



To: Public Works and Transportation Committee

Date: February 7, 2011

From: Tom Stewart, ASCT.  
Director, Public Works Operations

File:

Re: Public Spaces Recycling - Proposed Pilot Program

Staff Recommendation

That the proposal by Nestlé Waters Canada to work in partnership with the City to develop and implement a 3-month pilot program for public spaces recycling, as outlined in the staff report dated February 7, 2011, be accepted.

Tom Stewart, ASCT.  
Director, Public Works Operations  
(604-233-3301)

Att. 2

FOR ORIGINATING DEPARTMENT USE ONLY			
<b>ROUTED TO:</b>	<b>CONCURRENCE</b>	<b>CONCURRENCE OF GENERAL MANAGER</b>	
Parks Recreation	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
<b>REVIEWED BY TAG</b>	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>	<b>REVIEWED BY CAO</b>	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>

## Staff Report

### Origin

A proposal has been received from Nestlé Waters Canada to pilot a three-month public spaces recycling program in targeted areas within the City of Richmond.

This report presents the proposal for Council's consideration and recommends that a public spaces recycling pilot be undertaken as outlined. The proposed initiative supports Council term goal no. 7, "Initiatives to reduce garbage, solid waste and liquid waste".

### Analysis

The proposal by Nestlé Waters Canada is contained in Attachment 1. Staff have evaluated the proposal and modified it slightly to formulate the recommended pilot program, as outlined in this report. The purpose of the pilot is to help design a model for public spaces recycling programs, to further enhance waste diversion, and provide the opportunity to model recycling behaviours that are typically practised in home environments.

The preliminary details of the proposal are outlined below.

- Timeframe: June – August, 2011 (3 month pilot program)
- Target Materials: Paper (newspaper, mixed paper) and beverage containers
- Proposed Locations: a) Steveston main business district area and waterfront  
b) Steveston Community Centre  
c) Garry Point Park

### *Nestlé Waters Canada Role:*

Nestlé Waters Canada would retain a consultant to work with City staff to:

- undertake pre and post program evaluation and measurement,
- establish type and quantity of recycling containers to be deployed in the pilot locations,
- ensure compatibility with the City's existing curbside recycling program,
- evaluate current communications tools and recommend strategies to incorporate public spaces recycling messaging,
- jointly undertake communications to promote the public spaces recycling pilot project,
- assess the program and prepare a final report and recommendations.

Program costs, estimated to be at least \$50,000, would be borne by Nestlé Waters Canada. The scope of the program may be modified depending on costs, to align with any financial limitations, including reducing the number of pilot sites or containers. The pilot period timeframe may also require adjustment pending delivery timeframes for recycling containers, etc.

The final report and recommendations would be shared by Nestlé Waters Canada with other industry partners to help advance public spaces recycling programs across the province. Richmond's program would likely be used as a showcase site as part of this. Information from the pilot program would also be shared with Encorp Pacific, the product stewardship corporation involved with beverage container management in Canada.

***City of Richmond's Role:***

The City's role would be to work with Nestlé Waters and its consultant to design the program, including the style and type of recycling containers used. City staff would be involved in and retain the ability to approve all aspects of communications including container markings, and program promotion. Corporate advertising would not be an element of this program.

City staff would also consult with the Steveston Community Society in relation to any recycling containers and collection arrangements inside the community centre.

The City would be responsible for all operating costs associated with servicing the recycling containers including collection, sorting, material recycling, etc. The level of effort and resource requirements would be measured during the pilot program and used as part of the City's evaluation. This information could be used to evaluate potential resource and cost requirements respecting future expansion.

The scope of the pilot program would be kept to that level of effort that can be accommodated within existing resource requirements to ensure there are no additional costs to the City.

***Pilot Program Benefits:***

The pilot program would offer benefits to both parties. The program offers Nestlé Waters Canada the opportunity to gather information to help expand recycling of beverage containers across British Columbia. It will use the information from the pilot program in Richmond to showcase the benefits and opportunities for expanding public spaces recycling of containers across the province.

The City would also gain value from the program. While we have already introduced various styles of recycling containers in parks and some public areas to evaluate their feasibility, the pilot program provides added opportunity for further and more detailed evaluation as well as the establishment of best practices. To date, we have tested baskets which attach to litter barrels, basket-style litter barrels with prominent signage, and most recently, a 3-bin system using the "Big Belly" solar compactor garbage unit (at Canada Line stations). These various containers are shown in Attachment 2.

The recycling containers provided by Nestlé Waters Canada during the pilot program would become the property of the City at the conclusion of the program. There would also be information gained from the communications components of the program which the City could apply to future program planning. The City would be able to evaluate the resource requirements, collection methodologies and costs of the program as well as any potential expansion of public spaces recycling. At the end of the pilot, the City would have expanded recycling opportunities in the Steveston area.

### **Financial Impact**

The cost of the pilot public spaces recycling program containers, communications and overall evaluation would be borne by Nestlé Waters Canada. The City's investment would be limited to staff time for program development, implementation and container servicing.

