



## **SPECIAL INFRASTRUCTURE SERVICES COMMITTEE**

**Wednesday, February 20, 2019  
SCRD Boardroom, 1975 Field Road, Sechelt, B.C.**

### **AGENDA**

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**CALL TO ORDER: 9:30 a.m.**

#### **AGENDA**

1. Adoption of Agenda

#### **PETITIONS AND DELEGATIONS**

2. Carey McIver, Carey McIver and Associates Ltd. presentation  
regarding Organics Diversion Strategy via Webinar

#### **REPORTS**

3. Chief Administrative Officer Annex A  
Organics Diversion Strategy pp 1 – 38  
**(Voting – All)**
4. Chief Administrative Officer Annex B  
Solid Waste Workshop Summary pp 39 – 103  
**(Voting – All)**
5. Chief Administrative Officer Annex C  
Curbside Collection Services pp 104 – 110  
**(Voting – B, D, E, F)**
6. Chief Administrative officer Annex D  
Solid Waste Rural Area Service Level Discussion pp 111 – 112  
**(Voting – B, D, E, F)**

#### **COMMUNICATIONS**

#### **NEW BUSINESS**

#### **IN CAMERA**

#### **ADJOURNMENT**

## SUNSHINE COAST REGIONAL DISTRICT STAFF REPORT

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**TO:** Special Infrastructure Services Committee – February 20, 2019

**AUTHOR:** Janette Loveys, Chief Administrative Officer

**SUBJECT:** REGIONAL ORGANICS DIVERSION STRATEGY

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### RECOMMENDATION(S)

**THAT the report titled Regional Organics Diversion Strategy be received.**

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### BACKGROUND

The Draft Organics Diversion Strategy (Strategy) was presented at the December 21, 2017 Infrastructure Services Committee meeting. Consultant Carey McIver from Carey McIver and Associates Ltd. was in attendance to present the Strategy and answer questions. The following recommendation was made at the meeting:

**Recommendation No. 9** *Draft Regional Organics Strategy - Implementation Options*

The Infrastructure Services Committee recommended that the report titled Draft Regional Organics Diversion Strategy – Implementation Options be received;

AND THAT that the strategy be amended to reflect a residential food waste ban in 2020;

AND THAT the Draft Regional Organics Diversion Strategy be amended to reflect Implementation Option 1 as outlined in the staff report;

AND FURTHER THAT recommendations from the Draft Regional Organics Diversion Strategy that require funding be brought forward to the Round 1 2018 budget process.

The Strategy was amended as per Board direction above and the final Organics Diversion Strategy was presented at the January 18, 2018 Infrastructure Services Committee meeting. The Infrastructure Services Committee made the following recommendation at that meeting:

**Recommendation No. 5** *Regional Organics Diversion Strategy*

The Infrastructure Services Committee recommended that the report titled Regional Organics Diversion Strategy - Adoption be received;

AND THAT the Regional Organics Diversion Strategy be adopted.

The following Resolution was adopted at the January 25, 2018 regular Board meeting:

027/18            **Recommendation No. 5**    *Regional Organics Diversion Strategy*

                  THAT the report titled Regional Organics Diversion Strategy - Adoption be received;

                  AND THAT the Regional Organics Diversion Strategy be adopted.

The adopted Strategy is included as Attachment A.

## **STRATEGIC PLAN AND RELATED POLICIES**

A Regional Organics Diversion Strategy supports the Strategic Priority of Embed Environmental Leadership.

The Strategy is in support of the SCRD's Solid Waste Management Plan's targets of 65%-69% diversion and organics diversion is one of the SWMP's reduction initiatives.

## **CONCLUSION**

The draft SCRD's Regional Organics Diversion Strategy was presented at the December 21, 2017 Infrastructure Services Committee meeting. It was amended as per Board decision and brought back to the January 18, 2018 Infrastructure Services Committee meeting. The Strategy was adopted by the Board on January 25, 2018.

**ATTACHMENT**– Regional Organics Diversion Strategy – January 8, 2018



**Carey McIver & Associates Ltd.**  
ENVIRONMENTAL CONSULTANTS

# **Sunshine Coast Regional District**

## **Regional Organics Diversion Strategy**



**Prepared by:**

Carey McIver & Associates Ltd.

*In Collaboration with:*

Maura Walker & Associates

**Final Adoption Date:** January 25, 2018





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Appendix 2: Organics Diversion Programs in Comparable AVICC Regional Districts

Appendix 3: Food Waste Diversion Estimates



## 1 Introduction

Diverting organic waste from landfill disposal is a significant solid waste management issue in BC. This is because organic waste, comprised primarily of yard and garden waste (green waste), food waste and food-soiled paper from businesses and households, not only represents the largest component of landfilled waste (35%-40%), but also generates methane, a potent greenhouse gas, during decomposition in a landfill.

Accordingly, the BC Ministry of Environment (MOE) has established new solid waste management goals as part of its Service Plan: to lower the provincial municipal solid waste (MSW) disposal rate to 350 kilograms per person annually and to have 75% of BC's population covered by organic waste disposal bans by 2020. To meet these goals the MOE is proposing that regional districts, as part of their solid waste management planning process, adopt as a guiding principle, "preventing organic waste including food waste from going into the garbage wherever practical."

The Sunshine Coast Regional District (SCRD) recognized this principle in 2011, when the Board approved and adopted the current Solid Waste Management Plan (SWMP). This plan includes a series of initiatives related to diverting yard and food wastes from disposal that, if implemented, would contribute to meeting the plan's target diversion rate of 65%-69% (315 to 279 kilograms per person) within five years.

Although there has been substantial diversion of green waste from landfill disposal, there has been limited progress with respect to the diversion of food waste (kitchen waste, food scraps and food-soiled paper). This was confirmed in the 2014 SCRD Waste Composition Study which identified food waste as representing 45% of the residential waste stream with green waste at only 2%. Accordingly, the current regional diversion rate sits at 56%, with a corresponding disposal rate of 434 kilograms per person in 2016.

In recognition of the need to increase the diversion of food wastes, the SCRD engaged Carey McIver & Associates Ltd., in collaboration with Maura Walker & Associates (the Project Team), to develop a Regional Organics Diversion Strategy. Building on the initiatives identified in the 2011 SWMP, the objective of this strategy is to provide a financially sustainable road map that will lead to a robust, Sunshine Coast-wide full organics diversion program.

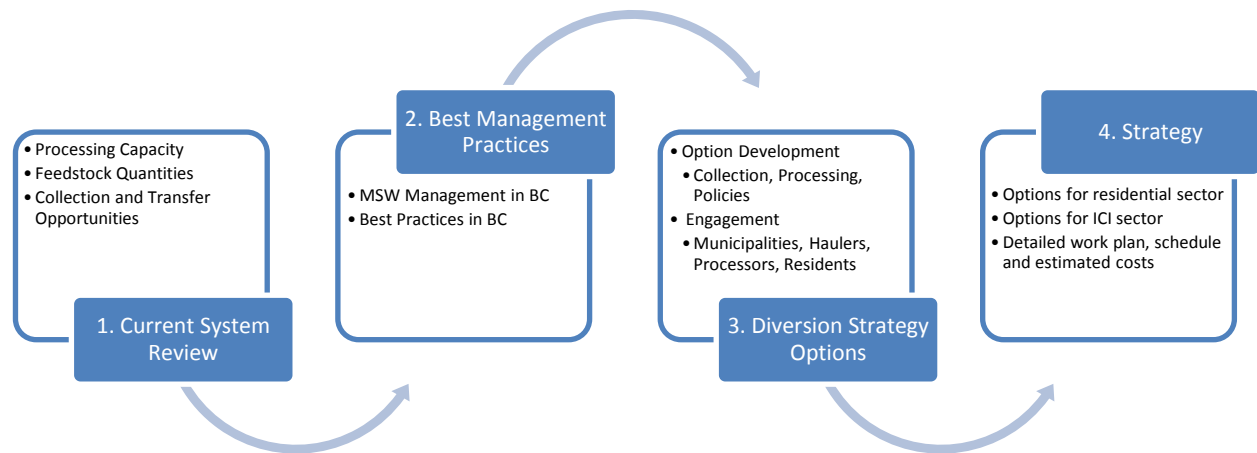
### 1.1 Objectives and Methodology

To develop a strategy that details the "who, what, where and when" for organics diversion in the SCRD the Project Team undertook two concurrent and intertwined processes: the technical process and the community engagement process.

As indicated in Figure 1-1, the technical process was organized into four key stages: a review of the current system for managing organic wastes in the SCRD; a scan of best practices and innovations in other BC jurisdictions; the development of realistic and practical diversion options for the SCRD and the development of a regional organics diversion strategy.



**Figure 1-1: Project Methodology**



The community engagement process was interwoven throughout the technical process, beginning with individual contacts with key stakeholders during the current system review, an SCRD coordinated meeting with municipal partners to provide a high-level overview of the strategy development and timelines as well as telephone interviews with hauling companies providing collection services throughout the region.

With respect to engagement with residents, the SCRD included a questionnaire on organics management as part of their series of Community Dialogues held in May 2017 and was made available online from May 8 to June 2, 2017. The feedback from this process has provided valuable insights into the development of the strategy contained in this report.

## 1.2 Overview and Structure of the Report

The report is structured as follows:

Section 2 outlines the organics diversion initiatives outlined in the 2011 SWMP as well as a description of the current organics management system including existing reduction and collection programs as well as drop-off, processing and disposal facilities.

Section 3 provides examples of best practices in organics management in BC which have informed the new Ministry of Environment (MOE) Service Plan targets for organic waste management. This section also updates the feedstock estimate provided in the 2011 SWMP based on actual data.

Section 4 describes the results of the community and stakeholder engagement process designed to inform the development of organic management options.



Section 5 outlines practical and realistic scenarios to increase organic waste diversion in the SCRD informed by best practices as well as the results of community and stakeholder engagement.

Section 6 outlines the regional organics diversion strategy including a workplan, timeline and estimated cost implications.

## 2 Current System Review - Organic Waste Management in the SCRD

This section summarizes the current system for managing organic wastes in the SCRD including the status of organics diversion initiatives included in the 2011 SWMP.

### 2.1 Organic Diversion Initiatives in the 2011 SWMP

In British Columbia, regional districts develop solid waste management plans (SWMP) as required under the provincial Environmental Management Act. These plans are long term visions of how each regional district would like to manage its solid wastes and are updated on a regular basis so that they reflect current needs, local priorities, market conditions, technologies and regulations.

The SCRD's current SWMP was approved and adopted in 2011. The objective of the 2011 SWMP was to adopt zero waste as a guiding principle, to outline a roadmap of practical measures toward the goal, and to achieve the highest level of environmental and human health protection. The plan contains major reduction, reuse, recycle and diversion initiatives that, if fully implemented, would increase diversion from 50% in 2011 to between 65% and 69% in 2016.

Table 2-1 outlines the organic diversion initiatives for yard and food wastes that are included in the 2011 SWMP.

**Table 2-1: 2011 SWMP Organics Diversion Initiatives**

Initiatives
<b>Reduction</b>
➤ Incentive Based Tipping Fees
➤ Grass-Cycling and Backyard Composting Education
<b>Recycling and Diversion</b>
➤ Curbside Collection of Food Scraps
➤ Yard Waste Composting
➤ Processing Capacity for Food Scraps and Yard Waste

The following sections summarizes the implementation status of these initiatives.



## 2.2 Current Reduction Programs

### *Incentive Based Tipping Fees*

Tipping fees are the charges that are applied to discarded materials deposited in landfills. The 2011 SWMP outlined how incentive based tipping fees are structured to provide financial incentives that discourage discarding waste into landfills, provided that there are more economical options to divert that material. As indicated in Table 2-2, the current tipping fee structure in the SCRD provides a significant financial incentive to divert yard and garden waste from landfill. The quantities of yard and garden green waste delivered by residents and business to SCRD drop off locations is discussed in Section 2.4.

**Table 2-2: Current SCRD Incentive Based Tipping Fee Structure for Organics**

Material for Disposal	Tipping Fee
Municipal Solid Waste	\$150 per tonne
Yard and Garden Green Waste	
-Residential self-haul loads less than 5 tonnes	NO CHARGE
-Residential self-haul loads more than 5 tonnes	\$45 per tonne
-Commercial loads	\$45 per tonne

### *Grass-Cycling and Backyard Composting*

Grass-cycling and backyard composting are options that reduce the generation of organic waste. Grass-cycling and backyard composting are considered one of the most sustainable methods for managing organic waste. The 2011 SWMP proposes that the SCRD will promote backyard composting, offer compost training courses, operate a compost demonstration garden and encourage grass-cycling. The SCRD currently promotes its Guide to Backyard Composting and grass-cycling online and at community outreach events and has hosted a limited number of compost training courses. A compost demonstration garden and regular compost training sessions have yet to be implemented.

## 2.3 Current Collection Programs

Although the 2011 SWMP recommended that municipal and SCRD operated curbside collection services be expanded to include food waste within five years, there has been limited progress to date. As indicated in Table 2-3, except for the pilot project in the Davis Bay community of Sechelt, there are currently no permanent curbside collection services in place for organics, either food waste or green waste on the Sunshine Coast.


**Table 2-3: Curbside Collection Services in the Sunshine Coast**

Area	2016 Census		Curbside Collection Services			
	Population	Households	Households	Garbage	Recycling	Organics
<b>Municipal</b>						
Sechelt District Municipality	10,216	4,855	4,305	Yes	Yes	No
Town of Gibsons	4,605	2,220	2,056	Yes	No	No
Sechelt Indian Government District	671	290	273	Yes	Yes	No
<i>Municipal Sub-Total</i>	<i>15,492</i>	<i>7,365</i>	<i>6,634</i>			
<b>Electoral Areas</b>						
SCRD Collection Service						
EA B - Halfmoon Bay	2,726	1,250		Yes	No	No
EA D - Roberts Creek	3,421	1,505		Yes	No	No
EA E - Elphinstone	3,664	1,550		Yes	No	No
EA F - West Howe Sound	2,043	945		Yes	No	No
<i>SCRD Service Sub-Total</i>	<i>11,854</i>	<i>5,250</i>	<i>5,675</i>			
EA A - Pender Harbour/Egmont	2,624	1,385	-	No	No	No
<i>Electoral Area Sub-Total</i>	<i>14,478</i>	<i>6,635</i>				
<b>Regional Total</b>	<b>29,970</b>	<b>14,000</b>	<b>12,309</b>			

Table 2-3 provides the population and household count according to the 2016 Census. The household count for curbside collection was provided by each individual service provider. Although the Census household count is not consistent with the service household count, overall the numbers indicate that the majority of households on the Sunshine Coast (roughly 90%) are currently receiving curbside garbage collection services.

While curbside collection programs on the Sunshine Coast are operated by local governments, collection service is provided by private sector contractors, except for the Sechelt Indian Government District. Table 2-4 outlines the contractors and expiry dates for current contracts within the Sunshine Coast.

**Table 2-4: Curbside Collection Service Providers 2016**

Service Provider	Households 2016	Contractors		
		Garbage	Recycling	Expiry Date
Sechelt	4,305	Direct Disposal	Direct Disposal	February 28, 2019
Gibsons	2,056	Grayco Ventures	NA	February 28, 2019
SIGD	273	In-House	In-House	
SCRD	5,675	Direct Disposal	NA	February 28, 2019

### *District of Sechelt Organics Collection Pilot Project*

The District of Sechelt (DOS) has been operating a small food and green waste collection pilot project to around 500 single family homes in Davis Bay since May 23, 2014. According to the DOS web site, DOS staff will be developing a proposal for Council consideration on District-wide curbside organics collection based upon an analysis of the multi-year project. Under contract to DOS, Grayco Disposal collects the food waste and green waste from Davis Bay and delivers the material to the Salish Soils composting facility at a processing cost of \$80 per tonne.





## 2.4 Current Drop-Off Facilities

As discussed in Section 2.2, the SCRD provides three locations for residents to drop-off green waste and two locations for businesses to drop-off their green waste.

Residents can drop-off their green waste at the Pender Harbour Transfer Station, Salish Soils in Sechelt or on the South Coast at the drop-off located on the site of the Town of Gibsons Public Works Yard. The residential program is funded from taxation, so the residents are not charged at the time of drop-off. Commercial green waste can be dropped off at the Pender Harbour Transfer Station or the Sechelt Landfill at the current rate of \$45 per tonne. Alternatively, commercial green waste can be delivered to Salish Soils or other private facilities.

Salish Soils also accepts residential and commercial food waste at a cost of \$80 per tonne for larger quantities delivered by commercial hauling companies and \$85 per tonne for self-haul customers. However, clean food waste in 5 gallon buckets and under is free of charge to residential customers.

Figure 2-1 indicates the tonnes of green waste that has been accepted to these facilities over the last five years. In 2016, 4,343 tonnes of green waste was delivered these facilities.

**Figure 2-1: Total Green Waste Diverted at SCRD Sites/Services 2012-2016**

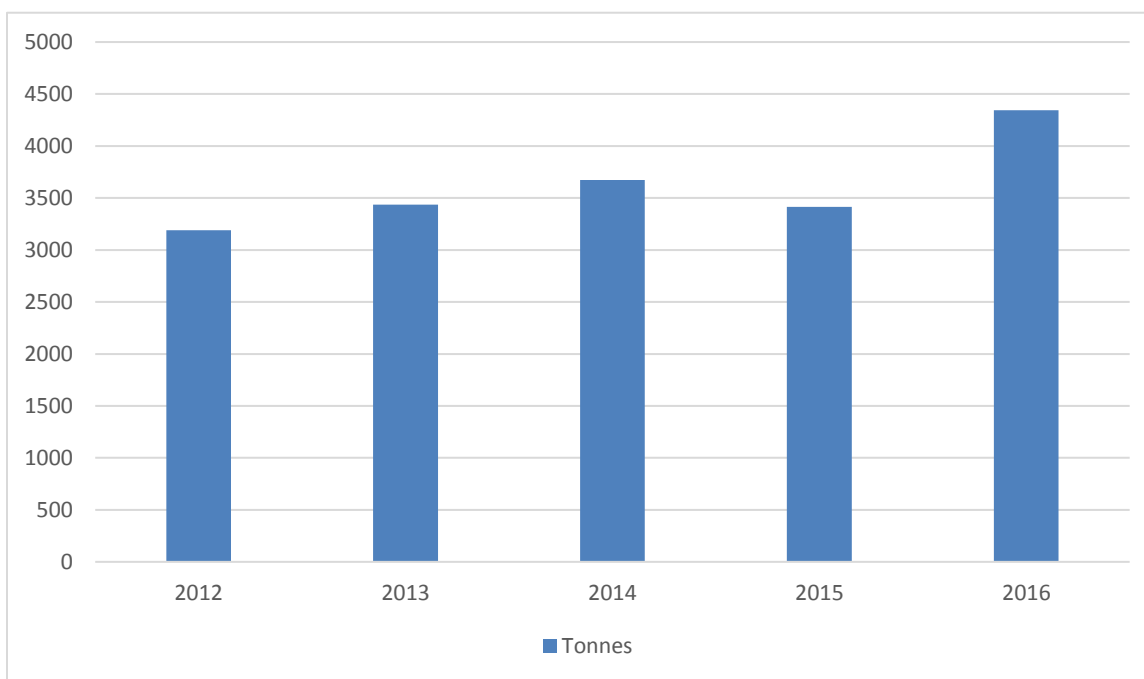
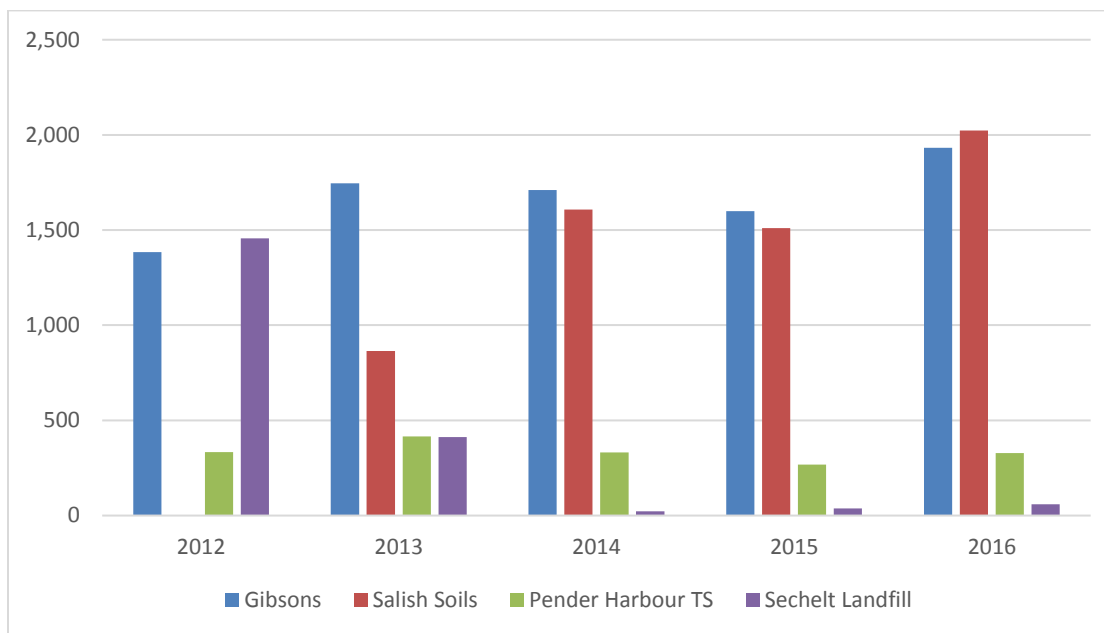


Figure 2-2 indicates the quantity accepted by individual facility. As illustrated in Figure 2-2, Salish Soils began accepting residential and commercial yard waste in 2012 and has since replaced the Sechelt Landfill as the main drop-off facility in the Sechelt area.





**Figure 2-2: Total Green Waste Diverted by SCRD Drop-Off Facility – 2012-2016**



Note: Does not include commercial green waste delivered to Salish Soils. Pender Harbour Transfer Station is a combination of residential and commercial green waste.

