

**REGIONAL DISTRICT OF NANAIMO
SOLID WASTE MANAGEMENT SELECT COMMITTEE MEETING**

**TUESDAY, OCTOBER 25, 2016, 1:30 PM - 3:30 PM
RDN Committee Room**

A D D E N D U M

RDN meetings may be recorded

PAGES

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October 18, 2016

Regional District Board Chairs

Re: AVICC Special Committee on Solid Waste - Proposed Cost-Sharing Formula

The Association of Vancouver Island and Coastal Communities (AVICC) special committee on solid waste management was established and endorsed by the membership at the 2015 AVICC annual convention. At the 2016 AVICC annual convention the membership passed a resolution supporting the continued work of the special committee special committee through five actions. The 2016/17 terms of reference (Appendix A), 2016/17 action plan (Appendix B) and Vision and Goals (Appendix C) are attached.

The special committee has considered a fair cost allocation formula to support an annual budget of \$20,000.00 towards the funding of the research, technical expertise and other shared costs. Three cost sharing options were considered by the special committee, and the special committee recommended a hybrid approach to a cost sharing formula.

The recommended approach has been developed based on the recognition that small and large regional districts will benefit from collaborating to develop strategies that address the management of solid waste.

The special committee is advancing the work through staff committees, and is looking forward to reporting back to the membership at the Annual Convention in April 2017 in Campbell River. The following resolution was approved by the special committee at the August 2016 meeting:

On motion by Capital RD Director Windsor, seconded by Cowichan Valley RD Director Morrison,

That there be a contribution of \$500 from each regional district with the remainder of costs for the first \$20,000 to be based on cost share C, total waste disposed, was

CARRIED



The outcome for each regional member:

AVICC Member	Member flat participation contribution	Total Waste Disposed (tonnes)	% AVICC Total Waste	Participant contribution based on % of waste disposed	Total Member contribution based on \$20,000.00 budget
Alberni-Clayoquot	500.00	21,044	6.40%	992.19	1,492.19
Capital	500.00	139,412	42.41%	6,573.06	7,073.06
Comox Valley	500.00	39,427	11.99%	1,858.92	2,358.92
Cowichan Valley	500.00	23,677	7.20%	1,116.33	1,616.33
Mount Waddington	500.00	6,172	1.88%	291.00	791.00
Nanaimo RD	500.00	51,782	15.75%	2,441.44	2,941.44
Powell River RD	500.00	9,242	2.81%	435.75	935.75
Strathcona	500.00	27,723	8.43%	1,307.10	1,807.10
Sunshine Coast	500.00	10,270	3.12%	484.21	984.21
Total	\$4,500.00	328,749	100%	\$15,500.00	\$20,000.00

The special committee respectfully requests your support of the cost sharing formula as recommended.

We would greatly appreciate your member contribution being forwarded to AVICC by November 15, 2016.

Best regards,

Edwin Grieve
Chair, AVICC Special Committee on Solid Waste

APPENDIX A

AVICC Special Committee on Solid Waste Management Terms of Reference - August 23, 2016

Background

September 2014 - the Association of Vancouver Island and Coastal Communities (AVICC) hosted, in partnership with nine regional districts, a solid waste management workshop. The objective of the workshop was to share experiences and best practices and to develop a greater understanding of solid waste matters faced by Vancouver Island and coastal regional districts. In summary the workshop identified the range of situations, the difficulties and complexities involved and the uncertainties existing for all regarding various aspects of solid waste.

Uncertainties identified:

- inability to locate disposal facilities and control waste flows;
- funding models dependent upon maintaining waste streams;
- successful diversion strategies impacting disposal volumes; and
- transportation and disposal security issues.

Other challenges for the AVICC region include individual regional district waste streams volumes being so small as to be well below those necessary to benefit from certain technologies that more often require sufficient economies of scale and the significant regulatory and long-term liability costs associated with protection of the environment. These costs must be balanced with value for money considerations for taxpayers.

November 2014 – AVICC letter to the Union of BC Municipalities (UBCM) identifying *'solid waste management is a costly service for local governments and as such must be a high priority to ensure that efficient and cost effective planning is in place for the future.'* The letter also requests assistance from UBCM to advocate on behalf of local governments with the Province to facilitate and support regional solutions.

February 2015 – AVICC considers establishment of a Special Committee on solid waste management and develops terms of reference.

