

**REGIONAL DISTRICT OF NANAIMO
REGIONAL SOLID WASTE ADVISORY COMMITTEE MEETING**

**THURSDAY, May 19, 2016, 5:00 PM - 7:30 PM
RDN Board Chambers**

A G E N D A

CALL TO ORDER

DELEGATIONS

MINUTES

- 3-7 Minutes of the Regional Solid Waste Advisory Committee meeting held April 14, 2016.

BUSINESS ARISING FROM THE MINUTES

UNFINISHED BUSINESS

COMMUNICATIONS/CORRESPONDENCE

- 8-8 ICI Waste Diversion Challenges – Mike Tripp (Progressive Waste Solutions) & Derek Haarsma (Haarsma Waste Innovations Inc.)

REPORTS

Update on the Stage 2 Process. (R. Alexander – presentation)

Future Residual Disposal. (L. Gardner – presentation)

Review of Additional Regulatory Authorities. (L. Gardner – presentation)

- 9-9 Zero Waste Definitions and RDN Guiding Principles. (S. Horsburgh – distribution)

- 10-14 Options for the Management of Hazardous Household Waste. (S. Horsburgh - presentation)

ADDENDUM

BUSINESS ARISING FROM DELEGATIONS OR COMMUNICATIONS

NEW BUSINESS

ADJOURNMENT

Distribution:

Alec McPherson	Chair, RDN Director	Gerald Johnson	Member at Large
Bill McKay	Deputy Chair	Ellen Ross	Member at Large
Derek Haarsma	Business Representative	Amanda Ticknor	Member at Large
Jan Hastings	Non Profit Representative	Michael Recalma	Qualicum First Nation
Dean Jones	Waste Management Industry	Chief & Council	Nanoose First Nation
Jim McTaggart-Cowan	Member at Large	Chief & Council	Snuneymuxw First Nation
Michael Tripp	Business Representative	Geoff Goodall	City of Nanaimo
Stewart Young Jr.	Business Representative	Cam Purdon	Town of Qualicum Beach
Wally Wells	Business Representative	Al Leuschen	Ministry of Environment
Craig Evans	Member at Large	Fred Spears	District of Lantzville
John Finnie	Member at Large	Karen Muttersbach	Environment Canada
Ben Geselbracht	Member at Large	Glenn Gibson	Island Health
Michele Green	Member at Large		

RDN Staff:

Larry Gardner	Manager, Solid Waste Services, RDN
Sharon Horsburgh	Senior Solid Waste Planner, RDN
Randy Alexander	GM, RCU & Solid Waste Services, RDN
Meghan Larson	Special Projects Coordinator
Jeff Ainge	Zero Waste Coordinator, RDN
Rebecca Graves	Recording Secretary, RDN

For information only:

Regional Board Members: CAO's: Dennis Trudeau (RDN), Brad McRae (District of Lantzville), Debbie Comis (City of Parksville), Daniel Sailland (Town of Qualicum Beach), Tracy Samra (City of Nanaimo)

**REGIONAL DISTRICT OF NANAIMO
REGIONAL SOLID WASTE ADVISORY COMMITTEE MEETING
HELD ON THURSDAY, APRIL 14, 2016
BOARD CHAMBERS**

Present:

Alec McPherson	Chair, RDN Director
Bill McKay	Deputy Chair, RDN Director
Jan Hastings	Non Profit Representative
Wally Wells	Business Representative
Dean Jones	Waste Management Industry
Derek Haarsma	Business Representative
Michael Tripp	Business Representative
Craig Evans	Member at Large
John Finnie	Member at Large
Ben Geselbracht	Member at Large
Michele Green	Member at Large
Gerald Johnson	Member at Large
Jim McTaggart-Cowan	Member at Large
Ellen Ross	Member at Large
Amanda Ticknor	Member at Large
Cam Purdon	Town of Qualicum Beach

Also in Attendance:

Director Young	Electoral Area 'C'
Larry Gardner	Manager of Solid Waste, RDN
Rebecca Graves	Recording Secretary, RDN
Sharon Horsburgh	Senior Solid Waste Planner, RDN
Meghan Larson	Special Projects Coordinator, RDN
Randy Alexander	General Manager, RCU, RDN

Regrets:

Stewart Young Jr.	Business Representative
Charlotte Davis	City of Nanaimo
Geoff Goodall	City of Nanaimo
Chief & Council	Nanoose First Nation
Chief & Council	Snuneymuxw First Nation
Michael Recalma	Qualicum First Nation
Glenn Gibson	Island Heath
Al Leuschen	Ministry of Environment
Karen Muttersbach	Environment Canada
Fred Spears	District of Lantzville

CALL TO ORDER

The Chairperson called the meeting to order at 5:07 PM and respectfully acknowledged the Coast Salish Nations on whose traditional territory the meeting took place.

