



City of Richmond

Report to Committee

To GP - May 6 2013

To: General Purposes Committee

Date: April 22, 2013

From: Tom Stewart, ASCT.
Director, Public Works Operations

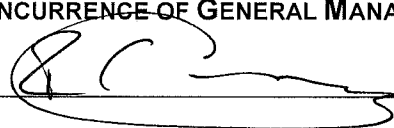
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Vol 01

Re: Waste Flow Management in Metro Vancouver

Staff Recommendation

That the staff report titled "Waste Flow Management in Metro Vancouver", dated April 22, 2013 from the Director – Public Works Operations, be received for information.

Tom Stewart, ASCT.
Director, Public Works Operations
(604-233-3301)

REPORT CONCURRENCE	
CONCURRENCE OF GENERAL MANAGER 	
REVIEWED BY DIRECTORS	INITIALS: DW
REVIEWED BY CAO	INITIALS: ED

Staff Report

Origin

Metro Vancouver is currently spearheading consultation on waste flow management options to ensure alignment with the sustainability principles of the Integrated Solid Waste and Resource Management Plan (ISWRMP), including enhancing waste reduction and recycling as part of working toward the waste diversion targets established under the approved ISWRMP (70% by 2015 and 80% by 2020).

The consultation program is being undertaken with government and industry representatives in two phases: Phase 1 (November, 2012 – January, 2013) was to consider initial feedback from which to develop a draft recommended approach. Phase 2, which is currently underway through to the end of May, 2013, is to receive and consider consultation on the recommended approach. The outcome of the consultation process and a recommended approach for waste flow management will be presented to the Metro Vancouver Board in July, 2013.

This report provides further information on this issue and highlights the importance of regional actions designed to manage the flow of waste within the region.

Analysis

Background

The ISWRMP identifies that Metro Vancouver will retain management control of regional disposal facilities in order to ensure that waste reduction and diversion goals can be applied uniformly at all regional disposal facilities. This will ensure equity for all residents and businesses within the region while supporting growth and development of the recycling sector. As part of maintaining management control, the ISWRMP allows for the region to institute flow control measures designed to ensure that the municipal solid waste or the garbage portion is delivered only to regional disposal facilities. Flow control initiatives outlined in the plan include measures such as: requiring that all municipal solid waste originating from within the region be delivered to approved facilities; a split fee bylaw; franchising of waste collection services and licensing of waste collection service providers.

There is an issue currently where at least one commercial hauler is bypassing regional disposal facilities and disposing of residential and commercial solid waste outside of the region (i.e. waste export). This results in lost revenues since these hauler/s avoid paying tipping fees which are needed to support the regional system. The estimated annual loss from current waste export activities is \$5 million annually (50,000 tonnes). Further, any hauler who exports waste can avoid complying with material disposal bans and prohibitions. These are regulatory tools which are required to reduce disposal and promote recycling. Without these tools, the economic viability of the recycling industry and established waste diversion goals are compromised. In addition, disposal of waste outside of the region creates an uneven playing field for the waste management industry. Should Metro Vancouver be unsuccessful in mitigating this trend, it will likely result in further waste export practices.

Failure to implement waste flow management measures will likely result in other commercial haulers following suit to remain competitive. This will further compromise the viability of the regional solid waste management infrastructure through lost revenues needed to maintain the infrastructure, and would lead to higher costs to support continued operation of the system and/or reduced levels of service. The economic viability of the recycling industry would also be compromised since the regulatory tools designed to promote growth in this sector (higher tipping fees, bans and prohibitions) would be undermined since these requirements could not be enforced where waste is exported outside the region.

Consultation Process

Metro Vancouver has undertaken consultation with government staff and industry. Generally, government support managing waste within the region and recognize the importance of this initiative to growth in the recycling sector. Industry is generally not supportive due to concerns of government involvement in disposal facilities, long-term cost impacts, and the potential to stifle innovation.

Summary documents, including comments and key themes arising from the consultation workshops, is included in Attachment 1.

