

# Waste Diversion Ontario Continuous Improvement Fund

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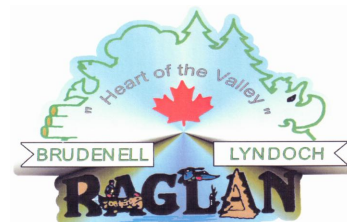
**CIF PROJECT #843**

**SHARED SERVICES CENTRE OF EXCELLENCE INITIATIVE**

**TOWNSHIP OF BONNECHERE VALLEY: PROJECT LEAD IN ASSOCIATION WITH**

**THE TOWNSHIPS OF:**

- **BRUDENELL LYNDONCH AND RAGLAN**
- **HEAD CLARA AND MARIA**
- **HORTON**
- **MADAWASKA VALLEY, AND**
- **THE TOWN OF RENFREW**



**Final Report**  
**September 2016**

**Prepared for:**  
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## Acknowledgement

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## Executive Summary

The Township of Bonnechere Valley with the combined support of the Township of Brudenell, Lyndoch and Raglan, the Township of Head Clara and Maria, the Township of Horton, the Township of Madawaska Valley, and the Town of Renfrew have received council approval to move forward to develop and implement a Shared Services Centre of Excellence (SSCE). Acting on the Business Case Analysis report produced during CIF Project 802.4, this joint cooperative effort implemented the business case plan.

The SSCE business case plan had the following project goals:

- Develop and implement a common Promotion and Education plan
  - Utilize the CNA/OCNA in-kind ads
- Operational Improvements:
  - Reduce Operating Net Cost/Tonne
  - Increase Tonnage diverted
- Increase funding amounts for tonnage diverted and best practices
- Explore opportunities to share recycling system resources

The SSCE initiative has shown itself to provide a common and positive platform for six municipalities to participate in. The SSCE held six meetings throughout the project period, every two months on average, and successfully met the project goals as a group with variations within each local program. The SSCE continues to share ideas and concepts that are mutually beneficial for the entire waste management system. From simple communication elements to having a unified approach in managing the local recycling contractor, the SSCE has proven to be a useful resource for all participating communities.

The next steps for the SSCE are to:

- Continue the development and implementation of the common P&E program utilizing the CIF P&E grant provided in 2015 to create new and improved collateral;
- Establish a staff training tool kit for depot and collection staff;
- Prepare for Bill 151 and the upcoming transition when approved and implemented; and
- Continue with the core services as identified in the initial business case analysis: harmonization efforts, establish common Waste Reduction Strategies, track and monitor programs, reduce or contain costs and provide annual data call reporting; and
- Conduct a review of local waste by-laws and policies for the purpose of working towards a common framework to be implemented by each local municipality. The current policies in place vary and include: bag limits, user pay, clear bag requirements, collection frequency and enforcement methods.

## Introduction

The Township of Bonnechere Valley with the combined support of the Township of Brudenell, Lyndoch and Raglan, the Township of Head Clara and Maria, the Township of Horton, the Township of Madawaska Valley, and the Town of Renfrew have received council approval to move forward to develop and implement a Shared Services Centre of Excellence (SSCE). Acting on the Business Case Analysis report produced during CIF Project 802.4, this joint cooperative effort implemented the business case plan as CIF Project 843.

## Background

The six participating communities are located in the County of Renfrew in Eastern Ontario. They are one to two and half hours from Ottawa, four to five hours from Toronto and are in close proximity to Algonquin Provincial Park.

Renfrew County Area Map



The SSCE has been meeting and working together since mid 2014 when the group conducted a business case analysis. The SSCE formalized the effort and started to work together in July 2015 as CIF Project 843. Based on the business case analysis this group is sharing as much information as possible in order to harmonize programs, improve overall operations, increase program awareness, improve Stewardship Ontario funding and to be cost effective.

