to reflect that material. Depots that include ICI collection would be subject to a charge of \$408.28 per tonne on 25 per cent of the total received weight for processing ICI out-of-program recyclables. The Oyster River depot was recognized as being located in a recreational/tourism area that was projected to generate a large amount of ICI material, and subject to this charge.
- Staff met with area directors at the Quadra and Oyster River depots in May 2015 to discuss the opportunities and challenges related to transitioning to MMBC. At Quadra Island there were concerns related to space constraints, land tenure and in restricting access. In 2015 it continued to operate at an approximate annual cost of \$74-76,000, or \$724 per tonne, funded through the CSWM.
- At Oyster River (2185 Regent Road) the space would accommodate the required improvements for MMBC depots, and it was anticipated that the transition to MMBC would occur over the summer of 2015. The Oyster River depot was identified as benefiting from improvements such as paving, fencing, improved arrangement of bins and lower costs.

In order to operate as an MMBC depot though, access would be controlled to daylight hours only so that the recycle product can be carefully controlled.

In 2015 the Oyster River depot continued to operate as a non-MMBC depot at an approximate annual cost of \$46,000, or \$238 per tonne, funded through the CSWM.

- March 2017 MMBC rebrands to Recycle BC
- November 2019 staff propose closing of four unstaffed CSWM depots, and that staff pursue the possibility of converting the Quadra Island and Oyster River depots to Recycle BC depots, and work with those communities to improve depot performance.
- December 2019 staff undertook consultation with Area directors Leigh and Grieve to discuss conversion of the depots in their area to Recycle BC depots.
- February 2020 staff sent a letter to Recycle BC requesting that Recycle BC consider adding to their depot collection network:

1. A Recycle BC depot on Quadra Island; and

2. A Recycle BC depot in the southern end of the City of Campbell River.

- Discussions with Area director Leigh did not result in a request for a Recycle BC depot at the Oyster River location.

Oyster River Non-Recycle BC Depot December 11, 2019

ISSUE

- The Oyster River located at the old Fire Hall in Black Creek is a non-Recycle BC Depot (the Depot) suffers from high levels of contamination and high costs. Contaminated recyclables are often landfilled.
- A Recycle BC depot may be located on the same site or alternatives options in the area could be sought, managed by or supported through the CSWM, offering full residential paper and packaging recycling services (e.g. cardboard, paper, newspaper, plastic, tins, glass jars, thin film plastic, polystyrene foam (Styrofoam®), flexible packaging)
- Residents are vocal about wanting film, glass and foam recycling options which are not currently offered at this location.
- In order to convert, depot hours of operation would be reduced from 24/7 access to scheduled hours only and possibly to certain days only.

BACKGROUND

- The Depot is separated from other recycling services by its remoteness. A local recycling option is required and warranted in the area.
- The existing Depot is located at the old Fire Hall in Black Creek - 2185 Regent Road.
- The Depot collection area does not have curbside garbage or recycling collection and residents (both permanent and seasonal) rely on the local recycling depot to divert recyclable materials.
- The Depot is unstaffed, unfenced, open 24 hours a day.
- The depot suffers from high levels of contamination, 18% compared to 3.5% for staffed Recycle BC depots.
- Depending on the level and type of contamination, contaminated recyclables are landfilled.
- The CSWM will seek to convert the existing depot to a full Recycle BC depot with improved services, however the following (or similar changes) would be required:
 - Staffing would be required to educate users, control materials, and minimize contamination
 - Hours of operation would be reduced to balance costs of staffing with accessibility for residents
 - Facility improvements would be required in terms of fencing, security, signage, location?
- A full Recycle BC depot would accept the following additional materials not allowed within the current Depot bins:
 - Plastic bags
 - White and coloured foam packaging, polystyrene (Styrofoam®)
 - Glass jars
 - Other flexible plastic packaging – large volume of residential packaging

- Recycle BC pays for all transportation and processing of material from the depot into their province-wide system. This dramatically reduces material management costs for CSWM.
- Recycle BC will also pay small incentives to the CSWM service for each tonne of material collected to offset costs for staff and for the facility. These incentives will not fully cover staff or facility costs but do help.
- The conversion of the depot to a full Recycle BC depot should be cost neutral with the benefit of improved recycling.
- An extensive local communications plan is required to ensure that residents and users fully understand the rationale for why a change is necessary and the benefits associated with the change.