The consultation process began in November, 2012 and is scheduled to continue through the end of May, 2013. Metro Vancouver staff expect to report to their Board in July, 2013 as per the following timeline:

- Phase 1 Engagement and Consultation to receive and consider initial feedback (November 16, 2012 – January 25, 2013). Consultation activity includes:
 - Government staff and industry workshops
 - Online feedback and written comments
- Deliver draft recommended approach and phase 1 consultation results to Zero Waste Committee (February 28) and Board (March 15)
- Phase 2 Engagement and Consultation to receive and consider consultation feedback on draft recommended approach (March to May 2013). Consultation activity to include:
 - Stakeholder workshop (April 18)
 - Special meeting of Zero Waste Committee (May 2)
 - Online feedback and written comments
- Deliver to Zero Waste committee and Board in July:
 - Phase 2 consultation results
 - Recommended approach
 - Bylaw
- Submit bylaw for Ministry of Environment approval: Summer, 2013

Proposed Approach

Metro Vancouver's proposed approach would require residential and commercial garbage to be delivered to regional facilities. Source-separated recyclable materials and materials such as

construction or demolition waste would be exempted. The regulatory tool would be a regional bylaw stipulating this requirement.

Richmond staff consider that the proposed approach meets the waste management control objectives of the ISWRMP in the least obtrusive and administratively efficient manner. By requiring residential and commercial garbage to be delivered to regional facilities, the regional transfer station and disposal network can be sustained at the least cost to the region overall. A level playing field for industry can be maintained, and most importantly, the economic viability of the recycling sector can be maintained and strengthened through disposal bans and prohibitions and through management of the tipping fee.

Financial Impact

None

Conclusion

The ISWRMP has established aggressive waste diversion targets of 70% by 2015 and 80% by 2020. In order to ensure these targets can be achieved and to foster economic growth and private sector investment in waste reduction and recycling infrastructure, it is important to implement waste flow management measures which direct garbage to regional disposal facilities.

A consultation process is currently underway, led by Metro Vancouver, to seek input into waste flow management. This report presents an update on the consultation process to date as well as information on how this initiative supports the waste diversion targets outlined in the ISWRMP. Outcomes of the consultation process and a proposed regulatory approach will be presented to the Metro Vancouver Board in July.



Suzanne Bycraft
Manager, Fleet & Environmental Programs
(604-233-3338)

SJB:

January 8, 2013

**Metro Vancouver Waste Flow Management
Engagement and Consultation Program
Government Staff Workshop
December 6, 2012**



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Metro Vancouver Waste Flow Management
Government Staff Workshop Summary – December 5, 2012

1. Overview

The communities of the Metro Vancouver region have endorsed progressive waste reduction and recycling goals as part of the Integrated Solid Waste Resource Management Plan (ISWRMP). Metro Vancouver has the authority for the management of municipal solid waste in the region.

Metro Vancouver and the City of Vancouver apply disposal bans on recyclable materials to help meet the regional diversion goals at the Regional Facilities they manage (transfer stations and disposal facilities). The garbage tipping fee at Regional Facilities is set based on cost recovery through a user fee. This fee also encourages the diversion of recyclables including yard trimming and food scraps as they are typically processed at a lower cost. Differential tipping fees and material disposal bans are key tools to meet the waste reduction and recycling goals. Metro Vancouver will implement additional disposal bans on food scraps and wood waste by 2015.

However, certain haulers are currently delivering some residential and commercial and institutional (ICI) waste to disposal facilities other than Regional Facilities, therefore bypassing the waste diversion tools put in place at those facilities.

Bypassing the Regional Facilities allows those commercial haulers to:

- Avoid disposal bans and prohibitions in effect at Regional Facilities, which are designed to encourage diversion and recycling
- Avoid paying their fair share of the costs to maintain a reliable regional waste management system that is available for everyone for the long term
- Create an uneven playing field for commercial haulers that continue to use Regional Facilities.

If action is not taken, and more commercial haulers continue to bypass Regional Facilities, it is likely that the region will not be able to enhance the local recycling industry, achieve the diversion targets set out in the ISWRMP, or deliver cost-effective and convenient waste management services for all residents and businesses throughout the region.

To enable the region to encourage waste reduction and recycling, Metro Vancouver staff identified a range of waste flow management options. These options were shortlisted from a larger selection currently implemented by jurisdictions throughout North America. A staff preferred waste flow management approach was then developed through comparison of the options to a set of guiding principles and also an operational and legal review of the options.