The six communities have the following number of households:

#### *Program Household Comparison*

<b>Program</b>	<b>Total Hhlds</b>	<b>Hhld %</b>
Bonnechere Valley	2,421	20%
Brudenell, Lyndoch & Raglan	1,142	10%
Head, Clara & Maria	337	3%
Horton	1,357	11%
Madawaska Valley	2,985	25%
Renfrew	3,779	31%
Group Total	12,021	100%

Every community operates a depot program as part of the blue box service. Brudenell, Lyndoch and Raglan is the only one which specifically uses dedicated depots. All other programs have a curbside element for a portion of the households and Horton and Renfrew being the only ones providing complete curbside for all households.

## **Project Goals**

The project goals established are as follows:

- Develop and implement a common Promotion and Education plan
  - Utilize the CNA/OCNA in-kind ads
- Operational Improvements:
  - Reduce Operating Net Cost/Tonne
  - Increase Tonnage diverted
- Increase funding amounts for tonnage diverted and best practices
- Explore opportunities to share recycling system resources

## **Project Results**

### **Promotion and Education Plan**

At the outset of the project, the respective municipal programs' P&E was reviewed. In general, the programs:

- Maintain website content – listing program materials, instructions, calendars, site locations and operating times;
- Printed annual flyers, calendars or information sheets for hand out and insertion with municipal service bills;
- Used promotional items such as fridge magnets;
- Did not use or entirely use their respective CNA/OCNA allotment

Using this information as the starting point, a P&E plan was created that incorporated these elements. In addition to the individual efforts the SSCE created a set of print ads for use throughout the year. Refer to Appendix A.

As part of the P&E plan development an image bank was established in a central filing system using Dropbox. Images and other program ads are gathered in the central file for further use and ad development. The images and ads were gathered from Stewardship Ontario, Waste Diversion Ontario and the Canadian Plastics Industry Association.

With the established ads, a schedule was set out to utilize the CNA/OCNA ads. In the Renfrew County area, the allocated papers are predominantly OCNA operations. The WDO protocols were followed when placing ads and the full allocation was booked in advance the utilization deadline. However, it was noted that not all ads were placed in accordance with the requests.

### Operational Net Costs

At the start of the SSCE effort, the business case analysis utilized the published data from the WDO to ascertain the programs' 2014 net cost per tonne.

#### 2014 Reported Net Cost/Tonne

Program	Provincial Group	Program Net Cost/Tonne	Weighted Provincial Average	Maximum Allowable
Bonnechere Valley	9	\$400.19 /T	\$493.34	\$626.64
Brudenell, Lyndoch & Raglan	9	\$607.68 /T	\$493.34	\$626.64
Head, Clara & Maria	6	\$749.77 /T	\$530.55	\$621.69
Horton	7	\$456.82 /T	\$407.43	\$482.10
Madawaska Valley	9	\$621.91 /T	\$493.34	\$626.64
Renfrew	5	\$422.74 /T	\$258.65	\$301.82

Source: Waste Diversion Ontario: <http://www.wdo.ca/programs/blue-box/> [Blue Box Funding Payments excel file]

At the time of writing this report, the WDO had not published the 2015 datacall system costs, however, the following table is generated using the communities datacall submissions.

#### 2015 Reported Net Cost/Tonne

Program	Net Cost per Tonne
Bonnechere Valley	\$311.84/T
Brudenell, Lyndoch & Raglan	\$723.15/T
Head, Clara & Maria	\$1,064.66/T
Horton	\$629.91/T
Madawaska Valley	\$601.17/T
Renfrew	\$466.59/T