May 2015 through March 2016 – the Special Committee is established, and holds nine workshops including four in-person sessions. Tetra Tech EBA Consultants prepares a report "The State of Waste Management" funded by Comox Strathcona waste management. The report documents the current state of each regional district's solid waste management plans, and sets out 21 recommendations on opportunities for collaboration with AVICC partnerships. Jerry Berry Consultants assists the Special Committee through a prioritization exercise to group the recommendations into immediate, short-term and long-term priorities. The Special Committee drafts a resolution incorporating the immediate and short-term priorities, and a 2016 action plan for these priorities.

April 2016 – Chair Edwin Grieve presents at the AVICC AGM and Convention. He updates AVICC members on the work carried out by the Special Committee, reviews the proposed resolution and asks AVICC members to support it. The resolution sets out areas of work to focus on being: Partnership; Advocacy; Long-term Disposal; Regulations and Enforcement; and the 2016 action plan for each area. AVICC members endorse the resolution at the Convention.

Summer 2016 – a meeting is being scheduled with the Minister of Environment to present a briefing on the work of the Special Committee.

Purpose

To implement the action plan developed by the Special Committee in 2015-16.

Special Committee Membership

The Committee membership will be composed of one member and alternate from the AVICC executive and one appointment and alternate from each AVICC regional district board. The AVICC President will continue as an ex-officio member.

Term

The term of the Special Committee is extended to April 30, 2017. The AVICC Executive may consider further extensions on an annual basis.

Special Committee Chair and Vice-Chair

The Chair and Vice-Chair elected by the committee members in 2015 will continue until April 30, 2017. Responsible for establishing the meeting schedule, reviewing agendas and minutes, facilitating and managing meetings, contact with media and presenting to AVICC, UBCM and the Province of BC as required.

Administrative Support

- Meeting support will be provided by AVICC, with assistance from the Comox Valley RD.
- Administrative and technical support shall be provided by AVICC member regional districts as assigned by the chief administrative officer for each regional district.
- The special committee may also contract with any person, so long as that contract is within its budget allocation, and approved by AVICC's President.

Expert Members and Invited Guests

The special committee on solid waste management may, from time-to-time, require experts, academics or other government/voluntary sector representatives to attend meetings, as presenters, advisors or observers because of their knowledge of the subject. Subject to working within its budget allocation and approval by AVICC's President.

Confidentiality

While the results of the special committee will be presented in a public forum and community engagement will be important if any outcomes are proposed for implementation, the deliberations of the special committee are to be confidential. Members are committed to respecting the personal privacy of the special committee on solid waste management and agree not to disclose personal information or views expressed during meetings. Deliberations may be shared within the various agencies represented by the special committee on solid waste management but should remain confidential until there is general agreement and consensus to make them public.

Agendas and Minutes

- Agendas shall be approved by the chair and provided to committee members a minimum of three days in advance of the meeting.
- Approved minutes will form the AVICC public record for the meetings.
- A copy of the approved minutes shall be forwarded to AVICC member regional districts to ensure all regional district elected officials are informed of the special committee's progress.

Deliverables

1. Partnership - Develop a vision and goals including a communication strategy and a unified education program.
2. Partnership – continue to meet regularly – identify one solid waste challenge or opportunity to investigate at each meeting, and establish a process to maintain and update the 2015 baseline report.
3. Advocacy – engage the British Columbia Ministry of Environment and industry groups to review and expand waste reduction and diversion policies.
4. Long-term Disposal – conduct an assessment to forecast future solid waste disposal demand of AVICC member populations in twenty, forty and sixty years' time.
5. Regulations and Enforcement – ensure that, where practicable, disposal bans and bylaws are consistent across regions to reduce leakage across borders.

Resources

The AVICC will provide funding of \$5,000 toward the following costs of the committee: consultant fees and expenses associated with the development of deliverables; meeting and other operating expenses of the Special Committee; and any other expenses specifically approved, in advance, by the AVICC president.

Once a preliminary budget has been established and agreed upon by the committee members, participating member regional districts will be asked to contribute the remainder of the funding to complete the deliverables based on a fair cost-sharing formula to be established through discussion with the CAOs and approved by the Committee. In-kind contributions may be considered in the funding formula if the contributions will be substantial and are measurable.

In-person meetings will be held in Nanaimo. Where feasible, meetings will be held via teleconference. Member local governments will be responsible for their own representatives' travel to attend meetings including those of the administrative and technical staff. It is expected that 2-3 in-person meetings will be required of the group.

Wherever possible and feasible, in-kind contributions of technical and administrative support will be utilized.

Budget

To be reviewed as the work plan is developed. Anticipated in-kind contributions are:

- **Nanaimo Regional District:** meeting space for in-person meetings as may be required.
- **Comox Valley Regional District:** senior administrative support.