The preferred approach would require all residential and ICI municipal solid waste generated in the Region to be delivered to Regional Facilities, except for material specifically exempted. To promote compliance, the preferred approach would involve licensing of waste haulers.

On September 21, 2012, the Greater Vancouver Sewerage and Drainage District (GVS&DD) Board considered the report titled "Waste Flow Management Update" and directed staff to initiate consultation on the waste flow management options and the staff preferred approach presented in the report.

The objectives of the engagement and consultation program are to provide potentially impacted and interested stakeholders with:

Metro Vancouver Waste Flow Management
Government Staff Workshop Summary – December 5, 2012

- information on waste flow issues facing Metro Vancouver, and waste flow management options
- information on the preferred approach and how it was identified
- opportunities for input regarding the preferred waste flow management approach and the other potential options.

As part of the engagement and consultation program, Metro Vancouver hosted stakeholders at two waste flow management workshops:

- December 5, 2012 for government staff
- December 6, 2012 for industry representatives.

Staff will consider all input received in the development of the recommended Waste Flow Management approach.

Engagement and Consultation Program Timeline

- Phase 1 Engagement and Consultation to receive and consider initial feedback (November 16, 2012 – January 25, 2013). Consultation activity includes:
 - Government staff and industry workshops
 - Online feedback and written comments
- Deliver draft recommended approach and phase 1 consultation results to Zero Waste Committee (February 28) and Board (March 15)
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 - Stakeholder workshop (April)
 - Special meeting of Zero Waste Committee (May)
 - Online feedback and written comments
- Deliver to Zero Waste committee and Board in July:
 - Phase 2 consultation results
 - Recommended approach
 - Bylaw
- Submit bylaw for Ministry of Environment approval: Summer 2013

2. Government Staff Workshop

The Government Staff Workshop on Metro Vancouver Waste Flow Management took place December 5, 2012 from 8:30 am to 1:00 pm at the Firefighters' Club Banquet and Conference Centre in Burnaby, BC.

Invitees to the workshop included:

- Member municipal staff (members of Metro Vancouver regional advisory committees and waste reduction coordinators)
- Staff of First Nations and tribal councils/associations whose traditional territories lie within, overlap, or have an interest in Metro Vancouver, Fraser Valley Regional District (FVRD) and Squamish-Lillooet Regional District (SLRD)
- Staff of adjacent regional districts, including FVRD and SLRD
- Government agency staff (e.g. Ministry of Environment)

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- Private sector representatives who requested to attend the government workshop.

The specific objectives of the workshop were to provide information and receive input related to:

- waste flow issues facing Metro Vancouver
- waste flow management experience in other jurisdictions
- a preferred approach identified by Metro Vancouver staff
- other potential waste flow management options.

The workshop included presentations by:

Paul Henderson
Manager, Solid Waste Department
Metro Vancouver

- Metro Vancouver Waste Flow Management

Gord Helm
Manager, Solid Waste Resources
Halifax Regional Municipality

- The Halifax Experience

Denis Goulet
Vice President and General Manager
Miller Waste Systems

- A Hauler's Experience in Halifax

Presentations and supporting documents are available at:

<http://www.metrovancouver.org/services/solidwaste/planning/Engagement/Pages/WasteFlowManagement.aspx>

The presentations were followed by a panel Q & A and group discussions, which allowed participants to contribute to several table topics. Participants were provided a discussion guide with background on waste flow management and the information on the following topics:

1. core requirements of the preferred approach
2. hauler licensing parameters (thresholds, cost, future opportunities)
3. mechanisms to uphold excellent and cost-effective service delivery at Regional Facilities
4. enforcement and compliance
5. exemptions
6. other options for waste flow management.