Information gained from the pilot program would be useful in formulating costs and related requirements of any future, wider-scale public spaces recycling program.

### **Conclusion**

The proposal by Nestlé Waters Canada provides mutual benefit to both parties in relation to public spaces recycling. The City has the opportunity to acquire recycling containers at no cost for use during and after the pilot program. Both parties would gain important information relating to public communications, participation and overall program evaluation to apply to any future, public spaces recycling programs or initiatives. Ultimately, the objective is to increase recycling and waste diversion rates. As this program supports that overall goal, it is recommended that the pilot public spaces recycling program be approved.



Suzanne Bycraft  
Manager, Fleet & Environmental Programs  
(604-233-3338)

SJB:



The Healthy Hydration Company™

November 23, 2010

Ms. Suzanne Bycraft  
Manager of Fleet & Environmental Programs  
Engineering & Public Works  
City of Richmond  
5599 Lynas Lane  
Richmond, British Columbia  
V7C 5B2

Dear Suzanne;

The purpose of my writing is to follow-up on our earlier meetings regarding the establishment of a pilot public spaces program in British Columbia hosted by the City of Richmond.

**Executive Summary**

Nestlé Waters Canada is proposing to work with the Corporation of the City of Richmond to establish British Columbia's first pilot public spaces recycling program in the City of Richmond in 2011.

Public spaces recycling captures the "last mile" of recyclables – items typically found in curbside and/or deposit program jurisdictions that are abandoned by consumers in park spaces, recreational facilities like arenas, street scapes, transit stops, bars and restaurants, elementary and secondary schools and gas stations.

Established by the Canadian beverage industry in the province of Quebec in June 2008, public spaces recycling is achieving recovery rates as high as 97 percent but typically in the 80+ percent range after three months of trial. Through public education campaigns and citizen participation, public spaces recycling is creating a halo effect vis-à-vis the province of Quebec's existing curbside program, in that recycling participation rates are increasing.

Nestlé Waters Canada would fund the cost of purchasing new recycling container infrastructure and/or re-engineering the City of Richmond's existing containers as part of the pilot project. The Company would also be responsible for the cost of the overall management of the project as well as pre- and post-pilot measurement of the program.

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The Company would further be responsible for performing an audit of the City of Richmond's existing taxpayer-directed marketing communications tools to determine how public education related to public spaces recycling and littering could be integrated with the City's existing communications programs to residents at little or no additional cost.

The City of Richmond would be responsible for assuming the operating cost associated with any changes to its current waste management services contracts or operations.

The pilot public spaces programs at the Steveston Harbour, one or two community recreational/sports parks of the City's choosing and all three Canada Line station stops within the city would begin in April 2011.

The pilot program would be about three months in duration. The results of the pilot would be filed with the City of Richmond as a best practice for public spaces recycling across the community and forwarded to Encorp Pacific and the British Columbia Ministry of the Environment for consideration as a future complement to the province's current beverage container recycling programs.

### **Background**

The Canadian beverage industry is currently diverting 66% of beverage containers from landfill across Canada but, through Encorp Pacific, almost 80% in British Columbia.

Could more be done? Yes. The Canadian beverage industry is working hard to improve on these diversion rates, including investing heavily to establish public spaces recycling programs nationally, which includes continuous public education related to recycling and littering. Quebec is in the final year of a program that is diverting up to 97% of recyclable materials from the waste stream. The first permanent program in North America was established by Nestlé Waters Canada and its industry partners in Manitoba this past Spring. Successful pilots have taken place in Ontario (Sarnia and Niagara Region) and Nova Scotia (Halifax). Nestlé Waters Canada and its industry partners are poised to initiate a pilot in British Columbia in 2011 and Alberta in 2012.

The Canadian beverage industry led the establishment of public spaces recycling programs in Canada out of its concern that valuable recyclables were being discarded in public places and/or placed in garbage bins and, as a result, were going to landfill instead of being recycled into higher and better uses, i.e. PET plastic water bottles, which when recycled become carpeting, fleece clothing, automotive parts, toys, food and beverage containers, etc.

The Government of Quebec responded positively because the public spaces recycling program was capturing valuable recyclables – and diverting them from landfill. Many Quebec municipalities responded positively because they were becoming increasingly concerned about the cleanliness of their public spaces and/or their landfills were being cluttered with valuable recyclable materials. Many Quebec citizens responded enthusiastically because the program now permits them to practice the kind of environmentally responsibility in public that they currently do at home.

The City of Sarnia, the Regional Municipalities of Niagara and Halifax and their citizens have since responded to public spaces recycling in similar fashion.

Copies of the final reports of the Province of Quebec pilot public spaces recycling program, the City of Sarnia pilot public spaces recycling program and the Regional Municipality of Halifax pilot public spaces recycling program have been filed with and are available from City of Richmond Engineering & Public Works staff.

