

**REPORT TO ENVIRONMENTAL SERVICES COMMITTEE
MEETING OF WEDNESDAY, JUNE 18, 2025**

SUBJECT **Hartland Landfill Tipping Fee and Regulation Bylaw No. 3881 Amendment and Adoption of Bylaw Nos. 4685 and 4675**

ISSUE SUMMARY

To amend Hartland Landfill Tipping Fees for general refuse and clean renovation / demolition waste, as approved in the 2024-2028 Environmental Resource Management Budget. The report also proposes the introduction of a fine for failing to source separate solid waste, specifically targeting large loads of recyclable material delivered to the landfill in walking floor trailers. In addition, the continuation of the Waste Stream Collector Incentive Program into 2026 is presented for Capital Regional District (CRD) Board consideration.

BACKGROUND

The Solid Waste Management Plan, approved by the CRD Board in May 2021, targets an annual disposal rate of 250 kg per capita by 2031. To work towards this objective, a reduced tipping fee for wood and shingles, a fine for the failure to separate these materials from general refuse, and an increase to the tipping fee for general refuse were introduced in 2024. The Waste Stream Collector Incentive Program, which incentivizes haulers to share waste flow data with the CRD, and ensures their customers have multi-stream collection in place, was also implemented. Together, these diversion strategies contributed to a 44 kg per capita reduction in general refuse disposal. To maintain this downward trend, staff recommend increases to the tipping fees in 2026 through 2028 and the introduction of a fine specifically for large loads of improperly sorted waste being brought to the active face in walking floor trailers as well as the continuation of the Waste Stream Collector Incentive Program into 2026.

General Tipping Fees / Fines

Included in the 2024 Board approved five-year Environmental Resource Management budget (Appendix A), was a \$5 per tonne annual increase to the general refuse tipping fee rate, beginning in 2025 with an increase from \$150 per tonne to \$155 per tonne, and continuing until 2028, at which time the rate will be \$170 per tonne. The annual rate increases:

- compensate for revenue loss due to declining tonnages of general refuse resulting from the new diversion strategies,
- incentivize diversion by widening the gap between the tipping fee for divertible materials and general refuse,
- reduce the rate differential with the neighbouring regional district, and
- keep pace with inflation.

Wood and asphalt shingles were banned from general refuse in 2024 and are accepted in dedicated source separated loads for diversion at a reduced rate of \$80 per tonne for clean wood and \$110 per tonne for treated wood or asphalt shingles. Increasing the tipping fee for general refuse helps offset some of the revenue loss due to the reduced rates and furthers the gap between the divertible materials and the general refuse rates, adding to the financial incentive to divert materials. In 2024, approximately 9,500 tonnes of wood and shingles were diverted from the general refuse waste stream through the material diversion transfer station at Hartland Landfill.

The general refuse tipping fee in the Cowichan Valley Regional District rose from \$204 per tonne in 2024 to \$220 per tonne in 2025. The annual rate increases to the Hartland tipping fee for general refuse reduces the difference and discourages illegal importation of waste from the Cowichan Valley Regional District. The rate also aligns with the tipping fee in the Nanaimo Regional District which is \$150 per tonne.

Raising the general refuse tipping fee annually to \$160 per tonne in 2026, \$165 per tonne in 2027, and \$170 per tonne in 2028 ensures that the rate keeps pace with inflation.

Presented for Board consideration is a fine for the offence of failing to source separate solid waste that is specifically for large loads coming to the active face of the landfill in walking floor trailers. The fine for this offence is currently \$500, and it may be applied to non-compliant loads of any size. It is an effective deterrent for haulers of small to medium loads (weighing 1 to 15 tonnes) that arrive in standard refuse trucks because it increases the per tonne disposal rate for loads of this size significantly. However, when the \$500 fine is applied to walking floor trailers whose loads range from 22 to 26 tonnes, the current fine amount increases the cost to dispose of the material by approximately \$20 per tonne and may therefore be viewed as a business cost rather than a deterrent. A fine amount of \$1,000, applicable only to walking floor trailers, would increase the disposal cost by approximately \$40 per tonne and would incent haulers to separate the divertible materials from the general refuse waste stream.

Discounted Tipping Fees / Waste Stream Collector Incentives

The Waste Stream Collector Incentive program was implemented in January 2024 to promote multi-stream collection, to incent private companies and municipalities to share their waste collection data with the CRD, and to minimize the financial impact on local waste haulers of the increase to the general refuse tipping fee. The program has 20 active registrants, including those operating all four major waste transfer stations in the capital region, a variety of large and small hauling companies, and five municipalities, which together hauled 86% of the general refuse brought to Hartland in 2024.

To be eligible for the program, participants must offer multi-stream collection or have a program in place to ensure that recyclables do not enter the general refuse stream, and this criterion aims to reduce the quantity of divertible material brought to the active face of the landfill.

