



# Governance & Services Committee

**TO:** Governance and Services Committee

**FROM:** Jodie Foster  
Corporate Communications Manager

**DATE:** April 30, 2019

**SUBJECT:** Recycling Contamination Reduction Plan for 2019

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**Purpose:** To provide an outline of plans to reduce recycling contamination in the curb-side recycling program across the region.

## Executive Summary:

The Regional District of Central Okanagan and its member municipalities have been participating in Recycle BC's (formerly Multi Material BC) province-wide Printed Paper and Packing (PPP) recycling program since May 2014. New five-year agreements with Recycle BC were signed this past fall for residential curb-side pickup and depot recycling collection effective November 2018 until December 31, 2023.

In the 2018 agreements, Recycle BC continues to outline contamination levels to which collectors must adhere. Achieving the outlined contamination levels has become increasingly important due to tightening markets for the sale of recyclable materials. Producers and recycling collectors are now responding in an effort to reduce contamination. Through Recycle BC, contaminated loads of recyclable material may be subject to fines in the future.

Financial incentives are provided to offset the cost of the recycling program however we are obligated to ensure clean loads of recyclable materials. A plan to reduce recycling contamination has been developed for 2019 with a focus on non-PPP material, plastic bags and overwrap and is presented here for the Committee's information.

## RECOMMENDATION:

**THAT** the Governance and Services Committee receive for information the April 30, 2019 Recycling Contamination Reduction Plan For 2019 report.

Respectfully Submitted:

Jodie Foster  
Corporate Communications Manager

Approved for Committee's Consideration

Brian Reardon, CAO

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**Implications of Recommendation:**

Strategic Plan:	The Solid Waste Management Plan includes the principle “Prevent recyclables from going into the garbage wherever practical” and the strategy includes “Increase public awareness of existing recycling opportunities”
Organizational:	The RDCO delivers solid waste education, service administration, contamination reduction programming and overall support to the member municipalities.
Financial:	The 2019 budget for Solid Waste Management (cost centre 094) includes a budget item of \$30,000 to address recycling communication and education, plus a further \$80,000 for communication and education for all solid waste programs. For further detail on the recycling revenue and service level failure fines see the Financial Considerations section below.

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**Background:**

In 2010, the provincial government added Printed Paper and Packaging (PPP) to its Recycling Regulation triggering industry to become responsible for PPP being produced and sent into the BC market. As a result, Recycle BC (formerly Multi Material BC) was formed to represent industry and develop a plan to meet their obligation under the recycling regulation.

Recycle BC offered non-negotiable agreements to local governments to collect residential recycling in return for financial incentives per household for collection.

- The RDCO and its member municipalities each signed individual agreements with Recycle BC to perform this service. The incentives go directly to the RDCO and the member municipalities. The most recent agreements were updated and signed for a five-year period from November 2018 to December 2023. In the Central Okanagan residential recycling is collected as part of the overarching automated curbside cart waste collection system including weekly garbage collection and biweekly recycling and yard waste collection.
- The RDCO also receives education and service administration top up incentives from Recycle BC and provides region-wide education, service administration, contamination reduction programming and overall support to the member municipalities.
- Lastly, Recycle BC provides incentives to the RDCO for depot operations for the two regional depots (Westside Transfer Station and Glenmore Landfill) as well as two transfer stations with recycling depots in Electoral Area West (Trader’s Cove and North Westside Transfer Station).

