

**REPORT TO ENVIRONMENTAL SERVICES COMMITTEE  
MEETING OF WEDNESDAY, SEPTEMBER 16, 2020**

**SUBJECT     Solid Waste Management Plan – Next Steps**

**ISSUE SUMMARY**

To seek direction on next steps for the Solid Waste Management Plan.

**BACKGROUND**

The Capital Regional District’s (CRD) current solid waste management plan was last revised in 1995. Per the Province of BC’s *Guide to Solid Waste Management Planning*, Regional Districts should complete a full plan renewal every 10-year plan cycle. There have been many changes to the solid waste system since 2005, and the current plan is out of date.

In February 2011, the CRD substantially initiated planning on Revision 3 of the Solid Waste Management Plan, and completed Steps 1 and 2 of the *Guide to Solid Waste Management Planning* (Table 1). At the direction of the Environmental Services Committee (ESC) and CRD Board, work was put on hold between 2014 and 2018 to investigate opportunities for integrated resource management. Between 2018 and present, work has proceeded and the CRD is now in Step 4 of preparing the draft Solid Waste Management Plan. A detailed chronology of work completed on solid waste management planning between 2011 and 2020 is included in Appendix A.

**Table 1: Status of Solid Waste Management Planning (2018 to present)**

<b>Guide to Solid Waste Management Planning Steps (Province of BC)</b>	<b>Status</b>
<b>Step 1: Initiate the Process:</b> <ul style="list-style-type: none"> <li>• Initiate the update</li> <li>• Establish planning teams and committees</li> <li>• Design the consultation process</li> <li>• Develop the budget</li> </ul>	complete
<b>Step 2: Set the Plan Direction</b> <ul style="list-style-type: none"> <li>• Identify principles, goals and targets</li> <li>• Prepare background Information</li> <li>• Assess the current solid waste management system</li> <li>• Consider trends affecting solid waste management</li> <li>• Consult the public</li> </ul>	complete
<b>Step 3: Evaluate Options</b> <ul style="list-style-type: none"> <li>• Develop potential strategies</li> <li>• Assess the financial and administrative implications</li> <li>• Consult the public and interested parties on the options</li> </ul>	complete
<b>Step 4: Prepare and Adopt the Plan</b> <ul style="list-style-type: none"> <li>• Prepare draft plan*</li> <li>• Consult the public on the draft plan</li> <li>• Prepare final draft for submission</li> <li>• Ministry of Environment and Climate Change Strategy review and approval</li> <li>• Final adoption</li> </ul>	*we are here

The Solid Waste Advisory Committee (SWAC) was established by the ESC to provide input on solid waste management matters and meet the requirements of the *Guide to Solid Waste Management Planning* for an advisory committee on the development and implementation of the Solid Waste Management Plan.

In 2018, through SWAC recommendation, the ESC and CRD Board endorsed proposed guiding principles, objectives, goals and a consultation plan for Revision 3 of the Solid Waste Management Plan (Step 2). Between November 2018 and May 2019, SWAC worked with a consultant, Tetra Tech, to develop options, strategies, actions and targets to meet these guiding principles, objectives and goals, and refer these for inclusion in the draft plan. In September 2019, based on this work, the ESC and CRD Board endorsed 15 strategies and actions and a waste reduction target of 250 kg/capita/year by 2030, and directed staff to proceed to public consultation (Step 3).

Public consultation was undertaken, and results were reviewed through SWAC and presented to the ESC and CRD Board in August 2020. The consultation included 21 open houses and meetings, a social media reach of over 19,000, and received more than 1,000 feedback forms. Participants were asked to indicate their level of support and provide feedback on three plan elements: target and timelines; guiding principles, goals and objectives; and strategies and actions. Respondents were also able to provide general feedback. Overall, there was a high level of support for all plan elements, and 82% of respondents either strongly agreed (60%) or agreed (22%) with the proposed waste reduction target of 250 kg/capita/year by 2030 (a 1/3 reduction from present levels), 4% disagreed, and 3% strongly disagreed. Specific stakeholder topics were identified as potentially requiring further consideration during the draft plan stage of consultation. These include:

- impacts on mountain bike trails within the landfill property
- rerouting traffic to the north end of the Hartland site (Willis Point Road entrance), including potential environmental and recreational impacts of landfill footprint expansion to extend the life of Hartland to 2100
- cruise ship waste
- human/wildlife conflicts

The guiding principles, objectives, goals, targets, strategies and consultation results (Steps 1-3 of the planning process) have been compiled into a draft Solid Waste Management Plan (Appendix B) (Step 4). At its July and August meetings, SWAC considered the draft plan and, through a round table process, identified proposed additions to the draft plan. A summary of the feedback received through the roundtable process can be found in Appendix C, and the presentation in Appendix D. SWAC passed the following motion:

*That the additions to the draft plan under the four headings Municipal Waste Management, Illegal Dumping, Household Hazardous Waste, Finance, be incorporated into the draft plan including the background information on how the targets were developed.*

