

**DATE:** July 11, 2019**FILE:** 5360-02**TO:** Chair and Directors  
Electoral Areas Services Committee**FROM:** James Warren  
Acting Chief Administrative OfficerSupported by James Warren  
Acting Chief Administrative Officer*J. Warren***RE:** Curbside Collection in Electoral Areas A, B and C**Purpose**

To obtain a recommendation to proceed with staff time, resources and funding within the 2020-2024 Financial Plan for community engagement and a public assent process in fall of 2020 for the implementation of curbside collection of garbage and recyclable materials within Baynes Sound – Denman/Hornby Islands (Electoral Area A) (excluding Denman and Hornby Islands), Lazo North (Electoral Area B) and Puntledge-Black Creek (Electoral Area C) in 2021.

**Recommendation from the Chief Administrative Officer:**

THAT staff bring forward additional information on the proposed curbside waste collection service within the Comox Valley Regional District electoral areas, including service boundaries, contract approach, operating requirements, costs for service delivery and public assent process;

AND FURTHER THAT staff identify the specific funding requirements to be allocated in the 2020 Financial Plan from each of the feasibility services for Baynes Sound – Denman/Hornby Islands (Electoral Area A), Lazo North (Electoral Area B) and Puntledge-Black Creek (Electoral Area C) to support the necessary public assent process and communication efforts.

**Executive Summary**

Within the Comox Valley Regional District (CVRD), the only public curbside waste collection service outside of the three municipalities is in Royston. The balance of the rural curbside waste collection service is provided by two private haulers.

- The Royston garbage collection service annual cost per household is \$116 and includes waste and recycling collection services.
- Subscribing directly with a private hauler for garbage collection services (no recycling pickup) will cost per household between \$487 and \$550 annually.
- Initial market sounding indicates a rural curbside garbage and recycling collection service would likely cost more than the Royston rate of \$116 per year.

The expansion of curbside waste collection service beyond Royston was previously considered by the electorate. A referendum was held November 2013 to determine elector approval for the service and failed. The rationale for expanding collection in rural areas of the CVRD remains similar today as it was in 2013:

- The Comox Strathcona Solid Waste Management Plan has a goal to achieve a waste diversion rate of 70 per cent. Providing curbside collection of garbage and recyclables would help to achieve that goal;

- Convenience for the removal of garbage, recycling and yard waste for residents could contribute to improved air quality for the region, by a reduction in open burning on rural properties;
- Replacing the kilometres driven by residents and multiple service providers for the same amount of waste, would reduce greenhouse gas emissions from this activity; and
- Cost savings and increased service level are expected through a CVRD curbside waste collection service versus the existing property owner subscription service.

For the upcoming 2020-2024 Financial Plan the Electoral Areas Services Committee (EASC) will need to consider the appropriate budget to undertake the public assent process in the fall of 2020. Staff have identified the approximate budget of \$60,000 for this project, if assent is sought by way of referendum, and will refine the details as part of the 2020-2024 Financial Planning process later in 2019. Funding will come from three feasibility study services for Electoral Area A, Electoral Area B and Electoral Area C, Functions 151-153.

Prepared by:

Concurrence:

Concurrence:

**S. Willie**

**A. McGifford**

**J. Martens**

---

Sarah Willie  
Solid Waste Analyst

---

Andrew McGifford, CPA, CGA  
Senior Manager of CSWM  
Services

---

Jake Martens  
Manager of Legislative  
Services

**Background/Current Situation**

The CVRD currently provides curbside collection of garbage weekly, and recycling bi-weekly to approximately 1084 residential properties within the Royston garbage collection service area. This service was expanded in 2019 as a result of a petition process led by residents in an adjacent neighbourhood. This service is delivered under contract by Emterra Group Inc. (Emterra) at an annual cost of \$115.80 per household.

