

# Municipality of North Cowichan

## Committee of the Whole

### AGENDA

Tuesday, February 9, 2021, 6:00 p.m.  
Electronically

Pages

#### 1. CALL TO ORDER

This meeting, though electronic, is open to the public. All representations to Council form part of the public record. Proceedings will be streamed live and archived at [www.northcowichan.ca](http://www.northcowichan.ca). Members of the public may join this online meeting and participate virtually during the Public Input and Question Period portions of the agenda.

- To join by computer, smartphone, or tablet, visit [northcowichan.ca/virtualmeeting](http://northcowichan.ca/virtualmeeting) for instructions.
- To join by telephone, dial 1.844.426.4405, enter the meeting ID 171 435 2910, and then press # to join the meeting.

#### 2. APPROVAL OF AGENDA

Recommendation:

That the Committee of the Whole agenda be adopted as circulated [or as amended].

#### 3. ADOPTION OF MINUTES

- |      |  |         |
|------|--|---------|
| 3.1. | Regular Committee of the Whole meeting minutes from January 12, 2021 | 5 - 7   |
| 3.2. | Joint Committee of the Whole meeting minutes from January 21, 2021   | 8 - 10  |
| 3.3. | Special Committee of the Whole meeting minutes from January 26, 2021 | 11 - 13 |

Recommendation:

That the minutes of the Committee of the Whole meetings held January 12, 2021, January 21, 2021 and January 26, 2021 be adopted, as circulated.

#### 4. PUBLIC INPUT

Public Input is an opportunity for the public to provide their feedback on matters included on the agenda. The maximum number of speakers to be heard during the public input period is limited to five, with a maximum of three minutes allotted to each speaker. To be added to the speakers list, please:

- click on the 'raise your hand' button, if participating by computer, smartphone, or tablet, or
- dial \*3 on your phone

#### 5. BUSINESS

Purpose: To present details on the COVID-19 Safe Restart Grant for 2021.

Recommendation:

That the Committee of the Whole recommends that Council allocate the following amounts for 2020 under the COVID-19 Safe Restart Grant:

- the actual revenue shortfalls at the Cowichan Aquatic Centre and Fuller Lake Arena of approximately \$610,00
- the additional operating expenses incurred in 2020 as a result of the pandemic of approximately \$681,000.

Recommendation:

That the Committee of the Whole recommends that Council allocate the following 2021 budget amounts to be claimed under the COVID-19 Safe Restart Grant:

- \$1,128,000 be used to off set decreases in Recreation Revenue in 2021
- up to \$1,308,600 of 2021 expenditures which includes:
  - Additional COVID expenses \$143,300
  - Parks And Recreation \$416,000
  - Two term Bylaw positions \$192,300
  - Information Management/IT \$498,000
  - Vehicle costs – social distancing \$29,000
  - Working from home – Ergo support \$30,000

Recommendation:

That the Committee of the Whole recommends that Council allocate the following 2022 budget amounts to be claimed under the COVID-19 Safe Restart Grant, up to \$463,700:

- Two term Bylaw positions \$196,100
- Information Management/IT \$228,000
- Vehicle costs – social distancing \$29,600
- Working from home – Ergo support \$10,000

Recommendation:

That the Committee of the Whole recommends to Council that any unspent COVID-19 grant funds as of December 31, 2020 be transferred into the COVID-19 Safe Restart Grant reserve fund;

And that COVID-19 grant funds be recognized to offset actual expenditures to a maximum of budget in 2021 and 2022;

And further that the remaining funds in the COVID-19 Restart Reserve as of December 31, 2022 be reallocated for 2023 and future years' budgets.

## 5.2. Automated Trucks for Residential Curbside Collection of Solid Waste

34 - 72

Purpose: To present the current practices and future needs of the North Cowichan solid waste collection program and to consider a public communications and engagement plan for the automation of residential curbside collection of garbage, organics and recyclable materials. This report is supported by a presentation by Carey McIver and Associates on their review of North Cowichan's curbside collection program.

Recommendation:

That the Committee of the Whole recommends that Council direct staff to prepare a public engagement plan and more detailed cost scenarios to assess public interest in pursuing a solid waste collection automation program for Council approval prior to proceeding with any public engagement.

## 5.3. 2021 Association of Vancouver Island and Coastal Communities (AVICC) Call for Resolutions

73 - 79

Purpose: To consider submitting resolutions to the AVICC Executive for consideration at the 2021 virtual convention, including proposed resolution (see below under Recommendation) submitted by Councillor Douglas on the De-Centralizing Forest Management on Vancouver Island and Coastal BC. The deadline for submissions to AVICC is February 26, 2021.

Recommendation:

WHEREAS the forest industry in British Columbia has been on a steady decline in recent decades, with mill closures, lost jobs, and once-thriving rural communities experiencing severe economic decline – due in large part to poor mismanagement, misguided policies, and lack of oversight;

AND WHEREAS many communities across British Columbia and globally have demonstrated that when local people are empowered to manage public forests and other resources through community forest licenses, regional trusts and other community-based governance models, they can enhance environmental sustainability, provide stable and fulfilling employment, and improve equity and fairness;

THEREFORE BE IT RESOLVED that the Association of Vancouver Island and Coastal Communities (AVICC) call on the Province of British Columbia move to establish a de-centralized forest management model for the region of Vancouver Island, Sunshine Coast, Powell River, the North Coast and the Central Coast ("Vancouver Island and the Coast"), and, as a first step, appoint a Forester General for the region who will undertake the following actions:

- Consult with local communities, workers, industry, First Nations and the broader public on current challenges with the forest sector;
- Carry out an analysis of the opportunities to increase employment and value-add, restrict raw log exports, improve environmental sustainability, and advance reconciliation with First Nations;
- Develop a regional land use plan for Vancouver Island and the Coast based on citizen input; and
- Recommend next steps for empowering Vancouver Island and the Coast in the management of forestry and related resources.

**6. UNFINISHED BUSINESS**

**6.1. Request for Funding from the Cowichan Historical Society**

80 - 85

Purpose: To consider the Cowichan Historical Societies request for \$15,000 that was referred from the January 21, 2021 Joint Committee of the Whole meeting.

**7. NEW BUSINESS**

**8. QUESTION PERIOD**

Question Period is an opportunity for the public to ask brief questions regarding the business discussed during the meeting. To be added to the speakers list, please:

- click on the 'raise your hand' button, if participating by computer, smartphone, or tablet, or
- dial \*3 on your phone

**9. ADJOURNMENT**

Recommendation:

That the meeting be adjourned at \_\_\_\_\_ p.m.

# **Municipality of North Cowichan Committee of the Whole MINUTES**

**January 12, 2021, 6:00 p.m.  
Electronically**

Members Present	Councillor Tek Manhas, Chair Mayor Al Siebring Councillor Rob Douglas Councillor Christopher Justice Councillor Kate Marsh Councillor Rosalie Sawrie Councillor Debra Toporowski
Staff Present	Ted Swabey, Chief Administrative Officer (CAO) Sarah Nixon, Deputy Chief Administrative Officer (D/CAO) Mark Frame, General Manager, Financial and Protective Services David Conway, Director, Engineering Clay Reitsma, Senior Manager, Engineering Don Stewart, Director, Parks and Recreation Rob Conway, Director, Planning and Building Shawn Cator, Director, Operations George Farkas, Director, Human Resources and Corporate Planning Jason Birch, Chief Information Officer Megan Jordan, Manager, Communications and Public Engagement Michelle Martineau, Corporate Officer Tricia Mayea, Deputy Corporate Officer

## **1. CALL TO ORDER**

There being a quorum present, the Chair called the meeting to order at 6:01 p.m.

## **2. APPROVAL OF AGENDA**

IT WAS MOVED AND SECONDED:

That the Committee of the Whole agenda be adopted as presented.

CARRIED

## **3. ADOPTION OF MINUTES**

IT WAS MOVED AND SECONDED:

That the minutes of the Committee of the Whole meetings held December 8, 2020 and December 15, 2020 be adopted, as circulated.

CARRIED

## **4. PUBLIC INPUT**

The Committee received no submissions via email prior to the meeting regarding agenda items. There was one public attendee present, however, they did not share any comments.

## **5. BUSINESS**

### **5.1 Presentation - 2021 Grant in Aid Funding Requests**

IT WAS MOVED AND SECONDED:

That the Committee of the Whole recommends:

That Council approve the grant-in-aid amounts as follows:

- \$25,000 to B.C. Forest Discovery Centre - BC Forest Museum
  - \$27,500 to Chemainus & District Chamber of Commerce
  - \$34,000 to Duncan Cowichan Chamber of Commerce
  - \$30,000 to Cowichan Neighbourhood House Association
  - \$19,000 to Chemainus BC B.I.A. - Flower Baskets
  - \$20,000 to Chemainus Theatre Festival Society
  - \$ 250 to St. Michael Church Cemetery (garbage collection)
  - \$ 650 to St. Michael Church Cemetery (water)
  - \$12,350 to Chemainus Communities in Bloom
  - \$ 8,000 to Crofton in Bloom
  - \$ 2,500 to Chemainus Harvest House Food Bank
  - \$ 300 to Chemainus Meals on Wheels
  - \$ 3,000 to Clement Centre Society
  - \$ 3,000 to Oak Park Heritage Preservation Society
  - \$ 2,000 to Somenos Marsh Society
  - \$ 1,000 to Volunteer Cowichan
  - \$ 500 to Chemainus Rotary Club (Summerfest Parade and Festivities)
  - \$ 7,500 to Chemainus Valley Historical Society
  - \$ 500 to Christmas in Chemainus - The Little Town Christmas Society
  - \$ 4,000 to Cowichan Historical Society
  - \$ 200 to Cowichan Music Festival
  - \$ 1,000 to Maple Bay Community Association - Canada Day
  - \$ 7,000 to Somenos Community Association
  - \$ 3,000 to Vimy Community Club (Hall)
  - \$ 5,000 to Westholme School Society
  - \$ 2,000 to Cowichan Rugby Club - offset water bill
  - \$ 3,000 to Cowichan Rugby Club – offset water bill for 2021
- CARRIED

The total grants-in-aid approved was \$222,250.

### **5.2 Council Strategic Plan: Quarter 4 Update (September 30 to December 31, 2020)**

Council reviewed the 4<sup>th</sup> Quarter 2019-2022 Council Strategic Plan update for the period from September 30 to December 31, 2020 and asked questions of staff.

## **6. NEW BUSINESS**

None.

**7. QUESTION PERIOD**

Chair Manhas called for a recess at 7:22 p.m. to allow viewers to submit questions via email or verbally online on the matters discussed during the meeting. No questions had been submitted via email or using the online platform when the meeting reconvened at 7:32 p.m.

**8. CLOSED SESSION**

IT WAS MOVED AND SECONDED:

That Council close the January 12, 2021 Committee of the Whole meeting at 7:35 p.m. to the public on the basis of the following section of the *Community Charter*:

- 90(1)(a) personal information about an identifiable individual who holds or is being considered for a position as an officer, employee or agent of the municipality or another position appointed by the municipality. CARRIED

**8.1 Minutes of the September 16, 2020 Closed Committee of the Whole for adoption**

**8.2 Closed under Section 90(1)(a) Environmental Advisory Committee**

**9. ADJOURNMENT**

IT WAS MOVED AND SECONDED:

That the meeting be adjourned at 9:12 p.m. CARRIED

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Certified by Corporate Officer

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Signed by Mayor

# **Municipality of North Cowichan and City of Duncan Joint Committee of the Whole MINUTES**

**January 21, 2021, 3:00 p.m.  
Electronically**

Members Present	Mayor Al Siebring Councillor Rob Douglas Councillor Christopher Justice Councillor Tek Manhas Councillor Kate Marsh Councillor Rosalie Sawrie Councillor Debra Toporowski
Staff Present	Ted Swabey, Chief Administrative Officer (CAO) Sarah Nixon, Deputy Chief Administrative Officer (D/CAO) Don Stewart, Director, Parks and Recreation Rob Conway, Director, Planning and Building Jason Birch, Chief Information Officer Megan Jordan, Manager, Communications and Public Engagement Michele Gill, Manager, Development, Engineering Tricia Mayea, Deputy Corporate Officer
Others Present	City of Duncan: Mayor Michelle Staples Councillor Bob Brooke Councillor Garry Bruce arrived at 3:29 p.m. Councillor Jenni Capps Councillor Tom Duncan Councillor Stacy Middlemiss Councillor Carol Newington Peter de Verteuil, Chief Administrative Officer (CAO) Monika Schitteck, Acting Director of Corporate Services Michelle Geneau, Manager of Planning

## **1. CALL TO ORDER**

There being a quorum present, Mayor Siebring called the meeting to order at 3:03 p.m.

## **2. APPROVAL OF AGENDA**

IT WAS MOVED AND SECONDED:

That the agenda be adopted as circulated.

CARRIED

## **3. PUBLIC INPUT**

The Committee received no submissions via email prior to the meeting.



#### **4. BUSINESS**

##### **4.1 Presentation from School District 79**

Candace Spilsbury, Chair of the Board of Education for the Cowichan Valley School District provided a presentation regarding the Cowichan Secondary School Replacement Project. Robyn Gray, Superintendent and Jason Sandquist, Secretary Treasurer, from the Cowichan Valley School District, and Tom Sparrow, Chief Project Officer for the Cowichan Secondary School Replacement Project, were in attendance and answered questions of both Council's. A copy of the presentation was appended to the agenda.

##### **4.2 Presentation from BC Housing**

Malcom McNaughton, Director of Regional Development Vancouver Island, from BC Housing provided an update on the supportive housing projects located at 260 White Road and 2983 Drinkwater Road. Heidi Hartman, Regional Director, Vancouver Island, Sean Rorison, Development Manager, and Roberta Randall, Manager, Community & Tenant Affairs, from BC Housing, were in attendance and answered questions of both Council's. A copy of the presentation was appended to the agenda.

Mayor Siebring experienced technical difficulties and left the meeting at 4:12 p.m. Councillor Manhas assumed the Chair until 4:15 p.m., when Mayor Siebring returned to the meeting and assumed the Chair.

##### **4.3 Presentation from the Cowichan Historical Society**

Sheila Kitson, President of the Cowichan Historical Society provided a presentation that included an overview of the Cowichan Historical Society and the Cowichan Valley Museum and Archives. Carolyn Prellwitz, Director, from the Cowichan Historical Society, was in attendance and answered questions of both Council's. A copy of the presentation was appended to the agenda.

IT WAS MOVED AND SECONDED:

That the Cowichan Historical Society's funding request for \$15,000 be referred to the next Committee of the Whole meeting for further discussion. CARRIED

##### **4.4 City of Duncan and Municipality of North Cowichan Inter-Municipal Relationship Protocol**

IT WAS MOVED AND SECONDED:

That the Committee of the Whole recommends to Council:

That Council approve the revised City of Duncan and Municipality of North Cowichan Inter-Municipal Relationship Protocol Agreement as attached to the January 21, 2021 Committee of the Whole agenda, with the addition of the following provision to the Conflict Resolution section of the protocol agreement:

*4. If the issue is still unresolved after negotiations and assistance from the dispute resolution officer, and the issue is the subject of an existing agreement that includes the option of arbitration, the arbitration provisions of the agreement may be utilized as detailed in the agreement.* CARRIED

**5. NEW BUSINESS**

None.

**6. QUESTION PERIOD**

None.

**7. CLOSED SESSION**

None.

**8. ADJOURNMENT**

IT WAS MOVED AND SECONDED:

That the meeting be adjourned at 4:53 p.m.

CARRIED

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Certified by Corporate Officer

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Signed by Mayor

# **Municipality of North Cowichan Committee of the Whole MINUTES**

**January 26, 2021, 6:00 p.m.  
Electronically**

Members Present	Councillor Tek Manhas, Chair Mayor Al Siebring Councillor Rob Douglas Councillor Christopher Justice Councillor Kate Marsh Councillor Rosalie Sawrie Councillor Debra Toporowski
Staff Present	Ted Swabey, Chief Administrative Officer (CAO) Sarah Nixon, Deputy Chief Administrative Officer (D/CAO) Mark Frame, General Manager, Financial and Protective Services David Conway, Director, Engineering Clay Reitsma, Senior Manager, Engineering Don Stewart, Director, Parks and Recreation Rob Conway, Director, Planning and Building Shawn Cator, Director, Operations George Farkas, Director, Human Resources and Corporate Planning Jason Birch, Chief Information Officer Megan Jordan, Manager, Communications and Public Engagement Chris Hutton, Community Planning Coordinator Michelle Martineau, Corporate Officer Tricia Mayea, Deputy Corporate Officer

## **1. CALL TO ORDER**

There being a quorum present, the Chair called the meeting to order at 6:02 p.m.

## **2. APPROVAL OF AGENDA**

The agenda was amended to add UBCM Community Emergency Preparedness Fund – Emergency Support Services (ESS) Grant to New Business.

IT WAS MOVED AND SECONDED:

That the Committee of the Whole agenda be adopted as amended.

CARRIED

## **3. PUBLIC INPUT**

The Committee received one submission via email prior to the meeting regarding agenda item 4.1 Official Community Plan Growth Management. There was one public attendee present, however, they did not share any comments.

#### 4. BUSINESS

##### 4.1 Official Community Plan (OCP) Growth Management

Rob Barrs, Principal, and Suzy Lunn, Senior Planner from MODUS Planning, Design & Engagement provided a presentation on the OCP Growth Scenarios that included a recap of the draft vision, principles, and goals; information about what are growth scenarios; evaluation criteria; growth scenario options; and the next steps in the process. Council provided their input and the MODUS representatives answered their questions.