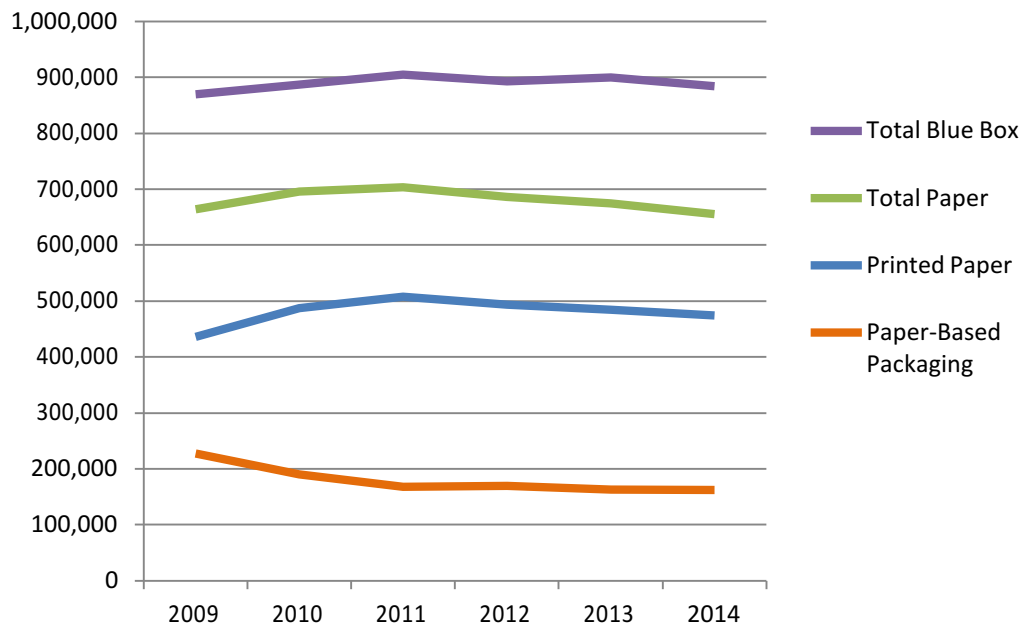
The programs show both increase and decreases in reported net cost per tonne. What is not shown here is that the entire provincial system has been impacted in a similar manner. The net cost per tonne uses the reported tonnages recycled and costs to calculate the value. The provincial program shows a system trend to less tonnes recycled. This is very likely due to the packaging changes taking place causing the total tonnage available to flat-line or and most likely drop. With less paper and glass, light weighting of plastic and other packaging and a move to 'pouches' that are not included in the recycling system, the net cost per tonne is increasing even if costs don't increase. In essence the use of this methodology is proving to be an ineffective

measure of improvement. As a measure of performance, the SSCE programs' are in line with the provincial system.

### Paper Tonnage Trends

Source: 2014 Blue Box Highlights, WDO Report

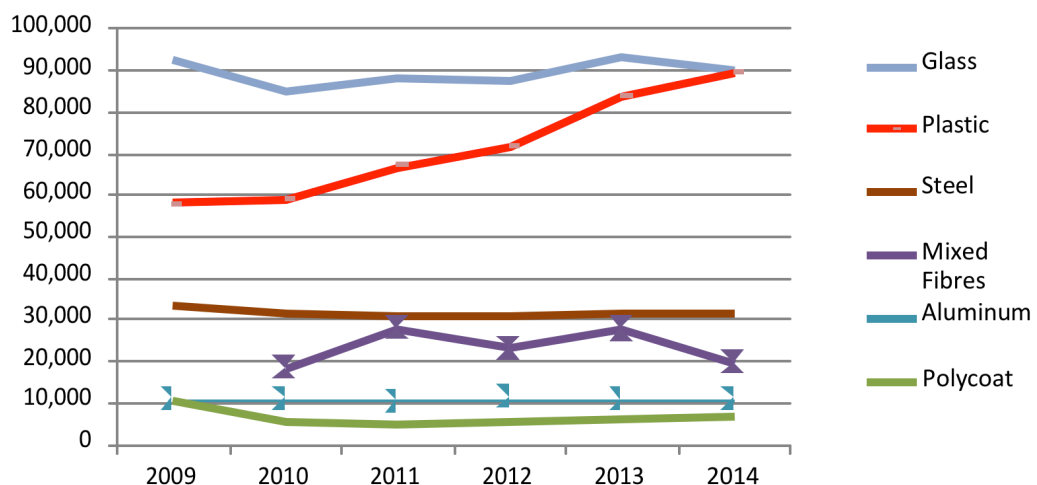
2009-2014 Marketed Tonnage Trends for Paper-Based Packaging, Printed Paper, Total Paper, and Total Blue Box