Recognizing the value of the service provided by the CVRD to the residents of Royston, and understanding that the creation of a curbside service would increase diversion from landfill and improve the collection efficiency of garbage and recyclables in the electoral areas, the EASC approved the following motion at their February 4, 2019 meeting:

*THAT staff investigate the implementation of curbside collection of garbage, recyclables and compost within the rural areas and report back to the Electoral Areas Services Committee.*

In 2013, the expansion of curbside waste collection service beyond Royston was considered by the electorate. A referendum was held November 16, 2013 to determine elector approval for Bylaw No. 266 to establish a solid waste roadside collection service in Electoral Areas A, B and C of the CVRD, excluding Denman and Hornby Islands, the Mount Washington resort community and the Royston collection service area.

In an effort to inform the electorate about actual costs of the collection service being proposed in 2013, staff conducted a competitive process for tendering the collection and hauling contract, prior to public consultation. Three bids were received for consideration, from Emterra, Sun Coast Waste Services Ltd. And BFI Waste Management. This contract was to be awarded to BFI Waste Management based on the evaluation criteria for the Request for Proposals that was established. Award of the contract to a single proponent was considered to provide reduced administration by staff, and best value for the residents.

A consequence of that contract structure was that the unsuccessful proponents would lose the residential collection customer base they had established within the CVRD, with larger impacts to smaller local companies. Other points raised by residents opposed to the initiative during consultation were the flexibility to opt out, uncertainty about cost control, and a choice to live a rural lifestyle. A more fulsome summary of the themes of conversation during the open house held on October 22, 2013 is included in Schedule A attached.

The referendum results indicated 73 per cent in opposition to the service and 27 per cent in favour. Voter turnout for the referendum was 29 per cent, with 27 per cent of votes cast in three advance voting opportunities, and the remainder on November 16, 2013 at five local voting stations. Bylaw No. 266 was subsequently rescinded. A summary of the 2013 Referendum Process on Roadside Collection is provided in Schedule B.

The rationale for expanding collection in rural areas of the CVRD remains similar today, as it was in 2013:

- The Comox Strathcona Solid Waste Management Plan includes an objective to achieve a waste diversion rate of 70 per cent in part through increased recycling activities;
- The 2011 Comox Valley sustainability strategy encourages waste diversion, waste reduction and recycling, as important for protecting ecosystems from pollution and reducing our use of natural resources;
- Improving the convenience of the removal of garbage, recycling and yard waste for residents could contribute to improved air quality for the region, by a reduction in open burning on rural properties;
- Sending one truck to pick up waste from our roads, replacing the kilometres driven by residents and multiple service providers for the same amount of waste, would reduce greenhouse gas emissions from this activity;
- Offering direct service to customers increases the ability of the CVRD to educate and communicate with residents to improve diversion;
- Most areas in the CVRD electoral areas are not offered recycling collection service from local contractors;
- A comparison of regional waste collection providers, services and costs indicates a likely cost savings and increased service level through a CVRD contracted waste collection service versus the existing property owner subscription service.

Since the 2013 referendum, the waste haulers operating in the CVRD have changed hands. BFI Waste Management is now operating as Waste Connections of Canada and Sun Coast Waste Services Ltd. was purchased by Waste Management in 2019. Emterra is still operating out of Cumberland. Emterra currently does not offer individual service in the rural areas, but indicate that they would be interested in a competitive process. All three companies operating locally are now large national or international companies. In addition, there may be some smaller scale businesses that contract with homeowners for yard or household waste removal that could be impacted by this proposed activity. The subsequent reporting will consider such impacts.

A survey of residents and consultants report completed in 2013 suggested that the best path forward was to offer garbage and recycling pick-up only, and to exclude yard waste/kitchen scraps at that time. Inclusion of kitchen scraps would not be possible until the regional composting facility is operational, and capacity for rural areas was confirmed as the initial design volumes are to support the four large municipalities. The management of yard waste from rural properties through curbside collection will be further investigated by staff and options presented to the Comox Valley Regional District Board (Board) for consideration.

## Policy Analysis

If approved to proceed, a bylaw to establish the service to provide for the collection of garbage and recyclable materials within the regional district would be developed by staff and be brought forward to the Board for readings. The bylaw for roadside collection in rural areas would need to consider the service boundaries, any excluded areas, the cost recovery model and a maximum requisition amount.