3. Participation

Twenty-nine (29) representatives from the following organizations participated in the Metro Vancouver waste flow management government staff workshop:

- BC Ministry of Environment
- City of Burnaby
- City of Coquitlam
- City of North Vancouver
- City of Port Moody
- City of Richmond

Metro Vancouver Waste Flow Management
Government Staff Workshop Summary – December 5, 2012

- City of Surrey
- City of Vancouver
- Corporation of Delta
- District of North Vancouver
- District of West Vancouver
- Fraser Valley Regional District
- North Shore Recycling Program
- Peter's Band
- Ridge Meadows Recycling
- Squamish-Lillooet Regional District
- Stó:lō Tribal Council
- Township of Langley
- Ts'elxweyeqw Tribe
- UBC Electoral Area A

The following industry representatives also participated:

- Progressive Group (government relations consultant)

4. Feedback

Input at the waste flow management industry workshop was received via:

- Participant comments and questions during the panel Q&A (as documented by a note-taker)
- Participant comments and questions during small group discussions (as documented on flip chart paper by table note-takers)

All comments and questions received at the workshop will be responded to in an issue and response table that will form part of the engagement and consultation report to be presented to Metro Vancouver's Zero Waste Committee and Board early in 2013.

In addition, stakeholders were encouraged to provide written feedback on forms provided at the workshop and through an online feedback form on the Metro Vancouver website.

5. Key Themes

The key themes emerging from the panel Q&A and discussion groups are as follows:

Core requirements of the Preferred Approach

- General support for the preferred approach of requiring residential and commercial waste to be delivered to Regional Facilities and licensing haulers
- Support for the preferred approach due to potential benefits of tracking data
- Some participants support the preferred approach but do not support development of new waste-to-energy capacity
- Support for managing waste within the region
- Interest in the impact of waste flow management on the region's disposal tipping fee and diversion rate

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Government Staff Workshop Summary – December 5, 2012**

- Interest in the deployment of resources and education to help generators reduce and recycle waste
- Opportunities for haulers to diversify services offered to clients especially if they are introducing more diversion options
- Opportunities for development of private processing facilities and markets for source-separated recyclable materials
- Concern about how the preferred approach could affect both large and small haulers, particularly those at the region's eastern border
- Concern the preferred approach may stifle hauler innovation or that it may be seen as an attempt to control the free market
- Concern regarding unintended consequences including: contamination of the recycling stream, illegal dumping, and overwhelming the capacity for processing and markets for recyclable materials.

Hauler licensing parameters

- Support for licensing all designated haulers in the region, regardless of size – viewed as more equitable than using a tonnage threshold to determine which haulers to license
- Interest in a phased approach to licensing, perhaps starting with larger haulers, in order to facilitate the transition for licensing and enforcement staff and for industry
- Licensing only the haulers that collect above a certain threshold quantity may be used as an advantage by some businesses, or allow haulers to circumvent requirement to use Regional Facilities (e.g. by forming smaller subsidiaries)
- Interest in haulers maintaining records on the location of collection, amount of waste collected, type of waste collected – some individuals noted that many of these records are already kept
- Opportunity identified for municipalities and the region to acquire valuable data on waste flow and composition
- Publicize both compliant and non-compliant haulers.

Mechanisms to uphold excellent and cost-effective service delivery at Regional Facilities

- Streamline procedures at facilities and ensure ease of access to enable efficient drop-off of multiple materials at each site
- Monitor and manage wait times and processing times
- Suggestion to separate commercial and residential haulers to allow commercial users to utilize an automatic-scale system to reduce processing times
- Collect feedback from customers through hotlines, feedback forms and surveys
- Centralize a complaint system to determine areas for improvement
- Ensure that operating hours and staff resources reflect peak demand periods
- Consider minimizing travel time, perhaps through one-stop transfer stations.

Enforcement and compliance

- Support for ensuring and promoting fairness
- Suggestions for penalties for violations include facilities bans, public disclosure of non-compliant haulers, or significant fines

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**Metro Vancouver Waste Flow Management
Government Staff Workshop Summary – December 5, 2012**

- Support for incremental penalties for repeated violations
- Interest in the proof to be required to determine compliance
- Interest in municipalities assisting with enforcement by requiring hauler licenses as a pre-requisite for new or renewed business licenses
- Interest in contingency planning for clients whose service would be affected should their hauler's license be revoked
- Suggestion to focus efforts on waste generators and use haulers to educate generators.