Welcomed new member Cam Purdon, representing the Town of Qualicum Beach.

DELEGATES

MINUTES

MOVED J. McTaggart-Cowan, SECONDED G. Johnson, that the minutes from the meeting of the Regional Solid Waste Advisory Committee regular meeting held March 17, 2016, be adopted. CARRIED

BUSINESS ARISING FROM THE MINUTES

UNFINISHED BUSINESS

J. McTaggart-Cowan commented that he would like a discussion on the motions that were presented at the February 4, 2016, RSWAC meeting.

A. McPherson replied that issues that have been identified have been documented throughout the process. There will still be time to identify high priority options before the drafting of the SWMP.

J. Hastings questioned why as a committee are we not making a motion to adopt the Zero Waste International Alliance (ZWIA) definition and hierarchy?

L. Gardner commented that for the next meeting, a proposed zero waste definition or the ZWIA definition will be brought forward for discussion by the committee, as well as the guiding principles that are currently in the plan.

J. Finnie clarified his understanding and expectations of the process to draft the next plan that will come back to the committee for review. Our challenge will be arriving at consensus and assigning values and priorities before we advance the draft plan for public review.

R. Alexander highlighted that through this process the knowledge has been gained through the discussions. This has allowed us to identify a number of issues and options. The next step is to determine what the targets and principles and what we want to include in the plan and how we achieve those targets and principles.

J. McTaggart-Cowan questioned the progress of the proposal by Derek, Mike and Larry on options to address the challenges in the IC&I sector?

Derek responded that he would provide a report on the challenges that front end haulers have with multi-family units and offer suggestions.

COMMUNICATIONS/CORRESPONDENCE

REPORTS

Results of Last Meetings Exercise. (R. Alexander – Presentation)

R. Alexander gave feedback from the March 17, 2016 group exercise. Three questions were asked in that session which included;

- Are there topics where more research is required to make a recommendation to the Board?
- Are there topics that need more discussion in order to make a recommendation to the Board, and
- Are there topics where there is adequate information/discussion to advise the Board?

J. McTaggart-Cowan requested more dialogue be done with the IC&I sector before any further suggestions or decisions are made.

J. Finnie commented that a lot of the commercial operations have systems in place and when we talk about getting regulatory authority the concern is who's going to do that and with what? There are no resources to deliver on the systems that we already have in place.

W. Wells recalled in the Stage 1 Report that haulers had been consulted but not the generators in the IC&I sector. There needs to be a discussion with the generators while the plan is being developed.

L. Gardner commented the first step is to narrow down the preferred options and then consult with the business community about what is being considered to get their input.

G. Johnson remarked that he felt the committee should have had representation from the Chamber of Commerce.

Larry Gardner responded that the committee is made up of a range of representatives from different sectors and areas. It is already a fairly large group and it is impossible to cover off all groups.

D. Haarsma stated that on behalf of the business community he felt the haulers have a good understanding of the IC&I sector and what their customers are looking for in regards to waste and recycling removal services. Also, they are sensitive to the marketplace and what options their customers are willing to pay for.

B. Geselbracht commented that he recognizes we can tweak our infrastructure to reduce the waste but if Nanaimo doesn't stand up and advocate on certain waste streams or regulatory items at the Provincial level, waste exports will continually be subsidized.

R. Alexander replied that the advocacy role has been identified but was just not introduced in the presentation.

Levels of Service Matrix Review. (L. Gardner – Presentation)

L. Gardner presented the Level of Service Matrix which captures all the services discussed to date, the scope of service, the RSWAC level of interest in pursuing service levels that include; curbside glass and yard waste collection, curbside compliance & enforcement, share sheds, EPR stewardship programs, ICI & MFD diversion, Zero Waste plan, complementary drop off days, CD Waste, HHW collection, and residual management and landfill options.