### Packaging Tonnage Trends

Source: 2014 Blue Box Highlights, WDO Report

2008-2013 Trends for Blue Box Materials under 100,000 Marketed Tonnes



## Operational Calculated Tonnages

The SSCE comparison of annual tonnages shows some programs increasing and others decreasing. Given the complexity of the blue box's basket of goods composition, it is difficult to comment on why each program had the change that it did. However, the following aspects are identified that may provide some rationale for the tonnage changes:

- All programs utilized a common Promotion and Education platform;
- Bonnechere Valley and Madawaska Valley implemented a depot collection change to eliminate the multi compartment roll off bins for user friendly Front End and Rear bin systems; and
- HCM utilizes an estimate based approach to determine collected tonnages

### Annual Calculated Tonnage Comparison

Program	2014 Calculated Tonnage	2015 Calculated Tonnage	+/- Tonnage
Bonnechere Valley	268 T	301 T	33 T
Brudenell, Lyndoch & Raglan	75 T	80 T	5 T
Head, Clara & Maria	37 T	35 T	(3 T)
Horton	209 T	159 T	(50 T)
Madawaska Valley	345 T	360 T	15 T
Renfrew	493 T	464 T	(29 T)

For a complete annual tonnages since 2007, refer to Appendix B.

## Tonnage and Best Practices Funding

Funding received in the program is based on three factors:

- Net Cost is 50% of the funding,
  - Tonnage is 35%, and
  - Best Practices represents 15%
- of the overall funding.

The funding received for tonnage and best practice for 2015 and 2016 was:

	2015		2016			
	Recovered Tonnage	Best Practices	Recovered Tonnage	Best Practices	Tonnage Funding Difference	Best Practice Funding Difference
Bonnechere Valley	\$10,902	\$3,041	\$12,192	\$3,922	\$1,290	\$881
Brudenell, Lyndoch & Raglan	\$3,093	\$1,191	\$3,423	\$1,559	\$330	\$368
Head, Clara & Maria	\$10,658	\$1,064	\$1,691	\$831	(\$8,967)	(\$233)
Horton	\$7,692	\$1,999	\$9,522	\$3,162	\$1,830	\$1,163
Madawaska Valley	\$16,227	\$6,569	\$15,714	\$5,957	(\$513)	(\$612)
Renfrew	\$20,148	\$3,676	\$22,435	\$6,482	\$2,287	\$2,805

Note: the difference for Head Clara and Maria from 2015 to 2016 is directly related to the drop in reported tonnages. See Appendix B for actual tonnages.

The funding for 2017 will be based on the recent 2015 datacall for which the numbers are not available for this report.

The potential funding for tonnage and best practices were reported in the initial business case analysis as:

	Best Practices		Tonnage	
	Possible Score	Possible Funding	Possible Tonnage	Possible Funding
Bonnechere Valley	85%	\$6,855.00	549	\$19,414.00
Brudenell, Lyndoch & Raglan	85%	\$2,294.00	259	\$9,158.00
Head, Clara & Maria	85%	\$1,580.00	76	\$2,702.00
Horton	85%	\$5,071.00	308	\$10,882.00
Madawaska Valley	85%	\$10,150.00	677	\$23,937.00
Renfrew	85%	\$10,644.00	858	\$30,304.00

In terms of the funding model used, the easiest approach to gain more funding is to increase the tonnage recycled. With every tonne captured, the overall funding will increase proportionately. However, as previously noted, the basket of goods is changing and becoming lighter. Further, the provincial factor used to calculate the available tonnage is likely quite different for the SSCE programs. Unfortunately there is no published data on the variance between the provincial average used and the various program groups 1-9.

For the best practices funding allocation, while it seems that in order to increase funding a program need only to implement the identified best practices. However, this is not the case in a manner of speaking. The method in which the best practices are evaluated is to have a review team read and assess the responses. The issue with the methodology is that there is no specific evaluation matrix and the review team has changed over the years. With no consistent review methodology, this appears to have caused a varied best practice scoring history.