Exemptions

- General support for the list of materials proposed by Metro Vancouver to be exempted from the requirement to be delivered to Regional Facilities (Proposed exempted materials are those materials currently being processed at By-Law 181 Licensed Facilities along with new source separated materials specifically permitted under By-Law 181 licenses)
- There were mixed opinions on a suggestion to direct source-separated organics to appropriate facilities, which would extend beyond the current scope of engagement and consultation that relates to waste flow management for residential and commercial mixed waste only, not source-separated organics:
 - Some participants felt introducing this new suggested requirement would prevent substandard organics processors from entering the market.
 - Some participants supported exempting organics from any requirement to be delivered to Regional Facilities or other facilities, as outlined in the preferred approach, noting the Metro Vancouver region does not currently have enough organics processing capacity.

Other Options for Waste Flow Management

- Concern some of the other options identified would be difficult to implement
- Concern that the preferred approach may be an extreme solution
- Comment that open market innovation leads to reduced costs to the taxpayers
- Comment that keeping garbage tipping fees high encourages recycling business development
- Suggestion that allowing residential and commercial waste to be delivered to Non-Regional Facilities may make sense for eastern Metro Vancouver municipalities in regards to distance and convenience, as long as users of Non-Regional Facilities are accountable to compensate users of the regional system for the impact of the loss in revenue
- Some support for municipalities collecting all residential and commercial waste rather than just single family waste. This would allow the opportunity to try different contractual requirements or programs on various waste and recycling streams with the generators to see what works to encourage recycling. It would create a one-stop-shop type of service level
- Some support for franchising for commercial and multi-family waste given that franchising would reduce traffic and allow municipalities more control on waste management services
- Support for working with partners, including municipalities, to achieve objective of the preferred approach
- Support for user-pay approaches and price differential for disposal and diversion

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Government Staff Workshop Summary -- December 5, 2012

- Noted that pay-as-you-throw at the generator level may be another mechanism to recover funds for solid waste system operation
- Noted that other regional districts should be allowed / encouraged to use Regional Facilities
- Suggestion to consider a new approach of allowing use of Non-Regional Facilities coupled with municipal requirements to recycle at the source
- Noted that tax-based split tipping fee would not change the municipal tax or utility rate as the tipping fee is already included in this rate
- Concern that options under consideration should not undermine the user-pay principle (e.g. charging per bag).
- Noted that franchising and municipalities providing all waste management services are similar models
- Noted that options other than the preferred approach put pressure on municipalities and impede competition
- Concerns regarding legalities around franchising
- Noted that the status quo is an option, i.e. don't implement any new waste flow management measures.

6. Next Steps

Metro Vancouver is accepting feedback as part of Phase 1 of the Metro Vancouver Waste Flow Management Engagement and Consultation Program until January 25, 2013. You may submit your feedback by visiting Metro Vancouver's website and completing an online feedback form available at:
<http://www.metrovancouver.org/services/solidwaste/planning/Engagement/Pages/WasteFlowManagement.aspx>

Your comments may also be sent before January 25, 2013 to one of the addresses below.

<p>Email: icentre@metrovancouver.org</p> <p>Please include 'Waste Flow Management' in the subject line</p>	<p>Mail: Paul Henderson Manager, Solid Waste Department Metro Vancouver 4330 Kingsway Burnaby, BC V5H 4G8</p>
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Phase 2 - March to May 2013: You will have more opportunities to provide feedback on the upcoming draft recommended approach, which Metro Vancouver will present in March after taking into consideration your initial feedback from Phase 1. The engagement and consultation program timeline is outlined on page 2 of this document.

Final recommended approach – Summer 2013: Metro Vancouver staff will present the final recommended approach based on feedback from Phases 1 and 2 to its Board in July, and then submit it to the Ministry of Environment for approval.

Following Board and Ministry approval of the final approach and any required bylaw provisions, Metro Vancouver will work closely with municipalities, regional processors and haulers, and building owners and managers to put the approach into effect throughout the region.

January 8, 2013

**Metro Vancouver Waste Flow Management
Engagement and Consultation Program**
Industry Workshop
December 6, 2012



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However, certain haulers are currently delivering some residential and commercial and institutional (ICI) waste to disposal facilities other than Regional Facilities, therefore bypassing the waste diversion tools put in place at those facilities.