M. Tripp remarked that while basic items are covered it's the difficult to recycle items that are challenging. Businesses have tried sorting materials themselves but recovery is low at 5-10%. You would have to create a market and fund it. New markets have to be developed with funding to help make them viable. He would like to see secondary industries and markets created for plastics. Until markets open up we can only do so much.

D. Jones commented that it comes down to customers themselves, there are multi-national clients that achieve 90% diversion rates but they are willing to pay, a lot of industries either can't or won't pay. Does that fall back on enforcement or education or is it the haulers job to fund or support it, who pays for it?

D. Haarsma commented that traditionally when a landfill ban is implemented the hauler notifies the business or property management companies. This puts the responsibility of enforcement on those

haulers that promote recycling services and makes it difficult to compete with haulers not promoting the same level of service, which makes it difficult to compete when it's not a level playing field. Regulation and enforcement has encouraged haulers to put garbage into trailers and ship across the border.

Complimentary Disposal Services at Regional District of Nanaimo Solid Waste Facilities. (S. Horsburgh)

S. Horsburgh gave an overview on Complimentary Disposal Services discussing history, challenges, diversion and financial impact. In the past, the program was popular due to convenience but concerns were raised in regards to traffic control and safety concerns. The service does not support reduce, reuse or the principles outlined in our current SWMP and could increase disposal and loss could potentially losses \$42,500 per day in revenue.

J. McTaggart-Cowan responded that if it's not equitable, what's the purpose of even thinking about it?

MOVED J. Finnie, SECONDED J. McTaggart-Cowan that this committee does not support the Complimentary Disposal Services initiative.

CARRIED

J. Hastings commented she would like to see local government fund a pickup day for items such as hazardous waste.

L. Gardner commented that a number of EPR programs cover a lot of that material and there are communities that provide that service so providing costs can be presented.

G. Johnson questioned if there is a document available that outlines how the Province calculates EPR rebates?

L. Gardner answered that each program provides their own annual reports but doesn't believe there is a single site to review.

M. Larson replied that separate EPR agencies set the price of rebates paid to collectors (i.e. depots). Their financials are audited by the MOE but MOE has no responsibility for setting those rebates.

S. Horsburgh commented that stewardship organizations are required to produce annual reports that include financial statements.

Solid Waste Management Education. (M. Larson)

M. Larson gave an overview of Solid Waste Management Education which included strategy for education, diversion & financial impact, regulatory authority and provided a summary.

M. Green questioned why not find out what the barriers are and address those through education and other programs?

M. Larson replied that cost is a barrier for many people and we do post what the costs are at RDN facilities for waste disposal. When waste is generated then they bear the cost. We advocate that residents reduce, reuse and recycle and all other free options to help relieve the costs of disposal.

Future Residual Disposal (L. Gardner)

Presentation postponed until next meeting.

ADDENDUM

NEW BUSINESS

ADJOURNMENT

MOVED J. McTaggart-Cowan, SECONDED G. Johnson, that this meeting be adjourned.

Time: 7:40 pm.

CHAIRPERSON

ICI Waste Diversion Challenges – Presented by Mike Tripp (Progressive Waste Solutions) and Derek Haarsma (Haarsma Waste Innovations Inc.)

Source Separation:

- No Requirement for Source Separation — Although the landfill ban was intended to drive source separation, there is no actual requirement for the waste producer to make the effort.
- With front load trucks it is impractical/impossible for the hauler to screen waste in the bins; impractical to leave the truck to lift the lid of the bin to observe its contents before tipping; this would have a significant cost and safety implication; even if the bin contents were observed before dumping, only the surface waste is visible.
- Enforcement Transferred to the Waste Hauler — Fines are applied to the waste hauler depositing banned material. In theory, the cost can be transferred back to the waste producer but in practice this does not happen (i.e. fear of alienating customers, unable to pinpoint source of contamination due to mixing of loads).
- Encourages Waste Export — The relative value of the Canadian and US dollar is currently a barrier to waste export to the US. As well, there are also private Canadian for-profit landfills. The imposition of fines on haulers does further increase the potential of waste export to locations that do not impose such restrictions. Should this happen, no waste diversion would likely be achieved.
- Landfill Bans Apply to Different Sectors - Food waste is banned from the commercial sector while plastic containers are banned from households. Waste from different sectors is often collected in the same truck making enforcement in these cases virtually impossible

Multi-family:

- Typically lacks a champion to set up and organize a system
- Strata councils require a majority in favor to introduce changes
- There is no incentive for property owners or managers to introduce programs as it often costs more and takes more space; even where programs are in place, there is no incentive to police the use
- Changing tenants creates an ongoing training/policing challenge
- Time/space/cost/inconvenient

ICI:

- Similar challenges to multi-family (i.e. time, space, costs, inconvenient, lack of a champion, low on the priority of work tasks)
- Changing staff
- Perception of only small amounts of recyclables or organics, so why bother

RSWAC Agenda Item: Review of Zero Waste Definitions and RDN Guiding Principles

Existing RDN Solid Waste Management Plan

RDN Zero Waste Statement:

In 2002 the RDN adopted “zero” as their waste diversion target, meaning that the RDN will continuously strive to reduce the amount of waste requiring disposal.

Guiding Principles:

1. The consumption of material and energy resources is set at a level that is ecologically sustainable.
2. The regional solid waste stream is reduced to the greatest extent possible, in accordance with the hierarchy of reduce, reuse, and recycle, and consistent with local resources and the nature of the regional solid waste stream.
3. The goal of environmental policy is to not exceed the capacity of the environment to accept waste and the strategies for achieving that goal cautiously anticipate the environment’s capacity.
4. Individuals and firms are enabled to make environmentally sound choices about consumption of resources and generation of waste through provision of appropriate information, including user-pay and market-based incentives, wherever possible.
5. Reduction policies and strategies are developed through public consultation in a cooperative manner between government, private enterprise and community stakeholders. This may entail more flexibility in existing procedures and the setting precedents. The cost effectiveness of any strategy will be based on full accounting of costs and benefits, both monetary and non-monetary.
6. The strategies and policies promote community development whenever possible.

Zero Waste International Alliance (ZWIA)

Zero Waste Definition:

“Zero Waste is a goal that is ethical, economical, efficient and visionary, to guide people in changing their lifestyles and practices to emulate sustainable natural cycles, where all discarded materials are designed to become resources for others to use.

Zero Waste means designing and managing products and processes to systematically avoid and eliminate the volume and toxicity of waste and materials, conserve and recover all resources, and not burn or bury them.

Implementing Zero Waste will eliminate all discharges to land, water or air that are a threat to planetary, human, animal or plant health.”

TO:	Larry Gardner Manager, Solid Waste Services	DATE:	May 10, 2016
FROM:	Sharon Horsburgh Senior Solid Waste Planner	MEETING:	RSWAC, May 19, 2016
		FILE:	5365-00
SUBJECT:	Options for the Management of Household Hazardous Waste (HHW)		

RECOMMENDATION

That the report on Options for the Management of Household Hazardous Waste be received for information.

PURPOSE

This report has been prepared in response to the RSWAC requesting a report regarding funding household hazardous waste collection events.

BACKGROUND

Household hazardous waste (HHW) is any waste from your home that is considered dangerous. It includes any leftover household product that is marked flammable, corrosive, explosive or poisonous. Common examples are pesticides, varnishes, paints, cleaners, and batteries.

In British Columbia, HHW is primarily managed through Provincial government established Extended Producer Responsibility programs (EPR). These programs cover the following materials: paint, oil, household lighting, CO and smoke alarms, small appliances, cell phones, batteries, thermostats, and pharmaceuticals, among others. These EPR programs are designed to ensure these materials which are or contain hazardous waste is handled, stored, transported, treated and disposed of properly.

Typically HHW materials are dropped off at depots where they are packed into containers, placed in a truck and transported to a warehouse. The waste is re-sorted and sent to the appropriate facilities for treatment or disposal. The disposal method depends on the type of product: some is sent to Swan Hills, Alberta for incineration; PCBs go to Quebec; some pesticides are incinerated, while others go to secure landfills in BC; solvents and waste oils are recycled or reused in heat recovery fuel in Alberta.

RDN HHW Management

In the RDN, HHW management has been left to the private sector. Currently, there are several for-profit and non-profit depots in the Nanaimo and Parksville areas where EPR items are accepted. The RDN is one of the highest subscribers to EPR programs in the Province and this is an important consideration when evaluating the effectiveness of the existing programs. The RDN does not provide HHW drop off programs at its facilities as many items are covered by EPR programs. A number of depots throughout the RDN accept the majority of EPR materials in the region and they have indicated that non EPR materials are prevalent and can pose a financial burden on the organization if abandoned at these depots. In 2015, the Nanaimo Recycling Exchange (NRE) spent \$12,000 on handling and disposal of non-stewarded HHW items.