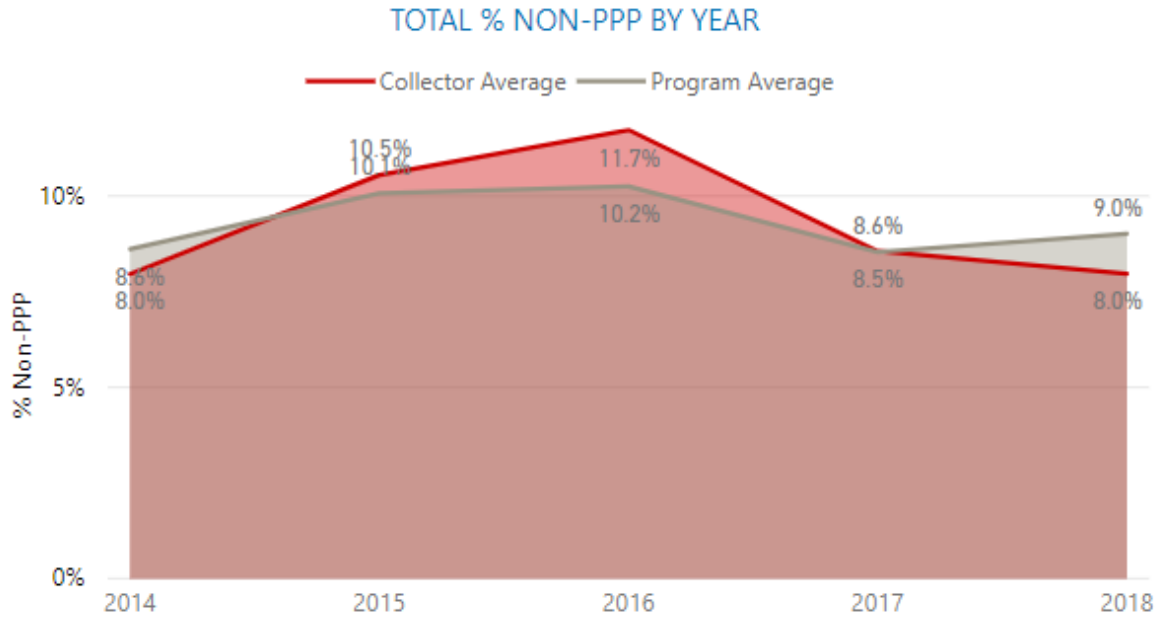
In the 2018 agreements, Recycle BC continues to outline contamination levels to which collectors must adhere. Achieving the outlined contamination levels has become increasingly more important due to tightening markets for the sale of recyclable materials. Producers and recycling collectors are now responding in an effort to reduce contamination. Through Recycle BC, contaminated loads of recyclable material can be fined. More information is provided in the financial considerations section below.

### Recycling Contamination

The graphs below show the current contamination level for the City of Kelowna (Sept 2018). While data for West Kelowna, Lake Country, Peachland and RDCO is not available for Sept 2018, historical data shows that all areas have similar contamination rates and similar contaminants to the City of Kelowna.

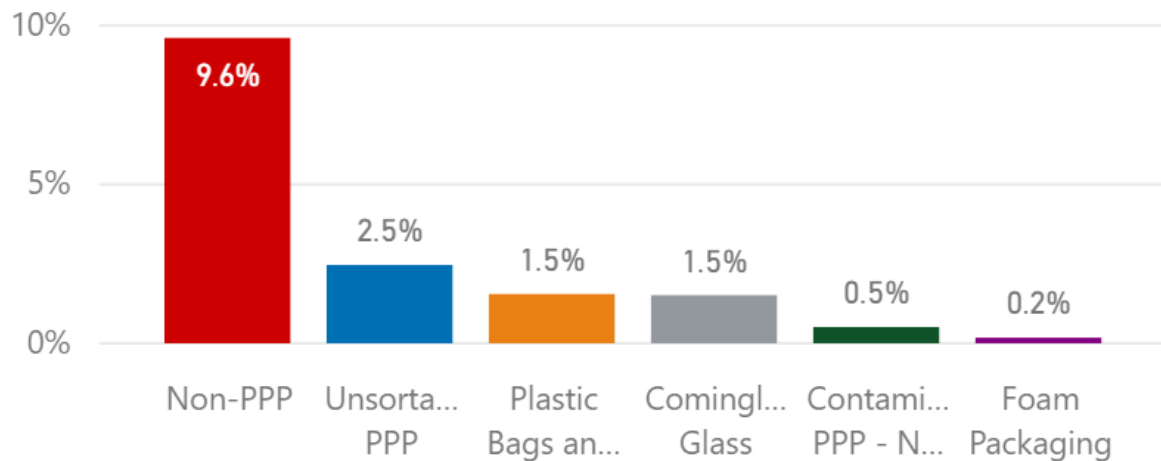
City of Kelowna data

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The following graph illustrates the top contaminates found in City of Kelowna carts, again, historical data shows that this is most likely representative of the entire region.

