



# SPECIAL INFRASTRUCTURE SERVICES COMMITTEE

Monday February 25, 2013  
SCRD Board Room, 1975 Field Road, Sechelt, BC

## AGENDA

**CALL TO ORDER** 1:00 p.m.

### AGENDA

1. Adoption of the Agenda.

### MINUTES

### PETITIONS AND DELEGATIONS

### REPORTS

2. Special Infrastructure Services (released from in-camera) meeting minutes of November 30, 2012 Annex A  
P1-7
3. Second Round of Questions re: PPP Draft Plan Annex B  
P8
4. Manager of Sustainable Services  
Deferred from November 30, 2012 – Staff report regarding  
“Implications and Decisions for Local Governments on the Coast” Annex C  
P9-15
5. Zero Waste Coordinator  
Staff report regarding “Expected Impact of MMBC Plan on Plans for  
Resource Recovery Facilities in the SCR D” Annex D  
P16-18

### COMMUNICATIONS

### IN CAMERA

That the public be excluded from attendance at the meeting in accordance with section 90(1) (k) of the *Community Charter* “negotiations and related discussions respecting the proposed provision of a municipal service...”

### NEW BUSINESS

### ADJOURNMENT



**SUNSHINE COAST REGIONAL DISTRICT  
SPECIAL INFRASTRUCTURE SERVICES COMMITTEE  
IN CAMERA MEETING**

**PACKAGING AND PRINTED PAPER (PPP) DRAFT STEWARDSHIP PLAN**

**NOVEMBER 30, 2012**

RECOMMENDATIONS FROM THE IN CAMERA MEETING OF THE INFRASTRUCTURE SERVICES COMMITTEE OF THE SUNSHINE COAST REGIONAL DISTRICT HELD IN THE BOARD ROOM AT 1975 FIELD ROAD, SECHELT BC.

<b>PRESENT: SCR D</b>	Chair	F. Mauro
	Directors	L. Turnbull L. Lewis D. Shugar G. Nohr G. Tretick K. Julius J. Clegg
	Alternate Director	
<b>Town of Gibsons</b>		W. Rowe E. Machado D. Bouman G. Foss
<b>District of Sechelt</b>		D. Hockley K. Tang A. Lutes
<b>ALSO PRESENT:</b>	Chief Administrative Officer Corporate Officer Treasurer GM, Infrastructure Services Manager of Sustainable Services Staff Recording Secretary	J. France A. Legault (part) T. Perrault (part) B. Shoji (part) D. Whyte 0 J. Bullock

**CALL TO ORDER**                      09:30 a.m.

The public was excluded from attendance at the meeting in accordance with Section 90 (1) (k) of the *Community Charter* "negotiations and related discussions respecting the proposed provision of a municipal service that are at their preliminary stages...."

**AGENDA**                                      The agenda was adopted as presented.

**PURPOSE**

To discuss Multi-Material BC's (MMBC) Draft Stewardship Plan for Packaging and Printed Paper (PPP) and what it means for local governments on the Sunshine Coast. The focus of the meeting will be on identifying what local governments can expect if MMBC's Draft PPP Stewardship Plan is approved, impacts on existing and planned recycling programs and budgets (both municipal and regional), and decisions that MMBC will be asking local governments to make in 2013. The meeting will also provide an opportunity to generate feedback for MMBC on their Draft PPP Stewardship Plan should local governments wish to provide additional feedback prior to the December 14<sup>th</sup> cutoff date. PPP is a product category that includes all packaging and printed paper sold to residential customers (i.e. includes most items currently handled through municipal recycling programs and more).

**REPORTS**

There was some discussion regarding whether this meeting should be held entirely in-camera. It was agreed that the meeting would stay as in-camera.

**Recommendation No. 1**      *In-camera meeting*

The Special Infrastructure Services Committee recommended that this meeting be held in-camera;

AND THAT at the end of this meeting all present will agree which items will be brought out of in-camera.

*Dion Whyte, Manager of Sustainable Services presented the Packaging and Printed Paper (PPP) Draft Stewardship Plan dated November 19, 2012.*

*Dion advised that Multi –Material British Columbia (MMBC) is a non-profit organization which was formed to develop and implement a stewardship plan for packaging and printed paper.*

*MMBC has set a recovery target of 75%, which must be achieved within a reasonable amount of time.*

*Much discussion ensued and the following points were made:*

- *Stewardship Plans are managed by industry for the full life cycle of the product*
- *This regulation only applies to residential PPP*
- *MMBC will offer a market clearing price incentive to all local governments (and other interested parties). Separate market clearing prices will be offered for curb side collection, multi-family collection and depots.*
- *If local government decline the offer of the market clearing price, MMBC will tender for curb side collection services directly.*
- *If local government accepts the offered market clearing price for multi-family or depots, a further incentive will be offered to provide public education, etc*