## 2.5 Current Processing Capacity

Prior to 2012, the SCRD chipped and hauled green waste to Howe Sound Pulp and Paper in Port Mellon, to be used as fuel. However, the 2011 SWMP recognized that establishing local processing capacity for composting green waste would provide the SCRD with the opportunity to also compost food scraps and soiled paper in the future. Consequently the 2011 SWMP recommended that the SCRD continue to support and enhance local composting operations through green waste collection and contracts with private sector operators.



In January 2011, Salish Soils Inc. submitted a notification under the provincial Organic Matter Recycling Regulation (OMRR) that they planned to construct and operate a composting facility on property owned by the Sechelt Indian Band at 5800 Black Bear Road in Sechelt. The OMRR governs the production, quality and land application of certain types of organic matter. Although the Salish Soils facility is not subject to OMRR, the company has met all the requirements of the regulation for a facility of its size.

Salish Soils operates a covered aerated static pile compost facility using the Gore Cover System to produce a Class A compost under the OMRR. The production design capacity of the Salish Soils composting facility is 12,000 tonnes per year of compost made from organic materials including fish waste and green waste. However, the facility is currently processing roughly 6,500 tonnes of compost made from green waste and fish waste, with limited quantities of food waste from the Davis Bay pilot, from residential food waste drop-off as well as from a pilot program in the Powell River Regional District.



## 2.6 Sechelt Landfill Capacity

The Sechelt Landfill is located approximately 6.5 kilometres northeast of the District of Sechelt, at 4904 Dusty Road. The site is located on Crown Land under a License of Occupation. According to the Notes to the Financial Statements attached to the SCRD's 2016 Financial Audit Report (Appendix 1), the Sechelt Landfill is expected to reach its capacity in 2025. Given the difficulties and costs associated with siting and constructing a new landfill, conserving the capacity of this existing facility is imperative.

## 3 Best Practices Review

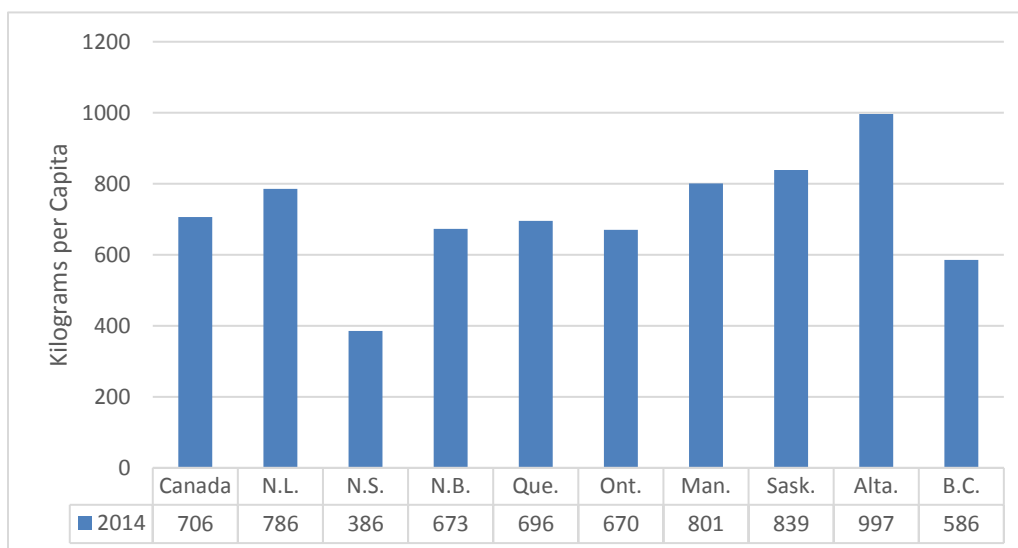
The SCRD does not need to look beyond BC to find examples of best practices in organic waste management. Municipal solid waste management (MSW) is an important environmental issue in BC. Over the last twenty-five years a dynamic system has evolved that provides efficient and effective MSW management services in the province. The following sections provide data on how the MSW management system in BC outperforms systems in similar jurisdictions as well as examples of best practices implemented by local governments in BC that could be applicable to the SCRD.

### 3.1 MSW Management System Performance in BC

This MSW management system in BC is guided by goals established by the Ministry of Environment (MOE) that aim to maximize waste reduction and diversion in the province. These ambitious goals, initially to reduce MSW disposal by 50% by the year 2000, and currently to reduce the provincial disposal rate to 350 kilograms per capita by 2020, have resulted in a MSW disposal rate that is significantly lower than systems in other provinces.

According to the Statistics Canada Waste Management Industry Survey for 2014, BC has the second lowest per capita MSW disposal rate in Canada. As indicated in Figure 3-1, the only province with a lower disposal rate was Nova Scotia, where organics have been banned from landfill disposal for the last decade.

**Figure 3-1: Per Capita Disposal Rates for Canada and Selected Provinces 2014**



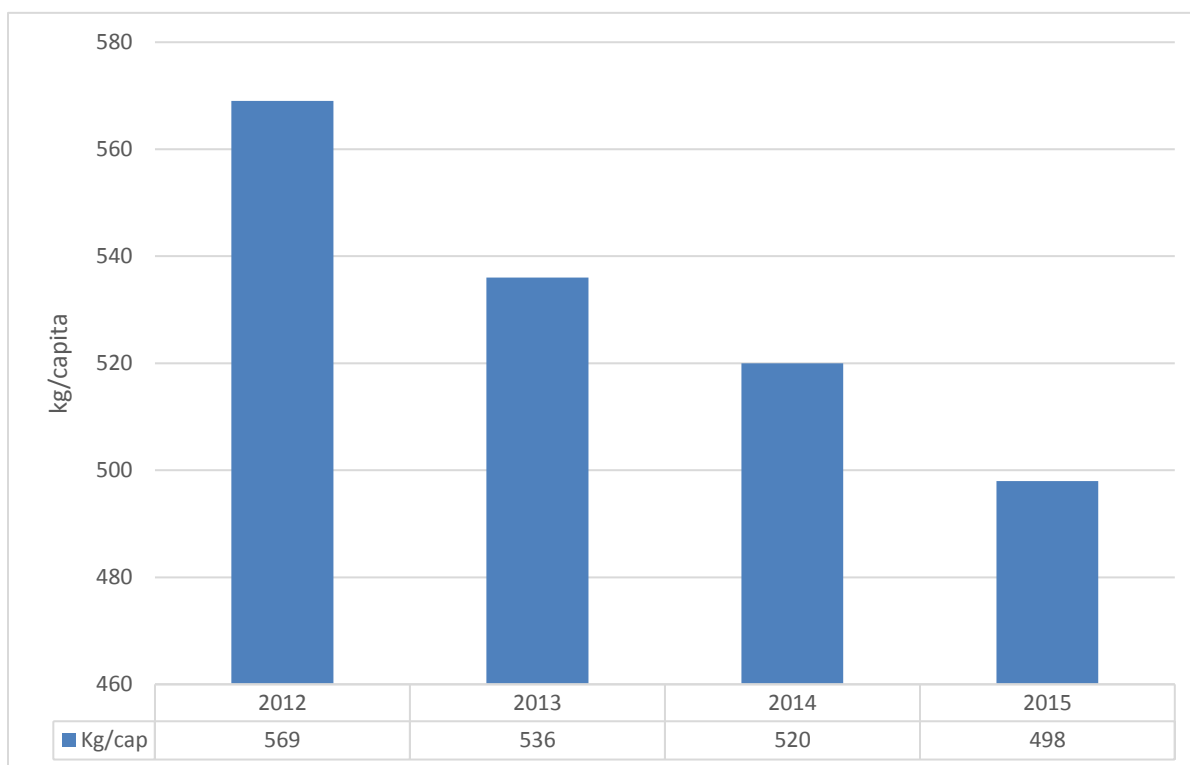
Source(s): Statistics Canada Disposal and Diversion of waste, by province and territory (Waste Disposal Per Capita) CANSIM tables 051-0001 and 153-0041(accessed May 2017)



Statistics Canada collects the BC disposal data from regional districts every two years and aggregates the results to the provincial level. Individual regional district data is not provided in the bi-annual reports. To provide more reliable and consistent annual data on MSW disposal by regional district, the MOE developed the BC Waste Disposal Calculator. The reporting methodology in the BC Calculator is identical to that used by Statistics Canada to ensure comparability between systems.

The BC Waste Disposal Calculator is an on-line reporting tool that has so far collected MSW disposal data for 2012, 2013, 2014 and 2015. The results of each year's data call are posted on Environmental Reporting BC. Figure 3-2 illustrates the results reported to date.

**Figure 3-2: Per Capita Disposal Rate for BC 2012-2015**



Although there is little variation between the Statistics Canada and BC MOE disposal rates for 2012 (573 and 569 kilograms per capita respectively), there is significant variation between Statistics Canada and BC MOE disposal rates for 2014 (586 and 520 kilograms respectively). This is likely due to the quality control exercised by the BC MOE with respect to ensuring that regional districts are meeting the reporting requirements correctly and consistently.



Individual regional district data for 2015 is presented in Figure 3-3 and indicates that at a reported 421 kilograms per capita, the 2015 disposal rate in the SCRD was less than the provincial average of 498.

**Figure 3-3: Regional District Disposal Rates for BC 2015**

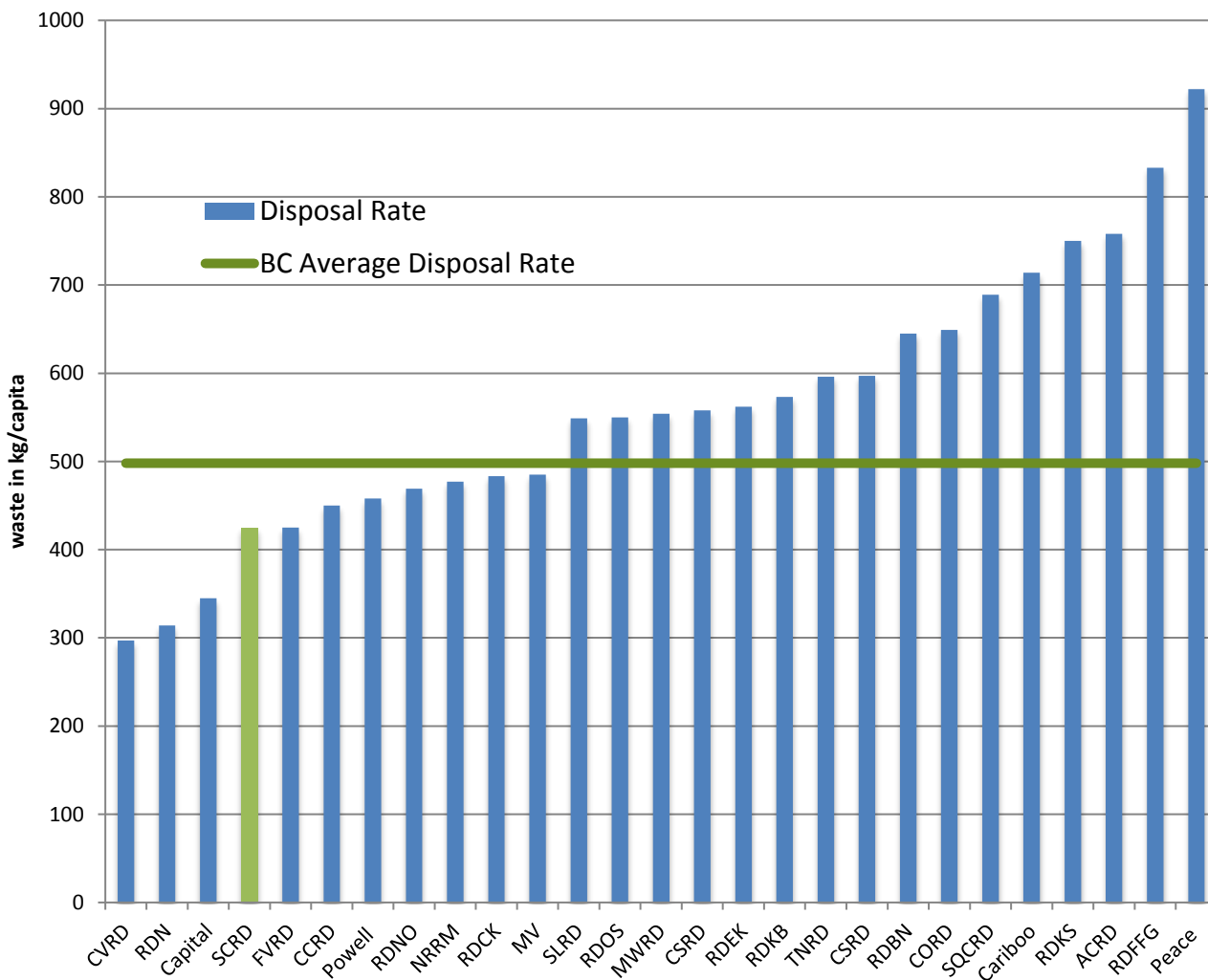
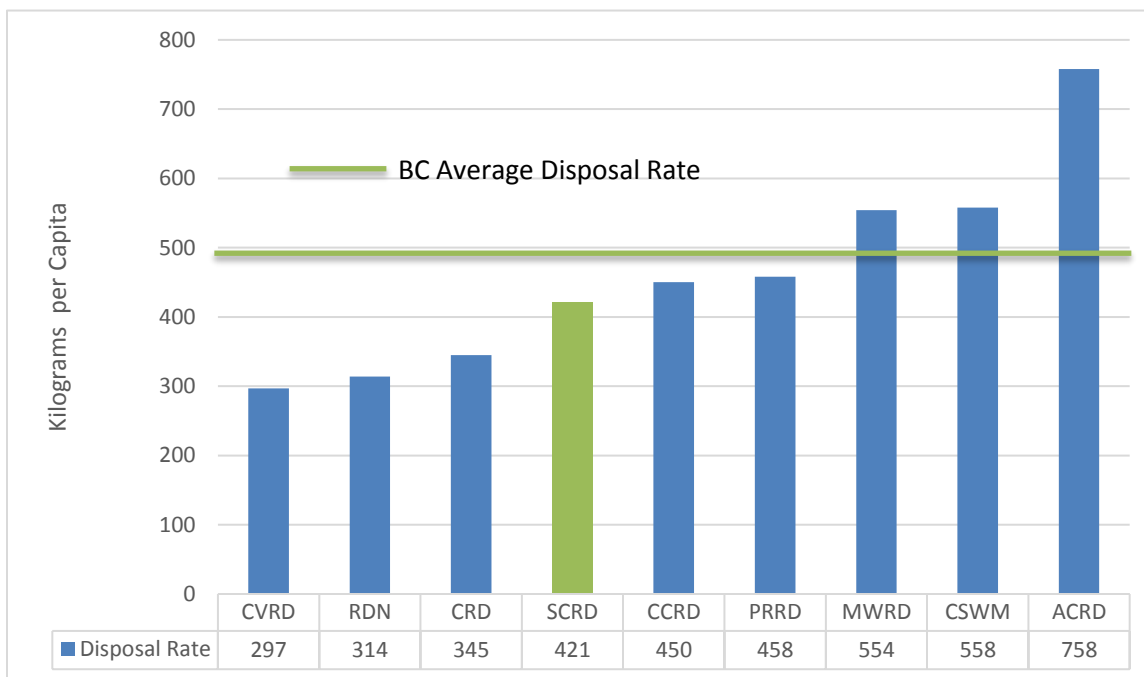




Figure 3-4 presents disposal rates for regional districts belonging to the Association of Vancouver Island Coastal Communities (AVICC) from lowest to highest. As indicated in Figure 3-4, the Cowichan Valley Regional District (CVRD), the Regional District of Nanaimo (RDN), and the Capital Regional District (CRD), all have significantly lower per capita disposal rates than the SCRD. The Central Coast Regional District (CCRD) and the Powell River Regional District (PRRD) have comparable rates while the Regional District of Mount Waddington (RDMW), the Comox Strathcona Waste Management (CSWM) service and the Alberni-Clayoquot Regional District (ACRD) all have disposal rates above the provincial average of 498 kilograms per capita.

**Figure 3-4: Disposal Rates for AVICC Regional Districts 2015**



The lower disposal rates in the CVRD, RDN and CRD can be attributed, in large part, to the implementation of organics diversion strategies in these three Vancouver Island regional districts. In 2006, both the CVRD and RDN introduced bans on the disposal of commercial organic wastes to reduce GHG emissions, preserve landfill capacity and reduce waste export disposal costs. Residential collection programs followed roughly 5-7 years later in both those regional districts. In 2015, the CRD introduced a ban on the disposal of both residential and commercial organics. More detailed information on programs and policies in comparable AVICC regional districts is provided in Appendix 2.

In 2015, Metro Vancouver also implemented a ban on the disposal of organics from both the commercial and residential sector. As a result, in 2015 roughly 66% of the population of BC was covered by an organic waste disposal ban. There are also numerous municipal curbside food waste collection programs in regional districts that have not implemented disposal bans (e.g. Grand Forks, Abbotsford, and Comox). Consequently, with respect to best practices in organic waste management, these BC local governments can provide practical and effective examples to other regional districts.



### 3.2 Best Management Practices and Innovations in BC

In 2014, on behalf of the MOE, Maura Walker & Associates (MWA), developed a set of case studies on innovative and effective best management practices by local governments in BC to reduce and recycle organic wastes. Applicable best practices with respect to reduction programs, disposal policies and collection programs are summarized below to provide input to the development of organic waste management options in the SCRD. Best management practices that have been introduced since the development of the MOE case studies are also included. More detailed information on each of the selected case studies is posted on the MOE website

(<http://www2.gov.bc.ca/gov/content/environment/waste-management/recycling/organics/organics-case-studies>)

#### 3.2.1 Reduction Programs

##### Metro Vancouver Love Food Hate Waste

Based on research in Europe and North America, Canadians may be wasting approximately 25 percent of all the food and drinks that they purchase. Metro Vancouver's Love Food Hate Waste Program aims to change this behaviour by educating consumers about meal planning, and careful cooking and storage. This program is modelled on WRAP United Kingdom's initiatives of the same name, which has seen a 21% reduction in avoidable food waste since its launch in 2007. Metro Vancouver has stated publicly that they are willing to share this program with other regional districts. The BC Ministry of Environment will also provide the US EPA's "Food Too Good to Waste" toolkit to regional districts at no charge. The SCRD could implement either one of these programs at a relatively low cost.



##### North Shore Recycling Program Compost Coaching



The former North Shore Recycling Program (NSRP) focused on waste reduction, recycling and composting under contract for the three municipalities along the North Shore in Vancouver.

The Compost Coaching program was started in 2007 to reduce organics in the waste stream. A pilot program was conducted in 2008–2009 with full implementation in 2011–2013. The program was developed to address the Metro Vancouver goal of 70% diversion by 2015.

Compost Coaching is an outreach program that focuses on helping residents compost in their own backyards through at-home training which is a Community-Based Social Marketing (CBSM) approach. The program looked at

how much material was composted before and after the training, as well as how much waste was produced per household. In the first year, 156 residents received at-home coaching. This coaching resulted in an additional 36 kg/capita/year of organic material composted on site for households that were already composting and 190 kg/capita/year for households that had not composted before. Households that participated in the program improved their composting skills, produced higher quality compost in a shorter time and reduced hazards from bears and pests. This program invests in sustainable behaviour change instead of the provision of free or subsidized composters.



### 3.2.2 Disposal Policies

#### Regional District of Nanaimo Commercial Food Waste Ban

A waste composition study completed in 2004 for the Regional District of Nanaimo (RDN) confirmed that 35% of total waste sent to landfill was compostable organic material. Consequently, in June 2005, in accordance with the RDN's Zero Waste Plan (2004) and the Organics Diversion Strategy (2005), the RDN introduced a landfill ban on the disposal of food waste from all commercial premises.



This ban was developed and implemented in collaboration with waste haulers, commercial food waste generators and composting companies. This collaborative approach ensured that all stakeholders had at least six months advanced notice.

In particular, waste haulers and their customers were encouraged to devise cost effective systems to comply with the ban that met their individual situation. The RDN's role was to facilitate communication, innovation, competition and compliance, but not get involved in direct program delivery. Enforcement consists of load inspections and surcharges

at disposal facilities by RDN staff as well as on-site education and compliance checks by the RDN's Zero Waste compliance officer.

Program results have been positive and economical. In 2006 (the first year of the disposal ban on commercial food waste), over 4,200 tonnes of commercial food waste was diverted from disposal representing a reduction of 30 kg per capita. As a regulator, the RDN does not pay for collection or processing costs, consequently, at an in-house cost of \$15 per tonne per year, the commercial organics ban has been an extremely cost-effective local government waste diversion initiative.

Diverting this waste from disposal also contributed to reducing the RDN disposal rate from 553 kg per capita in 2005 to 517 kg per capita in 2006. However, since then this amount has levelled off to an average of 3,400 tonnes annually, which represents a recovery rate of 33% and a reduction of 21 kg per capita per year. Nevertheless, the commercial food waste ban and the organics diversion strategy are recognized as one of the most significant contributors to the RDN's per capita disposal rate of 350 kg in 2012.







## Capital Regional District Kitchen Scraps Diversion Strategy



In 2012, the Capital Regional District (CRD) approved a Kitchen Scraps Diversion Strategy that applied to both residential and commercial sectors. The strategy was phased-in over two years. From 2013-2014 the CRD offered a \$20 per tonne incentive for haulers to deliver kitchen scraps to approved facilities. In January 2015, the strategy culminated with a full disposal ban on kitchen scraps delivered to the Hartland Landfill. For the ICI sector, private haulers are required to provide food scraps collection services while the residential sector is serviced by a mixture of municipal and private collection services.

