



**REPORT TO ENVIRONMENTAL SERVICES COMMITTEE  
MEETING OF WEDNESDAY, JUNE 15, 2022**

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**SUBJECT**    **Disposal of International Cruise Ship Waste at Hartland Landfill – Follow-up**

**ISSUE SUMMARY**

To provide the Environmental Services Committee (ESC) with additional information regarding the disposal of international cruise ship waste at Hartland Landfill, and seek direction on the tipping fee charged to receive it.

**BACKGROUND**

While considering an Information Report regarding the disposal of international cruise ship waste at Hartland Landfill at its May 18, 2022 meeting, the ESC raised questions with respect to:

1. What portion, if any, of cruise ship waste is diverted for recycling prior to being shipped to Hartland for disposal;
2. How cruise ship waste is classified as either high risk or low risk;
3. Whether increasing the tipping fee for cruise ship waste might impact the quantity of cruise ship waste being brought to Hartland Landfill for disposal.

With regard to the diversion of materials for recycling, the firm managing cruise ship waste reports that historically, approximately 85% of all cruise ship waste being received in Victoria is recycled, with only residuals being sent to the landfill. There is no data yet available for cruise ships visiting Victoria in 2022.

In Canada, international waste is managed in accordance with the federal International Waste Directive and applies to waste removed from ships arriving in Canada from overseas. The Canada Border Services Agency (CBSA) is responsible for the control, monitoring and disposal of international waste, while program design and approval of disposal routes and sites is the responsibility of Canadian Food Inspection Agency (CFIA). It is understood that CBSA staff, through inspecting loads of waste being offloaded, have the discretion of designating the waste as either high risk or low risk, depending on a number of parameters such as its composition and origin. As a precaution, any waste that is not inspected is deemed to be high risk, and must be managed as such. High risk waste being received at Hartland is subject to immediate deep burial in controlled waste trenches. Conversely, low risk waste can be managed along with other refuse and is typically placed at the bottom of the active face and covered with other garbage.

The International Waste Directive does not require cruise ships to offload their waste upon docking at the first or any port of call in Canada, the decision whether to offload is at the discretion of the ship. However, given the limited storage space on cruise ships, regular offloading of waste is often a logistical necessity, including in Victoria. This is particularly true when considering that Victoria is often the only Canadian port of call for Alaska cruises.

## **ALTERNATIVES**

### *Alternative 1*

The Environmental Services Committee recommends to the Capital Regional District Board: That the Hartland Landfill tipping fee for international high risk cruise ship waste be increased to \$500 per tonne beginning January 1, 2024.

### *Alternative 2*

That the Hartland Landfill tipping fee for international high risk cruise ship waste be increased to \$340 per tonne beginning January 1, 2024.

### *Alternative 3*

That the Hartland Landfill tipping fees for cruise ship waste remain unchanged.

## **IMPLICATIONS**

### *Environmental & Climate Implications*

Establishing a \$500 per tonne disposal fee for high risk cruise ship waste, may incent additional recycling and waste diversion efforts by the cruise ship industry, and/or result in them seeking alternate means of disposing of their waste which would save space at Hartland for other controlled waste.

### *Financial Implications*

All cruise ship waste, whether high or low risk, is currently subject to the controlled waste tipping fee of \$157 per tonne. This rate is believed to be appropriate for low risk waste, as it can be disposed and compacted along with regular refuse, and so does not consume an inordinate quantity of landfill space. However, high risk waste must be deep buried in controlled waste trenches and covered with a minimum of one metre of low permeability clay. Staff believe the value of the consumed landfill air space, combined with operational cost of managing the waste, exceeds the \$157 per tonne being paid to dispose of it.

For comparison purposes, the only other waste that is accepted at Hartland from out of region is asbestos. Out of region asbestos is managed in the same manner as high risk cruise ship waste but it is subject to a tipping fee of \$500 per tonne in order to reflect the full cost of managing it and the value of the landfill space it consumes.

Since asbestos and controlled wastes cannot be compacted and must be covered a minimum of one metre of clay in order to meet provincial and/or CFIA requirements, they consume landfill air space at an estimated ratio of 3.1 to 1 as compared to regular garbage. Disposing asbestos and controlled wastes also results in additional staff and contractor costs associated with managing disposal enquiries, appointments, additional safety procedures, spotting deliveries and immediate covering.

In considering the 3.1 to 1 air space consumption ratio, the tipping fee for high risk cruise waste should more appropriately be set at \$340 per tonne. If the additional costs associated with managing the material is also considered, then staff believe that high risk cruise ship waste should be subject to the same \$500 per tonne fee that is levied on out of region asbestos.

In 2019, Hartland Landfill received approximately 2,100 tonnes of cruise ship waste, of which approximately 30%, or about 600 tonnes, was designated as high risk. Assuming it is an average year, it is estimated that a \$500 per tonne tipping fee for high risk waste would represent an increase in disposal costs for the cruise industry (and revenue to the CRD) of approximately \$200,000 per year.

In conferring with staff from the Greater Victoria Harbour Authority, they have indicated that cruise ship prices have already been set for 2023 and therefore requested that any changes to disposal fees be set to come into effect in 2024 or later.

*Service Delivery Implications*

In 2019, Hartland Landfill received approximately 2,100 tonnes of cruise ship waste. In 2020 and 2021, no cruise ship waste was received due to the pandemic. Up to the end of April 2022, approximately 20 tonnes of cruise ship waste has been received, all of which was deemed high risk. Managing high risk cruise ship waste consumes specially prepared controlled waste trench space that could otherwise be used to dispose of other controlled wastes.

**CONCLUSION**

At its May 18, 2022 meeting, the Environmental Services Committee received an Information Report regarding the disposal of international cruise ship waste, and raised questions with respect to cruise ship waste recycling, the process of classifying it as either low or high risk, and the disposal fee rates being charged to receive it. In view of both the operational and landfill space costs associated with managing high risk cruise ship waste, staff believe the fee charged to receive this waste is too low. The increased tipping fee requires a bylaw change and would come into effect in January 2024.

**RECOMMENDATION**

The Environmental Services Committee recommends to the Capital Regional District Board: That the Hartland Landfill tipping fee for international high risk cruise ship waste be increased to \$500 per tonne beginning January 1, 2024.

Submitted by:	Russ Smith, Senior Manager, Environmental Resource Management
Concurrence:	Larisa Hutcheson, P. Eng., General Manager, Parks & Environmental Services
Concurrence:	Robert Lapham, MCIP, RPP, Chief Administrative Officer