The Director, Planning and Building, Rob Conway, and Community Planning Coordinator, Chris Hutton also responded to questions of Council.

Mayor Siebring left the meeting at 7:29 p.m. and returned at 7:39 p.m.

##### 4.2 Utility Budget and Rates Review

The General Manager, Financial and Protective Services, Mark Frame presented the 2021-2025 Utility Review and responded to questions of Council. The Senior Manager, Engineering, Clay Reitsma, and the Director, Engineering, David Conway also responded to questions.

IT WAS MOVED AND SECONDED:

That it be recommended to Council to increase:

- Chemainus water metered minimum and parcel tax by 5% CARRIED

IT WAS MOVED AND SECONDED:

That it be recommended to Council to increase:

- Crofton Water metered minimum and parcel tax by 5% CARRIED

IT WAS MOVED AND SECONDED:

That it be recommended to Council to increase:

- South End Water metered minimum and parcel tax by 3% CARRIED

IT WAS MOVED AND SECONDED:

That it be recommended to Council to increase:

- Metered water rates by 3% CARRIED

IT WAS MOVED AND SECONDED:

That the meeting be extended to 9:30 p.m. CARRIED

IT WAS MOVED AND SECONDED:

That it be recommended to Council to increase:

- Chemainus sewer parcel tax and user fees by 2%
- Crofton sewer parcel tax and user fee by 3%
- South End sewer parcel tax and user fee by 3%
- Maple Bay sewer treatment plant user fee by 3% CARRIED

**5. NEW BUSINESS**

**5.1 UBCM Community Emergency Preparedness Fund – Emergency Support Services (ESS) Grant**

IT WAS MOVED AND SECONDED:

That the Committee of the Whole recommend that Council resolve for the Cowichan Valley Regional District to apply for, receive, and manage the UBCM Community Emergency Preparedness Fund Emergency Support Services grant funding on behalf of the Municipality of North Cowichan. CARRIED

IT WAS MOVED AND SECONDED:

That the meeting be extended to 10:00 p.m. CARRIED

**6. QUESTION PERIOD**

Councillor Manhas called for a recess at 9:13 p.m. to allow viewers to submit questions via email or verbally on the matters discussed during the meeting. No questions had been submitted via email or using the online platform when the meeting reconvened at 9:27 p.m.

**7. CLOSED SESSION**

None.

**8. ADJOURNMENT**

IT WAS MOVED AND SECONDED:

That the meeting be adjourned at 9:29 p.m. CARRIED

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Certified by Corporate Officer

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Signed by Mayor

# COVID-19 Safe Restart Grant

Feb 9, 2021

# Presentation Roadmap

1. COVID-19 Grant information
2. Proposed Grant Usage - 2020-2022 Summary
3. 2020 Grant Use Detail
4. 2021 and 2022 Summary
5. Parks and Recreation Grant Use Detail 2021
6. Information Management and Information Technology Grant Use Detail 2021 and 2022
7. 2020 -2022 Grant Use Strategy
8. Recommendations

# COVID-19 Safe Restart Grant

- Can be used to offset increased operating expenses and lower revenue **due to COVID-19**
  - *Eligible Costs*
    - Addressing revenue shortfalls
    - Facility reopening and operating costs
    - Emergency planning and response costs
    - Bylaw Enforcement, Fire Protection and Police
    - Technology to improve interconnectivity and virtual communications
    - Services for vulnerable persons



# COVID-19 Safe Restart Grant

- Can be used to offset lower revenue due to COVID-19
  - *Offset Cowichan Aquatic Centre and Fuller Lake Arena revenues*
    - This will save a 3% tax increase related to lower recreation revenues in 2021
  - *Transforms the 2021 budget from a larger increase to much more manageable one*
  - *Total Grant of \$4,419,000 can be used over the 2020 -2022 period.*

## COVID-19 Safe Restart Grant – Potential Expenses

- *Leverage grant to address increased Parks and Recreation demand*
  - Take pressure off parks and trails impacted by COVID-19
  - Upgrade infrastructure, providing lasting benefits
- *Leverage grant in 2021 to improve interconnectivity and virtual communications, business continuity*
  - Allows technology costs related to connectivity and communications that would have been budgeted in the future to be accelerated and funded
  - Provides long lasting benefits to resident services and the organization
- *Leverage grant to address Bylaw Enforcement demand:*
  - Increase capacity for PHO orders, weekend coverage, etc.
  - Allows two year term Bylaw position

## Proposed Grant Usage – Summary 2020-2022

Description	2020	2021	2022	Total
Revenue Shortfall				
CAC Revenue	(844,471)	(1,011,060)		(1,855,531)
Fuller Lake Revenue	(144,222)	(117,270)		(261,492)
	(988,693)	(1,128,330)		(2,117,023)
Additional COVID Expense	681,400	143,300		824,700
Potential new expenses		1,165,279	463,720	1,628,999
	681,400	1,308,579	463,720	2,453,699
Grant Allocated	1,670,093	2,436,909	463,720	4,570,722

# 2020 Detail

Description	2019/2020	2020	
		Actual	Short fall
CAC Revenue	1,300,655	456,184	(844,471)
Fuller Lake Revenue	300,520	156,298	(144,222)
			(988,693)
COVID paycodes			447,293
Extra covid legal			11,821
Engineering PC's			7,709
COVID expenses			214,577
			681,400
2020 Shortfall			(1,670,093)

## Slide 7

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**SN1**

Sarah Nixon, 2/3/2021

# 2020 COVID Expense Detail

IT	Contract, Hardware Software	93,818
Mun Hall	partitions and sneeze guards	3,028
Common Services	sanitizer, wipes, masks	6,536
RCMP	Supplies and extra cleaning	22,653
Bylaw	Supplies and extra cleaning	169
CSO	Janitorial	8,500
Fire Dept	Sanitizer, masks, gloves	11,978
PW admin	supplies and extra cleaning	39,380
PW-admin	Traffic control	2,034
PW admin	Wages & equip	1,137
Admin Rec	wages & equip	2,403
Admin Rec	Traffic control	2,860
Admin Rec	Park social distance signs	5,996
Arena	Signs - reopening	706
Building Maint	Building/Planning Workstations	13,379
		214,577

# 2021 Summary

Description	2019	2021	Ongoing	2022
<b>Additional COVID Expenses</b>				
HR - Covid increase (temp wages)		86,200		
Additional Cleaning/Janitorial		57,100		
		143,300		
<b>New COVID Expenses</b>				
Parks and Recreation		416,000		
Two Term Bylaw positions - Provincial Health Orders & weekend coverage		192,318		196,160
IT Total		497,971	115,000	227,990
PW vehicles for social distancing		28,990		29,570
Working from home - ergo support		30,000		10,000
		1,165,279	115,000	463,720

# Parks and Recreation Detail

Description	
Kaspa - Flagging Parking Lot	86,000
Kaspa - Connect to sewer and upgrade	100,000
Nevilane - New Washroom	27,500
Nevilane - Extend Parking Lot and surface	30,000
Maple Bay Fire Hall - New trails	20,000
New Washroom - Chemainus Lake	27,500
New Washroom - Cemetery	45,000
Porta potties for too small washrooms	20,000
Evans Park - Fencing and Equipment	30,000
Additional Vehicles for students	30,000
	416,000



# Information Management and Information Technology Detail

Description		2021	On-going	2022	2023	2024
Council Video Improvements / Captioning		26,000	26,000	13,000	13,000	26,000
Critical Records Digitization		50,000				
Business Continuity Planning		70,000				
Cloud Collaboration Implementation		50,000	60,000	30,000	30,000	60,000
Network Firewall upgrades		60,000	5,000	2,500	2,500	5,000
Staff VPN Implementation		20,000	7,000	3,500	3,500	7,000
Remote Device Security Improvements		10,000	7,000	3,500	3,500	7,000
Access Security Improvements		30,000	10,000	5,000	5,000	10,000
Record Management - Remote Access Impr.		15,000				
Ongoing Remote Hardware and Software Impr.		20,000				
Client Services Assistant		76,276		77,800		
Business Applications Specialist (Casual)		49,695		50,690		
IT Managed Services Revenue Offset		21,000		42,000		
		497,971	115,000	227,990	57,500	115,000

# 2020 Grant Use Strategy

- Option # 1
  - *Claim maximum grant allowable*
    - Claim everything that is claimable
    - Maximize grant in 2020 leading to surplus
    - Surplus would be available for future years
  - *Pros*
    - Moves maximum grant into surplus
    - Increases unappropriated surplus to more sustainable levels
  - *Cons*
    - Less clear path for offsetting 2022 and 2023 tax increases
    - We will not know total claim for several weeks (yearend)

# 2020 Strategy

- Option # 2
  - *Use less grant, place less grant in surplus in 2020*
    - Maximize 2021 and 2022 use of grant to offset tax increases
    - Allow costs that would have been budgeted in the future to be funded and accelerated
- *Pros*
  - 2020 already budgeted (and taxed) for part of the lost revenue
  - Allows a lower tax increase going forward into future years
  - Provides a contingency going forward in case there are changes related to COVID
- *Cons*
  - Less Certainty in timing of grant recognition

# 2021 Grant Use Strategy

- Allow costs that would have been budgeted in the future to be funded and accelerated
- Maximize 2021 and 2022 use of grant to reduce tax increases

# 2022 Grant Use Strategy

- Continue to allow costs that would have been budgeted in the future to be funded and accelerated
- Phase in any ongoing costs

# Recommendation # 1 (2020)

That the Committee of the Whole recommends that Council allocate the following amounts for 2020 under the COVID-19 Safe Restart Grant:

- the actual revenue shortfalls at the Cowichan Aquatic Centre and Fuller Lake Arena of approximately \$610,00
- the additional operating expenses incurred in 2020 as a result of the pandemic of approximately \$681,000

## Recommendation # 2 (2021)

That the Committee of the Whole recommends that Council allocate the following 2021 budget amounts to be claimed under the COVID-19 Safe Restart Grant:

- \$1,128,000 be used to off set decreases in Recreation Revenue in 2021
- up to \$1,308,600 of 2021 expenditures which includes:
  - *Additional COVID expenses* \$143,300
  - *Parks And Recreation* \$416,000
  - *Two term Bylaw positions* \$192,300
  - *Information Management/IT* \$498,000
  - *Vehicle costs – social distancing* \$ 29,000
  - *Working from home – Ergo support* \$ 30,000

## Recommendation # 3 (2022)

That the Committee of the Whole recommends that Council allocate the following 2022 budget amounts to be claimed under the COVID-19 Safe Restart Grant, up to \$463,700:

- |  |                  |
|--|------------------|
| ▪ <i>Two term Bylaw positions</i>          | <i>\$196,100</i> |
| <i>Information Management/IT</i>           | <i>\$228,000</i> |
| ▪ <i>Vehicle costs – social distancing</i> | <i>\$ 29,600</i> |
| ▪ <i>Working from home – Ergo support</i>  | <i>\$ 10,000</i> |




## Recommendation # 4 (2023)

That the Committee of the Whole recommends to Council that any unspent COVID-19 grant funds as of December 31, 2020 be transferred into the COVID-19 Safe Restart Grant reserve fund;

And that COVID-19 grant funds be recognized to offset actual expenditures to a maximum of budget in 2021 and 2022;

And further that the remaining funds in the COVID-19 Restart Reserve as of December 31, 2022 be reallocated for 2023 and future years' budgets.

# Report

Date	February 9, 2021	File:
To	Committee of the Whole	
From	Shawn Cator, Director, Operations	Endorsed: 
Subject	Automated Trucks for Residential Curbside Collection of Solid Waste	

## Purpose

To present the current practices and future needs of the North Cowichan solid waste collection program and to consider a public communications and engagement plan for the automation of residential curbside collection of garbage, organics and recyclable materials. This report is supported by a presentation by Carey McIver and Associates on their review of North Cowichan's curbside collection program.

## Background

North Cowichan collects kitchen organics material every week and garbage material every second week for approximately 10,000 residential homes. Residents are allowed one bin each per household with additional garbage bins permitted with the purchase of a garbage tag. The service is operated Monday to Friday with three full time staff. North Cowichan currently has four manual garbage trucks for the curbside collection of residential garbage and organics. Three of the trucks have a split hopper, which allows for collection of both materials at the same time. The trucks range in age from 2006 to 2014, with the oldest unit proposed for replacement in 2021. Residents are responsible to supply their own garbage and organics bins. In 2012 North Cowichan supplied a one-time only 46 litre organics bin for residents. All material collected is transported to the Bings Creek Transfer Station which is operated by the CVRD.

North Cowichan has a contract to collect curbside recyclable material every second week with Waste Connections that expires in 2023. This contractor uses manual trucks for the collection of recycle material at the curb. Residents supply their own bins or reusable bags, and the amount of material that can be placed at the curb is unlimited.

The existing manual collection system has resulted in significant cost to North Cowichan from injuries to staff. The physical nature of the position requires access and egress into the truck between 600 to 700 times per day. In addition to access and egress, crews are lifting between 1200 and 1500 bins that weigh 35 to 50 pounds up four feet into the truck's hopper. Injuries to staff include knee, ankle, back and shoulder claims resulting in time loss. Between the periods of 2017 to 2019, there were 9 WorkSafeBC claims filed by North Cowichan refuse packers resulting in 116 lost work days.

Prior to the replacement of the garbage trucks with a similar manual unit, staff want to consider the feasibility of changing the fleet to automated trucks. Automated trucks allow drivers to collect the garbage cans from inside the cab using a fully automated arm that tips into the truck hopper. Automated collection is used by many communities on Vancouver Island and offers several advantages to manual collection. These include improved efficiency, lower injury claims and larger bin sizes. Staff have engaged a solid waste management consultant to assist with the preliminary analysis of the North Cowichan curbside collection system. They have investigated the benefits of a manual versus automated system and the costs associated with both collection methods. Carey McIver and Associates will be presenting an overview of their findings at the February 9 Committee of the Whole. Their report has been included in the agenda for review by Council.

## **Discussion**

The replacement of the existing garbage trucks is proposed over the next five years. It is an opportune time to consider a change to automation as these trucks are due for replacement in a relative short period of time. A change to an automated collection system can improve the service provided to North Cowichan residents and reduce injuries to North Cowichan staff.

### Automated Collection Trucks

Automated collection refers to a system where the operator activates a mechanical arm on the side of the collection vehicle to lift standardized collection carts. The operator does not need to leave the cab and has no direct contact with the cart or its contents. By eliminating leaving the cab and lifting the carts, there would be a reduction of injuries (and associated costs) and an increase in the size of the labour pool and opportunities created to diversify the workforce. In addition, the number of stops per day is expected to increase by eliminating manual dumping of the bins.

### Standardized Carts

The automated arms on the trucks require specialized collection bins ranging in size from 80 to 360 liters. Regular garbage cans cannot be picked up with the mechanical arm or tipper as they are not designed for this purpose. Existing garbage and organics bins are 77 and 46 litres, respectively as set out in the Waste Collection Bylaw.

A new cart would be required for garbage, kitchen waste and recycling for a total of 3 carts per household. These carts offer some advantages to the regular garbage can system that is currently in use. With the minimum cart size of 80 liters there would be capacity to add yard waste collection with the kitchen organics. Several municipalities have combined the two waste streams as there is a market for companies creating topsoil with these materials. North Cowichan would need to consult with the CVRD to ensure disposal at Bing's Creek is possible.

A cart size for recycling of up to 360 liters would be a significant increase in volume compared to the 35 litre blue bin used by many residents. The larger size cart would improve recycle volumes and increase the diversion of materials away from the landfill.

A tiered system for garbage collection could be developed. Larger families could opt for a larger garbage cart size for an additional fee. This would eliminate the need to purchase extra garbage tags and potential self-haul trips to the landfill.

The curbside collection program's ultimate goal is to increase resident participation and maximize the diversion of material from the landfill. Currently, the participation rate for curbside collection for North Cowichan residents is 40 to 60 percent, and the amount of diversion of organic and recyclable material is 50 percent. It is expected that the specialized cart system's advantages will achieve improvements in both of these areas.

#### Disadvantages of Automated Collection Trucks

There are additional costs associated with the purchase of automated trucks compared with the existing manual trucks. As well, automated collection introduces the potential for additional contamination in recycling material. With a larger bin it is more difficult for a driver to see non-accepted items in the bottom of the cart. Drivers are less likely to observe contamination from the cab of the trucks. Recycle BC has recognized this potential and reduces the financial incentive for automated programs. An increase in the participation of the curbside program as anticipated may result in additional staff resources to collect the additional carts at the curb. Many communities with automated cart programs maintain ownership of the carts. There will be an increased administrative function to track, repair and replace the carts.

#### Existing Revenue

The solid waste curbside collection service is funded by a garbage fee charged to each household and by revenue received by Recycle BC. The fee for households in 2020 was \$102 per year. In 2014 North Cowichan became a partner with Recycle BC to provide residential packaging and paper recycling in the area. North Cowichan receives an annual financial incentive of \$39.15 per household to cover the costs of residential recycling, promotion and education. North Cowichan has a reserve in place for the replacement of fleet vehicles including garbage trucks.

#### Automated Collection Costs

The estimated cost for the replacement of the existing four manual garbage truck fleet is approximately \$1,340,000. These trucks are tandem axle, 29-yard capacity, split packer units. The estimated cost for four automated collection trucks is approximately \$1,380,000. The automated trucks are tandem axle, 29 yards capacity, split packers with an automated arm. The estimate for the cost to purchase 10,000 each of new 80 litre organics carts and 100 litre garbage carts would be in the range of \$600,000. The estimated cost to purchase 10,000 new 240 litre recycling carts is an additional \$550,000.