Although the CRD had originally secured processing capacity at a private facility in the region, due to odour concerns this option was discontinued and instead food waste is currently transferred to several out-of-region processing facilities. In the meantime, the CRD is investigating options for processing food wastes at the Hartland Landfill. Due to the introduction of the CRD Kitchen Scraps Diversion Strategy, the disposal rate in the CRD declined from 394 kilograms per capita in 2012 to 345 kilograms per capita in 2015.

## Metro Vancouver Organics Disposal Ban

Metro Vancouver (MV) also introduced a disposal ban on organics in 2015. From 2012 to 2013 MV staff undertook stakeholder engagement and readiness surveys to inform their detailed planning for an organics disposal ban. In 2014, they announced the Organics Ban Implementation Strategy and continued consultation initiatives prior to the ban effective date of January 2015.



One of the successful components of the Metro Vancouver organics ban was the phased implementation schedule. As indicated in Figure 3-6, for the first six months after the ban was effective, there were no surcharges or penalties applied to loads containing any amount of food waste.

However, following this six-month education period, for the next six months of 2015 any loads containing more than 25 percent food waste were subject to a surcharge of 50% of the MSW tipping fee. The threshold was then reduced to 10 percent in 2016 and 5 percent in 2017.

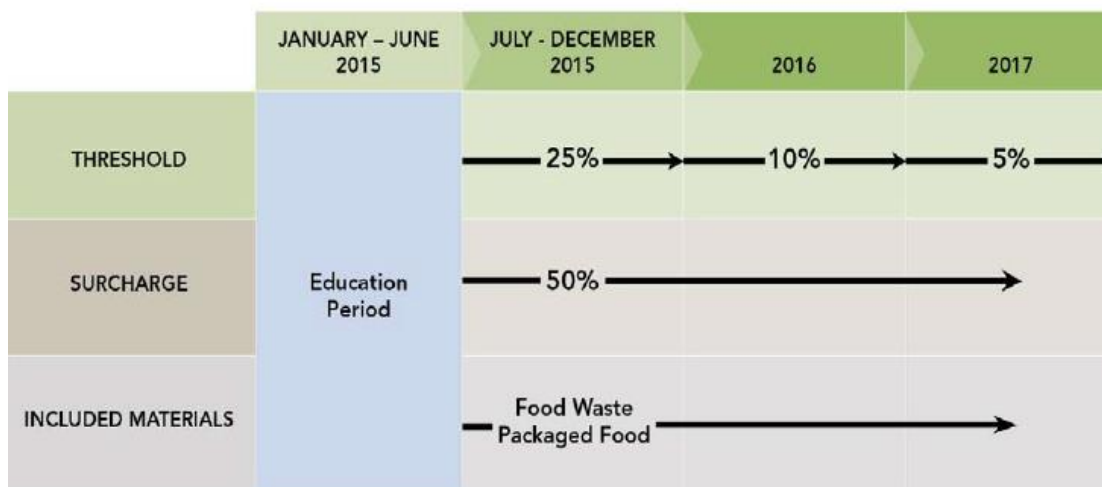
This declining threshold concept was fully supported by private sector haulers in Metro Vancouver because it allowed them to market their food waste collection services as a “carrot” with the declining threshold as a “stick” to ensure that their customers added separate food waste collection to existing garbage collection service.

Because of the Organics Disposal Ban the per capita disposal rate in Metro Vancouver declined from 520 kilograms per capita in 2014 to 485 kilograms per capita in 2015.





**Figure 3-5: Metro Vancouver Organics Disposal Ban Phased Implementation Schedule**



### 3.2.3 Collection Programs

#### Regional District of Nanaimo Green Bin Collection Program

The Regional District of Nanaimo (RDN) 2004 Zero Waste Plan identified organics diversion as the primary means to reach the goal of 75% diversion from landfill. Commercial and residential food waste diversion programs were essential to achieving this target.



The Green Bin Program, a partnership of the RDN and its member municipalities, was launched in 2010 and provides curbside collection service for food scraps and food soiled paper to over 55,000 single-family households throughout the region, including urban and rural residents.

This was the first large scale residential food waste collection program implemented in BC. Under this program, residents receive weekly collection of food waste and bi-weekly collection of garbage and recyclables on alternating weeks. For garbage, residents can set out one can every other week. For more than one can, residents must purchase tags to set out up to two additional cans every other week.

To save on collection costs as well as greenhouse gas emissions, garbage, food waste and recyclables are collected in split packer trucks, whereby food waste and garbage is collected in the same truck one week and food waste and recyclables are collected in the same truck the next week.

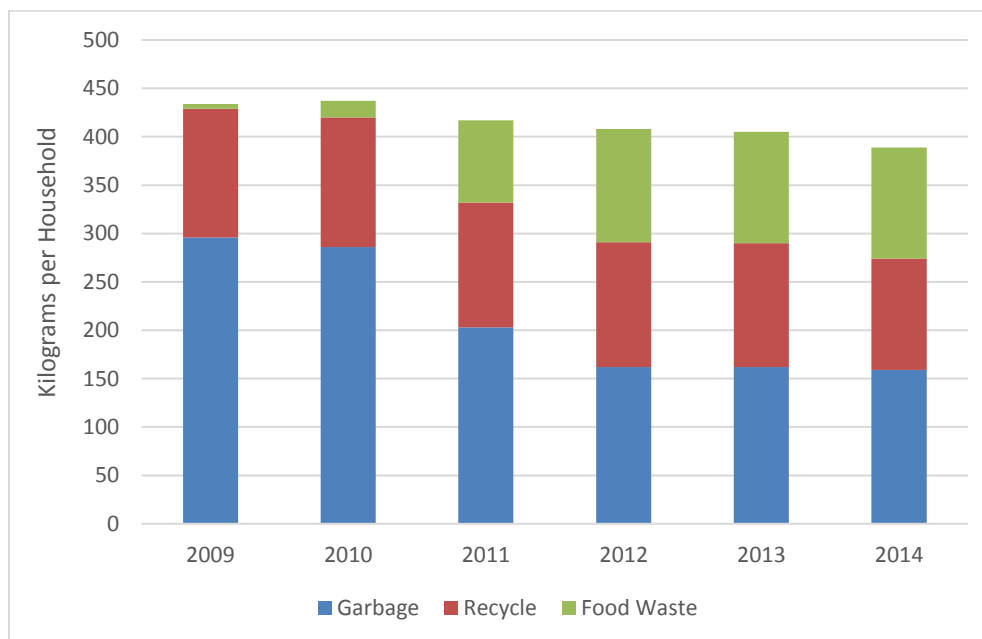
In 2012, the program collected 6,247 tonnes of kitchen scraps from 53,500 households. This represents 117 kg of food scraps per household or 43% reduction in waste sent to disposal. This material is processed at a privately owned and operated composting facility in Nanaimo under a long-term contract with the RDN.



With respect to total waste disposal, in 2012 the RDN Green Bin Program diverted 42 kg per capita from landfill, contributing to a region-wide disposal rate of 350 kg per capita.

Figure 3-6 illustrates the reduction in residential garbage disposal per household from 2009 before the program was introduced to 2014 as result of the Green Bin Program.

**Figure 3-6: RDN Annual Curbside Tonnage Per Household 2009-2014**



### Grand Forks Food Scraps Collection Service

The City of Grand Forks and the Regional District of Kootenay Boundary (RDKB) were one of the first BC local governments outside of Lower Mainland/Vancouver Island to provide residents with a Green Bin Food Scraps curbside collection service. The weekly curbside collection service became available to 1,830 City of Grand Forks' households in October 2012. The organic materials are processed in open windrows at the Grand Forks Landfill.

Prior to implementing the green bin program, Grand Forks collected an average of 264 kg of garbage per household per year. After implementation of the program, garbage collected at the curb decreased to 119 kg per household per year. This equates to a 55% reduction in waste sent to disposal. With the collection of 123 kg of food waste per household annually, the overall diversion rate increased from 18% with recycling collection only to 62% with recycling and food waste collection.



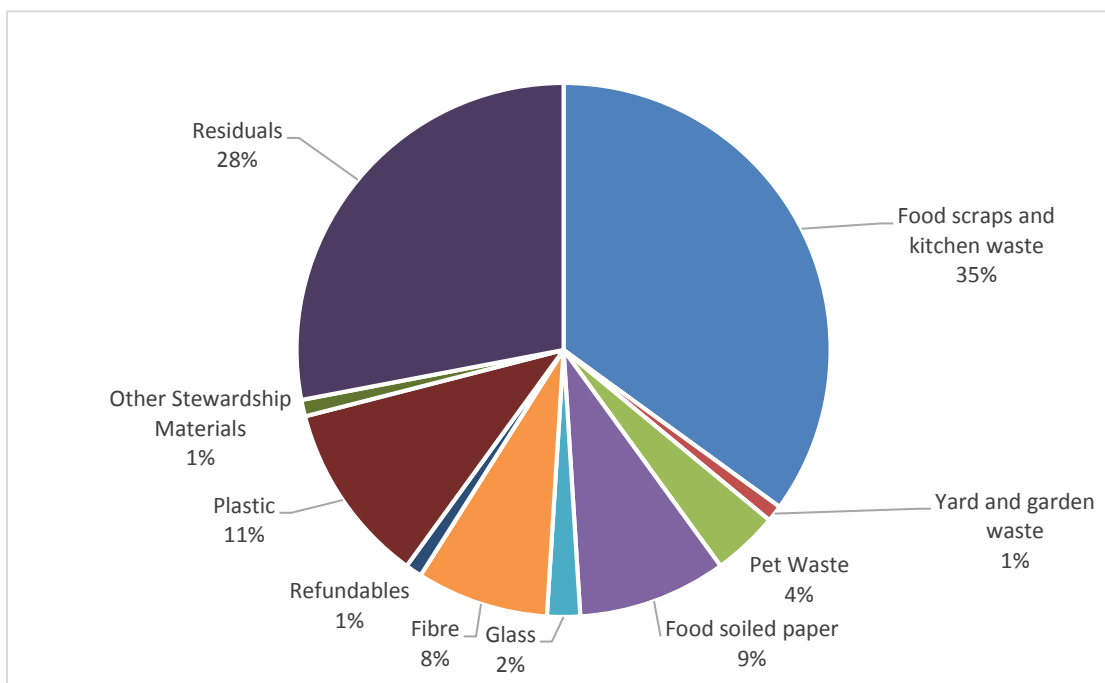


### 3.2.4 Food Waste Diversion Estimate and Impact to Sechelt Landfill

Prior to the implementation of the programs described in previous sections, program designers relied on waste composition data to estimate the quantity of organic waste that could be diverted from disposal. This method relies on two factors: the percentage of residential and ICI organics in the regional district waste stream and the potential recovery rate for both sectors.

While the SCRD has recent waste composition data for the residential waste stream, as illustrated in Figure 3.7, this 2014 study did not assess the composition of the ICI waste stream. This is important since ICI waste represents 50% of total waste disposal in the SCRD. Although ICI waste composition can be extrapolated from other similar regional district studies, actual diversion data from the programs and policies described in this section on best practices can provide a much more reliable estimate of diversion potential.

**Figure 3-7: SCRD Residential Waste Composition All Areas 2014**



Appendix 3 provides actual food waste data for residential curbside programs operating in the CVRD and RDN. As indicated in Figure 3-3, in 2015 these two regional districts on Vancouver Island had the lowest disposal rates in BC at 297 and 314 kilograms per capita respectively.

Both regional districts implemented disposal bans on commercial sector food waste in 2006, and all households in the RDN and most of the households in the CVRD have curbside food waste collection service. Based on this data it is reasonable to expect that curbside collection of residential organics in the SCRD would divert 52 kilograms per capita of food waste annually.



In lieu of curbside collection, a drop off depot for food waste can be provided. Using data from a pilot drop-off program in the Powell River Regional District, the recovery rate from a residential drop-off program is estimated to be 10 kilograms per capita per year.

With respect to food waste from the ICI sector, based on data from the RDN, it is reasonable to expect that implementation of a ban on disposal of food waste from this sector would divert an additional 30 kilograms per capita per year.

Table 3-1 applies the recovery rate of 52 kilograms per capita for curbside and 10 kilograms per capita for drop-off from the residential waste sector and 30 kilograms per capital from the ICI sector under three scenarios.

### Scenario 1

Scenario 1 assumes that the municipalities will proceed with curbside collection service while SCRD Service will expand to include food waste collection in Electoral Areas B, D, E and F while Electoral Area A relies on a food waste drop-off site. In this scenario, residential food waste diversion is estimated to be 1,400 tonnes per year, which combined with ICI food waste represents a total diversion of 2,300 tonnes per year.

### Scenario 2

Scenario 2 assumes that the municipalities will proceed with curbside collection service while the SCRD Service will expand to include food waste collection in Electoral Areas B and D, while Electoral Areas A, E, and F will rely on a food waste drop-off site. In this scenario, residential food waste diversion is 1,152 tonnes per year which combined with ICI food waste represents a total diversion of 2,051 tonnes of food waste annually.

### Scenario 3

Scenario 3 assumes that the municipalities will proceed with curbside collection service while all the SCRD Electoral Areas will use a drop-off facility. This equates to 877 tonnes of residential food waste and 899 tonnes of ICI food waste for total diversion of 1,776 tonne per year.

Consequently, the total amount of food waste that could be diverted as feedstock to the Salish Soils composting facility could range from between 2,300 tonnes per year for Scenario 1, to 2,050 tonnes for Scenario 2, and 1,776 tonnes per year for Scenario 3.

### Impact to Sechelt Landfill

The SCRD's landfill engineers, XCG Environmental Consultants (XCG) project that the diversion estimates under these three scenarios would provide fifteen, thirteen and eleven months respectively of additional site life at the Sechelt Landfill.



**Table 3-1: Food Waste Diversion Scenarios and Impact to Sechelt Landfill**

Sector	Households	Persons/ HH	Est. Pop	Scenario 1 (tonnes)	Scenario 2 (tonnes)	Scenario 3 (tonnes)
<b>Residential</b>						
<i>Municipal</i>						
Sechelt District Municipality	4,305	2	9,041	470	470	470
Town of Gibsons	2,056	2	4,318	225	225	225
Sechelt Indian Government District	273	2	628	33	33	33
<i>Municipal Sub-Total</i>				727	727	727
<i>Electoral Areas</i>						
EA B - Halfmoon Bay	1,351	2	2,973	155	155	30
EA D - Roberts Creek	1,627	2	3,579	186	186	36
EA E - Elphinstone	1,675	2	3,686	192	37	37
EA F - West Howe Sound	1,022	2	2,247	117	22	22
EA A - Pender Harbour/Egmont	1,385	2	2,493	25	25	25
<i>Electoral Area Sub-Total</i>				674	425	150
<b>Residential Total</b>				<b>1,401</b>	<b>1,152</b>	<b>877</b>
<b>ICI (@30 kg per capita)</b>						
<b>ICI Total</b>			<b>29,970</b>	<b>899</b>	<b>899</b>	<b>899</b>
<b>TOTAL ALL SECTORS</b>				<b>2,301</b>	<b>2,051</b>	<b>1,776</b>

	Scenario 1 (Months)	Scenario 2 (Months)	Scenario 3 (Months)
<b>Additional Site Life at the Sechelt Landfill</b>	15	13	11



## 4 Community and Stakeholder Engagement Process

A successful regional organics diversion strategy requires input from all stakeholders including processors, haulers, local governments, and waste generators in the area. This section summarizes the results of the stakeholder engagement process undertaken to date to inform the development of the strategy.

### 4.1 Processors

As discussed in Section 2.5, Salish Soils operates a composting facility in Sechelt. The Project Team has visited the site and has had several conversations with the Chief Executive Officer, Aaron Joe. Salish Soils is currently operating under capacity and would welcome the additional feedstock that would be available as result of the final SCRD Regional Organics Diversion Strategy.

Although Salish Soils has adequate processing capacity for food and green waste from residential and commercial sources, they would appreciate the added support provided by disposal bans and long-term contracts for feedstock supply. This is the case with most private sector operators. Without adequate feedstocks to operate at design capacity, cash flows are insufficient to provide the necessary funds for equipment maintenance and repair let alone any return on investment. Without long-term processing contracts private facilities have difficulty borrowing funds required for facilities upgrades and improvements, particularly with respect to odour control. These concerns are shared by Salish Soils.

### 4.2 Haulers

The Project Team contacted three garbage hauling companies operating in the Sunshine Coast, Grayco, Direct Disposal and Harbour Disposal. Both Grayco Disposal and Direct Disposal expressed support for increased organics diversion programs and are confident that their firms could provide food waste collection services for both the residential and ICI sectors. However, Harbour Disposal advised that if commercial food waste was banned from disposal region-wide they would need to purchase a new truck and would require a drop-off option at the Pender Harbour Transfer Station, given their unwillingness at this point to haul food waste to Sechelt.

Although Direct Disposal voiced support for a ban on commercial food waste, they are concerned that any additional feedstock to the Salish Soils composting facility will exacerbate odour issues at the facility. This is a legitimate concern and will need to be addressed in the development of the regional organics diversion strategy. See Section 5.3 for more details.

### 4.3 Local Governments

In May 2017, the SCRD coordinated a meeting with staff from the District of Sechelt, the Town of Gibsons and the Sechelt Indian Government District to discuss the development of the regional organics diversion strategy. At this meeting, the Project Team provided a high-level overview of the strategy development process and timelines while the member municipalities provided an update on their plans to implement curbside collection of food waste in their respective jurisdictions.

At the meeting Town of Gibsons staff mentioned that they were drafting a survey for residents to obtain input on curbside or depot collection of food waste.



Since the meeting the Town has issued a residential survey and a request for proposals (RFP) for a residential organic waste diversion program. The survey closed on June 30, 2017. The RFP, which closes July 14, 2017, is for a turnkey collection program whereby the successful proponent provides: a communication strategy, an education awareness program, collection methods, equipment required including kitchen and curbside containers, hauling methods and costs, and identifies the permitted processing facilities.

The Town of Gibsons anticipates awarding a contract by September 1, 2017 with service to commence the first week of October 2017. The expiration of the contract arising from this RFP is to coincide with expiration of the Town's curbside garbage collection contract in February 28, 2018.

As discussed in Section 2.3, the District of Sechelt has been operating a food waste collection pilot in the Davis Bay area for several years. District staff present at the meeting advised that Davis Bay residents support the service but may not be willing to pay the extra costs associated with a full roll-out. Due to resource constraints, staff have not been able to proceed with developing a proposal for Council consideration on District-wide curbside organics collection. This should be addressed within the next year.

The Sechelt Indian Government District Council approved a Zero Waste plan last year and will be hiring an educator to support the initiative. The SIGD currently provides weekly garbage and weekly recycling services to their residents. However, SIGD staff are currently reviewing options for weekly collection of food waste and bi-weekly collection of garbage and recyclables.

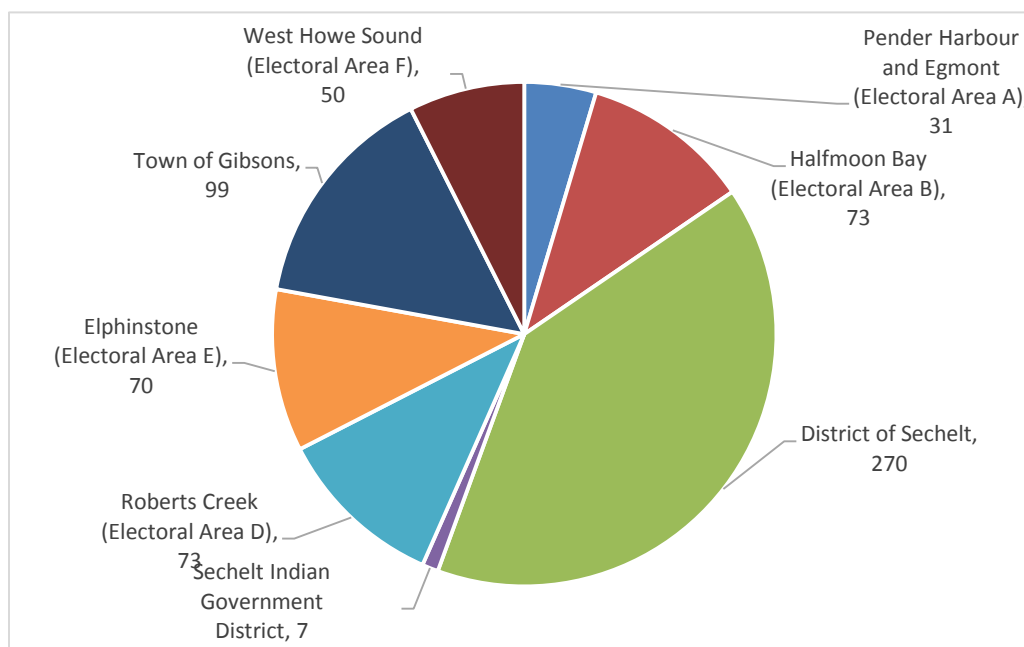
Based on this meeting, municipalities within the SCRD are considering the provision of curbside collection of food waste to their residents. However, with respect to green waste, municipal partners have not expressed an interest in collecting this material at the curb and are content to continue the current system of self-haul to SCRD drop-off depots.

#### **4.4 Residents**

From May 8, 2017 to June 2, 2017, the SCRD asked residents to respond to a questionnaire about their current organic waste management practices, their willingness to participate in depot and curbside organic waste collection services, and their concerns about these collection methods. A total of 673 people responded. The distribution of responses by area is illustrated in Figure 4.1



**Figure 4-1: Distribution of Questionnaire Response by Area**



The questionnaire results indicate a high level of current participation in green waste diversion, including backyard composting and drop-off depots. Detailed information on the survey is outlined in the Public Engagement Report – Organics Diversion Questionnaire.

For food waste management, a wide variety of solutions are used –ranging from backyard composting to feeding animals to using drop-off depots. Table 4.1 shows the prevalence of backyard composting of acceptable food scraps (fruits, vegetables, coffee grounds etc.) and depot use (all food scraps), by area, based on the responses to the questionnaire. There is a significant difference in the prevalence of backyard composting between the Electoral Area respondents (over 50%) and the municipal respondents (36% or less). Depot participation ranged from 3% in Electoral Area A (Pender Harbour) to 14% in the SIGD.