Bypassing the Regional Facilities allows those commercial haulers to:

- Avoid disposal bans and prohibitions in effect at Regional Facilities, which are designed to encourage diversion and recycling
- Avoid paying their fair share of the costs to maintain a reliable regional waste management system that is available for everyone for the long term
- Create an uneven playing field for commercial haulers that continue to use Regional Facilities.

If action is not taken, and more commercial haulers continue to bypass Regional Facilities, it is likely that the region will not be able to enhance the local recycling industry, achieve the diversion targets set out in the ISWRMP, or deliver cost-effective and convenient waste management services for all residents and businesses throughout the region.

To enable the region to encourage waste reduction and recycling, Metro Vancouver staff identified a range of waste flow management options. These options were shortlisted from a larger selection currently implemented by jurisdictions throughout North America. A staff preferred waste flow management approach was then developed through comparison of the options to a set of guiding principles and also an operational and legal review of the options.

The preferred approach would require all residential and ICI municipal solid waste generated in the Region to be delivered to Regional Facilities, except for material specifically exempted. To promote compliance, the preferred approach would involve licensing of waste haulers.

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The objectives of the engagement and consultation program are to provide potentially impacted and interested stakeholders with:

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**Metro Vancouver Waste Flow Management
Industry Workshop Summary – December 6, 2012**

- information on waste flow issues facing Metro Vancouver, and waste flow management options
- information on the preferred approach and how it was identified
- opportunities for input regarding the preferred waste flow management approach and the other potential options.

As part of the engagement and consultation program, Metro Vancouver hosted stakeholders at two waste flow management workshops:

- December 5, 2012 for government staff
- December 6, 2012 for industry representatives.

Staff will consider all input received in the development of the recommended Waste Flow Management approach.

Engagement and Consultation Program Timeline

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- Deliver to Zero Waste committee and Board in July:
 - Phase 2 consultation results
 - Recommended approach
 - Bylaw
- Submit bylaw for Ministry of Environment approval: Summer 2013

2. Industry Workshop

The industry workshop on Metro Vancouver Waste Flow Management took place December 6, 2012 from 9:30 am to 2:00 pm at the Firefighters' Club Banquet and Conference Centre in Burnaby, BC.

Invitees to the workshop included:

- waste hauling companies
- Waste Management Association of BC (and individual members)
- solid waste management facility representatives licensed under Bylaw 181
- potential licensees under Bylaw 272 (the amending Bylaw to Bylaw 181)
- residential and commercial property owners and managers
- construction and development industry associations
- non-profit groups, product stewardship associations

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- large waste generators, retail sector representatives
- resident, business, and ratepayers associations

The specific objectives of the workshop were to provide information and receive input related to:

- waste flow issues facing Metro Vancouver
- waste flow management experience in other jurisdictions
- a preferred approach identified by Metro Vancouver staff
- other potential waste flow management options.

The workshop included presentations by:

Paul Henderson
Manager, Solid Waste Department
Metro Vancouver

- Metro Vancouver Waste Flow Management

Gord Helm
Manager, Solid Waste Resources
Halifax Regional Municipality

- The Halifax Experience

Denis Goulet
Vice President and General Manager
Miller Waste Systems

- A Hauler's Experience in Halifax

Presentations and supporting documents are available at:

<http://www.metrovancouver.org/services/solidwaste/planning/Engagement/Pages/WasteFlowManagement.aspx>

The presentations were followed by a panel Q & A and group discussions, which allowed participants to contribute to several table topics. Participants were provided a discussion guide with background on waste flow management and the information on the following topics:

1. core requirements of the preferred approach
2. hauler licensing parameters (thresholds, cost, future opportunities)
3. mechanisms to uphold excellent and cost-effective service delivery at Regional Facilities
4. enforcement and compliance
5. exemptions
6. other options for waste flow management.

The group discussions were limited to three rotations and the workshop was adjourned early due the departure of a significant number of participants. To encourage input from all participants and other interested parties during Phase 1 of the engagement and consultation process, the deadline for written input was extended from the original date of December 31, 2012 to January 25, 2013 (refer to Section 6 for details). Metro Vancouver is also scheduling a follow-up meeting with the Waste Management Association of BC.