The Province’s strategy to manage HHW is through industry-led EPR programs. These programs place the responsibility to provide end-of-life recycling and appropriate disposal on the producers and retailers of the product. This system shifts the cost burden from the general taxpayer or local government on to the producer and consumer. At the RDN’s regional facilities, staff advise customers to take materials not accepted at the landfill to appropriate locations for safe disposal. Hazardous waste companies like Terra Pure, Hetherington, and Arrowsmith Environmental will accept hazardous waste which is not part of the EPR programs at a cost.

RDN staff have indicated they do occasionally set aside HHW material that has been left at the landfill or transfer station. Those materials are stored securely until there is sufficient quantity for transportation. There are usually 2 shipments per year and the RDN budgets approximately \$1,000 per annum for abandoned HHW.

The RDN’s 2012 Waste Composition Study identified that HHW consisted of less than 1% of the waste stream and the majority of the materials found were covered by EPR programs. Table 1 below categorizes the materials considered HHW:

Table 1: Categories of Household Hazardous Waste in Residual Waste Stream

HOUSEHOLD HAZARDOUS WASTE	EPR PROGRAM (Residential Products Only)
Batteries	✓
Medical/Biological Waste	No program
Stains	✓
Preservatives	✓
Latex Paint	✓
Oil-based Paint	✓
Aerosols	✓
Solvents	✓
Pesticides	✓
Herbicides	Some items
Fungicides	Some items
Motor Oil	✓
Oil Filters	✓
Anti-Freeze	✓
Pharmaceuticals	✓
Flammable Products Other Petroleum based Products	✓
Mercury Containing items Thermostats & lightbulbs	✓

JURISDICTIONAL SCAN ON HHW MANAGEMENT OPTIONS

Some Regional Districts with limited access to drop off depots work collaboratively with EPR organizations and local government to provide mobile collection events. EPR organizations determine the site requirements, which could include secure storage, protection from weather, supervised collection, and paved surfaces for safe pickup of large bins. Typically, if the EPR organizations determine there is adequate collection coverage in an area, they decline the expansion of depot services or participating in mobile collection events.

Columbia Shuswap Regional District (CSRD)

The CSRD conducts Household Hazardous Waste Round-up events in the communities of Salmon Arm, Revelstoke and Golden to collect a backlog of hazardous household material. These events take place every two years. This program provides an opportunity for residents to safely dispose of materials that are toxic, corrosive, reactive or ignitable.

In 2016, the CSRD has budgeted \$80,000 to provide this services to residents at no charge. The CSRD offers residents this opportunity because this material is not accepted in the landfill but it requires safe disposal. While some products such as pesticides and herbicides are regulated through an Extended Producer Responsibility Program administered by Product Care, not every community has a Product Care depot, and not all products are accepted as part of the stewardship program, so this program helps consumers with their non-conforming leftovers.

Capital Regional District (CRD)

The Hartland recycling area accepts almost all types of household hazardous waste from residents only. The program does not include industrial waste from commercial businesses. The Capital Regional District recently issued a contract for Household Hazardous Waste Management and Hazmat Services, in the amount of \$382,544.69. It is estimated that the CRD handles 65 tonnes per year of HHW previously managed through a private depot. In addition to the Hartland Landfill, there are several for-profit and non-profit depots that accept EPR items at more convenient drop off locations across the Capital region.

Thompson-Nicola Regional District (TNRD)

The TNRD host HHW events in cooperation with the City of Kamloops as well as a few events in some of the smaller municipalities. Events are typically held in larger towns/cities (Kamloops/Merritt) every year and other smaller communities every two or three years. The Region's hazardous waste contractor receives all materials not covered by Product Care. Product Care also sends their contractor to accept their materials. The cost of the events greatly depends on the amount of material received. The event costs range from \$8,000 - \$20,000 for one day events.

TNRD have indicated they are starting to phase out the drop off events as they are working towards accepting HHW year round at their full service eco-depots. They have found a significant amount of the material that comes into the events is paint and oil that are already covered through EPR stewardship programs. There is minimal non-EPR material and it is proposed this can be collected for a fee by their contractor. Depot service provides much better service to residents as the service is year round opposed to one day a year.