**Table 4-1: Backyard Composting and Depot Use by Area**

	Backyard Compost Food Scraps (% of area respondents)	Take Food Scraps to Depot (% of area respondents)	Put Food Scraps in the Garbage (% of area respondents)
Area A	55%	3%	65%
Area B	52%	11%	82%
Area D	55%	7%	77%
Area E	57%	6%	86%
Area F	54%	6%	66%
SIGD	0%	14%	86%
Gibsons	36%	6%	91%
Sechelt	32%	7%	82%





The respondents' willingness to participate in curbside organic waste collection services was high in all areas. Table 4.2 shows the percentage of respondents in each area that indicated that their participation would be "highly likely" or "maybe". Except for respondents in Areas A and F, there was generally a higher level of support for curbside collection over depot-based collection.

**Table 4-2: Questionnaire Respondents Willingness to Participate in Organic Waste Collection**

	Depot Collection			Curbside Collection		
	Highly likely	Maybe	Total	Highly likely	Maybe	Total
	% of respondents, by area					
Area A	61	26	87	55	16	71
Area B	27	36	63	75	14	89
Area D	36	30	66	67	14	81
Area E	46	33	79	66	19	85
Area F	52	24	76	56	16	72
SIGD	57	14	71	86	0	86
Gibsons	49	30	79	83	7	90
Sechelt	29	36	65	82	9	89

The most common concern expressed by respondents was the creation of animal attractants, particularly for bears. Many respondents suggested a willingness to participate in curbside collection if an animal-proof bin could be provided. The other commonly expressed concerns were the cost of the service and the potential for odour, although these concerns were identified with much less frequency than concerns related to attracting animals.

## 5 Considerations for Strategy Development

To ensure that a sustainable and robust organics diversion program is implemented in the SCRD, environmental, economic and social issues must be given full consideration in the development and selection of a regional organics diversion strategy. The following section outlines the Project Team's understanding of these issues in the SCRD as well as their implications on strategy development.

### 5.1 Sechelt Landfill Considerations

#### *Landfill Capacity*

According to the 2016 Annual Report prepared by XCG Consulting Limited, the Sechelt Landfill will reach capacity in 2027 based on current disposal rates, diversion initiatives, and population projections. If the SCRD fully implements all of the diversion initiatives outlined in the 2011 SWMP, landfill capacity could be extended another 5 years to early 2032. In either case, the SCRD will need to identify additional long-term disposal capacity and in the Project Team's experience this will be a challenging process that will inevitably result in higher disposal costs.

A lack of or shortage of landfill capacity was one of the main drivers for the CVRD and the RDN to implement their organics diversion programs. The CVRD currently exports their residual wastes in response to an unsuccessful landfill siting process. Given the high cost associated with waste export, the



CVRD has pursued a full range of diversion initiatives to reduce their residual disposal costs. The RDN also faced a landfill capacity crisis and after a controversial and failed landfill siting process, chose to conserve existing capacity by promoting maximum waste diversion.

### *Greenhouse Gas Emissions*

As discussed in the 2011 SWMP, the Sunshine Coast Regional District, Town of Gibsons, District of Sechelt and the Sechelt Government District are committed to reducing greenhouse gas (GHG) emissions for the region. An emissions inventory completed in 2009 shows that the Sechelt Landfill contributes roughly 7% of GHG emissions on the Sunshine Coast. Since food waste generates methane, a potent greenhouse gas, during decomposition in a landfill, diverting this waste to a composting facility provides not only a significant reduction in GHG emissions, but also provides residents a low-cost and easy option to address climate change by reducing their household GHG emissions. Consequently, from an environmental perspective, the region wide organics diversion strategy should aim to maximize the diversion of food waste as an effective and efficient means to reduce GHG emissions.

## **5.2 Supporting Policy Considerations – Disposal Bans**

Organic waste disposal bans have proven to be an effective and low-cost policy tool to divert waste and reduce GHG emissions in Metro Vancouver, Capital, Cowichan Valley and Nanaimo regional districts. However, the application of disposal bans for the ICI and residential sectors has varied between regional districts for the reasons discussed below.

In 2005 the RDN and CVRD were the first regional districts in BC to implement disposal bans on food wastes. In both cases the bans applied to commercial food waste and not food waste from the residential sector. This was due to two factors: the availability of privately owned and operated composting facilities and the fact that commercial food waste generators and private haulers could move faster to implement collection programs than local government service providers in the residential sector.

In the RDN, the commercial organics ban achieved significant and early diversion success while providing staff the opportunity to study collection options for the residential sector. This included implementation of a successful curbside collection pilot project. As a result, curbside collection services operated by the City of Nanaimo and the RDN expanded to include food waste in 2010. However, the commercial disposal ban has not been expanded to apply to residential waste since collection services were implemented voluntarily.

In Metro Vancouver and the CRD, the organics disposal bans, effective in 2015, apply to both the commercial and residential sectors. However, because these regional districts do not provide residential curbside garbage collection programs, they allowed for a two-year consultation process with their municipal partners and commercial generators to ensure support for their initiatives. Once municipal support was confirmed, the effective date for the ban was established and implemented in a phased process. In effect, these bans applied to commercial and residential organics because member municipalities were supportive and were given sufficient time to design and implement their collection systems.



### 5.3 Odour Management at Salish Soils

As discussed in Section 2.5, the Salish Soils composting facility meets the requirements of the Organic Matter Recycling Regulation (OMRR), which falls under the Environmental Management Act. The OMRR governs the production, quality and land application of certain types of organic matter. OMRR sets requirements for compost facilities with respect to:

- Construction and operation;
- Leachate management;
- Odour management;
- Capacity, and,
- Process and quality criteria.

For facilities that process less than 20,000 tonnes per year, OMRR requirements are not too stringent. For facilities that process more than that amount, requirements become more rigorous. Nevertheless, because OMRR requirements were not site specific at the time, the RDN, CVRD, Metro Vancouver and the CRD have all applied their Waste Stream Management Licensing Bylaws or Composting Code of Practice Bylaw to set higher performance standards than OMRR for composting facilities in their regions. This was primarily due to concerns over odour management, which is crucial to successful organic diversion.

In 2016, with more composting facilities expected to come online, OMRR was amended to ensure effective protection of the environment and public health. The amended OMRR requires all compost facilities that process food waste or biosolids, and have a production design capacity to produce 5,000 tonnes of compost or more per year to also apply for a Permit. These new permit requirements include completion by the applicant of an Environmental Impact Study, an Operating Plan, an Odour Management Plan, a Leachate Management and a Public Notification Process.

Although the Salish Soils facility is not subject to OMRR, the company has met all the requirements of the regulation for a facility of its size. And even though its production design capacity is less than 5,000 tonnes of compost per year, Salish Soils has advised the Project Team that they would be willing to apply for a permit under OMRR. Although this would be in the best interests of the SCRD, the permit requirements are expensive and Salish Soils would need to see a corresponding increase in feedstock and associated revenue. Consequently, the regional organics diversion strategy must consider due diligence requirements with respect to environment and public health protection as well ensuring that Salish Soils has the financial ability to meet these requirements.

With respect to processing costs, it is likely that the current Salish Soils tipping fee of \$80 per tonne for large quantities will increase to meet permit requirements. The tipping fees at similar composting facilities in BC are closer to \$100 per tonne to cover higher operating and maintenance and equipment replacement costs, particularly with respect to odour control.



#### **5.4 Geography and Demographics**

Communities and settlements in the SCRD are primarily strung out along a long and linear corridor that runs along the southern coastline. This has an impact on waste management infrastructure with respect to the need for drop-off and transfer facilities for communities outside of a reasonable hauling distance to the Sechelt Landfill or, for organics, to the Salish Soils composting facility in Sechelt. There is also the need to consider access to drop-off facilities for island residents as well as tourists and other seasonal visitors. Geography also dictates the need to mitigate bear human conflict with respect to garbage collection and disposal.

#### **5.5 Community Support**

Community support is essential to a successful organics diversion program. As discussed in Section 4.4, based on the results of the community questionnaire there is a high-level support for curbside collection of food waste in the SCRD. Nevertheless, residents have expressed concern over cost and wildlife concerns. The regional organics diversion strategy should take these concerns into consideration to ensure that most residents and businesses support food waste diversion.



## 6 Regional Organics Diversion Strategy

This strategy contains initiatives related to, commercial sector diversion, reduction and residential sector diversion. The estimated costs and implementation schedule is provided in Table 6-1 and a detailed timeline in Table 6-2.

### Commercial Food Waste Ban

1. Implement a commercial food waste ban.
2. Implement commercial food waste drop-off at the Pender Harbour Transfer Station.

### Residential Food Waste

3. Implement residential food waste drop-off in Pender Harbour, mid-coast, south coast.
4. Implement curbside collection of food waste for all SCRD residences in Electoral Areas B, D, E, and F receiving garbage collection for a March 1, 2019 start.
5. Implement a residential food waste ban.

### Reduction Programs

6. Implement a Food Waste Reduction Campaign.
7. Implement an at-home Compost Coaching Program.
8. Investigate a Backyard Composter Subsidy Program.

**Table 6-1: Regional Organics Diversion Strategy Costs and Implementation Schedule**

	Action	Cost Estimate	Schedule
1.	Implement a commercial food waste ban.	Existing budget	2018
2.	Implement commercial food waste drop-off at the Pender Harbour Transfer Station.	\$10,000	2018
3.	Implement residential food waste drop-off in Pender Harbour, mid-coast and south coast.	TBD	2018
4.	Implement curbside collection of food waste for all SCRD residences in EA's B, D, E, F receiving curbside collection of garbage for a March 1, 2019 start.	TBD	2019
5.	Implement a residential food waste ban.	TBD	2020
6.	Implement a Food Waste Reduction Campaign.	\$10,000*	2019
7.	Implement at-home Compost Coaching Program.	\$10,000*	2019
8.	Investigate a Backyard Composter Subsidy Program.	TBD	2019

\*Additional staffing resources will be required.



**Table 6-2: Regional Organics Diversion Strategy Implementation Actions and Timeline**

Regional Organics Diversion Strategy		2018				2019				2020			
Priority	Implementation Actions and Timeline	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
#1	<b>Establish Food Waste Contracts</b>												
	<i>Regulatory Review</i>												
	<i>Procurement process for processing</i>												
	<i>Procurement process for hauling</i>												
	<i>Board decision reports</i>												
#2	<b>Commercial Food Waste Drop-off at Pender Harbour Transfer Station</b>												
	<i>Establish food waste drop-off (see Food Waste Contracts)</i>												
	<i>Launch</i>												
	<i>Promote program as part of Commercial Food Waste Ban process</i>												
	<i>Evaluate effectiveness (Waste Composition Study)</i>												
#3	<b>Commercial Food Waste Ban</b>												
	<i>Pre-ban consultation and education with haulers and ICI sector</i>												
	<i>Develop communication materials</i>												
	<i>Bylaw amendment - Report</i>												
	<i>Launch Ban: Phase 1 Education and Awareness</i>												
	<i>Launch Ban: Phase 2 Enforcement</i>												
	<i>Ongoing ban communications, enforcement</i>												
	<i>Evaluate effectiveness (Waste Composition Study)</i>												
#4a	<b>Residential Food Waste Drop-off at Pender Harbour Transfer Station</b>												
	<i>Establish food waste drop-off (see Food Waste Contracts)</i>												
	<i>Program promotion</i>												
	<i>Launch</i>												
	<i>Ongoing communications, service delivery, continuous improvement</i>												
	<i>Evaluate effectiveness (Waste Composition Study)</i>												
#4b	<b>Residential Food Waste Drop-off in Sechelt</b>												
	<i>Develop options for drop-off</i>												
	<i>Board decision report</i>												
	<i>Program promotion</i>												
	<i>Launch</i>												
	<i>Ongoing communications, service delivery, continuous improvement</i>												
	<i>Evaluate effectiveness (Waste Composition Study)</i>												



Regional Organics Diversion Strategy		2018				2019				2020			
Priority	Implementation Actions and Timeline	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
#4c	<b>Residential Food Waste Drop-off for South Coast</b>												
	<i>Develop options for drop-off</i>												
	<i>Board decision report</i>												
	<i>Program promotion</i>												
	<i>Launch</i>												
	<i>Ongoing communications, service delivery, continuous improvement</i>												
	<i>Evaluate effectiveness (Waste Composition Study)</i>												
	<i>Undertake feasibility work on South Coast Site to include food waste drop-off</i>												
#5	<b>Curbside Collection of Food Waste</b>												
	<i>Program planning and best practices including wildlife management</i>												
	<i>Issue RFP</i>												
	<i>Contract award –Board decision report</i>												
	<i>Bylaw 431 amendment - Report</i>												
	<i>Develop Outreach and Education Materials, Program Promotion</i>												
	<i>Launch</i>												
	<i>Ongoing communications, service delivery, continuous improvement</i>												
	<i>Evaluate effectiveness (Waste Composition Study)</i>												
#6	<b>At-Home Compost Coaching Program</b>												
	<i>2019 budget consideration – Board decision report</i>												
	<i>Program planning, including community based social marketing</i>												
	<i>Program promotion</i>												
	<i>Launch</i>												
	<i>Program evaluation, continuous improvement</i>												
	<i>Ongoing communication, program delivery</i>												
#7	<b>Investigate Backyard Composter Subsidy</b>												
	<i>2019 budget consideration – Board decision report</i>												
	<i>Best practice research, options and link to Compost Coaching</i>												
	<i>Program planning and promotion (if approved)</i>												
	<i>Launch</i>												
	<i>Program evaluation, continuous improvement</i>												
	<i>Ongoing communication, program delivery</i>												



Regional Organics Diversion Strategy		2018				2019				2020			
Priority	Implementation Actions and Timeline	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
#8	<b>Food Waste Reduction Campaign</b>												
	<i>2019 budget consideration – Board decision report</i>												
	<i>Program planning and promotion (if approved)</i>												
	<i>Launch</i>												
	<i>Program evaluation, continuous improvement</i>												
	<i>Ongoing communication, program delivery</i>												
#9	<b>Waste Composition Study</b>												
	<i>Item included in 2020 financial process</i>												
	<i>Procurement process for consultant services to complete study: residential, ICI, drop-off bins</i>												
	<i>Waste Audit #1</i>												
	<i>Waste Audit #2</i>												
#10	<b>Residential Food Waste Ban</b>												
	<i>Pre-ban consultation and education</i>												
	<i>Develop communication materials</i>												
	<i>Bylaw amendment - Report</i>												
	<i>Launch Ban: Phase 1 Education and Awareness</i>												
	<i>Launch Ban: Phase 2 Enforcement (Q2 2021)</i>												
	<i>Ongoing ban communications, enforcement (Q2 2021)</i>												

### Timeline Legend

The timeline uses these indicator colours to assist in understanding the nature and breakdown of each task.

Board Report	
Planning & Design, Education & Outreach, Launch	





**Appendix 1: Notes to the Financial Statements for the Years Ended December 31, 2016 and 2015.**

## **Sunshine Coast Regional District**

### **Notes To The Financial Statements**

**For the Years Ended December 31, 2016 and 2015**

#### **9. Provision for Landfill Future Closure and Post-Closure Care Costs:**

The Regional District is responsible for the closure and post-closure care costs related to two landfill sites - one in Sechelt and the other in Pender Harbour. The Regional District's estimated liability for these costs is recognized as the landfill site's capacity is used. The recorded liability of \$5,245,705 (2015 - \$4,803,825) represents the portion of the estimated total future costs recognized as at December 31, 2016. The Regional District has set aside funding for future landfill closure and post-closure care costs. The balance of this funding as at December 31, 2016 is \$508,745 (2015 - \$208,109) resulting in a current funding shortfall of \$4,736,960 (2015 - \$4,595,716).

The Sechelt landfill site is expected to reach its capacity in 2027 and the Pender Harbour landfill site reached its capacity and was converted to a transfer station in 2015. The remaining liability to be recognized for the Sechelt landfill site is estimated to be \$1,534,086 (2015 - \$1,632,509) based on the remaining capacity of 212,428 cubic meters, which is 24.17% of the total capacity. As the Pender Harbour landfill site reached its capacity in 2015, there is no remaining liability to be recognized.

The reported liability is based on estimates and assumptions with respect to events extending over the remaining life of the landfill. The liability and annual expense is calculated based on the ratio of usage to total capacity and the discounted estimated future cash flows associated with closure and post-closure activities. In 2016, the Regional District updated the basis for estimating future cash flows to reflect long-term average inflation and discount rates applicable to the Regional District. The impact of this change was a decrease to the recorded liability in 2016 of \$225,382.

In 2016, the BC Ministry of Environment issued updated landfill criteria increasing the minimum post closure care period from 25 years to 30 years. As such, post closure care costs are now expected to continue for 30 years following the year of closure at both the Pender Harbour and Sechelt Landfill sites. The impact of this change was an increase to the recorded liability in 2016 of \$247,426.



## Appendix 2: Organics Diversion Programs in Comparable AVICC Regional Districts

### A2 1: Organics Diversion Programs in Comparable AVICC Regional Districts

Program Characteristics	CRD	CVRD	RDN	SCRD	PRRD
2016 Population	382,645	84,014	157,599	29,243	20,328
Population Density (Pop/km <sup>2</sup> )	154	23	72	8	4
2015 Per Capital Disposal (kg)	345	297	314	421	458
MSW Tipping Fee	\$110	\$140	\$125	\$150	\$220
Green Waste Tipping Fee	\$59	Free	\$55	\$0/\$45	\$45
Food Waste Tipping Fee	\$120	\$90	\$110	\$80	Pilot/Free
Curbside Collection Services:					
Garbage	Bi-Weekly	Bi-Weekly 1 can	Bi-Weekly 1 can	Weekly 1 can	Weekly Tag Based Powell River Only
Food Waste	Weekly/Bi-Weekly Varies by Municipality	Weekly	Weekly	Pilot Pick-up Sechelt only	Pilot Drop-Off
Green Waste	Varies by Municipality	Depot	Depot	Depot  Pilot Pick-up Sechelt only	Depot
Recycle	Bi-Weekly	Bi-Weekly	Bi-Weekly	Bi-weekly Sechelt SIGD Weekly	Bi-Weekly Powell River Only
Depot – recycle	Yes	Yes	Yes	Yes	Yes
In-region compost facility	No	Yes	Yes	Yes	No
Organics Ban – ICI	Yes	Yes	Yes	No	No
Organics Ban – Residential	Yes	No	No	No	No
Organics Strategy/Plan	Yes	Yes	Yes	In development	In development



### Appendix 3: Food Waste Diversion Estimates

Table A3-1 provides actual food waste diversion data for residential curbside programs operating in the CVRD and the RDN. As indicated in Figure 3-3, these two regional districts on Vancouver Island have the lowest disposal rates in BC at 297 and 314 kilograms per capita respectively. Both regional districts implemented disposal bans on commercial sector food waste in 2006, and all households in the RDN and most of the households in the CVRD have curbside food waste collection service. Based on this data it is reasonable to expect that curbside collection of organics in the SCRD would result in similar diversion results.

**Table A3 1: Residential Food Waste Diversion Data in the CVRD and RDN**

Curbside Program	Households	Person/HH	Est. Pop	Food Waste		
				Tonnes/yr	kg/hh/yr	kg/cap/yr
<b>RDN</b>						
City of Nanaimo	27,600	2.3	63,480	3,505	127	55
RDN Service Area	28,130	2.2	61,886	3,151	112	51
<b>Total</b>	55,730		125,366	6,656	119	53
<b>CVRD</b>						
Town of Ladysmith	3,410	2.3	7,843	436	128	56
District of North Cowichan	10,640	2.3	24,472	1,075	101	44
<b>Total</b>	14,050		32,315	1,511	108	47
				<b>Average</b>	<b>117</b>	<b>52</b>

## SUNSHINE COAST REGIONAL DISTRICT STAFF REPORT

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**TO:** Special Infrastructure Services Committee – February 20, 2019

**AUTHOR:** Janette Loveys, Chief Administrative Officer

**SUBJECT:** SOLID WASTE WORKSHOP SUMMARY

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### RECOMMENDATION(S)

**THAT the report titled Solid Waste Workshop Summary be received.**

---

### BACKGROUND

An Elected Officials Solid Waste Workshop was held on October 24, 2017. The Elected Officials Solid Waste Workshop Summary and Recommended Direction report was presented to the November 23, 2017 Corporate and Administrative Services Committee. The following Recommendation was made at that meeting:

**Recommendation No. 15** *Elected Officials Solid Waste Workshop Summary and Recommended Direction*

The Corporate and Administrative Services Committee recommended that the report titled Elected Officials Workshop Summary and Recommended Direction be received;

AND THAT the following agreed upon direction heard at the Elected Officials Solid Waste Workshop be integrated into the Sunshine Coast Regional District (SCRD) Solid Waste work plan:

- Implementation of regional disposal bans for recycling and commercial organics;
- Investigate engineering options for increased capacity at the Sechelt Landfill;

AND FURTHER THAT an updated SCRD Solid Waste work plan be presented at the December 21, 2017 Infrastructure Services Committee meeting.

The above Recommendation was then adopted at the December 14, 2017 Board meeting (346/17).

The Elected Officials Solid Waste Workshop Summary and Recommended Direction report is provided for information and discussion (Attachment A).

## **STRATEGIC PLAN AND RELATED POLICIES**

There are a number of Strategic Priorities which relate to the overall objective of the workshop such as Embed Environmental Leadership, Ensure Fiscal Sustainability and Enhance Board Structure and Processes.

The 2011 Solid Waste Management Plan continues to be a guiding policy document.

## **CONCLUSION**

An Elected Officials Solid Waste Workshop was held on October 24, 2017. A summary of that workshop was presented at the November 23, 2017 Corporate and Administrative Services Committee meeting. The Elected Officials Solid Waste Workshop Summary and Recommended Direction is attached for information and discussion.