Prior to adopting a service establishing bylaw, the Board must obtain approval of the inspector of municipalities and elector approval as required under section 342 of the *Local Government Act* (RSBC 2015 c.1) (LGA). The following three types of public assent processes are prescribed by the LGA and the Community Charter [SBC 2003] (CC) and are eligible for use as part of this initiative:

- Assent Voting (Referendum) LGA 344
- Alternative Approval Process (AAP) LGA 345/CC 86
- Petition LGA 337/CC 212

Upon confirmation of the proposed service area, costs and other details, Board direction would be sought on the preferred method of obtaining elector approval.

## Options

The Committee has the following options:

1. Direct staff to proceed with the recommendations;
2. Receive this staff report and direct an alternative action;
3. Receive this staff report and take no further action.

## Financial Factors

Preliminary cost estimates to support the consultation, education and approval process are estimated to be \$60,000 with budget dependent on the service delivery model, chosen assent process and level of public engagement. Funding for this initiative is to come from the three feasibility study funds for Electoral Area A, Electoral Area B and Electoral Area C, Functions 151-153.

For residents who currently contract with a private hauler for the pickup of garbage, or garbage and recyclables, based on available information they would likely benefit from a cost reduction with the provision of a service contracted by the CVRD. Specific costs for delivering curbside collection of garbage, recyclables and compost within the proposed rural areas are not yet available at this time, but will be dependent on many factors including:

- frequency of pick-up
- services provided
- provision of collection containers
- specification of trucks

Economies of scale provide opportunity for those currently provided waste services at curbside to see a significant decrease in cost while also seeing an increase in the service level to include recycling. For information purposes, costs have been compiled in Table 1 from available bylaws of neighboring jurisdictions and quotes from service providers offering subscription collection in the CVRD.

**Table 1: Comparative Costs of Collection Service**

Service Area	Garbage	Recycling	Organics	Annual Cost per Household
Regional District of Nanaimo	1 container bi-weekly	unlimited bi-weekly	1 container food waste weekly	\$138.63
Cowichan Valley Regional District	1 container bi-weekly	1 container bi-weekly	n/a	\$122.00
CVRD – Royston	1 container weekly	unlimited bi-weekly	n/a	\$115.80
Waste Management (private)	1 container weekly	n/a	n/a	\$487
Waste Connections Canada (private)	3 containers weekly	n/a	n/a	\$550

Currently a resident who self-hauls their garbage bi-weekly to the Comox Valley Waste Management Centre, with up to 100 kg per trip, would pay \$260 per year in disposal fees. This would be \$10 each trip for the site access fee (\$4) and minimum charge (\$6). Disposal at an approved CSWM facility is the only local solution for household garbage. Backyard burning of household garbage is illegal per the *Environmental Management Act* [SBC 2003].

The CVRD currently receives funding from Recycle BC, the agency responsible for the management of printed paper and packaging at end of life, for the curbside recycling collection in Royston. The value of that incentive is \$36.65 annually per household for collection, plus \$2.75 per year per household for education and administration.

Financial incentives from Recycle BC to offset some of the cost for the collection of curbside recycling in the proposed service area will not be immediately available, and are not guaranteed to be available in the future. Within their 2018 Program Plan, Recycle BC has stated that local governments in communities that did not have curbside recycling collection programs as of May 2014, are eligible to join the Recycle BC program as contracted collectors if they implement a curbside recycling collection program, provided each of the following criteria is met:

- A curbside garbage collection program was in place for a minimum of two years in advance of the new curbside program for the same households;
- The community represents an incorporated municipality; AND
- The community has a minimum population of 5,000 residents.

If the community is unincorporated (as the rural CVRD service area is), Recycle BC has committed to determine an equivalency definition for 5,000 residents who live in a densely populated locality where the only differentiation is the type of government. Recycle BC will then revise the eligibility criteria for local governments with unincorporated communities that meet the other two criteria to join the Recycle BC Program. This new equivalency is not yet available, but the work is expected to be completed by the end of 2019.

### Legal Factors

Subsequent to the adoption of the service establishment bylaw, staff would conduct a request for proposals to contract the service in an open and transparent process. Consideration for the inclusion of multiple contractors in the award will be made, as this was a recommendation following the unsuccessful 2013 referendum.