KEY POINTS

- The existing depot suffers from high levels of contamination and high costs.
- Residents all over the CSWM service area are voicing concerns over this material being landfilled, particularly overseas and want to ensure the depot is being managed responsibly and ethically.
- Converting to Recycle BC depot will reduce contamination and provide a higher level of service in terms of materials accepted.
- Converting to Recycle BC depot will allow residents to increase the volume of recycling – which will decrease the volume of garbage being self-hauled to our regional landfills.
- Depot hours will be reduced to balance staffing with accessibility, staff will be required to control materials, fencing and site security will be improved.
- Extensive communication to area residents and other users will be completed prior to any changes taking place.

CONTACT

- Andrew McGifford, Senior Manager of CSWM Services

Quadra Island Non-Recycle BC Depot December 11, 2019

ISSUE

- The Quadra Island non-Recycle BC Depot (the Depot) suffers from high levels of contamination and high costs. Contaminated recyclables are often landfilled.
- A garbage only bin is located at the depot due to high levels of garbage disposal.
- The depot could potentially be converted to a Recycle BC depot, managed by CSWM, offering full residential paper and packaging recycling services (e.g. cardboard, paper, newspaper, plastic, tins, glass jars, thin film plastic, polystyrene (Styrofoam®), flexible packaging)
- Residents during public outreach are vocal about wanting film, glass and foam recycling options on the island
- In order to convert, depot hours of operation would be reduced from 24/7 access to scheduled hours only and possibly to certain days only.

BACKGROUND

- Quadra Island is separated from other recycling services by its remoteness. A ferry is required to access Vancouver Island and the recycling depots available there. A local recycling option is required and warranted.
- The existing Depot is located at 658 Harper Rd, Quathiaski Cove.
- Quadra Island does not have curbside garbage or recycling collection and residents (both permanent and seasonal) rely on the local recycling depot to divert.
- The Depot is unstaffed, unfenced, open 24 hours a day, and serviced approximately 15 hrs a month by a local contractor to the CSWM service.
- The depot suffers from high levels of contamination, 18% compared to 3.5% for staffed Recycle BC depots.
- Depending on the level and type of contamination, contaminated recyclables are landfilled.
- An opportunity exists to convert the existing depot to a full Recycle BC depot with improved services, however the following (or similar changes) would be required:
 - Staffing would be required to educate users, control materials, and minimize contamination
 - Hours of operation would be reduced to balance costs of staffing with accessibility for residents
 - Facility improvements would be required in terms of fencing, security, signage, location?
- A full Recycle BC depot would accept the following additional materials not allowed within the current Depot bins:
 - Plastic bags
 - White and coloured foam packaging, polystyrene (Styrofoam®)
 - Glass jars
 - Other flexible plastic packaging – large volume of residential packaging

- Recycle BC pays for all transportation and processing of material from Quadra Island into their province-wide system. This dramatically reduces material management costs for CSWM.
- Recycle BC will also pay small incentives to the CSWM service for each tonne of material collected to offset costs for staff and for the facility. These incentives will not fully cover staff or facility costs but do help.
- The conversion of the Quadra depot to a full Recycle BC depot should be cost neutral with the benefit of improved recycling.
- An extensive local communications plan is required to ensure that residents and users fully understand the rationale for why a change is necessary and the benefits associated with the change.

KEY POINTS

- The existing depot suffers from high levels of contamination and high costs.
- Residents all over the CSWM service area are voicing concerns over this material being landfilled, particularly overseas and want to ensure it's being managed responsibly and ethically.
- Converting to Recycle BC depot will reduce contamination and provide a higher level of service in terms of materials accepted.
- Converting to RecycleBC depot will allow residents to increase the volume of recycling – which will decrease the volume of garbage being self-hauled to CR
- Depot hours will be reduced to balance staffing with accessibility, staff will be required to control materials, fencing and site security will be improved
- The garbage bin will be removed
- Extensive communication to island residents and other users will be completed prior to any changes taking place

CONTACT

- Andrew McGifford, Senior Manager of CSWM Services

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File: 5380-02

February 12, 2020

Sent via email only: jbbest@recyclebc.ca

Jordan Best
Director, Collection
Recycle BC
405-221 West Esplanade
North Vancouver, BC V7M 3J3

Dear Mr. Best:

Re: Expanded Depot Collection Services to Improve Accessibility

The Comox Strathcona Waste Management (CSWM) service has a longstanding relationship with Recycle BC for the provision of depot collection services within our region. We currently provide Recycle BC depot collection services at nine locations within the watershed. The CSWM watershed is a large geographical area, and these depots provide accessible recycling opportunities to our residents, including those in rural and remote communities within the services two regional districts.