## **ATTACHMENT**

Attachment A– Elected Officials Solid Waste Workshop Summary and Recommended Direction

## **SUNSHINE COAST REGIONAL DISTRICT STAFF REPORT**

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**TO:** Corporate and Administrative Services Committee – November 23, 2017

**AUTHOR:** Robyn Cooper, Manager, Solid Waste Services

**SUBJECT:** **ELECTED OFFICIALS SOLID WASTE WORKSHOP SUMMARY AND RECOMMENDED DIRECTION**

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### **RECOMMENDATION(S)**

**THAT the report titled Elected Officials Solid Waste Workshop Summary and Recommended Direction be received;**

**AND THAT the following agreed upon direction heard at the Elected Officials Solid Waste Workshop be integrated into the SCRD Solid Waste work plan:**

- Implementation of regional disposal bans for recycling and commercial organics**
- Investigate engineering options for increased capacity at the Sechelt Landfill**

**AND FURTHER THAT an updated SCRD Solid Waste work plan be presented at the December 21, 2017 Infrastructure Services Committee meeting.**

---

### **BACKGROUND**

An Elected Officials Solid Waste Workshop was held on October 24, 2017.

The workshop was an opportunity for all local government elected officials to engage in dialogue together and for everyone to gain a better understanding of the state of solid waste on the Sunshine Coast.

The guiding theme for the workshop was that the Sechelt Landfill has an estimated life span of ten to twelve years with business as usual and that substantive decisions need to be made by the Sunshine Coast Regional District (SCRD) Board soon on how to proceed with bans, bylaw updates, and program delivery options.

The workshop was facilitated by the SCRD Chief Administrative Officer (CAO) and included presentations given by the Manager, Solid Waste Services and financial information on solid waste provided by the General Manager, Corporate Services / Chief Financial Officer. Carey McIver from Carey McIver and Associates provided a presentation on best practices in BC and provided solid waste expertise throughout the workshop.

After the presentations, a facilitated discussion was held to help gauge the Member Municipalities' Councils interest in regional cooperation and collaboration for programming and services.

## **DISCUSSION**

Elected Officials from the District of Sechelt, Sechelt Indian Government District, Town of Gibsons, and all the SCRD Electoral Area Directors participated in the workshop.

During the discussion, workshop participants were asked:

1. Will you support the implementation of regional bans with the following:
  - a. Recycling bans
  - b. Food scraps – commercial
  - c. Food scraps – residential
2. Do you want to be a part of a regional service for curbside collection with the following:
  - a. Garbage
  - b. Recycling
  - c. Organics
3. How can policy decisions and communications be improved?

In summary, there was agreement to implement regional bans for recycling and commercial food scraps. A residential food scraps ban could be considered in the future once residential food scraps diversion programs are in place.

There was not agreement for participating in any regional curbside services.

Suggestions for improving policy decisions and communications included continuing to host Elected Officials solid waste workshops, creating a task force with representatives from all governments including elected officials and staff, and SCRD representatives to attend member municipality meetings.

After the facilitated discussion, the workshop participants were asked if there were any other questions or comments related to landfill management. There was agreement to investigate what, if any, engineering options exist to increase capacity at the Sechelt Landfill.

A detailed summary of the workshop is included as Attachment A.

### *Timeline for next steps*

An updated Solid Waste work plan incorporating the agreed upon direction from the October 24, 2017 Elected Officials Solid Waste Workshop is being prepared and will be brought forward to the December 21, 2017 Infrastructure Services Committee meeting.

The Draft Organics Diversion Strategy and Timeline will be brought forward to the December 21, 2017 Infrastructure Services Committee meeting for adoption.

### *Financial Implications*

Based on the results from upcoming Board decisions, budget proposals for Solid Waste will be prepared and presented at the Round 1 budget meeting in January 2018.

## **STRATEGIC PLAN AND RELATED POLICIES**

There are a number of Strategic Priorities which relate to the overall objective of the workshop such as Embed Environmental Leadership, Ensure Fiscal Sustainability and Enhance Board Structure and Processes.

The 2011 Solid Waste Management Plan continues to be a guiding policy document.

## **CONCLUSION**

An Elected Officials Solid Waste Workshop was held on October 24, 2017.

As part of the workshop, a discussion was held to help identify opportunities for regional cooperation and collaboration. There was agreement that regional disposal bans be implemented for recycling and commercially generated organics as well as, exploring engineering options for increasing capacity at the Sechelt Landfill.

Staff are preparing an updated Solid Waste work plan that incorporates the direction provided at the workshop. The report will be brought forward to the December 17, 2017 Infrastructure Services Committee meeting.

## **ATTACHMENT – Elected Officials Solid Waste Workshop Summary**

Reviewed by:			
Manager		Finance	
GM		Legislative	
CAO	X-J. Loveys	Other	





# Sunshine Coast Regional District

## **Elected Officials Solid Waste Workshop**

## **Summary Report**

Report to the Corporate and Administrative Services Committee

November 23, 2017

Solid Waste Services

Sunshine Coast Regional District

## SUNSHINE COAST REGIONAL DISTRICT

### SUMMARY REPORT

#### Elected Officials Solid Waste Workshop

#### Elected Officials Solid Waste Workshop Summary Report

This report serves as a summary of the Elected Officials Solid Waste Workshop that was held on October 24, 2017 at Frank West Hall located in SCRD Electoral Area E, Elphinstone.

#### Structure of the Report

- Overview of Workshop Attendance
- Overview of the Presentation
- Overview of the Solid Waste Discussion
- Overarching Themes of the Solid Waste Discussion
  - Material Bans from Landfill – General Discussion
  - Regional Ban on Recyclable Items
    - Support Expressed
    - Concerns Expressed
  - Regional Food Scraps Ban – Commercial and Residential
    - Support Expressed
    - Concerns Expressed
    - Questions/Comments
  - Regional Curbside Collection Service
    - Support Expressed
    - Concerns Expressed
    - Questions/Comments
  - Policy Decisions and Communication Improvement
    - Questions/Comments
  - Landfill Management
    - Support Expressed
    - Concerns Expressed
    - Questions/Comments
- Supporting Documents
  - Appendix 1: Summary Results of the Discussion by Jurisdiction
  - Appendix 2: Workshop presentation

## **Workshop Attendance**

In total, 14 elected officials and 1 municipal staff attended the workshop. A summary is provided below. There were no members of the public or media present.

\*Indicates municipal elected official who is also an SCRD Director as of October 24, 2017.

### District of Sechelt

Mayor Milne, Councillor Inkster\*, Councillor Siegers, and Councillor Wright.

### Sechelt Indian Government District

Councillor Julius\*, and Diane Hill, Financial Officer.

### Town of Gibsons

Mayor Rowe, Councillor Lumley, Councillor Valeriote\* and Councillor White.

### SCRD Electoral Area Directors

Director Lebbell (Area B – Roberts Creek), Director Lewis (Area E – Elphinstone), Director Mauro (Area A – Pender Harbour & Egmont), Director Nohr (Area B – Halfmoon Bay) and Director Winn (Area F – West Howe Sound).

### SCRD Staff and Consultant Services

Janette Loveys, CAO, Tina Perrault, General Manager, Corporate Services/Chief Financial Officer, Robyn Cooper, Manager, Solid Waste Services, Kara McDougall, Waste Reduction Coordinator, Tracy Ohlson, Infrastructure Services Assistant and Carey McIver, Carey McIver and Associates.

## **Presentations**

The workshop included two presentations on solid waste.

SCRD staff Ms. Cooper and Ms. Perrault gave the first presentation which summarized the SCRD's current solid waste management context including the legislative framework, disposal and diversion rates, funding and expenditures related to the landfill, current service delivery model and upcoming service delivery decisions.

The consultant, Ms. McIver, provided an overview of best practices in solid waste in BC and a history of solid waste diversion and disposal options in the Regional District of Nanaimo (RDN). Ms. McIver attended the workshop as a subject matter expert and has 30+ years' experience in municipal solid waste management, both at the RDN and for the past six years as a consultant for regional districts across BC.

Using RDN as a case study, topics from Ms. McIver's presentation included the landfill siting process, landfill capacity expansion, alternative disposal options and best practices in waste diversion including bans on regulated materials (i.e. food scraps), curbside collection programs and regional cooperation on solid waste service delivery.

Key points raised during Ms. McIver's presentation included:

- A landfill capacity crisis tends to spur action to significantly reduce and divert waste in a region.
- Siting a landfill is a lengthy and difficult process. After many years of research and consultation, the RDN abandoned plans to site a new landfill in their region.
- It is highly unlikely to recover costs of a new landfill, unless it is expected to receive 100,000 tonnes of waste per year. The SCRD currently disposes less than 13,000 tonnes per year.
- In general, options for waste disposal in BC include waste export, landfill expansion (to extend existing landfills) and siting a new landfill. Options for residuals processing are incineration, gasification and pyrolysis\*.

\*Note: The SCRD's 2011 Solid Waste Management Plan asserts that the SCRD will not use incineration.

A copy of each presentation is included as Appendix 2.

### **Overview of the Discussion**

CAO Loveys led a facilitated discussion in the latter half of the workshop.

Elected officials sat in groups at three tables. CAO Loveys asked workshop attendees to first write down answers to three overarching questions and to share their answers with other elected officials at their tables. At the end of this exercise, all member municipality elected officials and Electoral Area Directors were invited to report back their responses to the group. The SCRD recorded notes of the responses to the questions, summarized in Appendix 1.

### **Discussion Questions**

- 1) Will you support the implementation of regional bans with the following:
  - a) Recycling bans
  - b) Food scraps – commercial
  - c) Food scraps – residential
- 2) Do you want to be part of a regional service for curbside collection with the following:
  - a) Garbage
  - b) Recycling
  - c) Organics
- 3) How can policy decisions and communications be improved?

## Overarching Themes from Discussion

Common themes recorded from the discussion included:

- An overall sense of urgency regarding the current Sechelt Landfill lifespan projected at 10 years.
- Broad desire for SCRD staff to investigate options to expand existing Sechelt Landfill.
- Broad support for regional bans for recycling (regulated items) and commercial food scraps.
- Probable support for a regional ban on residential food scraps. However, broad support for first prioritizing education and implementing a commercial food scraps ban before a residential ban.
- Limited support, in the short term, for a regional curbside collection service for garbage, recycling and/or organics.
- Broad support for depot recycling model over curbside collection except for Area B which prefers a curbside service and for DOS and SIGD, which have curbside recycling services already in place.
- Support for continued meetings between the SCRD Board members and municipal elected officials on specific issues.



### MATERIALS BANS FROM LANDFILL – GENERAL COMMENTS

#### Questions/Comments

- Question asked of what is difference between a ban and a regulated item? Ms. Cooper explained that a regulated item is a method of a ban where if a regulated item is disposed as garbage (based on a pre-determined threshold), a higher tipping fee is applied to the entire load and paid for at the time of disposal. The SCRD currently uses this model. Items become regulated either as directed by the Ministry of Environment or as identified in SCRD bylaws.
- Some elected officials prefer materials being regulated vs a ban to encourage rather than enforce.
- Majority support an education period first, then implementing and enforcing bans on certain materials.
- One comment regarding need to update SCRD bylaws to include regulated or banned materials.
- One comment regarding unique barriers for residents in townhomes/condos.



### REGIONAL BAN ON RECYCLABLE MATERIALS

#### Support Expressed

- Broad support to implement a regional ban on regulated recyclable materials (i.e. materials accepted via a provincial stewardship program)
- One suggestion to have significant fines for non-compliance with regulated materials.

#### Concerns Expressed

- No concerns mentioned.



## **REGIONAL FOOD SCRAPS BAN – COMMERCIAL AND RESIDENTIAL**

### **Support Expressed**

- Broad support for a ban on commercial food scraps from the landfill and prioritizing this initiative over a residential food scraps ban.

### **Concerns Expressed**

- No concerns mentioned.

### **Questions/Comments**

- Some comments regarding how to enforce a food scraps ban and having thresholds at the landfill.
- One comment to budget for a commercial food scraps ban for implementation in 2018.
- One comment to implement both commercial and residential food scrap bans to be fair and keep a level playing field.



## **REGIONAL CURBSIDE COLLECTION SERVICES**

### **Support Expressed**

- Very limited support for regional curbside collection services.
- Some elected officials from member municipalities indicated that support for regional curbside services may occur in a few years if and once municipalities and SCRD have their own curbside services and programs in place.
- May be opportunities for regional cooperation on services and programs (i.e. consistent messaging or joint negotiations with haulers) rather than service delivery.

### **Concerns Expressed**

- Concerns from member municipalities regarding regional service costs and cross-subsidization of regional services.
- Comments from member municipalities regarding losing autonomy on service provision and slow pace at the regional level regarding contract tendering.
- Frustration expressed regarding current lack of willingness to collaborate on a regional service.

### **Questions/Comments**

- Comments regarding ability at municipal level to be more flexible and nimble than at the regional level.
- One comment stating that if curbside organics happens, then curbside garbage collection could shift to every-other-week (EOW).



## **POLICY DECISIONS AND COMMUNICATIONS IMPROVEMENT**

### **Suggestions/Comments**

- Broad support for continued opportunities for SCRD Board to Council communications and information sharing via issue-specific workshops/meetings, presentations to councils, etc.
- Create a formal task force made up of elected officials and staff.
- Improve SCRD staff to municipal staff communications.
- Suggestion to use community associations as a communication tool to residents.

- Continued support for the SCRD Community Dialogues and SCRD Bulletin Board ad in Coast Reporter.

## **LANDFILL MANAGMENT**

### **Support Expressed**

- Broad support for SCRD staff to investigate engineered options and financial implications to extend the lifespan of the Sechelt Landfill at its current location.
- Some support to begin landfill siting research now.
- Some support to begin analysis now regarding various disposal options and costs.

### **Concerns Expressed**

- One concern about the possible inability to site a new landfill in the remaining landfill capacity timeframe. Siting a landfill takes time and there is limited time.
- One concern about the current site of the Sechelt Landfill.
- Concerns if landfill were to close that the SCRD would have limited to no control or authority over its waste flow and could be held hostage to external forces and market conditions.

### **Suggestions/Comments**

- One comment that the Ministry of Environment will want to see that the SCRD is doing all it can regionally regarding waste reduction and diversion prior to landfill siting.

### **Supporting Documents**

The following supporting documents are attached to this report:

Appendix 1: Summary Results of the Discussion by Jurisdiction

Appendix 2: Presentation

# Appendix 1

## Discussion Summary

Questions for Workshop Participants	Member Municipality
	District of Sechelt
<b>#1. Will you support the implementation of regional bans with the following:</b>  <b>1a) Recycling bans?</b> <b>1b) Food scraps – commercial?</b> <b>1c) Food scraps – residential?</b>	<p>1a) Yes</p> <p>1b) Three council members yes; one prefers education first then ban.</p> <p>1c) Two council members yes; one yes but need to determine threshold; one prefers education first, then ban.</p> <p><i>Additional Comments:</i></p> <ul style="list-style-type: none"> <li>• <i>Budget now and start commercial diversion program for 2018</i></li> </ul>
<b>#2. Do you want to be a part of a regional service for curbside collection with the following:</b>  <b>2a) Garbage</b> <b>2b) Recycling</b> <b>2c) Organics</b>	<p>2 a - c) Two members of the DOS Council said yes if contracts can be coordinated.</p> <p>2 a - c) Two members of the DOS Council said no to a regional service for curbside collection but could see opportunities for regional collaboration.</p> <p><i>Additional Comments:</i></p> <ul style="list-style-type: none"> <li>• <i>Municipalities can be more flexible than regional districts.</i></li> <li>• <i>Regional service has cross-subsidization across the region; a question for municipalities is whether they want to cost subsidize more rural areas/islands; would want to know benefits of regional service.</i></li> <li>• <i>See opportunities for regional cooperation rather than regional service (ie. all parties sitting down with haulers to negotiate a better deal)</i></li> </ul>
<b>#3. How can policy decisions and communications be improved?</b>	<ul style="list-style-type: none"> <li>• <i>Expertise from SCRD on particular issues is beneficial to the member municipalities and is beneficial to share information to municipal councils.</i></li> <li>• <i>Does not want regular coordinated meetings but happy to have presentations at council meetings by SCRD and/or meetings about specific issues.</i></li> </ul>
<b>Additional question asked at the end of the workshop:</b>  <b>Is there something elected officials would like to see in terms of better landfill management?</b>	<ul style="list-style-type: none"> <li>• <i>Would like to know options and financial implications to extend life of the landfill and would like to know if current landfill site can be expanded.</i></li> <li>• <i>Need to start siting/landfill options research now.</i></li> <li>• <i>Public needs to know about the work being done, the challenges and decisions needed to be made; need to know we are looking at all options and impact.</i></li> </ul>



Questions for Workshop Participants	Member Municipality Town of Gibsons
<p><b>#1. Will you support the implementation of regional bans with the following:</b></p> <p>1a) Recycling bans? 1b) Food scraps – commercial? 1c) Food scraps – residential?</p>	<p>1a) Yes</p> <p>1b) Yes</p> <p>1c) One Councillor said probably and two Councillors said yes.</p> <p><i>Additional Comments:</i></p> <ul style="list-style-type: none"> <li>•One Councillor said do education first and then do a ban if and when necessary.</li> <li>•Another Councillor commented that SCRD should do both commercial and residential bans; needs both to be fair and everyone should be on the same playing field.</li> </ul>
<p><b>#2. Do you want to be a part of a regional service for curbside collection with the following:</b></p> <p>2a) Garbage 2b) Recycling 2c) Organics</p>	<p>2a) May be possible to have regional garbage service to have economies of scale; can't provide bulk pricing when there are 4 separate tenders being issued.</p> <p>2 b – c) No to a regional service of this nature; depot service has worked quite well.</p> <p><i>Additional Comments:</i></p> <ul style="list-style-type: none"> <li>•Municipalities can be more nimble than regional districts. In short term may want to move ahead with municipal-level program for organics and then could consider a regional service in the future if everyone has a program.</li> <li>•Would need to be a good reason to give up autonomy regarding service provision.</li> <li>•One councillor would prefer regional efforts go to a model resource recovery facility similar to Ladysmith.</li> </ul>
<p><b>#3. How can policy decisions and communications be improved?</b></p>	<ul style="list-style-type: none"> <li>•SCRD Board to municipal council communication is key.</li> <li>•Recommendation from SCRD to have council/board member to meet bimonthly or quarterly to build connection between SCRD and municipalities.</li> <li>•Issue-specific meetings for elected officials are helpful</li> </ul>
<p><b>Additional question asked at the end of the workshop:</b></p> <p>Is there something elected officials would like to see in terms of better landfill management?</p>	<p>None.</p>

Questions for Workshop Participants	Member Municipality Sechelt Indian Government District
<b>#1. Will you support the implementation of regional bans with the following:</b>  <b>1a) Recycling bans?</b> <b>1b) Food scraps – commercial?</b> <b>1c) Food scraps – residential?</b>	1a) Yes  1b) Yes  1c) Yes
<b>#2. Do you want to be a part of a regional service for curbside collection with the following:</b>  <b>2a) Garbage</b> <b>2b) Recycling</b> <b>2c) Organics</b>	2a – c) Would support a regional model  <i>Additional Comments:</i>  •Has curbside garbage and recycling service  •Very much supports curbside organics
<b>#3. How can policy decisions and communications be improved?</b>	•SCRD is doing a great job
<b>Additional question asked at the end of the workshop:</b>  <b>Is there something elected officials would like to see in terms of better landfill management?</b>	•Would like staff to report on landfill siting and do this research.  •SIGD does not like current landfill location, would like the site to be moved to a different location.

Questions for Workshop Participants	<div>SCRD</div> <div>Electoral Area A: Pender Harbour &amp; Egmont</div>
<p><b>#1. Will you support the implementation of regional bans with the following:</b></p> <p>1a) Recycling bans? 1b) Food scraps – commercial? 1c) Food scraps – residential?</p>	<p>1a) Yes 1b) Yes 1c) Yes</p> <p><i>Additional Comments:</i></p> <ul style="list-style-type: none"> <li>•Have significant fines for non-compliance for any regulated items</li> </ul>
<p><b>#2. Do you want to be a part of a regional service for curbside collection with the following:</b></p> <p>2a) Garbage 2b) Recycling 2c) Organics</p>	<p>2a – c) No, unless there is a feasibility study.</p> <p><i>Additional Comments:</i></p> <ul style="list-style-type: none"> <li>•Could be possible with cost and options presented.</li> <li>•Would be expensive to implement in Area A.</li> <li>•Curbside services wouldn't eliminate the need for the transfer station/recycling depot.</li> </ul>
<p><b>#3. How can policy decisions and communications be improved?</b></p>	<ul style="list-style-type: none"> <li>•Thinks meetings where Board and municipal councils get together is critical to make proper policy decisions.</li> </ul>
<p><b>Additional question asked at the end of the workshop:</b></p> <p><b>Is there something elected officials would like to see in terms of better landfill management?</b></p>	<ul style="list-style-type: none"> <li>•Would like to see disposal and landfill options in a report.</li> <li>•Engineered solutions at current landfill need to be considered.</li> <li>•SCRD cannot eliminate option for new landfill siting, research should be done.</li> </ul>

Questions for Workshop Participants	SCRD
	Electoral Area B: Halfmoon Bay
<b>#1. Will you support the implementation of regional bans with the following:</b>  <b>1a) Recycling bans?</b> <b>1b) Food scraps – commercial?</b> <b>1c) Food scraps – residential?</b>	1a) Yes  1b) Yes  1c) No  <i>Additional Comments:</i>  •Target commercial organics
<b>#2. Do you want to be a part of a regional service for curbside collection with the following:</b>  <b>2a) Garbage</b> <b>2b) Recycling</b> <b>2c) Organics</b>	•Curbside recycling is more of a need for Area B than curbside organics.
<b>#3. How can policy decisions and communications be improved?</b>	•Get word out via community associations.  •Community Dialogues are a big move for opening up communications channels.  •SCRD Bulletin Board is useful.
<b>Additional question asked at the end of the workshop:</b>  <b>Is there something elected officials would like to see in terms of better landfill management?</b>	None.