Code of Conduct (Bill 14 WorkSafe BC)

It is the responsibility of all participants to act in accordance with WorkSafe BC legislation, with specific attention to Bill 14 requirements, (s 5.1 WCA Pt II) to ensure the work environment is free of discrimination, bullying and harassment. The committee will support an atmosphere of understanding and respect for rights and dignity of all individuals. All members must carry out their responsibilities professionally and to the highest standard of integrity to ensure that all actions of the committee are conducive to a positive collaborative working relationship. This will require consistent adherence to legislation to support principles of respect and professional veracity.

APPENDIX B

AVICC SPECIAL COMMITTEE ON SOLID WASTE MANAGEMENT - ACTION PLAN

Action 1. Partnership - Develop a vision and goals including a communication strategy and a unified education program.

TASK #	TASK/NEXT STEP	LEAD RD	ESTIMATED COST
1.1	Develop a vision and goals - by reviewing the background work and presenting to the special committee for consideration at August 23rd meeting.	Cowichan Valley - Brian Carruthers	in-kind
1.2	Identify possible funding sources including current RD communications budgets. All RD communications staff to meet and discuss regional communications/education, share knowledge on what has worked, and look at ways to promote the AVICC brand. Communications group will put forward recommendations on where RDs can do common messaging and other options for collaboration.	Nanaimo RD - Larry Gardner	in-kind
1.3	MMBC Funding to be added to the communication staff meeting to explore how to use MMBC funding for communications around diversion and waste reduction.	Nanaimo RD - Larry Gardner	in-kind

AVICC SPECIAL COMMITTEE ON SOLID WASTE MANAGEMENT - ACTION PLAN

Action 2. Partnership – continue to meet regularly – identify one solid waste challenge or opportunity to investigate at each meeting, and establish a process to maintain and update the 2015 baseline report.

TASK #	TASK/NEXT STEP	LEAD RD	ESTIMATED COST
2.1	Continue to meet regularly - the 2016/17 Terms of Reference estimate 2-3 face to face special committee meetings this term.	Nanaimo RD to provide meeting space, AVICC to provide catering and meeting support.	in-kind travel plus catering and teleconference costs.
2.2	Establish a process to maintain and update the 2015 baseline report - data in Tables 2 and 4 to be kept up to date. Engage TetraTech to work with each RD's technical staff to confirm consistent definitions and methodology in the data. Greg Fletcher and Russ Smith to coordinate a session with technical staff to review the statistics for consistency and discuss methodology for keeping the statistics up to date. TetraTech to attend that session.	Mount Waddington RD - Greg Fletcher; Capital RD - Russ Smith	To be determined following initial session

Table 2: Association of Vancouver Island and Coastal Communities Member Solid Waste Overview

Metric	Alberni Clayoquot	Capital	Comox/Strathcona	Cowichan Valley	Mount Waddington	Nanaimo	Powell River	Sunshine Coast	Total
General Information									
Population	31,061	372,463	104,950	81,704	11,523	150,404	19,480	29,584	801,169
Area (km ²)	6,588	2,340	19,977	3,475	20,244	2,038	5,075	3,777	63,514
Density (population/km ²)	4.7	153.8	5.25	23.1	0.57	71.9	3.9	7.6	12.6
SWMP* Approved (Year)	2008	1995	2013	1995	1996	2004	1996	2011	
SWMP Current Status		Stage 3		Amended 2007	Stage 1	Stage 2	Stage 3		
Disposal/Capita (kg)	699	369	610	286	542	335	236 ⁴	352	399
Diversion Rate	22%	52%	51%	74%	32%	68%	50%	50%	57%
Residual Management									
Generated/yr (MT)	21,597	137,306	64,292	23,333	6,243	52,237	4,604	10,229	319,653
Exported/yr (MT)	0	0	0	23,333	0	1,915	4,604	0	29,852
Landfill Capacity ¹ (m ³)	1,340,880	10,872,000	286,770	0	779,542	2,400,000	0	251,771	15,930,963
Landfill Capacity ¹ (yrs)	80	35	25	0	80	25	0	15	
Tipping Fee	\$95	\$110	\$120	\$140	\$115	\$125	\$215	\$150	
Disposal Cost ²	\$2,051,715	\$15,082,980	\$7,715,040	\$3,266,620	\$717,911	\$6,529,611	\$2,283,945	\$1,534,350	\$37,888,087
Organics Management									
Generated/yr (MT)	409	15,219	4,690	11,356	2,011	26,250	902	3,318	64,087
Exported/yr (MT)	0	15,219	0	0	0	0	0	0	15,219
Capacity ³ (MT)				37,200		22,500	902		60,602
Recycling									
Generated/yr (MT)	4,700	132,057	62,436	66,918	986	86,603	3,713	5,563	362,976
Population served by MMBC	100%	100%	87%	100%	100%	100%	34%	100%	97%
¹ Including planned expansion. ² Disposal cost = tipping fee x garbage generated. ³ Excludes small, private yard/wood waste facilities. ⁴ Does not include C&D waste *Solid Waste Management Plan (SWMP)									