- *MMBC will contract directly for post-collection services*
- *MMBC will report on the PPP program performance in an annual report which will be submitted to the BC Ministry of Environment by July 1<sup>st</sup> every year. The report will be posted on the MMBC website.*

## QUESTIONS

- *Is the 75% recovery rate target an average provincial goal? What happens if we don't meet this target, and our diversion rates do not go up? – The 75% target is an average province wide goal. The same question has been raised by many local governments and stakeholders. The plan does not give any assurance around this question. The plan is to report collection rates either per household or per capita, on a Regional District (RD) by RD basis so it can be compared with other jurisdictions. To date MMBC have not advised how they will remedy if targets are not met.*
- *Who enforces the regulations? – It is the responsibility of the Ministry of Environment (MoE) to enforce the regulations.*
- *Has a market clearing price already been determined? No. This is one of the issues. The market clearing price is still to be determined and there is concern over a one size fits all price. It could be biased against smaller communities versus larger communities. At this time we are unsure if the market clearing price will be set across the board, or set per community.*
- *What are the implications if it is not possible to implement this service for the offered market clearing price?- The implication is that the market clearing price will be presented as an offer to local governments in 2013. Local governments will then make a decision whether to accept and continue to provide the service, or if they will decline, in which case MMBC will go to tender to contract directly for curb side collection of PPP from Single Family Dwellings.*
- *What if local government declines the offer, MMBC goes to tender and offers are received outside of the market clearing price? – At this time staff are unsure of the outcome of this scenario. The Draft Plan suggests MMBC will provide the service regardless of cost where curb side PPP collection currently exists. Where garbage collection only exists, MMBC may decide not to provide curb side collection if bids exceed the market clearing price.*
- *Is this intended to be a onetime offer? So if local government accepts the offer, are they stuck with that market clearing price forever, regardless of the fluctuating market prices?- We are not sure at this time if we could opt out at a later date if we opt in now. The market clearing price will include costs escalators to account for increasing cost of living, fuel prices, etc.*
- *So the market clearing price is set by MMBC and that is considered a done deal? Does the market clearing price need to be approved by the MoE first? And will this plan be subject to change as a result of a review process? – MMBC does not need MoE approval*

*for the market clearing price. The MoE must approve their plan though. The market price will be MMBC's decision as long as the province accepts their plan. All stewardship plans are subject to periodic review under the legislation and may change.*

- *Is there a comparison available to show the implications for local government accepting this offer versus declining and having this offered to private business? If we do this comparison the private businesses would also have access to this information. - Our estimates are based on the current model which includes post-collection services. Our costs would only be the collection component under MMBC's plan and these have not been assessed in detail yet.*
- *It appears that curbside collection of PPP will happen regardless. If this is the case, what if the SCRD implements a curbside collection of PPP tomorrow? Does this mean that MMBC cannot implement the market clearing price if we already have the program running? - MMBC considers a current program as one in process as of the date that this plan was produced. Current programs would still be offered the market clearing price.*
- *There are three existing depots on the Sunshine Coast now. Will MMBC make the offer to all three? - That would be our expectation. MMBC's representatives have verbally confirmed this is the intent.*
- *What if no one accepts the market clearing price for depot operations? Will this leave a big hole of nothing in place? - Any qualified operator of a depot will be offered this price. MMBC is confident that someone in each area will accept the offer. If not, MMBC will not step in and tender for depot services.*
- *What about smaller communities that do not accept price now, and their community grows. Will they have missed the boat on this offer? - Good question. Staff is unsure. We will request clarification.*
- *What if the SCRD is offered the market clearing price for depots and declines as the offer is too low. Then the offer is put out through tender and there are no offers received. Could local government then decide to accept the offer that late in the day? - Although this is not confirmed, staff feels that there would be opportunity for that. If no one accepts the depot market clearing price, MMBC will not step in to tender for the service directly. Where there is no current curbside collection in place and they go out to bid, if no offers are presented in the required price range, MMBC may not put the service in place.*
- *Will the District of Sechelt, SCRD, Town of Gibsons and Sechelt Indian Government District be offered the same market clearing price? Yes. We expect all will be offered same price.*
- *We should reiterate in writing that the SCRD is already working on enhanced recycling collection services, and that it has been in planning stages for some time.*