Questions for Workshop Participants	SCRD
	Electoral Area D: Roberts Creek
<b>#1. Will you support the implementation of regional bans with the following:</b>  1a) Recycling bans? 1b) Food scraps – commercial? 1c) Food scraps – residential?	1a) Yes  1b) Yes  1c) Yes
<b>#2. Do you want to be a part of a regional service for curbside collection with the following:</b>  2a) Garbage 2b) Recycling 2c) Organics	2a) Yes  2b) More of a challenge to justify as a regional service  2c) Yes for regional organics service as long as it is part of a regional effort, more difficult to justify to residents if it is piecemeal  <i>Additional Comments:</i>  <ul style="list-style-type: none"> <li>•Expressed frustration regarding regional collaboration.</li> <li>•Decisions have been made to prioritize certain initiatives in SWMP; feels regional collaboration is the way to do it; now is the time to collaborate.</li> </ul>
<b>#3. How can policy decisions and communications be improved?</b>	<ul style="list-style-type: none"> <li>•Feels there is an opportunity for improved communication from the Board to municipal council level; host more workshops and meetings between Board and municipal councils.</li> <li>•Improve communications on a staff to staff level.</li> <li>•May need to increase staff capacity at regional district.</li> </ul>
<b>Additional question asked at the end of the workshop:</b>  <b>Is there something elected officials would like to see in terms of better landfill management?</b>	<ul style="list-style-type: none"> <li>•Landfill next steps will need Ministry of Environment (MOE) involvement</li> <li>•MOE will want due diligence and will want to see that we are doing all we can regionally regarding waste reduction and diversion prior to landfill siting.</li> </ul>

Questions for Workshop Participants	SCRD
	Electoral Area E: Elphinstone
<b>#1. Will you support the implementation of regional bans with the following:</b>  <b>1a) Recycling bans?</b> <b>1b) Food scraps – commercial?</b> <b>1c) Food scraps – residential?</b>	<i>Comments:</i>  <ul style="list-style-type: none"> <li>•Prefers regulations over bans</li> <li>•Encourage people to do the right thing over enforcement.</li> </ul>
<b>#2. Do you want to be a part of a regional service for curbside collection with the following:</b>  <b>2a) Garbage</b> <b>2b) Recycling</b> <b>2c) Organics</b>	<i>Comments:</i>  <ul style="list-style-type: none"> <li>•Constituents never ask for curbside service.</li> <li>•Constituents do ask how to get better depot services or what is happening to the recycling depot.</li> </ul>
<b>#3. How can policy decisions and communications be improved?</b>	<ul style="list-style-type: none"> <li>•Keep the public updated on progress even if no decisions are made.</li> </ul>
<b>Additional question asked at the end of the workshop:</b>  <b>Is there something elected officials would like to see in terms of better landfill management?</b>	<i>None.</i>

Questions for Workshop Participants	<div>SCRD</div> <div>Electoral Area F: West Howe Sound</div>
<p><b>#1. Will you support the implementation of regional bans with the following:</b></p> <p>1a) Recycling bans? 1b) Food scraps – commercial? 1c) Food scraps – residential?</p>	<p>1a) Yes</p> <p>1b) Yes</p> <p>1c) Yes</p> <p><i>Additional Comments:</i></p> <ul style="list-style-type: none"> <li>• <i>Would need to have bylaw amendments.</i></li> <li>• <i>ICI should be prioritized; more organics in ICI than in residential.</i></li> </ul>
<p><b>#2. Do you want to be a part of a regional service for curbside collection with the following:</b></p> <p>2a) Garbage 2b) Recycling 2c) Organics</p>	<p>2a – c) Thinks a regional service makes a lot of sense for all three.</p> <p><i>Additional Comments:</i></p> <ul style="list-style-type: none"> <li>• <i>Efficiencies, communications, consistency makes sense for regional organics service.</i></li> <li>• <i>Regarding recycling, as long as there is a depot, then community will find ways to maximize that location for recycling.</i></li> <li>• <i>Curbside organics could be rolled out incrementally in more dense neighbourhoods in Area F.</i></li> <li>• <i>If curbside organics happens then garbage service could then become every other week.</i></li> </ul>
<p><b>#3. How can policy decisions and communications be improved?</b></p>	<ul style="list-style-type: none"> <li>• <i>Create a formalized task force from all 4 levels of government.</i></li> <li>• <i>This could be a mix of elected officials and staff to continue the communication and collaboration to ensure proper representation and take message back to respective Board/Councils.</i></li> </ul>
<p><b>Additional question asked at the end of the workshop:</b></p> <p><b>Is there something elected officials would like to see in terms of better landfill management?</b></p>	<ul style="list-style-type: none"> <li>• <i>Unsure how landfill siting options will get resolved in the remaining landfill capacity timeframe.</i></li> <li>• <i>Should be looking at other things rather than landfill siting.</i></li> </ul>

Presentation

## Elected Official Solid Waste Workshop

Tuesday, October 24, 2017

[www.scrd.ca](http://www.scrd.ca)



## Purpose of Elected Official Workshop

- Gain a better understanding of where there are opportunities for collaboration and where member municipalities have a desire to manage their own programs.
- To identify strategies to effectively manage diversion programs to extend the life of the Sechelt Landfill.

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# Workshop Agenda

- 1) Legislation Overview
- 2) Understanding Today's Context & Service Delivery
- 3) Best Practices in BC

Lunch

- 4) Opportunities for Collaboration (discussion)
- 5) Making Decisions for Tomorrow
- 6) Next Steps

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## Legislation Overview

### Local Government Act

- Copy in binders for reference.
- Requires Regional Districts to manage solid waste and landfill services.
- 1 of 2 legislative services; the other is 911/emergency.

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# Legislation Overview

## Ministry of Environment

### Environmental Management Act

- Landfill development, operations, closure, environmental monitoring
- Solid Waste Management Plan (SWMP)
- Recycling Regulation
- Reporting
- Performance Measures

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# Legislation Overview

## Ministry of Environment

### 2016/17 – 2018/19 Service Plan

### Solid Waste Performance Measures by 2019/2020

- 350 kg/pp/yr
  - Kg of solid waste disposed per person per year
- 75%
  - BC population covered by organic waste disposal restriction

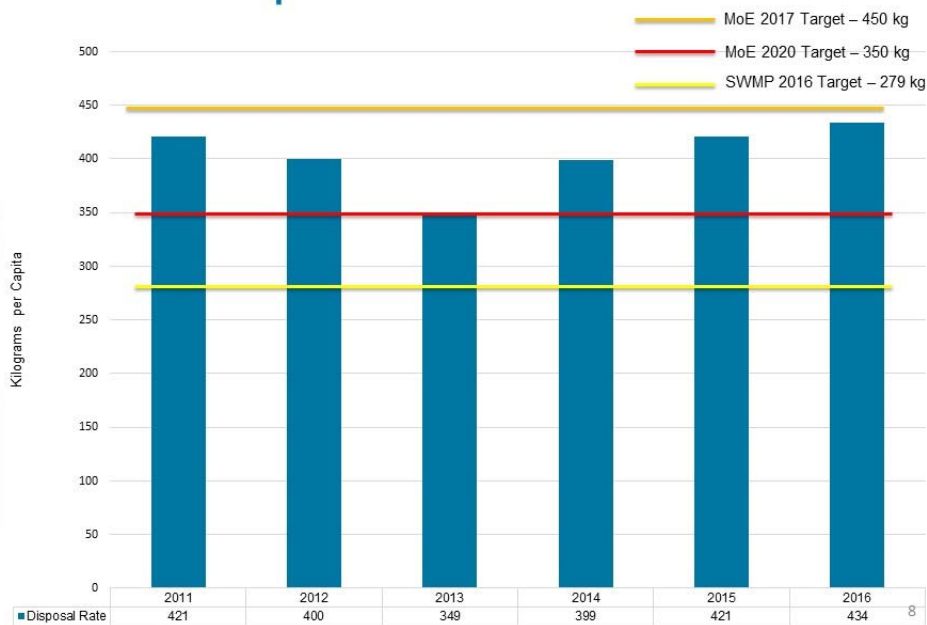
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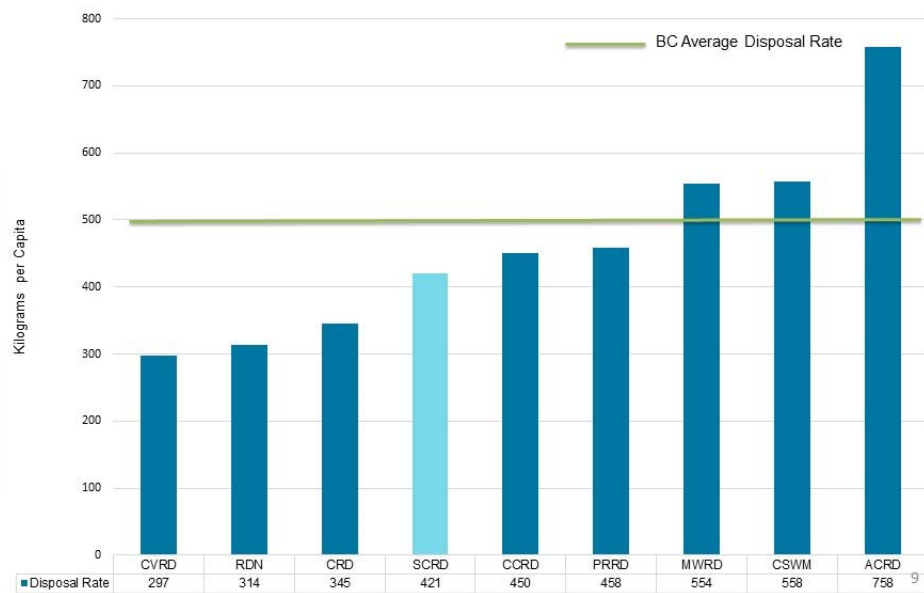
## SCRD's SWMP



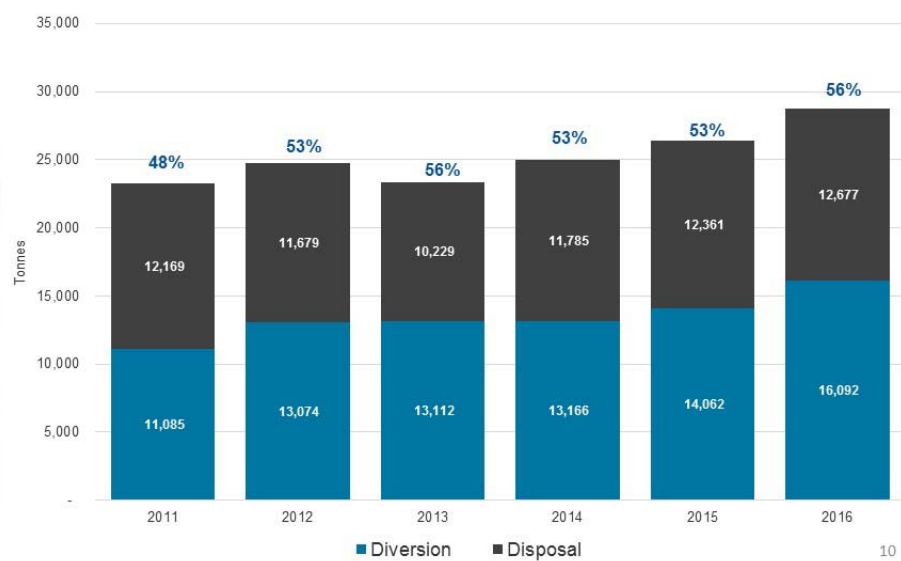
## SCRD Disposal Rate



## AVICC Disposal Rates 2015



## SCRD Regional Diversion



## Current Context

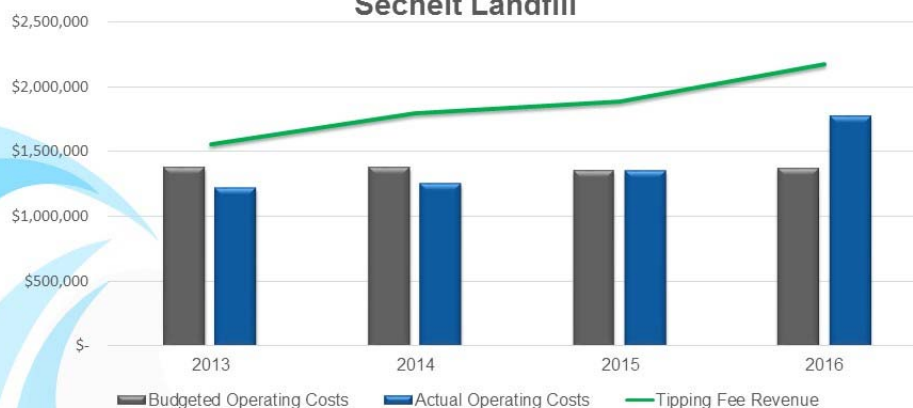
- 1 landfill, 1 transfer station, 3 closed landfills
- 3 recycling depots
- Sechelt Landfill site life of 10 years, to the end of 2026
- Landfill & Transfer Station subject to varying conditions
  - Many materials require delivery off-coast for processing
  - Good economy = increased tonnage received
  - Commodity prices for revenue of recyclables (metal) fluctuate
  - Influx of new residents and development
  - Influenced by seasonal residents and visitors

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## Funding & Expenditures

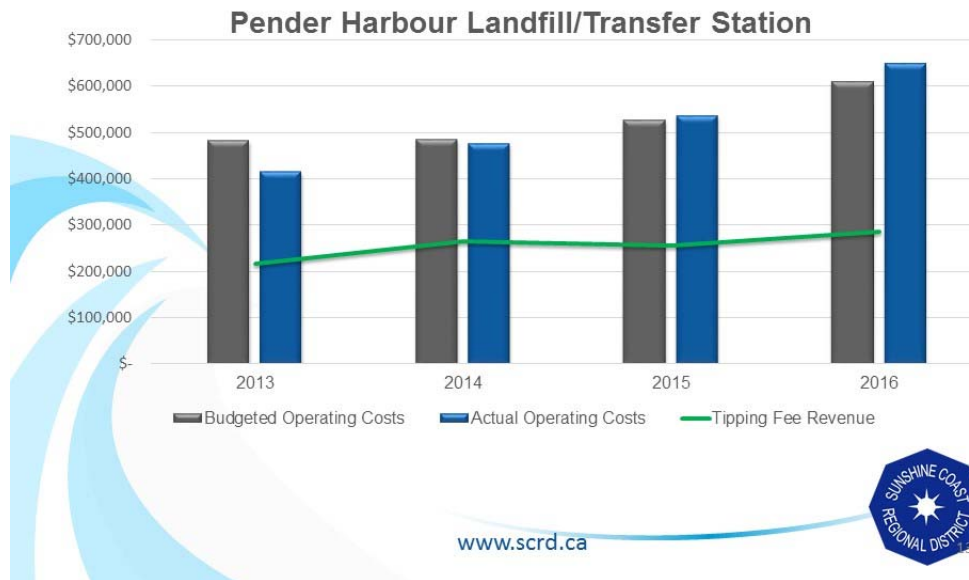
**Sechelt Landfill**



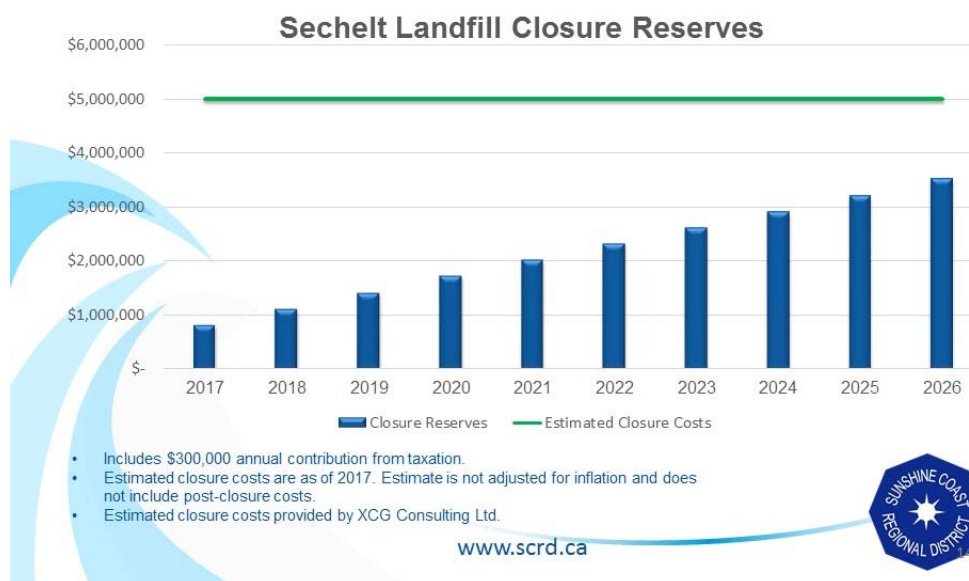
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## Funding & Expenditures



## Funding & Expenditures





## Current Service Delivery Model

### Pender Harbour Solid Waste

Funded from tipping fees

### Pender Harbour Transfer Station

- Open Mon, Wed-Sun summer only
- Closed Tue year round
- Closed Sundays & stat holidays in winter
- 1 scale
- Site operation by contractor

### Recycling at Transfer Station

- Appliances, cardboard, drywall, mattresses, metal, propane tanks, tires, wood
- Shareshed

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## Current Service Delivery Model

### Sechelt Solid Waste

Funded from tipping fees

### Sechelt Landfill

- Open Tue-Sun
- Closed Mon year round & stat holidays in winter
- 1 scale
- Site operation by contractor

### Recycling at Landfill

- Appliances, cardboard, drywall, mattresses, metal, paint, propane tanks, tires, wood
- Shareshed

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## Current Service Delivery Model

### Residential Green Waste

Funded from taxation

#### Depot Services – Residential only

Drop-off at 3 locations

- i. Gibsons - Town of Gibsons
- ii. Sechelt - Salish Soils
- iii. Pender Harbour - Transfer Station (SCRD)

#### Commercial Green Waste

Funded from Tipping Fees

Commercial Drop-off at 2 locations

- i. Sechelt: at Landfill
- ii. Pender Harbour: at Transfer Station

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## Current Service Delivery Model

### Regional Recycling

Funded from taxation

#### Depot Recycling Service – Residential Only

Drop-off at 3 depots

- i. Gibsons - Gibsons Recycling
- ii. Sechelt - Salish Soils
- iii. Pender Harbour - GRIPS

#### Materials Accepted

- RecycleBC: Cardboard, glass, paper, plastic & metal containers, plastic film, polystyrene
- Books: Gibsons only

Note: Depots may accept other materials in addition to the SCRd funded materials.

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# Current Service Delivery Model

## SCRD Refuse Collection

Funded from user fees

### Garbage

- Weekly collection, curbside, one 77L can limit
  - Remote container service in 3 locations
- Extra garbage with tag, \$2.50 per tag
- Portions of Areas B, D, E, F

### Clean Up Coupon

- 1 “free” load up to 450 kg
- Requires being delivered to Sechelt Landfill
  - Includes one month drop-off at a South Coast location (contracted service)
- For SCRd residences that receive garbage collection

Note: Area A residences do not receive curbside garbage collection

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# Current SCRd Bylaws

## Bylaw 405 – Landfill Site Regulations, Rules & Fees

- Tipping fee based on material type
- Identifies recyclables materials that must be diverted or double tipping-fee applies at time of transaction
- Gaps:
  - Cardboard, EPR items are not listed as recyclable material
  - Food scraps is not listed as recyclable material

## Bylaw 431 – Refuse Collection Regulations, Rules & Fees

- “Collectible Garbage” provides exclusions
- One can limit, 77L
- Extra garbage with use of tag
- Gaps:
  - No exclusion for: recyclables or food scraps
  - Does not indicate place garbage out morning of collection (wildlife)

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## SWMP Initiatives & Timeline

### 2016-2017

Curbside Collection for Food Scraps

Every-other-week (EOW) Garbage Collection

Pay-as-you-throw Garbage Collection

### 2017-2018

Enhanced Drop-off and Resource Recovery Facilities in:  
Pender Harbour, Sechelt, Gibsons

### 2019

Business Waste Diversion

C&D Waste Diversion

Deconstruction & Salvaging

### 2020

Community Swap Day Pilot Program

Waste Stream Control System

Land Use Policies

### On Hold

Curbside Collection for recyclables

Timeline adopted by SCRD Board Dec 2015

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## 2017 Progress

- March 2 Solid Waste Board Workshop was held
  - Agreement to extend the life of the Sechelt Landfill
  - Agreement on the need to be able to measure the effectiveness of the programs impact (+/-) on the landfill
  - The work plan has taken the approach that the landfill will be managed through diversion programs
- Jul 20 Draft Organics Diversion Strategy was presented
  - Adopted as Draft
  - Sep 21 Timeline was presented; deferred until after Oct 24

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## Upcoming Service Delivery Decisions

Date	Service	Extension Option
December 2017	Draft Organics Diversion Strategy: adopt final Strategy and implement	n/a
October 31, 2018	Expiration of Green Waste contracts for processing and hauling	Yes
November 30, 2018	Expiration of contracts with RecycleBC and the 3 Recycling Depot operators	Yes
December 31, 2018	Expiration of Residential Green Waste Site Operations contract	No
February 28, 2019	Expiration of curbside garbage collection contract; issue RFP in March 2018	No

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Best Practices in BC  
Regional District of Nanaimo Solid Waste Management Planning  
Presented by: Carey McIver

## CRISIS & COLLABORATION

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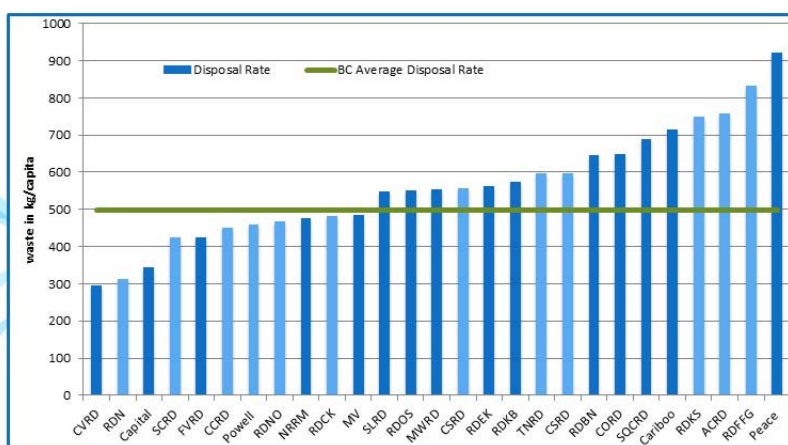
## Regional District Disposal Rates 2015



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## Regional District Clients



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## Regional District of Nanaimo



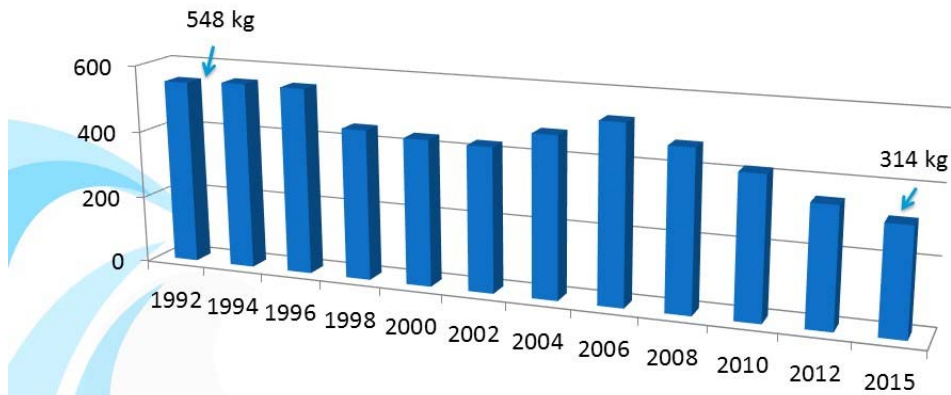
## RDN Demographics

- Population 156,000
  - Residential collection:
    - City of Nanaimo: 27,600 single family households
    - RDN: 28,130 single family & SFE households
  - ICI collection : Private Sector
    - Commercial waste
    - Multi-Family residential
      - 6,000 townhouses in City of Nanaimo
      - 5,700 apartments region-wide
  - RDN responsible for planning and disposal
    - Regional Landfill
    - Church Road Transfer Station

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## Annual Per Capita Disposal Rate



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## Why Did RDN Succeed?