Regional District of North Okanagan (RDNO)

RDNO have introduced a full service Eco Depot at a cost of \$200,000. The stewardship agencies pay to participate in the Eco Depot. However the costs to run the regional roundup events was approximately \$75,000 per year.

Regional District of Okanagan Similkameen (RDOS)

RDOS's Penticton landfill accepts hazardous waste at their landfill and provides a round up service for approximately \$80,000.

Regional District of Central Okanagan (RDCO)

The RDCO has a contractor in the City of Kelowna that runs a year round depot. The contractor receives material directly from the public at the contractor's facility, and then the contractor invoices the RDCO for all non-program materials. The Annual budget for this service is approximately \$80,000.

City of Chilliwack

HHW annual service is approximately \$35,000 per year.

District of Mission

Newalta HHW annual service is approximately \$30,000 per year.

OPTIONS FOR CONSIDERATION

There are a number of options that can be introduced to manage HHW drop off events in the Regional District. These could involve going out for an RFP to determine the costs associated with hosting a Regional Round up Event and involving existing service providers of HHW services that currently offer EPR programs as well as managing non EPR material.

IMPACT ON DIVERSION

By changing how HHW programs are administered it is not expected to significantly impact diversion of the 297 metric tonnes or >1% of the waste stream as the majority of this material is already captured by EPR programs. Furthermore, the RDN's waste composition is generally reflective of other regional districts with more expensive means of managing HHW. However, by offering a service to handle this material annually may generate a higher percentage of material. Based on data from other programs the range is from 50 – 500 tonnes over 2 – 5 yrs.

FINANCIAL IMPLICATIONS

Currently the RDN budgets \$1,000 to manage orphaned HHW that is left on site at regional facilities. In 2015, the NRE spent \$12,000 on disposal of non-stewarded HHW items. Based on the information gathered from other regional districts, if the RDN was to consider taking on the role of managing non-stewarded HHW region it would like be best done through a contracted service and to allocate \$80,000-\$100,000 for budgeting purposes to cover two bi-annual HHW collection events.

Table 2 summarizes the Projected Costs to manage Non-EPR materials.

Table 2: Projected Costs to manage Non-EPR materials

Projected Costs to manage Non-EPR materials	Yearly Budget
Contractor	\$70,000
Communications & Advertising	\$5,000
Rentals	\$5,000
Total	\$80,000

REGULATORY AUTHORITY

No new regulatory authority would be required by the RDN to enhance the existing EPR programs in place. The programs current in place are well subscribed and provide a safe option for collection. Adding collection events would potentially reduce material following to these drop off depots and could potentially drive more material to community based HHW Round up events shifting the costs to the RDN.

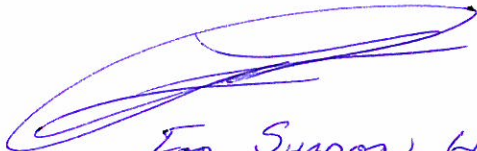
STRATEGIC PLAN IMPLICATIONS

There are no strategic plan implications.

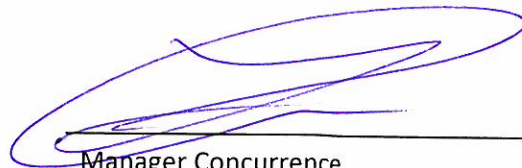
SUMMARY/CONCLUSIONS

In the RDN, HHW management is carried out by the private sector and there are currently several for-profit and non-profit depots in the Nanaimo and Parksville area where EPR items are accepted. The RDN is one of the highest subscribers to EPR programs. The RDN does not provide HHW drop off programs at its facilities as many items are covered by EPR programs and based on our waste stream analysis there are minimal non EPR material that requires special handling. The NRE accepts the majority of EPR materials in the region and they have indicated that non EPR materials are prevalent and they are financial burden on the organization. In 2015, the NRE spent \$12,000 including handling on disposal of non-stewarded HHW items.


While the mandate for this material rests with the Provincial government there are numerous regional districts that have taken on the role of managing HHW collection in order to protect the environment as there are no convenient programs available. It is estimated that if the RDN to takes a more active role in HHW management similar to other regional districts we should budget between \$80,000-100,000 annually. This would augment existing service levels and round up events could be carried out in different areas of the RDN.



For Sharon Horsburgh
Report Writer



Manager Concurrence



General Manager Concurrence



CAO Concurrence