- ***If the SCRD accepts the market clearing price and goes to curb side collection, what will happen to the existing depots? –These services can coexist. Some materials will be mandated to still be taken to depots. Not everything will be curb side. MMBC has indicated existing depots would be able to take advantage of the market clearing price.***
- ***Is there a list of pros and cons for this plan? No. We do not have this information.***
- ***This will be offered to all qualified operators? What is the definition of “qualified” in this case? That is a big question right now. The definition of “qualified” has not been defined yet. MMBC will be developing collector qualification standards in 2013.***
- ***Will this plan interfere with London Drugs existing model? Good question. Staff have not talked to them yet.***
- ***The definition of “private business”. Would this include a private business that is currently being subsidized by local government? Unsure, but for example Gibsons Recycling Depot (GRD). This is actually an SCRD funded PPP collection depot so the market clearing price would be offered to the SCRD. If the SCRD declines then the GRD could accept the market clearing price directly.***
- ***What about imported goods? Those materials that are manufactured outside of the BC Regulations – If the manufacturer is located outside of the BC regulated area, the responsibility would then apply to the first importer of these goods. Ultimately the consumer pays.***
- ***What if the market clearing price doesn't cover the transportation if the processor is long distance? How can we estimate this? Picking up from depot is classed as post-collection. Depot could also respond to call for post collection services. For municipalities that are currently offering this service, your contract price includes getting the product to end market. The implication for local government is to work with contractors to make sure you can adjust the scope of work to work with this program. You may need to change terms of the contact to fit with the MMBC's model. MMBC wants one model to fit across the province. For curb side PPP collection, distances trucks must travel to the processor will impact cost and there are concerns the market clearing price may not cover this cost.***
- ***We need to sit down with the contractors on the Sunshine Coast to go over this so they understand? This is very important. - Agreed. If we accept the offer, we then have to work with contractors.***
- ***Are there any calculations available to show manufacturers packaged products in each area? No data available.***
- ***How will diversion be recorded, ie; landfill diversion –Local governments will continue to measure their diversion rates.***

- ***The objective is to change the way people purchase products. Ie; less packaging. – The objective is more to influence the producers to re-design their packaging, to be more environmentally friendly.***
- ***Capital costs to deal with curb side collection etc. If they do not exist, is this part of the market pricing model? - Yes. It is intended to be a full cost model. Ie; cover cost of equipment, infrastructure, administration, etc.***
- ***Do the operational efficiency indicators include an evaluation of end use of material? Ie; is it going to China? – This will be covered in their qualifications standards. To be involved in any part of the MMBC system, you must meet the qualification standards. Ie; health and safety. The SCR D has advocated thee should include a broader range of environmental and social standards.***
- ***How can we control producers that do not reside in BC? How they look at processing? Ie; Styrofoam packaging, plastic packaging - Producers will pay by how much product of given material type they put into the market. Not by how much product is collected. The processor will need to report on who brought material in and how much of each type. Producers report on how much of each material type was generated (i.e. delivered to market in BC).***
- ***There is nothing in the regulations that mandates the steward to achieve a good collection rate. Language is needed in the plan to state that you must achieve similar PPP collection rates in all regional districts.***
- ***We need a mechanism for making improvements in consultation with Local Government. If this plan changes the way the service is delivered on the Sunshine Coast the collection rate could go down. What if they say only one depot for the Sunshine Coast? What then? Indications are that MMBC will offer a market clearing price for existing depots and curb side in all areas with PPP or garbage collection.***
- ***Will cross border shopping from US to BC be addressed? Not sure how this will be addressed.***
- ***Some stores offer a few pennies off if you do not use a plastic bag. Will that be affected? Not sure how that would change. If the concern is that local business has created an incentive program for reusable bags and we wish to see it maintained, we should put that across.***
- ***Can local government currently accepting non PPP materials continue to collect those materials? Yes at our own cost. MMBC will not pay for additional services.***
- ***The market clearing price. Is there an appeal or arbitration process in place to ensure fairness of the market clearing price? This has yet to be determined.***
- ***Multi stream versus single stream. If offering the market clearing price for curb side collection where the service does not currently exist, will that be based on single***

*stream? It is reasonable to assume that larger waste management companies may compete for local contracts with MMBC.*

- *Is it correct to assume that large corporations could cash in and win the contracts if local governments decline the offer? Yes. That would be a correct assumption.*
- *Commercial waste – how will it be dealt with? A good question for the MoE. The Recycling Regulation currently does not address commercial PPP or other commercial waste.*

***ACTION: It is important to clarify that our three Resource Recovery Facilities that we've been looking at will receive the same market clearing price and how MMBC's plan impacts our plans for these services. Is all our prior work here still valid? Yes staff believes so. A report will be provided.***

*The Special Infrastructure Services Committee recessed at 11:05am and reconvened at 11:15am*

### **Recommendation No. 2**

The Special Infrastructure Services Committee recommended that item 5 on today's agenda "Implications and Decisions for Local Governments on the Coast" be deferred to a meeting in January;

AND THAT the District of Sechelt, Town of Gibsons and Sechelt Indian Government District bring the information addressed at today's meeting back to their council for information.

