

**REPORT TO ENVIRONMENTAL SERVICES COMMITTEE
MEETING OF WEDNESDAY, OCTOBER 18, 2023**

SUBJECT Implications of Regulating Curbside Organics Collection

ISSUE SUMMARY

To present implications of regulating curbside organics collection from municipalities and electoral areas in the region.

BACKGROUND

The Capital Regional District's (CRD) new Solid Waste Management Plan (SWMP) was developed to reduce the amount of waste material sent to the Hartland Landfill, and guide how the region's solid waste is managed in a safe, secure and sustainable way now and in the future. The plan targets greater than one-third reduction of waste from current levels of 409 kg/capita annually to 250 kg/capita in 10 years.

In 2022, the CRD completed a Waste Stream Composition Study which estimated that approximately 16.7% of waste currently sent to Hartland Landfill is organic material (approximately 28,500 tonnes per year). Organic material is not garbage and should be diverted for processing in support of a circular economy. When reviewing the Waste Stream Composition Study results, the Solid Waste Advisory Committee passed a motion recommending the CRD regulate mandatory collection of organic waste and, subsequently at the April 12, 2023 meeting, the CRD Board directed staff to explore regulating mandatory curbside organics collection from the municipalities and electoral areas in the region.

Disposal of organic waste has been trending downward, with waste stream composition studies showing that the organic waste received for disposal at Hartland Landfill decreasing from:

- 120 kg/capita in 2010
- 75 kg/capita in 2016 (37% decrease from 2010)
- 67 kg/capita in 2021 (11% decrease from 2016)
- 42 kg/capita is the 2031 SWMP organic waste target

To meet the Solid Waste Management Plan target of reducing waste disposal down from 400kg/capita (2021) to 250kg/capita (2031) requires a 37% decrease by 2031 – equating to a 25kg/capita reduction in kitchen scraps being disposed of at Hartland landfill.

A landfill ban on food scraps and soiled paper products was put in place at Hartland Landfill in January 2015 contributing to this downward trend, and the ban is enforced by CRD bylaw officers. The CRD has programs in place to support the reduction and diversion of organic materials from the landfill. In addition to the 2015 landfill ban of organics, these programs include operating a food scraps transfer station, receiving yard and garden material at rates lower than general refuse, funding the Victoria Compost Education Centre and partnering with Love Food Hate Waste Canada.

Within the new SWMP, strategy 3 commits the CRD to support reduction of avoidable food waste, and strategies 7-9 commit the CRD to increasing waste diversion (including organics diversion) within the single family, multi-family and institutional, industrial and commercial (ICI) sectors. A new hauler incentive policy set to begin in 2024, is designed to incent multi-stream waste collection including organics. With the implementation of this new policy along with the other

programs in place to support reduction and diversion of organic materials it's anticipated that the downward trend in organic waste disposal will accelerate. The next waste composition study, which will provide further insight into organics disposal trends, is scheduled for 2026.

Currently in the capital region, curbside organics collection falls under municipal purview and is offered by 6 out of the 13 municipalities to single family residents. Within the remaining 7 municipalities, electoral areas and amongst all multi-family and ICI sectors in the region, residents and businesses can obtain organics collection through private service providers on a voluntary basis. A summary of current curbside collection service can be found in Appendix A. In response to Board Direction, staff have obtained a legal opinion to understand the feasibility of regulating mandatory curbside organics collection, region-wide. This review found that the CRD Board has authority under the Local Government Act to establish a bylaw to regulate a mandatory curbside collection for organics in the capital region. Such a bylaw could be written to involve a combination of:

- **Municipal Collection Service:** Collection service provided directly or through service contracts managed by municipalities;
- **Private Collection Service:** Collection service procured by residents or businesses contracting directly with the private sector; or
- **CRD Collection Service:** Collection service provided or contracted by the CRD, similar to the curbside blue box recycling program.

Given that regulating mandatory organics collection is a departure from the strategies for managing organics that are currently set out in the SWMP, it is likely that regulating mandatory curbside organics collection would require a SWMP Amendment and associated consultation and Provincial approval would be required.