## ALL NON-TARGETED MATERIALS



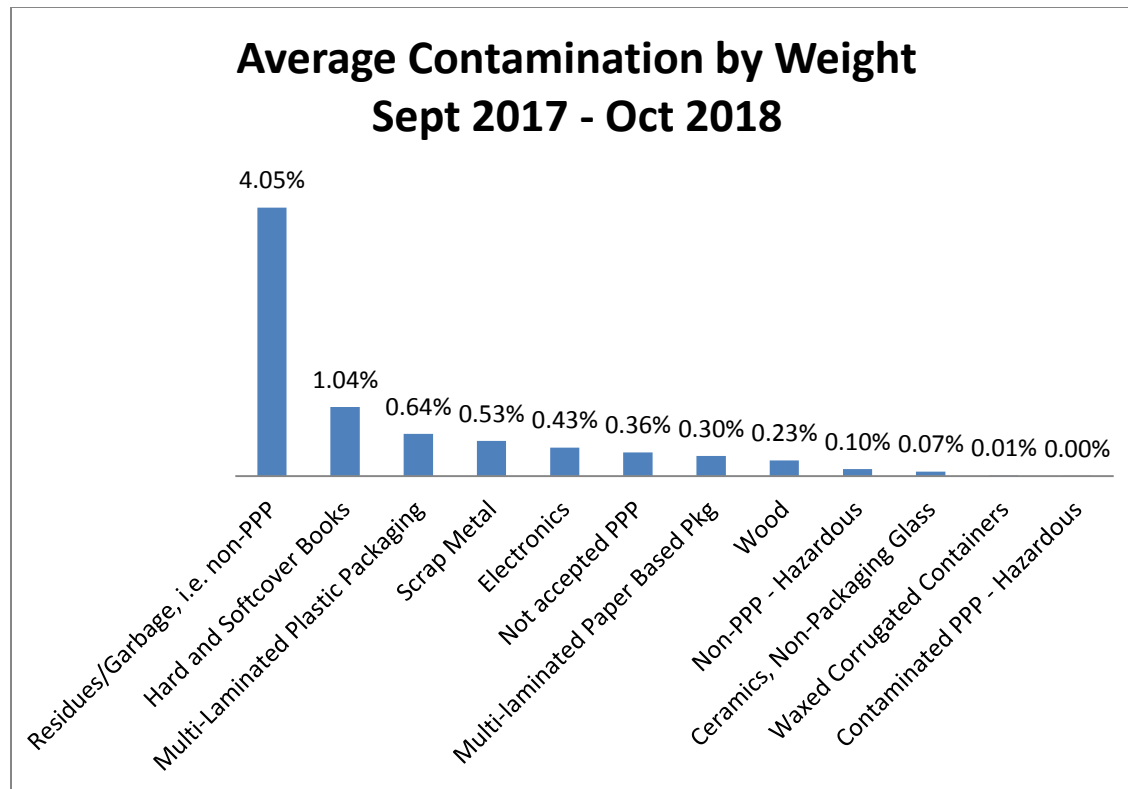
Non-PPP is defined by Recycle BC as the following items:

- Durable plastic products – plastic toys, clothes hangers, longer-term storage containers (e.g. “Tupperware”), laundry hampers etc.
- Hard and soft cover books – e.g. textbooks and novels
- Bags of mixed garbage
- Scrap metal – e.g. auto parts, pots, frying pans
- Electronics
- Textiles
- Organics – e.g. food and yard waste
- Ceramics, Non-PPP glass – e.g. bowls, drinking glasses, mirrors, windows
- Construction material and wood waste
- Hazardous Material
- Soft plastics – e.g. other flexible packaging such as cereal bags, chip bags, snack wrappers

Unsortable PPP is defined by Recycle BC as material that may otherwise be accepted and recyclable, but has been placed in collection containers by residents in a manner that does not allow the material to be recycled. Examples include residents tying their recyclables into plastic bags or nesting different types of containers together.