*Director Turnbull left the meeting at 11:35am*

*Bryan Shoji left the meeting at 11:39am*

### **Recommendation No. 3**

The Special Infrastructure Services Committee recommended that these recommendations be brought out of in-camera at the next regular meeting of the Board.

**ADJOURNMENT 12:10 p.m.**



**Subject:** FW: MMBC response to your questions

**From:** [consultation@multimaterialbc.ca](mailto:consultation@multimaterialbc.ca) [<mailto:consultation@multimaterialbc.ca>]

**Sent:** November-06-12 8:00 AM

**To:** Brian Sadler

**Cc:** [maura@maurawalker.com](mailto:maura@maurawalker.com)

**Subject:** MMBC response to your questions

Brian

You asked:

1. As posted during the webcast, I asked a question about Municipal autonomy within regional districts. Given my understanding that RDs are responsible for garbage collection within rural Areas, and for maintaining a landfill for the entire RD, but given that municipalities within that RD are responsible for contracting for the garbage pickup within their jurisdiction, can municipalities either opt out of the MMBC 'plan' and/or can they 'out-source' their participation within the MMBC 'plan' to an existing private enterprise Depot operating within their jurisdiction? The reason I ask this question is that, here in Gibsons, we enjoy one of the most advanced Depots in the province which concurrently operates both privately -- with styrofoam processing, glass crushing and EPR products -- and under contract with the RD for both the Town of Gibsons and the contiguous rural Areas on each side. And, one month ago, this Depot began curbside pickup of recyclables, by individual subscription, using all-electric vehicles. Should the Town of Gibsons wish to consider entering into a P3 partnership arrangement with this Depot, chances are that whatever MMBC's 'market price' becomes in the future there would be less cost overruns incurred to be absorbed by additional taxes.

2. Having recently read the Executive Summary of the SAIC Report (Sep 2012), sponsored by the Grocery Manufacturer's Association in the US, I have my doubts that EPR and, by extension, PPP, can achieve what is currently claimed. I would be interested in MMBC's reaction to this SAIC Report.

3. Given the dispersion of our Sunshine Coast Regional District, with ~30,000 residents spread over 70-odd km of two-lane 'highway', and the existence of 3 different 'models' of recycling, I have doubts whether a "one size fits all" model can induce adaptation by these 3. At the far end of the RD, there is a non-profit society running a recycling depot and the RD subsidizes both this operation and a small landfill. Garbage pickup is by subscription, not tax-funded. In the middle of our RD, the District of Sechelt contracts for garbage pickup and also for a limited stream curbside pickup of recyclables. Whereas, centered on Gibsons, the south Coast has the Gibsons Recycling Depot referred to earlier, in question # 1, which services a combined population of ~ 11,000 residents. I am concerned that there was not sufficient detail within the MMBC presentation to clarify just how the MMBC 'plan' could be adapted to these 3 different examples of current recycling activity on the Sunshine Coast.

Responses:

1. MMBC will offer a market-clearing price for depot operation that will be available to any qualified collector, whether a local governments or a private company. In your case, the local government could accept the market-clearing price offer for depot operation and contract with your local depot operator or your local depot operator could accept the offer from MMBC. However, each tonne of PPP from your community would be eligible for the market-clearing price only once - either through the local government or through the private depot operator.

2. MMBC has no comment on the SAIC report.

3. The PPP Stewardship Plan includes a number of options: a market-clearing price offer to local government for curbside collection of PPP from households that are currently receiving PPP or garbage curbside collection; and a market-clearing price for depot operation available to either local governments, not-for-profit organizations or private companies. I believe these options address all of the ways in which service are currently being provided within your jurisdiction.

Glenda Gies  
on behalf of Multi-Material British Columbia



## SCRD STAFF REPORT

---

**DATE:** November 23, 2012  
**TO:** Infrastructure Services Committee – December 6, 2012  
**FROM:** Dion Whyte, Manager of Sustainable Services  
**RE:** **MMBC’s DRAFT PPP STEWARDSHIP PLAN - IMPLICATIONS AND DECISIONS FOR LOCAL GOVERNMENTS ON THE COAST**

---

### RECOMMENDATION

**THAT the Manager of Sustainable Services’ report entitled “MMBC’s Draft PPP Stewardship Plan – Implications and Decisions for Local Governments on the Coast” be received for information.**

---

### BACKGROUND

The following recommendation was adopted by resolution of the SCRD Board at its regular meeting held November 8, 2012 (435/12, No. 5):

*THAT the Manager of Sustainable Services’ presentation regarding “Draft Packaging and Printed Paper Stewardship Plan” be received;*