### **Regional Growth Strategy Implications**

Improving the convenience of recycling for rural residents not currently serviced by a private hauler will improve diversion of recyclables and reduce landfilling. This is deemed to assist in delivering on the following Comox Valley Regional Growth Strategy goals:

- Goal 5: Infrastructure, Objective 5-E: Reduce regional solid waste and improve landfill performance;
- Goal 8: Climate Change, Objective 8-C: Reduce green-house-gas emissions in the solid waste sector.

This initiative will support a reduction in regional greenhouse gas emissions by reducing individual trips from residents to the Comox Valley Waste Management Centre, and streamlining existing curbside collection by eliminating multiple service providers travelling down the same street. For clarity, multiple service providers may be contracted to provide curbside collection within the electoral areas, but there would no longer be an overlap of service areas.

### **Intergovernmental Factors**

Aligning services offered to rural residents with those offered to residents of bordering municipalities will streamline messaging and communication regarding diversion within the CVRD. The creation of service areas that align with existing residential curbside collection routes may improve efficiencies for haulers, and lower costs for all residents. Coordination with the Town of Comox, The City of Courtenay, The Village of Cumberland, and the K'ómoks First Nation existing curbside services will be considered.

### **Interdepartmental Involvement**

Corporate Services and Engineering Services are working collaboratively to lead this initiative, with support from Financial Services.

### **Citizen/Public Relations**

Should the CVRD ultimately pursue the implementation of curbside collection of garbage and recyclable materials in the electoral areas, an engagement plan will be developed to support the chosen service delivery model and assent process.

Attachments: Schedule A – “Open House Themes from the 2013 Referendum”  
Schedule B – “2013 Referendum Process on Roadside Collection Milestones”

## Schedule A

### Open House Themes from the 2013 Referendum

A summary of the themes of conversation during the open house held on October 22, 2013 were:

- No flexibility to opt out for reasons such as:
  - seasonal occupancy
  - happy with current provider, want to support a local business
  - commercial farms that include their residential waste in their farm waste pick-up
  - long driveways, or people with mobility issues
  - concerns with attracting wildlife
- Uncertainty about cost control
  - what happens at the end of the contract if costs escalate
  - didn't want costs tied to assessed value
- Large company vs small local business
  - concern that this would put small local firms out of business
  - perception that the request for proposal process favoured large firms
- Voting
  - no option to vote by mail-in ballot for snowbirds
  - ability of renters to vote when the cost will be charged to property owners
  - residents with more than one property only get one vote
- Rural lifestyle
  - Chose to live outside municipal boundaries do not want these services, already composting
- Operational
  - Limit of one 80 L can of garbage is not enough
  - Some said 80 L was too much, they felt they would be subsidizing others
  - Service doesn't include large item pick-up
  - No glass allowed in recycling

## Schedule B

### 2013 Referendum Process on Roadside Collection Milestones

#### Major reports, events and milestones related to the 2013 project

November 16, 2012	EASC votes to initiate project initiated by Director Jolliffe
November 29, 2012	CVRD Board ratifies the EASC resolution for the referendum and feasibility study
January 16, 2013	Project plan approved by Chief Administrative Officer
April 9, 2013	Feasibility study data collection by Maura Walker and Associates Consulting
May 28, 2013	Staff Report – Feasibility study update to Board
June 11, 2013	Resident survey results received
June 21, 2013	Feasibility study final – Report from Defero-West Consulting
July 30, 2013	Staff Report – Board votes to issue request for proposals and set fall date for referendum
August 1, 2013	Request for proposals document for service providers – closed Sep 10, 2013
September 24, 2013	Staff Report – Approval of referendum question, logistics, bylaw readings
September 24, 2013	Notice of award to successful proponent of the request for proposals
September 25, 2013	Communications plan prepared
October 22, 2013	Open house conducted
October 23, 2013	Ministry approves Bylaw 266 to proceed with referendum
November 16, 2013	Referendum held
November 26, 2013	Staff Report – referendum results; Bylaw 266 is rescinded
November 27, 2013	Notified service provider of results
November 27, 2013	Notified the Ministry of Municipal Affairs & Housing of rescinded bylaw