### Analysis

Audit data shows a downward trend in the amount of Non-PPP, however the region as of Sept 2018 still has a contamination level of 8% on average. Recycle BC has provided additional breakdown of what makes up the 8% Non-PPP found in curbside carts as shown in the below chart. The top three items that don't belong in the cart are garbage, books and multi-laminated plastics.



Residues/Garbage includes plastic products, bags of garbage, organics and yard waste, hard and soft cover books include text books and novels but does not include magazines and phone directories and multi-laminated plastic packaging includes other flexible packaging such as cereal and chip bags, snack wrappers, stand up pouches and cling wrap which can now be accepted at depots.

#### Material Focus for 2019

While contamination overall must be addressed, the focus of the 2019 strategy must be on products that are not recyclable, and often never have been.

- Garbage (all kinds, not just black bags, but things that have never been recyclable- pool noodles, plastic toys)
- Books
- Multi Laminated plastic packaging
- Plastic bags

#### Recycling Contamination Plan

Given that the RDCO receives the tops ups for education, service administration and recycling contamination, the RDCO is responsible for region-wide education program. A Recycling Contamination Reduction Plan was submitted to Recycle BC in April.

The plan outlines an approach to reducing contamination in 2019 is similar to that in 2018 with a two pronged approach of Promotion and Education (Be Cart Smart), as well as Monitoring and Enforcement. Messages will focus on the highlighted materials (garbage, books, multi-laminated plastic packaging and plastic bags).

2019 will also see the addition of cart stickers and extra cart monitoring with a stiffer view to leaving carts behind and a pilot to provide cart stickers with specific material instructions.

### **Monitoring and Enforcement**

- Two Waste Reduction Ambassadors have been hired to monitor curbside recycling carts from May through August.
  - They will inspect approximately 1200-1400 carts per week during a 15 week period for a total of approximately 18,000 – 21,000 cart checks.
  - Oops stickers will be applied to carts along with the Be Cart Smart guide for first time offenders and those with small amounts of contaminants.
  - Cart Left Behind stickers will be applied to carts along with the Be Cart Smart guide for repeat offenders and those with significant contaminants
  - See Appendix B for samples used in 2018.
- Target areas for monitoring include but are not limited to areas not previously inspected (2017/2018), high contamination areas based on past audit info and curbside collector recommendations. Routes will be included in Kelowna, West Kelowna, Lake Country, Peachland and RDCO electoral areas.
- In August, the crews will be returning to high contamination areas on previously inspected routes to gauge compliance and leave further carts behind.
- In addition to the in-person monitoring, the RFID system (i.e. truck mounted cameras for monitoring what is in the carts) will also be used on all routes to achieve necessary goals.
  - When contamination is noted, residents are sent a warning letter, as well as a detailed recycling guide.
  - Waste Reduction Ambassadors can follow up with repeat offenders and/or involve bylaw enforcement officers.