3. Participation

Fifty-eight (58) representatives from the following organizations participated in the Metro

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Metro Vancouver Waste Flow Management
Industry Workshop Summary – December 6, 2012

Vancouver waste flow management industry workshop:

- Action Bins
- AECOM
- AjM Disposal Services Ltd.
- Aspera Recycling Inc.
- Basran Industries Ltd.
- Belkorp Environmental Services Inc.
- BFI Canada Inc.
- BSI Biodegradable Solutions
- Cascades Recovery Inc.
- Cloverdale Fuel Ltd.
- Coast Waste Management Association (CWMA)
- Earth Renu Energy Corp.
- Econopro Site Services
- Ecowaste
- Emeltek Int. Services Inc.
- Emterra Environmental
- Encorp Pacific (Canada)
- Fraser Richmond Soil & Fibre / Urban Wood Waste Recyclers
- Gaia Strategies
- Green Coast Rubbish
- Independent Contractors and Businesses Association
- IPL Plastics Inc.
- Ivanhoe Cambridge
- LBIX
- Leonare Gastown
- Livable Laneways
- Lonsdale Quay Market
- Maple Leaf Disposal Ltd.
- Mini Bins
- Net Zero Waste Inc.
- Pacific Mattress Recycling Inc.
- Progressive Group
- Smithrite Disposal
- Super Save Disposal
- Tidy Bins
- Urban Development Institute
- University Neighbourhoods Association
- Urban Impact Recycling
- Vedder Transportation Group
- Waste Control Services Inc.
- Wastech
- West Coast Plastic Recycling Inc.
- WM - Waste Management of Canada Corp.
- Yaletown BIA.

4. Feedback

Input at the waste flow management industry workshop was received via:

- Participant comments and questions during the panel Q&A (as documented by a note-taker)
- Participant comments and questions during small group discussions (as documented on flip chart paper by table note-takers)

All comments and questions received at the workshop will be responded to in an issue and response table that will form part of the engagement and consultation report to be presented to Metro Vancouver's Zero Waste Committee and Board early in 2013.

In addition, stakeholders were encouraged to provide written feedback on forms provided at the workshop and through an online feedback form on the Metro Vancouver website.

5. Key Themes

The key themes emerging from the panel Q&A and discussion groups are as follows:

Core requirements of the Preferred Approach

- Concern with licensing as a component of the preferred approach.
- Concern with requirement for use of Regional Facilities without assurance of reasonable pricing and high service levels.
- Concern regarding potential longer-term cost increases for both customers and haulers
- Concern with potential for rapid future upward trend in tipping fees
- Concern that Metro Vancouver may not be providing a sufficient level of service at regional facilities and may be impeding innovation
- Concern regarding haulers being penalized for loads containing materials banned from disposal; there is no onus placed on customers to comply with material disposal bans
- Rationale for waste flow management questioned; if waste diversion is the target, Metro Vancouver should regulate the source instead of the haulers
- Noted that flow control is unnecessary/excessive; other mechanisms and assets are available
- Noted that Regional Facilities need to improve service levels
- Concern that many banned materials are required to be collected/separated but the infrastructure/market is not in place for many of these materials
- Noted that there may be new business opportunities (innovation, competition) resulting from the preferred approach; Metro Vancouver/municipalities should support these new opportunities (additional capacity, service levels, material recovery facilities)
- Concern that this would create a government monopoly of disposal facilities and would eliminate potential private investment in the disposal sector.
- Noted that the preferred approach creates potential for private investment in the recycling sector. However, Metro Vancouver and other legislative and regulatory

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Industry Workshop Summary – December 6, 2012

bodies make it challenging for the recycling sector to grow in response to the demand (facility licenses, siting, costs, etc).

Hauler licensing parameters

- Opposition to licensing; preference noted for requiring use of Regional Facilities without any licensing, neither now nor as part of a phased approach (bylaw first)
- Licensing will not contribute to increased diversion
- Licensing produces an excessive administrative burden on haulers
- Concern that licensing is excessive and that all haulers are being punished for the poor performance of a few
- Support for levelling the playing field for haulers, but not through proposed licensing systems
- Concerns regarding costs resulting from requiring haulers to keep detailed records of waste collected; haulers could be paid to provide data
- If licensing is pursued, all commercial haulers, regardless of size, should be licensed.