Table 4: Breakdown of Revenue Sources for Operating Budgets

Description	ACRD	CRD	CSWM	CoVRD	MWRD	RDN	PRRD	SCRD
Operating Budget¹	\$3,289,500	\$19,810,879	\$11,754,067	\$7,300,000	\$973,417	\$11,888,000	\$1,780,407	\$3,778,965
Population	31,061	372,463	104,950	81,704	11,523	150,404	19,480	29,584
Area (km²)	6,588	2,340	19,977	3,475	20,244	2,038	5,075	3,777
Density (population/km²)	4.7	153.8	5.25	23.1	0.57	71.9	3.9	7.6
Revenue	\$3,289,500	\$19,424,186	\$11,754,067	\$7,310,000	\$1,150,237	\$13,167,375	\$1,780,407	\$4,082,605
<i>Tipping Fees</i>	<i>\$2,126,543</i>	<i>\$15,384,915</i>	<i>\$8,502,565</i>	<i>\$2,450,000</i>	<i>\$370,886</i>	<i>\$7,267,000</i>	<i>\$861,735</i>	<i>\$2,133,840</i>
<i>MMBC/EPR Revenue</i>	<i>\$355,000</i>	<i>\$3,331,124</i>	<i>\$192,200</i>	<i>\$600,000</i>	<i>\$123,365</i>	<i>\$1,024,375</i>	<i>\$30,369</i>	<i>\$135,000</i>
<i>Taxation</i>	<i>\$183,264</i>	<i>\$0</i>	<i>\$707,135</i>	<i>\$3,960,000</i>	<i>\$536,976</i>	<i>\$462,000</i>	<i>\$236,906</i>	<i>\$1,066,920</i>
<i>Utility Fees</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$3,183,000</i>	<i>\$0</i>	<i>\$746,845</i>
<i>Surplus</i>	<i>\$603,693</i>	<i>\$0</i>	<i>\$257,422</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>
<i>Permits, Fines, Grants, Operations, Misc.</i>	<i>\$21,000</i>	<i>\$708,147</i>	<i>\$0</i>	<i>\$300,000</i>	<i>\$0</i>	<i>\$1,231,000</i>	<i>\$651,397</i>	<i>\$0</i>
<i>Loan</i>	<i>\$0</i>	<i>\$0</i>	<i>\$2,094,745</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>
<i>First Nation Requisition</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$119,010</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>
Shortfall/Profit	\$0	(\$386,693)³	\$0	\$10,000	\$176,820	\$1,279,375⁴	\$0	\$303,640
Cost/Capita²	\$106	\$53	\$112	\$89	\$84	\$79	\$91	\$128

¹ Budget year: 2015 (ACRD, CSWM, CoVRD, RDN), 2014 (CRD, MWRD, PRRD, and SCR D).

² Based on operating budget only for the regional district (No municipal costs included). Some regional districts provide collection services to electoral areas, and other operate depots so financial numbers are not directly comparable as different services are offered.

³ Funded with surplus

⁴ Surplus includes money that is dedicated for transfer to reserve for landfill closure.

AVICC SPECIAL COMMITTEE ON SOLID WASTE MANAGEMENT - ACTION PLAN

Action 3. Advocacy – engage the British Columbia Ministry of Environment and industry groups to review and expand waste reduction and diversion policies.

TASK #	TASK/NEXT STEP	LEAD RD	ESTIMATED COST
3.1	Engage MOE - AVICC is in the process of setting up a face-to-face meeting with Minister Polak. Also need to involve Ministry staff, and get support for staff involvement during the meeting with the Minister. Set up a 15 minute meeting with the Minister at the UBCM convention, and a 30 minute meeting with staff.	AVICC & Comox Valley RD	in-kind
3.2	Identify industry groups to engage in a review and expansion of waste reduction and diversion policies. Ministry of Environment could facilitate ongoing sessions - invite one type of industry/producer to each session, industry stewardship programs. Involve BC Product Stewardship Council and BC Recycling Council. Potential groups that CRD could use to consult with solid waste industry regarding reduction and diversion policies - Coast Waste Management Association – executive director – Will Burrows www.cwma.bc.ca - Vancouver Island Recycling and Waste Industry Coalition – administrator – David Lawes www.virwic.ca	Capital RD - Russ Smith	in-kind

AVICC SPECIAL COMMITTEE ON SOLID WASTE MANAGEMENT - ACTION PLAN

Action 4. Long-term Disposal – conduct an assessment to forecast future solid waste disposal demand of AVICC member populations in twenty, forty and sixty years’ time.