### **Promotion and Education**

- Cart Stickers
  - A pilot of 3000-6000 homes with adhesive stickers attached to recycling carts outlining what can go in and what must stay out.
  - Routes (about 1000 homes) will be measured for contamination in June before the cart stickers are applied and then again in August to see if contamination levels have declined.
  - At the request of Recycle BC routes will first be chosen in the biggest centres of Kelowna and West Kelowna and at the recommendation of curbside collectors for high levels of contamination.
- Be Cart Smart Campaign
  - Media tour of Cascades Recovery facility to demonstrate need for clean recyclables
  - TV ad on Global Okanagan June to August (focus of ad is what does not belong) high profile evening news positioning
  - Six week online media campaign, Castanet Media- to 'Be Cart Smart'
  - Media Release regarding cart inspections

- Weekly Recycling tips sent out to MyWaste App users (over 11,000 total users)
  - Weekly Facebook Recycle Tuesday Tips, also shared by all member municipalities to increase reach
  - Weekly Facebook Cart Inspection updates every Thursday, also shared by member municipalities to increase reach
  - Recycle Guide left behind at every cart that receives Oops or cart left behind sticker for duration of boots on ground
  - 21,000 of Living Greener Calendars have been distributed in 2019 and contain information on what is recyclable and what is not, including depot only items
  - My Waste App and My Waste App plug in on website continues with increased promotion to get more users annually – currently 16,200 subscribers and 21,300 users
- Recycling Education at Community Events- Be Cart Smart
    - Approximately 10 community events (home shows, farmers markets, seniors fair etc.)
    - Trunk Sale at Okanagan College

### Financial Considerations:

Outlined below are the financial incentives provided by Recycle BC, the current cost of recycling collection, the expected revenues, the top up incentives, the depot incentives and the cost of service level failure fines.

Curbside collection financial incentives provided by Recycle BC		
Single-stream – curbside PPP excluding glass		
>2 HH/ha	\$32.00/HH/yr	n/a
0.2 to 2 HH/ha	\$35.40/HH/yr	CoK (1.33), WK (0.66), P (1.32), LC (0.25)
<0.2 HH/ha	\$37.40/HH/yr	RDCO electoral areas (0.01)
Current contract costs for curbside recycling collection		
Cost per household (all areas)	\$22.56/HH/yr	

#### Notes:

1. Contract costs based on recycling collection representing 26% of scheduled collections.
2. Current contract costs include collection service, cart maintenance, and RFID/camera technology.
3. Current contract costs do not include the cost of the cart.
4. Contract costs are for the new curbside contract starting October 1, 2019

### Revenue projections from curbside collection financial incentives

Municipality	# households	Incentive	Projected revenue (annually)
Kelowna	38,954	\$35.40/HH	\$1,378,972
West Kelowna	11,204	\$35.40/HH	\$396,622
Lake Country	4,880	\$35.40/HH	\$172,752
Peachland	2,505	\$35.40/HH	\$88,667
Electoral Areas	1,687	\$37.40/HH	\$63,094
<b>TOTAL</b>	<b>59,230</b>		<b>2,100,107</b>

Notes:

1. Based on January 2019 household counts
2. Electoral Areas only represents those on curbside collection

### Resident Education and Service Administration Top Up (Received by RDCO)

	Last Rate	Current Rate	Projected Revenue (annually)
Education Top Up	\$0.75/HH/yr	\$0.75/HH/yr	\$4,423
Service Admin Top Up	\$2.50/HH/yr	\$1.75/HH/yr	\$103,653
Depot Top Up (access to curbside)	\$0.75/HH/yr	\$0.25/HH/yr	\$14,808



Depot Collection Financial Incentive		
Material	Last Rate (\$/tonne)	Current Rate (\$/tonne)
Film (plastic bags)	\$175	\$500
Styrofoam	\$175	\$800
Glass	\$80	\$90
Mixed Paper & Cardboard	\$60/\$80*	\$60/\$80*
Containers (plastics, tin, cartons)	\$90/\$120*	\$90/\$130*
Other Flexible Packaging (new Jan 2019)	N/A	\$90/\$130*

\*rates for depots without curbside collection (i.e. Trader's Cove, North Westside Transfer Stations)

Recycle BC can penalize collectors for contaminated loads of recyclables (greater than 3 per cent at the collection stage). These are called Service Level Failures, however no penalties have been charged to the RDCO or the member municipalities to date. It should be noted that there is a significant escalation for communities over 25,000 households (i.e. City of Kelowna).