There are additional costs associated with the automated trucks and bins. Although the cost for the trucks are only marginally more expensive, the cost for both the organics and garbage bins are approximately \$60 per home.

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## Next Steps

Due to the anticipated increase in service levels and associated additional costs for carts and trucks it is important to gauge support for the project from North Cowichan residents. Staff are proposing to develop a communication and engagement plan in an effort to determine whether the advantages of the automated collection proposal offset the additional cost for the service. As part of the plan, staff will determine approximate increases to the garbage fees that would accompany a move to automated collection service. This financial information and advantages and disadvantages of the automated collection system will be brought forward in the engagement in an effort to ascertain public support for the proposal.

## **Options**

### **Option 1 (Recommended)**

That Committee of the Whole recommends that Council direct staff to prepare a public engagement plan and more detailed cost scenarios to assess public interest in pursuing a solid waste collection automation program for Council approval prior to proceeding with any public engagement.

### **Option 2**

That Committee of the Whole accepts the Director of Operations' February 9, 2021 report and the Curbside Collection Review prepared by Carey McIver & Associates dated September 22, 2020, for information only.

## **Implications**

There will be resources required from Finance, Communication and Operations staff to prepare the communications and engagement plan. There has been funding set aside in the 2021 operations operating budget to fund this project. The current provincial limitations on public gatherings will modify the methods and mediums of any engagements with residents.

## **Recommendation**

That the Committee of the Whole recommends that Council direct staff to prepare a public engagement plan and more detailed cost scenarios to assess public interest in pursuing a solid waste collection automation program for Council approval prior to proceeding with any public engagement.

Attachment: Carey McIver and Associates Report



Carey McIver & Associates Ltd.  
ENVIRONMENTAL CONSULTANTS

## Municipality of North Cowichan Curbside Collection Review



**Prepared for:**

Shawn Cator  
Director, Operations  
Municipality of North Cowichan

**Prepared by:**

Carey McIver & Associates Ltd.

**In association with:**

Jeff Ainge and Associates Inc.

**ISSUED FOR REVIEW**

September 22, 2020



## Executive Summary

The Municipality of North Cowichan (MNC) retained Carey McIver & Associates Ltd. (CMA) to undertake a review of the current curbside collection program, and to provide an analysis for considering a switch from the current manual load system to automated cart-based collection.

To complete the program review and prepare recommendations to consider a change in collection method, CMA reviewed the current program metrics along with recent program changes in other jurisdictions to better understand the benefits of automated versus manual collection systems.

The curbside collection program provides mandatory collection of residential garbage, kitchen organics (food waste), and recyclables to single family homes and properties with up to four dwelling units. Municipal staff are responsible for collecting residential garbage and organics; recycling is collected by a contractor to the municipality.

In May 2014, MNC became a collection partner with Recycle BC, the new provincial stewardship agency responsible for residential packaging and paper recycling throughout BC. Recycle BC provides MNC with an annual financial incentive of \$39.15 per household to cover the cost of residential recycling collection, and promotion and education. As part of the collection agreement, MNC is obligated to limit the amount of non-compliant materials collected to less than three per cent. Audits of material loads performed by Recycle BC show that MNC materials have an unacceptable contamination rate approaching 10 per cent.

Automated collection refers to the system where the operator activates a mechanical arm on the side of the collection vehicle to lift and empty standardized collection carts. The operator does not need to leave the cab and has no direct contact with the cart or its contents. In recent years, many local governments have switched to cart-based collection. This has often been precipitated by a desire to reduce injuries associated with collection staff, to retain their workforce, increase the size of the labour pool for waste collection staff as well as create opportunities to diversify the work force. The Municipality of North Cowichan collection staff have expressed support for moving to automated collection.

Automated collection systems require standardized carts for pick up by the truck's mechanical arm or cart tipper. Regular garbage cans cannot be picked up with the mechanical arm or tipper as they are not designed for this purpose. If MNC chooses to switch to cart-based collection, cart procurement for new garbage and kitchen organics will amount to approximately \$600,000. If MNC also chooses to transition recycling collection to a cart-based system, an additional \$500,000 will be required for the (typically larger) recycling carts.

Because of the capital investment required for automated collection, the costs associated with providing that type of service tend to be higher, and as such the user fees charged to residents can be higher than those charged for a manual collection program. Those municipalities that have switched to automated collection have prioritised worker safety and workforce retention over the perceived lower costs of manual collection.

The project scope also requested CMA examine alternative service models which included phasing in automated collection over time, for which CMA saw no real advantage. Bringing recycling collection in house at the expiration of the current contract was another alternative service model, which has merits but will require additional capital investment and ongoing operating costs. Finally, relinquishing collection all





together and contracting the service out in its entirety also has merits as it may relieve the municipality of occupational health and safety (OHS) and labour force concerns, but will almost certainly increase the cost of the service through contracted collection and contract administration costs.

Recommendations for MNC focus on two areas: the opportunity to switch to automated collection for the in-house provision of garbage and kitchen organics, and improvements to recycling collection. The recommendations summarised here are more fully explored in Section 7 of the report.

For garbage and kitchen waste, CMA recommends a switch to automated collection with the following considerations:

- Refine the collection fleet needs and seek more detailed price estimates. Automated split packer trucks are a 60-40 split ratio which differs from the 70-30 split ratio in the manual trucks, so three 29 (or even 31) cubic yard split packers (rather than two 29 cubic yard and one 17 cubic yard packers) may offer better efficiencies. Plan to make the transition to automated in a single concentrated effort, rather than phasing it in. A route balancing exercise will benefit the current program even if a switch to automated is not implemented in the near term.
- Prior to implementation of automated collection retrofit the two younger trucks in the current fleet with cart tippers to be the “back up” spare trucks.
- Work with municipal finance staff to finetune the expenditure requirements (along with financing and cost recovery mechanisms) for new trucks and collection carts.
- In advance of the service change, develop and implement a community consultation plan to educate and engage the public about the reasons for the change, the costs and benefits, and as a way to limit the negative pushback that can detract from the positive aspects of change. Follow this up with a comprehensive communications program leading up to and during the service change.

For recycling, CMA recommends the following:

- Retain manual collection for now and focusing resources on working with the contracted collector to improve the quality of materials collected and increase the education provided to residents.
- Consider providing a standard container for manual recycling collection to accompany the existing yellow bag. The potential benefits of this are an improvement in the contamination rate (better visibility into the container to see non-compliant items before being uploaded), and improved working conditions for the contract workers with an approved container of a standard size.
- Work with the collector to rebalance the collection routes which will improve collection efficiencies for the contractor and MNC collection staff.
- If a move to automated recycling collection is MNC’s preferred direction, consider planning for this to occur at the expiration of the current collection contract after an improvement in contamination levels has been achieved.





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## 1 Introduction

### 1.1 Purpose

The Municipality of North Cowichan (MNC) engaged Carey McIver & Associates Ltd. (CMA) to undertake a review of the current curbside collection program, and to provide an analysis for considering a switch from manual load to automated cart-based collection. The MNC program is delivered through a combination of in-house collection crews collecting residential kitchen organics and garbage, and a contracted collector collecting recycling for the municipality under the Recycle BC stewardship program.

To complete the program review and prepare options for considering a change in collection method CMA completed the following:

- reviewed the current program metrics (number of homes, collection fleet, collection tonnages, participation rates, program communications, Recycle BC scorecard, and so on),
- reviewed recent program changes in other jurisdictions to better understand the benefits of automated versus manual collection systems,
- identified the collection trucks required for the North Cowichan program if a switch to automated was to occur,
- reviewed the collection service area with a view to identifying streets or neighbourhoods which may pose a challenge for an automated collection program,
- reviewed the recycling component of the program which included conversations with the contracted collector, and
- gathered price estimates for new trucks and collection containers.

Despite the COVID-19 restrictions in place during the preparation of this report, CMA spent a day in the field observing the collection system in action, and discussed the current program with the MNC collection personnel.

Section 1 of this report provides a snapshot of the municipality; its demographics and location attributes.

Section 2.0 provides an in-depth review and analysis of the current collection system. This includes the number of homes serviced and the fees charged, the types of materials accepted for collection and the containers approved for residents to set their waste out, the trucks used to perform the collection, collection scheduling, and how the municipality promotes the collection program. This section also includes a review of recycling collection, which the municipality undertakes as a partner to the Recycle BC provincial collection program. This portion of the collection is performed by a contractor to the municipality.

Section 3.0 discusses automated cart-based collection, and the impacts a decision to implement this type of collection method could have on the labour force and the collection fleet.

Sections 4 and 5 identify the cost implications of replacing the existing collection fleet with either new manual load trucks, or automated lift trucks. High level budget numbers are also provided for collection carts that would be required for a switch to automated cart-based collection.



In section 6, several service switch considerations are examined. These include phasing in automated collection, bringing recycling collection in house, and relinquishing collection all together and contracting the service out in its entirety.

The report concludes with a summary and recommendations with a number of suggestions for staff to consider.



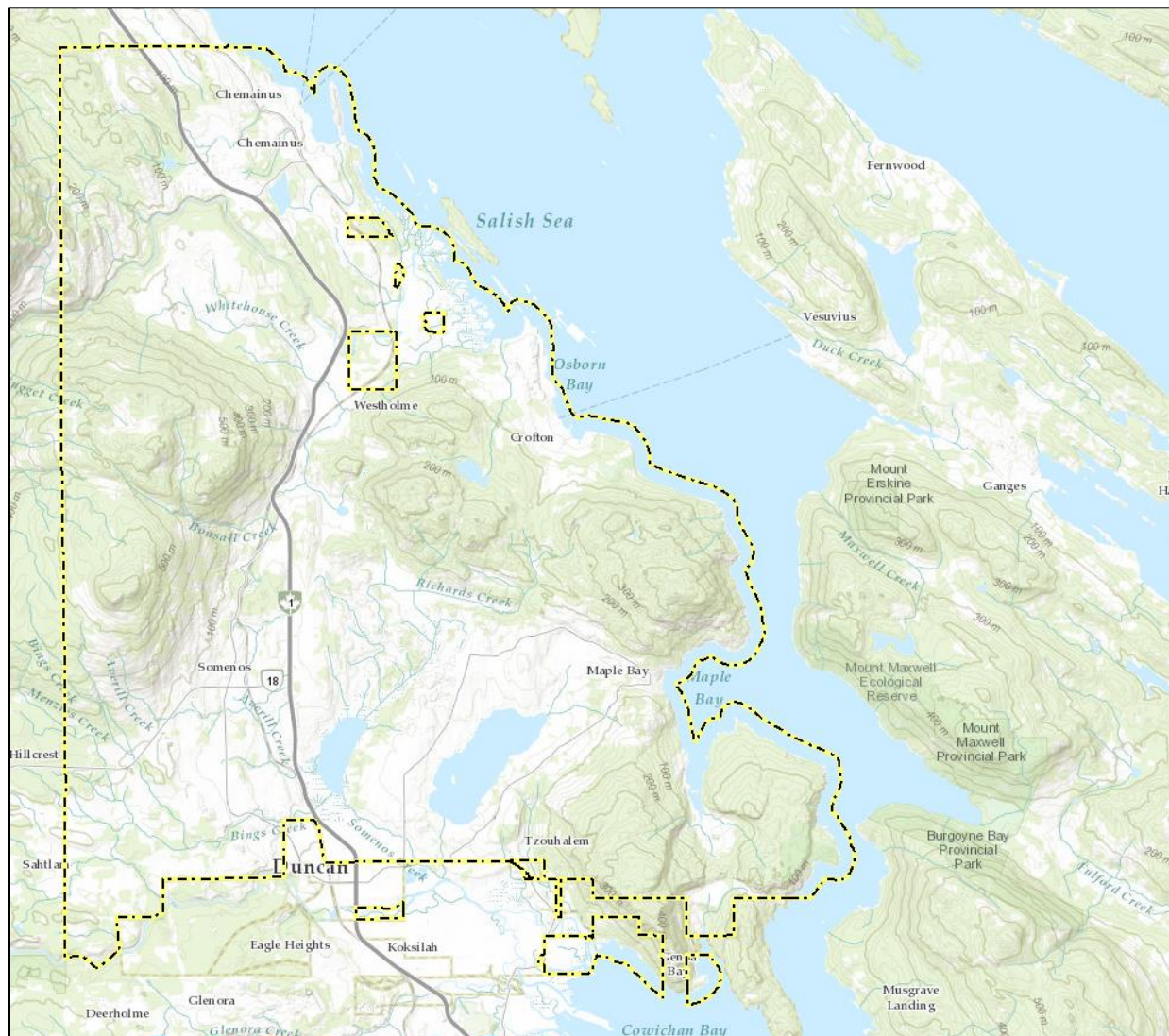




## 1.2 Background

The Municipality of North Cowichan is a predominantly rural municipality located within the Coast Salish Traditional Territory on the southern east coast of Vancouver Island. With a population of approximately 30,000 it is the largest municipality in the Cowichan Valley Regional District (CVRD). The four main population nodes are Chemainus, Crofton, Maple Bay, and the South End (which is the area surrounding the City of Duncan – the retail and service hub of the CVRD).

The Municipality is 19,500 hectares in area, with over 40 kilometres of coastline. The topography ranges from the Salish Sea on the east to upland fertile valleys, and forested hills in the west. The Municipality is one of the few communities in North America that has privately owned forest lands, called the Municipal Forest Reserve which is managed for the benefit of residents. The Forest Reserve lands total 5,000 hectares – 25 per cent of the total land area of North Cowichan. Employment sectors include forestry and related processing industries, agriculture and horticulture, wineries and tourism.



**Figure 1** Location Map of Municipality of North Cowichan



## 2 Current Collection Program Review

Residential solid waste collection within the MNC is regulated by Waste Collection Bylaw No. 3466 (2014). Curbside collection of residential garbage, kitchen organics, and recyclables is a mandatory service provided to single family homes and properties with up to four dwelling units. The Bylaw excludes multi-family and strata development properties from the service, however there are three exceptions for mixed commercial/residential use properties which have been grandfathered into the service.

### 2.1 Homes Serviced and User Fees

As this report is being prepared, there are 9,777 homes serviced with curbside collection of garbage, recycling and kitchen organics.

The curbside program is funded through an annual user fee which is included in the annual property tax bills sent to owners of the homes included in the service. There has been a steady increase in the fees charged over the past four years, as shown in Table 1.

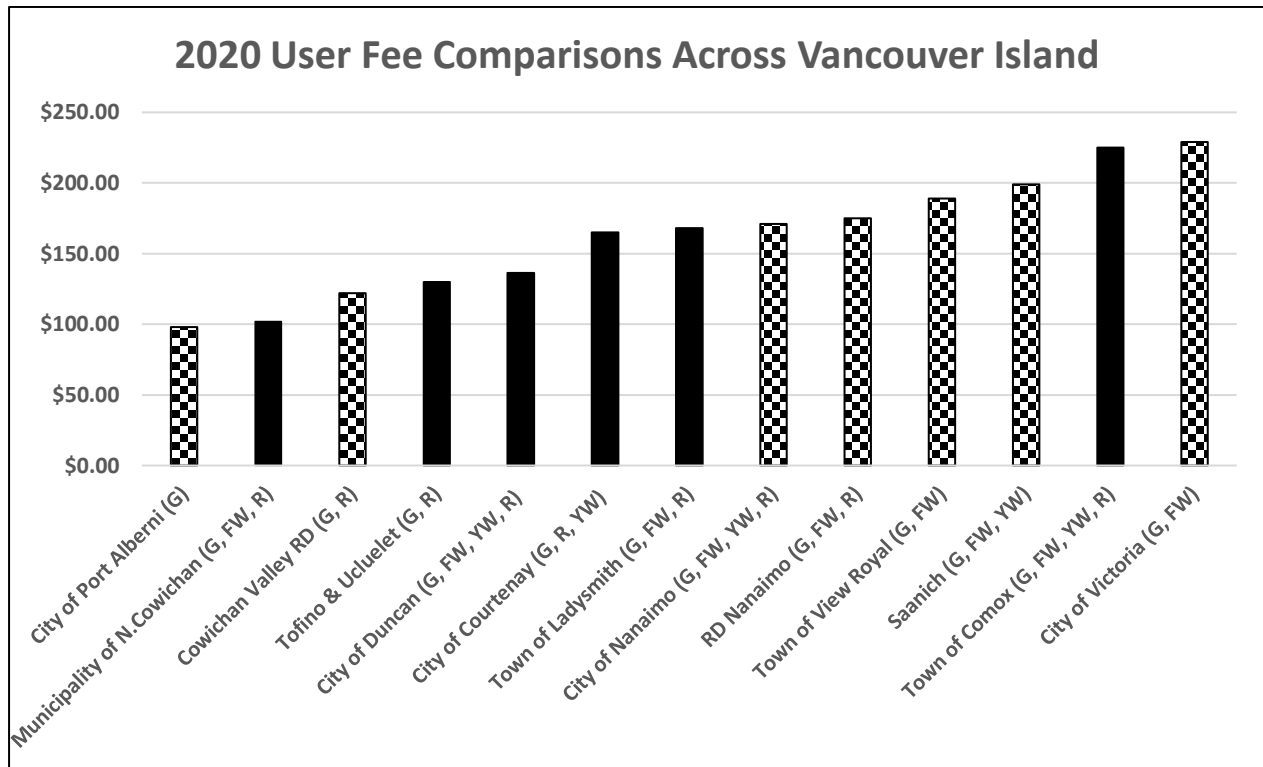


**Table 1 Annual User Fees**




YEAR	ANNUAL FEE \$	% INCREASE FROM PREVIOUS YEAR
2017	\$83	Not Shown
2018	\$88	6 %
2019	\$91	3.4 %
2020	\$102	12 %

As shown in Figure 2, the MNC fees are on the lower end of the user fee spectrum compared to a range of programs in other Vancouver Island municipalities and regional districts. The variation in fees will reflect the types of materials collected (Garbage, Recycling, Food Waste (kitchen organics), Yard Waste), and the tipping fees charged to dispose of and process those materials. A number of those programs do not collect recycling themselves; that service is provided by the regional district or a contractor to the municipality.