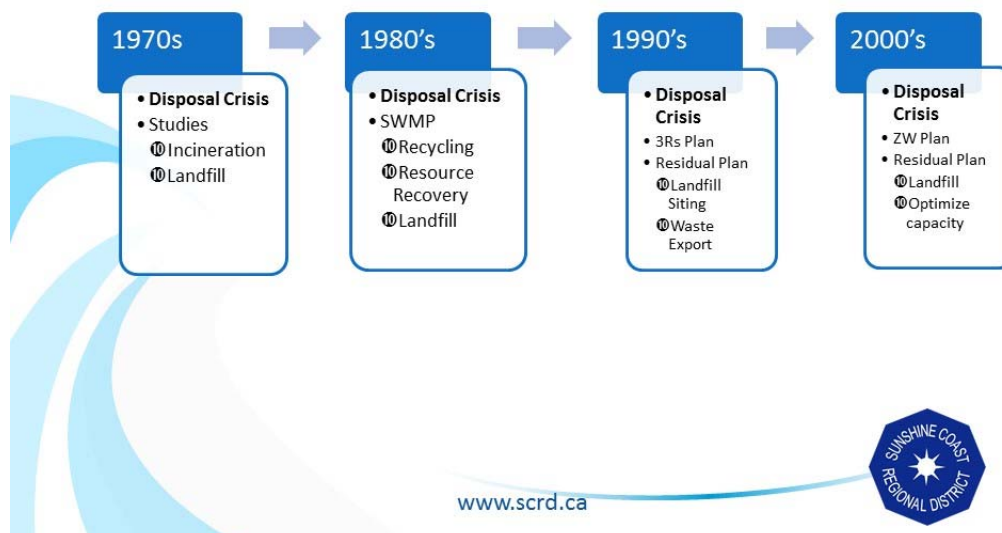
### *"Visionary Politicians and Activist Staff"*

1. A Sense of Urgency – Disposal Crisis
2. Creating a Guiding Coalition – Regional Collaboration
3. Developing a Vision and Strategy - SWMP
4. Employees for Broad Based Action/Collaborative Implementation

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# Solid Waste Management Planning



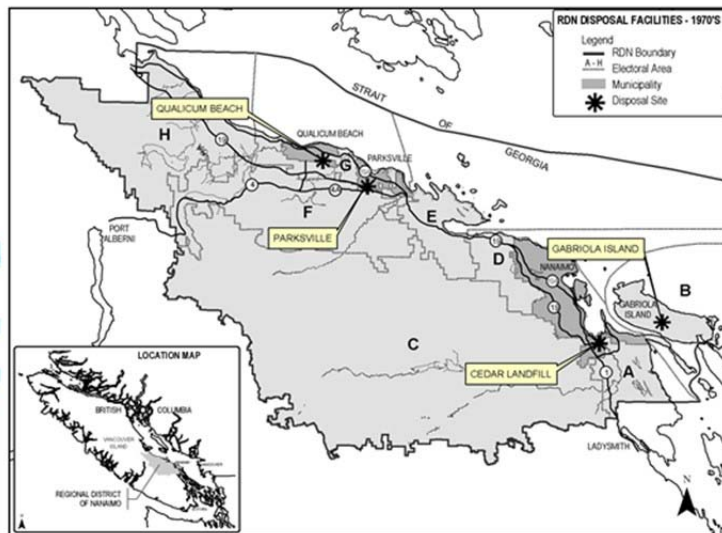
## SWMP – 1970's



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## The 1970's



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## SWMP– 1980's

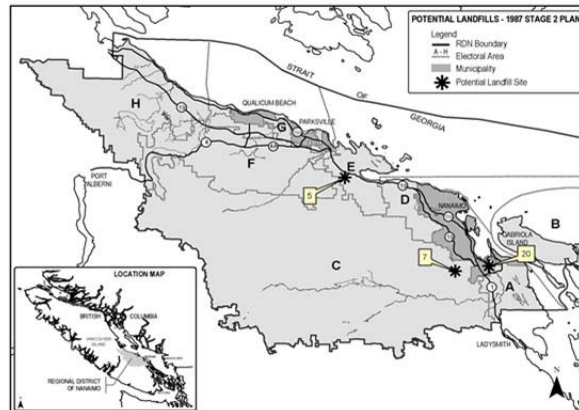


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## Stage 2 Potential Sites - 1987



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## 1988 Solid Waste Management Plan

- A recycling program to service all of the RDN
- A resource recovery plant at Site 20 (Cedar Landfill)
- A transfer station in School District 69.
- A landfill at Site 20 with a liner and leachate collection system sized to last 60 years provided it is supplemented with a resource recovery plant
- A review process every few years to determine any changes to the Plan

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# Recycling Coordinator 1989



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# 1991 RDN Blue Box Program



- Partnership
  - City of Parksville
  - Town Qualicum Beach
  - 8 Electoral Areas
  - City of Nanaimo
- Utility billing
- Weekly garbage
- Bi-Weekly Recycling
- Can Limits and Tags

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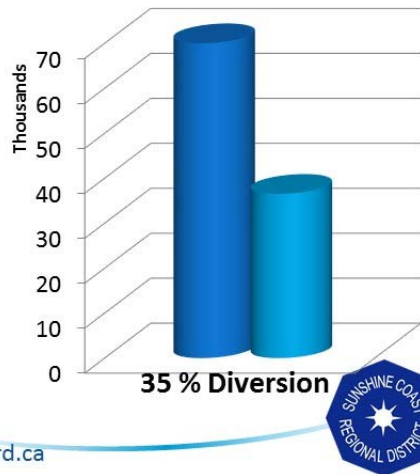


# SWMP – 1990's

## Disposal Crisis



## Collaboration



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# 1991 SWMP Review



- Brini plant fails to obtain financing
- Cedar landfill full in 8-10 years without increased diversion
- Province sets new goal of 50% diversion by 2000

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## 1992 SWMP Review

- Public information and education programs promoting the 3Rs;
- Policy initiatives which provide low or no cost incentives for the 3Rs;
- Expanded source-separated material recovery systems;
- Convenient composting sites for the public drop-off of clean yard wastes;

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## 1992 SWMP Review

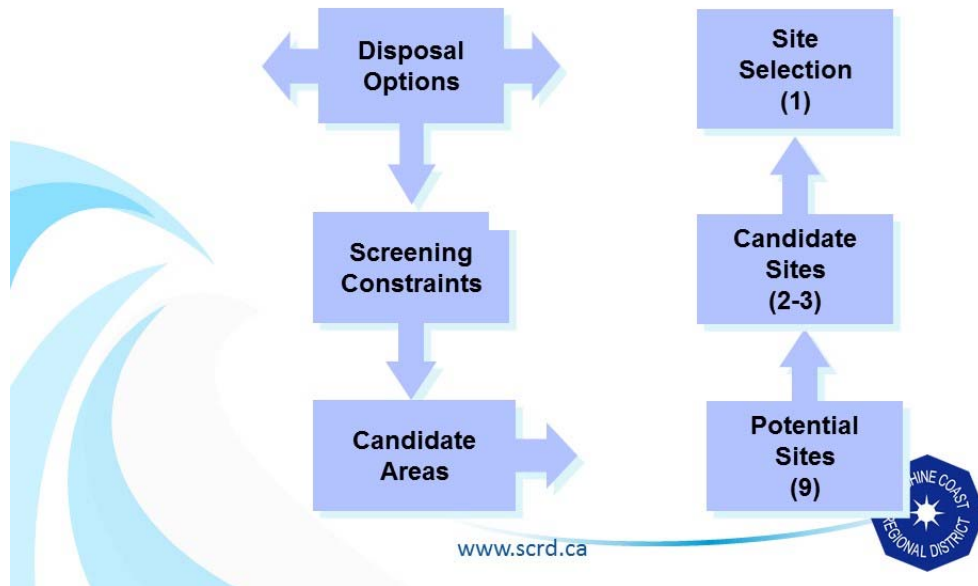
- Facilities which process source-separated recyclables, which compost source-separated food and yard waste; and which process/recover the remaining mixed waste stream;
- Continued use of the transfer station in School District 69;
- Optimal use of the new landfill; and,
- Selection of a new landfill site no later than 1995

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## Landfill Site Selection Process



## Landfill Site Selection Process

- May 1995 – Screening Constraints
- June 1995 – Candidate Area Map
- Sept 1995 – Selection of Potential Sites (process on hold)
- May 1996 – Plan Nanaimo



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# 1996 Plan Nanaimo

"The Forgotten People"



Landfill Host Community 1960's

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## Landfill Siting Process

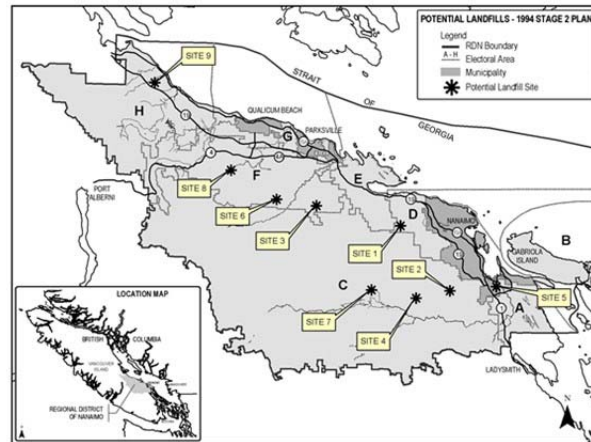
- Oct. 1996 – Ranking Potential Sites
- Dec. 1996 – Alternative Disposal Options
- January 1997 – Public Review of Potential Sites
- April 1997 – Recommendation of Candidate Sites



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## Potential Sites 1997



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## Landfill Siting Process

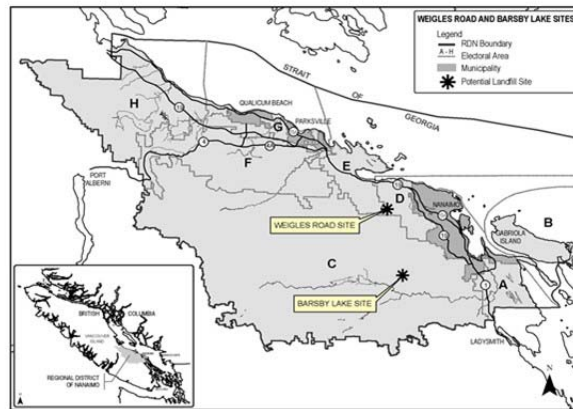
- May–Sept 1997 - Alternative Residual Waste Management Options
- October 1997: Waste Export RFP
- January 1998: Alternative Disposal Options
- Feb 1998: Landfill Siting Process Resumes
- Oct 1998 – On-Site Investigation of Candidate Sites



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## 1998 Candidate Sites



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## 1998 Disposal Options Review

Preliminary  
Investigation  
Candidate Sites

Alternative  
Options  
Review

1998

Technical  
Economic  
Environmental  
Social  
Analysis

Technical  
Economic  
Environmental  
Social  
Analysis

Decision  
Landfill or  
Alternative

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# Landfill Siting Process

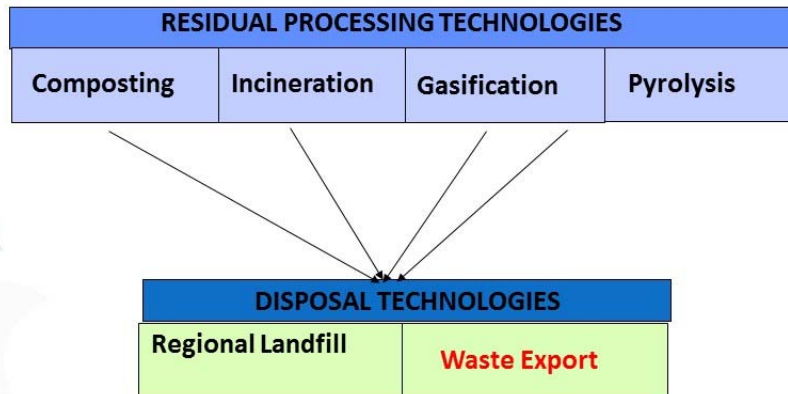
- Nov 1998 – Alternative Disposal Options
- Jan 1999 – MSW Composting RFP
- April 1999 – Alternative Residual Management Options Working Papers
- April 1999 – Candidate Sites Assessment Working Papers
- August 1999 – Comparative Analysis of Processing and Disposal Options



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## 1999 Comparative Analysis



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## 1995 3RS Plan

50%

- Phase 1
- Residential/ICI Recycling; Disposal Bans

60%

- Phase 2
- Construction/Demolition Waste Bans

77%

- Phase 3
- Regional Compost Facility; ICI/Residential Collection

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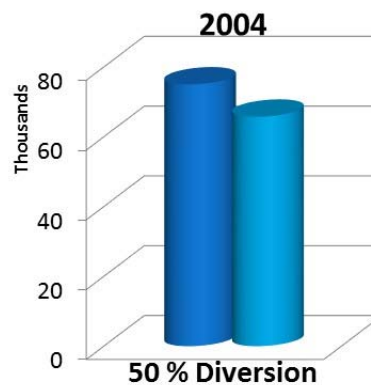


## SWMP– 2000's

Disposal Crisis – Export \$\$



Collaboration



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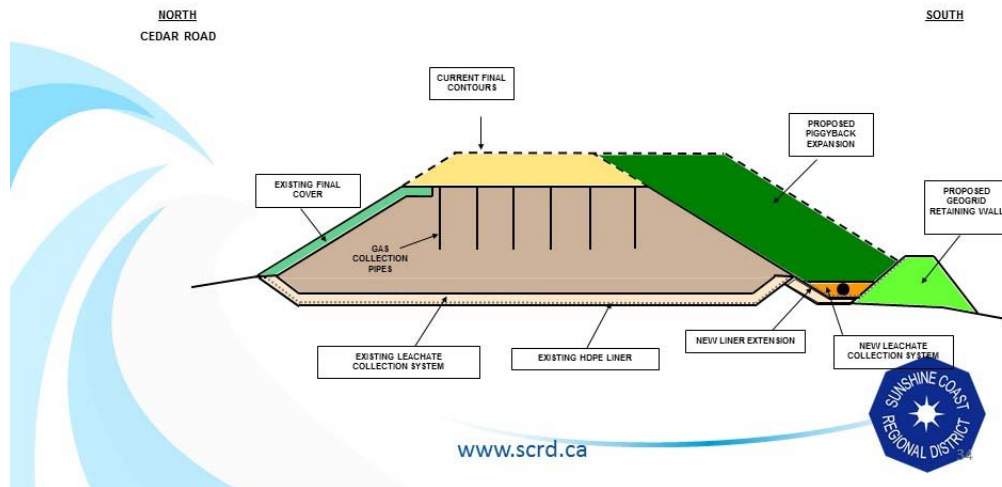


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# Capacity Optimization at Landfill



## Post Closure Nature Park



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## Public Park Concept – Phase 1

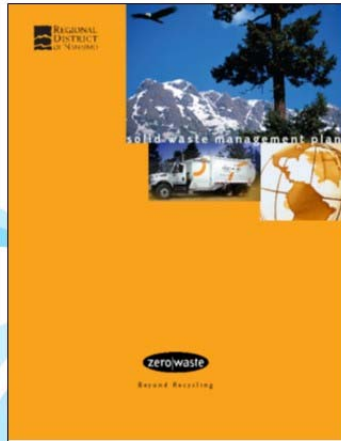


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## 2004 Solid Waste Management Plan



- Mandated by Province (EMA)
- RDN SWMP
  - Prepared 1988
  - Amended 1996 – 3R's Plan
  - Amended 2004
- Zero Waste Plan (75%)
  - Demand Management
  - WSML Bylaw
- Residual Waste Management Plan
  - Disposal infrastructure - supply
  - Optimize existing capacity

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## 2004 Zero Waste Plan

*"...continuously strive to reduce the amount of waste requiring disposal."*



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## RDN Zero Waste Program

- Waste Stream Management Licensing
  - Private sector infrastructure
  - Level playing field
- Landfill Disposal Bans
  - Regulate
  - Collaborate
  - Educate
  - Enforce
- Single Family Collection Programs
  - Garbage, food waste & recyclables
  - User fees
  - Can limits
- Zero Waste Education & Promotion

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## WSML Bylaw

- Environmental protection
- Encourage private sector investment
- High standards in the operation of recycling facilities
- Common regulatory framework
- Illegal dumping prevention



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## Landfill Disposal Bans

- Gypsum (1991)
- Land clearing waste (1992)
- Corrugated cardboard (1993)
- Recyclable Paper (1997)
- Scrap Metal (1997)
- Tires (1997)
- Commercial organic waste (2005)
- Garden waste (2007)
- Wood Waste (2007)
- Stewardship Materials (2007)
- Household Plastic Containers (2009)
- Metal Food & Beverage Containers (2009)



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## Bans – Collaborate & Educate

- Collaborate with haulers
  - Regular meetings
  - Build trust
- Educate generators
  - Create data base
  - Workshops
  - Promotion/education materials
  - Follow-up



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## Enforcement

- Load inspection
- Violation notices
  - Issue to Hauler
  - 3x tipping fee
- Zero Waste Compliance Officer
  - Collaborate with hauler to educate generator
  - Site visits
  - Monitor violations



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## Zero Waste Compliance



- **Observe, record, report**
  - Investigate complaints
  - Identify responsible party
  - Responsible for clean-up
  - Contractor clean up for sites with no identification
  - Signage posted

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## User Pay Garbage Collection

- Full user-pay
- Utility bill \$147.50/yr
- Food waste weekly
- Garbage & recycling alternating bi-weekly
- Tags for extra garbage- \$2.00 per can



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## Promotion & Education



### Beans to bones in the bin!

Green bin curbside food and kitchen waste is coming in October. Watch the mail for your spring Zero Waste newsletter.

The Green Bin Program is a partnership of the Regional District of Kamloops and its member municipalities: Kamloops, Langville, Parksville and Qualicum Beach. [www.beyondcomposting.ca](http://www.beyondcomposting.ca)



Beyond Composting

[www.scrd.ca](http://www.scrd.ca)



## RDN Green Bin Program

### Beans to bones in the bin!

Green bin curbside food and kitchen waste is coming in October. Watch the mail for your spring Zero Waste newsletter.

The Green Bin Program - a partnership of the Regional District of Nanaimo and its member municipalities - Nanaimo, Lantzville, Parksville and Qualicum Beach. [www.beyondcomposting.ca](http://www.beyondcomposting.ca)



[www.scrd.ca](http://www.scrd.ca)



## 2007 Residential Food Waste Pilot



- 1,985 homes on three routes (mix of demographics including a rural route)
- Three partnering jurisdictions
  - Regional District
  - City of Nanaimo
  - Town of Qualicum Beach
- 12 month pilot project started October 2007

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## What is collected, and when?



- Target materials include cooked and raw food wastes and non-recyclable paper (kitchen towel, paper plates etc).



- Collection schedule is -
  - Food Waste weekly
  - Garbage and Recycling on alternate weeks

Week 1 – Food waste & garbage

Week 2 – Food waste & recycling

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## ... to curb ...