*AND THAT the SCRD endorse the “Preliminary Comments for Submission by November 9, 2012” as provided in the presentation for submission to Multi Material BC (MMBC) and copy to the Ministry of Environment and the UBCM Packaging and Printed Paper working group;*

*AND THAT the submission indicate that the short timeline for providing comments be identified as a concern;*

*AND THAT a staff report be provided including a full analysis of implications of the Packaging and Printed Paper stewardship plan for local governments on the Sunshine Coast;*

*AND THAT staff schedule a workshop at least one week prior to December 14, 2012, to receive and discuss the staff report;*

*AND FURTHER THAT the District of Sechelt, Sechelt Indian Government District and Town of Gibsons be invited to attend this workshop.*

Multi-Material BC’s (MMBC’s) Draft Packaging and Printed Paper (PPP) Stewardship Plan, once implemented, will have a number of implications for local government recycling programs on the Sunshine Coast. Between now and May 19, 2014 (MMBC’s target date for plan implementation), local governments will face decisions regarding their future role in the delivery

of PPP<sup>1</sup> recycling services. The purpose of this report is to summarize these implications and decisions faced by local governments on the lower Sunshine Coast.

## **DISCUSSION**

As a result of MMBC’s stewardship plan, local governments on the Sunshine Coast will be faced with the following decisions over the next year:

- 1. Do we want to be in the curbside PPP collection (i.e. recycling collection) business?**
- 2. Do we want to be in the business of collecting PPP from multi-family residences where PPP is collected in a central location on the premises?**
- 3. Do we want to be in the business of collecting PPP at depots?**
- 4. What role do we want to take in advocating for stewardship program improvement over time and how do we want to organize ourselves to do this?**
- 5. Given MMBC’s plans, what issues related to recycling service and funding equity will remain after the program is implemented in May 2014? What remains to be resolved through the current Solid Waste Service Review process?**

Before considering these questions further, it is necessary to examine some of the specifics of MMBC’s Draft PPP Stewardship Plan and its implications for local governments on the Sunshine Coast.

### General Implications for Local Governments

- The volume of PPP currently being recycled through collection programs will increase (in theory) and PPP disposal in local landfills will decrease. MMBC’s target is to increase PPP recovery rates from the estimated current BC average of 50% to 75% within a reasonable timeframe.
- The types of packaging materials accepted under residential recycling programs will increase (e.g. to include “Styrofoam”). The extent of the increase depends on what is currently collected in local programs.
- Access to curbside collection services for PPP will be maintained (i.e. those areas receiving it now will continue to receive the service) or will be enhanced (e.g. expanded to areas currently only receiving garbage collection services).
- Local governments will have the opportunity to provide PPP collection services to the public through an agreement with MMBC, or may elect to get out of the PPP collection business altogether. Where local government enters into a collection agreement with MMBC it must meet MMBC’s qualification standards and reporting requirements.
- Local governments will no longer be responsible for processing and marketing services associated with collected PPP. These services will be procured by MMBC directly.
- Local government’s cost of PPP collection services (curbside or depot services) will be reduced or eliminated as these costs transfer to MMBC. Where local governments elect

---

<sup>1</sup> The PPP product category covered by MMBC’s plan includes all packaging and printed paper products sold to residential customers, but excludes commercial/wholesale packaging. PPP represents the majority of material collected through municipal curbside recycling programs and/or recycling depots, however collecting the full range of PPP will require expanding the list of materials accepted through these programs and establishing a uniform list of accepted materials for all collection programs in BC.

to provide PPP collection services, MMBC will pay a financial incentive (known as a market clearing price) which may or may not cover 100% of local program costs.

- Local governments will need to review existing contractual commitments that will be impacted by MMBC’s plans (e.g. any contract for PPP collection services that extends beyond May 19, 2014) and begin to negotiate changes with contractors as required.
- Theoretically, all jurisdictions except for Area A (Pender Harbour/Egmont) will be able to receive a uniform level of curbside recycling services at little to no cost to the local government. This will largely resolve current concerns raised by the District of Sechelt over service and funding inequities.
- Theoretically, under MMBC’s program the costs associated with collection depots for residential recyclables will shift away from local governments and be borne by MMBC. This will help to resolve current concerns raised by the District of Sechelt over service and funding inequities.