### *2007-2014 Best Practice Scoring*

Program	Best Practices Scores							
	2007	2008	2009	2010	2011	2012	2013	2014
Bonnechere Valley	0.0%	11.7%	20.8%	12.5%	26.7%	60.0%	47.2%	49.4%
Brudenell, Lyndoch & Raglan	0.0%	0.0%	0.0%	24.1%	57.9%	53.8%	43.1%	46.1%
Head, Clara & Maria	0.0%	16.5%	16.2%	53.5%	68.0%	41.7%	65.8%	48.6%
Horton	0.0%	21.7%	33.6%	31.7%	25.0%	33.3%	35.0%	44.7%
Madawaska Valley	0.0%	17.5%	40.4%	70.1%	84.8%	45.8%	54.9%	37.5%
Renfrew	0.0%	16.7%	0.0%	0.0%	25.8%	14.2%	30.1%	58.9%

Note: the 2015 best practice score the SSCE was not available at the time of writing this report.

### **Shared Services Resources**

As part of the activities the SSCE looked at opportunities to share any and all resources. While the P&E program was established and implemented, at this time the only programs to utilize municipal resources and equipment for collection purposes is the Township of Madawaska Valley, Bonnechere Valley and Head Clara Maria.

The recycling collection equipment used by the three municipalities providing municipal collection services is as follows:

Madawaska Valley: Rear Packer Collection units: 2009 Peterbilt and 2013 International

Bonnechere Valley: Rear Packer Collection unit: 2007 Sterling

Head Clara Maria: 2013 Ford F150 with oversized leer bed-cap

All other programs utilize the services of a private contractor, Beaumen Waste Management Ltd. to collect and process. The discussion of curbside collection was discussed and is the subject of further review as the SSCE continues to consider its future meetings and operations.

## SSCE Benefits

During the project, the SSCE programs met on six occasions from June 2015 to June 2016. At each of these meetings, the group discussed a number of topics and issues relating to the blue box programs. In a report template prepared for the members to use for their respective councils the group identified the SSCE benefits and accomplishments to date include:

- In-valuable networking to discuss all waste management and operations issues.
- Regular meetings and email exchange
- Provision of insight and information that has assisted each municipalities recycling, diversion and overall waste programs.
- Established Promotion & Education common platform to promote and encourage recycling in communities.
- Utilizing in-kind advertising space provided by Stewardship Ontario on a regular basis (not leaving in-kind dollars un-used).
- Tracking and monitoring ISP programs: Product Cares: Pesticide, Solvents and Fertilizers, Soda Stream consultation, Automotive Materials stewardship.
- Monitoring WDO information: programs, CIF activities and opportunities.
- Bill 151 monitoring and information
- Grants/funding
- Completion and support of the annual WDO data call
- Coordinate and support recyclable material with service providers: Beaumen and OVWRC.

The SSCE has influenced a few initiatives of the group:

- Renfrew and Horton will be working with Arnprior and McNab-Braeside on a new collection and processing contract to be tendered in late 2016 and awarded in 2017;
- Madawaska Valley rear bin collection project fostered Bonnechere Valley interest in same depot collection system;
- The Bonnechere Valley depot collection evolved into a front-end collection system using Beaumen Waste Management Ltd; and
- Brudenell Lyndoch and Raglan and Head Clara Maria have since established a front-end bin recycling collection plan using Beaumen.

## Conclusions and Next Steps

The SSCE initiative has shown itself to provide a common and positive platform for six municipalities to participate in. The SSCE successfully met the project goals and given the effort was to provide mutual support and program improvements, the group worked and continues to share ideas and concepts that are mutually beneficial. From simple communication elements to having a unified approach in managing the local recycling contractor, the SSCE has proven to be a useful resource for all participating communities.