Mechanisms to uphold excellent and cost-effective service delivery at regional facilities

- Reduce wait time and processing time
- Support for tracking cost per tonnes, ease of use, processing time, wait time, traffic flow, and level of convenience
- Support for additional transfer and processing capacity/facilities
- Support for Metro Vancouver/facility operators tracking and reporting service-level performance measures to Waste Management Association of BC(WMABC)
- Support for quarterly review and reporting of tracked performance indicators and Metro Vancouver / Facility Operator responses to WMABC
- Support for utilizing service level guarantees, incentives to transfer station operators for providing effective service, effective communication between owners and operators
- Support for frequent industry consultation (e.g. a Metro Vancouver/industry committee)
- Some participants suggested that different contractors should operate each Metro Vancouver facility to promote competition and cost-effectiveness.

Enforcement and compliance

- Support for strong enforcement efforts
- Education program required for haulers and generators
- Regulations should be enforced at source
- Interest in determining enforcements costs
- Support for consequences for haulers not following regulations
- Suggestion to recognize compliant haulers
- Concern regarding high costs of licensing efforts to haulers, which may be passed to consumers
- Concern that licensing may foster more illegal dumping
- Concern with impact of revoked licenses on clients. Will clients be informed of their haulers' infractions and warnings?

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- Concern that haulers with contaminated loads cannot go to Regional Facilities but they can go to the private sector who will take those loads and either separate them themselves or get rid of them inappropriately.

Exemptions

- Concern with difficulties resulting from loads that have both exempt and non-exempt materials
- Concern with inadequate source separation
- Source separation could be encouraged by more frequent pick up of recyclables and less frequent pick up of garbage
- Other suggestions for exempted materials included: electronics (which are already prohibited from Regional Facilities), Styrofoam, and materials going to material recovery facilities
- Suggestion for exemptions for mixed waste when inadequate source separation is not the fault of the hauler
- Concern that exempt items are only exempt because they have no value to Metro Vancouver
- Suggestion for surveillance in waste sorting areas of ICI generators to help enforce source separation
- Confusion about which waste streams were being discussed. Education will be needed so that haulers know what materials are covered by the new by-law.

Other options for Waste Flow Management

- Support for user-pay (e.g. charging per bag)
- Preference for reduced tipping fee / economic incentive
- Noted different options have different enforcement costs
- Suggestion for an open market system (e.g. private transfer stations) as it could reduce costs and wouldn't require a bylaw
- Request for a better mechanism to pass disposal ban surcharges to offending source generators
- Suggestion for allowing waste to go to non-Regional Facilities also, if they have the same or comparable standards as Regional Facilities
- Comment that this is being implemented to protect current and future capital assets (i.e. new waste-to-energy facility)

6. Next Steps

Metro Vancouver is accepting feedback as part of Phase 1 of the Metro Vancouver Waste Flow Management Engagement and Consultation Program until January 25, 2013. You may submit your feedback by visiting Metro Vancouver's website and completing an online feedback form available at:
<http://www.metrovancouver.org/services/solidwaste/planning/Engagement/Pages/WasteFlowManagement.aspx>

Your comments may also be sent before January 25, 2013 to one of the addresses below.

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Email: icentre@metrovancover.org Please include 'Waste Flow Management' in the subject line	Mail: Paul Henderson Manager, Solid Waste Department Metro Vancouver 4330 Kingsway Burnaby, BC V5H 4G8
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Phase 2 - March to May 2013: You will have more opportunities to provide feedback on the upcoming draft recommended approach, which Metro Vancouver will present in March after taking into consideration your initial feedback from Phase 1. The engagement and consultation program timeline is outlined on page 2 of this document.

Final recommended approach – Summer 2013: Metro Vancouver staff will present the final recommended approach based on feedback from Phases 1 and 2 to its Board in July, and then submit it to the Ministry of Environment for approval.

Following Board and Ministry approval of the final approach and any required bylaw provisions, Metro Vancouver will work closely with municipalities, regional processors and haulers, and building owners and managers to put the approach into effect throughout the region.