SWAC also identified a desire to strengthen the target that was set by SWAC and endorsed by the ESC and Board in 2019. This would require going back to Step 2 in the planning framework and invalidate the current draft plan and above motion. The following motion was passed:

*That a new target of 2/3 waste reduction by 2030 (relative to 2019/2020) be approved to guide the development of the new Solid Waste Management Plan, and that staff undertake work, with feedback from the Solid Waste Advisory Committee, to update the draft plan which includes strategies as required to meet the new target.*

The CRD is currently in Step 4 of the four-step *Guide to Solid Waste Management Planning* framework. Per the framework, next steps include additional consultation on the draft plan, preparing a final draft for submission, Ministry of Environment and Climate Change Strategy (ENV) review and approval, and final adoption. This report identifies next steps for solid waste management planning following the provincial planning framework, as well as preliminary implications associated with setting a new target at Step 4 in the planning process, as proposed by SWAC.

## **ALTERNATIVES**

### *Alternative 1*

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

1. That the waste reduction target remain at 250 kg/capita/year by 2030 but goal 1 be changed to read “To surpass the provincial per capita waste disposal target and achieve 125 kg/capita/year”;
2. That the Solid Waste Advisory Committee’s recommended additions be added to the draft Solid Waste Management Plan; and
3. That staff proceed with community and local government consultation on the draft Solid Waste Management Plan, including targeted stakeholder consultation with residents in the areas of Hartland Landfill, Prospect Lake, Willis Point and Highlands.

### *Alternative 2*

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

That staff proceed with analysis to understand strategies, including waste flow management, waste stream bans, and costs and funding sources, to meet an enhanced target of 2/3 waste reduction from current levels (125 kg/capita/year) by 2030, and review these strategies through the Solid Waste Advisory Committee before returning to the Environmental Services Committee for direction.

### *Alternative 3*

That this report be referred back to staff for additional information.

## **IMPLICATIONS**

### *Technical*

Between 1989 and 2019, the CRD’s per capita waste disposal went down from approximately 671 kg/capita to 382 kg/capita/year (43%). This reduction was the result of a variety of CRD initiatives, including the blue box program, recycling depots, as well as the introduction of Extended Producer Responsibility programs regulated by the provincial government, and landfill bans on materials when viable alternatives exist (processing systems and end markets).

The draft Solid Waste Management Plan has been developed following the process included within the *Guide to Solid Waste Management Planning*. This plan includes a waste reduction target of 250 kg/capita/year by 2030, approximately a 1/3 reduction from current levels. This ambitious target significantly exceeds the provincial target of 350 kg/capita/year, and was set based on a comprehensive technical analysis of what could be achieved, given the role of the Regional District under the current regulatory and policy framework, and considering the 15 strategies developed by SWAC, and endorsed by the ESC and CRD Board.

Increasing the target to a 2/3 reduction by 2030 (Alternative 2) would seek to bring the per capita disposal rate down to 125 kg/capita. Table 2 identifies potential strategies that could achieve further reductions. Additional technical analysis would be necessary to determine how much waste reduction each strategy could achieve and if the target is achievable. Many of the 'low hanging fruit' actions the CRD has authority over have already been completed and achieving further reductions will be incrementally more difficult. It is likely the CRD would need to implement a waste flow management policy, as provided for in the *Environmental Management Act*, along with bans on flows of material types to the landfill and consider new funding sources for waste management, such as tax requisition. The term "flow control" refers to the CRD's authority to control the movement and disposal of solid waste within the region. It is an important regulatory tool to support the implementation of solid waste management plans and to help ensure the long-term financial sustainability of the waste system by stopping waste and associated tipping fees from leaving the region. In June 2014, the issue of waste flow management was discussed by the ESC and CRD Board members at a workshop on the Solid Waste Management Plan. Workshop participants did not endorse the assumption that waste flow management should be considered as part of the new Solid Waste Management Plan. The policy option was reviewed for a second time by the Integrated Resource Management Advisory Committee and CRD Board in 2017.

**Table 2**

	Short-term (3 years)	Medium-term (5 years)	Long-term (10+ years)
<b>Endorsed Disposal Target (kg/capita/year)</b>	340 <sup>1</sup>	285	250 <sup>2</sup>
<b>Targeted Sectors/ Materials</b>	<ul style="list-style-type: none"> <li>Construction, renovation and demolition materials</li> <li>Organics material from:                             <ul style="list-style-type: none"> <li>- Single-family</li> <li>- Multi-family</li> <li>- Industrial, Commercial and Institutional</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Recyclables and organic waste from:                             <ul style="list-style-type: none"> <li>- Single-family</li> <li>- Multi-family</li> <li>- Industrial, Commercial and Institutional</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Extended Producer Responsibility for textiles and Industrial, Commercial and Institutional generated paper and packaging</li> <li>Refine programs to increase performance for all sectors</li> </ul>
<b>SWAC Proposed New Disposal Target (kg/capita/year)</b>	<b>125 kg/capita/year (2030)</b>		