Seven of the programs included in the graph employ automated collection for the waste streams they collect. These are indicated with the chequered bars.



**NORTH Cowichan** 2020-2021 CURBSIDE COLLECTION SCHEDULE | Kitchen Organics, Garbage and Recycling

 Kitchen Organics and Garbage Day
  Kitchen Organics and Recycling Day
  Statutory Holiday

**BLUE A ROUTE**

MAY 2020						
SUN	MON	TUE	WED	THU	FRI	SAT
					1	2
3	4	5	6	7	8	9
10	11	12	13	14	15	16
17	H	19	20	21	22	23
24 <sup>31</sup>	25	26	27	28	29	30

JUNE 2020						
SUN	MON	TUE	WED	THU	FRI	SAT
	1	2	3	4	5	6
7	8	9	10	11	12	13
14	15	16	17	18	19	20
21	22	23	24	25	26	27
28	29	30				

JULY 2020						
SUN	MON	TUE	WED	THU	FRI	SAT
					H	2
3	4	5	6	7	8	9
10	11	12	13	14	15	16
17	18	19	20	21	22	23
24	25	26	27	28	29	30
31						

AUGUST 2020						
SUN	MON	TUE	WED	THU	FRI	SAT
1	2	3	4	5	6	7
8	9	10	11	12	13	14
15	16	17	18	19	20	21
22	23	24	25	26	27	28
29	30	31				

SEPTEMBER 2020						
SUN	MON	TUE	WED	THU	FRI	SAT
		1	2	3	4	5
6	7	8	9	10	11	12
13	14	15	16	17	18	19
20	21	22	23	24	25	26
27	28	29	30			

OCTOBER 2020						
SUN	MON	TUE	WED	THU	FRI	SAT
					1	2
3	4	5	6	7	8	9
10	11	12	13	14	15	16
17	18	19	20	21	22	23
24	25	26	27	28	29	30
31						

NOVEMBER 2020						
SUN	MON	TUE	WED	THU	FRI	SAT
	1	2	3	4	5	6
7	8	9	10	11	12	13
14	15	16	17	18	19	20
21	22	23	24	25	26	27
28	29	30				

DECEMBER 2020						
SUN	MON	TUE	WED	THU	FRI	SAT
						1
2	3	4	5	6	7	8
9	10	11	12	13	14	15
16	17	18	19	20	21	22
23	24	25	26	27	28	29
30	31					

JANUARY 2021						
SUN	MON	TUE	WED	THU	FRI	SAT
						1
2	3	4	5	6	7	8
9	10	11	12	13	14	15
16	17	18	19	20	21	22
23	24	25	26	27	28	29
30	31					

FEBRUARY 2021						
SUN	MON	TUE	WED	THU	FRI	SAT
						1





The collection area is broken into five coloured zones, each of which is split into two (A and B) for the purpose of scheduling the alternating bi-weekly garbage and recycling collection. The four collection trucks are assigned set collection routes which minimise backtracking and maximise collection time. The collectors report that some of the existing routes are longer or more populated than others and if breaks were taken, they would be incurring overtime. A route balancing exercise would be beneficial for those zones and routes experiencing steady population and housing growth.

### 2.3 Materials Accepted for Collection

The Bylaw has definitions for the three material streams which aid both the resident and collector in ensuring the correct materials are sorted for collection and that collectors are not placed in harm's way. Garbage is defined as residential waste, rubbish, and noxious, offensive, unwholesome, or discarded matter, double bagged pet excrement or litter, but excludes kitchen organics, yard and garden waste, recyclables, Styrofoam, human excrement, explosive materials, commercial and industrial waste, objects too large to enclose in garbage containers, and dangerous goods as defined in the Transportation of Dangerous Goods Act (S.C. 1992, C.34).

Collecting separated kitchen organics began in 2012. Materials accepted include kitchen waste that is compostable and includes food scraps, egg shells, fish, seafood, nuts, shells, bones, tea bags, coffee grounds, paper filters, dairy products, fruits, vegetables, breads, cereals, pasta, cakes, biscuits, paper towels, napkins, paper plates, paper cups, pizza boxes and other food soiled cardboard, gable top milk and wax coated ice cream containers, houseplants, and for certainty, excludes yard and garden waste and non-compostable bags.

The Bylaw definition for recyclables was updated in 2014 to include packaging and printed paper (PPP) accepted for collection under agreement with Multi-Material BC Society (since renamed Recycle BC), as updated from time to time. As indicated in section 1.1, recycling collection is done by a contractor to the MNC.

All collection trucks tip their loads at the CVRD Bings Creek Solid Waste Management Complex for transfer out to processing or disposal facilities. Garbage is exported to a private landfill in the USA because the CVRD does not have a landfill or other means of managing the waste. Kitchen organics are transferred to a local composting facility operated by Coast Environmental, and recycling is transferred to the designated Recycle BC facility in Nanaimo.

Yard waste is not included in the collection program however the CVRD offers free drop off for residents at their Bings Creek and Peerless Road facilities.











## 2.4 Collection Containers and Limits

All containers are provided by residents (although kitchen organics green bins were provided at the start of the program in 2012). The container sizes and set out limits (Table 2) are established in the Bylaw.

**Table 2 Container Limits**

Container Type	Material Collected	Container Size & Limits	Collection Period
	Kitchen Organics	1 x 46 litre container Max container weight- 16 kg (35 lb)	Weekly
	Garbage	1 x 77 litre container Max container weight- 16 kg (35 lb)	Bi-Weekly alternating with Recycling
	Extra Garbage (\$3 tags)	Up to 2 extra cans (with \$3 tag per container) each collection period	
	Recycling	Unlimited Yellow bag(s) and/or 120 litre (max) Containers Max bag/container weight 20 kg (45 lb)	Bi-Weekly alternating with Garbage

From observations made during a day in the field on the Yellow A & B collection routes, the majority of homes complied with the 77-litre container size, however the MNC collection staff report that many containers on any given route are near or exceed the 16 kg weight allowance.





## 2.5 Collection Performance

The MNC collection program is successfully diverting approximately 60 per cent of household waste from landfill disposal as outlined in Table 3.

**Table 3 2019 Collected Waste by Weight**

9,777 HOMES	GARBAGE	ORGANICS	RECYCLING	TOTAL COLLECTED
<b>TONNAGE</b>	1,485	1,240	1,051	3,776
<b>KG/HH</b>	152	127	107	386 kg
<b>% OF TOTAL</b>	39	33	28	100

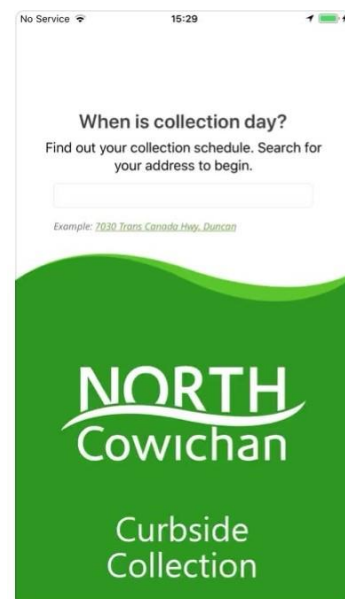
Despite the 77-litre garbage container size, which is a small container and used by only a small number of other BC municipal collection programs, residents seem capable of meeting the single can limit. If each of the 9,777 homes sets out one garbage can per collection period, that equals 254,202 cans for the year. An additional 7,216 cans is less than a three per cent increase in the annual total of cans collected. Collection staff did indicate that the Brown zone routes do have a higher use of tags than routes in the other collection zones. In 2019, only 7,216 extra garbage tags were sold to residents.

## 2.6 Program Communication

Collection schedule and other program information such as FAQs (frequently asked questions) for all three material streams is available on the MNC website - [northcowichan.ca/curbside](http://northcowichan.ca/curbside). An annual collection calendar is mailed to each serviced property. The calendar includes a map of the 10 collection zones to assist residents locating their correct collection zone and schedule.

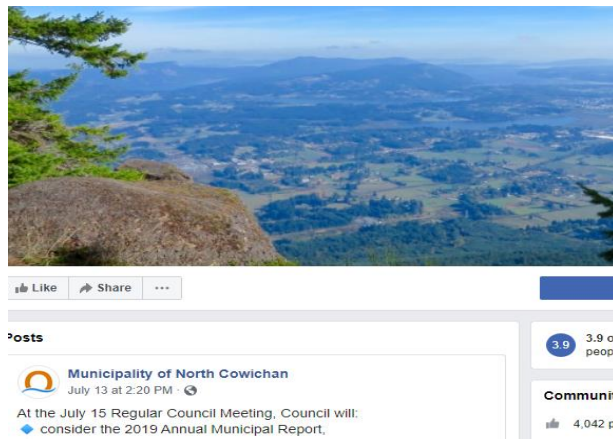
In collaboration with ReCollect, MNC has developed a collection day reminder app which can be downloaded to mobile devices and personal computers. The MNC Curbside app also has the Waste Wizard feature for subscribers to search recycling and disposal options for a wide range of items. The functionality includes having the ability to target subscribers by zone if there are disruptions on any given collection day, and also to broadcast general information pertinent to the collection program or other municipal services.

Information and program inserts have also been mailed out with tax and utility bills occasionally in the past if the Operations Department felt there was a need to promote program changes or to highlight a specific message.





The MNC Facebook and Twitter sites are active and up-to-date, and serve as additional forums for sharing program information.



## 2.7 Collection Fleet

The current collection fleet is made up of three split body packers, and one single packer. As evident in Table 4, the single packer is 14 years old, while the other three range in age from six to eight years old.



**Table 4 Collection Fleet**

TRUCK UNIT #	MODEL YEAR	CHASSIS	BODY	SINGLE / SPLIT	AXLE	HOPPER CU/YD	PACKER CU/YD
938	2006		Labrie	Single	Single	4	15
939	2012	International 7400	Labrie	30/70 split	Single	4	17
942	2014	Freightliner	Labrie Expert 2000	30/70 split	Tandem	4	29
943	2014	Freightliner	Labrie Expert 2000	30/70 split	Tandem	4	29



## 2.8 Financials

The 2020 MNC operating budget for the curbside collection program operates on a cost recovery basis. Table 5 summarises the 2020 budget which shows an operating surplus being generated.

**Table 5 2020 Program Budget**

<b>2020 Garbage Collection and Recycling Program Budget</b>	
<b>Revenue</b>	
User fees (\$102 x 9,777 homes)	\$ 997,254
Recycle BC	\$ 382,769
<b>Total Revenue</b>	<b>\$ 1,380,023</b>
<b>Expenditure</b>	
Collection costs (garbage & kitchen waste)	\$ 561,588
Tipping fees	\$ 334,920
Recycling program & contractor	\$ 337,780
<b>Total Expenditure</b>	<b>\$ 1,234,288</b>
<b>Surplus</b>	<b>\$ 145,735</b>

There are capital reserves for collection truck replacements of \$974,850.

## 2.9 Occupational Health and Safety (OHS)

The manual collection of garbage and recycling is hard on the collector's body, and often results in injuries and WorkSafe BC claims. For this reason, the occupation has a high injury classification with WorkSafe BC. Over the three-year period 2017-2019, a total of nine WorkSafe BC claims were filed by the refuse operators at MNC, resulting in 116 lost work-days. First aid responses (which includes incidents not requiring Worksafe BC claims) totalled 14.

For a number of local government solid waste collection programs, injury rates among manual program collectors is the driving force to consider switching to automated cart-based collection. This is further discussed in Section 3 Automated Collection.

Data provided by WorkSafe BC on this specific rate class (classification 732018 - Garbage, Debris, Industrial Waste or Recyclable Material Removal Industry) is provided at Appendix C. The Worksafe reports show this classification rate has more than three times the injury claims compared to the average for all other occupations, and that body motion (lifting and twisting) accounts for almost 12 per cent of the claims.







## 2.10 Recycle BC and Recycling Collection



Management of residential recyclables in BC is overseen by an Extended Producer Responsibility (EPR) program which was approved by the Province in 2013. Recycle BC is the provincial EPR stewardship agency responsible for collecting and managing the end-of-life paper and packaging products (PPP), which they do through a variety of service delivery methods such as depots, direct service curbside collection, and partnering with municipal collectors. In 2014, MNC became a Recycle BC collection partner, for which it receives approximately \$39.15 per household (for an annual total \$382,769) from Recycle BC to cover the cost of residential recycling collection, and promotion and education. Additional information is provided in Appendix B.

The actual collection of recycling from MNC residents is not performed by MNC staff, but is contracted out to Waste Connections of Canada (WCC). The current contract term runs through to 2024.

Recycling collection is a manual service. Residents are required to provide suitable rigid containers to a maximum 120 litre capacity or use large yellow poly bags which are available from the MNC for \$2.00 each. Decals to attach to the rigid containers identifying them as containing recycling are available from the MNC at no cost. WCC reports there is a real hodgepodge of containers in use, including clear plastic bags which are not acceptable in the Recycle BC program. Many homes combine the yellow bag with a rigid container of some sort (garbage can or blue box). There tends to be neighbourhood similarities where many in a particular neighbourhood will use similar containers, which will be a different container type in a neighbourhood some distance away.



Occasionally a resident will buy a large wheeled cart (such as those used in automated programs) or other oversized and unwieldy container for recycling which the collector is unable to lift. When this happens, the WCC collector or operations supervisor will explain to the resident why a container of that size is not permitted. This usually results in the resident buying MNC yellow bags and placing them in the oversize container for collection.

The contractor generally has two trucks on route each day for MNC recycling collection. These are tandem axle 29 or 33 cubic yard capacity single packers. The collected recycling is tipped at the CVRD Bings Creek Solid Waste Management Complex, from where it is transferred to the designated Recycle BC post-collection facility (in this case it is the Waste Connections consolidation centre in Nanaimo).

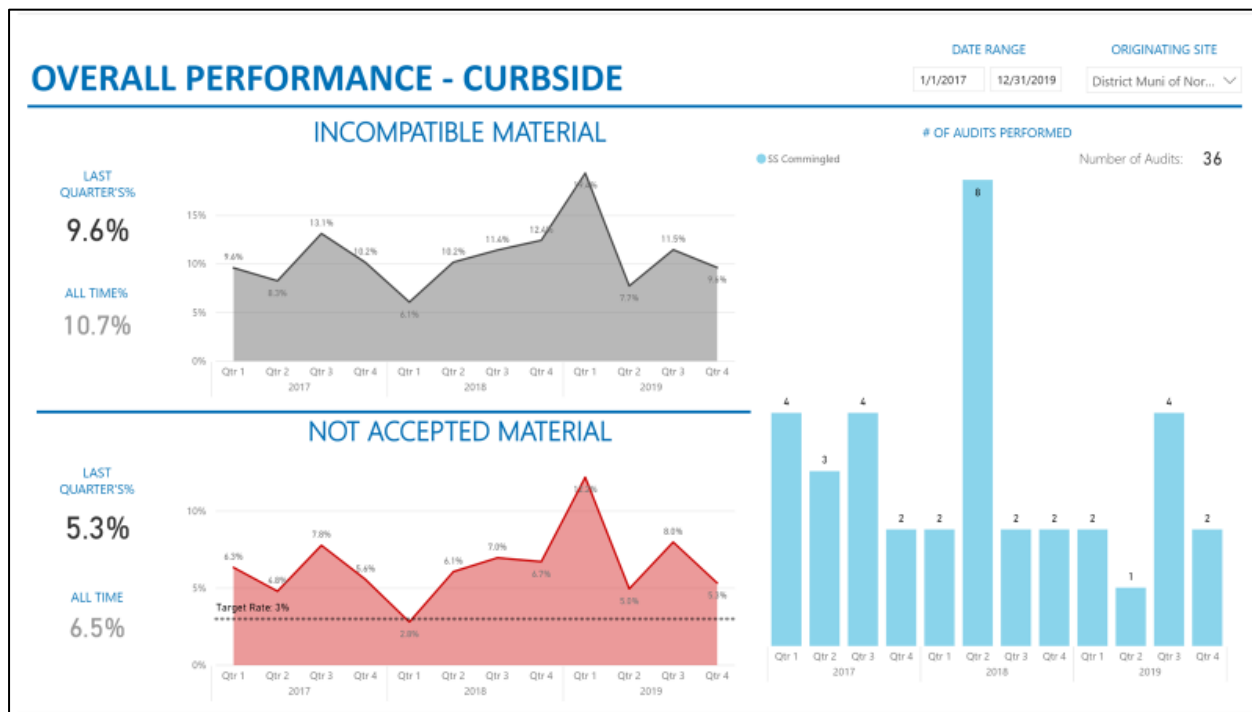


### 2.10.1 Recycling Contamination

The WCC operations supervisor indicated that the quality of recycling material set out for collection can be hit and miss, but he noted that the non-compliance is holding steady. This is corroborated by the audits performed by Recycle BC and the resulting reports provided to MNC which show the percentage of non-compliant material in the audit samples at around 10 per cent.