### Implications for Curbside Collection Programs – Single Family Residences

Under MMBC’s draft plan, any local government currently providing curbside PPP (i.e. recycling) collection services will continue to receive curbside collection of PPP. Also, any areas currently providing curbside garbage collection services will have the opportunity to receive curbside PPP collection services so long as these can be provided for the market clearing price (MCP) determined by MMBC. Where multi-family residences currently set out garbage and/or recycling on public right of ways, these residences will be included in the service. Currently, both the District of Sechelt and Sechelt Indian Government District (SIGD) provide mandatory curbside PPP collection services to single family residents. Curbside garbage collection services are provided to single family residences within established service area boundaries in all municipalities and electoral areas in the SCRD with the exception of electoral area A (Pender Harbour/Egmont). Implications of MMBC’s draft plan for local governments with existing curbside collection programs and/or garbage collection programs are as follows:

- Local governments may elect to provide collection services directly (or through a contractor) and will be able to claim the MCP offered by MMBC (the MCP is intended to cover the cost of collection services, however it may not cover the full cost of services in some areas).
- Local governments who accept the MCP will need to sign an agreement with MMBC and meet MMBC’s collector qualifications standards and reporting requirements. This may require adjustments to existing curbside collection programs in some cases.
- Local governments who accept the MCP will continue to be responsible for public education and first point of contact for customers.
- For existing programs, local governments who accept the MCP will be required to adjust their programs to collect the uniform list of PPP developed by MMBC. New programs must be designed to collect the prescribed list of PPP.
- Local governments who accept the MCP will no longer be responsible for processing and marketing of materials as MMBC will be contracting for these services directly. Local governments who currently contract for curbside PPP collection services will need to amend the terms of these contracts accordingly.
- Local governments who accept the MCP will be required to ensure there is no utility fee for collection services (i.e. service is provided at no cost to residents or costs are rolled into general taxation).
- Should a local government not accept the MCP or opt to get out of the PPP collection business altogether, MMBC will tender for collection services directly with the private

sector and will provide education services and first point of customer contact directly. In such cases the local government will cease to be involved in the provision of curbside collection services. Where the local government currently provides garbage collection services but does not provide curbside PPP collection services, MMBC may determine not to implement curbside PPP collection services should costs exceed the MCP (in which cases other forms of collection services, such as depots, will be considered).

- Where local governments currently provide, or plan to provide, integrated collection services, they will need to consider the impacts of MMBC’s plan on the collection service as a whole (e.g. where same equipment is used to collect organics weekly and garbage/recycling on alternating weeks).

#### Implications for Collection Programs – Multi-Family Residences

Multi-family residences will receive collection services for PPP as follows:

- Where multi-family residences currently set out PPP on road right of ways to be collected as part of regular curbside collection routes, MMBC will maintain curbside collection of PPP under curbside collection contracts (i.e. rolled in with services for single family residences);
- Where multi-family residences currently collect PPP on private property (e.g. at communal collection facilities accessible to all residents and located on the premises), MMBC will offer a Market Clearing Price (MCP) to any qualified party for collection of PPP.

Implications for local governments include:

- For multi-family residences that set out PPP on public right of ways (i.e. as part of regular collection programs), MMBC will offer the local government an MCP to continue to provide services. Should the local government accept the MCP, implications will be as for single family residences above. Should the local government decline the MCP, MMBC will tender for provision of collection services directly.
- For multi-family residences that provide a common collection area for PPP located on the premises and accessible to all residents, MMBC will offer a MCP to any qualified party (i.e. local government or private/not for profit business that meets MMBC’s qualifications standards). Collection services may be in the form of on-site collection services or through depots. Where no party accepts the MCP, MMBC will not make alternate arrangements for the collection of PPP.
- Any party accepting the MCP will be required to collect MMBC’s prescribed list of PPP, to sign an agreement with MMBC and to meet MMBC’s qualifications standards and reporting requirements.
- Where a local government accepts the MCP, MMBC will pay an additional fee towards provision of public education and first point of customer contact. Where a private or not for profit operator accepts the MCP, MMBC will provide educational services and first point of customer contact directly.
- The MCP will be provided for collection services only. MMBC will contract directly for processing and marketing services.

#### Implications for Collection Programs – Depots

MMBC will provide access to depots for the collection of PPP from single and multi-family residences. To provide depot service, MMBC will offer a MCP to any qualified party for operation of the facility. Some types of PPP (e.g. “Styrofoam” packaging and plastic film) will only be collected at depots, while other types of PPP may be collected both at depots and through curbside programs. Implications for local governments on the Sunshine Coast include:

- Though not explicitly stated in MMBC’s draft plan, it is understood that where PPP collection depots (i.e. those collecting residential recyclables) currently exist, those depots will have an opportunity to accept the MCP offer.
- Any party accepting the MCP will be required to collect MMBC’s prescribed list of PPP, to sign an agreement with MMBC and to meet MMBC’s qualifications standards and reporting requirements.
- Where a local government accepts the MCP, MMBC will pay an additional fee towards educational services and first point of contact for customers. Where a private or not for profit operator accepts the MCP, MMBC will provide these services directly.
- The MCP will be provided for collection services only. MMBC will contract directly for processing and marketing services. Local governments who currently contract for depot collection services will need to amend the terms of these contracts accordingly.
- In some cases, depots may also be contracted by MMBC to provide consolidation, processing or transportation services under a processing contract where these services are required (e.g. where it makes sense to have the depot also consolidate material into larger loads and transport these to a processing or recycling facility). In cases where depots provide collection services only, the depot will be serviced by one of MMBC’s processing contractors (e.g. to collect material from the depot and transport it to a processing facility).
- Collection depots may provide services over and above PPP collection, however these will be at the local government’s or private operator’s own expense. Where depots provide additional collections services, MMBC will require that systems be in place to monitor and report on the quantity of residential PPP collected separately from other materials.