<p><b>Potential additional actions required to achieve 2/3 waste reduction by 2030</b></p>	<p><b>Ministry/Private Sector</b></p> <ul style="list-style-type: none"> <li>• Extended Producer Responsibility for large plastics, furniture, mattresses and building materials (e.g., wood, carpet, composite products)</li> <li>• Improvements in processing technology and end markets for multi-family and Industrial, Commercial and Institutional recyclables</li> <li>• Innovative technologies for managing plastics</li> <li>• Ban on distribution and sale of single use items (cups, diapers, etc.)</li> </ul> <p><b>CRD</b></p> <ul style="list-style-type: none"> <li>• Waste flow management</li> <li>• Implementing landfill ban enforcement at source</li> <li>• Local processing facility and increasing subsidy for food waste processing regional materials sorting facility</li> <li>• Region-wide residential organics collection</li> </ul> <p><b>Municipal</b></p> <ul style="list-style-type: none"> <li>• Increase number of collection facilities (e.g., eco depots)</li> <li>• Streetscape collection of recyclables and compostables</li> <li>• Mandate recycling and organics collection programs at multi-family and Industrial, Commercial and Institutional properties</li> </ul>
--	--

Note: 1. Assumes that disposal bans for construction, renovation and demolition materials would be implemented.  
 2. Assumes new Extended Producer Responsibility program will be implemented by Ministry of Environment and Climate Change Strategy.

Goal 1 of the draft Solid Waste Management Plan currently reads “To surpass the provincial per capita waste disposal targets.” Under the *Guide for Solid Waste Management Planning*, it is possible to set aspirational goals. One approach to capture the intent of the SWAC recommendation regarding a much lower target without necessitating years of new planning work is to modify Goal 1 to read “To surpass the provincial per capita waste disposal target and achieve 125 kg/capita/year.” By modifying this overarching goal to include an aspirational target while keeping the 2030 target intact at 250 kg/capita/year, the strategies and technical work supporting the draft Solid Waste Management Plan as written do not need to be redone. Furthermore, the CRD Board could submit a plan amendment to update and strengthen the strategies and targets in the Plan at a future date, once the Plan is implemented and performance is measured.

Through the public consultation process, the rerouting of traffic to the north end of the Hartland site (Willis Point Road entrance), and potential environmental and recreational impacts of landfill footprint expansion to extend the life of Hartland to 2100 were identified as specific topic areas of interest. In its round table review of the draft plan and recommended draft plan amendments, SWAC did not identify or recommend any changes to the draft plan relating to these topic areas; however, at other SWAC meetings, these were topics discussed as requiring further consultation.

*Service Delivery Implications*

Per the *Guide for Solid Waste Management Planning* framework, next steps include additional consultation on the draft plan (Alternative 1), preparing a final draft for submission, ENV review and approval, and final adoption.

Establishing new targets (Alternative 2) would require the CRD to go back to Step 2 of the Solid Waste Management Planning Process. This will require further technical evaluation, assessment of financial and administrative implications, consultation with the public and interested parties on

options and target, and obtaining necessary referral, endorsement and decisions by SWAC, ESC and CRD Board. This work is expected to take 2-3 years.

*Financial Implications*

The CRD has spent approximately \$170,000 plus staff time on completing technical analysis and consultation associated with the current targets to date. Establishing new targets (Alternative 2) would require the CRD to go back to Step 2 of the Solid Waste Management Process and redo this work at an equivalent cost. Further analysis is required to understand the full cost implications and funding strategies for achieving the waste reduction target in Alternative 2; however, it is anticipated that a new tax requisition would likely be required.

**CONCLUSION**

The CRD is currently in Step 4 of the four-step *Guide for Solid Waste Management Planning* framework to develop a new Solid Waste Management Plan. Public consultation found overall a high level of support for all plan elements, and 82% of respondents either strongly agreed (60%) or agreed (22%) with the proposed waste reduction target of 250 kg/capita/year by 2030 (equivalent to a 1/3 reduction from present levels). SWAC recommends strengthening plan targets to 2/3 reduction by 2030. This change in target is anticipated to delay plan approval by 2-3 years, cost \$170,000 plus staff time, and require the CRD to reconsider its stance on implementing a waste flow management policy and would likely require funding through tax requisition.

**RECOMMENDATION**

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

1. That the waste reduction target remain at 250 kg/capita/year by 2030 but goal 1 be changed to read “To surpass the provincial per capita waste disposal target and achieve 125 kg/capita/year”;
2. That the Solid Waste Advisory Committee’s recommended additions be added to the draft Solid Waste Management Plan; and
3. That staff proceed with community and local government consultation on the draft Solid Waste Management Plan, including targeted stakeholder consultation with residents in the areas of Hartland Landfill, Prospect Lake, Willis Point and Highlands.

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

**ATTACHMENTS**

- Appendix A: Chronology – Solid Waste Management Planning – 2011-2020
- Appendix B: Draft Solid Waste Management Plan – June 2020
- Appendix C: Solid Waste Advisory Committee Roundtable Feedback – July 2020
- Appendix D: Solid Waste Advisory Committee – Presentation – August 7, 2020