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**TO:** Solid Waste Management Select Committee      **MEETING:** March 5, 2019

**FROM:** Meghan Ebueza  
Solid Waste Planner      **FILE:** 5360-01

**SUBJECT:** Out of Region Waste Disposal Request from qathet Regional District

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### RECOMMENDATION

The Board approve the request from the qathet Regional District to accept municipal solid waste from residents of Lasqueti Island at Regional District of Nanaimo Solid Waste Management Facilities with the following conditions:

- (1) municipal solid waste from Lasqueti Island will be charged the prevailing Regional District of Nanaimo municipal solid waste tipping fee rate plus a 20% premium;
- (2) acceptance will be approved until March 1, 2026; and
- (3) the Board direct staff to amend *Regional District of Nanaimo Solid Waste Management Bylaw No. 1531, 2007*, Schedule 'D' to include these conditions.

### SUMMARY

On January 9, 2019, Chair Patrick Brabazon of the qathet Regional District (qRD) wrote to the Regional District of Nanaimo (RDN) requesting disposal of out-of-region residual waste from Lasqueti Island at the RDN Church Road Transfer Station (approximately 100 tonnes per year).

Lasqueti Island has a population of approximately 400 people year round with the population doubling in the summer. Municipal solid waste is currently disposed of at the small on-island landfill which under the Lasqueti Island Solid Waste Management Sub-Plan is slated to close in 2020. Consequently, Lasqueti residents will need to find an alternative waste disposal option following the landfill closure.

Lasqueti Island is geographically a challenge for the qRD to provide services as its logistical connection to services and amenities lies within the RDN at French Creek in Electoral Area G where passenger ferry and barge landing operations and facilities exist. Waste disposal at RDN Facilities is the most practical option for Lasqueti Island residents.

RDN Bylaw No. 1531 prohibits out of region waste disposal at RDN Solid Waste Management Facilities unless authorized by the RDN Board. Staff recommend approving the request in consideration of:

- the minor amount of waste generated on Lasqueti Island;
- the logistical challenges and lack of alternatives for managing the waste; and

- RDN tipping fee revenues cover disposal costs, and therefore, would not result in an additional burden placed on RDN taxpayers.

## **BACKGROUND**

### *Lasqueti Island Solid Waste Management Sub-Plan*

qRD recently updated its *Solid Waste Management and Resource Recovery Plan* inclusive of the Lasqueti Island Solid Waste Management Sub-Plan. The qRD Plan was approved by Minister of Environment in September 2018. The Lasqueti Island Landfill Closure Plan will be completed and submitted to the Minister of Environment in 2019 with physical closure to be completed in 2020.

The population of Lasqueti Island is estimated to be 399 full time residents (2016 census), with the population doubling in the summer. The annual per capita disposal rate is estimated to be 125 kg per person, which in comparison is less than half the RDN per capita disposal rate. The low waste generation rate is believed to be attributed to the following community characteristics:

- Nearly all kitchen waste is composted;
- Reuse and salvage of materials are widely practiced;
- The Island has passenger only ferry service;
- There are minimal opportunities on the island to practice consumerism;
- Most of the community places a high value on low impact living; and
- Many residents report taking residual waste off island rather than using the Lasqueti Landfill.

The 2018-2019 Lasqueti Island Solid Waste Management Sub-Plan schedule identifies the upgrade and operational improvements to the Lasqueti Island recycling centre to facilitate all possible recycling opportunities. This will enable the proposed municipal waste from Lasqueti Island to go to the RDN Church Road Transfer Station to be free of divertible materials inclusive of organics and recyclables. qRD's operational plan for transport of waste from Lasqueti to the Church Road Transfer Station has not yet been finalized. It is estimated that in total the municipal solid waste received will be approximately 100 tonnes annually.

During the Sub-Plan development Lasqueti residents reported that currently bags of residual waste are taken off island and disposed of within the RDN. The qRD has looked into another transportation and disposal option including a barging firm from Vancouver which passes by and services the island occasionally. The service is not frequent, not on any schedule and is not considered a reliable option for waste disposal.