The amount of allowable contamination (incompatible material) allowed as set out in each collector's contract with Recycle BC is three (3) per cent. The MNC is averaging over 10 per cent for the past three years. Field observations lead CMA to believe that enforcement at the curb could be stronger, for instance to reduce the use of non-compliant clear bags, and that the use of better compliance notices (Oops stickers) would help that.



**Figure 4 Recent Recycle BC Scorecard for North Cowichan**

In reviewing the three-year (2017-2019) contamination scorecard provided to MNC by Recycle BC, an excerpt of which is included as Figure 4 above, the following points become clear:

- 36 recycling loads have been audited by Recycle BC over the three-year period of the scorecard.
- 9 audits were performed in 2019.
- The average amount of incompatible material contained in the audit samples was 10.7 per cent, which included:
  - 6.5% not acceptable material (garbage, books, electronics, hazardous items etc.).



- 4.2% other incompatible material (which are incorrectly sorted recyclable materials, PPP acceptable in the Recycle BC but at a depot not curbside, items with too much residue such as food remnants in containers, or acceptable material that is not loose but packed into another item such as nesting empty food tins into a larger plastic container rendering the entire group incompatible for sorting and processing).
- Contamination performance is consistently worse than the provincial average compared to other programs with resident-provided containers. This could be something to address with the contracted collector and their crews, and a focus for resident education. Implementing a standard size and type of recycling container, such as a blue box along with the yellow bag, may also improve MNC's performance under this metric.

### 2.10.2 Contamination Reduction

A recent study by Recycle BC (included in a July 2020 financial incentive review presentation to collectors) looking at the performance of recycling collection across the Province shows that single stream collection, such as that done in MNC, results in higher contamination rates regardless of whether it is a manual or automated collection program. The provincial contamination rate for single stream automated programs is 9.3 per cent, compared to 5.7 per cent for single stream manual collection programs - two to three times greater than the amount allowed by the contracts. Multi-stream curbside collection programs have a 4.3 per cent contamination rate which is better but leaves room for improvement to meet the three per cent target. High contamination drives up costs for increased sorting to maintain the bale quality and marketability of the materials.

Based on the historical performance data provided by Recycle BC, developing and implementing a contamination reduction plan would almost certainly improve the quality and compliance of materials collected in the MNC program regardless of collection system. Setting this in motion with a manual collection system is easier because the material can be screened at the curb by the collection operator prior to it being loaded into the truck hopper.



When the nearby Town of Ladysmith awarded Waste Connections a new five-year collection contract in late 2019, the two parties worked together to set in motion a contamination reduction strategy. WCC is willing to discuss collaborating with MNC on something similar and would welcome a more active education and targeted communication campaign led by the Municipality.






Currently, WCC collection staff can use “Oops stickers” for non-compliant material left un-collected at the curb.

These stickers are NOT municipal stickers but are generic stickers provided by WCC themselves. The information likely pre-dates Recycle BC, carried over from when the collection contractor was sorting and marketing the recyclables themselves.

**Your Recyclables Have Been Left For the Following Reason(s):**

- ☐ BAGS TOO FAR BACK FROM ROAD EDGE
- ☐ CONTAINS NON-RECYCLABLE MATERIALS
- ☐ IMPROPERLY PREPARED MATERIALS
- ☐ CONTAINS MATERIALS THAT MUST BE RECYCLED ELSEWHERE
- ☐ CARDBOARD IS NOT FLAT OR FOLDED Maximum size 600 mm x 900 mm (2' x 3')
- ☐ CONTAINER IS OVERWEIGHT Maximum weight: 20 kg (44 lbs.)
- ☐ CONTAINER IS DETERIORATED OR HAZARDOUS
- ☐ OTHER \_\_\_\_\_

**FOR FURTHER INFORMATION PLEASE CONSULT YOUR CURBSIDE COLLECTION CALENDAR OR CALL YOUR CURBSIDE COLLECTION CONTRACTOR**

 WASTE CONNECTIONS  
CANADA

The stickers lack any mention of the Recycle BC requirements, nor a reference to the municipality, its website nor a contact number. The effectiveness of this particular sticker is questionable, as is its lack of use based on CMA field observations. A redesign to include MNC program specific information and contact details is recommended.

### 3 Automated Cart-based Collection

Automated collection refers to the system where the operator activates a mechanical arm on the side of the collection vehicle to lift and empty standardized collection carts. The operator does not need to leave the cab and has no direct contact with the cart or its contents. In recent years, many municipalities have switched to cart-based collection. This has often been precipitated by a desire to reduce injuries associated with collection staff, to retain their workforce, increase the size of the labour pool for waste collection staff as well as create opportunities to diversify the work force.

On Vancouver Island, automated collection is the norm for the nine municipal collection programs listed here. Seven of these programs include collection services provided by municipal staff (recycling collection is provided by a contractor for the municipalities in the Capital Region, Lake Cowichan, and Port Alberni).

- City of Victoria
- District of Saanich
- District of Oak Bay
- Town of View Royal (contracted)
- Cowichan Valley Regional District
- Town of Lake Cowichan
- City of Nanaimo
- Regional District of Nanaimo (from October 2020) (contracted)
- City of Port Alberni

With regards to costs for automated collection, as seen previously in Figure 2 (section 2.1) collection program user fees vary across the Island. The cost of disposal (tipping fees) is an influence on the fees in the different jurisdictions, as is the method of collection and the need to recover costs for collection containers and build capital reserves for replacement fleet. Typically, the programs employing automated collection, particularly for three streams of waste (garbage, recycling and organics), charge a higher user fee to recover their costs compared to the manual collection programs. If the MNC does switch to





automated collection this will be a concern for residents. In advance of a collection change CMA recommends staff and Council will need to prepare a comprehensive consultation and communications strategy which includes explanations of the potential fee increases.

Several years ago, automated programs originated in response to heavy garbage cans or multiple cans per location needing to be lifted, and large carts (360 litre) became the norm. The predominance of large carts was met with skepticism from those in the solid waste industry focussed on diversion, however over time cart sizes and lift mechanisms changed and can now cater to programs with smaller carts in support of promoting diversion. The move to smaller carts has demonstrated that worker safety through automation is compatible with promoting greater diversion.

### 3.1 Labour Considerations

The operations set up for the MNC program follows best practices in that the collection trucks are split bodies (capable of collecting two streams of waste in a single pass down the street) and employ just the one collector (the driver) to lift the materials into the truck, i.e., there is no “swamper” involved. The manual garbage collection process is very hard on the collectors’ bodies. Depending on the number of trucks deployed on collection day, the amount lifted by one collection worker can range from 3.5 to 5.2 tonnes. With the introduction of the kitchen organics diversion program in 2012, the workers do a double-lift at each stop to load the garbage and the organics.

Analysis of the province-wide WorkSafe BC data on the types of injuries reported by workers in the garbage and recyclable removal rate classification shows that strains, over exertion and fractures to the back, shoulders and arms were the leading causes of injury claims over the five-year period 2014 – 2018. Almost a third of these claims are attributed to lifting or moving containers of some description. Of the 1,384 claims reported during that period, 57 per cent (788 claims) were made by public works employees at a cost of \$15.3 million. Details of the WorkSafe data and selected reporting excerpts are provided in Appendix C.

A report researched and prepared by Regional District of Nanaimo staff in 2018 referenced a jurisdictional scan across 14 municipalities. That report concluded that the primary motivator for cities like Nanaimo, Victoria, Surrey, Coquitlam and Richmond to transition to automated collection service was done in an effort to reduce worker health and safety claims and associated costs. More specifically for the City of Nanaimo, reports by staff in 2015 cited health and safety as the number one reason to switch from manual to automated collection.

While the reported WorkSafe BC injury claims reported by MNC do not seem unduly high, it is understandable that both the employer and union employees are interested in worker health and safety, along with worker retention. Certainly, the current staff acknowledge that manual collection is not an occupation that allows for a long career.

### 3.2 Trucks and Routes

The packer configuration for the automated trucks differs from the manual load trucks; specifically, in the split compartment ratios. The manual trucks are a 70-30 split, while the automated trucks are split 60-40 with a larger hopper to accommodate the larger carts being tipped. Despite the total truck capacity being the same, the reduction in the larger side (from 70 per cent to 60 per cent) may require further work to balance the routes to ensure collection efficiencies if automated collection is pursued.



Currently the smallest route is Brown 5C with 437 homes, and the largest route is Brown 4A with 1,116 homes. The average house count over the 15 collection routes is 768 homes and the median is 769. The participation data provided by MNC indicates that garbage set outs on four routes (Brown 4B and 5A, Red 11, and Yellow 2) ranged from 34 per cent (Yellow 2) to 70 per cent (the Brown routes) for an average of 54 per cent participation. A higher set out percentage of 66 per cent was experienced for organics collection routes based on the data provided for seven collection routes. The organics set outs ranged from 55 per cent (Red 11) to 89 per cent (Brown 5C).

From information gathered in discussions with the City of Nanaimo in 2019, their 31 cubic yard automated 60-40 split packer trucks are making about 1,200 to 1,500 lifts per route collecting from 600 to 700 homes. The carts provided to Nanaimo homes for garbage and organics (which includes yard waste) are 120 litres, with upsizing to 240 litres possible for an additional fee. Despite the carts being larger than the previous 77 litre cans in the manual system, and the packer split ratio being 60-40, these trucks typically complete their routes and only tip at the receiving facilities at the end of their day. Based on the MNC participation data provided, and the performance of the Nanaimo trucks, CMA would recommend operations staff perform a route balancing exercise, in conjunction with the recycling contractor, to ascertain with certainty the most suitable truck sizes.

When asked about neighbourhoods which could be challenging to access with automated collection trucks, the MNC collection staff did not identify any potential problem areas and felt automated collection would actually be safer particularly in winter because they would not need to leave the truck cab. This would eliminate the risk of slips and falls on ice or snow, and keep them in control of the truck's brake system when the vehicle was stopped on inclines and icy surfaces.

With regards to neighbourhood accessibility for automated trucks which need space to deploy the arm mechanism, no problem areas were identified by either the MNC or the WCC collection staff. During the field visit, CMA witnessed a WCC recycling truck reversing the length of Cecilia Street (a dead-end street). The operator would have had to walk back and forth across the street (albeit a low traffic street) to collect, empty and return the recycling containers. Locations where this is the norm would pose a challenge for automated collection, but could be overcome by coordinating cart placements with the residents.

Discussions with both the MNC collection staff and Waste Connections suggest that there is a need for a review of the current route layout and house counts in advance of the next calendar preparation. The Red and Brown routes and Chemainus (Yellow) are experiencing growth and make for very heavy collection days.

### 3.3 Yard Waste

A factor which drives the switch to automated collection for some municipal programs is the inclusion of yard waste in the collection stream. Yard waste is bulky, can be awkward to lift (bundled tree trimmings for example), and can be heavy (bags of wet grass clippings). Because automated carts tend to be larger than those used in manual programs (some are much larger), there is space in organics carts for food waste and yard waste. Residents of MNC do not currently receive yard waste collection, but the CVRD provides free yard waste drop off. Providing yard waste collection would introduce a level of convenience, and there may be a demand for it from residents, however the increase in material collected would result in higher disposal fees and higher user fees for residents. MNC would need to determine if the benefits outweigh the increased cost.



### 3.4 Retaining Manual Collection

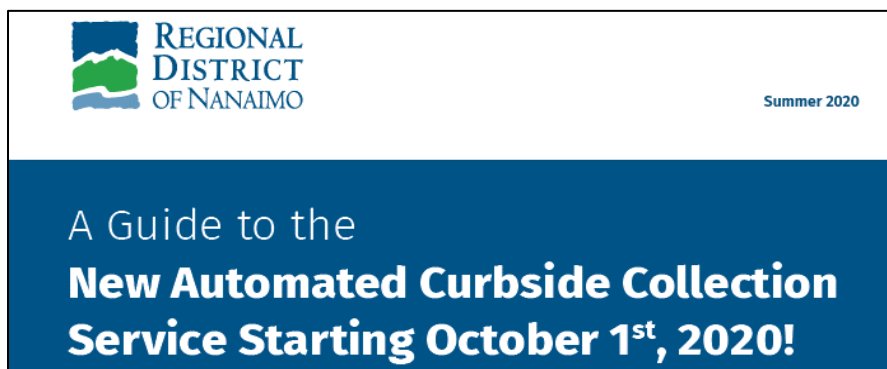
Retaining the current manual load system is simpler and less disruptive. New trucks can be purchased with configurations that match the current trucks, and with no change to the collection method the purchasing can be spread over two or three years as opposed to needing an entirely new fleet for a new collection system. In addition, no new containers are required and residents will not need to learn new set out behaviours.

In 2018, when the RDN was contemplating moving to automated collection, a public survey was done to gather resident input. Based on the results of the survey, a staff report noted there was no clear preference amongst respondents with 63% of respondents in favour of some form of automation (45% for automated service with yard waste and 18% for automated service without yard waste). Without yard waste collection as an option, the results suggested residents preferred to stay with manual collection and were not willing to pay additional costs to implement an automated collection system.

However, because the MNC program does involve municipal collection staff there is a greater awareness of OHS and WorkSafe BC related concerns compared to a program which contracts out collection (and so the wellbeing of the collectors is somewhat removed). While retaining manual collection may cause the least disruption for residents and lessen the financial impact for the municipality, it is a collection method that is hard on workers. Certainly, the current MNC collection staff have expressed support for a switch to automated for a variety of reasons, such as reduced injuries, safer working conditions, and a longer employment window.



Although the respondents to the 2018 RDN survey favoured automated only if yard waste was collection included, the program did not expand to include it. Further work done by the RDN in 2018 however did lead the Board to direct staff to issue a request for proposals for a cart-based automated collection system. This was completed in 2019, and awarded to Waste Connections Canada who will be rolling it out in October 2020 without yard waste collection.





## 4 Collection Fleet Replacement

Price estimates are provided to show the costs for replacing the current fleet on a like-for-like basis, and for fleet replacement with automated cart-load trucks. The prices were provided by Rollins Machinery; the same manufacturer of the truck packer bodies in use on the existing collection trucks. CMA stresses that the prices are estimates for initial budget purposes, and have not been sought through a competitive bidding process.

### 4.1 Manual Trucks.

If replacing the fleet for continuation of manual collection, the price estimates are shown in Table 6.

**Table 6 Manual Truck Replacement Cost Estimates**

BODY	PACKER	AXLE	PACKER CAPACITY CU/YD	PRICE ESTIMATE
LABRIE EXPERT SIDELOADER	Single	Single	15	\$295,000
LABRIE EXPERT SIDELOADER	30/70 split	Single	17	\$315,000
LABRIE EXPERT SIDELOADER	30/70 split	Tandem	29	\$335,000
LABRIE EXPERT SIDELOADER	30/70 split	Tandem	29	\$335,000

The trucks specs include the following details:

- Labrie Expert side loaders
- Diesel fuel
- 15-yard chassis is conventional (either Freightliner or International)
- 17- & 29-yard chassis are as per the current manufacturer
- 70-30 split packer bodies (for the split trucks)
- Drop frame for manual load
- Stand-up Right-Hand cab conversion
- Cart tipper (1) included for each truck



Semi-automated cart tipper on street side

The inclusion of a cart tipper on each truck means that the truck can be used as a spare or helper truck if cart-based service is introduced on a phased-in timetable, or is pushed back to a later date. The cart tipper is not fully automated though; it requires the collector to exit the cab, position the cart for the tipper, and activate the lift/tip/return process. The tipper can be removed and the hydraulics, hoses and connections capped until the tipper is reconnected for use at a later date. The trucks can also be ordered without the tipper, and with or without the hydraulic lines installed.





## 4.2 Automated Trucks

If replacing the fleet for a change to automated cart-based collection, the price estimates are shown in Table 7.

**Table 7 Automated Truck Replacement Cost Estimates**

BODY	PACKER	AXLE	PACKER CAPACITY CU/YD	PRICE ESTIMATE
LABRIE AUTOMIZER	Single	Single	15	\$305,000
LABRIE AUTOMIZER	60/40 split	Single	17	\$325,000
LABRIE AUTOMIZER	60/40 split	Tandem	29	\$345,000
LABRIE AUTOMIZER	60/40 split	Tandem	29	\$345,000

The specs for the automated trucks include:

- Labrie Automizer side loaders
- Diesel fuel
- Conventional chassis (no manufacturer specified)
- 60-40 split packer bodies (for the split trucks)
- Straight frame
- Sit-down right-hand drive
- Fully automated cart arm

The use of the fully automated cart arm, straight frame chassis, and the sit-down drive position means these trucks are limited to cart collection only. Rollins noted that many municipal customers who are going fully automated are using a cabover chassis instead of the conventional chassis spec'd here, however the price per truck rises by \$40,000 to \$50,000 for that configuration.





## 5 Cart Sizes and Costs for Automated Collection

A switch in collection system from manual to cart-based automated will require a change in curbside containers. The current practice of resident-provided containers, while acceptable for manual loading, would not work for automated collection. Automated collection requires standardized carts for pick up by the mechanical arm or cart tipper. Regular garbage cans cannot be picked up with the mechanical arm or tipper as they are not designed for this purpose.

Price estimates were sought from two Canadian suppliers who offer smaller sized residential waste carts. (Note: there are other suppliers that would be interested in responding to a municipal competitive procurement process if given the opportunity.) The reason to consider manufacturers and suppliers of smaller carts is that MNC already has limits in place for the amount of garbage and organics that can be set out, and these limits have resulted in good diversion rates. Moving to larger carts could result in that work being undone, with residents finding more waste to fill the space in larger carts, leading to increased tipping costs for the MNC program. City of Nanaimo staff indicated that the move from 77 litre manual garbage cans to 120 litre garbage carts resulted in an approximate 17 per cent increase of curbside garbage collected, however this was offset by a reduction in self-haul trips to the regional landfill.