#### Service Level Failure (over 3% contamination) – max of 24 loads/year

	Last Agreement	Current Agreement
Kelowna (>25,000 HH)	\$5,000/load	\$5,000/load year 1, \$10,000/load year 2, \$15,000/load year 3, \$20,000/load subsequent years
West Kelowna	\$5,000/load	\$5,000/load
Lake Country	\$2,500/load	\$2,500/load
Peachland	\$1,250/load	\$2,500/load*
RDCO	\$1,250/load	\$1,250/load

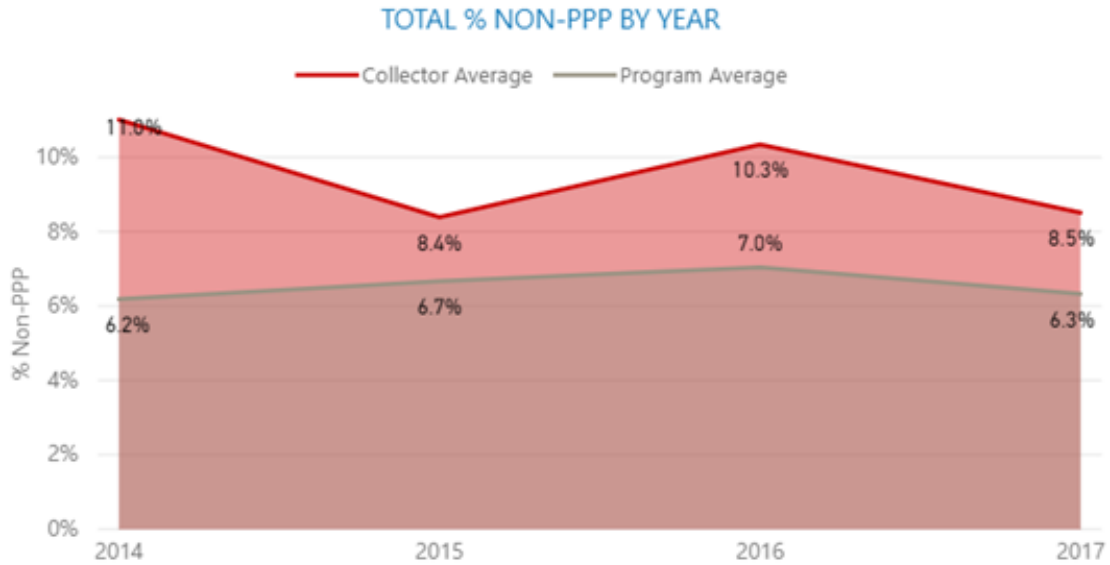
\*Penalty is based on household count and Peachland moved up a category from under 2500 to over 2500 households.