ALTERNATIVES

Alternative 1

That the Environmental Services Committee recommends to the Capital Regional District Board: That staff continue implementing the organics diversion strategy as currently outlined in the new Solid Waste Management Plan.

Alternative 2

That the Environmental Services Committee recommends to the Capital Regional District Board: That staff accelerates the current organics diversion strategy by beginning the process to amend the current Solid Waste Management Plan by consulting on the CRD regulating mandatory curbside organics collection.

IMPLICATIONS

Financial Implications

Financial implications associated with regulating mandatory curbside organics collection include costs associated with enforcing the bylaw, and depending on selected service delivery approach (e.g., service provided by municipalities, the CRD, or residents contracting for service directly with the private sector), the cost associated with delivering curbside collection service. A market sounding and/or tender would be required to confirm current market pricing; however, it is expected that costs to operate a regionally provided curbside organics collection service are comparable to the cost to operate the blue box collection, program (\$62.87/household/year (2024 rates)).

Service Delivery Implications

If the Board wishes to further explore regulating mandatory curbside collection, staff will need to begin by consulting with municipalities to determine support for regulating mandatory curbside organics collection and preferences for service delivery approach (e.g., service provided by municipalities, the CRD, or residents contracting for service directly with the private sector). Once consultation has been completed, staff would return to the Board to seek direction on subsequent next steps.

Should a CRD or expanded municipal collection service be established, this would generate additional organics feedstock tonnages owned by the relevant collection provider that would require processing. Between 2019 and 2021, the CRD investigated establishing an in-region organics processing facility. In 2021, it was determined that the CRD and the municipalities didn't control sufficient tonnages of organic waste feedstock to validate the business case to build a dedicated in-region organics processing facility, and the decision to develop an in-region processing facility was tabled until feedstock conditions or on-island processing capacity changed. Regulation of region-wide mandatory organic curbside collection may change the business case for developing an in-region organics processing facility by providing further guaranteed feedstock tonnages if this service were to be provided by the CRD and/or municipalities.

CONCLUSION

The Capital Regional District's (CRD) recently approved Solid Waste Management Plan outlines proposed organic diversion strategies. The CRD has authority under the Local Government Act to regulate curbside collection service for organics in the capital region. Regulating mandatory curbside collection can be done through the adoption of a bylaw which could require curbside collection of organics for some or all residents and/or businesses through services provided directly or contracted by the CRD, municipalities, or the private sector. It's anticipated that the downward trend in organic waste disposal (67kg/capita in 2021) will continue to trend towards the 2031 disposal target of 42kg/capita and no change in organics collection policy is deemed necessary at this time.

RECOMMENDATION

That the Environmental Services Committee recommends to the Capital Regional District Board: That staff continue implementing the organics diversion strategy as currently outlined in the new Solid Waste Management Plan.

Submitted by:	Russ Smith, Senior Manager, Environmental Services Committee
Concurrence:	Larisa Hutcheson, P. Eng., General Manager, Parks & Environmental Services
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENT

Appendix A: Solid Waste Collection Provided by Municipality by Material Type and Sector

**SOLID WASTE COLLECTION PROVIDED BY MUNICIPALITY
BY MATERIAL TYPE AND SECTOR**

	Garbage		Yard & Garden Materials		Kitchen Scraps		Sectors Serviced
	Collection	Drop-off	Collection	Drop-off	Collection	Drop-off	
Municipality							
Central Saanich							
Colwood				M			SF
Esquimalt	M			M	M		SF
Highlands							
Langford							
Metchosin							
North Saanich				M			SF
Oak Bay	M	M	M	M	M		SF
Saanich	M		M	M	M		SF
Sidney	M*		M*		M*		SF
Sooke							
Victoria	M		M	M	M		SF
View Royal	M*		M*	M	M*		SF
Electoral Area							
Juan de Fuca		M					SF
Southern Gulf Islands							
Salt Spring Island							

M - Waste collection service provided by municipality

M* - Municipally managed program with direct service provided by contractor

SF - Single-family