A challenge for the kitchen organics collection is that a typical home does not exceed the capacity of the current 46 litre green bin, however the smallest automated cart has nearly twice that capacity at 80 litres. This is a lot of empty space which, if a concern for MNC, could be mitigated two ways: by including limited quantities of yard waste in the weekly collection (assuming the organics processor will accept a kitchen and yard waste mix), or by moving kitchen organics collection to bi-weekly collection. Of course, the default course of action is for MNC and residents to acknowledge that the smallest cart will be considerably bigger than the existing green bin, but to not alter the type of organics accepted nor alter the collection frequency.

A change of collection containers will generate a reaction from residents (as is currently being experienced by RDN staff). Community consultation is recommended prior to decisions being finalised and a robust communications program will be required in advance of changes being implemented.

**Table 8 Cart Cost Estimates**

Supplier	\$ per unit * based on 10,000 units	80 litre organics	100 litre organics	120 litre organics	100 litre garbage	120 litre garbage
<b>Orbis Environmental</b> (formerly Norseman. BC supplier is Ecotainer)		\$ 42.00	-	-	-	-
<b>IPL Plastics Inc</b> (BC supplier is Rollins Machinery)		\$ 28.00	\$ 32.00	\$ 35.00	\$ 32.00	\$ 35.00
* Note: the price estimates are for budget consideration only. The IPL per unit estimate excludes freight costs.						



The 80 litre containers are closest to the current garbage can sizes permitted in MNC, and while the prices sought specified the use of these containers as Organics (the carts are green), it is possible either manufacturer could do a custom colour production run to produce 80 litre carts in black, brown or grey for use as garbage carts.

For the purposes of this report and to provide a preliminary budget figure, the limited price estimates indicate the cost to purchase 10,000 each of new 80 litre organics carts and 100 litre garbage carts would be in the range of \$600,000. Although a price estimate for a large 240 litre cart suitable for recycling collection was not requested, CMA has a recent price estimate from the IPL supplier of \$55 for that size of recycling cart. If contemplating switching recycling to cart-based collection, 10,000 new 240 litre carts would add a further estimated \$550,000 to the capital costs.



The image above shows the default City of Nanaimo carts (120 litres for garbage & organics + 240 litre for recycling). With the increase in the organics cart capacity, the City expanded the organics program to allow yard waste in the new cart, in addition to the existing food waste collection. Larger (240 litre) garbage carts are available for a swap out fee, and the annual user fee is higher for homes with the larger cart.

Recycling	Food Waste	Garbage
100L	100L (default)	80L
240L (default)		100L (default)
360L		240L

For the new automated program rolling out in the Regional District of Nanaimo, residents have the option to stay with the default carts sizes, or to select lesser or larger cart capacities for garbage and recycling (with a commensurate change in their annual user fee).

In addition to procurement, the ownership and ongoing maintenance of the carts will require effort. Carts are typically provided to residents with the requirement the cart stay with the property, and repairs or exchanges are the responsibility of municipal staff or the collection contractor for contracted programs. Maintaining a supply of carts and parts is required to provide carts to new properties and to repair damaged units. Wheels and lids are components that may require replacement throughout the cart's life.



## 6 Other Service Changes to Consider

The scope of work for this report included a request to consider the opportunities and merits of: phasing in implementation of automated collection; the potential and implications of bringing recycling collection in-house; and contracting the entire collection program versus continuing with the current service.

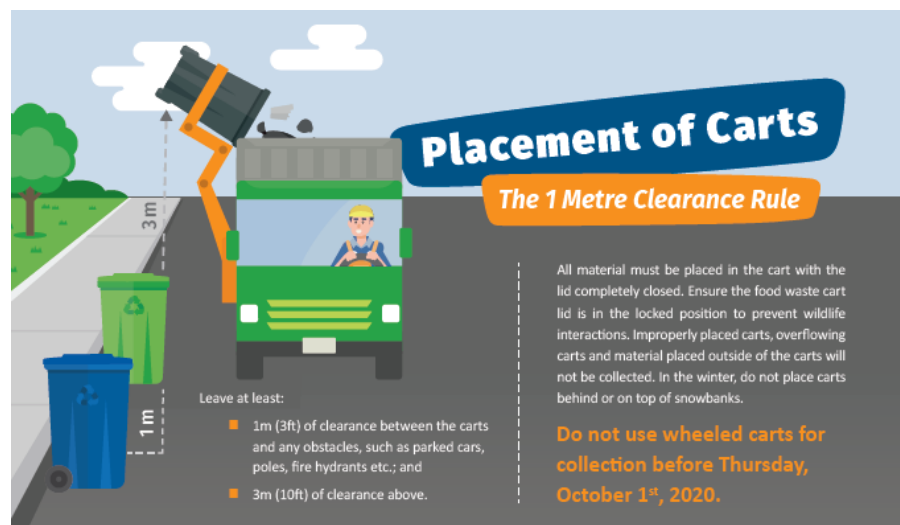
### 6.1 Phasing in a Change to Automated Collection

When making the switch to automated collection, the City of Nanaimo and City of Vancouver took a phased in approach to allow for smooth delivery of carts and transition from manual to automated collection service. The main benefit of the phased implementation is the ability to apply lessons learned in the initial phases to the subsequent phase(s). A secondary benefit may arise from spreading out the capital cost of collection vehicles and cart purchases. However, both of those municipalities service a larger number of homes compared to MNC, with larger fleets of collection vehicles, so the benefits of spacing the capital costs and phasing in automated collection to segments of the collection area may not provide any noticeable benefits.

As with any collection program there is a need for a spare collection vehicle(s) to accommodate breakdowns, accidents or heavy set out days. If phasing in cart-based collection is MNC's preferred way forward, a cart-compatible spare truck would be needed. This could be a fully automated truck, or a new (or retrofitted) manual load truck with cart tipper. Again, in such a small program with new trucks being purchased anyway, if a switch to automated is selected it probably makes sense to roll out across the municipality and replace the entire fleet in one transaction.

Phasing in can also pose challenges and create confusion with the need for separate education, promotion and compliance measures to be created and set in place for those homes in the first phase.

It is our opinion that for MNC, a well planned and resourced wholesale switch to automated collection outweighs any benefits that may come from phasing in the switch. The largest challenge may be funding the acquisition of new collection vehicles and new carts concurrently.



### 6.2 Bringing Recycling Collection in-house

Based on the budget information made available to CMA and shown in Table 9, the total cost to provide the contracted collection of recycling in 2020 is \$337,780. The bulk of this, \$270,000, is the contractor's collection fees, with a lesser amount of \$62,360 made up of MNC staff wages and contract overhead and recycling specific advertising. The collection incentive received from Recycle BC, along with the





Administration and Public Education top-ups, amounts to \$382,770, which results in an estimated surplus of \$45,000.

**Table 9 Recycling Collection Costs**  
**Cost To Provide Recycling Collection (2020 Budget)**

<b>Revenue</b>	
Recycle BC collection incentive	<b><u>\$382,770</u></b>
<b>Expenditure</b>	
Contracted collector	\$270,000
Staff wages and overhead	\$61,280
Advertising	\$1,080
<b>Total expenditure</b>	<b><u>\$337,378</u></b>
<b>Surplus</b>	<b><u>\$45,392</u></b>

Bringing recycling collection in-house will eliminate the contracted collection costs, but will increase the in-house annual operating costs, and likely require capital investment as well.

With regards collection vehicles, WCC typically uses 2 trucks on route (29 or 31 cubic yard single packers) for a total of 58-62 cubic yards truck capacity on route. With all four MNC trucks currently in use every collection day, even a reconfiguration of the current MNC truck deployment would not be enough to cover the recycling routes. The two newer manual split trucks could be refurbished for recycling collection, or brand new dedicated trucks purchased. This also increases the need for collection staff, and the resulting increase in operating wages and related costs.

Assuming a switch to automated collection is the reason to bring recycling in house and having all three streams collected by the same method with standardized carts, an initial estimated capital outlay of \$550,000 would be required for 240 litre carts.

A change of recycling collection method will result in a change to the incentive paid by Recycle BC. As discussed in Section 2.10.2 Contamination Reduction, cart-based single stream recycling collection programs have the highest contamination levels of any collection system. To account for the extra effort required in sorting the cart-based recycling prior to sending the materials to market, Recycle BC pays a lower incentive for cart-based collection programs. Using the proposed new incentive rates, the estimated difference between the current manual collection and a cart-based collection would be a reduction of approximately \$13,600. The current and proposed new incentive rates are shown in Appendix B. A change of collection methodology will require a transition plan to be prepared and submitted to Recycle BC.

Also touched on in Section 2.10.2 (Contamination Reduction), MNC has a higher than average level of contamination for programs that allow residents to provide their own (non-standardised) containers. A switch to providing standard containers may improve performance under that metric. It may also benefit the contracted collector's workforce in terms of OHS and injury claims.

While not mentioned in the scope of work for this report, an assessment of recycling collection options should also include removing the municipality from service provision and inviting Recycle BC to provide recycling collection themselves as a direct service. The next opportunity for this to be considered will be 2023 when municipal collectors will be required to renew their agreements with Recycle BC, or provide notice of intent to cease being a collector.



### 6.3 Contracting out garbage and organics

Contracting out the entire curbside service is an option to consider if wishing to eliminate the OHS and workforce retention concerns. These workplace concerns get transferred to a contractor, who will build those costs into their contract price. A contractor may also implement automated cart-based collection as the preferred service method.

It is very difficult to estimate the costs for a contracted-out program due to the many factors which vary across municipal programs. These include the number of homes being serviced, housing and route density, collection method (manual or automated which impacts capital investment), length of contract term, and so on.

Recently, the Town of Ladysmith received very competitive bids for continuation of its manual collection program. CMA is not at liberty to disclose the bid amounts, however even with a lower than previous contract fee the Town chose to not reduce the annual user fee charged for the collection service (it remains at \$14/month or \$168 annually - significantly higher than the MNC user fee). For the new RDN automated collection program, the annual user fees range from \$165 to \$250 depending on the size of the garbage cart.

Based on those two local examples, contracting out is unlikely to result in a reduction in costs to the resident, but if service is going to switch to automated regardless of service provider, that may be a moot point.

Contracting out the collection service will result in the collection staff being assigned to new roles within the municipality. The current staff may welcome this if it means less wear and tear on their bodies. There will still be a need for contract supervision and active involvement in program administration, education and promotion.

As discussed above, direct service by Recycle BC is also a possibility for recycling in the future if MNC decides to remove itself from that service.

## 7 Summary and Conclusions

The curbside collection program provides mandatory collection of residential garbage, kitchen organics, and recyclables to single family homes and properties with up to four dwelling units. There are almost 10,000 homes being serviced at the time of preparing this report. The service is regulated under Bylaw No. 3466, for which a user fee is charged and applied as part of the municipal property taxes. Municipal staff are responsible for collecting residential garbage and kitchen organics; recycling is collected by a contractor to the municipality.

In terms of program performance, the current program appears to be very efficient and cost effective. The majority of residents participate and are able to stay within the garbage container set out limits, although collection staff report the container weights can exceed the established 16 kg maximum.

As the current fleet ages, and concerns for OHS, injury rates and workforce retention rise, MNC is contemplating the benefits of switching from a manual collection system to a cart-based automated system. Having reviewed the current program, met with collection staff, investigated costs and performance of similar programs, CMA offers the following recommendations for further consideration.



## 7.1 Garbage and Kitchen Organics Collection

Cart-based automated collection is a collection method preferred by a growing number of municipalities and contracted collectors. Where cart-based collection once had a focus on large garbage carts and the lifting mechanisms to suit the heavy weights, a range of cart sizes now reflect the importance of diversion programs. The price gap between manual and automated collection trucks has narrowed, meaning that fleet replacement costs may no longer be the deterrent to considering automated collection. The deterrent could come in form of procuring new carts for a new collection system. Having reviewed the MNC current collection program and assessed the costs and benefits of switching to automated collection, CMA recommends a switch to automated collection, with the following considerations:

- (1) Refine the collection fleet needs and seek more detailed price estimates. Consider that new automated packers (in the case of the Labrie Automizer bodies) are a 60-40 split ratio. This differs from the 70-30 split ratio in the manual trucks, so three 29 (or even 31) cubic yard split packers (rather than two 29 cubic yard and one 17 cubic yard packers) may offer better efficiencies. The current capital reserves will cover approximately 75% of full fleet replacement (either manual or automated trucks). Plan to make the transition to automated in a single concentrated effort, rather than phasing it in. A route balancing exercise will benefit the current program even if a switch to automated is not implemented in the near term.
- (2) Prior to implementation of automated collection retrofit the two younger trucks in the current fleet with cart tippers to be the “back up” spare trucks.
- (3) Work with municipal finance staff to finetune the expenditure requirements (along with financing and cost recovery mechanisms) for new trucks and collection carts. Based on preliminary estimates sought for this report, trucks will cost in the range of \$325,000 to \$350,000 each, and 20,000 new 80 liter to 120 litre carts will cost in the order of \$600,000.
- (4) In advance of the service change, develop and implement a community consultation plan to educate and engage the public to limit the negative pushback that can detract from the positive aspects of change. Follow this up with a comprehensive communications program leading up to and during the service change.

## 7.2 Recycling Collection.

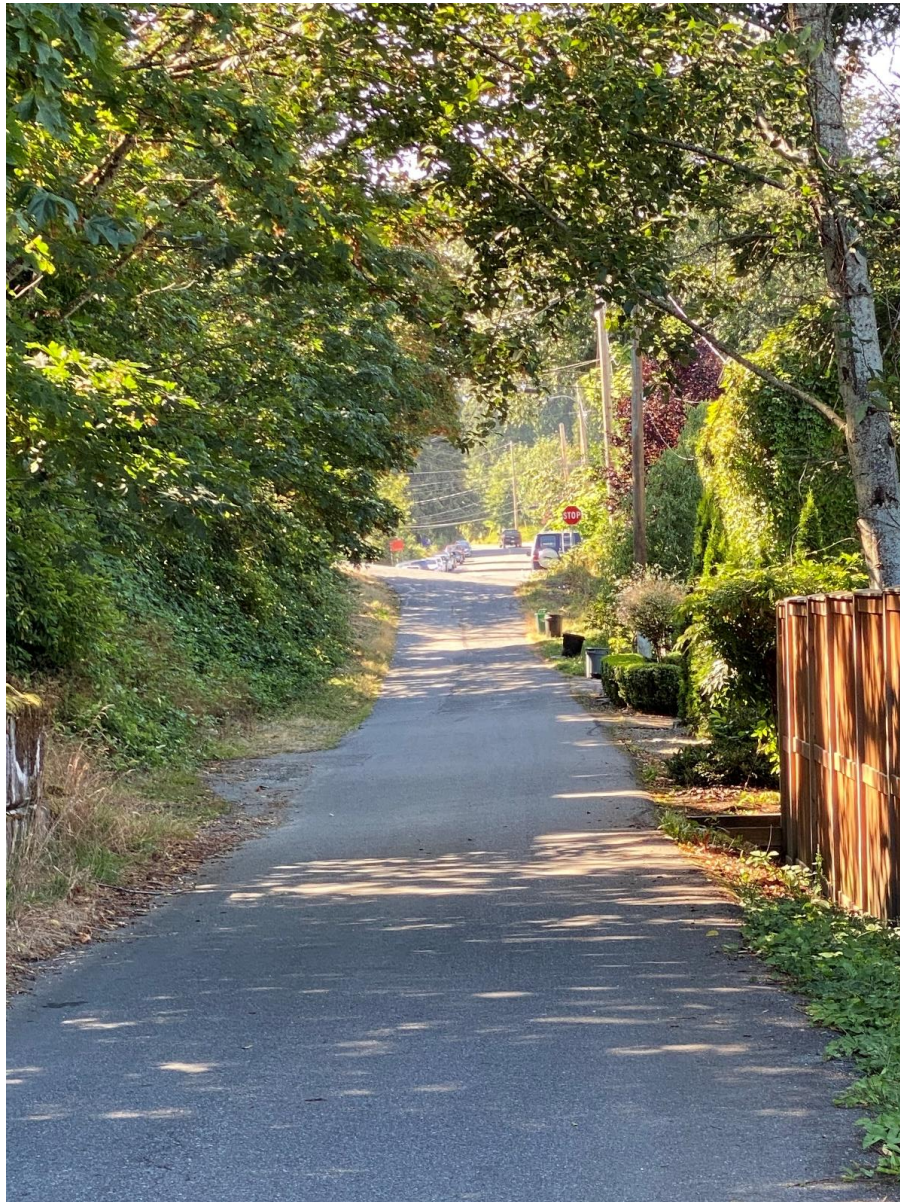
Recycle BC requires their collectors to achieve a three per cent contamination rate, and performs audits of loads to assess compliance with this. The scorecard for MNC indicates there is room for improvement. For recycling collection our recommendations for consideration include:

- (1) Retain manual collection for now and focus resources on working with Waste Connections of Canada (WCC, the contracted collector) to improve the quality of materials collected, increase the education provided to residents, redesign the Oops sticker, and undertake consistent curbside compliance measures.
- (2) Consider coordinating with WCC to select and provide a standard container for manual recycling collection to accompany the existing yellow bag. The potential benefits of this are an improvement in the contamination rate (better visibility into the container to see non-compliant items before uploaded), and improved working conditions for the contract workers with an approved container of a standard size.