In addition to the Recycle BC depots, the CSWM service also contracts for the operation of six unstaffed non-Recycle BC depots serving Quadra Island, Oyster River, Campbell River and the Comox Valley. The CSWM Board is considering the closure of four of these depots that are focused on serving our urban population, but have identified that closure of the depot on Quadra Island and at Oyster River would result in a recycling service gap. We are reviewing our options for Oyster River and may seek a depot in this area at a future date.

The Board has identified areas that are currently under-served within the Recycle BC program depot network. The CSWM service would like to request that Recycle BC consider adding to their depot collection network:

1. A Recycle BC depot on Quadra Island; and
2. A Recycle BC depot in the southern end of the City of Campbell River.

Staff would be happy to discuss this further with representatives of Recycle BC, and during any public input process on siting of these facilities.

Sincerely,

A. McGifford

Andrew McGifford, CPA, CGA
Senior Manager of Comox Strathcona Waste Management Services

cc: Marc Rutten, General Manager of Engineering Services Branch



March 30, 2021

Attn: Vivian Schau
 Senior Manager of CSWM Services
 Engineering Services
 Comox Valley Regional District
 770 Harmston Avenue
 Courtenay, BC
 V9N 0G8

Re: Recycle BC Depot Services

Dear Vivian Schau,

I am writing to provide an update on Recycle BC's recycling collection services for residential packaging and paper product (PPP) in the Comox Valley Regional District (CVRD) and the Strathcona Regional District (SRD) and to follow up on a recent call held with your colleagues Marc Rutten and Sarah Willie.

As you are likely aware, Recycle BC currently contracts 12 depots in the CVRD and SRD, including depots in Campbell River (2), Comox, Cortes Island, Courtenay, Cumberland, Denman Island, Gold River, Hornby Island, Sayward, Tahsis and Zeballos. In addition, the Recycle BC program includes curbside/multi-family collection programs in Campbell River, Comox, Courtenay and Cumberland as well as with the Ka:'yu:'k't'h'/Che:k'tles7et'h' First Nation. For all of these depots and programs, Recycle BC provides payment for collection, and then separately manages the transportation, processing and marketing of all collected residential PPP.

Recycle BC recently completed an analysis of our provincial depot system in order to formalize criteria to guide priorities for additional expansion of depot service in rural areas in 2022. This analysis reviewed rural communities in BC that do not presently include Recycle BC depots, and considered factors such as population, the inclusion of other relevant services, distance to a larger service center and distance to a Recycle BC depot.

Recycle BC has concluded that Quadra Island is eligible for a Recycle BC depot, providing a local organization is willing and able to provide Recycle BC depot service that meets all program requirements and collection standards. As such, please consider this letter a formal offer to Comox Strathcona Waste Management Services to operate a Recycle BC depot on Quadra Island, beginning in 2022. Such a depot would need to be staffed, secure during non-operating hours, and meet all other Recycle BC depot requirements.



At this time, the rural area in and around Oyster River does not meet Recycle BC's criteria for the siting of a depot in 2022, given its proximity to the major service centers of Campbell River, Comox and Courtenay.

For 2022, Recycle BC will be focusing its depot onboarding efforts on providing depot service in rural areas that do not presently have a Recycle BC depot. Siting an additional depot in Campbell River will therefore not be possible at this time, but Recycle BC will continue to review our provincial depot accessibility and consider onboarding priorities for future years.

If you have any questions or would like to discuss the potential for a Recycle BC depot on Quadra Island in more detail, please do not hesitate to let me know.

Sincerely,

Jordan Best
Director, Collection
Recycle BC
Phone: 604-314-4084
Email: jbest@recyclebc.ca