#### **Considerations not applicable to this report:**

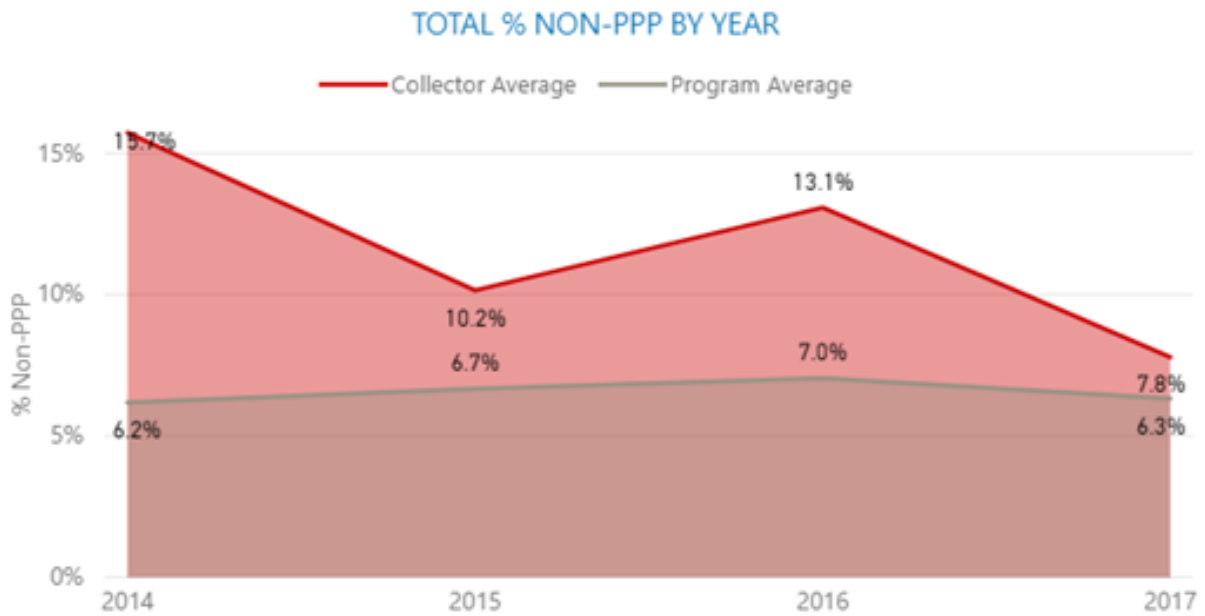
- *Organizational Issues:*
- *External Implications:*
- *Alternative Recommendation:*

**Contamination Levels (per most recent Scorecards provided by Recycle BC 2017):**

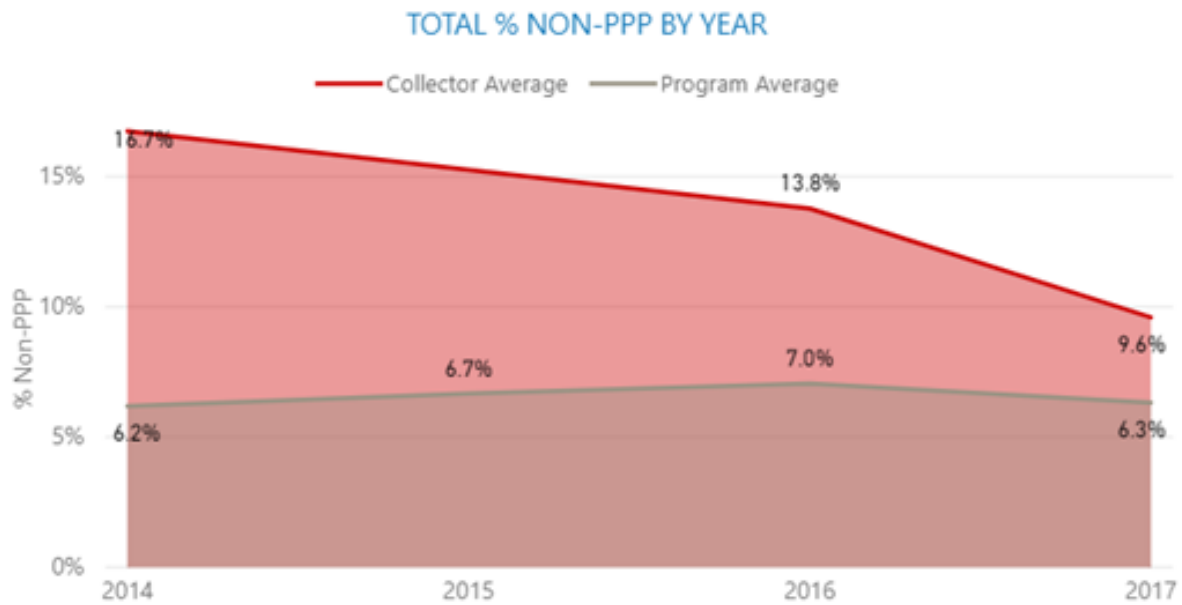
**West Kelowna**



**Lake Country**



**Peachland**



**RDCO Curbside**