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... to compost



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## Results of Pilot

- Participation running at 75% +/-
- Set out weights range between
  - 2.0kg/week (Cedar) to
  - 2.43 kg/week (Chartwell)
  - 2.45 kg/week (Nanaimo)
- Diversion rates range from 55% (Cedar) to 68% (Nanaimo)



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## Green Bin in Rural Areas



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## Beyond Backyard Composting

- Fruit and vegetable scraps
- Egg Shells
- Coffee grounds, filters, tea bags
- Houseplants, cut & dried flowers
- *Food leftovers, plate scrapings*
- *Meat, fish, giblets, and bones*
- *Dairy products, butter, mayonnaise*
- *Bread, cereal, grains*
- *Pasta, pizza*
- *Baked goods, candies*
- *Soiled paper towels & tissues*
- *Ice cream cartons, milk & cream cartons*
- *Baking ingredients, herbs, spices*
- *Nuts and shells*



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## Some respondents' comments

"Best idea in years. Please expand to include entire area"  
*Chartwell resident*

"I thought I would not use it very much. We use it all the time because it is very convenient"  
*Nanaimo resident*

"We no longer have a raccoon problem"  
*Nanaimo resident*

"This program has made us more conscious of the amount of garbage we produce"  
*Chartwell resident*

"If everyone in the regional district used (it) that would certainly reduce waste going to the dump"  
*Cedar resident*

"Of course it takes a little care...(but) great benefits for very little additional time"  
*Cedar resident*

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## Infrastructure Requirements

### Collection



### Transfer



### Processing



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# Program Implementation

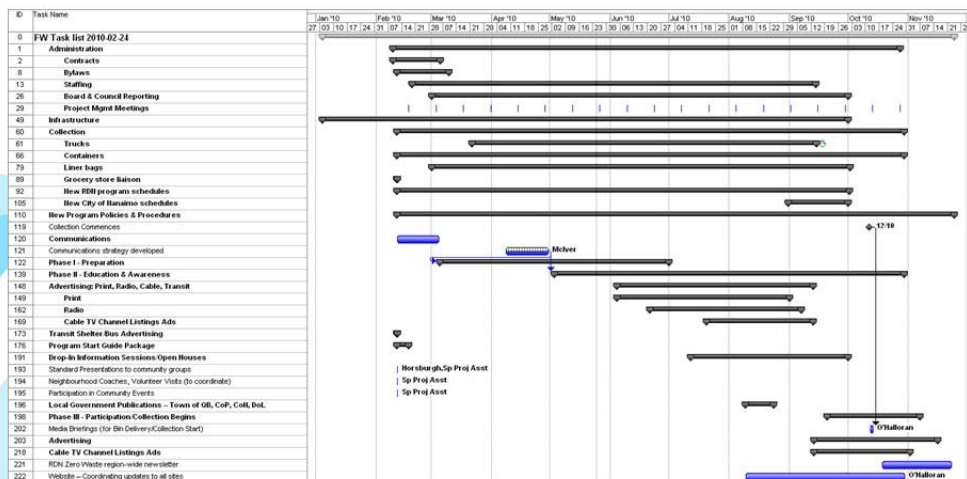
**Green Bin Program Launch October 2010!**



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## Integrated Project Plan

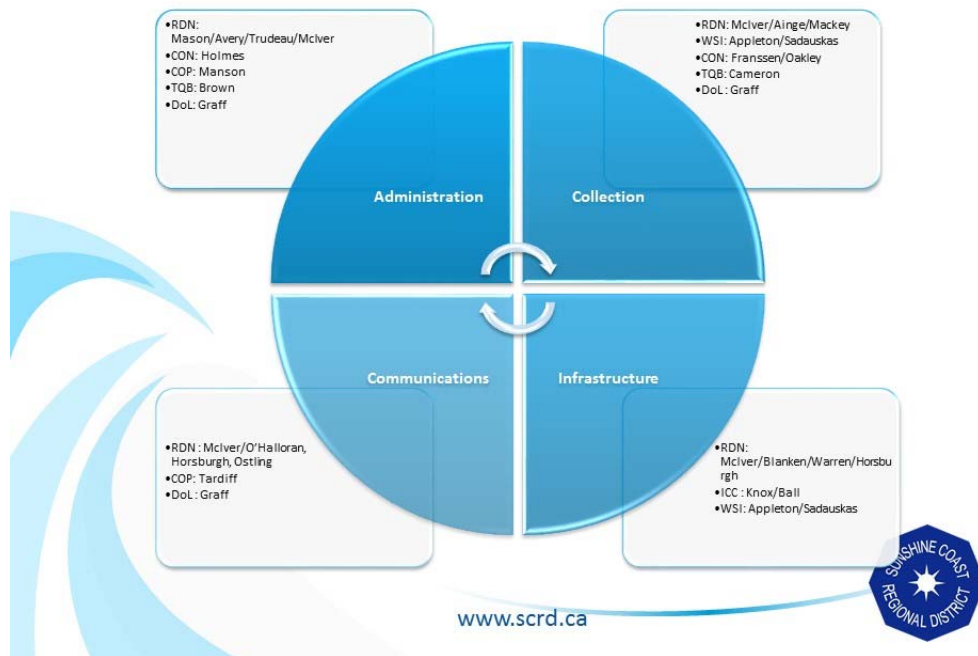


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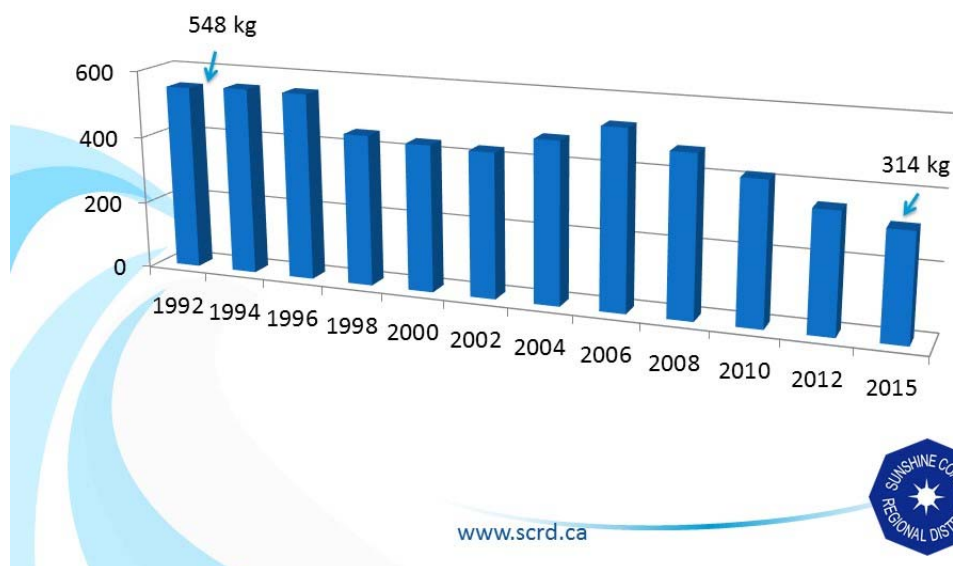




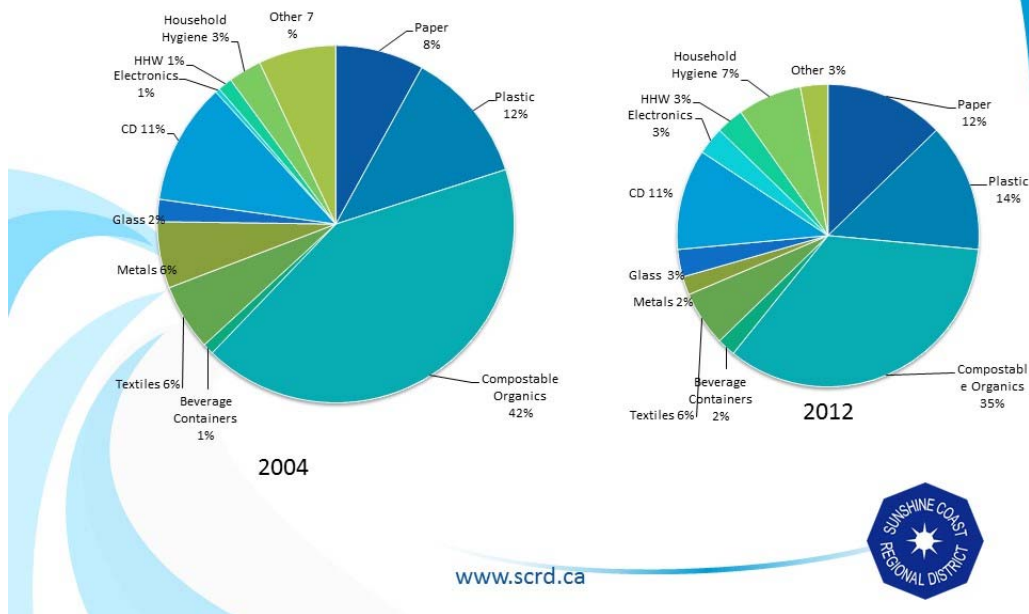
## Collaborative Planning Team



## Annual Per Capita Disposal Rate



## RDN Waste Composition



## Church Road Transfer Station



## Regional Landfill



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## Landfill Environmental Controls

- **Leachate Management**
  - 4.4 km buried collection system
  - 1.9 km sanitary line
  - 2 lift stations with chemical addition
  - 13 h. closure
- **Storm Water Management**
  - Storm water diversion system
- **Ground/Surface Water Monitoring**
  - 10 surface water sampling stations
  - 20 ground water stations with 38 wells
  - 2 leachate sampling stations



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## Keys to Success

### *“Visionary Politicians and Activist Staff”*

1. A Sense of Urgency – Disposal Crisis
2. Creating a Guiding Coalition – Regional Collaboration
3. Developing a Vision and Strategy - SWMP
4. Employees for Broad Based Action/Collaborative Implementation

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## Questions/Comments?



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## SUNSHINE COAST REGIONAL DISTRICT STAFF REPORT

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**TO:** Special Infrastructure Services Committee – February 20, 2019

**AUTHOR:** Janette Loveys, Chief Administrative Officer

**SUBJECT:** CURBSIDE COLLECTION SERVICES

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### RECOMMENDATION(S)

**THAT the report titled Curbside Collection Services be received.**

---

### BACKGROUND

The Curbside Collection Services – Service Options report was presented at the February 22, 2018 Corporate and Administrative Services Committee meeting. The following Recommendation was made at that meeting:

**Recommendation No. 11**    *Curbside Collection Services – Service Options*

The Corporate and Administrative Services Committee recommended that the report titled Curbside Collection Services – Service Options be received;

AND THAT the Curbside Collection Services Request for Proposal include Service Option 1, as follows:

**Service    Option 1**

Garbage    Bi-weekly

Organics    Weekly

Recycling    Bi-weekly - Areas B, D, E, F.

*Note: “Food Scraps” as presented in the report Recommendation was amended at the meeting to read: “Organics”.*

The Board adopted the Curbside Collection Services – Service Options Recommendation as presented on March 8, 2018 (089/18).

The Curbside Collection Services – Service Options report is provided for information and discussion (Attachment A).

### STRATEGIC PLAN AND RELATED POLICIES

Curbside collection services supports the Strategic Priority of Embed Environmental Leadership.

SCRD’s Solid Waste Management Plan’s target of 65%-69% diversion identifies bi-weekly garbage, food scraps collection and bi-weekly recycling collection services.

## **CONCLUSION**

The Curbside Collection Services – Service Options report was presented at the February 22, 2018 Corporate and Administrative Services Committee meeting and further adopted at March 8, 2018 Board meeting. The Curbside Collection Services – Service Options report is provided for information and discussion.

## SUNSHINE COAST REGIONAL DISTRICT STAFF REPORT

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**TO:** Corporate and Administrative Services Committee – February 22, 2018

**AUTHOR:** Robyn Cooper, Manager, Solid Waste Services

**SUBJECT:** CURBSIDE COLLECTION SERVICES – SERVICE OPTIONS

---

### RECOMMENDATION(S)

**THAT the report titled Curbside Collection Services – Service Options be received;**

**AND THAT the Curbside Collection Services Request for Proposal include Service Option 1, as follows:**

<u>Service</u>	<u>Option 1</u>
<b>Garbage</b>	Bi-weekly
<b>Food Scraps</b>	Weekly
<b>Recycling</b>	Bi-weekly - Areas B, D, E, F.

---

### BACKGROUND

The Sunshine Coast Regional District (SCRD) provides weekly collection of garbage to residences within a defined collection area in Electoral Areas B, D, E and F, through function 355-Refuse Collection. Residents of Electoral Area A either self-haul to the Pender Harbour Transfer Station or hire a private collection contractor.

The current contract is set to expire February 28, 2019 and there are no extension options.

In order to meet the new contract start date of March 1, 2019, a Request for Proposal (RFP) must be issued in Q2 2018. The RFP needs to identify which collection services are being provided, the collection frequency and which Electoral Areas are receiving the service.

The SCRD's Solid Waste Management Plan (SWMP) identifies the following initiatives for curbside collection services:

- Food scraps (weekly)
- Recycling (bi-weekly)
- Bi-weekly garbage collection once food scraps and recycling are implemented

The SWMP has two diversion targets based on which services are implemented in which Electoral Areas. The 69% target is based on implementing the above mentioned curbside collection services for Electoral Areas B, D, E and F. The 65% diversion target is based on implementing those services in Electoral Areas B and D only with E and F receiving only weekly garbage collection.



The recently adopted Regional Organics Diversion Strategy identified the following related to curbside collection services:

- Implement a residential curbside food waste collection service for all SCRD residences that currently receive curbside garbage collection (Electoral Areas B, D, E, F)

The following 2017 Board Recommendations related to collection services were adopted:

346/17 **Recommendation No. 15** *Elected Officials Solid Waste Workshop Summary and Recommended Direction*

AND THAT the following agreed upon direction heard at the Elected Officials Solid Waste Workshop be integrated into the SCRD Solid Waste work plan:

- Implementation of regional disposal bans for recycling and commercial organics.

242/17 **Recommendation No. 05** *Wild Animal Welfare Best Practices*

THAT forthcoming staff reports and communication plans identify rural best practices with regards to wild animal welfare for both backyard composting and curbside pickup.

242/17 **Recommendation No. 06** *Curbside Pickup Feasibility – Opt In/Out*

THAT staff report on the feasibility of individual properties opting in or out of curbside pickup.

The purpose of this report is to present service options and to seek Board direction. The option or options adopted will be incorporated into the RFP.

## DISCUSSION

The RFP needs to identify which collection services are being provided, the collection frequency and which Electoral Areas are receiving the service.

Taking into consideration the Board Recommendations, the SCRD's Solid Waste Management Plan, and the Regional Organics Diversion Strategy, staff prepared four service options. Weekly organics was included in all options. Weekly garbage collection was not considered if bi-weekly recycling is provided.

A summary of the four options are included in Table 1.

Table 1 – Summary of Service Options for Curbside Collection Services

<b>Service Options for Curbside Collection Services</b>				
<b>Service</b>	<b>Option 1</b>	<b>Option 2</b>	<b>Option 3</b>	<b>Option 4</b>
<b>Garbage</b>	Bi-weekly	Bi-weekly	Bi-weekly	Weekly
<b>Food Scraps</b>	Weekly	Weekly	Weekly	Weekly
<b>Recycling</b>	Bi-weekly Areas B, D, E, F	Bi-weekly Areas B, D	None	None

Option 1

Option 1 is based on the SWMP's 69% diversion target and quantified diversion results from programs in other regional districts as identified in the Regional Organics Diversion Strategy.

Option 2

Option 2 aligns with the SWMP's 65% diversion target. Residences in Electoral Areas E and F would continue to self-haul recyclables to their nearest SCRD recycling depot.

Option 3

Option 3 excludes recycling collection for all Electoral Areas. Electoral Area residents would continue to self-haul recyclables to their nearest SCRD recycling depot. Garbage collection would be provided bi-weekly.

Option 4

Option 4 is similar to Option 3 but instead includes weekly garbage collection.

*Service Considerations – Collection Method*

In addition to the service options, the collection method needs to be defined in the RFP.

Generally, there are two collection methods: manual and automated. Manual collection requires the workers to lift cans to empty into the truck and then place the cans back to the curb. Whereas automated collection utilizes "arms" attached to the truck controlled by a remote to lift, empty, and then place a specialized container (cart) back to the curb.

Currently, SCRD garbage is collected manually, using resident-owned 77L cans.

The District of Sechelt has manual collection for garbage (resident-owned 77L cans) and food scraps (contractor-owned cart) but the recycling service is automated collection (contractor-owned cart).

The Town of Gibsons has manual collection for garbage (resident-owned 77L cans).

Staff recommend including both collection method options in the RFP. Based on the RFP submissions, staff will analyze the financial impacts of each proposal and bring forward as part of the contract award report for the Board's consideration.

#### *Service Considerations - Opt In/Out*

Having individual residences opting in or out of a service presents several challenges including:

- Affects the Proposal price, as bidders would not know the number of houses
- Logistics for collection to identify which homes are participating in service

Staff do not recommend proceeding with opt in/opt out for any of the curbside collection services.

#### *Service Considerations – Recycling Collection*

Recycling collection was included for consideration given the Board direction of implementing a regional disposal ban for recycling.

Curbside recycling collection would include paper, paper packaging, containers (metal and plastic) and cardboard. It would not include film plastics, glass or Styrofoam. Depot services are required for those material types.

If the Board chooses to implement curbside recycling services in Electoral Areas B and D, Recycle BC would provide a per-household incentive payment to the SCRD.

The SCRD could request that Electoral Areas E and F be included in the Recycle BC Program. However, there is no guarantee that Electoral Areas E and F would be eligible to receive financial incentives.

#### *Financial Implications*

Curbside collection services are funded from user fees.

The 2018 annual fee for weekly garbage collection service for a single-family dwelling is \$146.90.

The RFP process will identify the costs of the service based on service type, collection frequency and method. Staff will prepare an analysis of the costs and options as part of the award report that will be brought forward for the Board's consideration. The analysis will also include reviewing the updated Recycle BC Program Plan and incorporating any implications, financial or otherwise, to curbside collection or depot services. Changes in cost will most likely require an amendment to the Fee Bylaw which is done each year prior to Budget.

#### *Environmental Scan*

Market conditions and restriction from the Chinese commodities market relating to recycled materials is changing which could have considerable impacts to this RFP. How RecycleBC will assist in this program is also unknown at this time. Therefore, as this issue evolves, Staff will provide updates to the Board.

*Timeline for next steps*

Staff will prepare the RFP based on which service option or options the Board selects.

The RFP is anticipated to be issued in early Q2 with an award report in late Q2.

*Communications Strategy*

A communication plan will be developed for each component of the Strategy and will be incorporated into the implementation plan.

**STRATEGIC PLAN AND RELATED POLICIES**

Bi-weekly garbage and weekly food scraps collection services supports the Strategic Priority of Embed Environmental Leadership.

SCRD's Solid Waste Management Plan's target of 65%-69% diversion identifies bi-weekly garbage, food scraps collection and bi-weekly recycling collection services.

**CONCLUSION**

The SCRD's current contract for weekly garbage collection services for residences within a defined collection area in Electoral Areas B, D, E and F is set to expire February 28, 2019 and thus a RFP will be issued in Q2 2018 in order to have a new contract in place with a service start date of March 1, 2019.

The RFP needs to include the type of services, service frequency and collection method.

Staff prepared four service options for the Committee's consideration. The options incorporate Board recommendations, the SCRD's Solid Waste Management Plan diversion targets and the Regional Organics Diversion Strategy.

Staff seek direction from the Committee on which service option or options to include in the RFP.

Staff will analyze the results of the RFP including the financial impacts and any implications of the updated Recycle BC Program Plan and include in the award report anticipated in late Q2 2018.

Reviewed by:			
Manager		CFO/Finance	X-T. Perreault
GM		Legislative	
CAO	X-J. Loveys	Other	

## SUNSHINE COAST REGIONAL DISTRICT STAFF REPORT

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**TO:** Special Infrastructure Services Committee – February 20, 2019

**AUTHOR:** Janette Loveys, Chief Administrative Officer

**SUBJECT:** SOLID WASTE RURAL AREA SERVICE LEVEL DISCUSSION

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### RECOMMENDATION(S)

**THAT the report titled Solid Waste Rural Area Service Level Discussion be received.**

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### BACKGROUND

At the January 25, 2019 Special Infrastructure Services Committee meeting there was a recognition by the Board and staff that Rural Area Directors are seeking an opportunity to reevaluate past policy decisions related to service levels for the curbside services in the rural areas.

Some of those policy service level decisions require more discussion and to assist the Committee, this Special Infrastructure Services Committee meeting was coordinated and a number of background information brought forward for additional context and knowledge sharing.

### DISCUSSION

Staff recommend the discussion for this meeting focus on the organics curbside services as a first step. Future reports and discussions can still occur with respect to recycling curbside services at a later date.

To help guide the Committee in their conversation, the following potential discussion points as it relates to organic curbside services were heard by staff:

- Manual or automated pick up
- Preferred / optimum size of bin for organics
- Weekly or bi-weekly pick up of organics
- Opting out of the service
- Other financial models like a tag systems

There might be additional items/discussion points Directors wish to debate and to help, staff recommend Directors identify any further issues when this report is received. It would allow for a more comprehensive discussion to occur.

There are obviously pro's and con's as it relates to each of these discussion points along with any financial analysis and report back that might need to be contemplated as a next step. Carey McIver & Associates Ltd has extensive experience and knowledge across BC and is willing to share her insights with the Committee on these and any other discussion points Directors may have.

### *Financial and Program Implications*

Any decisions and or direction from Committee would require a further report on any financial implications, procurement process and timelines and potentially program/operational impacts.

### **STRATEGIC PLAN AND RELATED POLICIES**

There are a number of Strategic Priorities which relate to the solid waste such as Embed Environmental Leadership, Ensure Fiscal Sustainability and Enhance Board Structure and Processes.

The 2011 Solid Waste Management Plan continues to be a guiding policy document.

### **CONCLUSION**

It was identified at the January 25, 2019 Special Infrastructure Services Committee meeting that further discussion was required with respect to curbside services in the rural areas.

Some of those policy service level decisions require more discussion and to assist the Committee, this Special Infrastructure Services Committee meeting was coordinated and a number of background information brought forward for additional context and knowledge sharing.