Participants report both the tonnages and end disposal locations of the waste and recycling streams they collect. This data shows the movement of waste within and out of region and could help inform future policy decisions such as flow control.

Participants were discounted \$25 on the \$150 per tonne tipping fee in 2024 and \$15 on the \$155 per tonne tipping fee in 2025. A rebate of \$15 on the \$160 per tonne disposal fee in 2026 would keep the discount close to 10% and would ensure that it provides enough value to participants, so they continue to participate.

Staff have prepared an amending bylaw, Bylaw No. 4685, to amend Bylaw No. 3881, “Hartland Landfill Tipping Fee and Regulation Bylaw No. 6, 2013” (Appendix B) and Bylaw No. 4675, to amend Schedule 19 of Bylaw No. 1857, “Capital Regional District Ticket Information Authorization Bylaw, 1990, Amendment Bylaw No. 85, 2024” (Appendix C). Appendix D provides a ‘redline’ version of the proposed bylaw amendments.

ALTERNATIVES

Alternative 1

The Environmental Services Committee recommends to the Capital Regional District Board:

1. That Bylaw No. 4685, “Hartland Landfill Tipping Fee and Regulation Bylaw No. 6, 2013, Amendment Bylaw No. 7, 2025”, be read a first, second, and third time;
2. That Bylaw No. 4685 be adopted.
3. That Bylaw No. 4675, “Capital Regional District Ticket Information Authorization Bylaw, 1990, Amendment Bylaw No. 85, 2025”, be read a first, second, and third time;
4. That Bylaw No. 4675 be adopted.

Alternative 2

The Environmental Services Committee recommends to the Capital Regional District Board:
That staff bring back alternative options based on committee direction.

IMPLICATIONS

Financial Implications

Based on the anticipated tonnages of general refuse in 2026, 2027 and 2028 as outlined in the 2024 Environmental Resource Management budget, the \$5 per tonne annual increase would generate a total of \$3.85 million in additional revenue over three years.

Based on the 139,000 tonnes of general refuse and clean renovation / demolition waste hauled by Waste Stream Collector Incentive Program participants in 2024, a discount of \$15 on the \$160 per tonne tipping fee would reduce the tipping fee revenue by approximately \$2.085 million in 2026. The discount rate will be offered during 2026, funded with operating surplus from the solid waste service and will be revisited during 2027 Service and Financial Planning process.

The impact of the increased fine rate on revenue generated at the landfill is difficult to determine as the intention is it would reduce the number of loads containing banned material that are deposited at the active face.

Environmental Implications

By providing discounted tipping fees for segregated loads of divertible materials brought to Hartland’s material diversion transfer station, and increasing the costs for landfilling mixed garbage, this should encourage a reduction in landfilling and help to extend the life of Hartland Landfill.

CONCLUSION

To reduce the volume of material being sent to Hartland Landfill, the Capital Regional District Board approved the Solid Waste Management Plan in 2021. Increases to tipping fees for general refuse were introduced as well as fines and a Waste Stream Collector Incentive Program to incent proper disposal, and these diversion strategies contributed to a reduction in per capita garbage disposal in 2024. Staff recommend amendments to the tipping fee bylaw, as presented, to continue incenting the downward trend in per capita waste disposal. Staff will return to the Environmental Services Committee with an update on the effect of these measures on disposal rates.

RECOMMENDATION

The Environmental Services Committee recommends to the Capital Regional District Board:

1. That Bylaw No. 4685, “Hartland Landfill Tipping Fee and Regulation Bylaw No. 6, 2013, Amendment Bylaw No. 7, 2025”, be read a first, second, and third time;
2. That Bylaw No. 4685 be adopted.
3. That Bylaw No. 4675, “Capital Regional District Ticket Information Authorization Bylaw, 1990, Amendment Bylaw No. 85, 2025”, be read a first, second, and third time;
4. That Bylaw No. 4675 be adopted.

Submitted by:	Russ Smith, Senior Manager, Environmental Resource Management
Concurrence:	Luisa Jones, MBA, General Manager, Parks, Recreation & Environmental Services
Concurrence:	Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer
Concurrence:	Varinia Somosan, CPA, CGA, Acting Chief Financial Officer
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENTS

Appendix A: Approved Budget Environmental Resource Management 2024-2028

Appendix B: Bylaw No. 4685, “Hartland Landfill Tipping Fee and Regulation Bylaw No. 6, 2013, Amendment Bylaw No. 7, 2025”

Appendix C: Bylaw No. 4675, “Capital Regional District Ticket Information Authorization Bylaw, 1990, Amendment Bylaw No. 85, 2025

Appendix D: Bylaw No. 3881, “Hartland Tipping Fee and Regulation Bylaw No. 6, 2024”, Redlined Consolidation