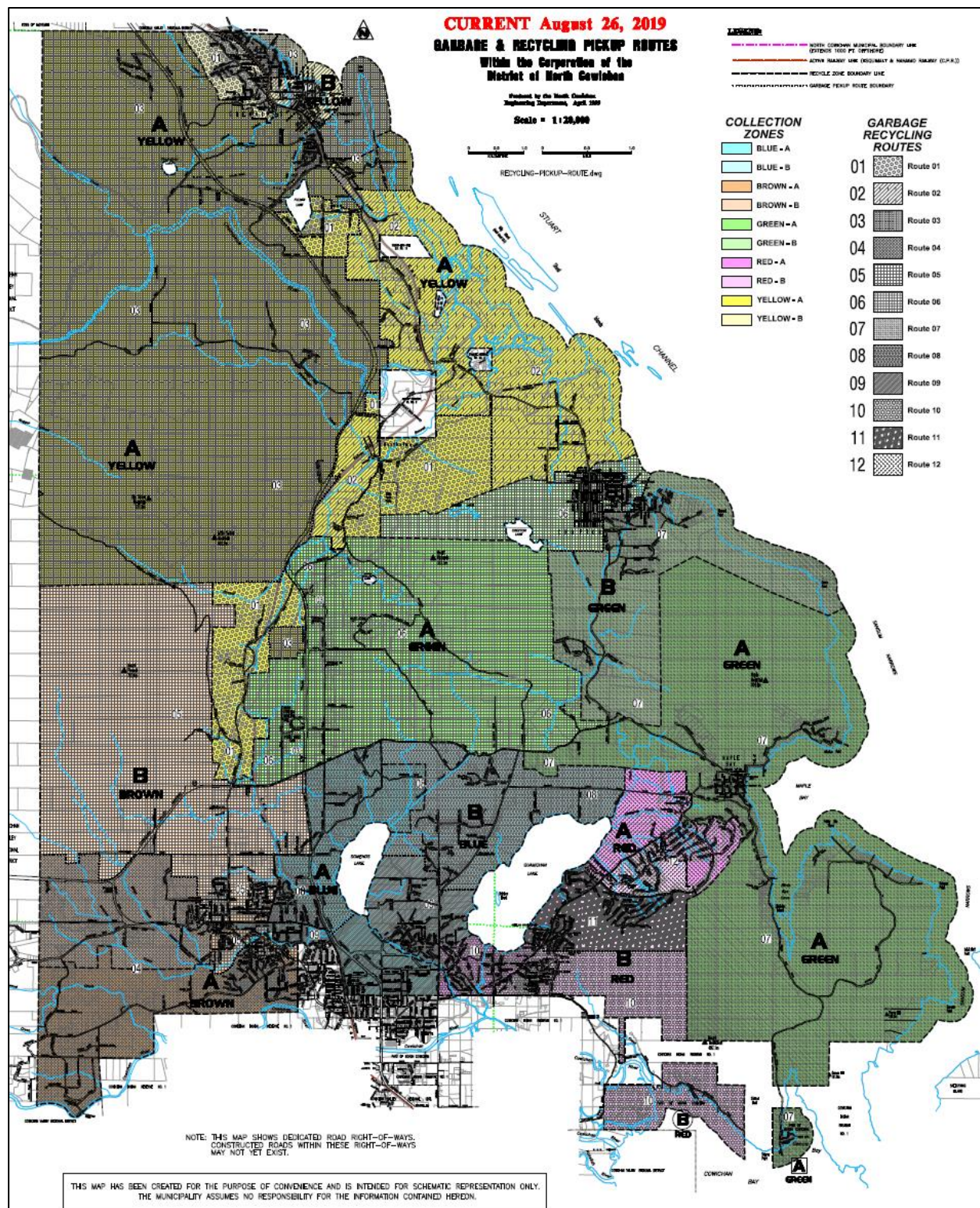
- (3) Work with WCC to rebalance the collection routes which will improve collection efficiencies for WCC and MNC collectors.
- (4) If a move to automated recycling collection is MNC's preferred direction, whether that is provided by contractor or in-house staff, consider planning for this to occur at the expiration of the current contract with WCC, and after an improvement in contamination has been achieved. A delay bringing recycling in-house also allows time to set finances in place for additional capital outlay for trucks (and possibly carts).







## Appendix A Map of Collection Routes





## Appendix B Recycle BC Collection Incentives – Residential Collection

<b>Current (August 2020) Recycle BC Collection Incentive Rates</b>					
Single Family: 0.2-2.0 HH / Hectare	<b>Single-stream Manual</b> collection incentive \$ per Household/yr	Additional incentives for contract administration & education/promotion	Total \$ incentive available per HH/YR	Homes included in collection contract (per current count)	Total annual incentive
	\$36.65/HH/YR	\$2.50/HH/YR	\$39.15	9,777	<b>\$382,770</b>

<b>Proposed New Recycle BC Collection Incentive Rates (subject to approvals)</b>					
Single Family: No density differential pricing	<b>Single-stream Manual</b> collection incentive \$ per Household/yr	Additional incentives for contract administration & education/promotion	Total \$ incentive available per HH/YR	Homes included in collection contract (per current count)	Total annual incentive
	\$38.80/HH/YR	\$4.25/HH/YR	\$43.05	9,777	<b>\$420,900</b>

Single Family: No density differential pricing	<b>Single-stream Cart- based</b> collection incentive \$ per Household/yr	Additional incentives for contract administration & education/promotion	Total \$ incentive available per HH/YR	Homes included in collection contract (per current count)	Total annual incentive
	\$37.40/HH/YR	\$4.25/HH/YR	\$41.65	9,777	<b>\$407,212</b>

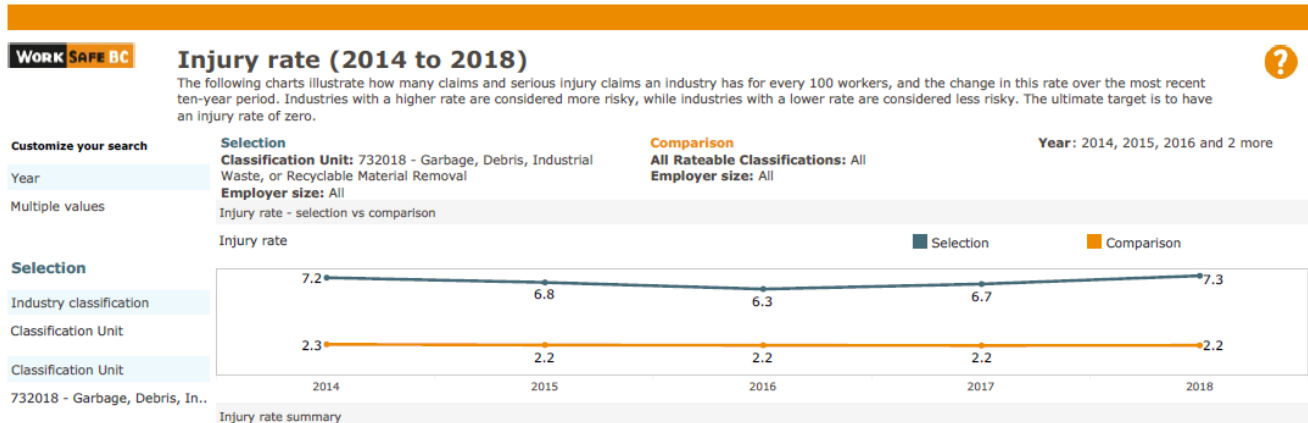
Single Family: No density differential pricing	<b>Multi-stream Manual</b> collection incentive \$ per Household/yr	Additional incentives for contract administration & education/promotion	Total \$ incentive available per HH/YR	Homes included in collection contract (per current count)	Total annual incentive
	\$42.80/HH/YR	\$4.25/HH/YR	\$47.05/HH/YR	9,777	<b>\$460,008</b>





## Appendix C WorkSafe BC Reports

### WorkSafe BC Classification Unit 732018 – Garbage, Debris, Industrial Waste, or Recyclable Material Removal



**Above: Five-year injury rate for the Classification Unit compared with all reported work place injuries.**

**Below: Analysis of claims/injury types.** 57% of claims made by Public Works employees

### Industry claims analysis: Counts (2014 to 2018)

**Selection**  
 Classification Unit: 732018 - Garbage, Debris, Industrial Waste, or Recyclable Material Removal  
 Employer size: All

Top accident type	Count	Percent	Top source of injury	Count	Percent
Overexertion	447	32.3%	Boxes, Containers	372	29.9%
Fall from Elevation	196	14.2%	Working Surfaces	256	20.6%
Struck By	182	13.2%	Vehicles	236	19.0%
Fall on Same Level	145	10.5%	Bodily Motion	145	11.7%
MVI	89	6.4%	Metal items	62	5.0%
Struck Against	72	5.2%	Miscellaneous	52	4.2%
Other Bodily Motion	55	4.0%	Hand Tools	47	3.8%
Involuntary motion	50	3.6%	Buildings & Structures	34	2.7%
Caught In	41	3.0%	Furniture, fixtures	20	1.6%
Repetitive Motion	39	2.8%	Logs, tree products	20	1.6%
Others	68	4.9%	Others	140	100.0%
<b>Total</b>	<b>1,384</b>	<b>100.0%</b>	<b>Total</b>	<b>1,384</b>	<b>100.0%</b>

Top nature of injury	Count	Percent	Top body part	Count	Percent
Other Strains	553	40.0%	Back	295	21.3%
Back Strain	287	20.7%	Wrist, Fingers & Hand	157	11.3%
Fractures	113	8.2%	Shoulders	146	10.5%
Laceration	112	8.1%	Ankle, Toe & Feet	135	9.8%
Contusion	110	7.9%	Other	107	7.7%
Concussion	72	5.2%	Knee	97	7.0%
Tendinitis, Tenosynovitis	32	2.3%	Other Head	74	5.3%
Hernia	25	1.8%	Other Upper Extremity	60	4.3%
Abrasion	20	1.4%	Other Lower Extremity	55	4.0%
Bursitis & Related	12	0.9%	Chest	47	3.4%
Others	48	3.5%	Others	211	15.2%
<b>Total</b>	<b>1,384</b>	<b>100.0%</b>	<b>Total</b>	<b>1,384</b>	<b>100.0%</b>

Top occupation	Count	Percent	Worker age group	Female	Male	Total	Age %
Public works maintenance equipment operators and related workers	623	45.0%	15 to 24	11	162	173	12.5%
Transport truck drivers	260	18.8%	25 to 34	10	323	333	24.1%
Public works and maintenance labourers	165	11.9%	35 to 44	8	305	313	22.6%
Material handlers	92	6.6%	45 to 54	19	352	371	26.8%
Railway and motor transport labourers	55	4.0%	55 to 64	9	167	176	12.7%
Welders and related machine operators	27	2.0%	65+		17	17	1.2%
Heavy-duty equipment mechanics	25	1.8%	<b>Total</b>	<b>57</b>	<b>1,327</b>	<b>1,384</b>	<b>100.0%</b>
Construction trades helpers and labourers	17	1.2%	<b>Gender %</b>	<b>4.1%</b>	<b>95.9%</b>	<b>100.0%</b>	
Heavy equipment operators (except crane)	17	1.2%					
Other trades helpers and labourers	14	1.0%					
Others	89	6.4%					
<b>Total</b>	<b>1,384</b>	<b>100.0%</b>					



<b>Top occupation</b>	<b>Payment amount</b>	<b>Percent</b>
Public works maintenance equipment operators and ..	\$12,786K	53.2%
Transport truck drivers	\$3,891K	16.2%
Public works and maintenance labourers	\$2,534K	10.5%
Not Applicable	\$1,478K	6.2%
Railway and motor transport labourers	\$639K	2.7%
Heavy equipment operators (except crane)	\$519K	2.2%
Material handlers	\$518K	2.2%
Heavy-duty equipment mechanics	\$297K	1.2%
Welders and related machine operators	\$189K	0.8%
Contractors and supervisors, heavy equipment oper..	\$7K	0.0%
Others	\$810K	3.4%
<b>Total STD/LTD/Fatal Costs</b>	<b>\$23,669K</b>	<b>98.5%</b>
<b>Total other costs</b>	<b>\$362K</b>	<b>1.5%</b>
<b>Total</b>	<b>\$24,031K</b>	<b>100.0%</b>

*Above: Claims Analysis – Costs*





## 2021 VIRTUAL AGM & CONVENTION

### RESOLUTIONS NOTICE REQUEST FOR SUBMISSIONS

The AVICC Executive is calling for resolutions to be considered at the 2021 virtual convention. The Executive is considering options for the 2021 convention's format and timing. The usual resolutions procedures followed at the convention may need to be adapted with the move to a virtual format. Pending finalization of the procedures, members are now asked to submit resolutions with the requirements outlined in the following pages.

#### **DEADLINE FOR RESOLUTIONS**

All resolutions must be received in the AVICC office by: **Friday, February 26, 2021**

It is uncertain whether late resolutions or off-the-floor resolutions can be accommodated at the virtual convention. Members are strongly encouraged to submit resolutions by the deadline so they may be considered. Resolutions that emerge after Friday, February 26<sup>th</sup> may need to be submitted directly to UBCM.

#### **IMPORTANT SUBMISSION REQUIREMENTS**

To submit a resolution to the AVICC for consideration please send:

1. One copy as a **word document** by email to [avicc@ubcm.ca](mailto:avicc@ubcm.ca) by the deadline; AND
2. One copy of the resolution by regular mail that may be received after the deadline to:  
AVICC, 525 Government Street, Victoria, BC V8V 0A8

Detailed guidelines for preparing a resolution follow, but the basic requirements are:

- Resolutions are only accepted from AVICC member local governments, and must have been endorsed by the board or council.
- Members are responsible for submitting accurate resolutions. AVICC recommends that local government staff assist in drafting the resolutions, check the accuracy of legislative references, and be able to answer questions from AVICC & UBCM about each resolution. Contact AVICC & UBCM for assistance.
- Each resolution **must include a separate background**er that is a maximum of 3 pages and specific to a single resolution. Do not submit backgrounders for multiple resolutions. The backgrounder may include links to other information sources and reports.
- Sponsors should be prepared to speak to their resolutions.
- Resolutions must be relevant to other local governments within AVICC rather than specific to a single member government.
- The resolution must have at least one "whereas" clause and should not contain more than two "whereas" clauses. Each whereas clause must only have **one sentence**.

## **AVICC GOLD STAR RESOLUTIONS**

The AVICC Executive will recognize members who submit the best resolutions with an award for Gold Star or Honourable Mention status. The goal of the awards is to encourage excellence in resolutions drafting. Resolutions should provide clear policy direction so that AVICC and UBCM can advocate effectively on the policy priorities of our members with the provincial and federal governments.

To be recognized for an award, a resolution must meet the standards of excellence established in the Gold Star Resolutions Criteria:

1. Resolution must be properly titled.
2. Resolution must employ clear, simple language.
3. Resolution must clearly identify problem, reason and solution.
4. Resolution must have two or fewer recital (WHEREAS) clauses.
5. Resolution must have a short, clear, stand-alone enactment (THEREFORE) clause.

## **UBCM RESOLUTION PROCEDURES**

UBCM urges members to submit resolutions to Area Associations for consideration. Resolutions endorsed at Area Association annual meetings are submitted automatically to UBCM for consideration and do not need to be re-submitted to UBCM by the sponsor.

UBCM and its member local governments have observed that submitting resolutions first to Area Associations results in better quality resolutions overall. If absolutely necessary, however, local governments may submit council or board endorsed resolutions directly to UBCM prior to June 30. Should this be necessary, detailed instructions are available on the UBCM website.

## **UBCM RESOLUTIONS PROCESS**

1. Members submit resolutions to their Area Association for debate.
2. The Area Association submits resolutions endorsed at its Convention to UBCM.
3. The UBCM Resolutions Committee reviews the resolutions for submission to its Convention.
4. Resolutions endorsed at the UBCM Convention are submitted to the appropriate level of government for response.
5. UBCM will forward the response to the resolution sponsor for review.

## **UBCM RESOLUTIONS GUIDELINES**

### **The Construction of a Resolution:**

All resolutions contain a preamble – the whereas clause(s) – and an enactment clause. The preamble describes **the issue** and the enactment clause outlines **the action** being requested of AVICC and/or UBCM. A resolution should answer the following three questions:

- a) **What is the problem?**
- b) **What is causing the problem?**
- c) **What is the best way to solve the problem?**

### **Preamble:**

The preamble begins with "WHEREAS", and is a concise paragraph about the nature of the problem or the reason for the request. It answers questions (a) and (b) above, stating the problem and its cause, and should explain, clearly and briefly, the reasons for the resolution.

The preamble should contain no more than two "WHEREAS" clauses. Supporting background documents can describe the problem more fully if necessary. Do not add extra clauses.

Only one sentence per WHEREAS clause.

### **Enactment Clause:**

The enactment clause begins with the phrase "Therefore be it resolved", and is a concise sentence that answers question (c) above, suggesting the best way to solve the problem. **The enactment should propose a specific action by AVICC and/or UBCM.**

Keep the enactment clause as short as possible, and clearly describe the action being requested. The wording should leave no doubt about the proposed action.

## **HOW TO DRAFT A RESOLUTION**

### **1. Address one specific subject in the text of the resolution.**

Since your community seeks to influence attitudes and inspire action, limit the scope of a resolution to one specific subject or issue. Delegates will not support a resolution if it is unclear or too complex for them to understand quickly. If there are multiple topics in a resolution, the resolution may be sent back to the sponsor to rework and resubmit, and may end up as a Late Resolution not admitted for debate.