### *Accepting Out of District Residual Waste*

Conditions of use of the RDN Regional Landfill and Church Road Transfer Station are regulated by the *Regional District of Nanaimo Solid Waste Management Regulation Bylaw No. 1531, 2007*. It enacts:

*2.14 No person shall deposit Municipal Solid Waste that does not originate from within the Regional District boundaries at a Solid Waste Management Facility.*

*2.15 Despite section 2.14, the Board may authorize deposit of Municipal Solid Waste from another regional district upon request from a regional district Board of Directors.*

The RDN Regional Landfill, which receives approximately 57,000 tonnes of waste per year, is expected to continue until approximately 2040. At an average annual rate of 100 tonnes of municipal solid waste received from Lasqueti Island, the site life would only be shortened by approximately two weeks. Accepting municipal solid waste from Lasqueti Island would help the RDN to track out of region waste and provide more accurate waste disposal numbers to both the RDN and qRD. Setting an expiry date of March 1, 2026 allows for both the qRD and RDN to review the annual municipal solid waste tonnage received at RDN Solid Waste Management Facilities from Lasqueti Island over a five year period and is an adequate period for qRD to set up a service. Any continuation beyond this time would be subject to qRD submitting a request and consideration by the RDN Board.

The staff recommendation is for a 20% surcharge over prevailing RDN municipal solid waste tipping fee to align with the precedent that has been established for taking other out-of region waste.

Should the Board approve the qRD request, *Regional District of Nanaimo Solid Waste Management Bylaw 1531, 2007, Schedule 'D'* will require an amendment to include these conditions.

## **ALTERNATIVES**

1. The Board approve the request from the qathet Regional District to accept municipal solid waste from residents of Lasqueti Island at Regional District of Nanaimo Solid Waste Management Facilities with the following conditions:
  - (1) municipal solid waste from Lasqueti Island will be charged the prevailing RDN municipal solid waste tipping fee rate plus a 20% premium;
  - (2) acceptance will be approved until March 1<sup>st</sup>, 2026; and
  - (3) the Board direct staff to amend *Regional District of Nanaimo Solid Waste Management Bylaw No. 1531, 2007, Schedule 'D'* to include these conditions.
2. The Board does not approve the request from the qathet Regional District to accept municipal solid waste from residents of Lasqueti Island at Regional District of Nanaimo Solid Waste Management Facilities.
3. The Board provide alternate direction to staff.

## **FINANCIAL IMPLICATIONS**

Tipping fees revenue fund both the cost of Solid Waste Management Facilities operations and maintenance, and Solid Waste programs in the RDN. The current municipal solid waste tipping fee rate recovers the cost of municipal solid waste disposal even for small loads. The RDN does have an agreement with the Cowichan Valley Regional District (CVRD) for accepting out of region municipal solid waste as an emergency contingency plan which sets the tipping fee rates at a 20% premium over the prevailing municipal solid waste tipping fee rate. It is recommended that municipal solid waste received from qRD Lasqueti Island be accepted and charged a 20% premium over the prevailing municipal solid waste tipping fee rate, similar to the CVRD, under a five year agreement start date pending the Lasqueti Island Landfill closure.

Based on the current municipal solid waste tipping fee rate plus a 20% premium, revenue that would be generated by accepting municipal solid waste from Lasqueti Island would be approximately \$15,000 per year.

### **STRATEGIC PLAN IMPLICATIONS**

Focus On Relationships- We Look For Opportunities To Partner With Other Branches Of Government/Community Groups To Advance Our Region

The approval of this request would be collaborative approach between qRD and the RDN to manage residual solid waste from a geographic area hard to access by the qRD. This collaborative approach is in keeping with the Association of Vancouver Island and Coastal communities (AVICC) goal of working towards a cooperative long-term sustainable strategy for solid waste management on Vancouver Island.



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February 15, 2019

Reviewed by:

- L. Gardner, Manager, Solid Waste Services
- R. Alexander, General Manager, RCU
- P. Carlyle, Chief Administrative Officer

Attachment

1. Out of District Residual Waste Disposal Request Letter from qathet Regional District