The following are the CIF deliverables and status:

Deliverables	Status
P&E Plan: issues, targets, performance	Initial plan developed and implemented: future improvements and adjustments pending
Harmonize materials collected	Complete: issue now dealing with local contractors dropping problematic materials – EPS and Film
Program Harmonization between communities: Policies and Assets	Joint tenders underway; streamlining depot systems; ongoing review of activities and municipal resources to continue cooperative efforts; by-law information sharing to consider future program policy changes
Staff Training: program effectiveness and cost control	To be developed in next phase of work
Final Project Report	Complete

The next steps for the SSCE are to:

- Continue the development and implementation of the common P&E program utilizing the CIF P&E grant provided in 2015 to create new and improved collateral;
- Establish a staff training tool kit for depot and collection staff;
- Prepare for Bill 151 and the upcoming transition when approved and implemented; and
- Continue with the core services as identified in the initial business case analysis: harmonization efforts, establish common Waste Reduction Strategies, track and monitor programs, reduce or contain costs and provide annual data call reporting; and
- Conduct a review of local waste by-laws and policies for the purpose of working towards a common framework to be implemented by each local municipality. The current policies in place vary and include: bag limits, user pay, clear bag requirements, collection frequency and enforcement methods.

The SSCE has established a quarterly meeting schedule and the following is a general agenda that will be used for the SSCE group meetings:

- Task Review and Status
- Operational discussion
- Training programs and issues
- Policy: reviews, developments, upcoming changes
- Promotion and Education Initiatives
- Provincial matters: Bill 151, Blue Box Transition, ISP programs

- Other Business
- Next Meeting

## Appendix A: Print Ads

### Recycling Tip Help Keep Things Tidy Bags in Bags

What are Film Plastics?

- **Grocery bags** – empty and no paper
- **Bread/bakery bags** – empty and clean
- **Plastic Overwrap**– paper towels, TP tissue, pop cases, water case

How do I recycle them?

- **Stuff** all bags into one bag
- **Tie** the top
- **Place** into your recycling bin or bring to your municipal depot



Space provided through a partnership between industry and Ontario municipalities to support waste diversion programs.

### Holiday Season Recycling Tip

This Holiday Season, we all want to fill our recycling boxes. Please remember that not all packaging is recyclable.

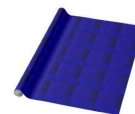
These items go into the garbage.



Chip and Cookie Bags



Candy and Chocolate Wrappers



Gift Metallic Papers



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### Recycling By The Room: All Living Areas

Recycle your paper and packaging from all your rooms: bathroom, kitchen, office space, garage and living room too!



- Paper
- Boxes
- Envelopes
- Plastics
- Bottles
- Cans



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### Recycling In Your Home

Recycle your electronics, tires, scrap metal and all blue box printed paper and packaging at your *local municipal recycling depot*. To learn more check out our websites or call and for operating hours.



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### Recycling By The Room: Kitchen

Please recycle the following items in your communities' blue box program. Everyone's support is needed. For questions please contact your local municipal office.

- Aluminum Foil
- Cartons
- Bottles
- Cans: steel and aluminum
- Plastic Tubs



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### Recycling Together For You



Our communities want you to recycle all that you can. We have joined efforts to stream line all our Blue Box programs.

Visit your local municipal website for program information on All Things Recyclable



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## Appendix B: Program Tonnages 2007-2014

	Tonnes							
	2007	2008	2009	2010	2011	2012	2013	2014
Bonnechere Valley	292 T	289 T	246 T	257 T	309 T	266 T	264 T	268 T
Brudenell, Lyndoch & Raglan	52 T	55 T	64 T	70 T	68 T	72 T	75 T	75 T
Head, Clara & Maria	13 T	27 T	23 T	38 T	35 T	37 T	258 T	37 T
Horton	183 T	184 T	203 T	174 T	178 T	179 T	186 T	209 T
Madawaska Valley	508 T	416 T	411 T	409 T	383 T	375 T	393 T	345 T
Renfrew	726 T	600 T	631 T	583 T	565 T	458 T	488 T	493 T