#### **Pilot Sites:**

**Steveston Harbour** – Building on the successful methodology developed by the Canadian beverage industry in Quebec, fine-tuned in Sarnia and Niagara Region and practiced on the Halifax waterfront, Nestlé Waters Canada would fund the placement of garbage and recycling bins, complemented by appropriate on-bin and on-waterfront communications along the boardwalk, downtown area and in Garry Point Park;

**Community Recreational/Sports Parks** – Building on the successful methodology developed by the Canadian beverage industry in Quebec, fine-tuned in Sarnia and Niagara Region, Nestlé Waters Canada would fund the placement of garbage and recycling bins, complemented by appropriate on-bin and in-park communications;

**Canada Line** – Building on the successful methodology developed by the Canadian beverage industry in Quebec, fine-tuned in Sarnia and Niagara Region and practiced on the Halifax waterfront, Nestlé Waters Canada would fund the placement of garbage and recycling bins, complemented by appropriate on-bin and at-station stop communications.

#### **Methodology:**

- Deploying an environmental consultant (StewardEdge) contracted by Nestlé Waters Canada, undertake a foundation study of the current level of recyclables currently going to landfill in each of the pilot sites as well as evaluate the effectiveness of the programs already in place;
- Determine what type and quantity of recycling infrastructure is required for each pilot site and, in particular, where it should be situated, knowing that citizens will not walk very far with recyclable and non-recyclable goods they intend to throw away. The Quebec experience has proven there is a need for numerous garbage and recycling containers placed together in strategic high human traffic zones and, further, that it is better to have numerous small receptacles rather than a small number of larger receptacles;
- Confirm that the pilot public spaces recycling program is compatible with the municipality's current curbside program, i.e. it must support the identical level of recycling and waste material separation activity;
- Ensure current recyclable materials in the municipality are being collected, marketed and sold in accordance with current British Columbia Ministry of Environment best practices;

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- Undertake a review of the municipality's current taxpayer-directed communications tools and develop an economical public education campaign deploying those existing assets;
- Develop and undertake a mass public awareness program, complemented by localized pilot site-specific public spaces recycling program communications;
- Ensure recyclable materials and garbage are both removed from the pilot sites in a timely fashion, as the management of maintenance, collection and monitoring of the pilot sites is crucial to the effectiveness of the program;
- Use signage that deploys pictograms rather than textual labels;
- Deploying StewardEdge, conduct an early-term assessment of the effectiveness of each of the pilot sites to enable timely corrections to be made, if necessary;
- Prepare a monthly progress report for each of the pilot program's key stakeholders;
- Deploying StewardEdge, prepare a final report that identifies the final level and quality of recyclables captured during the program as well the final level and type of general waste captured by the program.

**Budget:**

Waste and recyclables receptacle infrastructure costs will be determined once final placement and receptacle design considerations are finalized. Management fees will be finalized once the scope of work in support of each pilot site is finalized. All bins will become the property of the municipality, at no cost, following completion of the pilot study.

Waste and recyclables collection costs will be determined based on any additional requirements the pilot sites pose on existing waste management collection schedules. All revenues from the sale of additional recyclables collected will become the property of the City of Richmond during and following the pilot programs.

The Canadian beverage industry invested approximately \$300,000 in the pilot program in Quebec, deploying the exercise in a number of municipalities across the province. The industry invested about \$125,000 in Sarnia, about \$100,000 in Niagara (of a \$200,000 pilot program) and about \$75,000 in Halifax. It is anticipated that the investment in the Richmond pilot by Nestlé Waters Canada will approach \$50,000 or more, depending on bin costs and management fees.

As it has in the past, Nestlé Waters Canada may seek out participation in the City of Richmond pilot program from industry partners that were involved in earlier public spaces recycling initiatives, including the Canadian Bottled Water Association and Refreshments Canada. The Company may also approach Encorp Pacific to participate.

**Other Considerations:**

Should the scope of work require a capital investment by Nestlé Waters Canada or an operating budget investment by the municipality that exceeds fiscal expectations, the scale of the pilot public spaces recycling program can be easily modified to reflect any and all budget realities. The number of pilot sites would simply be reduced to re-balance the exercise with any financial imperatives.

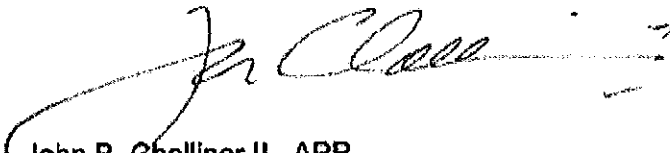


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To meet the April 1 to June 1 pilot timeframe for the pilot public spaces recycling program to occur, approval of this proposal will be required by February 1, 2011.

Suzanne, should you have any further questions, comments or concerns, please do not hesitate to contact me by telephone at 1 888 565-1445, Ext. 6441, or via email at [john.challinor@waters.nestle.com](mailto:john.challinor@waters.nestle.com) at your earliest convenience.

Sincerely,

A handwritten signature in black ink, appearing to read "John B. Challinor II". The signature is written in a cursive style with a large, sweeping initial "J".

John B. Challinor II APR  
Director of Corporate Affairs

**Attachment 2**

**Examples of Recycling Containers**



Litter barrel with recycling basket attached



Basket-style litter and recycling barrels with prominent signage



"Big Belly" solar compactor garbage unit with recycling containers attached