### **2. For resolutions to be debated at UBCM, focus on issues that are province-wide.**

The issue identified in the resolution should be relevant to other local governments across BC. This will support productive debate and assist UBCM to represent your concern effectively to the provincial or federal government on behalf of all BC municipalities and regional districts. Regionally specific resolutions may be referred back to the AVICC, and may not be entered for debate during the UBCM Convention.

### **3. Use simple, action-oriented language and avoid ambiguous terms.**

Explain the background briefly and state the desired action clearly. Delegates can then debate the resolution without having to try to interpret complicated text or vague concepts.

#### **4. Check legislative references for accuracy.**

Research the legislation on the subject so the resolution is accurate. Where necessary, identify:

- the correct jurisdictional responsibility (responsible ministry or department, and whether provincial or federal government); and
- the correct legislation, including the title of the act or regulation.

#### **5. Provide factual background information.**

Even a carefully written resolution may not be able to convey the full scope of the problem or the action being requested. Provide factual background information to ensure that the resolution is understood fully so that members understand what they are debating and UBCM can advocate effectively with other levels of government and agencies.

Each resolution **must include a separate backgrounder** that is a maximum of 3 pages and specific to a single resolution. Do not submit backgrounders that relate to multiple resolutions. The backgrounder may include links to other information sources and reports.

The backgrounder should outline what led to the presentation and adoption of the resolution by the local government, and can link to the report presented to the council or board along with the resolution. Resolutions submitted without background information **will not be considered** until the sponsor has provided adequate background information. This could result in the resolution being returned and having to be resubmitted as a late resolution.

#### **6. Construct a brief, descriptive title.**

A title identifies the intent of the resolution and helps eliminate the possibility of misinterpretation. It is usually drawn from the "enactment clause" of the resolution. For ease of printing in the Annual Report and Resolutions Book and for clarity, a title should be no more than three or four words.

## **TEMPLATE FOR A RESOLUTION**

Whereas << *this is the area to include an issue statement that outlines the nature of the problem or the reason for the request* >> ;

And whereas << *if more information is useful to answer the questions - what is the problem? what is causing the problem?>> :*

Therefore be it resolved that AVICC & UBCM << *specify here the action(s) that AVICC & UBCM are being asked to take on, and what government agency the associations should be contacting to solve the problem identified in the whereas clauses* >>.

*If absolutely necessary, there can be a second enactment clause (the “therefore” clause that specifies the action requested) with the following format:*

And be it further resolved that << *specify any additional actions needed to address the problem identified in the whereas clauses* >>.



## Writing Guidelines for Resolutions

### 1. Structure of a Resolution

All resolutions consist of a preamble and an enactment. The preamble describes the issue and the enactment outlines the action being requested. A resolution should answer three questions:

- (a) What is the problem?
- (b) What is causing the problem?
- (c) What is the best way to solve the problem?

#### *Preamble*

The preamble begins with "WHEREAS", and is a concise sentence about the nature of the problem or the reason for the request. It answers questions (a) and (b) above, stating the problem and its cause, and should explain, clearly and briefly, the reasons for the resolution.

The preamble should contain no more than two "WHEREAS" clauses. If explaining the problem requires more than two clauses, then provide supporting documents to describe the problem more fully. Do not add extra clauses.

#### *Enactment*

The enactment begins with the phrase "THEREFORE BE IT RESOLVED", and is a concise sentence that answers question (c) above, suggesting the best way to solve the problem. The enactment should propose a specific action by UBCM.

Keep the enactment as short as possible, and clearly describe the action being requested. The wording should leave no doubt about the proposed action.

### 2. Writing Tips

*(a) Address one subject in the text of the resolution.*

Since your community seeks to influence attitudes and inspire action, limit the scope of a resolution to one specific subject or issue. Delegates will not support a resolution if it is too complex for them to understand quickly.

*(b) Use simple, action-oriented language and avoid ambiguous terms.*

Explain the situation briefly and state the desired action clearly. Delegates can then consider the resolution without having to parse complicated wording or vague concepts.

*(c) Provide factual background information.*

Even a carefully written resolution may not be able to convey the full scope of the problem or the action being requested. Provide factual background information to ensure that the resolution is understood fully.

Submit background information in one of the following two formats:

i. Supplementary Memo

A brief, one-page memo from the sponsor local government, which outlines the background that led to the adoption of the resolution by the council or board.

ii. Council/Board Report

A report on the subject matter, presented to council or board in conjunction with the resolution. If it is not possible to send the entire report, then extract the essential information and submit it with the resolution.

Resolutions submitted without background information will not be considered until the sponsor has provided adequate background information.

*(d) Construct a brief, descriptive title.*

A title identifies the intent of the resolution and is usually drawn from the "enactment clause". For ease of printing in the Resolutions Book and for clarity, the title should be no more than three or four words.

*(e) Check legislative references for accuracy.*

Where necessary, identify:

- the correct legislation, including the title of the act or regulation
- the correct jurisdictional responsibility (responsible ministry or department, and whether it is provincial or federal)

*(f) Focus on issues that are province-wide.*

The issue identified in the resolution should be relevant to other local governments across the province. This will support productive debate and assist UBCM to represent your concern effectively to the provincial or federal government on behalf of all BC regional districts and municipalities.



## **BRIEFING NOTE**

### **PROJECT - CORE FUNDING FOR THE COWICHAN HISTORICAL SOCIETY**

#### **BACKGROUND**

The Cowichan Historical Society (the Society) was originally formed in 1927 by members of pioneer families and other citizens interested in preserving and honouring the rich history of the Cowichan Valley. On May 31st, 1974, after a 38-year period of dormancy, the Society was resurrected and incorporated. The Society, led by a 10-member Board of Directors, owns and operates the Cowichan Valley Museum & Archives. The Museum is located in the former Duncan Train Station, and the Archives is located on the third floor of Duncan City Hall.

#### **OPERATIONS - STAFF**

The Society employs a full-time Curator/Manager who has held the position for over 15 years. Four summer students are hired during the 3-month peak period in the summer to deliver two City of Duncan initiatives:

- the Totem Tour Program (free tours for visitors); and
- the Tourist Information Centre Program for inquiries in Duncan's downtown core area.

An important part of the operations of both the Museum and the Archives are the volunteers who cheerfully "work" at the museum throughout the year.

#### **OPERATIONS - FINANCIAL**

The Society does not have any guaranteed income, so each financial year is approached with a certain level of insecurity and trepidation. Thankfully, grant monies have come through, e.g., the Community Gaming Branch (\$39,000), the City of Duncan (\$9,150), the Duncan Dabber Bingo (\$6,000), the District of North Cowichan (\$4,000) and the CVRD (\$3,000) for a total of \$61,150. The annual fixed costs of operations are \$61,150 in a bare-bones operation with no paid staff except the Curator/Manager, with day-to-day operations relying solely on volunteer members.

#### **PRESENT SITUATION – COVID19 & SOCIETY STRATEGIC PLAN**

The COVID19 pandemic required that the Museum to close in March 2020. This unforeseen closure provided an opportunity for the Board to revise and add to the strategic plan that they had developed in 2019 which now involves 3 Phases:

- Phase 1 includes refurbishing and painting the exterior, installing new windows, HVAC system and roof for a total cost of \$218,000.
- Phase 2 involves consolidating the two small bathrooms into one that is wheelchair accessible, installation of an interactive information system and physical upgrades to bring the rest of the galleries up to the same high standard as the front entrance and the First Nations and Asian Canadians Galleries for a total cost of \$148,000.
- Phase 3 involves installation of an appropriate fire suppression system in the Museum at a total cost of \$246,000.

The Society has applied to the Community Economic Recovery Infrastructure Program (CERIP) and their Unique Heritage Infrastructure Program for funding for Phase 1.

#### **PRESENT SITUATION – FINANCIAL**

Having to enter each new year with the uncertainty over operating funds is a stressor for the Board and Curator/Manager. It is a credit to past and present Board members and the Curator/Manager involved that the Society has managed to operate this way for many years. It's now time to set this right with some guaranteed core funding.

### THE REQUEST

The Society requests favourable consideration from the three local governments for an annual “line item” contribution to the operations of the Society as follows:

Agency	Present Contribution	Requested Contribution
City of Duncan	\$9150*	\$15,000*
District of North Cowichan	\$4,000	\$15,000
CVRD	\$3,000	\$15,000

\* exclusive of the annual contribution of \$17,748 for the totem tour program

### PROJECT BENEFITS

The primary benefit of having a guarantee of annual core funding is that it will:

- virtually guarantee that the Society will operate into the long haul and continue to provide a home for the artifacts and memorabilia of the Cowichan Valley for the foreseeable future; and
- allow the Society to continue to honour, celebrate and remember into perpetuity the achievements of the First Peoples and the pioneers/settlers of various cultures that came to live in the Cowichan Valley. Working together these men, women and children transformed this ‘*Warmland*’ into the land of milk and honey that it is today.

Submitted by Sheila Kitson, President, Cowichan Historical Society, January 14, 2021

Notes to Joint meeting of District of North Cowichan and City of Duncan Thursday January 21st. 2021.

**INTRODUCTION...** Sheila Kitson, President C.H. Society, Carolyn Prellwitz, Director.

**COWICHAN HISTORICAL SOCIETY...** is a non-profit society registered under the B.C. Societies Act. The CHS functions with an Executive of President, Vice President, Treasurer, and Secretary + 6 Directors for a total elected Board of ten persons. Board Meetings are held monthly. Since May 2020 we have met via ZOOM.

A general meeting of the Society with a guest speaker was held monthly until the arrival of COVID19 to our community. To keep the CHS membership involved while general meetings are postponed, a monthly Newsletter has been distributed electronically to our 84 members since last May.

We have 6 committees which meet when needed.

1. **Our MEMBERSHIP Committee** comprised of three directors has increased the CHS membership to 84 this year – even with the COVID pandemic - 23 more than the same time last year. The membership application has been reworked and a new personalized membership card produced. Presently the Duncan Chamber of Commerce (of which we are a member) are assisting to increase our membership within their membership. The membership committee also negotiated with the BC Discovery Centre and the Royal BC Museum a discount on admission to their institutions in return for a discount on purchases in our Gift Shop - a good example of like-minded collaboration.
2. **Our HEALTH AND SAFETY COMMITTEE** was established this year in response to the COVID19 pandemic. It developed a COVID19 protocol following the guidelines of WorkSafeBC, an illness policy for staff and volunteers, a basic first aid and universal precautions policy, a worker (employed and volunteer) safety orientation guide and revised the accident/incident form – all of which has been adopted by the Board of Directors. The H & S Committee also works in collaboration with the maintenance committee on overlapping issues such as ensuring the fire extinguishers are updated.
3. **Our MAINTENANCE**, a committee of two who continue with a never ending “to do list.”
4. **Our COLLECTIONS** Committee look after accessioning and deaccessioning of items in the museum. It is made up of CHS Directors, CHS. members and the Curator as an ex-officio participant.
5. **NOMINATING COMMITTEE** - according to our by-laws three directors are appointed to be responsible for convincing unsuspecting, but willing, individuals to serve on the CHS board. First they have to be elected at the Society’s AGM held in non-COVID times in March.

The successful candidate(s) then are welcomed by the other board members. Directors serve for two years, the executive for one year, and the president no more than three consecutive years.

6. **Our DUNCAN TRAIN STATION PRESERVATION COMMITTEE** was also formed this year. Three Board members, the Curator/ Manager and a CHS member have combined to work with local

heritage Consultant David Coulson to apply for funding under the Community Economic Recovery Infrastructure Program (CERIP), a provincial Government grant for work involving heritage projects. A business plan of the project was written and given Board approval. This is 100% funding - no having to find matching funds, which in ours, and for many other non-profit organizations is difficult to do without having any surplus cash. The train station project was “shovel ready”, and the application, including the project business plan, filed by the deadline at the end of October 2020. Now we must await the decision of the adjudication committee. Stay tuned.

**OWNERSHIP...**The Cowichan Historical Society (CHS) owns and operates the Cowichan Valley Museum and Archives. The museum is found in the Duncan Train Station, the archives on the 3<sup>rd</sup> floor of Duncan City Hall.

**SCOPE...** I must emphasize that even though our museum and archives are situated within the boundaries of the City of Duncan our collections – both in the museum and in the archives - are REGIONAL. It is stated on our May 21<sup>st</sup>. 1974 Certificate of Incorporation “The locality in which the operation of the Society will be chiefly carried on is Cowichan Valley and surrounding area.”

The collection area of both the museum and archives is from MAPLE BAY to the East to PALDI in the West and from WESTHOLME in the North and GOLDSTREAM PARK in the South.

The museum collection consists of **artifacts** – man-made three-dimensional objects cherished for their cultural and/or historical values, are to be found in museum. The museum holds many multi-faceted artifacts from First Nations items to collections of materials demonstrating the diversity of the Cowichan Valley including the Chinese, Japanese and South Asians as well as the immigrants from the United Kingdom. (Examples of artifacts in the Cowichan museum are the hand-carved items made by Simon Charlie and tools made by early pioneers to the Valley.)

The archives collection consists of documented records of events, circumstances, observations, perceptions or actions and which are preserved because of their *evidential* and *enduring* value.

**Archives are considered *primary source materials*** for information and research as they provide recorded testimony of the historical identity of an individual, society, place or historical accountability of an event/action. These can take many forms – minutes of a meeting, school registers, land titles, diaries, photo collections of an event, tape recordings - even emails – just to name a few. North Cowichan has been diligent in preserving its archival collection of school registers, school board minutes and old maps. The Cowichan Valley archives is recognized for its collection of information related to logging ships, Cowichan sweaters, and early Chinese and Sikh residents.

**LEASE...**The Duncan Train station, in which our museum is located, is owned by the Island Corridor Foundation, who lease it to the City of Duncan, who in turn sub-lease it to the C.H. Society for a nominal annual fee. We are in the fifth year of a twenty-year sub-lease with the City of Duncan. The CHS is given and appreciates a property tax exemption valued at \$2045. (2019) by the City. We are in the fifth year of a five-year lease with the City of Duncan for the space on the third floor of city hall. That lease ends on October 31st.2021.

**OPERATION....** One full time staff the curator/manager has been maintained on full salary thanks to the Federal wage subsidy program as a result of the current pandemic.

The museum was closed mid-March 2020 due to the provincial wide lockdown that came about due to COVID19. It re-opened twice weekly for four hours/day beginning October 27, 2020 with the assistance of one front desk volunteer. It closed again December 17th and will re-open February 2, again twice weekly, yet dependent on provincial COVID19 regulations.

The archives on the 3rd floor of Duncan City Hall closed mid-March 2020 and re-opened to our four volunteer archivists only on 3 June 2020 as per City Hall COVID19 protocols. The archivists have been handling public enquiries via telephone and email.

**TOURISM** and the tourists do come. In 2019 the count was over 12,000 and what is the first building the tourists sees when getting off the tour bus? The Duncan Train Station. We must thank the City of Duncan for strategically moving the tour bus stop to Duncan Street, thus making the totem poles, well-tended gardens *and* Museum so inviting to those exiting their bus.

**RESEARCH** - A record has been kept "visits of persons" to the Archives in search of information/research via a sign-in process at the main desk inside the Archives room. These sign-in records have been kept from 2003 to 2019 and show a geographical breakdown. When looking at this you will see that most of the enquiries come from residents of North Cowichan. Some come from other parts of Canada and beyond. Note: At this time the archivists have not collated a similar geographic breakdown for all the requests they receive via the telephone or email.

**Our WEBSITE** is 16 years old and outdated - it needs a major overhaul. Look yourself. One of the CHS Directors who has excellent knowledge with the archiving of photographs is working with the Webmaster to secure a system that will improve the availability of photographs when requested by the public.

A Facebook page was started in 2019 but it is still in its infancy. COVID 19...has not all been all bad as far as the CHS and museum has been concerned. It has made us become more aware as to our deficiencies, and how we need to move into a different technology medium to be able to attract more community and public interest by being "online" - something for which we currently have the lack of technological no-how to perform. Money for our staff and volunteers to attend professional workshops would be an asset to remedying this situation.

**STRATEGIC PLAN** - in May of 2018, the CHS board held a day long workshop/retreat, the end result, after fine tuning, being a strategic plan. This Strategic Plan formally approved /adopted by the board in June 2019 consists of:

- Regular and reliable financial funding - financial assistance from the three local Governments was number one on the list.
- Conservation of the Duncan Train Station building was another.
- increase of the membership is another and the latter is happening.

**How would reliable funding be used?** Primarily operating expenses – staff salary, electrical, telephone, internet, maintenance supplies, office supplies, insurance etc. Contribute to a fire suppression system, website, upgrades of office equipment in both the museum and archives.

We recognize that a Five-Year Business Plan is needed but without annual, reliable funding it is difficult to plan and to look too far ahead.

#### **CURRENT FINANCIAL SITUATION AND LOCAL GOVERNMENT GRANTS**

North Cowichan..... Grant in Aid    \$4000 Operational funding.

CVRD .....Grant -in-Aid    \$3000. Educational Heritage Symposium (2019)

City of Duncan..... Annual Grant... \$9150.

Contract, .....\$17,480. Totem Tours, Tourist information.

Grant -in-Aid, \$5000. towards train station conservation.

Property tax exemption \$2045 (2019)

Provincial Community Gaming Grant. \$39,000. Wages, supplies, for school programs.

Cowichan Historical Society can give CRA receipts.

**REQUEST** I refer you to the Briefing Notes under **Requested Contribution**.

Thank you for being patient, I hope you will consider our request for much needed funding.

I will leave you with the following quotation.

‘A people without the knowledge of their past history is like a tree without roots’ Marcus Garvey

Questions?