TASK #	TASK/NEXT STEP	LEAD RD	ESTIMATED COST
4.1	Staff committee reviewed options for allocating future costs of work by the Special Committee including based on population, equal membership dues and based on total tonnes disposed. No recommendation to Special Committee because of different perspectives. Special Committee to discuss what the preferred option is at the August meeting. Continue to have each RD cover own costs of staff and political representatives attending the meetings. May be reviewed once future work identified.	Nanaimo RD - Larry Gardner	in-kind
4.2	Staff committee reviewed methodologies for forecasting future growth with three scenarios with varying assumptions around factors including recycling, diversion, construction waste and organic material. Recommend that staff technical committee develop assumptions to use in an AVICC wide projection model to calculate long-term demand.	Nanaimo RD - Larry Gardner	in-kind, may require assistance from a consultant

AVICC Special Committee on Solid Waste Cost Contribution

Cost Share A: Based on total population of RD and member municipalities

Cost Share B: Based on equal membership due

Cost Share C: Based on total tonnes disposed

2016 Budget:	\$20,000.00							
Member	Pop 2015 Total Reg	% Pop	Cost Share A	Cost Share B	Per Capita Disposal*	Total Waste Disposed (tonnes)**	% AVICC Total Waste	Cost Share C
Alberni-Clayoquot	30,106	3.69%	\$738.46	\$2,222.22	699	21,044	6.40%	\$1,280.26
Capital	377,809	46.34%	\$9,267.11	\$2,222.22	369	139,412	42.41%	\$8,481.36
Comox Valley	64,634	7.93%	\$1,585.38	\$2,222.22	610	39,427	11.99%	\$2,398.60
Cowichan Valley	82,787	10.15%	\$2,030.65	\$2,222.22	286	23,677	7.20%	\$1,440.44
Mount Waddington	11,387	1.40%	\$279.31	\$2,222.22	542	6,172	1.88%	\$375.47
Nanaimo RD	154,572	18.96%	\$3,791.43	\$2,222.22	335	51,782	15.75%	\$3,150.23
Powell River RD****	19,456	2.39%	\$477.23	\$2,222.22	475	9,242	2.81%	\$562.23
Strathcona	45,448	5.57%	\$1,114.77	\$2,222.22	610	27,723	8.43%	\$1,686.60
Sunshine Coast	29,177	3.58%	\$715.67	\$2,222.22	352	10,270	3.12%	\$624.81
Total	815,376	100.00%	\$20,000.00	\$20,000.00	4278	328,748	100.00%	\$20,000.00

*Association of Vancouver Island and Coastal Communities: The State of Waste Management, Tetra Tech EBA, September 2015

**Total Waste Disposed calculated by population and per capita disposal

****Powell River reports 236 kg/person/year excluding C/D waste therefore average for all members applied.

Per capita disposal average for all members is: 475 kg/person/year

Note that AVICC standard membership dues are based on contributing population

AVICC SPECIAL COMMITTEE ON SOLID WASTE MANAGEMENT - ACTION PLAN

Action 5. Regulations and Enforcement – ensure that, where practicable, disposal bans and bylaws are consistent across regions to reduce leakage across borders.

TASK #	TASK/NEXT STEP	LEAD RD	ESTIMATED COST
5.1	Staff to do more work on disposal bans and bylaws at the next staff meeting to bring back to a future Special Committee meeting. Ensure information about disposal bans and bylaw changes are included in the Communication Strategy developed in Action 1: Partnership	Comox Valley	in-kind
5.2	Acknowledge and develop strategies to mitigate potential increases to illegal dumping from disposal bans and bylaws regulations.	Comox Valley	in-kind

APPENDIX C

AVICC Special Committee on Solid Waste Management

Vision

That local governments on Vancouver Island, Powell River and the Sunshine Coast are working together to address the opportunities and challenges of managing solid waste and our residents are aware of and support the need to reduce and manage our waste in a sustainable manner.

Goals

1. Ensure information is shared between AVICC local governments to encourage best practices in solid waste management and consistent messaging to our residents.
2. Collect and maintain appropriate and consistent data associated with solid waste management within the AVICC.
3. Support an informed and unified voice to assist efforts with the Province, NGOs and other partners in developing effective waste management solutions and policies.