#### Implications for Collection Programs – Streetscapes

MMBC will develop and implement a program for the collection of PPP from municipal sidewalks, public plazas and public parks in more urbanized areas with a population greater than 20,000 and population density greater than 200 persons per square kilometer. This will be done by offering the local government a MCP for a bundle of services required. Where the local government declines the MCP, MMBC may contract directly for streetscape collection services. None of the municipalities on the lower Sunshine Coast meet MMBC’s criteria for provision of streetscape collection services. Any local government currently providing such a service and wishing to continue to do so, or any local government planning to implement new streetscape collection services, will have to do so at its own expense.

#### Decisions Faced by Local Governments

Assuming MMBC’s Draft PPP Stewardship Plan is approved by the province, local governments will be faced with a number of decisions as MMBC moves ahead with program implementation. These decision points are summarized below.

**6. Do we want to be in the curbside PPP collection (i.e. recycling collection) business?**

- a. If YES, the following decisions will need to be made:
  - i. Do we want to provide service directly using internal resources or do we want to contract for delivery of service (status quo)?
  - ii. Are we willing to accept MMBC’s offered financial incentive (MCP) even if it does not cover 100% of local program costs?
  - iii. To what extent are we prepared to design collection services to meet local community expectations should this result in additional costs not covered by MMBC’s financial incentive? (e.g. multi-stream curbside collection vs. single-stream co-mingled)
  - iv. Are we prepared to make any necessary changes to meet MMBC’s qualification standards (under development)?
- b. If NO, need to consider obligations under existing collection contracts. Also need to determine how this decision will be communicated to residents.

**7. Do we want to be in the business of collecting PPP from multi-family residences where PPP is collected in a central location on the premises?**

- a. If YES, the following decisions will need to be made:
  - i. How will we provide collection services to these locations (e.g. physically collect from each location or provide these locations with access to collection depots?)
  - ii. Do we want to provide service directly using internal resources or do we want to contract for delivery of service?
  - iii. Are we prepared to make any necessary changes to meet MMBC’s qualification standards (under development)?
  - iv. Are we willing to accept MMBC’s offered financial incentive (MCP) even if it does not cover 100% of local program costs?
- b. If NO, need to determine how this decision will be communicated to residents.

**8. Do we want to be in the business of collecting PPP at depots?**

- a. If YES, the following decisions will need to be made:
  - i. How will depot services be provided? (e.g. as part of suite of services to be provided at one-stop resource recovery facilities)
  - ii. Do we want to provide service directly using internal resources or do we want to contract for delivery of service? (e.g. current direction is to contract for delivery of services)
  - iii. Are we prepared to make any necessary changes to meet MMBC’s qualification standards (under development)?
  - iv. Are we willing to accept MMBC’s offered financial incentive (MCP) even if it does not cover 100% of costs to operate the residential PPP collection depot?
  - v. Will we continue to accept PPP from non-residential customers (e.g. small businesses and community organizations) given these customers have access to private collection services? If so, how will the operation be set up and administered so as to track and record material flows and costs for the residential component separately from the non-residential component?
- b. If NO, need to determine how this decision will be communicated to residents.

9. **What role do we want to take in advocating for stewardship program improvement over time and how do we want to organize ourselves to do this?** This may include:
  - a. Continuing to advocate for improvements to MMBC’s approved stewardship plan based on comments submitted in 2012 and those submitted by other communities;
  - b. Continuing to advocate for provincial oversight, auditing and enforcement of requirements under the approved stewardship plan and Recycling Regulation;
  - c. Participating in future stewardship plan reviews and advocating for program improvements at these times;
  - d. Do we wish to do this independently or as a group of local governments? (e.g. consolidating annual comments for submission through AVICC and/or UBCM)
  
10. **Given MMBC’s plans, what issues related to recycling service and funding equity will remain after the program is implemented in May 2014? What remains to be resolved through the current Solid Waste Service Review process?**



## SCRD STAFF REPORT

---

**DATE:** February 18, 2013  
**TO:** Special Infrastructure Services Committee – February 25, 2013  
**FROM:** Jeremy Valeriotte, Zero Waste Coordinator  
**RE:** **Expected Impact of MMBC Plan on Resource Recovery Facilities**

---

### RECOMMENDATION

**THAT the Zero Waste Coordinator’s report entitled “Expected impact of MMBC Plan on Resource Recovery Facilities” be received.**

---

### BACKGROUND

The following action item was recorded at the Special ISC meeting of November 30, 2012, on the PPP Draft Stewardship Plan:

*It is important to clarify that our three Resource Recovery facilities that we’ve been looking at will receive the same market clearing price and how MMBC’s plan impacts our plans for these services. Is all our prior work here still valid? Yes staff believes so. A report will be provided.*

### DISCUSSION

SCRD currently operates or contracts three recycling collection depots in Gibsons, Sechelt and Pender Harbour. MMBC representatives have verbally indicated that the market clearing price (MCP) for depots will be offered to any existing PPP depots to allow for continued collection services. Staff requested that MMBC confirm this verbal indication in writing; to date a response has not been received. Since the MCP will apply to collection services only, it is likely that the same MCP will be offered to all three existing depots.

In response to questions from the PMAC Chair, MMBC also indicated that it will “offer a MCP for depot operation that will be available to any qualified collector, whether a local government or a private company...the local government could accept the MCP offer for depot operation and contract with your local depot operator or your local depot operator could accept the offer from MMBC.”

MMBC has indicated that PPP collection services for single-family households will be provided as follows:

- Curbside collection in areas currently receiving curbside collection of PPP;
- Curbside collection in areas currently receiving curbside collection of garbage that can be serviced for the MCP offered by MMBC; **and**
- Depot collection for PPP in areas that can be serviced for the MCP offered by MMBC.

## **Staff Report to Special Infrastructure Services Committee Expected Impact of MMBC Plan on Resource Recovery Facilities**

An MCP will be offered to local government for curbside collection of PPP from households that are currently receiving PPP or garbage curbside collection. A separate MCP for depot operation will be offered to local governments, not-for-profit organizations and private companies.

**Where curbside collection of PPP currently exists** (District of Sechelt and Sechelt Indian Government District), if the MCP for curbside collection is declined by local government, MMBC will tender and contract directly for collection services. Staff infers that the contract price would be independent of the MCP that was offered.

**For areas currently receiving only garbage collection** (all other areas except Area A), where local government declines the MCP, MMBC will tender for collection from other parties (non-profits and the private sector), but if all bids are above the MCP, reserves the right to not contract for curbside collection services.

**For depots**, the MCP will be offered to any interested party that meets the qualification standards. If the offer is not accepted, MMBC will not make arrangements for provision of depot services.

### **IMPACT ON PREVIOUS PREPARATION WORK FOR RESOURCE RECOVERY FACILITY SERVICES**

MMBC has indicated that qualification standards for depot operators “will allow as much discretion in system design as is reasonable”. While not a definitive commitment, staff believe that design work completed, including the Conceptual Plan developed by a multi-stakeholder technical design team for the Pender Harbour Resource Recovery Facility (RRF) and results of 2012 Special ISC meetings on desired RRF services, will continue to have value in achieving an effective and publicly-supported RRF design. A Request for Expressions of Interest in providing RRF services is currently under development based on previous work completed.

Challenges related to separate collection, handling and tracking of items outside the MMBC scope, such as Commercial PPP, and recyclable plastic, paper or metal products rather than packaging, will require modifications to RRF design and operation including an increased level of effort, but can be resolved within the existing framework.

From a financial point of view, PPP (including paper products, plastic, aluminum/tin, glass and Styrofoam) currently funded through taxation will shift to stewardship fees, however the revenue from marketing of recycled PPP will no longer be available to the SCRD. As the MCP has not yet been established, it is not yet clear whether it will fully fund PPP collection or whether additional funds will be required. MMBC’s stated intention is to offer an MCP in the first quarter of this year, and finalize arrangements with local governments in the second quarter of 2013.

### **UPDATE ON MMBC PROCESS**

Two documents have been released by MMBC since the November 30, 2012 meeting:

- A Request for Expressions of Interest (REOI) for post-collection services; and,
- A draft updated list of PPP to be collected by MMBC Qualified Collectors.

The list of PPP specifies that glass packaging, including clear and coloured liquor and beer glass, and refillable beer glass, will not be collected. Clear and coloured non-beverage bottles

**Staff Report to Special Infrastructure Services Committee  
Expected Impact of MMBC Plan on Resource Recovery Facilities**

and jars will be collected at depots only, not from curbside, to avoid contamination of the resource stream. This has generated public concern from municipalities with regards to moving goalposts for established curbside blue box programs that currently accept glass.